Education Committee
16th Meeting, 2005

Wednesday 28 September 2005

The Committee will meet at 10.00 am in Committee Room 4

1. Early years inquiry: The Committee will take evidence from—

   Panel 1
   Dr Christine Stephen, Scottish Educational Research Association
   Peter Lee, Scottish Educational Research Association

   Panel 2
   Tam Baillie, Assistant Director of Policy, Barnardo’s Scotland
   Dr Bronwen Cohen, Chief Executive, Children in Scotland
   Catriona Thomson, Early Years Development Officer, Children in Scotland

2. Pupil motivation: The Committee will consider a draft report.

3. Pupil motivation: The Committee will agree arrangements for a stakeholder event.

4. Budget process 2006-07: The Committee will agree its approach to its consideration of the Scottish Executive’s 2006-07 budget.

Eugene Windsor
Clerk to the Committee
Room T3.40, Committee Office
Ext. 0131 348 5204

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The following papers are enclosed for the meeting

Agenda item 1
Clerk’s covering note  ED/S2/05/16/1
Submission from SERA  ED/S2/05/16/1a
Submission from Barnardo’s Scotland  
Submission from Children in Scotland

**Agenda item 2**
- Clerk’s covering note
- Draft report

**Agenda item 3**
- Clerk’s paper

**Agenda item 4**
- Clerk’s paper
- Paper from adviser to Committee
ED/S2/05/16/1

Agenda item 1
28 September 2005

EDUCATION COMMITTEE

Early years inquiry

1. This is the first meeting where the Committee will be taking oral evidence as part of its early years inquiry.

2. The Scottish Educational Research Association are Panel 1 and Barnado’s Scotland and Children in Scotland constitute Panel 2. The Scottish Educational Research Association’s original written submission to the inquiry is enclosed as paper ED/S2/05/16/1a. Barnado’s Scotland and Children in Scotland have provided new submissions and these are enclosed as ED/S2/05/16/1b and ED/S2/05/16/1c respectively. Both organisations have requested that their original submissions be re-issued and they are included with the above papers.

3. The next early years inquiry evidence session will take place on 5 October 2005 and will consist of two panels: UNISON and a panel consisting of four local authorities.

Eugene Windsor
Clerk
Education Committee
INTRODUCTION

The Early Years Network of the Scottish Educational Research Association (SERA) welcomes this opportunity to contribute to the inquiry of the Scottish Parliament’s Education Committee into the effectiveness of early years education and childcare and the implications of policy decisions for future provision. The SERA Early Years Network provides a focus for the dissemination of research findings and critical reflection on research methods. It is concerned with the implications of practice and policy and the perspectives of children, parents and practitioners. It aims to contribute to effective partnerships between the educational research, policy and practice communities and to develop research capacity in early years educational research in Scotland.

We have noted with approval the comments of the Convener of the Education Committee on the positive implications of pre-school provision for children’s well-being and life-long enthusiasm for learning. Researchers and practitioners alike endorse the potential of pre-school provision to develop dispositions such as persistence, collaborative and co-operative working, curiosity, self-control, reflection and experimentation which contribute to a robust capacity to learn across social and academic contexts. On the other hand, we are anxious to ensure that concern about pre-school provision is not predicated on later outcomes alone. Along with playroom staff and those responsible for the management of provision we argue that early childhood education and care provision must be responsive to the current requirements of young children, attending to their varying emotional, social and developmental needs. In this contribution we do not differentiate between early years education and early years childcare. While adults and funding streams may differentiate between services in this way children’s experience is of a playroom or childminding setting where they play, learn, enjoy the company of other children and are cared for by adults other than their parents, regardless of institutional labels.

Ready access to provision that fits well with family circumstances in terms of the hours available, location, nature of the setting, provision for parents, scale of costs etc is clearly a prerequisite for every child and such concerns are reflected in four of the five aspects of early years education and childcare that are specified as of particular interest to the Education Committee. However, we wish to focus our contribution to the inquiry on curricular and pedagogical issues, concentrating on the nature of children’s experiences in the playroom and their
There are three reasons for this focus. First, these are the aspects of early years provision that are the focus of our attention as teachers and researchers, informed by theoretical models of learning and development and empirical evidence. Secondly, there is a need to examine early years provision from the perspective of children in the playroom. Amongst the adult concerns about national and local economic and social policy, professional development and accounting for service provision it is all too possible to lose sight of the everyday experiences of young children. Our third reason is the debate about pedagogy and curriculum formulation that is now developing in Scotland. These issues are also a matter of active current concern for policymakers and practitioners in England and Wales, although the direction of change appears to differ between these two national systems.

MAKING DECISIONS ABOUT PEDAGOGY AND JUDGMENTS ABOUT QUALITY

Over the past ten years early years education and childcare in Scotland has developed into a mature sector of the educational system, more confident in its role, professionalism and status. But despite long-standing curriculum guidance (since 1997 for 4-year olds and since 1999 for children aged 3-5) we have only a poorly articulated pedagogy. By pedagogy we mean the techniques, interactions, activities and resources that practitioners employ to support learning (that is, what might be considered the act of ‘teaching’). The curriculum guidance is clear that provision should be centred on the needs of children and that play is a powerful medium for learning but thinking about learning and ‘teaching’ is less clear. Indeed, discussions of ‘teaching’ are typically resisted in pre-school provision in Scotland where this activity is typically construed as didactic - about telling and instructing rather than constructing, facilitating or modelling.

There are educational writers and researchers who are challenging the notion of a universal developmentally appropriate curriculum (a notion arising in the USA) and individual settings and local authorities across Scotland are experimenting with alternative approaches. Nevertheless, there is in the UK a powerful body of research findings from the DfES funded study of Effective Provision of Pre-school Education (EPPE) that has potential to dominate thinking about what can and should happen in the early years. Yet there are reasons to challenge the straightforward and unquestioning application of the conclusions drawn from the EPPE study to the Scottish context. It is our contention that the outcomes for children in Scotland will be enriched by accepting the challenge to develop a pedagogy that is appropriate for our context, rather than rejecting ideas from elsewhere as inappropriate or accepting them unconditionally.

There are particular notions of quality in pre-school provision and of ways of measuring effectiveness implicit in the EPPE study. Effectiveness is defined in terms of above average measurable gains on specified assessments of social and cognitive development. They assess quality by, amongst other qualitative
data, ratings obtained on the Early Childhood Environment Rating Scale-Revised (ECERS-R) and the extensions (ECERS-E) to the original American scale that were devised to cover aspects of provision in England which the investigators felt were not adequately represented in ECERS-R. When considering the applicability of any research findings to a different context it is necessary to ask questions about the values implicit in the study and whether these are shared by stakeholders in the new locations. With almost universal part-time provision for children between the ages of three and five years now attained in Scotland we suggest that attention should focus on what we expect children to gain from this service and how good quality is defined in Scotland.

**CHILD-LED LEARNING AND THE ROLE OF PRACTITIONERS**

One of the key findings of the EPPE study is that in ‘excellent’ centres there was an equal balance between child-initiated and adult-initiated activities (including direct teaching through instruction, explanation and demonstration). Writing in an English context, the investigators point to this finding as supporting a pedagogy that encourages children to initiate activities as often as the staff, suggesting that settings could improve their ‘effectiveness’ by allowing more opportunities for children to make choices. However, in Scotland the current consensus of opinion is that children should choose freely which activities to engage in for much more than half of their time in the playroom. As yet it remains a matter for debate (or better still empirical investigation) whether the status quo in Scotland is even more ‘effective’ than the 50:50 balance suggested in the EPPE study or is a default position adopted over time and one which is ready for challenge.

Going beyond who initiates the activities it is important to look at what happens as children engage with games, exploration, construction, pretend play, stories and the rest of the varied resources and opportunities that playrooms offer in line with curricular guidance and expectations. A number of studies in Scotland have found examples of the child-led ethos being interpreted as meaning that staff should provide enticing resources for children then ‘stand back’, with only responsive supervision rather than pro-active engagement. In these circumstances staff seem to be adopting what is an essentially naïve Piagetian model.

Other perspectives on learning, deriving from socio-cultural or constructivist approaches suggest that what makes a difference to children’s learning is the nature of the interactions that take place around the activities. From a constructivist perspective it is the adult’s willingness to find out about the child’s perspective and their ability to support learning by helping children to negotiate differences in understanding that makes the vital contribution to learning. ‘Sustained, shared thinking’ was a hallmark of the ‘excellent’ centres identified by the EPPE study. In these episodes adults and children worked together, for example, to solve a problem, explore a concept or evaluate actions. Other writers and researchers have investigated similar adult support such as scaffolding and
guided participation. Regardless of the label applied to this kind of adult behaviour (and it is possible to argue that a range of pedagogical behaviours are involved in successfully supporting learning), it is clear that it is necessary both for the children they care for and for their professional identity that pre-school practitioners in Scotland move to define their role in terms of particular pedagogical orientations.

QUALIFICATIONS OF PRACTITIONERS

So far we have referred to those who work in playrooms with pre-school children by the generic term ‘practitioners’. Staff in early years education and childcare in Scotland come from a variety of initial training backgrounds. The Scottish Executive has recognised the different contributions that adults with teacher or nursery nurse or childhood studies qualifications can make to the playroom. The EPPE study suggests that those with the highest qualifications (typically trained teachers) were the most effective in their interactions with children, engaging them in more ‘sustained, shared thinking’ and in activities with higher cognitive challenge. The investigators go on to argue for the important role of adults with teacher training in pre-school playrooms. Their evidence does not allow for any comparison between the impact on children’s experience and attainment of adults with other degree level qualifications, such as the increasingly common childhood studies degrees. Centres where a teacher was the head appeared to be more effective in terms of children’s progress but it is unclear from the evidence presented what allowance had been made for this being more likely in centres that were local authority funded. We suggest that it is necessary to consider whether what makes a difference to adults ways of interacting is ‘teacher training’ per se or the ability to engage in critical thinking and reflective practice that can be the result of other advanced level educational experiences.

TRANSITION TO SCHOOL

One further area of concern emerges from our research and observations of practice in Scottish pre-school provision. As they move from pre-school to primary school children in Scotland experience a range of curricular discontinuities. For example, they move from settings that value children being able to chose and direct their own activities and play partners to classrooms where the emphasis is more likely to be on following instructions, responding to adults and getting on with others in adult chosen groups. In pre-school settings the focus is on nurturing development not achieving attainment targets and on children deciding when they are satisfied with a task or product. In primary school classrooms their performance is typically judged by adults and ranked against peers and age norms. It seems pertinent to consider whether the benefits of pre-school education, particularly in terms of the kinds of dispositions that encourage an independent and enduring engagement with learning, could be better sustained if primary school classrooms were able to adopt at least some of the pre-school practices.
CONCLUSION

As the remit for the Education Committee's inquiry points out, there are a variety of approaches that can be adopted when seeking to support children’s development. We are suggesting that it is necessary to investigate carefully what we want children in Scotland to gain from their pre-school experiences and what is valued in terms of effectiveness and quality. The time is ripe for a thorough articulation of a pedagogy that works in our context and meets the demands of revised curriculum guidance in Scotland. Developing clear pedagogical expectations will define the role of practitioners in the playroom in a way that recognises past consensus on good practice, consolidates their developing professionalism and considers the characteristics of effective initial and continuing training.

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EDUCATION COMMITTEE CALL FOR EVIDENCE – EARLY YEARS

Introduction

1. Barnardo’s Scotland is responding to the call for evidence by the Education Committee in relation to its inquiry into the provision of pre-school education and care across Scotland covering the early years.

2. We have interpreted the early years as ranging from pre-birth (to encompass good pre-natal care) to age six (dealing with the transition to primary school), recognising that pre-school education concentrates on 3-5 year olds.

Progress

3. We acknowledge the progress made by the Scottish Executive over the last six-seven years since the launch of the childcare strategy in 1998. There are numerous developments with their roots in the childcare strategy including the availability of free, quality part-time pre-school education places; funding to local authorities/Childcare Partnerships to develop childcare including wraparound care, childcare for those working unsocial hours and sitter services; Sure Start Scotland and ringfenced funding for workforce development. There have also been health-related developments. Parents and children benefit from UK-wide initiatives including the child care element of the working tax credit and the proposed extension to paid maternity leave. We welcome the increase in resources through the childcare strategy, Sure Start Scotland and other initiatives.

General Comment

4. We regret the delay in publication of the integrated early years’ strategy and the Executive’s views on parenting support. They may contain proposals and initiatives that Barnardo’s Scotland would support but in the absence of these important strategies, our comments are made on the basis of existing progress.

Child Development

5. Getting children off to a good start significantly contributes to their long-term development and school success. Early childhood is a crucial period in human development. Access to high quality childcare and education has wide-ranging benefits for social, cognitive and emotional development as well as allowing parents to take up employment and training opportunities. There should be no conflict between child development goals and those relating to increased parental participation in the labour market providing the early years’ provision is accessible, affordable and coherent – presently, it can be fragmented and expensive.
6. The Working for Families Fund providing child care support in the most deprived areas to help parents access education, training and employment is a welcome initiative. At least one of our projects – Paisley Threads - is about to benefit from this initiative. Young people who attend Paisley Threads have been unable to access childcare places in the college crèche as they are all taken up.

