### Education, Culture and Sport Committee

**Meeting – Wednesday 6 September 2000**

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Education, Culture & Sport Committee

Report into Sport in Schools

Karen M. Gillon MSP
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1. Introduction

1.1 This report has been commissioned to outline issues currently facing sport in schools. It aims to do so by:

- Setting out the value of sport in schools
- Describing its institutional and policy context
- Examining the needs of school sport
- Making recommendations for improving current practice

1.2 The report was compiled using i) a literature review, ii) interviews with experts in the field and iii) visits to relevant schools, organisations and conferences.

2. Why do young people need Sport?

2.1 Sport has been demonstrated to have positive effects on the personal qualities of young people, particularly in terms of:

- Health
- Self-esteem / self-confidence
- Weight control and obesity
- Academic achievement

2.2 When practised at grassroots level, sport has also (to varying degrees) been seen to have a social role in terms of promoting:

- Social inclusion;
- Community development;
- Crime reduction (through diversionary projects);
- Improved physical infrastructure (through maintenance of under-used community facilities, and affecting perceptions of a community)

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2.3 Achievement in sport at *elite* level can be seen to have national benefits, in terms of identity, prestige, and trade.³

2.4 Aside from its instrumental advantages, it is important to remember that sport is worth pursuing for it’s own sake as an enjoyable and rewarding activity.⁴

2.5 Schools have the potential to maximise these benefits by promoting:

- Health-improving physical activity
- “Sport for all” – that is, widespread amateur and recreational participation
- Elite level sport
- Raising achievement using sport as a catalyst for learning

3. **The Institutional and Policy Context**

3.1 The core of sport and other physical activity provision in schools is through physical education. Under curriculum guidelines, schools must allocate at least 15% of class time to Expressive Arts, which includes drama, music and art as well as PE, to pupils from P1 to S2. S3 and S4 pupils must undertake a core 80 hours PE, and the subject is optional for S5 and S6 pupils.

3.2 PE is not, of course, concerned exclusively with sport. Other forms of physical activity such as dance and health and fitness training are emphasised within the curriculum. However, it is clear that PE plays a significant role as a core provider of sport, in terms of introducing concepts, developing skills and providing an educational context for sporting and physical activities.

3.3 Schools are also involved in the provision of extra-curricular sport. This usually involves the coaching of pupils by teachers out of school hours, in a team or individual context. A decline in pupil participation in after-school sport has often been attributed to institutional factors. One factor often cited is the teacher’s disputes of the 1980s, which saw staff

³ Collins et al (1999), *Sport and Social Inclusion: A Report to the Department of Culture, Media and Sport*, Institute of Sport and Leisure Policy, Loughborough University.
⁴ Coalter, Allison, Taylor, op. cit., p.98
working to rule. Another the introduction of written coursework into Standard Grade PE which, it has been claimed, removed the obligation PE teachers were under to coach out of school hours to compensate for the fact that they didn’t have to do any marking. Another factor is the population decline over the past few decades, which has led to lower pupil numbers.

3.4 A number of initiatives have been launched by governments over the past decade to counter this trend.

3.5 Following the Scottish Sport Council’s 1988 report into school-age sport, “Laying the Foundations”, Scottish Office minister Michael Forsyth convened an inquiry group into how team-based school sport could be developed. Their report, published in October 1989, recommended setting up Team Sport Scotland. This initiative involved appointing a co-ordinator for each of nine sports: basketball, cricket, football (boys and girls), hockey, rugby, netball, shinty and volleyball (swimming, athletics and disability sport were added in 1994). These co-ordinators liased with partner agencies (schools, local authorities, clubs, governing bodies) in terms of promoting their particular sport on an integrated and synchronised basis. An audit found that the initiative has had much success in developing the youth structure and provision of these activities.

