

# **Strategy for Secondary Education in Shetland**

## **Report**

**November 2013**

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## **STRATEGY FOR SECONDARY EDUCATION IN SHETLAND**

### **1. Introduction**

#### **1.1 Purpose of Report**

- 1.1.1 On 11 September 2013, the Blueprint Next Steps report was presented to Education and Families Committee and Shetland Islands Council.
- 1.1.2 Shetland Islands Council resolved to postpone a decision on the proposed revisions to the Education Blueprint regarding the Whalsay School Secondary Department, Mid Yell Junior High School Secondary Department and Baltasound Junior High School Secondary Department in order to allow the alternative options outlined at the Education and Families Committee meeting to be investigated.
- 1.1.3 This report mainly considers secondary education provision and provides background and context, and details of each of the alternative options. It then makes recommendations. It is important to note here that Skerries School Secondary Department is referenced in this report where it makes sense to do so, however as its future is subject to a statutory process which is nearing completion its place within the Options is not considered fully at this time. It will of course be factored into any agreed Option for the future Strategy for Secondary Education in Shetland if it remains open.

#### **1.2 The Legislative Framework for School Education in Scotland**

- 1.2.1 School education is a statutory service. The main pieces of legislation relevant to its delivery in Scotland are:
- 1.2.2 The Education (Scotland) Act 1980 which states that:
- “To secure provision of education
- It shall be the duty of every education authority to secure that there is, made for their area, adequate and efficient provision of school education and further education.”
- 1.2.3 The Standards in Scotland’s Schools etc. Act 2000 which states that:
- “The duty of an education authority in providing school education
- Where school education is provided to a child or young person by, or by virtue of arrangements made, or entered into, by an education authority it shall be the duty of the authority to secure that the education is directed to the development of the personality, talents and mental and physical abilities of the child or young person to their fullest potential.
- 1.2.4 Raising Standards

An education authority shall endeavour to secure improvement in the quality of school education which is provided in the schools managed by them; and

they shall exercise their functions in relation to such provision with a view to raising standards of education.”

- 1.2.5 Shetland Islands Council currently meets these requirements through providing school education at two high schools, six junior high schools and twenty four primary schools. In addition, pre-school education is provided in nineteen of these establishments.

## **2. Background to the Development of a Strategy for Secondary Education in Shetland**

- 2.1 In June 2007, Children’s Services was given a remit by Shetland Islands Council, through the Corporate Plan, “to develop a modern blueprint for the shape of the service across Shetland for 10 years time”. Children’s Services has been working on developing a Blueprint for Education since being given this remit. Some of the key milestones are set out below.

- 2.2 In November 2007, the Services Committee (Services Committee was replaced, in part, by Education and Families Committee in 2011) of Shetland Islands Council considered a report “Developing a Blueprint for the Education Service”. Following consideration of the report, Councillors agreed that:

- the key drivers should be to provide the best quality educational opportunities and best quality learning environment for all;
- in so doing, the opportunity for savings to bring budgets to a sustainable level should be considered; and
- the final Blueprint was to be presented to Services Committee with an action plan to look at all schools, internal management, the necessary investment required, quality of education, new ways of delivering education and the potential for each school within a realistic timescale.

- 2.3 Membership of a Member/Officer Working Group was agreed in early 2008 in order to help take forward the development of a Blueprint for Education.

- 2.4 As a result of the issues emerging from the Working Group, Shetland Islands Council gave approval for Children’s Services to undertake a community-wide informal consultation consisting of a widely distributed questionnaire and comprehensive series of meetings in order to inform the direction of the Blueprint for Education. Following analysis of the consultation outcomes Councillors approved the following Principles for Education in February 2009:

- to ensure strategic planning, effective leadership and quality assurance to bring about improvement;
- to ensure effective partnership working;
- to ensure that all families have access to quality early education and childcare provision;
- to ensure all schools deliver Curriculum for Excellence, specifically, a broad curriculum, a breadth of experience, social interaction and learning experiences;

- to ensure all learners experience smooth transitions between stages of learning, supported by the highest possible professional standards;
- to ensure all learners in Shetland have equal opportunity throughout their educational experience to enable them to achieve their full potential;
- to ensure that these principles are delivered within Shetland Islands Council's budget.

These principles are Shetland Islands Council policy and underpin the development of the Blueprint for Education.

- 2.5 Children's Services undertook work on various aspects of education service delivery. Informed by this work, it was agreed by Shetland Islands Council that Children's Services undertake a consultation process to gather information on options for change across all schools in Shetland. This informal consultation took place between January 2010 and the end of March 2010. Further information on this consultation can be found at [www.shetland.gov.uk](http://www.shetland.gov.uk)
- 2.6 Following an evaluation of the informal consultation, nine proposals were presented to Services Committee on 17 June 2010.
- 2.7 Services Committee and subsequently Shetland Islands Council agreed to take forward the Blueprint for Education Primary Proposal 2 and Secondary Proposal 2.
- 2.8 Secondary Proposal 2 included:  
"Formal consultation would begin for the closure of Scalloway Junior High School Secondary Department and Skerries School Secondary Department."
- 2.9 Primary Proposal 2 included:  
"Formal consultation would begin for the closure of Uyeasound Primary School, Burravoe Primary School, North Roe Primary School, Olnafirth Primary School and Sandness Primary School."
- 2.10 Between August 2010 and May 2011, Children's Services undertook Statutory Consultation on the Proposals in accordance with The Schools (Consultation) (Scotland) Act 2010. As a result of these consultations and subsequent approval from Shetland Islands Council and the Scottish Minister, education provision was discontinued at Scalloway Junior High School Secondary Department and at Uyeasound Primary School.
- 2.11 In 2011, Children's Services implemented the decision of Shetland Islands Council to close the secondary department of Scalloway Junior High School. This followed a lengthy period of uncertainty after the Council decision was called in by Scottish Ministers, who eventually gave their consent in May 2011 to go ahead with the closure.

- 2.12 The timescale by then was very short, and there remained a great deal of concern in the Scalloway community about secondary pupils transferring. However work to transfer the pupils progressed in accordance with the process set out in the proposal paper and the consultation report.
- 2.13 A transition group was established led by the Quality Improvement Officer for Scalloway Junior High School Secondary Department. The group included relevant school staff from both establishments as well as Parent Council representatives. The role of this group was to plan the effective transition of pupils. It ensured that the pupils were supported in getting used to the new school environment at the Anderson High School by focussing carefully on the needs of the different year groups, and within these, the particular needs of individual pupils identified by parents and by school staff.
- 2.14 Particular concern was raised during the consultation period for Scalloway Junior High School Secondary Department about Secondary 3 pupils transferring half way through their Standard Grade courses. At the time, Schools Services staff indicated that, should Secondary 3 pupils wish it, they could remain in Scalloway Junior High School for Secondary 4. However, it was clear from the majority of comments on this issue that being left alone in the secondary department was not thought to be the best way forward for these particular pupils. Therefore they were carefully supported in their transition. The results they achieved in their Standard Grades are included in Section 5.4, Statistics, of this report which demonstrate that they all did extremely well.
- 2.15 The transition of the pupils was very successful with Secondary 3 and Secondary 4 pupils moving in June to start with the new cohort. Secondary 1 and Secondary 2 then moved after the summer holidays.
- 2.16 Education Scotland inspected the Anderson High School later in 2011 and noted in their report published in January 2012 that: "Young people from Scalloway Junior High School feel included and able to progress their learning in their new school" and concluded that one of the school's strengths was "a safe, caring, supportive and inclusive environment for all young people."
- 2.17 The planned Statutory Consultation on education provision at Olnafirth Primary School, due to take place in August 2011, was deferred following the implementation of a national year-long Moratorium on Rural School Closures in June 2011. During the period of the moratorium, the Scottish Government appointed a Commission on the Delivery of Rural School Education. The Commission finally reported in April 2013 and made a number of recommendations in relation to the delivery of education in rural areas, as well as suggesting improvements to the Schools (Consultation) (Scotland) Act 2010. The key recommendations made by the Commission have been considered as part of the development of this report.

- 2.18 In February 2012, Councillors asked Children's Services to "undertake a refresh of the Blueprint for Education using existing information, taking account of the outcome of the Commission on the Delivery of Rural School Education deliberations and guidance, when available, considering the implementation of Curriculum for Excellence, the Senior Phase, the National Qualifications range and links with further education/other learning settings and based on the underpinning principles of the Blueprint for Education project of equality, quality and value for money, and taking account all new learning methods and Information Communication Technology links and facilities".
- 2.19 Children's Services reported back to Councillors on 20 September 2012, and they approved the proposals in the Extant Option which is described at Section 10 of this report.
- 2.20 On 20 September 2012, the Medium Term Financial Plan was approved by Shetland Islands Council. This included an identified saving of £3.268million from the implementation of the Blueprint for Education. An updated Medium Term Financial Plan was approved by Shetland Islands Council on 28 August 2013. No change was made to the level of savings required from the Blueprint for Education.
- 2.21 As a result of the development of the Senior Phase of Curriculum for Excellence, Children's Services proposed amendments to the secondary proposals agreed in the Blueprint for Education 2012-2017, to Education and Families Committee, and a special meeting of Shetland Islands Council on 11 September 2013. These proposed changes: the Next Steps are detailed in Section 11 of this report.
- 2.22 In addition to these decisions on specific secondary provision, on 20 September 2012, Councillors also approved a new framework for school education in Shetland contained within an agreed Statement for Education and agreed Commitments for Education from 2012 to 2017. These took account of the Principles of Education agreed by Councillors in March 2009. (See Section 2.4) and are as follows.