7. It is important for lone parents of very young children to be on the employment ladder as work is the route out of poverty. Nonetheless, since lone parents take jobs which are frequently at the bottom of the job market (low wages and long, unsocial hours) there needs to be continued support and training to help them progress up the employment ladder. What is needed is more flexible, affordable, accessible and dependable, childcare across Scotland to provide full support for lone parents and other low income parents, together with support and training for those starting a job. Too often we see childcare arrangements breaking down and the parent having to give up work. This is neither helpful for the parent or the child. There should also be more financial support to help those parents who wish to remain at home in the child’s first year of life.

Most vulnerable families - targeted support

8. For Scotland’s Children gave the bleak warning that some children are born to fail given the level of poverty and the extent of alcohol and drug abuse. The outcomes for children living in poverty are more often than not negative. Many Barnardo’s Scotland services work with such disadvantaged families. With respect to the early years, these families need support with such basic and practical tasks as getting their children to nursery/family centre on time and budgeting to ensure the children are properly clothed and fed. This practical work needs to happen before other work can take place such as helping the parent to set boundaries for their children and support for good parent-child interaction. Some of our services such as Paisley Threads run pre-natal drop-in where young people can engage with health personnel in a non-medical setting. There is also a baby drop-in and Fathers’ Group. It is important to engage fathers to work on the implications of fatherhood, child development in the early years and child-father play and leisure.

9. Last year we produced a ‘think piece’ for the Scottish Executive (Social Inclusion and Substance Misuse Divisions) on providing a financial incentive in the form of a Children’s Trust Fund to help drug and alcohol addicted parents into work. There is a childcare element to the proposal. We quite appreciate that the proposals are complicated (and perhaps unworkable in their present form) but we do believe that this kind of thinking is necessary if we are to really target and support the most hard-to-reach parents and the most vulnerable children.

Families – nursery nurturing

10. One of our projects, the Bo’ness Education and Family Support Service, runs a nursery nurturing scheme, 2 Nurture U. The Bo’ness staff work with about 35 children in five local authority nursery classes. These children have
a range of needs including inability to mix with other children, challenging
behaviour, developmental delay, and difficulties with separating from their
mother when starting nursery. In the pre-school year, Bo’ness helps prepare
children for the transition to school. The Bo’ness staff also work with the
parents and with children in primary schools.

11. Over the last couple of years, Bo’ness has worked with a wider range of
families taking account of the new owner-occupation housing that has been
built in the area. Bo’ness uses a range of theoretical models in the delivery of
the service including family therapy, nurturing, various parenting programmes
and elements of High Scope to help deliver better outcomes for a range of
family needs.

Parenting

12. Parenting and family support is important in relation to parents-to-be through
to parents with older children. It needs to be delivered without stigma using a
variety of approaches including formal programmes, Systemic Family
Therapy and informal methods. It is necessary to undertake preventative
work to keep families together wherever that is possible. Early intervention is
necessary for better and more durable outcomes. Provision of parenting
programmes represents an important pathway to helping parents, especially
when combined with local and national policies that address the broader
contextual issues that affect parents’ and children’s lives.

13. The type of parenting work undertaken by our services supporting families
with very young children include: benefits advice, stress management groups,
sitter services supporting families with disabled children, learning to play and
interact with children, baby massage, counselling for young parents to deal
with resentment towards their own parents, direct work with parents on
behaviour and anger management, knowledge of child development,
attachment issues, emotional needs, advocacy and targeted work with
fathers and male carers. These services are skilled at retaining and
engaging families in high risk groups.

14. There is a need for more specialised support for families in very specific
circumstances such as parents with children with disabilities and parents with
mental health problems.

15. As organisations in the social care field move towards greater integration it is
necessary to consider the implications of multi-disciplinary/agency teams in
the context of impact of parenting programmes. The Scottish Executive also
needs to be clear about the relationship between parents and the state in
supporting children.

Transition to Primary School

16. We are aware that the Scottish Executive is looking at the transition period
from early years to primary school. We think this is vitally important. In our
experience, more needs to be done supporting the most vulnerable
children and parents in this situation. Very often the parents have a good
relationship with early years’ staff but the relationship between parents and school staff can change, especially if schools take the view that it is not their job to help parents to parent. Our **Blackford Brae Community Support Team** has worked with classes of nursery children, where many of the children have emotional and social difficulties, providing children with skills (listening, looking, speaking, thinking and taking turns) to help with the transition to P1. At the same time, Blackford Brae has worked with the parents on the family’s emotional needs.

**Play Environments and Facilities**

17. In our experience, all children, including the very young, benefit from good-quality outdoor play facilities integrated with other developments. Unfortunately there are many poorly designed play spaces that are not well-maintained. Families that work with our **Children’s Inclusion Partnership (CHIP)** project in Possilpark and adjacent neighbourhoods in North Glasgow constantly speak about the importance of ordinary play environments that are clean, safe, open or semi-wild. Living in an area affected by poverty and wider deprivation denies this opportunity to children and families. One parent has said:

‘*Grass, it can be used for playing on, sitting on, or for lying on your back and looking up at the clouds. Kids love to do that. No glass, dog poo or litter. You would feel relaxed letting your kids run about on it.*’

18. Parents have said that safe, decent, sustainable play environments are essential to children’s health and well-being. Phil Hanlon, Professor of Public Health, University of Glasgow notes the twofold public health impact of a lack of green space – on levels of child obesity and the related problems of diabetes and heart disease and on the community’s collective mental health.

19. We also know of examples where outdoor play facilities have been parachuted in without consultation with children with where the facilities have been underused and fallen into disrepair. We need well-planned outdoor play facilities integrated with other developments that cater for a wide range of children’s ages – it’s not enough just to have tokenistic toddler play equipment. In areas of high-density housing, well-planned open space for children is an essential component of family support.

20. Suitable, accessible play space should be available in areas affected by poverty and deprivation. **We recommend that the Scottish Executive does more to encourage all those involved including community planners, health professionals, designers of equipment, and community groups to work with parents and children to tackle this unmet need.**

**Universal and targeted services**

21. The Education Committee is undertaking this inquiry with a view to exploring the effectiveness of the Scottish Executive in ensuring that all children are able to realise their potential. This is a challenging task, especially given the longitudinal nature of monitoring potential and achievement. In our view, the
exploration must take account of the effectiveness (and efficiency) of the support to the most disadvantaged and excluded children and families. We have offered views on this in our paper. But equally, it must cover the ground with respect to all children and families to ensure that the various programmes and initiatives allow them to realise their full potential. This part of the inquiry might, to take just one example, look at the effectiveness of free nursery provision over a limited number of hours a week, comparing it with provision over longer hours in other countries. We have not commented on this aspect as we have already covered the ground fully but it is relevant to disadvantaged children as well as to other children.

22. There is no easy answer to the relative merits of universal and targeted services. Indeed, it is often difficult to reconcile the principle of universality with that of targeting. We would say that they are complementary but that tailored services must exist for the most vulnerable in society. Barnardo’s supports helping families to access mainstream services when they are ready and equipped. We believe that the best outcomes for the most vulnerable children will be achieved if appropriate and non-stigmatising intervention takes place when the children are very young. A targeted service is not a stigmatising one but a supporting one. While projects such as the Bo’ness Education and Family Support Service do work with some families that could not be termed marginalised, this demonstrates the flexibility and adaptability of approach. The different types of approach are improving children’s social and emotional development, their ability to learn and are strengthening families.

Barnardo’s Scotland
4 April 2005
Introduction
Barnardos Scotland manages 60 services throughout Scotland working with 7000 families – many of whom have children in the early years. Some of our services are targeted specifically in the field of support to the early years and this supplementary evidence is drawn from this service base.

Barnardos Scotland has presented written evidence to the inquiry and this is additional information to that document. The intention is to illustrate main issues through practical examples of the work carried out by Barnardos Scotland and to address the issues raised in oral evidence.

General Point
There is much to commend in the approach of the Scottish Executive to developments in the early years and childcare and we welcome these. Where this relates to government commitments, such as access to quality free part-time preschool education places there is a guarantee of national coverage throughout Scotland, subject to parental take-up. However, where this relies on local childcare partnership implementation for non statutory early years services, such as Sure Start and family supports, this leads to rather more patchy coverage. This inconsistency of service delivery is the single most significant issue. So while we can identify examples of excellent practice, most often this isn’t available throughout Scotland, although there is insufficient information to quantify the extent of the gaps.

Issue – Need for more services to support all families
Parents are acutely aware of the need for support in their role. There is an acceptance that those with young children require a range of supports to have the confidence to bring up their children that maximises their potential – and parents welcome support when it is offered in a non-judgemental manner.

Barnardos Hazel Grove service provides a wide range of support to parents. One of these involves a toddlers group where the children participate in crèche and the mothers meet to discuss issues related to their parenting role. Sometimes this is facilitated by staff from Hazel Grove and the group provides the opportunity for sharing information and discussion on what works and what doesn’t work for their child. The group provides the basis for more individual support for those parents who request it, but most often it provides the basis for other members to share their own experiences with other members. This is a semi-rural area and the only group of its kind in the locality.
Quote from parent in contact with Hazel Grove

*It good to hear from other mothers - you don't always know what to do and it helps to know that other people are going through the same thing.*

**Issue – Need for flexible childcare and additional support services to complement universal services**

It is possible to engage with vulnerable parents if the right services are provided. Through sustained contact, support can be provided when it is needed and this can lead to the uptake of employment when appropriate.

Barnardos Paisley Threads service runs drop in group for young parents with young children all aged under 5 years. The parents regularly attend for a two hour slot on a weekly basis – a light touch. All of the parents are in their teens and living away from their parents, but many are still in contact with them and describe this as their main source of support. There is a Health Visitor who attends every week and there have been access to other health related services through the group e.g. dieticians, podiatrists. Paisley Threads has recently been contracted to provide additional supports into employment through the Working for Families Fund as they have a track record of supporting young parents into employment. However, the lack of flexible childcare makes this difficult.

Quote form young person in contact with Paisley Threads

*I am finding it very difficult to find part time work that would suit my situation and have found that part time seems to be mainly evenings and weekends, which fall out of the childcare hours.* (The young person has since found suitable part-time employment)

**Issue – Need for universal services to complement support services**

While it is useful to have a number of different providers and a range of provision available for families, a lack of universal provision in terms of family supports can lead to specific support services being used in ways beyond their funding remit.

Barnardos Family Matters service provides individual supports to families where children have been identified as ‘at risk’. The support programmes are designed to provide assessments of the family requirements and where appropriate to provide interventions that will assist. There has been a tendency for an increase in the level of complexity of family difficulties referred to the service. Cases that would have previously been on statutory supervision are now referred with no statutory intervention. One of the consequences of this is that the service is drawn into supporting the family unit – particularly where there are older children involved - stretching the service originally focussed on support for early years.

**Issue – Additional support to vulnerable families**

Early years providers have a crucial role in terms of early identification of difficulties with children and families. This needn't require intensive intervention,
but the provision of individual support to families in terms of parenting their children in the early years.

Barnardos Bo’ness Education and Family Support Service works with all local nurseries providing additional support to families for children attending. This service is targeted on those families identified through the nursery and is provided on an individual basis. The supports offered to families are practically based to complement the work with the children in the nursery setting – games, story-telling and parenting support. The majority of the referrals come from the nursery, although there is an increasing number of parents requesting the service.

Quotes from parents at Bo’ness Education and Family Support Service

*Nursery referred my child to improve his attention span and concentration at group times. Home visits – Barnardos worker always brought a game and we all played. I was very pleased at my child’s behaviour, listening and taking part.*

*My child suddenly developed anxiety attacks when separated from close family – he was very distressed and did not want to go to nursery. Visiting the home built the bridge our child needed between family and home on the one hand and nursery and school on the other*

**Issue – Additional support in times of crisis**

Even where there are responsive mainstream services, when families are in crisis they need a point of reference to see them through difficult periods. This can be provided through complementary services that sustain individual contact and assist them in their dealings with different services.

Barnardos Paisley Threads service provides individual support to young mothers (and fathers) through a combination of drop-ins, group work, and individual support. Contact is maintained on a voluntary basis and complements mainstream provision. Recently they have supported a young mother who has one child aged 18 months, is pregnant and homeless because of domestic abuse from the father. She is staying with a friend, but there is domestic abuse in this household and she left after witnessing an assault. She has no family support. She initially stayed in temporary accommodation and has been offered unfurnished accommodation by the council, but has no means to move in. Paisley Threads provided individual support to the young woman, negotiated delayed entry into the accommodation and a furniture package - and provided ongoing individual support throughout the period.

**Issue - Transition from Nursery to P1**

The transition from Nursery provision to primary school can set the pattern for a child’s future educational experience. There is a need for Primary schools to consider the preparation they can offer nurseries prior to children transferring and a consideration of the links between feeder nurseries and the primary schools.
Barnardos Bo’ness Education and Family Support Service works with groups of children over the summer period preparing them for admission into Primary 1. This work reflects the experiences that the children will experience in the P1 setting and the timing of the day – a mixture of class work and free playtime. Recently they have been working in a rural area where they provided this service to the entire intake of P1 – 7 pupils, who because of the disparate local nursery arrangements had attended different nurseries. Bo’ness provided a group involving the children and parents for 7 weeks over the summer period, prior to admission into P1. This was followed up with limited contact into P1. The school reported that all of the children had settled well and they reported positively on the preparation prior to the children entering P1.