3.6 Following on from Team Sport Scotland, the Scottish Sports Council in May 1996 published A Youth Sport Strategy for Scotland. This introduced a national framework or the development of sport in relation to young people, and called for a co-ordinated approach across all relevant agencies (schools, clubs, governing bodies, local authorities, the Scottish Office etc) in order to do so. Its recommendations in relation to school sport included:

- The introduction of school-based co-ordinators to develop extra-curricular sport;
- Giving staff time off to promote sport;
- Clarifying the role of sport development officers in relation to schools;
- The introduction of specialist Sport Schools.\(^5\)
3.7 The emergence of National Lottery funding has had a significant contribution to the scope of youth sport development. The responsibility for distributing this money was given to the Scottish Sports Council (now sportscotland), who work in partnership with other executive agencies.

3.8 In the context of this change, the SSC brought together an advisory group to provide a national framework for the development of Scottish sport. In 1998 it published *Sport 21: Nothing Left to Chance*, a strategy which set targets up to 2003. In relation to schools, it made the following recommendations:

- “ensure that every primary school provides a minimum of two hours or 3 x 40 minute periods of physical education every week
- “every secondary school in Scotland to have a School Sport Co-ordinator working also with feeder primary schools”
- “increase the range and frequency of young people’s participation in sport in Scotland”
- “implement fully the recommendations of Scotland’s Youth Sport Strategy”

3.9 In September 1999, sportscotland published *Levelling the Playing Field*, its strategic plan for the allocation of lottery funding for 1999-2003. This period had been chosen to ensure that the distribution of the Lottery Sport Fund was in line with the recommendations laid out in *Sport 21*.

3.10 Government agencies have already gone some way to implementing *Sport 21*’s findings. The School Sports Co-ordinator project had actually already been piloted following the election of the Labour government at Westminster in 1997. Developed in partnership with the Scottish Sport Council drawing from a similar initiative in New Zealand. It involves providing funding (£5,000 pa on top of existing salary) for a member of secondary school staff to act as a designated co-ordinator of extra-curricular sport. This programme was taken forward by the Scottish Executive, and there are now

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213 School Sport Co-ordinators in Scotland. The Executive aim to have one in every Scottish school by 2003.

3.11 The Active Primary Schools programme has been piloted to promote the importance of daily physical activity in primary schools. This is complemented by the Top Play Top Sport programme, aimed primarily at 7-11 year olds. Partly funded by BT sponsorship, the initiative provided sport, play and health and fitness materials (games equipment, activity cards etc) for use in schools and sporting clubs.

3.12 Scottish schools have not traditionally been involved in developing sport at elite level. This had previously been left to governing bodies and clubs. However, the Bellahouston Academy School of Sport in Glasgow was opened last year with an intake of 20 pupils. It specialises in five sports: badminton, gymnastics, hockey, swimming and athletics. Ministers have made reference to the possibility of establishing a Scottish Academy of Football.

4. The Needs of School Sport

Health

4.1 In 1996, the Health Education Authority (HEA) of England hosted an international symposium to look at young people’s needs relating to physical activity. It made two primary recommendations:

- “All young people should participate in physical activity of at least moderate intensity for at least one hour per day.”
- “Young people who currently do little physical exercise should participate in physical activity of at least moderate intensity for at least half an hour per day.”

It made a further secondary recommendation:

- “At least twice a week, some of these activities should help to enhance and maintain muscular strength and flexibility and bone health.”

4.2 In Scotland, the majority of adolescents do not conform to the first target. A recent survey has shown that, in 1998, only 39.1% of 11-15 year olds exercised in and out of
school for 6 or more hours a week. Such a figure indicates a need to promote health-enhancing physical activity among Scottish teenagers. However, it is also worth noting that, contrary to received wisdom, the percentage of teenagers who exercise to this level has actually increased by 6.3% since 1994, perhaps partly in response to a range of promotional initiatives.

4.3 Within the younger age group (those at Primary School), a far smaller number of children would meet the target.

4.4 Moreover, the figures mask a significant gender gap. The same survey shows that just under half – 49.3% - of boys reached this target, compared to only 29.2% of girls. Evidently this raises questions about the need to target girls. It is clear that their particular interests and needs have to be addressed if we wish to do so. As Sport 21 says, “Teenage girls need particular encouragement to remain involved in sport… Alternatives to team games should be provided: segregated activities, individual sports, aerobics and step classes are all possible options”.