### **3. Shetland Islands Council's Statement for Education**

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

### **4. Shetland Islands Council's Commitments for Education 2012-2017**

- Primary Education: we will provide primary education in all our remote isles with pre-school provision as and when required. We will organise primary education in establishments which are viable both educationally and financially.

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

## 5. Statistics Relating to Secondary Education Provision in Shetland

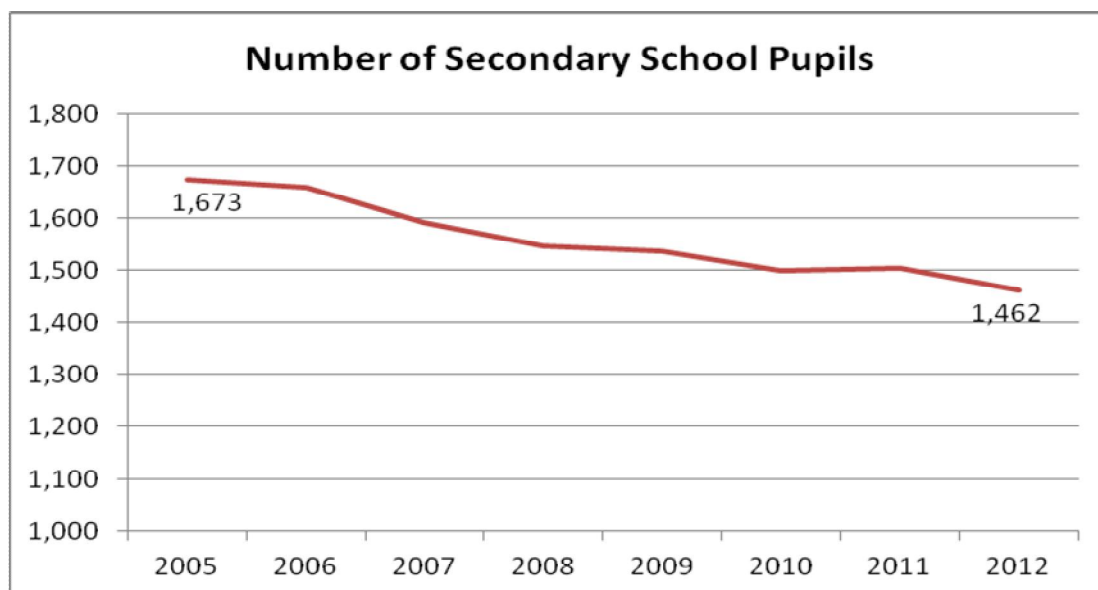
The following section details a range of statistics relating to Shetland's current secondary education provision.

### 5.1 School Estate and Secondary School rolls

	Pupil roll September 2013	Capacity	Capacity Percent
Aith Junior High School	85	120	70.8
Anderson High School	903	1180	76.5
Baltasound Junior High School	18	60	30.0
Brae High School	197	300	65.7
Mid Yell Junior High School	42	90	46.7
Sandwick Junior High School	154	260	59.2
Skerries School	2	18	20.0
Whalsay School	52	96	54.2

Source: Pre-Census data 2013





*Source: Scottish Government – School Roll figures 2012*

### Secondary School Estate - Capacity

	<50% of capacity	50-<75% of capacity	75-<90% of capacity	90-<100% capacity	>100% capacity
Argyll & Bute	1	7	1	1	-
Eilean Siar	6	1	1	-	-
Orkney Islands	2	2	1	-	-
<b>Shetland Islands*</b>	<b>3</b>	<b>4</b>	<b>1</b>	-	-
Scotland	26	111	118	80	31

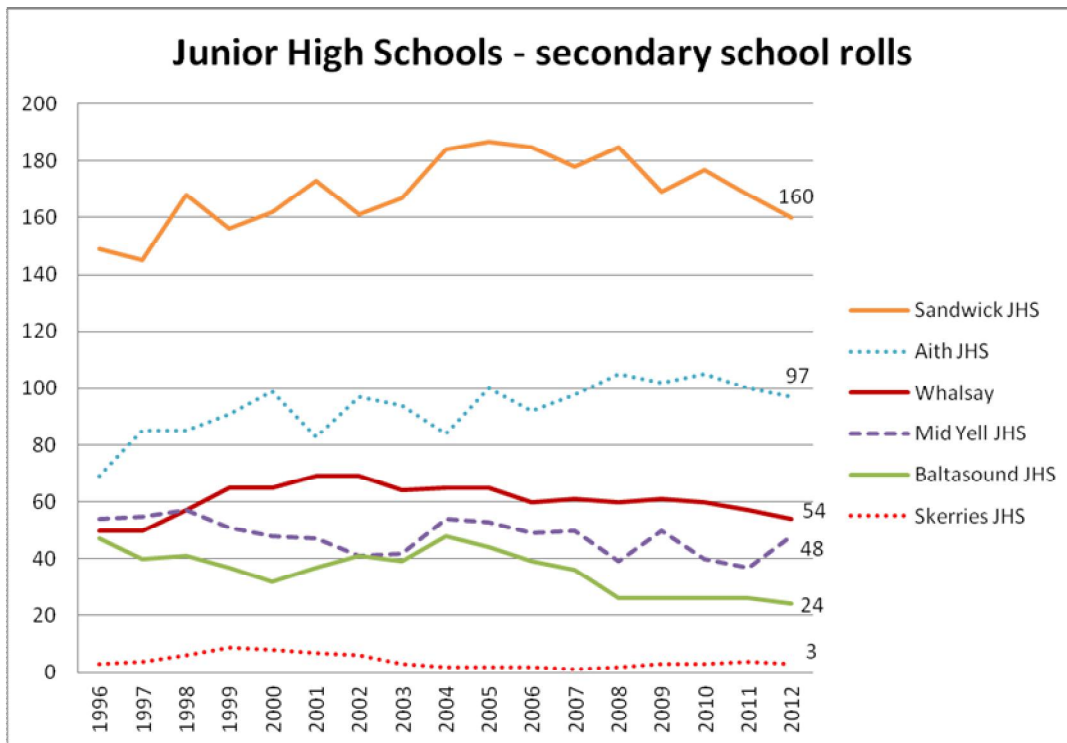
*Source: Scottish Government – School Estate 2011*

*\* Shetland figures 2013*

### Secondary School Cost per Pupil (£)

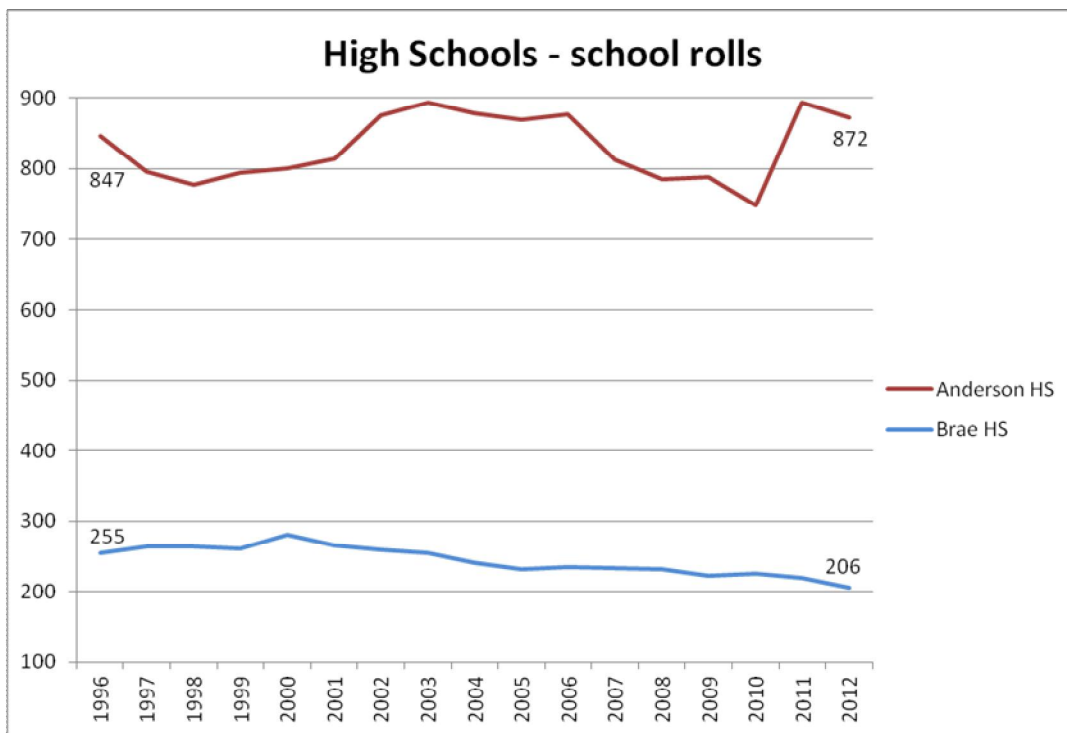
Argyll & Bute	7,678
Eilean Siar	9,471
Orkney Islands	9,468
<b>Shetland Islands</b>	<b>12,826</b>
Scottish Average	6,321

*Source: Improvement Service Benchmarking (from SG -Local Finance Return 2011/12)*



Source: Scottish Government – School Roll figures 2012

NB: 2013 pupil rolls are presented at the beginning of this section.