Quote from parents at Bo’ness Education and Family Support Service
It gave me more patience to deal with my child and they helped me learn to work with him. It gave him so much confidence and he knew what to expect when he went into P1

Issue – Lack of safe play facilities for children in poor areas
Children need safe places to play – both structured and unstructured. Children living in poverty can have experiences that affect their development through the lack of opportunity for decent play facilities in their area.

Barnardos service, CHIP works with children and families in an area where there are known to be high levels of child poverty and all of the associated measures of deprivation – substance misuse, poor health, poor education outcomes and high levels of crime. Parents report that they often do not let their children out to play and keep them in the house because it is safer for them. The reasons for their concern are the speed of traffic through the streets on the one hand and the state of the back yards on the other. The consequence is that families are living in confined spaces that can increase pressure on already difficult circumstances. Another consequence is that the physical health of the children is adversely affected as is their emotional health and well-being.

Quotes from parents working with CHIP
There is a park down next to the nursery where there is broken glass and needles. It is too secluded. You can’t get down to it. It’s too far away to let children go to let 7 or 8 year olds go by themselves. The family centre is away in a secluded area and you can’t come here at night

For parent there are the daily stresses of trying to find places to take children to play and children to feel less stress. They may want to play outside but have nowhere their parents can let them play.

Summary of Issues
• Need for more services to support all families

• Need for flexible childcare and additional support services to complement universal services

• Need for universal services to complement support services

• Additional support to vulnerable families

• Additional support in times of crisis

• Transition from Nursery to P1

• Lack of safe play facilities for children in poor areas

Barnardos Scotland
September 2005
Children in Scotland’s oral evidence will be presented by Bronwen Cohen (Chief Executive) and Catriona Thomson (Development Officer, Children in Scotland’s Opening Doors to Learning project) For further information contact bcohen@childreninscotland.org.uk or cthomson@childreninscotland.org.uk

1. Introduction
We have been pleased to see the increased recognition now given to the need to improve policies and services for young children and their families and have warmly welcomed the strongly affirmed intention and commitment of this administration to increase provision with a view to ensuring good quality childcare for children aged 0-14 “in every neighbourhood” and to develop “better integration of early education and childcare”. (Scottish Childcare Strategy 1998.) We acknowledge that much effort and considerable resources are going into improving services - as well as developing better leave provisions for parents. However, our own analysis of the available statistics on the level of services suggests that there is still some way to go in meeting the aspirations expressed at the outset of this journey.

In our written evidence we outlined a range of issues which relate to the themes of the inquiry, including the continuing confusion over terminology, and issues arising from a number of important reports and research studies. We drew attention to the implications of the EPPE research project which found that settings with staff with higher qualifications, “especially with a good proportion of trained teachers” have higher quality scores, and highlighted the recommendation of the OECD Starting Strong report that the UK pay attention to expanding “full-time access for children”. We noted that all the Nordic countries now have an entitlement for all children to a place in services from the age of one until they start school or in most cases until they are 12 years of age. We pointed out that developments which have been taking place in Sweden (integrating the previously separate schools, pre-school and school age childcare services into one system with a workforce which shares an initial 18 months of their qualifying training) are of particular relevance to Scotland, where services for over half of all under fives are education based.

Below we identify some key points for consideration by the Committee.

2. Developing child-centred services
Policies rightly emphasise the need to join-up services around the needs of children and their families. At a national departmental level, pre-school and school age childcare have been brought together alongside schools within the education system, and policies emphasise the contribution and role of services in contributing to children’s health as well as learning. Arguably the biggest challenge is how to enable a still fragmented and incomplete network of services, predominantly
staffed by a largely poorly qualified and low paid workforce, to fulfil the many roles we expect of them: contributing to children’s learning and social development, offering space to play with other children, enabling parents to work and, increasingly, playing a role in developmental assessment and helping children acquire and enjoy healthy lifestyles. In our view, meeting this challenge requires a clearer sense of direction and more radical thinking.

This might involve:

- **Building on the successful and swift achievement of a part-time pre-school place for every three and four year old and extending this target to a full-time ‘whole day’ place.** A universal service for 3 and 4 year olds in which children from diverse and different economic groups can learn and be cared for in the same place would simplify children’s lives and parental arrangements, offer an equal start for all and strengthen local communities.

- **Developing the concept of integrated community schools enabling them to be conceptualised as children and young people’s centres encompassing pre-school services and offering a ‘whole day’ approach for school age children.** Half of all nurseries are in schools and local authorities provide nearly three quarters of all pre-school education places. Our own research in rural areas shows that many schools in these areas offer a wider range of additional services and can act as a hub for services and specialised support for a wider surrounding area. Widening the role of schools will improve the viability of rural communities as well as rural schools and could include support, training and responsibility for a range of more local informal services. It will also support schools in making their service inclusive, accessible and in promoting the involvement of children and families in their activities and management.

- **Encouraging the concept of ‘learning communities’ pioneered by Glasgow and some other local authorities in their linking of pre-school services, primary schools and secondary schools and supporting the further development of this concept.** The strengthening of vertical links between services for different age groups offers further potential for collaboration across services for different age groups with, for example, heads of learning communities given responsibility for all pre-school services within their area. The concept helps transition between services, enables more effective planning across services and within the community, and assists in making clear that supporting life–long learning is indeed a life–long process.

- **Supporting additional children’s centres for young children to ensure adequate coverage and enable additional support for some communities.** Examples of these exist already and the concept could be extended. These are particularly important for areas of high deprivation but can also be important in other areas in both supporting children with additional support needs and their families on a basis which recognises parental requirements of care as well as providing a focus for other services and networks within the community.

3. **Integrating funding and establishing funding for innovation**

As Stirling Council points out in their written evidence to the Committee, funding is fragmented - creating difficulties for those local authorities providing or seeking to develop integrated services. We favour integrated ring fenced funding to support the development of pre-school services and enable local authorities to transform schools into what we have called children and young people’s centres. We believe the responsibility of local authorities for developing services should be made clearer (the setting up of childcare partnerships obscured this) and we would also welcome a national funding programme for two purposes:
• to enable parents themselves to develop services where they can demonstrate need or added value,
• to promote the development of innovatory models including the concept of nature kindergartens referred to in our written evidence.

We would envisage that a national innovation fund of this kind would involve partnership with local authorities and is an idea that has been used successfully in some other countries.

A simpler structure of services and funding would be more cost–effective than the current muddle. But we support an increase in the level of expenditure on these services as a proportion of GDP – initially to the 1% recommended in the 1995 EC Quality Targets in services for young children. Can we afford this? We commend the approach that HM Treasury has previously taken in recognising that investment in the early years can bring substantial medium and long-term financial gains to both households and the Treasury. Investment of this kind can contribute to a greater number of agendas and priorities than is generally recognised: including, for example, developing and maintaining motivation for learning throughout life, assisting families in developing healthy eating and life styles, developing active citizenship, encouraging and supporting parental involvement, and laying the basis for strong, inclusive communities. In addition, expanding services to enable parents to be more actively and effectively involved in employment and their own professional development must surely feature prominently in Scotland’s future economic planning. We do accept that extending services on this basis would involve a parental contribution to fees – which we believe could be assessed and capped in a similar way to such systems in other countries.

4. Developing a workforce for child–centred services

Our written evidence noted our regret that the Scottish Executive’s National review of Early Years and Childcare Workers did not include schools or even nursery teachers. Our forthcoming publication based on the seminar we organised (with the Scottish Council Foundation and the International Futures Forum) on behalf of the Scottish Parliament’s Futures Forum, emphasises the need to consider the children’s sector’s workforce as a whole – and to consider its relationship to services for other groups.

We support the work that is being undertaken to ensure that pre-school services will be led by staff with a graduate or equivalent qualification. However, in our view, we should be looking to have this level of qualification for at least half of all staff working in services and working towards at least a year of shared initial training between those working in pre-school and whole day schools as well as ongoing shared support for professional development and team working. We have drawn attention on many occasions to the theory and practice of pedagogy, as it exists in many EU countries, which offers an approach in which “learning, care, health, general well-being and development are viewed as totally inseparable, a holistic idea summed up in the pedagogical term upbringing”. (Boddy et al (2005)). A qualification of this kind is relevant to most areas of children’s services as well as services for elderly people.

Improving the level of qualifications is important not only in securing appropriate quality in work with young children but is also likely to be essential in recruiting to services when levels of qualification are increasing and the working population diminishing. Improvement is important at
all levels. Children in Scotland’s project *Opening Doors to Learning*, which is considering how early years services are meeting the needs of young children with additional support needs, has found evidence that parents are reporting that both staff in pre-school services and classroom assistants and support workers in schools sometimes lack the skills and understanding to support their children effectively. (Children in Scotland (2005) forthcoming.)

5. Supporting parents
Our proposals, outlined above, recognise the different ways in which the involvement and needs of parents should be recognised. Just as we believe it is important to recognise children as ‘whole’ and competent human beings sometimes requiring additional support, it seems to us that we should start from the premise that the involvement of parents within services can and should be multi–faceted, ranging from developing and running services to being involved in the day-to-day running of services, being represented on the boards of services and being given additional help as may be required.

Encouragement to parental involvement across services from pre-school through schools could be given through a specified number of days of paid leave (as in Sweden) enabling parents to attend their child’s pre-school centre or school. Their participation and involvement needs to be provided for in the funding and planning of services. (Wallace et al (2003).) It should also be considered across a longer time span – from pre-birth through childhood and youth adolescence and is one of a number of ways in which concepts such as ‘learning communities’, which link services for different age groups, can make a difference.

Parenting support services should be available on request and not involve labelling or stigma. Our own work in this area, which has encompassed research and development work undertaken through a programme which ended in 2003 has found that parents want to be treated in a non-stigmatised way by mainstream services rather than being the targeted object of intervention. It highlights the contribution which can be made by a properly supported, simpler system of services and schools, conceptualised as we have outlined above, as children and young peoples’ centres.

References
Children in Scotland (2005) *A sense of time, a sense of place: Meeting the needs of the whole child in small communities* Children in Scotland, Edinburgh
Children in Scotland (with support from Joseph Rowntree Foundation) (2005) *Seamless services: Smoother lives* Children in Scotland (2005 forthcoming) *Opening doors to learning: are current early years policies and services meeting the needs of young children who require additional support for learning?* Children in Scotland, Edinburgh
Children in Scotland

Children in Scotland is Scotland's national agency for organisations and professionals working with and for children and their families. It exists to identify and promote the interests of children, young people and their families and to ensure that relevant policies, services and other provisions are of the highest possible quality and are able to meet the needs of a diverse society. The work of Children in Scotland encompasses information, policy, research and practice development programmes. It also services a number of groups such as: the Cross Party Parliamentary Group on Children and Young People; the National Children’s Voluntary Forum; the National Early Years Forum and the Additional Support Needs Network. Children in Scotland also hosts Enquire, which is the national information program for parents of children with additional support needs.

Children in Scotland has considerable experience and expertise in early years policy and practice development. This includes involvement in a recent study which examined the move towards integrating education and care in England, Scotland and Sweden. This study found that whilst Sweden has created a universal service for children aged 1–12 years, based on what the OECD describes as ‘a strong but equal relationship’ between schools and pre-school and school-age childcare services, progress in Scotland and England has been much more limited. [Cohen, Moss, Petrie and Wallace (2004) A new deal for children: re-forming education and care in England, Scotland and Sweden. Policy Press Bristol; OECD (2001) Starting Strong OECD Paris.]

Currently, Children in Scotland hosts a programme – ‘Opening Doors to Learning’, which is considering how early years services are meeting the needs of young children with additional support needs. Whilst Children in Scotland no longer receives funding for any national early years programme, it has for many years facilitated a programme for young children and their families in rural Scotland, now known as the Growing up in Rural Scotland programme. For the past year (2004-2005), this programme has supported the implementation of the principles of the anticipated Integrated Early Years Strategy. In 2005-2006, this programme will continue to support the development of early years policy and practice in rural Scotland focusing on the needs of the whole child.
Introduction

Children in Scotland welcomes the Education Committee’s inquiry into the provision of pre-school education and care across Scotland.

This evidence is informed by Children in Scotland’s experience, publications and briefing materials and in part, by discussions held with the National Early Years Forum. The National Early Years Forum brings together representatives from the full range of diverse agencies with a stake and interest in services and policies for young children. It provides an independent forum for discussing early years policy and practice in Scotland.

We would like to make a number of general points before concentrating on the areas of particular interest to the Committee:

• In the preliminary hearings for this inquiry, the issue was raised of whether policy should be driven by child development objectives or increasing the participation of women in the workforce. We believe it is essential that policies respond to the very considerable increase in maternal employment rates. The Committee will be aware that the increase has been particularly significant for women with a youngest child under three. In light of this, we welcomed the review of leave provisions for parents and the enhancement of payment for maternity leave and the introduction of leave for fathers. We would like to see leave provisions and opportunities for flexible working further enhanced, including allowing parents the opportunity to care for their children themselves for a longer period. For example, Sweden offers parents 480 days of paid parental leave, including 390 days paid at 80% of earnings and 120 days of paid leave per child per annum to care for a sick child.