4.5 In comparison with other countries, Scotland’s adolescents do not actually perform too badly. A recent international survey from 27 nations, comparing the number of teenagers who report exercising twice a week, showed Scotland ranked joint third for 11 year olds, and fifth for 13 and 15 year olds.

4.6 It is worth noting that the top nation in all three age groups was Northern Ireland, where physical activity has long been provided on a daily basis in primary schools. The desirability of introducing such a programme in Scotland has long been emphasised, and, as we have seen, Sport 21 sets targets for primary level PE. However, the lack of emphasis on PE training for primary school teachers has often been cited as one reason why many pupils here do not receive the benefit of daily exercise.

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9 Scottish Sports Council (1998), op. cit., p.21
10 Hickman et al, op. cit., p.74
4.7 It is clear, then, in the context of health development, that sport is not the only form of physical activity in the more general sense that should be promoted in schools. There is no reason why schools should not promote exercise-related activities and dance as well as sport in the traditional sense. Such pursuits may, indeed, be in many cases more likely to appeal to those young people who do not currently exercise enough and provide an incentive for them to become involved in sport in the longer term.

‘Sport for All’

4.8 Schools have a role to play in widening access to sport and physical activity. As the Youth Sport Strategy for Scotland claims, this can be achieved by looking at schools within the context of the wider social unit: “Sport in schools should ultimately be linked to sport in the community. Suitably qualified local leaders and coaches could be used to enhance extended curriculum activities, to ensure links to community clubs are created and to establish pathways for pupils”¹¹.

4.9 It is important to remember that such initiatives are often best developed at ground level. As Coalter et al found when looking at community sport, “bottom-up approaches, which build on and assist existing (or emerging) programmes provide a greater sense of involvement and ownership”¹². A number of the Sport Governing Bodies now employ their own development workers who work with local clubs and schools to develop their own sport at a local level. These development workers, although focussed on a particular sport, do play an important part in developing an attitude of involvement of young people at an early age and is beginning to show real benefits to those sports.

4.10 School Sport Co-ordinators, then, should make every effort to involve parents, clubs and other relevant members of the community in the provision of school based activities. There is also a need to ensure that young people are able to use the skills that they develop and often they could appropriately be used as peer educators either within their own school or by secondary pupils providing coaching to primary pupils after they have received appropriate training. It is essential, indeed, that youth sport is provided on such an integrated basis, with all agencies (local authorities, governing bodies, youth development officers, participants etc) involved in the process of delivering sport.

¹¹ Scottish Sports Council (1996), op. cit., p.14
4.11 This is true for both capital projects as well as activity-based initiatives. For instance, high-quality sports facilities based in schools can be most advantageous when local people can access them after hours (as with the David Keswick Centre in Dumfries). This has the added benefit of further integrating schools into the wider community. This is particularly important when you hope to involve people living in socially excluded communities and in rural areas where often the school is the only facility available locally and travel to other areas is often impossible due to restricted public transport or the additional costs involved. It is vital that local authorities look imaginatively at how these valuable resources are used to encourage community participation.

4.12 Monitoring of all projects is essential to raising standards. However, Coalter et al point to a lack of outcome evaluation in the field. They suggest producing a “best practice” manual for leaders, coaches, teachers etc.

4.13 One example of widened access to sport can be found at Ashton-on-Mersey School, Cheshire. Designated a specialist Sports College in September 1998, it receives an extra £100,000 a year to provide high-quality sporting activities for both pupils and the wider community. Emphasis is placed on school staff providing a high level of training to all students and encouraging widespread participation. As a designated Beacon School, it is obliged to share examples of good practice with other institutions. This has had other benefits – despite being a Secondary Modern in an area of selection and high competition for Grammar School places, Ashton-on-Mersey has excellent exam results. Sport is used creatively across the curriculum with all departments able to benefit from the additional funding. This has led to improved numeracy and literacy levels, particularly amongst boys. It has also enabled other departments such as science and the arts to encourage greater participation in their subjects by using sport as a vehicle for learning. This school has activities running from 8am – 6pm every week day and most weekends. No teacher receives an additional payment for running these activities but rather the school ensures that resources such as equipment or transport are available to run the activities.