Source: Scottish Government – School Roll figures 2012

NB: 2013 pupil rolls are presented at the beginning of this section.

### New Placing Requests Accepted (2010/11 to 2013/14)

Catchment Area	Placement to:				
	Aith JHS	AHS	Baltasound JHS	Brae HS	Sandwick JHS
Aith Junior High School	-	7			
Anderson High School	2	-	3	8	3
Baltasound Junior High School		2	-		
Brae High School		7		-	1
Mid Yell Junior High School		1		1	
Sandwick Junior High School		41			-
Whalsay School		1		1	

Source: Placing Request applications (SIC Schools Service)

### Projected Secondary School Rolls

(does not include allowance for future Placing Requests)

#### 2014/2015

School Name	S1	S2	S3	S4	S5*	S6*	Total
Aith Junior High School	14	17	20	24			75
Anderson High School	136	131	126	159	181	116	849
Baltasound Junior High School	8	3	4	7			22
Brae High School	32	33	26	43	26	22	182
Mid Yell Junior High School	12	8	14	9			43
Sandwick Junior High School	35	36	37	39			147
Skerries School	1	0	0	2			3
Whalsay School	15	14	11	14			54
	<b>253</b>	<b>242</b>	<b>238</b>	<b>297</b>	<b>207</b>	<b>138</b>	<b>1375</b>

Figures taken from existing primary and secondary school rolls.

\*S5 and S6 figures are based on Staying on Percentage of; S4 to S5 - 80% S4 to S6 - 56%

#### 2015/2016

School Name	S1	S2	S3	S4	S5	S6	Total
Aith Junior High School	21	14	17	20			72
Anderson High School	136	136	131	126	199	135	863
Baltasound Junior High School	6	8	3	4			21
Brae High School	33	32	33	26	34	18	176
Mid Yell Junior High School	8	12	8	14			42
Sandwick Junior High School	41	35	36	37			149
Skerries School	1	1	0	0			2
Whalsay School	7	15	14	11			47
	<b>253</b>	<b>253</b>	<b>242</b>	<b>238</b>	<b>233</b>	<b>153</b>	<b>1372</b>

#### 2016/2017

School Name	S1	S2	S3	S4	S5	S6	Total
Aith Junior High School	18	21	14	17			70
Anderson High School	145	136	136	131	166	120	834
Baltasound Junior High School	10	6	8	3			27
Brae High School	21	33	32	33	21	24	164
Mid Yell Junior High School	8	8	12	8			36
Sandwick Junior High School	36	41	35	36			148
Skerries School	0	1	1	0			2
Whalsay School	7	7	15	14			43
	<b>245</b>	<b>253</b>	<b>253</b>	<b>242</b>	<b>187</b>	<b>144</b>	<b>1324</b>

2017/2018

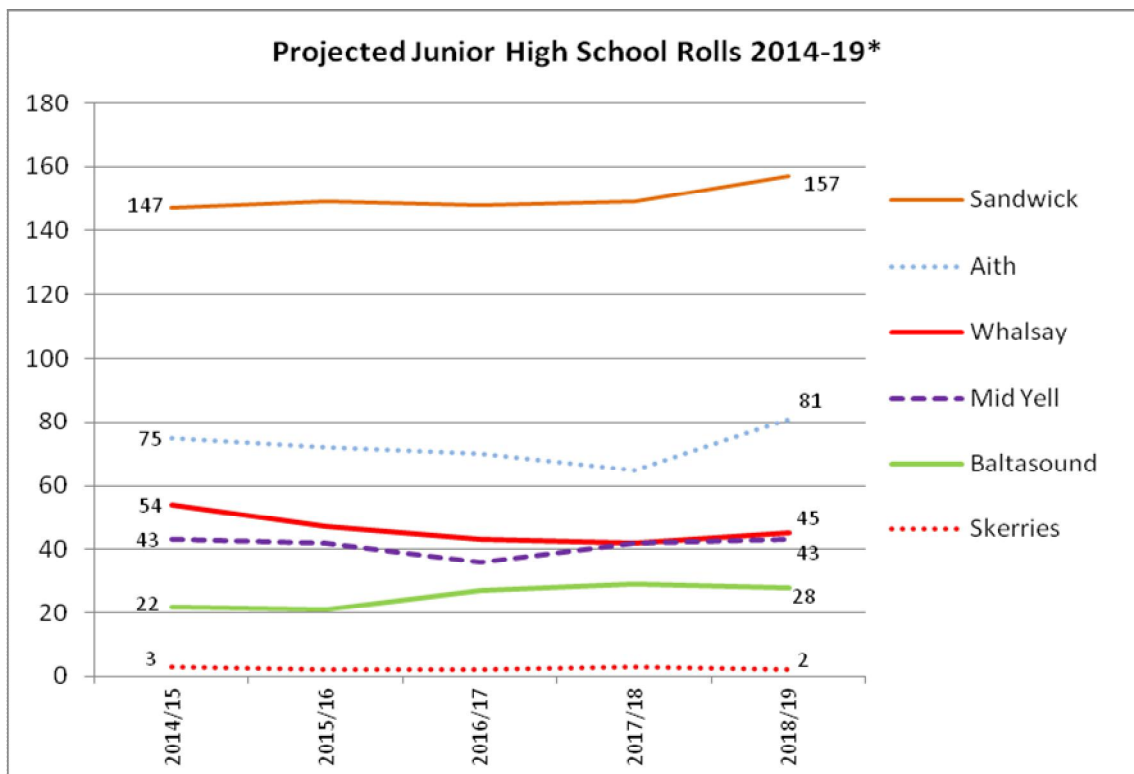
School Name
Aith Junior High School
Anderson High School
Baltasound Junior High School
Brae High School
Mid Yell Junior High School
Sandwick Junior High School
Skerries School
Whalsay School

S1	S2	S3	S4	S5	S6	Total
12	18	21	14			65
141	145	136	136	167	116	841
5	10	6	8			29
27	21	33	32	26	14	153
14	8	8	12			42
37	36	41	35			149
1	0	1	1			3
13	7	7	15			42
<b>250</b>	<b>245</b>	<b>253</b>	<b>253</b>	<b>193</b>	<b>130</b>	<b>1324</b>

2018/2019

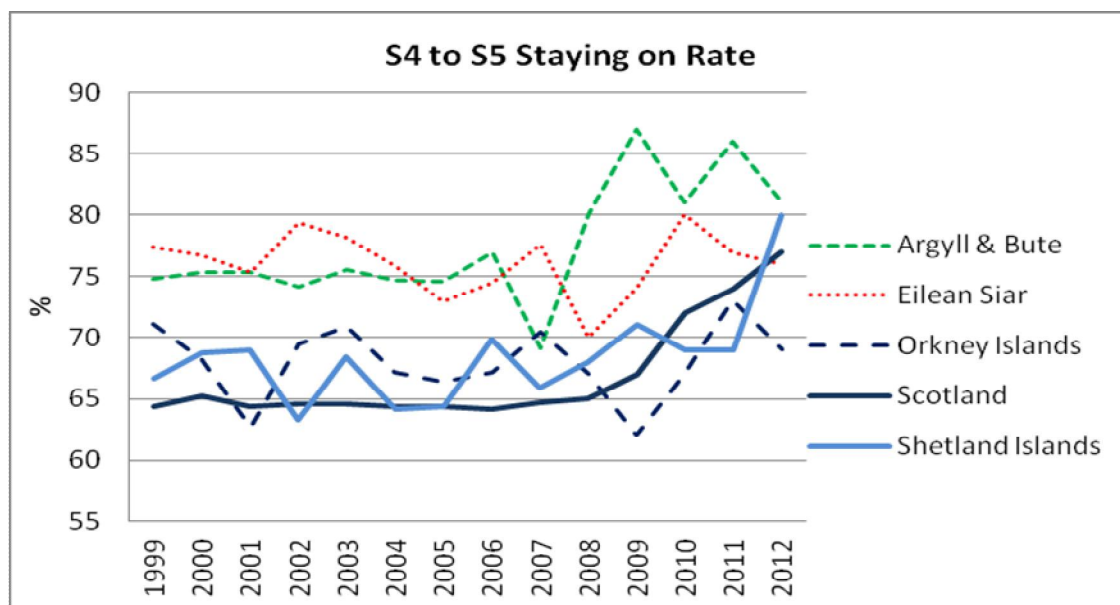
School Name
Aith Junior High School
Anderson High School
Baltasound Junior High School
Brae High School
Mid Yell Junior High School
Sandwick Junior High School
Skerries School
Whalsay School

S1	S2	S3	S4	S5	S6	Total
30	12	18	21			81
141	141	145	136	177	116	856
7	5	10	6			28
23	27	21	33	26	14	144
13	14	8	8			43
43	37	36	41			157
0	1	0	1			2
18	13	7	7			45
<b>275</b>	<b>250</b>	<b>245</b>	<b>253</b>	<b>203</b>	<b>130</b>	<b>1356</b>