• We also believe that all children must be given access to high quality affordable services which meet the needs of both children and parents. We welcomed the affirmed intention of the new administration in Scotland in 1997 to “draw together the interests of working parents, the educational needs of children and the social welfare of families” and the emphasis within the Scottish Childcare Strategy published a year later on the need for “better integration of early education and childcare” and a neighbourhood approach to services. We would add that new research on brain development in young children highlights the importance of the spatial environment and free play in enabling children’s creativity to develop. Finnish neurophysiologist Matti Bergstrom and his colleague Pia Ikonen suggest in the latest issue of *Children in Europe* that young children require space which offers the freedom their growing brain requires – and point to nature kindergartens as one example of such space. It must be a matter for concern that there is now no minimum requirement on pre-school services in Scotland for outside play space. (*Children in Europe* Issue 8, April 2005.) We believe it is possible and
feasible and may ultimately prove more cost-effective to offer services which bring these purposes together and enable all children of all socio-economic groups, whether their parents are or are not in paid employment, to attend the same services.

- We do not believe this can be achieved without further addressing the relationship between pre-school services, school-age childcare services and schools. The OECD report *Starting Strong* describes this in the following way:

  “A strong and equal partnership with the education system supports a lifelong learning approach from birth, encourages smooth transitions for children and recognises ECEC [early childhood education and care] as an important part of the education process”. Bringing together responsibilities at a national level for pre-school education and childcare, and school-age childcare alongside schools within the Department for Education and Young People was an important first step, and new (subsequently integrated) community schools have offered the possibility for further developing this. But much more needs to be done if this is to become a reality. We commend to the Committee the eight key points identified by the OECD as common to successful early childhood education and care (ECEC) policies across the 12 participating countries.

*Eight key elements of successful early childhood education and childcare policy*

- a systematic and integrated approach to policy development and implementation
- a strong and equal partnership with the education system
- a universal approach to access with particular attention to children in need of special support
- substantial public investment in services and the infrastructure
- a participatory approach to quality improvement and assurance
- appropriate training and working conditions for staff in all forms of provision
- systematic attention to monitoring and data collection
- a stable framework and long-term agenda for research and evaluation


**Key Issues**

We believe there are five key issues which relate to the themes of the inquiry.

**1. Language**

Partly as a result of the large number of services and different kinds of service providers involved in this area, there is a plethora of terms in use which we believe often makes it difficult to understand what is being discussed or offered.
For example ‘childcare’ may describe services providing just care for parents in paid employment or may be used as a shorthand term to describe services seeking to meet all the needs of all children irrespective of the employment status of their parents. ‘Play’ may be associated with a particular form of provision: playgroups, but is obviously an activity which is important to all services. ‘Integration’ is currently used in a variety of different ways: sometimes (we believe correctly) to describe the "extent to which services are merged or fused across a number of dimensions, both structural or conceptual"; sometimes just to describe closer relations between services implying co-ordination or collaboration rather than integration. [Cohen, Moss, Petrie and Wallace (2001) p.9.] We hope that the Committee will take this opportunity to address this linguistic confusion.

2. Pre-school places and targets for provision
Our 2004 research indicated that overall between 1997 and 2003 there has been a 30% increase in the number of pre-school education places. [Cohen, Moss, Petrie and Wallace, op.cit. p.101.] Scotland met swiftly the UK wide target of a part-time pre-school place for every three and four year old child whose parents wanted one. We believe this achievement should be built upon and that an affordable, full-time 'whole day' place should now be offered for all three and four year olds. We note that this was also a recommendation of the Strategic Group on Women in November 2003. We recognize that not all parents will want a full-time place but we believe that the choice should be offered. We note that the OECD in its report on the UK identified as an issue for policy attention the need for “expansion towards full-time access for children” and whether “the time available is sufficient to address the social, emotional and language needs of children, especially ethnic minority and children from low-income families”. [OECD (2001) Starting Strong, p.180.] The summary is based on England but the report included visits to Scotland. We believe that this should be a first step leading to the adoption of an entitlement for all children to a place in pre-school from the age of one (and for school-age children up to the age of 12). In 1995, the European Commission Childcare Network proposed as a target that publicly funded services should offer full-time equivalent places for: at least 90% of children aged three to six years and at least 15% of children under three years. Subsequently in 2002, the EU Council of Ministers adopted targets of 33% for children under three years and 90% for children between the ages of 3 and 6 by 2010, although these latter targets did not specify the form or quality. All the Nordic countries have now introduced an entitlement for all children from the age of one until the age they start school or later to cover school-age children. We note that in England, the recently published ten year strategy offers somewhat more modest milestones for 2010.

2. Models of early years provision
In preliminary sessions to this Inquiry, the Scottish Executive stated ‘our draft integrated early years strategy is essentially predicated on the same model as family centres’. If this is the approach being developed further clarity is needed
on how this will sit alongside the rollout of community schools in Scotland and what this will mean for the provision of early years services. In 2003 72% of pre-school education places were provided by local authorities. In 2003-04, Children in Scotland’s Growing Up in Rural Scotland programme conducted a mapping exercise, which examined the extent to which schools are being used as ‘the hub of the community’. It found that local needs were an important influence on where and how services were delivered. Schools were identified as offering a ‘one-door’ approach and as a non-stigmatising environment, in which services for children and families could become more mainstreamed. [Children in Scotland (2005 forthcoming) A sense of time, a sense of place: meeting the needs of the whole child in rural Scotland.] Children in Scotland encourages the committee to consider whether early years services should build on their links with schools or should there be a pre-school model distinct from schools? In this respect we would draw attention to the EPPE research findings which found that “good quality can be found across all types of early years settings; however quality was higher overall in settings integrating care and education and in nursery schools”. [SureStart (2004) Summary of the effective provision of pre-school education (EPPE) project.]

Considerable emphasis is placed on offering a mixed economy of services; issues such as choice need to be balanced against the need to simplify the complex structure and discontinuities in the child’s day and pre-school experiences which also characterise our current services.

3. A Ten Year Strategy for Scotland?
The recently announced Westminster ten year childcare strategy (Choice for parents, the best start for children: a ten year strategy for childcare) applies in part to Scotland and also has wider implications for other devolved aspects of policy. Whilst this works well in respect of employment provisions - although we would like to see a stronger Scottish voice in discussions over these - the meaning of paragraph 1.16 of the strategy is unclear to us. [HM Treasury, DfES, DWP, DTI (2005) Choice for parents: the best start for children: a ten year strategy for childcare.] It has been seven years since the Scottish Childcare Strategy (Meeting the Childcare Challenge: a childcare strategy for Scotland) was published. We believe it would be helpful to have a ten year strategy for Scotland offering a clear vision and targets for fulfilling this.

4. Support for parenting
It is widely acknowledged that a child’s family and the way they are parented has a profound effect on their social, intellectual and behavioural development. A Guide to Promising Approaches, Communities that Care (page 9) states that “a child’s attachment to its parents and the positive standards of behaviour set by its family exert a powerful influence in support of healthy development throughout childhood and adolescence. Equally, a key finding from the EPPE project was “where parents were actively involved in their child’s learning (reading to the child, teaching songs, painting, teaching the alphabet and number,s etc.) this has a positive effect on intellectual and social/behavioural scores”. One of the key
messages from the National Debate on Education was that communication and partnership between schools and parents should be improved. Recently, the Scottish Executive launched a consultation on Making the Difference – improving parents’ involvement in schools, a consultation on the draft bill. Its principle aim is to strengthen the relationships between parents and primary and secondary schools. We would like to see an approach which supports parental involvement and representation across services from pre-school to secondary assisting, through a legislative framework, the vertical links which are being developed by a growing number of local councils such as Glasgow through the development of ‘learning communities’.

For Scotland’s Children (2001) acknowledged a lack of an overall strategic approach to providing support for parenting. Parenting programmes are typically provided by health visitors or community education workers and can be subject to short-term funding. Children in Scotland would suggest an overarching strategic approach to parenting support services to be developed by the Scottish Executive in partnership with local authorities, and childcare partnerships, so that accessible, non-stigmatising parenting services are available to all Scottish families, particularly when their children are young. We would also make recommendations to the Education Committee that they encourage the Scottish Executive to make parenting support services part of mainstream provision.

4. Workforce
One of the key findings from the EPPE Project is that there is direct correlation between the quality of a pre-school setting and qualifications of staff. It is acknowledged that the early years sector are generally under qualified and under paid. The National Review of the Early Years and Childcare Workers commenced in June 2004 with the stated purpose of raising the profile of the sector and increasing employment opportunities for workers. While this review is welcomed, we are disappointed that the review does not consider the pre-school and school-age childcare workforce together with those working in schools. In our view this would be sensible for a number of reasons, including the key (and welcome) commitment under the SE partnership agreement to improve transitions between nursery, primary and secondary schools; the number of teachers working in pre-school services and the impact of the expansion of non-teachers working in schools on the pre-school and school-age childcare workforce. We await, with others, more information on the new Sector Skills Council (in Scotland the Scottish Social Services Council). We reiterate our comments made to the Public Petitions Committee of the Scottish Parliament in October 2002 over the continuing divide between qualifications frameworks for teachers and others working in this area and point again to the lessons which may be learned in this respect from Sweden. Notwithstanding these remarks, we appreciate the efforts that are being made to create a better qualified and graduate-led workforce in pre-school services. The imperative need for this has been underlined by the EPPE research which found that settings with staff with higher qualifications have higher quality scores “and their children make more
progress”. [SureStart (2004).] We would add that research also consistently shows the importance of status, pay and working conditions in contributing to the quality of care. Given the very low level of pay which exists in this sector, clear and realistic targets need to be set for improving the pay and conditions in this sector.

5. Funding
There has been a considerable and welcome increase in funding for pre-school services and it has made a real impact. However, funding remains complex, and too often short term, contributing to problems of sustainability and, for example, making it more difficult for pre-school services to be included within new build PPP programmes. Children in Scotland welcomes the reference to a need for a strategic approach to funding mentioned in the currently draft Integrated Strategy for Early Years. We would like to see a commitment, as part of a ten year strategy, to increase the level of expenditure on those services as a proportion of GDP, initially to 1% as recommended in the 1995 EC Quality Targets in Services for Young Children.

Further information
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EDUCATION COMMITTEE

Pupil motivation inquiry

Introduction

1. The attached paper is a final draft report for the Committee’s pupil motivation inquiry.

2. It is proposed that the Committee publishes the report in an interim form with the intention of inviting comment on it, prior to a final stakeholder event to promote discussion of the issues raised in the report. Further details are provided under the next agenda item (see paper ED/S2/05/16/4).

Action

3. The Committee is invited to AGREE the final draft report.

Eugene Windsor
Clerk
Education Committee
The Committee reports to the Parliament as follows—

THE SCALE OF THE PROBLEM

“...27 per cent of kids in Scotland did not want to be in school. That is better than the OECD average, but it is still a significant number. Fifty-six per cent—marginally higher than the OECD average—said that they often felt bored at school, which is clearly a concern. Thirty-one per cent felt that they were never given interesting homework”

“...in the past three years, about one in 12 of the secondary schools that we have inspected has had wide-ranging issues of ethos, discipline and behaviour that involved more than just one or two departments. Many schools have problems with some classes or a small group of pupils, but about one in 12 secondary schools and one in 30 primary schools had broad issues. It is clear that a small minority of primary schools have serious problems of disaffection and demotivation”

1. This evidence from the Minister for Education and Young People and HM Inspectorate of Education suggests large numbers of children and young people are not motivated by their school experience but as HMIE stated: “...in many schools, behaviour, standards and motivation are very good” It also needs to be acknowledged that although a relatively large number of pupils report often feeling bored, this does not, in itself, necessarily mean that their motivation is poor.

2. Poor motivation can result in pupils ‘voting with their feet’ and truanting. 19% of Scottish pupils were recorded as truanting at least once in 2003/04 - However, this raw figure masks the fact that nine percent of pupils account for 90% of unauthorised absences. The geographical pattern of unauthorised absence is highly variable. The numbers of pupils with less than 75% attendance ranges from 9.2% of pupils in Glasgow City Council to 1.6% in the Orkney Islands Council area. It would be inaccurate to suggest that only those pupils who are absent from

1 Peacock, Official Report, Education Committee, 8 June 2005, column 2519.
2 Maxwell, Official Report, Education Committee, 8 June 2005, column 2496.
3 Maxwell, Official Report, Education Committee, 8 June 2005, column 2495.
school are unmotivated. There is a spectrum of different responses. There are also pupils who attend but are disconnected from the learning process and blend into the background without causing any problems. In contrast, there are pupils who attend but behave disruptively.

3. Generally, it needs to be re-stated that Scottish pupils, teachers and schools are performing well by international standards and that standards continue to rise. However, there does appear to be a significant group who are not being motivated and engaged by the education system. This issue is particularly acute for children and young people at the bottom of the spectrum of educational attainment. As the Minister for Education and Young People noted: “…the national tariff score for the 20 per cent of pupils who are the lowest attaining in our system has not really shifted in recent years. While other pupils are improving their performance, the performance of that bottom 20 per cent is pretty static. The statistic represents about 12,000 kids, a significant number of whom come from the most deprived communities in Scotland”\(^5\).

4. Motivation is inherently personal and individual. However, evidence suggests that there are a range of actions that can be taken to develop individual motivation. Different approaches may be effective at different times for different pupils and it would therefore be inappropriate to recommend a single or prescriptive national policy approach in response to problems that stem largely from individual psychology, the relationship between teacher and pupil and the link between school and the outside world. This interim report highlights the issues that have emerged during the course of the inquiry and poses a series of questions about what action should be taken at national and local level.