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12 Coalter et al (2000), op. cit., p.72
4.14 Teachers and co-ordinators need to be kept informed of resources at their disposal. Many schools have gained from initiatives such as the TOPs programme which, as we have seen, provides equipment funded by sponsorship and lottery funding; and the British Heart Foundation’s Jump Rope for Heart initiative, which gives schools free skipping ropes which many have used in the course of PE. Other sport facilitators, however, may not be aware that such facilities are at their disposal.

*Elite Level Sport*

4.15 Currently, elite level sport is provided through one Scottish state school – Bellahouston in Glasgow, which was established as a specialist unit in 1999.

4.16 Traditionally, the training of elite sportsmen and women has been taken on by governing bodies and clubs. Many football teams, for instance, have their own youth training structure, while the governing bodies provide coaches (often in co-operation with local authorities). The new Scottish Institute of Sport also provides training and support at the highest level.

4.17 Lottery Sport funding, distributed by sportscotland, is made available to elite athletes through the Talented Athlete Programme and the Lottery Sport Fund Coaching Programme. These initiatives provide financial support for clubs, governing bodies and local authorities that train the most gifted young sportsmen and women.

4.18 The advantage of such an approach is that it allows expert coaches, working with specialised institutional support, to provide training for talented athletes.

4.19 There is a very real tension as regards elite sports schools and what impact they have, not only on the pupils who attend them but on the communities that they have left. It will take some time here in Scotland to establish whether or not our national achievement is increased as a result of the development of an elite sports school and in turn what impact that has on sport more generally. It will also take time to assess the impact of removing elite performers from local schools and determine whether that has an impact on participation and achievement more generally.
5. Conclusions

5.1 There is a need to improve the participation of young people in sport whilst at school. Sport can play a major role in improving the health, motivation and achievement of young people across the social spectrum and greater emphasis must be placed on using sport as a vehicle for both health and academic improvement.

5.2 There is a need to review the input of physical activity at Primary school level. We must also look again at the training of Primary school teachers to ascertain how that can be improved to ensure that teachers are able to deliver this valuable part of the curriculum.

5.3 There is a need to target groups who are less likely to exercise regularly with activities and programmes tailored to their needs, even if these fall outwith the traditional understanding of sport.

5.4 Projects should, as much as possible, be developed on a “bottom up” basis to ensure sustainability.

5.5 School sport should take advantage of community involvement wherever possible.

5.6 School Sport Co-ordinators need to involve all partner agencies - clubs, governing bodies, youth development officers, local authorities, feeder primary schools.

5.7 The School Sport Co-ordinator programme, as well as other initiatives and targets laid out in A School Sport Strategy for Scotland, Sport 21 and Levelling the Playing Field, need to be monitored and evaluated over time to establish best practice.

5.8 Best practice can be disseminated through projects like Beacon Schools; initiatives should be developed to ensure that information about resources is as widely available to Co-ordinators and teachers as possible.

5.9 We must enable greater participation by teachers in extra curricular activities, particularly sport.
Recommendations

6.1 Consideration should be given to the establishment of setting up pilot specialist sports colleges, such as that at Ashton on Mersey here in Scotland.

6.2 Primary schools should be prioritised in future developments, in particular urgent consideration must be given to the training of Primary teachers and what improvements can be made to enable the more effective delivery of sport and physical activity in Primary schools.

6.3 Urgent action should be taken by the Scottish Executive in partnership with Sport Scotland and local authorities to develop the Active Primaries Initiative across Scotland.

6.4 In Secondary schools, remaining local authorities should be encouraged to move forward with the appointment of school sports co-ordinators.

6.5 Greater consultation should take place at a national level with the sport governing bodies to ensure that they are encouraged to support and develop sport in school and in the wider local community.

6.6 Consideration should be given to the establishment of a central body that would coordinate the delivery of sport in school and provide evaluation and monitoring of best practice. This body could also be responsible for developing materials to support the delivery of sport in schools.

6.7 Further consultation should take place on how best to involve teachers, parents and the wider community in the delivery of extra curricular sport in school.

6.8 Approaches should be made to COSLA to facilitate an audit of best practice on the use of schools and sports facilities across the range of local authorities to ensure the best and most imaginative use of local resources.