\*does not include any future Placing Requests

## Staying On Rates



Source: Scottish Government – Attainment Data 2012

## Halls of Residence

	2006	2007	2008	2009	2010	2011	2012
Janet Courtney Halls of Residence	61	61	59	59	59	60	60

Source: JCH figures as verified by Care Inspectorate

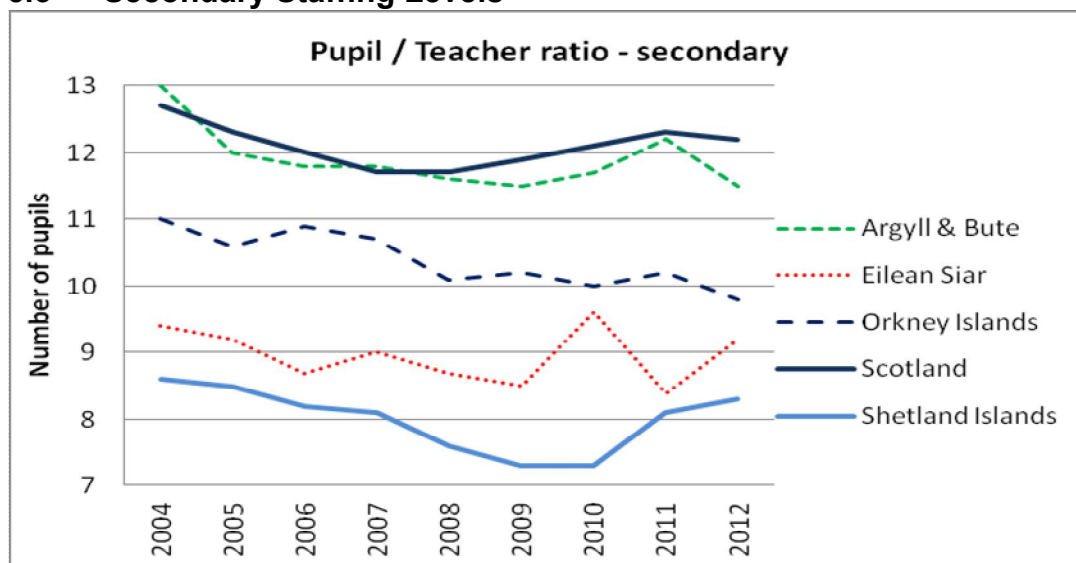
NB: The current capacity of the Janet Courtney Halls of Residence is 91. The capacity of new Halls of Residence to be built alongside new Anderson High School will be 100 places.

## 5.2 Pupils With Additional Support Needs

	with Additional Support Needs	with Co-ordinated Support Plan	with Individual Education Plan	with Other Support Needs	Child Plans	Assessed or Declared Disabled	% with ASN
Argyll and Bute	792	35	561	155	7	285	<b>15.7</b>
Eilean Siar	504	14	160	393	7	50	<b>30.6</b>
Orkney Islands	263	17	71	204	-	*	<b>21.2</b>
<b>Shetland Islands</b>	<b>289</b>	<b>20</b>	<b>119</b>	<b>190</b>	<b>25</b>	<b>40</b>	<b>19.8</b>
All local authorities	48,434	843	16,781	32,813	2,036	*	<b>16.5</b>

Source: Scottish Government – Pupil Census 2012

### 5.3 Secondary Staffing Levels



Source: Scottish Government – Teacher Census 2012

### Secondary Teachers by Grade, 2012

	Head teacher	Depute head teacher	Principal teacher	Chartered teacher	Teacher
Argyll and Bute	10	27	113 (34.7%)	6	283
Eilean Siar	5	9	38 (27.0%)	5	122
Orkney Islands	4	5	38 (42.7%)	2	78
<b>Shetland Islands</b>	<b>5*</b>	<b>7*</b>	<b>42 (31.1%)</b>	<b>8</b>	<b>115</b>

\* Staffing ratio shared with Primary Departments

Source: Scottish Government – Teacher Census 2012

### Centrally Employed Support Staff, 2012

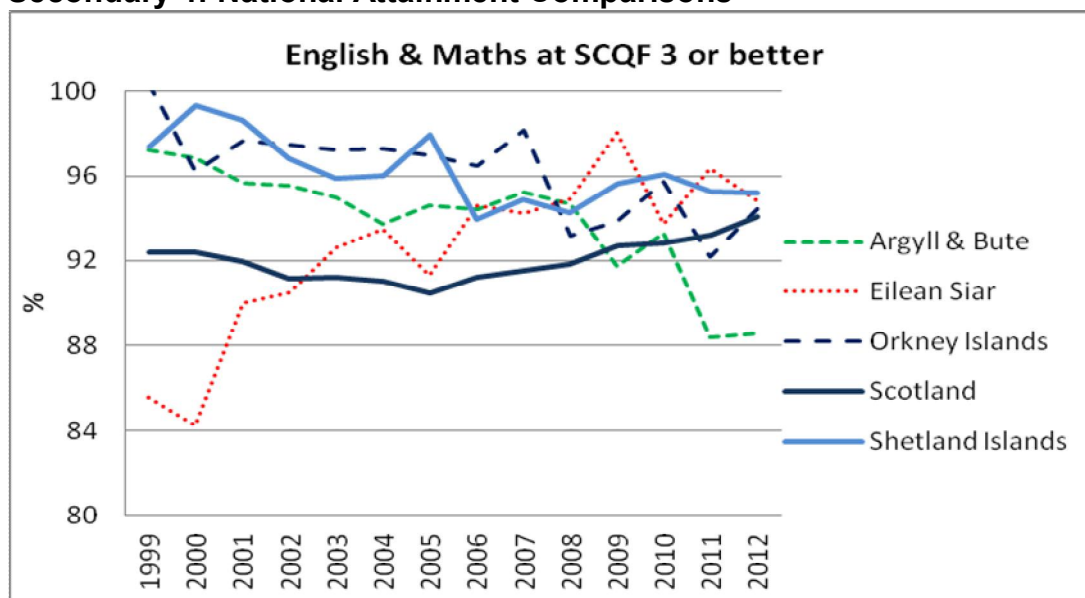
	Educational Psychologist	Peripatetic Music Instructor	Home-school link worker	Business Manager	Quality Improvement Officer	Other
Argyll & Bute	7	17	-	-	14	-
Eilean Siar	2	10	-	3	4	-
Orkney Islands	2	-	-	-	4	1
<b>Shetland Islands</b>	<b>2</b>	<b>12</b>	<b>1</b>	<b>-</b>	<b>3</b>	<b>-</b>

Source: Scottish Government – Teacher Census 2012

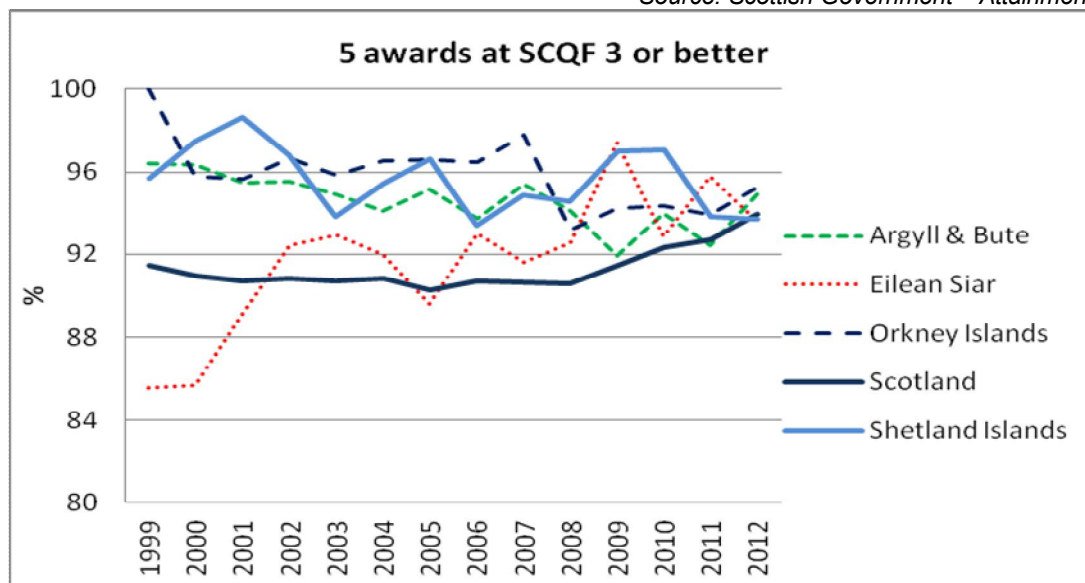
## 5.4 Attainment Levels

SCQF Level	SQA Qualification (former)	SQA Qualification (from 2013/14)
SCQF 3	Standard Grade (Foundation) / Access 3	National 3
SCQF 4	Standard Grade (General) / Intermediate 1	National 4
SCQF 5	Standard Grade (Credit) / Intermediate 2	National 5
SCQF 6	Higher	Higher