**THE PURPOSE OF EDUCATION**

5. Much of the discourse surrounding pupil motivation relates to the perception of some children and young people that education has little value or relevance to their lives or their possible future careers. There may be a range of reasons for this: negative experiences of education amongst other family members, a lack of confidence that education will act as a passport to personal success and the limited number of mainstream role models who have achieved success through education. In addition, although Scotland has a long historical tradition of valuing education, this may have become eroded in more recent times, with a lack of emphasis on the value of education for its own sake and the importance of developing the skills to enable lifelong learning.

| What steps should be taken to emphasise further the fundamental importance and value of education? |
| What can be done to build earlier careers education and advice into pupils’ school experience and to demonstrate links between success at school and career success? |

\(^5\) Peacock, Official Report, Education Committee, 8 June 2005, column 2521.
LEADERSHIP

6. There was consensus on the vital importance of leadership in setting a school's ethos. Although the headteacher and senior management in schools have a particularly important role in leadership, many witnesses stressed that leadership needs to be demonstrated by all teaching staff. There was repeated emphasis on ‘ownership’ of a school – generating a feeling of “our” school in pupils, teachers, parents and the wider community. The Scottish Executive’s recent emphasis on leadership in schools is particularly welcome. However, there was wide agreement on the need to identify and develop the school leaders of the future - starting during initial teacher education and continuing to develop with appropriate support throughout a teacher’s professional career.

What should be done to ensure leadership skills are further developed within the teaching profession?

MOTIVATED TEACHERS

7. There was widespread agreement that a key factor in pupil motivation is the existence of a properly resourced and motivated teaching workforce. As with pupils, there is a wide range of factors—including effective leadership—that could affect their motivation. However, some of the evidence called for flexibility and ‘space’ in curriculum and timetabling to enable teachers to maximise the time spent with individual pupils.

What action can be taken to maximise the levels of motivation amongst teachers?

PUPIL CENTRED LEARNING

8. The aspiration for there to be greater scope and space for pupil-centred learning which takes account of multiple learning styles amongst pupils was a recurrent theme during the inquiry. Witnesses also recognised that children and young people develop at different rates and what is applicable to the needs, for example, of one thirteen year old may be unsuitable for another. Therefore, different strategies for teaching and motivating may be required for different pupils and this needs to be recognised both in initial teacher education programmes and through continuing professional development. A challenge for school management teams, local government and the Scottish Executive is to find ways of maximising opportunities for teachers to develop learning resources tailored to the needs of individual pupils, and time to allow them to build relationships with individual pupils. The need for early identification of pupils with special needs was emphasised, together with the need for adequate resourcing of support for these pupils.

9. The Committee heard evidence that the role of teachers in promoting pupil-centred learning was crucial. However, there is also a duty on pupils to take responsibility for their own learning, in a way that will build on their school experience and encourage their lifelong participation in learning.
10. Witnesses noted that whilst there is no one measure to create the time and space required to develop individualised approaches but there was some consensus that reductions in class sizes, a de-cluttering of the curriculum—already committed to by the Scottish Executive—and minimising, wherever possible, the impact of data-collection and other bureaucratic activities on teachers’ workloads would make a significant difference.

11. The Committee also heard evidence, as noted earlier, that one factor in poor pupil motivation may be a failure to recognise the links between performing well at school and future job or career success. There may be a case to be argued that more resources need to be devoted to providing earlier and more focussed careers education and advice, so that the relevance of aspects of their school learning to their future careers can be demonstrated more easily for pupils.

**What actions should be prioritised to enable teachers to address the learning needs of individual pupils?**

**What can be done to help pupils take responsibility for their own learning and develop their commitment to lifelong learning?**

**THE TRANSITION FROM PRIMARY TO SECONDARY SCHOOL**

12. The move from primary to secondary school represents a major change for many children and a number of witnesses stressed the importance of close working between secondary schools and their associated primary schools. The need to identify children in particular need of support across the transition was also noted. There are also widespread concerns over the loss of pace in learning in the early stages of secondary school—a problem which the recently published curriculum review has sought to address.

**How should concerns over the challenge presented by the transition from primary to secondary school be addressed?**

**VOCATIONAL OPTIONS**

13. It was noted that vocational education may be the preferred option for some pupils and the availability of vocational components of the curriculum has progressively increased. However, in contrast to many other European countries, it does not enjoy parity of esteem with more traditional, academic subjects and proper accreditation would support this.

**What further steps should be taken to enhance the status of vocational courses?**

**HOME-SCHOOL AND COMMUNITY LINKS**

14. Aspects of life beyond school inevitably have an impact on pupils’ motivation within school. There was widespread consensus that promoting involvement of parents in the work of a school helps build ownership of “our” school. The expansion of the use of home-school link workers appears to be playing a significant role in ensuring that pupils and, critically, parents are engaged and
motivated. There appears to be mixed evidence on the success of Integrated Community Schools but generally they were felt to be making a contribution towards developing best practice and joined-up working between different agencies. Evidence has suggested that the voluntary sector and alternative service providers have an important role in developing pupil’s experiences outwith school settings.

How can the parents and the wider local community be better engaged in developing a feeling of ownership of a school?

SHARING OF BEST PRACTICE

15. The Minister for Education and Young People noted that: “A weakness in Scottish education has been that we are not good at sharing good practice…” and “local authorities traditionally look to themselves and what they do within their boundaries and do not look beyond those boundaries often enough”⁶. There was agreement that that the sharing of experience and best practice between schools and across local authority boundaries is to be encouraged, and initiatives such as the Pupil Inclusion Network are to be welcomed.

What further steps should be taken to ensure that individual schools and local authorities share and promote best practice?

CONCLUSIONS

16. Pupil motivation is a complex area that does not readily lend itself to national policy recommendations. As many of the witnesses to the inquiry noted, there is no magic bullet, and raising levels of motivation is dependent not only on individual psychology, but also on the interplay of a range of factors including strong leadership and management. The Committee recognises that many of the issues raised in this paper are already well documented and have been the subject of previous research and investigation. The Committee also acknowledges that the Scottish Executive is already making progress in relation to many of the areas identified here.

17. However, the Committee welcomes the opportunity to have conducted this inquiry and hopes that this interim report will stimulate further debate around this critical area.

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Purpose

1. The purpose of this paper is to provide the Committee with an opportunity to consider proposals for a Committee Event in connection with the Pupil Motivation Inquiry.

Background

2. Members will recall that during the Pupil Motivation inquiry held during spring 2005 the Committee agreed to hold a stakeholder event to consult education professionals and others stakeholders, on the initial findings of the inquiry, prior to the publication of the final report. This event was most recently scheduled for October 2005.

3. More recently, the Committee agreed that its report would, initially at least, take the form of an ‘issues paper’ which aimed to contribute to the ongoing debate on the subject, rather than make specific recommendations to the Scottish Executive. The report would however contain a number of key ‘challenging questions’ which would be likely to form the basis of discussion at the proposed event.

4. The draft report is now at an advanced state and is expected to be finalised by the Committee at its meeting on 28 September 2005.

5. The remainder of the paper sets out proposals for the committee event.

Specific proposals

Timing

6. It is suggested that the proposed October date is too early to allow adequate time for consideration of the draft report/issues paper. In order to allow a reasonable length of time for debate in the wider educational community, it is now suggested that the event be held in January 2006. It is proposed that the event would be held during the normal committee slot of Wednesday morning.

Attendees

7. It is proposed that the half-day event is by invitation to around 50-60 people. These would include—
   a. Committee Members;
   b. Witnesses who gave evidence to the inquiry, including Scottish Executive staff;
   c. Alan McLean, educational psychologist who gave advice to members;
   d. Teachers and pupils from the schools visited in the inquiry;
e. Teachers and pupils who attended the round table event;
f. journalists from the sectoral press; and
g. Two pupils invited by each member from their constituency

8. The Committee may also wish to identify one or two other prominent stakeholders who were not part of the inquiry for example relevant Executive officials.

Format and programme

9. The suggested format for the event is contained in the draft programme for the day, which is annexed to this paper.

Venue

10. Although it would be possible to hold such an event in the Parliament building, a number of factors render the building less than ideal for this type of event in a number of requests. These factors include the heavy demand on committee accommodation on Wednesday mornings, the inflexibility of committee rooms in terms of seating arrangements, the lack of suitable ‘breakout’ accommodation and security issues which create logistical difficulties in managing the movement of participants from area to area. It is therefore proposed that, on this occasion, the event should be held at an appropriate venue outside the Parliamentary complex.

Web-forum

11. Although the conference would be by invitation only, the wider stakeholder community could be given the opportunity to feed in their views via a web-based forum linked to the Committee’s presence on the Parliament web-site. Clerks would ensure that a wide representative stakeholder group were made aware of the existence of the web-forum. A summary of views gathered could be made available to the attendees in their conference pack.

After the conference

12. The Committee report would be finalised and group and plenary discussions would be written up by the Clerks and annexed to the report. Hard copies of the report could be made available to those who attended the event and the web-forum could remain open for a little longer to allow further responses to the final published report.

Recommendation

13. The Committee is invited to consider and agree the proposals for the stakeholder event set out in this paper.

Iain Smith
Convener
Education Committee
Annexe: Proposed Programme

9.30 Arrival, registration and coffee

10.00 Introduction by Convener
This session would allow the Convener to welcome people to the event, introduce the members and set out the details of how it was proposed to run the event.

10.15 Breakout groups
There would be 8 groups themed around the main areas in the report. Groups would be chaired by the 8 members other than the Convener, supported by clerks, who would also take comprehensive notes. Each group would have the task of discussing some prepared issues and coming up with one key question to put to the politicians at the final session of the event.

11.30 Coffee break
A half hour is suggested to allow time for informal discussion and networking.

12.00 Plenary session
In this session each group would have appointed a ‘rapporteur’ who would be responsible for summing up key discussion in the group, and putting the agreed question to the panel of committee members on the stage. Convener would then allow some of the members (probably one from each party) to give a view on the question. There would probably only be around 7-8 minutes for each question so both rapporteurs and members would have to be fairly brief, and would need to ensure that the most important topics were first.

13.00 Close
EDUCATION COMMITTEE

Approach to budget scrutiny: 2006-07

Introduction

1. This paper outlines an approach to Stage 2 scrutiny of the Scottish Executive’s budget for the period 2006-07.

2. The approach is based primarily on the requirements of the Finance Committee and discussion at the Committee’s awayday on 31 August. It consists of two main strands:
   i. scrutiny of the Scottish Executive’s central budget in the Education and Young People portfolio; and
   ii. continued improved understanding of local authority expenditure on education and children’s services.

Guidance from the Finance Committee

3. On 20 September, the Finance Committee issued guidance to subject committees for their scrutiny of the central Scottish Executive budget for 2006-07 (see Annexe 1). It specified seven questions that subject Committees should respond to in compiling their report.

4. Paragraph 4 of the Finance Committee’s guidance refers to the projects that are part of the Efficient Government initiative. The Education Department is running a number of projects under this initiative and the Committee may wish to focus attention on these during its questioning of the Minister. Further details of these projects are included in Annexe 2.

5. The Committee’s Stage 2 report on the 2005-06 budget raised concerns about the large number of targets within the Education and Young People portfolio. The Finance Committee’s guidance notes the likelihood of “tightening of the fiscal climate” in the future and emphasises the need for greater prioritisation. The Committee may wish to explore how that prioritisation will be carried out during its questioning of the Minister.

Local authority expenditure on education and children’s services

6. At its awayday, the Committee discussed the importance of continuing to improve its understanding of local authority expenditure on education and children’s services. The Committee raised the issue of tracking how GAE funding is spent within local authorities. The Committee’s adviser, Nicola Rankin, has prepared an information

---

1 By agreement between the Finance Committee and the Scottish Executive, non-spending review years do not require Stage 1 scrutiny.
2 Copies of the draft budget 2006-07 have been circulated to members previously. It is available at http://www.scotland.gov.uk/Publications/2005/09/06112356/23573.
paper (see ED/S2/05/16/6) outlining what information is available on local authority expenditure and examining variations in expenditure by local authority and illustrative outputs derived from that expenditure.

**Timescale**

7. All subject committees are required to submit their reports to the Finance Committee by 16 November. The Minister for Education and Young People has been invited to the Committee meeting on 26 October and the Committee will consider a draft report on 9 November, leaving a week for finalisation before submission to the Finance Committee.

**Action**

8. The Committee is invited to **CONSIDER** and **AGREE** its approach to scrutiny of the Scottish Executive’s 2006-07 budget.

---

Eugene Windsor  
Clerk  
Education Committee
2006/07 Budget Process – Budget Guidance to Subject Committees: Paper by the Budget Adviser

1. The Budget process this year is a shorter one, in the absence of a Stage One. This is by agreement with the Executive to align the Scottish process with the annual Spending Reviews at Westminster. The Finance Committee is currently considering the implications of the postponement of the 2006 Spending Review for next year’s process.

2. As the strategic choices are exercised in Spending Review years, this year’s process should focus on changes to the expenditure plans agreed last year. There is, therefore, no need to ask for spending recommendations for additional funding, but Committees may wish to consider whether the pattern of expenditure within its portfolio is acceptable, or whether it wishes to recommend transfers between programme budgets within its portfolio.