6.9 A further research and study should be undertaken by the Committee, looking at best practice within Europe to establish what further improvements can be made in Scotland.
Bibliography


Collins et al (1999), Sport and Social Inclusion: A Report to the Department of Culture, Media and Sport, Institute of Sport and Leisure Policy, Loughborough University.


1. At its meeting of 4 July 2000, the committee considered the Scottish Executive’s response to the committee’s report on the Roman remains at Cramond and agreed to seek views from City of Edinburgh Council on the committee’s report and the Executive’s response.

2. Members will recall the petition from Mr Ronald Guild about developments in the Cramond area, and the protection and interpretation of the Roman ruins. The committee published its report in May.

3. A copy of the Executive’s response is attached. The views from the City of Edinburgh Council will be circulated to members if available before the meeting.

4. The Executive have pointed out that the issues which arise in the report are primarily the responsibility of the City Council as the main landowner, the body responsible for maintaining roads outwith the trunk system, and with responsibility for planning issues. Historic Scotland does not have direct responsibility for the preservation or management of the Roman remains at Cramond, nor does it own any of the ground on the site. Its responsibilities extend to the protection and scheduling of ancient monuments.

Recommendation

5. The committee is invited to note and to consider the responses of the Executive and of the City of Edinburgh Council to its Report.

Martin Verity
Clerk to the Committee
RESPONSE BY THE CITY OF EDINBURGH COUNCIL TO THE REPORT OF THE
SCOTTISH PARLIAMENT EDUCATION, CULTURE AND SPORT COMMITTEE:
ROMAN REMAINS AT CRAMOND.

The City of Edinburgh Council is pleased to have been invited to respond to the report of the Education, Culture and Sport Committee on the Roman Remains at Cramond and on the Scottish Executive’s response.

Within practical and financial limits, the Council is committed to safeguarding the future of the Cramond sites and to making them more readily accessible to the public and is keen to progress matters in consultation with other interested parties.

The Council’s response to the relevant recommendations contained in the report are detailed below. This refers, where appropriate, to the Scottish Executive’s response.

RECOMMENDATION 1 (Information and Signage)

The City of Edinburgh Council will review the existing signage and descriptive information at the site of the excavated remains of the Roman fort.

RECOMMENDATION 2 (Future Development)

The City of Edinburgh Council will be happy to take part in a meeting of the interested parties as described. In order to expedite matters, and taking into account the Scottish Executive’s response to this recommendation, the City of Edinburgh Council is prepared to convene such a meeting.

RECOMMENDATION 4 (Land Ownership)

The transfer of appropriate areas of the site of the Roman Fort to an appropriate public agency would require to be considered in the context of the long-term benefit of the site.

RECOMMENDATION 5 (Access Road)

The matter of a new access road can be considered as part of an overall strategic review of the site conducted under the aegis of the bodies referred to in Recommendation 2.

RECOMMENDATION 6 (Consultative Arrangements)

The City of Edinburgh Council is committed to working in partnership with a wide range of groups and organisations. This commitment would be reflected at Cramond.

RECOMMENDATION 7 (Amenity of Cramond Village)

The City of Edinburgh Council, through the contribution of the local elected representative, is aware of the concerns of the community and would ensure that these were taken into account.
RECOMMENDATION 8 (Pumping Station)

Any breaches of the conditions applied to the planning consent for the pumping station would be investigated and appropriate action pursued.

RECOMMENDATION 9 (Moray House Campus Development)

The Council’s Planning Division is currently assessing proposals for redeveloping the Moray House site on the basis of the planning brief approved by the Planning Committee. Proposals which depart from that brief would be considered on their merits, but there would require to be a significant advantages demonstrated to allow departure from the brief. To date, this has not been demonstrated by the potential developer.

OTHER COMMENTS

A number of initiatives are proposed in relation to the Roman remains at Cramond. These include the redisplay of the artefacts from successive excavations at Cramond in Huntly House Museum and assisting in the publication of a report embracing many years of archaeological work by the City Council at Cramond. This will be published by the Society of Antiquaries of Scotland in the next twelve months. The Council also hopes to produce a popular publication arising out of this academic report.