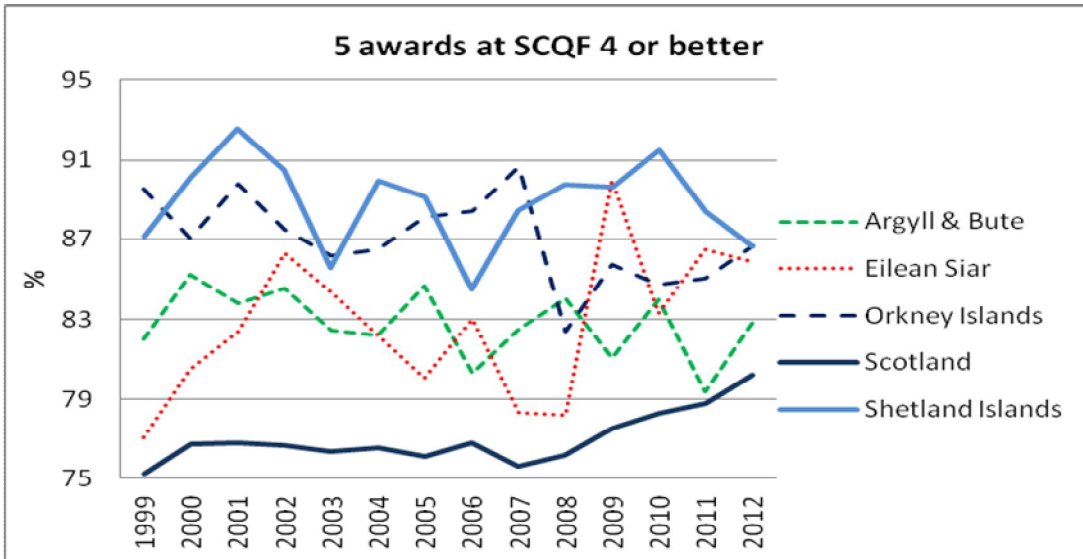
### Secondary 4: National Attainment Comparisons



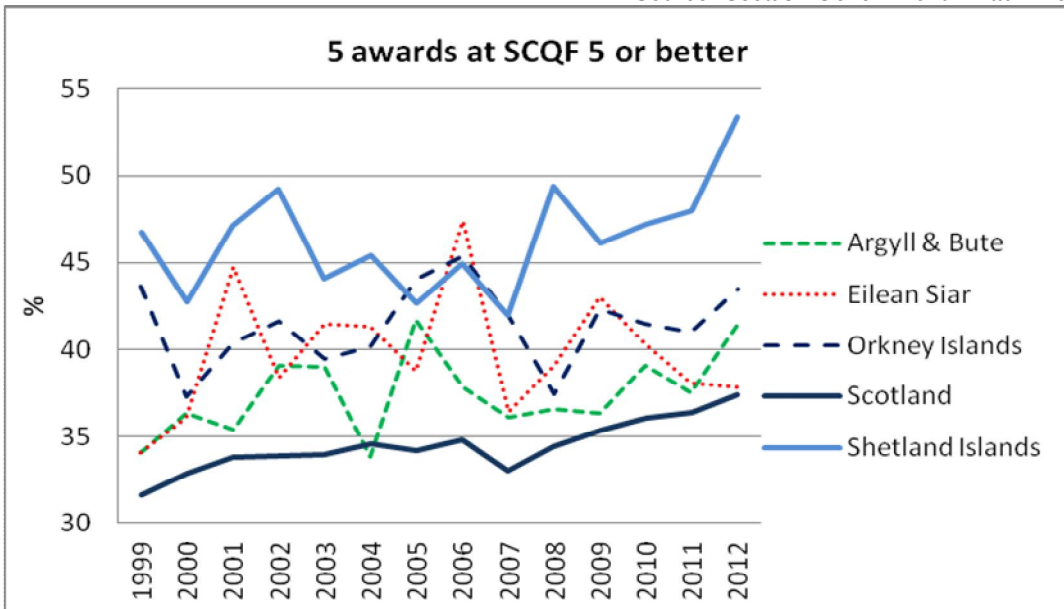
Source: Scottish Government – Attainment Data 2012



Source: Scottish Government – Attainment Data 2012



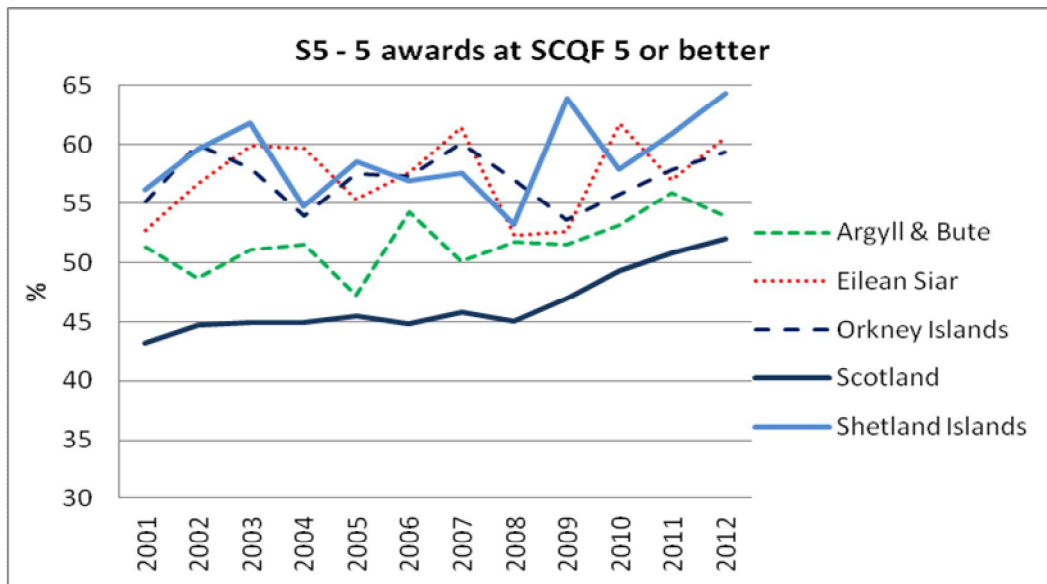
Source: Scottish Government – Attainment Data 2012



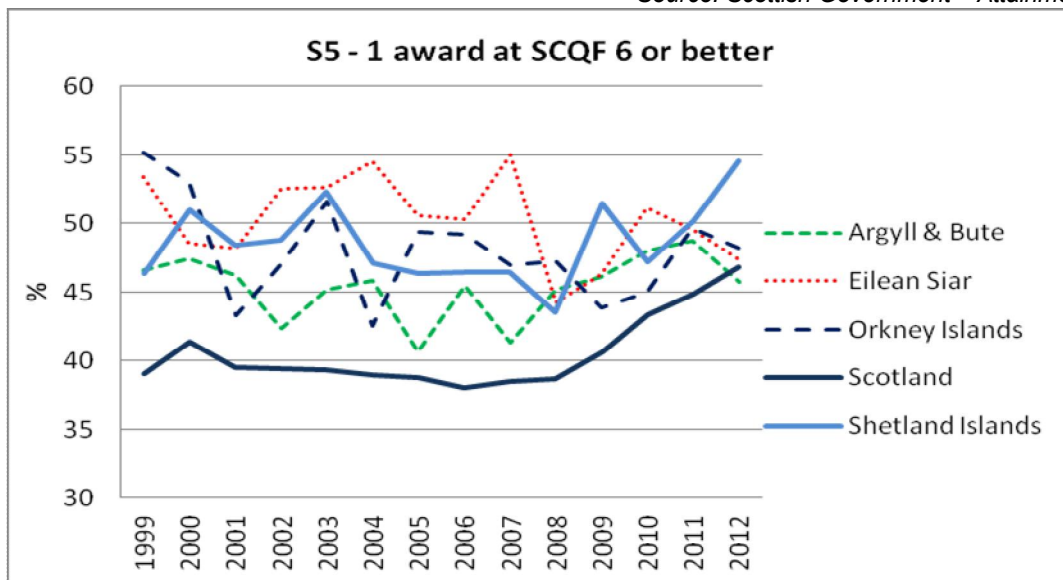
Source: Scottish Government – Attainment Data 2012



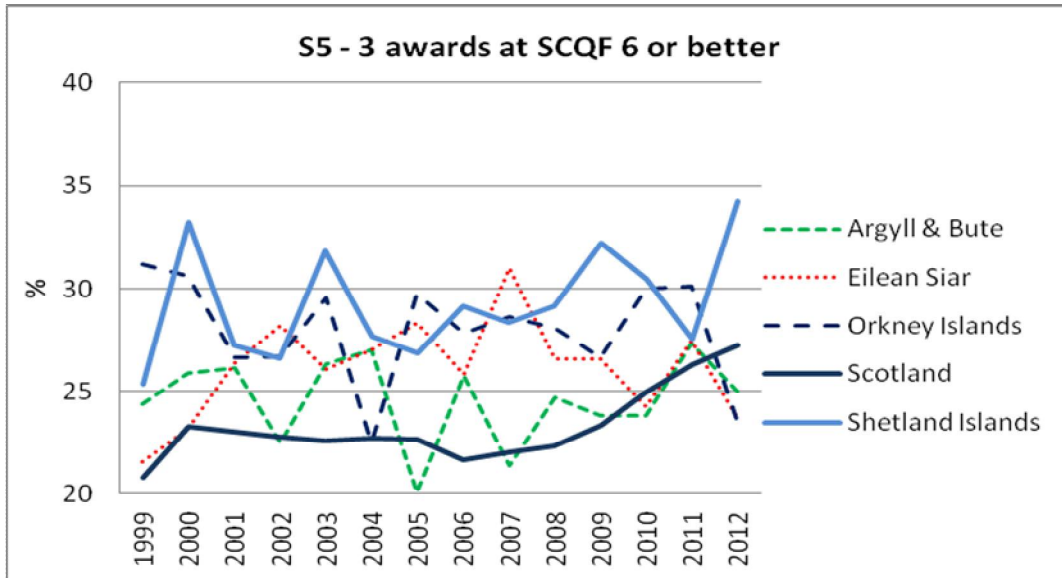
**Secondary 5: National Attainment Comparisons**