3. The signals from the Treasury imply a tightening of the fiscal climate by 2008. Subject Committees may therefore wish to use their evidence session with Ministers to probe their thinking about priorities – as it is clear from the Draft Budget that portfolios list far too many priorities to be meaningful and a more systematic and rigorous approach to priority-setting will be required if resources become constrained.

4. A new development in the current Draft Budget is the use of efficiency savings to reallocate resources. Parliament has now received a full set of cash-releasing efficiency savings with budgetary implications and it would be helpful to have Subject Committees’ views on these. Time-Releasing Savings Technical Notes are also available, but for the purpose of the budget exercise, Committees should focus on the cash-releasing projects. The attached note on Efficient Government explains the current position (FI/S2/05/17/3).

5. With these comments in mind, the Finance Committee would welcome responses from the Subject Committees on the undernoted key questions:

a) Is the Committee satisfied with the responses from Ministers to its recommendations for the 2005-06 Draft Budget?

b) Does the Committee wish to raise any matter regarding the changes to spending plans referred in the ‘New Resources’ section?

c) Does the Committee wish to recommend any specific changes to programme budgets within the portfolio? If so, which programmes should be increased and why, and which programmes should be reduced to fund such changes?

d) Is the Committee content with the Statement of Priorities set out in its portfolio chapter?

e) Does the Committee have any comments to make regarding the cross-cutting issues set out in its portfolio?
f) Is the Committee content with the efficiency proposals identified for its portfolio? Are there projects to promote efficiency that the Committee would like to see considered by the Executive?

g) Further to the above, each chapter contains information regarding departmental contributions to the equality agenda. Does the Equal Opportunities Committee wish to make any comments on this information and does it wish to make any proposals regarding specific spending programmes which promote equality?

Professor Arthur Midwinter
September 2005
1. Further to the previous discussion regarding the form of efficiency savings, the Executive has now clarified the position for the Committee. There are two types of savings, one in which the efficiency assumptions were built into budget baselines in the Spending Review settlement; and the other in which there is a savings target which is not built into a budget baseline, which departments are free to redirect into frontline services once the saving is made.

2. There are £201m of the first category of cash savings in the local government settlement, and £125m of target savings which can be redirected to frontline services.

3. In the Health portfolio, the NHS efficiency savings (H/C 7) of £90m over three years (1% of NHS Boards spending) is in the first category. The other health savings are all in the second category.

4. Thirdly, there was a cash efficiency saving built into the Scottish Prison Service budget of £10m.

5. In addition, there are a number of small projects which contribute cash savings in the Spending Review Settlement. These are:
   1. EYP/C3 savings on EYP Central Government Expenditure of £9.8m
   2. J/C1 Fire Central Government of £0.1m
   3. Administration savings of £8.4m

   In each of these three cases, budgets were “flatlined” in the Spending Review, constituting a real terms cut and these savings contribute to meeting that reduction. Not all of the savings in the Administration Budget are efficiency savings, and some £5.6m additional savings were made by reducing spending in areas where less resource is required. These are not efficiency savings and have not been included within the total.

6. This makes a total of £319.3m of cash savings built into budgets. The Executive has said these savings have been realigned within portfolios and generally within programme budgets, towards front-line services. This leaves £411.7m as targets available for redirection to frontline services. As with the efficiency savings in total, local government again bares a disproportionate share of the first category of savings at 63% - nearly twice its share of the budget. This leaves £125m which could be used to reinvest in frontline services.

Table 1 – Efficiency Savings Built Into Spending Review Plans

<table>
<thead>
<tr>
<th>EYP/C3</th>
<th>Savings from EYP Central Government</th>
<th>£9.8m</th>
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<tr>
<td>EYP/C3</td>
<td>Savings from EYP Central Government</td>
<td>£9.8m</td>
</tr>
<tr>
<td>Expenditure</td>
<td>Amount</td>
<td></td>
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<tr>
<td>----------------------------------------------------------------------------</td>
<td>----------</td>
<td></td>
</tr>
<tr>
<td>FBSR-LG/C1 Assumed Local Government Efficiency Savings</td>
<td>£168.3m</td>
<td></td>
</tr>
<tr>
<td>FPSR-LG/C3 Common Police Services</td>
<td>£5.5m</td>
<td></td>
</tr>
<tr>
<td>FPSR-LG/C4 Efficiencies in Supporting People Programme</td>
<td>£27.0m</td>
<td></td>
</tr>
<tr>
<td>H/C7 NHS Efficiency Savings</td>
<td>£90.0m</td>
<td></td>
</tr>
<tr>
<td>J/C1 Fire Central Government</td>
<td>£0.1m</td>
<td></td>
</tr>
<tr>
<td>J/C5 Efficiency Savings in SPS</td>
<td>£10.0m</td>
<td></td>
</tr>
<tr>
<td>A/C1 to A/c5 Scottish Executive Administration Budget</td>
<td>£8.4m</td>
<td></td>
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<tr>
<td><strong>TOTAL</strong></td>
<td><strong>£319.1m</strong></td>
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</tbody>
</table>

Professor Arthur Midwinter  
Budget Adviser
5. EDUCATION AND YOUNG PEOPLE

Cash-Releasing Efficiency Technical Notes

1. **Portfolio/Number/Name:** EYP/C1 Efficiency savings in the Scottish Qualifications Authority

2. **Programme/Activity:**

   *SQA will deliver continuous improvement and increasing efficiencies in financial management leading to more efficient operational activity.*

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<tbody>
<tr>
<td>Cash (£m)</td>
<td>0.3</td>
<td>0.7</td>
<td>1.0</td>
</tr>
<tr>
<td>Time Releasing (£m)</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

4. **Accountable Officer for delivery:** Mike Ewart

5. **Project Manager:** Kenny McKenzie

6. **EGDG account manager:** Gillian Woolman

7. **Quality Impact**

   *Describe any impact on the quality of service delivery. Be specific and explain if the expectation is positive, negative or neutral.*

   **Neutral**

8. **Dependencies**

   *Explain if your savings are dependent on legislation or other structural changes being achieved.*

   **None**

9. **Description of efficiency and actions to be taken**

   **9.1 How will the saving being made? Be specific about number/size of contracts, staff, posts, dates, etc.**

   *Procurement and purchasing regimes will be improved and budget holders will be required to continuously challenge the need to incur cost. Operational costs will be flat-lined across each of the three years and savings to offset the impact of inflation on an ongoing basis.*

   **9.2 What action is critically needed to secure delivery of this saving? Be specific, name the key action managers if they are outwith your immediate management chain (eg in an NDPB)**

   *Delivery is dependent on the SQA. As Chief Executive of the SQA, Anton Colella is accountable for the delivery of these savings.*

10. **Impact on Staffing to achieve the efficiency gain**

    *If there are to be any changes in staff numbers (at activity level) to achieve the efficiency gain, please indicate how many full time equivalents and how far you expect savings to be achieved by natural wastage (show additions as + and*
<table>
<thead>
<tr>
<th>reductions as -).</th>
<th>2005-06</th>
<th>2006-07</th>
<th>2007-08</th>
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<tr>
<td>+</td>
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<tr>
<td>Net</td>
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</table>

**Explanation**  
N/A

### 11. Benefits

In general, the benefits of the Scottish Executive Efficiency Plan are the enhanced outputs from the resources Minister have been able to allocate in SR04. but if there is a direct connection between this efficiency saving and the enhancement of a particular service please describe it here.

N/A

### 12. Gross/Net Cash Savings

12.1 Please set out the gross recurring saving and any offsetting recurring expenditure.

£0.3m in 2005-06, £0.7m in 2006-07 and £1m in 2007-08

12.2 Against which budget does this expenditure and saving fall?

SQA Resource - A/C60100290

12.3 Has this saving been built into your budget?

Yes

12.4 If so, what is the maximum allowable expenditure against the budget data, in each year, for that saving to be delivered?

£11.5m in 2005-06, £8.7m in 2006-07 and £8.2m in 2007-08

12.5 If not, how do you propose to invest the additional cash back into public services?

N/A

12.6 What plans do you have to exceed the required saving? Explain by how much in each year.

N/A

### 13. Time-release savings

13.1 Please explain any time-releasing savings indicated at question 3

N/A

13.2 Please describe the method you plan to use to calculate...
14. Measurement and Monitoring

14.1 How are you proposing to measure the expected efficiency benefits (eg in terms of costs, level of output or quality of service)?

Delivery will be measured through monthly financial monitoring and annual budget setting exercises.

14.2 What monitoring and reporting procedures will be put in place to measure the efficiency savings (How often will progress towards the target be monitored? Who will have lead responsibility for reporting progress and what procedures are in place?)

Efficiency savings will be monitored as part of the normal monthly financial monitoring provided by SQA.

14.3 Monitoring Data: Sources, validation and risks

- What data will be used to measure progress? Is all the required information quantifiable and readily available? If not what action will be taken to rectify this?
- What measures will be in place to validate the accuracy of the data? Who will take responsibility for this?
- Are there any issues or risks relating to how you plan to use the data? (e.g. accuracy, difficulties in collection)

Progress will be measured through the provision of financial data provided to the sponsor team by SQA.

1. Portfolio/Number/Name: EYP/C3 Savings from EYP central government expenditure

2. Programme/Activity:

In the 2004 Spending Review, it was decided to hold specific budget baselines constant at 2005-06 levels despite inflationary pressure and the ongoing requirement to deliver established policy commitments. The saving thus secured is the total amount by which those budgets would otherwise have increased in line with inflation.

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<tr>
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</thead>
<tbody>
<tr>
<td>Cash (£m)</td>
<td>0.0</td>
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<td>9.8</td>
</tr>
<tr>
<td>Time Releasing (£m)</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
</tbody>
</table>

4. Accountable Officer for delivery: Mike Ewart

5. Project Manager: Joe Brown
6. EGDG account manager  Gillian Woolman

7. Quality Impact

Describe any impact on the quality of service delivery. Be specific and explain if the expectation is positive, negative or neutral.

Neutral impact on the quality of service delivery.

8. Dependencies

Explain if your savings are dependant on legislation or other structural changes being achieved.

Savings are not necessarily dependant on legislation or other structural changes being achieved.

9. Description of efficiency and actions to be taken

9.1 How will the saving be made? Be specific about number/size of contracts, staff, posts dates etc.

The cash saving will be made by holding specific budget baselines constant at 2005-06 levels despite inflationary pressure and the ongoing requirement to deliver established policy commitments. This decision freed up resources for Ministers to direct to other priorities as part of the Spending Review.

9.2 What action is critically needed to secure delivery of this saving? Be specific, and name the key action managers if they are outwith your immediate management chain (e.g. in an NDPB.)

Delivery of established policy commitments within existing programme baselines. Individual policy managers will devise and implement innovative methods to enable specific policy initiatives and outcomes to be delivered with no growth in budget in real terms.

10. Impact on Staffing to achieve the efficiency gain

If there are to be any changes in staff numbers (at activity level) to achieve the efficiency gain, please indicate how many full time equivalents and how far you expect savings to be achieved by natural wastage (show additions as + and reductions as -).

<table>
<thead>
<tr>
<th></th>
<th>2005-06</th>
<th>2006-07</th>
<th>2007-08</th>
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<tbody>
<tr>
<td>+</td>
<td></td>
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<td></td>
<td></td>
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<tr>
<td>Net</td>
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<td></td>
<td></td>
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</tbody>
</table>

Explanation: Savings emerging from programme baselines, not Departmental Running Costs.

11. Benefits

In general, the benefits of the Scottish Executive Efficiency Plan
are the enhanced outputs from the resources Ministers have been able to allocate in SR04. But if there is a direct connection between this efficiency saving and the enhancement of a particular service please describe it here.

N/A

12. Gross/Net Cash Savings

12.1 Please set out the gross recurring saving and any offsetting recurring expenditure.

Total recurring saving of £9.8 million per annum from 2007-08.

12.2 Against what budget does this expenditure and saving fall?

Expenditure and savings relate to the following budgets:

<table>
<thead>
<tr>
<th>Budget</th>
<th>2005-06 baseline</th>
<th>2006-07 saving</th>
<th>2007-08 saving</th>
</tr>
</thead>
<tbody>
<tr>
<td>NED/broadband</td>
<td>17.7</td>
<td>0.4</td>
<td>0.8</td>
</tr>
<tr>
<td>Pupil Support and Inclusion</td>
<td>3.3</td>
<td>0.1</td>
<td>0.2</td>
</tr>
<tr>
<td>Additional Support Needs</td>
<td>29.1</td>
<td>0.6</td>
<td>1.4</td>
</tr>
<tr>
<td>Children and Families</td>
<td>72.7</td>
<td>1.5</td>
<td>3.4</td>
</tr>
<tr>
<td>Youth Crime etc</td>
<td>66.2</td>
<td>1.3</td>
<td>3.1</td>
</tr>
<tr>
<td>Looked After Children &amp; Youth</td>
<td>11.3</td>
<td>0.2</td>
<td>0.5</td>
</tr>
<tr>
<td>Information &amp; Analysis</td>
<td>2.8</td>
<td>0.1</td>
<td>0.1</td>
</tr>
<tr>
<td>Gaelic</td>
<td>3.3</td>
<td>0.1</td>
<td>0.2</td>
</tr>
<tr>
<td>Other</td>
<td>2.2</td>
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<td>0.1</td>
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<tr>
<td>TOTAL (sum)</td>
<td>208.7</td>
<td>4.2</td>
<td>9.8</td>
</tr>
</tbody>
</table>

The saving is the amount by which that budget would otherwise have increased in line with inflation.