1. The Education (Assisted Places) (Scotland) Amendment Regulations 2000 (SSI 2000/195), were laid on 16 June 2000, and are subject to negative procedure. They came into force on 1 August 2000, and will remain in force, unless they are annulled by the Parliament within 40 days of being laid before the Parliament, i.e. until 19 September April 2000.

2. These Regulations amend the Education (Assisted Places) (Scotland) Regulations 1995 so as to uprate the qualifying income levels for remission of fees and charges and the making of grants under the Assisted Places Scheme.

3. The Education, Culture and Sport Committee is the lead committee for these regulations, and should report to the Parliament by 18 September 2000. There are no ‘other’ committees to report to this committee.

4. The committee has the following paper before it:
   SSI 2000 No.195, The Education (Assisted Places) (Scotland) Amendment Regulations 2000, including an explanatory note which is not part of the Regulations, and a separate Executive Note.

5. The committee is invited to consider whether it wishes to make any recommendation in relation to the instrument. The Regulations are not subject to amendment.

6. A procedural note is attached.

Martin Verity
Clerk to the Committee
Procedural Note

Standing Orders
1. The procedures for dealing with Scottish Statutory Instruments (SSIs) are covered by Chapter 10 of Standing Orders. SSIs are laid by being lodged with the chamber clerks, and are published in the Business Bulletin. They are referred to the Subordinate Legislation Committee, the appropriate subject committee (the ‘lead committee’), and, where relevant, any other committee.

SSIs subject to annulment: ‘negative instruments’
2. Where an SSI is subject to annulment, it comes into force on a specified date and then remains in force unless it annulled by the Parliament. Any MSP may by motion propose to the lead committee that the committee recommend that nothing further is to be done under the instrument. Such motions are lodged with the chamber clerks.

3. The lead committee debates such a motion for no more than 90 minutes.

4. The lead committee reports to the Parliament, setting out its recommendations. If it recommends annulment, the Bureau will propose to the Parliament a motion that nothing further is to be done under the instrument

5. All the above must take place within 40 days of the instrument being laid.

6. To date, no motion to annul SSI 2000 No. 195 has been lodged with the chamber clerks.

Proceedings in the committee
7. This committee is invited to discuss the SSI. Members will then be asked whether the committee wishes to make any recommendation in its report to the Parliament.
EDUCATION, CULTURE AND SPORT COMMITTEE

6 September 2000

Scottish Statutory Instruments – SSI 2000/196, St Mary’s Music School

1. The St Mary’s Music School (Aided Places) Amendment (Scotland) Regulations 2000 (SSI 2000/196), were laid on 16 June 2000, and are subject to negative procedure. They came into force on 1 August 2000, and will remain in force, unless they are annulled by the Parliament within 40 days of being laid before the Parliament, i.e. until 19 September April 2000.

2. These Regulations amend the St Mary’s Music School Regulations 1995 so as to uprate effective from 1st August 2000 qualifying income levels for remission of fees and charges and making of grants under the Aided Places Scheme.

3. The Education, Culture and Sport Committee is the lead committee for these regulations, and should report to the Parliament by 18 September 2000. There are no ‘other’ committees to report to this committee.

4. The committee has the following paper before it:
   SSI 2000 No.196, The St Mary’s Music School (Aided Places) Amendment (Scotland) Regulations 2000, including an explanatory note which is not part of the Regulations, and a separate Executive Note.

5. The committee is invited to consider whether it wishes to make any recommendation in relation to the instrument. The Regulations are not subject to amendment.

6. A procedural note is attached.

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3. The lead committee debates such a motion for no more than 90 minutes.

4. The lead committee reports to the Parliament, setting out its recommendations. If it recommends annulment, the Bureau will propose to the Parliament a motion that nothing further is to be done under the instrument.

5. All the above must take place within 40 days of the instrument being laid.

6. To date, no motion to annul SSI 2000 No. 196 has been lodged with the chamber clerks.

Proceedings in the committee
7. This committee is invited to discuss the SSI. Members will then be asked whether the committee wishes to make any recommendation in its report to the Parliament.