Source: Scottish Government – Attainment Data 2012



Source: Scottish Government – Attainment Data 2012

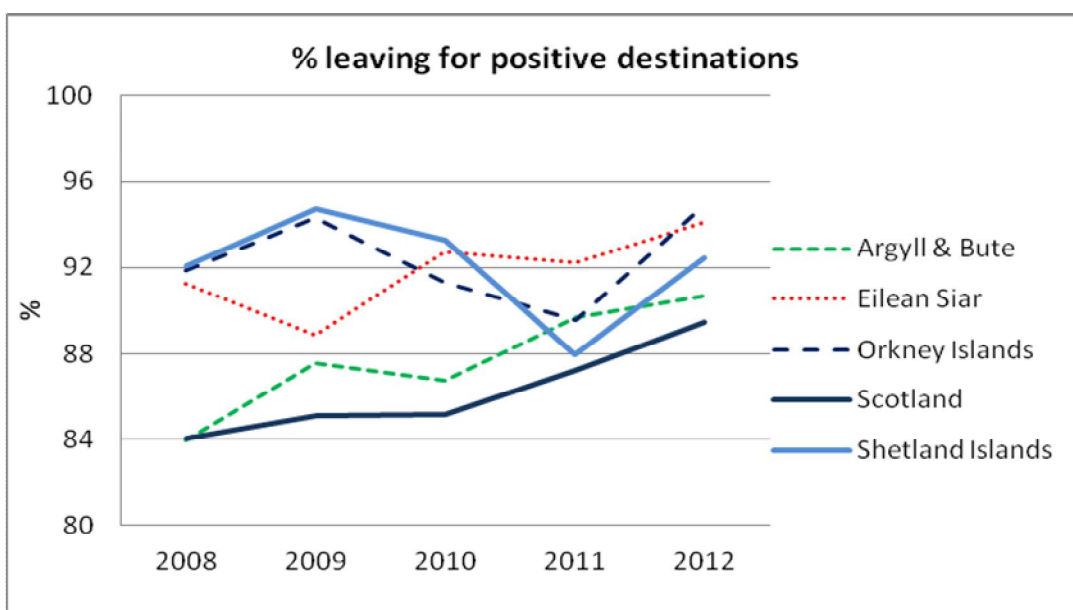


Source: Scottish Government – Attainment Data 2012

Scottish Qualifications Authority Exam Results: Comparison for Anderson High School pupils who moved from Scalloway Junior High School Secondary Department.

School	Year	Stage	5+ SCQF Level 3 or Better	5+ SCQF Level 4 or Better	5+ SCQF Level 5 or Better	English	Maths	English & Maths
Scalloway JHS	2005-11 Average	S4	95.7%	91.5%	44.9%	97.9%	96.7%	96.7%
Scalloway cohort in AHS S4	2012	S4	96.6%	93.1%	55.2%	100.0%	100.0%	100.0%

**Percentage of School Leavers Going to Positive Destinations**



Source: Scottish Government – Attainment Data 2012

### 5.5 Education Scotland (previously HMle) Inspection Reports – Summary Details from Most Recent Inspection Reports

School (Date last inspection report published)	Key Strengths	Areas for improvement
Anderson High School (28 Feb 2012)	<ul style="list-style-type: none"> <li>• Well-behaved, responsible young people who are keen to learn and actively support their school and community.</li> <li>• A safe, caring, supportive and inclusive environment for all young people.</li> <li>• High-quality support from specialist staff for young people with particular learning needs.</li> <li>• Staff's enthusiasm and dedication to enhancing experiences for young people.</li> <li>• The strong lead and direction from the Head Teacher, ably supported by the Depute Head Teachers.</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to provide high-quality and improving education for all young people in line with the principles of Curriculum for Excellence.</li> <li>• Continue to build on the existing practice in self-evaluation involving pupils, parents and partners more fully in the process.</li> </ul>
Aith Junior High School (30 Jan 2007)	<ul style="list-style-type: none"> <li>• Overall levels of attainment, particularly in literacy and numeracy.</li> <li>• The work of the learning support department.</li> <li>• The quality of curricular and vocational guidance in the secondary department.</li> <li>• The leadership of the Depute Head Teacher in providing high quality learning experiences for pupils in the primary department.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop effective approaches to pupils' personal and social development in the secondary department.</li> <li>• Improve the impact of self-evaluation in accurately identifying priorities for improvement, including arrangements for involving pupils and parents.</li> <li>• Improve the security of the school building.</li> </ul>
Baltasound Junior High School (17 May 2011)	<ul style="list-style-type: none"> <li>• An inclusive ethos across the school and learning community, which fosters a strong sense of belonging.</li> <li>• Enthusiastic young people who are keen to learn and who have an influence on their school and community.</li> <li>• Young people's achievements in a wide range of settings, in and beyond school.</li> <li>• The care shown by all staff</li> </ul>	<ul style="list-style-type: none"> <li>• Develop consistently strong approaches to helping young people reflect on how well they are doing and how to improve.</li> <li>• Improve whole school approaches to developing young people's literacy and numeracy skills across all aspects of their learning.</li> <li>• Continue with current plans to improve approaches to planning and monitoring learning.</li> </ul>

	<p>working together to ensure the health and wellbeing of young people and adults.</p> <ul style="list-style-type: none"> <li>• An active and vibrant community in which to grow and learn.</li> </ul>	<ul style="list-style-type: none"> <li>• Build on existing strengths in the community to support sustainable economic development.</li> </ul>
<p>Brae High School (09 Dec 2008)</p>	<ul style="list-style-type: none"> <li>• The high quality of support for learning, including the support which children and young people gave each other, which was helping them achieve well.</li> <li>• The willingness of children and young people to learn, and their confidence in expressing their views.</li> <li>• The strong commitment shown by staff at all levels to the life and work of the school.</li> <li>• The range of work and activities for children and young people which the school and community have undertaken together and which help improve children's skills and self-confidence.</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen the school's approaches to self-evaluation across the school to further improve learning and achievement.</li> <li>• Improve consultation with pupils, parents and others involved in the work of the school.</li> <li>• Continue to develop the opportunities the school provides for all pupils to achieve widely.</li> </ul>
<p>Mid Yell Junior High School (23 Aug 2011) <i>Follow Up</i> (18 Sep 2012)</p>	<ul style="list-style-type: none"> <li>• Children's learning experiences in the nursery and the arrangements staff make to ensure children's confident start at Primary 1.</li> <li>• Well-behaved and welcoming young people.</li> <li>• The quality of staff's care and welfare for young people.</li> <li>• The partnership arrangements with a wide range of agencies which make a strong contribution to young people's learning.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure that all young people have consistently high-quality and challenging learning experiences.</li> <li>• Improve the curriculum to build more effectively on young people's prior learning.</li> <li>• Strengthen arrangements to monitor young people's learning and achievement so that all young people make suitable progress.</li> <li>• As a result of our inspection findings we think that the school needs additional support and more time to make necessary improvements. Our District Inspector along with the local authority will discuss the most appropriate support in order to build capacity for improvement, and will maintain contact to monitor progress. We will return to evaluate aspects of provision and the progress in improving provision within one year of</li> </ul>

		<p>publication of this letter.</p> <ul style="list-style-type: none"> <li>• There are many positive signs of improvement. The Head Teacher and his management team have worked very well with staff to plan and deliver improvements. (18 Sep 2012)</li> </ul>
<p>Sandwick Junior High School (21 Jan 2003) <i>Follow Up</i> (25 Jan 2005)</p>	<ul style="list-style-type: none"> <li>• The wide range of extra-curricular activities including music, sport, drama, residential courses and educational visits.</li> <li>• The overall ethos, including the strong sense of pride in and identity with the school shown by all involved in its work.</li> <li>• Management of devolved finances in the secondary department.</li> <li>• Attainment in national examinations at Secondary 3/Secondary 4.</li> </ul>	<ul style="list-style-type: none"> <li>• Plans to control access to the buildings should be implemented.</li> <li>• The school should address the weaknesses in the primary department programmes of work identified in this report. Improvements should include the development of more systematic procedures for planning, assessment and recording pupils' progress.</li> <li>• In conjunction with the education authority and associated primary schools, the school should ensure that the study of modern languages in Secondary 1 builds on pupils' primary school experience.</li> <li>• The school should develop more rigorous and systematic procedures for quality assurance. A key focus should be on the monitoring of learning and teaching to improve its overall consistency and on improving the pace and challenge in lessons across the school.</li> <li>• The remits of the senior management team should be revised to ensure they devote more of their time to management responsibilities in order to improve arrangements for quality assurance and planning for improvement.</li> <li>• The education authority should work with the Head Teacher and staff to implement the authority's scheme for staff review.</li> </ul>