12.3 Has this saving been built into your budget?

These savings have been built into SR2004 budget outcomes.

12.4 If so, what is the maximum allowable expenditure against the budget data, in each year, for that saving to be delivered?

Subject to appropriate funding of any new policy developments, the maximum allowable expenditure against the published budget data, in each year, for that saving to be delivered is:

<table>
<thead>
<tr>
<th>Year</th>
<th>2005-06</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Category</td>
<td>Baseline</td>
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<td>--------------------------------------</td>
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</tr>
<tr>
<td></td>
<td>baseline</td>
</tr>
</tbody>
</table>

12.5 If not, how do you propose to invest the additional cash back into public services?

N/A

12.6 What plans do you have to exceed the required saving? Explain by how much in each year.

N/A

13. Time release savings

13.1 Please explain any time-releasing savings indicated at question 3

N/A

13.2 Please describe the method you plan to use to calculate the cash equivalent of those time release savings.

N/A

14. Measurement and Monitoring

14.1 How are you proposing to measure the expected efficiency benefits (e.g. in terms of costs, level of output or quality of service)?

Efficiency benefits will be measured in terms of costs.

14.2 What monitoring & reporting procedures will be put in place to measure the efficiency savings (How often will progress towards the target be monitored? Who will have lead responsibility for reporting progress and what procedures will be in place?)

Established monitoring and reporting procedures will be used to measure the delivery of efficiency savings. Ministers and the
Departmental Management Board receive progress reports at least on a quarterly basis.

14.3 Monitoring Data: Sources, validation and risks

- What data will be used to measure progress? Is all the required information quantifiable and readily available? If not what action will be taken to rectify this?
- What measures will be in place to validate the accuracy of the data? Who will take responsibility for this?
- Are there any issues or risks relating to how you plan to use the data? (e.g. accuracy, difficulties in collection)

Budget allocation information is quantifiable and readily available. Finance Group will validate the accuracy of the data.

Time-Releasing Efficiency Technical Notes

NEW

1. Portfolio/Number/Name: EYP/T1 School Building Programme

2. Programme/Activity:

School Building Programme (up to £2bn of investment over the period). The Partnership Agreement committed the Executive to the largest ever school building programme in Scotland's history, renewing 200 more schools by 2006, rising to 300 by 2009. The vision is for well designed, well built, and well managed schools that support national and local priorities, and inspire children, young people and communities, and a future school estate that meets aspirations, responds to evolving needs and is effectively managed and maintained over the long term.

---|---|---|---
1 | 3 | 5

4. Accountable Officer for delivery

Mike Ewart

5. Project Manager

Colin Reeves

6. EGDG account manager

Gillian Woolman

7. Quality Impact

Describe any impact on the quality of service delivery. Be specific and explain if the expectation is to positive, negative or neutral.

Positive impact on staff morale; efficiencies inherent in new buildings and facilities; reduction of time wasted on coping with substandard building fabric and facilities; reduction of excess capacity; more flexible accommodation.

8. Dependencies

Explain if your savings are dependant on
9. Description of efficiency and actions to be taken

9.1 How will the saving be made?
Less staff time will be wasted on coping with poor/cramped/unsuitable building fabric, releasing time for teachers to spend more time teaching children.

Further time savings will be realised through having a proper proactive maintenance programme which will result in less time being spent on reactive patching up of poor buildings. This should enable more time to be spent on other activities in line with maintaining the school estate.

9.2 What action is critically needed to secure delivery of this saving? Be specific, and name the key action managers if they are outwith your immediate management chain (e.g. in an NDPB.)
Continued progress with local authority Public Private Partnerships (PPP) and other major capital investment projects.

10. Measurement and Monitoring

10.1 How are you proposing to measure the expected efficiency benefits and the cash equivalent of these benefits.
It is reasonable to deduce efficiencies will arise and a prudent estimate of the value of the efficiency benefits has been restricted to around 1 per cent of staff costs.

Post-occupancy evaluations will inform the impact of the investment on time savings. This would also cover time spent on re-active maintenance on the school estate.

10.2 What monitoring & reporting procedures will be put in place to measure the efficiency savings (How often will progress towards the target be monitored? Who will have lead responsibility for reporting progress and what procedures will be in place?)

The post-occupancy evaluations of new buildings will provide evidence of the impact the investment has had and how this has led to any time savings. Local
occupancy evaluations.

10.3 Monitoring Data: Sources, validation and risks

- What data will be used to measure progress? Is all the required information quantifiable and readily available? If not what action will be taken to rectify this?

The future post-occupancy evaluations will provide information on the time savings brought about from the investment in the school estate.

- What measures will be in place to validate the accuracy of the data? Who will take responsibility for this?

The local authorities will be responsible for carrying out the post-occupancy evaluations in line with the Executive’s guidance.

- Are there any issues or risks relating to how you plan to use the data? (e.g. accuracy, difficulties in collection)

Given the nature of the time savings, these will vary from school to school. However the post-occupancy evaluations should help provide an indication of whether in general the investment has led to time savings.

NEW

1. Portfolio/Number/Name: EYP/T2 - Use of classroom assistants

2. Programme/Activity:

The provision of additional support staff will ease the administrative burdens on teachers. There is also evidence from the Classroom Assistant initiative that Classroom Assistants play an important role in keeping children on task and help improve the learning environment. Their presence in a classroom allows teachers to concentrate more on individual pupils.

<table>
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<tr>
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<tr>
<td></td>
<td>9</td>
<td>14</td>
<td>21</td>
</tr>
</tbody>
</table>

4. Accountable Officer for delivery

Mike Ewart

5. Project Manager

Donald Henderson

6. EGDG account manager

Gillian Woolman
| 7. Quality Impact | Describe any impact on the quality of service delivery. Be specific and explain if the expectation is to positive, negative or neutral. 

Our expectation is of strongly positive effect on service delivery. Additional resources (approx £7m/£11m/£16m over the Spending Review period) have been allocated to local authorities to allow increases in support staff in schools. These will relieve pressure on and take non-teaching duties from teachers and headteachers eg by helping prepare lesson material, photocopying, playground supervision, administrative duties , reducing disruption in classrooms and to learning. |
| 8. Dependencies | Explain if your savings are dependant on legislation or other structural changes being achieved. 

Funding has been transferred to Council budgets using the normal distribution mechanism. Local Authorities then determine the allocation of resources in their area. |
| 9. Description of efficiency and actions to be taken | 9.1 How will the saving be made? 

By reducing teachers and head teachers non-teaching duties to more efficiently use their time, we can maximise the effect on service delivery. The calculation of the estimated value of time released at section 3 is based on the differences in salary levels between teachers and support staff and the time released where support staff undertake teachers’ non-teaching duties . 

9.2 What action is critically needed to secure delivery of this saving? Be specific, and name the key action managers if they are outwith your immediate management chain ( e.g. in an NDPB.) 

Local authorities have to commit money to education departments. Most LAs will probably devolve spending power to school level (in pursuit of the parallel Executive policy that 80-90% of education resources should be devolved to head teacher control). |
| 10. Measurement and Monitoring | 10.1 How are you proposing to measure the expected efficiency benefits and the cash equivalent of these benefits. 

We collect regular census information on staffing levels in education, and split non-teaching staff into a
variety of categories eg special educational auxiliaries, classroom assistants etc.

10.2 What monitoring & reporting procedures will be put in place to measure the efficiency savings (How often will progress towards the target be monitored? Who will have lead responsibility for reporting progress and what procedures will be in place?)

An annual assessment of staffing levels will be conducted, as part of the Teacher census which runs each autumn.

10.3 Monitoring Data: Sources, validation and risks

- What data will be used to measure progress? Is all the required information quantifiable and readily available? If not what action will be taken to rectify this?

see above.

- What measures will be in place to validate the accuracy of the data? Who will take responsibility for this?

Figures form part of National Statistics.

- Are there any issues or risks relating to how you plan to use the data? (e.g. accuracy, difficulties in collection).

None beyond those inherent in data collection.

NEW

1. Portfolio/Number/Name: EYP/T3: Improved access to downloaded teaching and learning resources.

2. Programme/Activity:

£40m investment in Scottish Schools Digital Network and Content Delivery infrastructure will allow progressively more teachers improved access to downloaded teaching and learning resources which would otherwise have been more difficult or impossible to obtain and faster access to their existing material and lesson plans.

3. Estimated Value of Time-releasing Savings (£m)  

<table>
<thead>
<tr>
<th></th>
<th>2005-06</th>
<th>2006-07</th>
<th>2007-08</th>
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<td>-</td>
<td>-</td>
<td>5</td>
</tr>
</tbody>
</table>

4. Accountable Officer for delivery  

Mike Ewart
<table>
<thead>
<tr>
<th>5. Project Manager</th>
<th>Trudi Sharp</th>
</tr>
</thead>
<tbody>
<tr>
<td>6. EGDG account manager</td>
<td>Gillian Woolman</td>
</tr>
<tr>
<td>7. Quality Impact</td>
<td>Describe any impact on the quality of service delivery. Be specific and explain if the expectation is too positive, negative or neutral.</td>
</tr>
<tr>
<td></td>
<td>Positive impact as the Scottish Schools Digital Network and Content Delivery Initiative will facilitate better discovery, retrieval and use of electronic resources.</td>
</tr>
<tr>
<td>8. Dependencies</td>
<td>Explain if your savings are dependant on legislation or other structural changes being achieved.</td>
</tr>
<tr>
<td></td>
<td>Some levels of connectivity and access within some local authorities are still to be addressed. Without high level broadband connections schools will be reliant on getting content from DVD/CD. Connection to SSDN intranet will be phased resulting in teacher take up over a time period.</td>
</tr>
<tr>
<td>9.1 How will the saving be made?</td>
<td>The Scottish Schools Digital Network and Content Delivery Initiative will facilitate better discovery, retrieval and use of electronic resources. Teachers will also have faster access to their existing material and lesson plans. Time savings would be used by teachers on core duties. Estimated value of time released is based on 20% of teachers (around 10,200) with an average hourly rate of £23 being able to &quot;save&quot; 30 minutes per week.</td>
</tr>
<tr>
<td>9. Description of efficiency and actions to be taken</td>
<td>9.2 What action is critically needed to secure delivery of this saving? Be specific, and name the key action managers if they are outwith your immediate management chain (e.g. in an NDPB.)</td>
</tr>
<tr>
<td></td>
<td>The implementation of ICT in teaching and learning is a key responsibility of Learning and Teaching Scotland (LTS) in association with the local authorities. LTS are leading the promotion of content delivery infrastructure capabilities with authorities. This infrastructure will assist schools of storing internet content locally, speeding up retrieval times and will maximise the potential to use rich media including video streaming. It is complementary to the Scottish Schools Digital Network intranet which is currently being procured and will take around 2 years to deliver.</td>
</tr>
</tbody>
</table>
### 10. Measurement and Monitoring

**10.1 How are you proposing to measure the expected efficiency benefits and the cash equivalent of these benefits.**

We will be commissioning research into the benefits of content delivery edge servers in schools in 2007-08. As SSDN intranet is rolled out, the content delivery infrastructure edge servers will be subsumed into that project and further evaluation undertaken once they have had time to embed.

**10.2 What monitoring & reporting procedures will be put in place to measure the efficiency savings? (How often will progress towards the target be monitored? Who will have lead responsibility for reporting progress and what procedures will be in place?)**

*Evaluation will address this.*

**10.3 Monitoring Data: Sources, validation and risks**

- What data will be used to measure progress? Is all the required information quantifiable and readily available? If not what action will be taken to rectify this?

  *Research on teachers’ preparation and planning and on teacher costs is available. We will also be evaluating content delivery infrastructure and SSDN*

- What measures will be in place to validate the accuracy of the data? Who will take responsibility for this?

  *Evaluation will address this*

- Are there any issues or risks relating to how you plan to use the data? (e.g. accuracy, difficulties in collection)

  *N/A.*

---

**NEW**

1. **Portfolio/Number/Name:** EYP/T4 - Children’s Hearings

2. **Programme/Activity:**

   The review of the Children’s Hearing system proposes to reduce the number of referrals to the Hearings by tightening the grounds for referral and requiring agencies to have firstly
implemented an inter-agency plan and to demonstrate why compulsion may be necessary.

Note: the proposals will be consulted on over the summer and, if agreed, feature in subsequent legislation. However, the rationale is that Reporters will not spend time dealing with inappropriate referrals which will be dealt with by agencies. This will allow them to spend more time focussing on dealing more effectively with the remaining more appropriate casework. This will ensure all children, those referred to the Reporter who may well have the greatest need, and those whose needs are addressed without referral to the Reporter get the help they need when they need it.

<table>
<thead>
<tr>
<th>3. Planned Savings (£m)</th>
<th>2005-06</th>
<th>2006-07</th>
<th>2007-08</th>
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<tr>
<td></td>
<td>0</td>
<td>0</td>
<td>4</td>
</tr>
</tbody>
</table>

4. Accountable Officer for delivery
Mike Ewart

5. Project Manager
Stella Perrott

6. EGDG account manager
Gillian Woolman

7. Quality Impact
Describe any impact on the quality of service delivery. Be specific and explain if the expectation is to positive, negative or neutral.