		<ul style="list-style-type: none"> <li>Overall the education authority and the school had made good progress in meeting the main points for action. (25 Jan 2005)</li> </ul>
Skerries School (30 Aug 2005)	<ul style="list-style-type: none"> <li>The friendly, welcoming ethos and the strong sense of identity and pride in the school.</li> <li>Very close relationships between the school and the local community.</li> <li>High quality accommodation and provision of resources for learning.</li> <li>Polite, very well-behaved and motivated pupils.</li> <li>Commitment of all staff to the care and educational experiences of each pupil.</li> <li>The hard work and flexible approach of the Head Teacher and her staff in providing a broad and balanced curriculum at all stages.</li> </ul>	<ul style="list-style-type: none"> <li>Raise attainment in writing in English language at the primary stages.</li> <li>Develop further the setting of targets for pupils' learning.</li> <li>Monitor and evaluate more rigorously the work of the school.</li> </ul>
Whalsay School (formerly Symbister Junior High School) (18 Nov 2008)	<ul style="list-style-type: none"> <li>Innovative steps taken to adapt the curriculum to the local context.</li> <li>The quality of children's experiences in the nursery.</li> <li>Young people's examination results at the end of Secondary 4.</li> <li>The support given to children and young people with additional support needs.</li> <li>Approaches to promoting the health and well-being of children and young people, the quality of their relationships, and the way they include and care for each other.</li> </ul>	<ul style="list-style-type: none"> <li>Provide strong leadership to the primary department.</li> <li>Improve the quality of information about children's achievements and use it to track progress and improve the quality of learning.</li> <li>Ensure that learning activities are set at the right level for all children.</li> <li>Encourage staff from across the school and the nursery class to work together to develop the curriculum, building on the school's status as an all-through school.</li> </ul>

*Source: Education Scotland (HMIe Inspection Reports)*

## **6. Contextual Information**

### **6.1 Curriculum for Excellence in Context for Secondary Education in Shetland**

6.1.1 This section gives a précis of the aspects of Curriculum for Excellence that particularly apply to secondary education.

6.1.2 At the start of session 2013 to 2014, Secondary 4 pupils in Shetland, in common with the rest of Scotland, officially began National Qualifications leading to new exams in May 2014. New qualifications at all levels are being phased in over the next three school sessions.

6.1.3 Curriculum for Excellence has been described as a process rather than an event. This gives local authorities and schools the freedom to develop curricular provision that best meets the needs of the children and young people in their area. Such a freedom reinforces the fact that we are well used to minimal requirements in terms of a national curriculum in Scotland. Two exceptions are:

- an expectation that all schools will provide religious education as per the Education (Scotland) Act 1980;
- physical education: a Scottish Government Commitment for all primary schools to offer two hours, and for secondary schools to include, two periods per week.

6.1.4 Curriculum for Excellence made no changes to the statutory framework. Instead, it used policy and guidance papers to introduce a new structure for the school curriculum from ages 3 to 18 supported by new qualifications. It reinforces the principle that delivery of the curriculum is the responsibility of education authorities and individual schools based on guidance from the Scottish Government and Education Scotland. In return, local authorities are expected to issue clear policy statements to individual schools on how the curriculum is to be delivered, while Head Teachers are responsible for the day to day implementation, management and organisation of the curriculum.

6.1.5 The quality of teaching is critical to prepare children and young people for the future. Teachers are now expected to include strategies which encourage pupils to take part, discuss, debate, question, research and apply their learning to local, national and global situations. Everyone learns best when they are actively involved and are aware of their own learning preferences.

6.1.6 The significant changes of Curriculum for Excellence that impact on secondary education are:

- breadth of curriculum is retained for all as far as Secondary 3, (previously Secondary 2). A degree of personalisation is recommended in Secondary 3 before specialisation in Secondary 4, making the early secondary curriculum more coherent and less fragmented;

- a coherent, progressive set of educational experiences are provided, leading to clear outcomes for individual learners, called the Broad General Education, which is delivered from pre-school to Secondary 3. These are expressed as “experiences and outcomes”;
- choices for qualifications should be made one year later (in Secondary 3) than currently (in Secondary 2) to allow learners greater time to mature in terms of career aspirations and a depth of learning;
- pupils are entitled to both a Broad General Education in Secondary 1 to Secondary 3 and a Senior Phase in Secondary 4 to Secondary 6;
- the Senior Phase is when the breadth of the curriculum reduces in Secondary 4 but the emphasis on challenge and the application of knowledge and skills remains. The Senior Phase is the stage of education at which pupils complete qualifications;
- Curriculum for Excellence addresses a long standing recognition that there was a time imbalance in scheduling two years (Secondary 3 and Secondary 4) to study for Standard Grade qualifications and then only two terms to study for far more demanding Higher exams that often determine pupils’ immediate post-school destination;
- Curriculum for Excellence should provide meaningful progression routes for all from Secondary 4 into Secondary 5/Secondary 6;
- there is a specific focus on whole school approaches to literacy, numeracy and health and wellbeing;
- there is an increasing expectation that pupils develop the personal skills and attributes that are required in employment, training and apprenticeships, and further and higher education.

6.1.7 Building the Curriculum 3, published by the Scottish Government in 2008, gives the framework for all schools to follow in developing Curriculum for Excellence. Amongst the attributes and capacities which must be developed in each child are to:

- learn independently and as part of a group;
- link and apply different kinds of learning in new situations;
- relate to others and manage themselves;
- communicate in different ways and in different settings;
- work in partnership and in teams;
- take the initiative and lead;
- apply critical thinking in new contexts.



- 6.1.8 The Broad General Education is an entitlement for all pupils up to the end of Secondary 3.
- 6.1.9 It is organised into eight curricular areas: Numeracy and Mathematics, Sciences, Expressive Arts, Social Studies, Languages, Religious and Moral Education, Technologies, Health and Wellbeing.
- 6.1.10 In addition, Health and Wellbeing, Literacy and Numeracy are to be taught across the whole curriculum, and are the responsibility of all teachers. Literacy and Numeracy are to be recognised in National Qualifications. The Health and Wellbeing responsibility is part of a shared commitment across services to improve the nation's health.
- 6.1.11 The purpose of the Broad General Education in Curriculum for Excellence from Secondary 1 to Secondary 3 is to develop the knowledge, skills, attributes and capabilities of the four capacities of successful learners, confident individuals, responsible citizens and effective contributors. It should provide breadth and depth of education to develop flexible and adaptable pupils with the knowledge and skills they need to thrive now and in the future. It must aim to support pupils in achieving and attaining the best they possibly can.
- 6.1.12 Assessment in Shetland in the past decade has been strongly influenced by an approach known as Assessment is for Learning. This approach is now embedded in the Broad General Education of Curriculum for Excellence. Teachers work with pupils to develop appropriate ways of demonstrating learning. They provide continuous rich feedback that helps to develop skills such as teamwork and deep understanding, with the ability to relate their learning to relevant real-life contexts.
- 6.1.13 The Senior Phase is an entitlement for pupils who are in Secondary 4 to Secondary 6 (age 15 to 18).
- 6.1.14 The Senior Phase of Curriculum for Excellence aims to be a flexible three-year programme of learning for each young person. It should offer them the option of experiencing a range of opportunities including: access to college courses, work experience, wider achievement activities and volunteering; and the opportunity to study for qualifications over varied amounts of time.
- 6.1.15 Secondary settings are expected to take advantage of local opportunities to provide a wide range of courses for pupils as they move from the Broad General Education at the end of Secondary 3 to the point at which they leave school. For those who leave school at the end of Secondary 4 (at age 16), there are clear priorities for the curriculum:
- individual needs are met and pupils experience a smooth transition to post-school destinations;
  - college partnerships and promotion of employability skills;
  - highest levels of attainment in literacy and numeracy for all;
  - to have an increased emphasis on applying learning in new situations and in relevant, real life contexts;

- to provide progression through opportunities for personal achievement and a continued focus on developing the skills and attributes of the four capacities previously mentioned.

6.1.16 These priorities extend into Secondary 5 and Secondary 6, and the curriculum could include some features of emerging models, which are:

- provide more choice through a curriculum model that treats Secondary 4 to Secondary 6 as a single cohort;
- be flexible enough to allow pupils to learn over variable time-frames (1 or 2 year programmes) to meet individual learner's needs;
- meet the needs of higher attaining pupils, for example, by-passing National 5 to spend two years studying for Highers.

6.1.17 In planning the Senior Phase, schools need to offer as wide a range of 'pathways' as possible. During the Senior Phase pupils have an entitlement to further develop the four capacities and gain qualifications. Through the curriculum, through work placements and through partnerships with colleges, schools are expected to provide opportunities for pupils to gain employability and life skills to prepare them for leaving school.

6.1.18 Wherever the learning takes place, the school retains responsibility for supporting and monitoring the learner's progress. So, for individual learner plans to be effective, schools need to consider how to provide the necessary level of support for learners.

6.1.19 Transitions between Secondary 3, the Broad General Education, and Secondary 4, the Senior Phase need to be effective and well managed.

6.1.20 Schools will need to have the resources to manage and react to future curriculum developments, such as the opportunity for pupils to learn two additional languages currently being promoted by the Scottish Government.