The proposals are intended to ensure children get help they need when they need it rather than having to be 'processed' through Children's Hearings in order to get help. The proposals should improve the outcomes for children and should allow Reporters to use their time and expertise more effectively helping children.

8. Dependencies
Explain if your savings are dependant on legislation or other structural changes being achieved.

Although the proposals will require changes in legislation, the publication of the consultation document may begin to change some of the existing practices and savings may accrue earlier (this is uncertain). Cultural changes may be more significant and the legislation would be an important lever without which the changes might not be effected.

9. Description of efficiency and actions to be taken
9.1 How will the saving be made?

The proposals will reduce the need for referrals to the Reporter and therefore there will be a corresponding reduction in Reporter investigations, and Initial Background Reports. Where children still go to Hearing there should be a reduction in Social Background Reports as only one coordinated report will be prepared on each child. Reporters will not
have to spend time dealing with inappropriate referrals and will be able to redeploy the time this saves to deal more effectively with the remaining casework and ensure children get help they need when they need it.

9.2 What action is critically needed to secure delivery of this saving? Be specific, and name the key action managers if they are outwith your immediate management chain (e.g. in an NDPB.)

Legislation would be required. It is also worth noting that savings are totally dependent on delivery agencies implementing the proposed legislative changes as intended.

10.1 How are you proposing to measure the expected efficiency benefits and the cash equivalent of these benefits.

There are 80,000 referrals to the Reporter each year 75% of which do not go to a Hearing. The proposals will reduce the need for referrals to the Reporter and therefore (up to) 60,000 Reporter investigations, and Initial Background Reports. Where children still go to Hearing there should be a reduction in Social Background Reports as only one coordinated report will be prepared on each child. The value of the time saved - and therefore available to deal more effectively with the remaining casework - is based on an estimated average saving of 4 hrs work per referral (primarily social work, admin and Reporter) at £20 per hour. This amounts to £4.8 million - although by the time these savings emerge the number of referrals and costs could be very different. As such, the estimated value of the redeployed time available to deal more effectively with appropriate casework will be kept under review.

10.2 What monitoring & reporting procedures will be put in place to measure the efficiency savings (How often will progress towards the target be monitored? Who will have lead responsibility for reporting progress and what procedures will be in place?)

On these assumptions the number of referrals to the Reporter is the key data. This will be part of the programmes evaluation - the programme being the changes following implementation of any legislation.

10.3 Monitoring Data: Sources, validation and
<table>
<thead>
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<th><strong>risks</strong></th>
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<tbody>
<tr>
<td>• What data will be used to measure progress? Is all the required information quantifiable and readily available? If not what action will be taken to rectify this?</td>
</tr>
<tr>
<td><em>Referrals to the Reporter is the key data and is readily available.</em></td>
</tr>
<tr>
<td>• What measures will be in place to validate the accuracy of the data? Who will take responsibility for this?</td>
</tr>
<tr>
<td><em>Referrals to the Reporter is validated data and routine.</em></td>
</tr>
<tr>
<td>• Are there any issues or risks relating to how you plan to use the data? (e.g. accuracy, difficulties in collection)</td>
</tr>
<tr>
<td><em>We have estimated that on average there is 4 hrs work for each case that is referred to the Reporter but does not go to a Hearing. This is of course variable and will be kept under review.</em></td>
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</tbody>
</table>
Local authority inputs, outputs and outcomes

Nicola Rankin

1. Introduction

The purpose of this paper is to:

• Outline the reporting framework and budget headings in use for the allocations to local authorities in respect of education and social work spend;
• Outline total spend by local authority;
• Describe the major cost drivers; and
• Provide an initial view of what that purchases, in terms of inputs, outputs and outcomes.

The purpose of this paper is informative rather than explanatory, meaning that it seeks to explain how things happen, rather than why.

2. The reporting framework

There are five major sources for tracking spend from the Scottish Executive to local authority level:

• GAE allocation (Green Book)
• Local authority financial returns (Red Book)
• Local authority accounts
• CIPFA estimates
• CIPFA actuals

The Scottish Executive budget shows revenue only, by major headings e.g. primary education, secondary education. It does not show specific headings for minor budget headings like school meals and transport. It also itemises a number of small initiatives and pots of money e.g. the National Priorities Action Fund

The GAE shows revenue allocations for each authority based on various drivers, but still totalling to the Executive budget. It itemises minor headings like Gaelic, transport and school meals as well as the major headings. It also itemises some, but not all of the initiatives and pots shown in the budget.

The local authority finance returns show both revenue and expenditure, but they do not show either the minor budget headings such as Gaelic, or the small initiatives and pots.

The local authority annual accounts will vary but tend to show revenue and expenditure at a very summary level only e.g. all of education.

The CIPFA estimates show expenditure only for the major headings, the minor headings and for some, but not all, of the initiatives and pots.
The **CIPFA actuals** show net expenditure, that is, revenue less expenditure for the major and minor headings, but for none of the pots and initiatives.

In terms of **capital** spend, the Executive budget shows capital budgets, while the red book and local authority accounts show capital budget and expenditure. Again, there is no automatic capture by the Executive of actual expenditure against budget.

This is summarised in the table below:

**Figure 1: What financial data is collected?**

<table>
<thead>
<tr>
<th></th>
<th>Revenue</th>
<th>Expenditure</th>
<th>Major headings</th>
<th>Minor headings</th>
<th>Small initiatives and pots</th>
<th>Capital</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Scottish Executive budget</strong></td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
</tr>
<tr>
<td><strong>GAE budget allocations</strong></td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>some</td>
<td></td>
</tr>
<tr>
<td><strong>Local authority finance returns</strong></td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>N</td>
<td>Y</td>
</tr>
<tr>
<td><strong>Financial authority annual accounts</strong></td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>Y</td>
</tr>
<tr>
<td><strong>CIPFA estimates</strong></td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>some</td>
<td></td>
</tr>
<tr>
<td><strong>CIPFA actuals</strong></td>
<td>net</td>
<td>net</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td></td>
</tr>
</tbody>
</table>

It is firstly clear from this overview why the Executive has difficulty presenting statements of actual spend against budget, since there is no automatic capture mechanism for actual spend data. Also, although the red book is the main source of actual expenditure data, it does not show details of the minor budget headings, or the spend on small initiative pots. There is therefore no systematic thread of accountability for the minor budget heads or the initiatives, although they may have stand alone reporting and monitoring systems. Secondly, apart from the previous year data shown in the authority budgets and annual accounts, there is no systematic presentation of trend data, which can help with accountability.
3. **Spend by local authority**

In terms of total spend, the figure below shows that the average spend per child (for social work relating to children and educational services) does not vary greatly except within the island authorities. The average spend across Scotland is £4,546, and councils spend both above and below this average. We have combined these two budgets to emphasise the new child-centred focus that should now apply, although it should be noted that the social work spend directly relevant to the policy areas within the Committee’s remit is 11-12% of the total, with education making up the bulk of it.

**Figure 2: Total spend per child**

![Children's services spend per child aged 0-15](image.png)


As to whether an authority spends more or less than GAE, the following table shows that all the authorities, except Angus, spend more than the GAE allocation on education, with the island authorities spending significantly more. The Scottish average is 5.3% greater than allocated. This suggests that the allocation and hence the budget, is understated for the needs as perceived by local authorities.
4. Cost drivers

Cost drivers are reasons why an authority might argue it needs to spend more than another authority. The main cost drivers discussed here are:

- Class size
- Pupil:teacher ratio
- Occupancy
- Underlying deprivation
- Staying-on rate
- Proportion of looked-after children

4.1 Class size

A high class size means a low-cost education service. However, while the cost inputs are held low by having large classes, the outputs and outcomes for the children may suffer. The figure below shows the average primary class size is relatively similar across Scotland, except for the islands and supersparse areas of the mainland. This suggests that class size cannot be the strongest differentiating cost factor between mainland authorities.
4.2 Pupil:teacher ratio

A high pupil:teacher ratio will increase costs. The islands have the lowest pupil:teacher ratio, although Dundee City, Aberdeen City, Fife and Glasgow are urban centres with a lower than average ratio.
4.3 Occupancy
Empty and poorly maintained buildings lead to higher costs for an authority. Audit Scotland’s relevant measure is the % of schools where the ratio of pupils to available places is between 61% and 100%. This measure is more about whether there is an adequate supply of places than whether there is efficient use of space, but nevertheless it is interesting that only 61.5% of primary schools across Scotland reportedly fit this criterion, and 75% of secondary schools. The Executive does also receive asset management plans from each authority containing condition and occupancy data.

4.4 Underlying deprivation
This is only a cost driver if the authority has actually spent money to combat the effects of it on education. For example, this might be done through more intensive teaching, usually reflected in a lower pupil:teacher ratio. However, it is not always the case that authorities with high levels of deprivation have the lowest pupil:teacher ratios, as shown in Figure 4 above, which means they have not chosen to address deprivation through higher spend on teachers.

4.5 Proportion of looked after children
The proportion of looked after children can increase total costs per child. The figure below shows that Glasgow has by far the highest number of looked-after children.
Some authorities clearly have different policy stances and strategic contexts on this issue, as shown by the variances illustrated below over time:

**Figure 7: Change in numbers of looked after children over time**
4.6 Staying-on rate

A higher staying on rate increases the number of pupils passing through the system and should improve economies of scale. Therefore costs per pupil should go down.

**Figure 8: Staying-on rates**

![Staying-on rates S3-S6](source)

4.7 Devolution of budgets

Budgets are now devolved to schools with additional support staff costs built in by the Executive to manage the local budget. In effect this created new additional costs. Although economies of scale were lost, the intention was to release teachers from administration in order to focus on the children – an increased cost, in return for increased performance. The figure below shows the percentage of budgets devolved to head teachers. This varies greatly, from 50% in Clackmannanshire to 90% in South Ayrshire. Clackmannanshire spends slightly less per child than average (Figure 2) and South Ayrshire spends slightly more (see Figure 2).
5. **Inputs, Outputs and Outcomes by Authority**

What Scotland gains from this investment can be defined at three levels:

**Inputs:** For example, number of teachers or social workers  
**Outputs:** For example, number of Higher Grades achieved  
**Outcomes:** This is impact, for better or worse. In terms of education, an example might be improved attainment between two points in time. In terms of social work, it might be fewer excluded or looked-after children between two points in time.

5.1 **Inputs**

The figure below shows that 70% on average of education budgets are spent on staff costs. Staff spend varies between 63% and 76% with one outlier (Aberdeen City) at 81%. This means education spend is fixed, going mostly on staff and property.

*Source: CIPFA Rating Review, Estimates 2004/05. col (8) p.21*
Figure 10: Education staff spend


5.2 Outputs

Achievement and attainment is clearly far more complex than looking at single indicators such as exam results. The following graphs are intended to give some initial examples based on readily available information.
Figure 11: Proportion gaining 5+Highers at grades A-C by authority

% S4 roll gaining 5+ @ SCQF level 6 (Highers grade A-C), 2004

Glasgow City
Clackmannanshire
Dundee City
West Dunbartonshire
 Falkirk
North Ayrshire
North Lanarkshire
Linlithgow
East Ayrshire
Fife
West Lothian
Inverclyde
Moray
Renfrewshire
South Lanarkshire
Scotland
Aberdeen City
Edinburgh City
Elgin
Aberdeenshire
Angus
Argyll & Bute
Dumfries & Galloway
Highland
Perth & Kinross
South Ayrshire
East Lothian
Aberdeenshire
Scottish Borders
Stirling
Shetland Islands
East Dunbartonshire
East Renfrewshire

http://www.scotland.gov.uk/stats/bulletins/00364-05.asp

Outcomes

The figure below shows which authorities are improving and which are not in terms of increasing attainment. It shows a small overall improvement at the Scottish level.

Figure 12: Changes in attainment over time

% point difference between 1999 and 2004 in % s4 roll gaining 5 or more qualifications at level 4 or above,
Figure 13 gives a further example of changes in attainment. It shows the difference in reading attainment at S2 between 2002/03 and 2003/04. In general, attainment in 2003/04 was higher in 2003/04 than in 2002/03. Data is collected for all years P2 to S2 in reading, writing and mathematics.

**Figure 13: Changes in reading attainment at S2. 2002/03 and 2003/04**

| % point difference between S2 pupils achieving Level E reading, in 2002/03 and 2003/04 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|

6. **Conclusions**

1. There is no systematic comparison of actual spend to budget by the Executive.

2. There is no strong thread of accountability between the Executive and the authorities for minor budget heads or initiative pots.

3. There is no systematic capture of trend data.

4. The average spend per child (for social work and educational services) is between £4000 and £5000. It does not vary greatly across Scotland except within the island authorities.

5. All authorities except one spend more than the GAE allocation they receive for education. The island authorities spend significantly more.

6. The main cost drivers examined for each authority are:
   - Class size
   - Pupil:teacher ratio
- Occupancy
- Underlying deprivation
- Staying-on rate
- Proportion of looked-after children

Pupil:teacher ratio and occupancy are the primary cost drivers but the Executive does not appear to examine these in a systematic way.

7. 70% on average of education budgets are spent on staff costs.

8. Raw performance (for example, number of Highers achieved) is better in less deprived areas, but in terms of making a real difference and impact, the pattern is different, with some surprising results.