## **6.2 How Could the Secondary Curriculum be Delivered in Shetland?**

6.2.1 The following is a discussion on the advantages and disadvantages of delivering secondary education using a Secondary 1 to Secondary 2, a Secondary 1 to Secondary 3, a Secondary 1 to Secondary 4, or a Secondary 1 to Secondary 6 structure.

Any consideration of the structure of secondary provision in Shetland should be made with the following factors in mind:

- the size of the projected school rolls for each catchment area; please refer to the statistics at Section 5, and the information below;
- the available resources;
- Secondary 1 to Secondary 3 is the Broad General Education; Secondary 4 to Secondary 6 is the Senior Phase;
- the age at which pupils can leave school is 16, usually on completion of Secondary 4; they are entitled to support for their transition into a positive destination (continue at school, go into employment, further education or training).

- 6.2.2 The Scottish Negotiating Committee for Teachers sets the class size maxima for schools in Scotland: Secondary 1 and Secondary 2 classes can be up to a maximum of 33 pupils. Secondary 3, Secondary 4, Secondary 5 and Secondary 6 classes can have a maximum of up to 30 pupils. Practical classes at all stages have a maximum of 20 pupils.
- 6.2.3 Practical subjects are listed in teachers' national terms and conditions as: administration, art and design, biology, chemistry, craft and design, engineering, general science, graphic communication, home economics, land and environment, managing environmental resources, physics, practical craft skills, product design and technological studies.
- 6.2.4 In Secondary 1 and Secondary 2 the curriculum provided covers: English, maths, science, social subjects, music, physical education, art, home economics, religious and moral education, information and communications technology, technical, personal and social education, and a foreign language.
- 6.2.5 There are also some local key points which need to be taken into consideration. These are outlined below.
- Shetland, in consultation with staff and parents, has decided that its norm will be to offer most pupils seven subject choices in Secondary 4. In order to facilitate this, it is acknowledged that some prior learning will need to be secured in Secondary 3. Therefore, no matter where in Shetland pupils undertake their Secondary 4 year, schools will need to ensure they are properly prepared in Secondary 3.
  - Where numbers permit, Secondary 1 and Secondary 2 classes can be combined, but Secondary 3 needs to be taught as a separate group, in order for learning to take place, as described above. In line with Curriculum for Excellence expectations, a Broad General Education will be delivered from Secondary 1 to Secondary 3. There will be some degree of personalisation and choice at the end of Secondary 2 however the breadth of the curriculum across the curricular areas must be maintained. During Secondary 3 pupils will also develop their pupil profile and the self-reflection from this allows informed choices to be made regarding the specialisation when they enter the Senior Phase, in Secondary 4, which leads to the National Qualifications.
  - In line with General Teaching Council for Scotland expectations, it is assumed that subject specialists will deliver all courses which lead up to National Qualifications.
- 6.2.6 Because Shetland has a variety of sizes of secondary departments, potential Secondary 1 to Secondary 2; Secondary 1 to Secondary 3; and Secondary 1 to Secondary 4 schools *could be structured* differently according to a school's secondary pupil roll, so the Secondary 1 to Secondary 2 experience is described with two different scenarios.
- 6.2.7 **Scenario 1:** Secondary 1, Secondary 2, Secondary 3 and Secondary 4 taught as separate year groups

6.2.7.1 If Secondary 1, Secondary 2, Secondary 3 and Secondary 4 were taught as individual year groups, Baltasound Junior High School Secondary Department, Mid Yell Junior High School Secondary Department, Whalsay School Secondary Department and Aith Junior High School Secondary Department would need just one class for each year group for most subjects (in some years Aith Junior High School Secondary Department might need two classes for practical subjects). The pupil numbers at Sandwick Junior High School Secondary Department are too large for the year groups to be taught as one class. Two classes would be required for each year group in all subjects.

6.2.7.2 Any calculation for the number of teachers required by following this scenario would be based on this, and on the premise that teachers may teach in different schools during their working week.

### 6.2.8 **Scenario 2: Secondary 1 and Secondary 2 taught as a combined group**

6.2.8.1 Secondary 3 needs to be taught as a separate group in order to secure prior learning for progression to the Senior Phase.

6.2.8.2 Currently Secondary 1 and Secondary 2 are taught together at Baltasound Junior High School Secondary Department wherever possible.

6.2.8.3 In Mid Yell Junior High School Secondary Department and in Whalsay School Secondary Department, Secondary 1 and Secondary 2 could be combined for non-practical classes, but would need to be separated for practical subjects, as the numbers are too big.

6.2.8.4 Both Aith Junior High School Secondary Department and Sandwick Junior High School Secondary Department have pupil numbers which are too large to consider combining Secondary 1 and Secondary 2 into one teaching class.

6.2.8.5 Currently, all the secondary departments of Shetland's junior high schools are structured so that pupils attend from Secondary 1 to Secondary 4. The advantages and disadvantages are now described so that consideration may be given for these departments to be structured differently. The current structure (Secondary 1 to Secondary 4) is described first, followed by Secondary 1 to Secondary 2 only, then Secondary 1 to Secondary 3 only. Secondary 1 to Secondary 6 is delivered in our two high schools and the advantages and disadvantages of these are set out too.

### 6.3 **Secondary 1 to Secondary 4 for Shetland's Junior High Schools (the Current Structure)**

6.3.1 Although the current delivery structure in Shetland's junior high schools is Secondary 1 to Secondary 4, if Shetland were to keep all of its secondary departments, the financial resources for each would be reduced, as substantial savings would have to be made to meet the demands of the current Medium Term Financial Plan.

6.3.2 Savings would have to be made which could result in the following:

- fewer teachers;
- fewer Principal Teachers;
- fewer support staff;
- teachers working in two or more secondary departments and schools;
- larger class sizes;
- Secondary 1 and Secondary 2 year groups combined where numbers permit (see Scenario 2 above);
- fewer resources for materials, educational visits and equipment.

6.3.3 The following table shows the advantages and disadvantages of a Secondary 1 to Secondary 4 secondary department model:

### Advantages and Disadvantages of Secondary 1 to Secondary 4:

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• everybody is familiar with the status quo – pupils, parents and staff;</li> <li>• the same teacher will deliver the content and support pupils through the whole of their National 1 to National 5 course;</li> <li>• pupils can learn in their geographical communities up to the age of 16;</li> <li>• teachers will feel job satisfaction by being able to deliver from National 1 to National 5 qualifications.</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary 1 to Secondary 4 departments will not be resourced as at present;</li> <li>• pupils will be required to transfer one year through the Senior Phase, so potentially interrupting their learning;</li> <li>• a challenging transfer time, just before Highers;</li> <li>• it is possible that not all pupils are able to access meaningful progression routes from Secondary 4 into Secondary 5/Secondary 6;</li> <li>• no opportunity to access future developments, such as a two-year Higher and mixed placements for learning during Secondary 4;</li> <li>• due to geography, pupils will potentially miss out on the full range of Senior Phase opportunities, such as employability skills, access to Duke of Edinburgh Awards, and volunteering opportunities;</li> <li>• some teachers already feel de-skilled by not being able to teach at Higher and Advanced Higher levels;</li> <li>• class contact time will be lost by travelling from school to school;</li> <li>• transfer to a different school for Secondary 5, with a different ethos and different teaching and learning policies may be difficult for some pupils.</li> </ul>

## **6.4 Secondary 1 to Secondary 2 for Shetland's Junior High Schools - What it Could Look Like:**

6.4.1 The starting point for consideration of a secondary department that delivers education to Secondary 1 and Secondary 2 pupils only is the key point described previously, and repeated here for clarity.

Shetland, in consultation with staff and parents, has decided that its norm will be to offer most pupils seven subject choices in Secondary 4. In order to facilitate this, it is acknowledged that some prior learning will need to be secured in Secondary 3. Therefore, no matter where in Shetland pupils undertake their Secondary 4 year, schools will need to ensure they are properly prepared in Secondary 3.

6.4.3 There is therefore an argument, when considering the educationally best transition point for Shetland pupils, (if they had to have a transition during their secondary education), for that to be at the end of Secondary 2 so that they start and continue all their learning related to the achievement of National Qualifications in the same location.

6.4.4 If that was the case, it would be very likely that the secondary departments of Baltasound Junior High School, Mid Yell Junior High School and Whalsay School would teach Secondary 1 and Secondary 2 as a combined group, as their numbers are small enough to do so. Whalsay School Secondary Department may have to split some groups for practical subjects, depending on its roll in any given year. The Secondary 1 and Secondary 2 classes in Sandwick Junior High School Secondary Department and Aith Junior High School Secondary Department would continue to be taught as separate year groups, as their rolls are larger.

6.4.5 The impact on teaching staff is considered, with respect to the following assumptions:

- only one secondary teacher of social subjects (history, geography or modern studies) would be required, who can deliver a general social subjects course;
- only one secondary teacher of science (chemistry, physics or biology) would be required, who can deliver a general science course;
- personal and social development and religious and moral education could potentially be delivered by the same teacher;
- music, PE and art could be taught by visiting specialists, as is currently the case in our primary schools;
- ICT could potentially be embedded into the Secondary 1 and Secondary 2 curriculum, in which case it would not require a specialist teacher;

- English, mathematics, home economics, technical, and a modern foreign language would all continue to require specialist teachers.
- 6.4.6 Using these assumptions, pupils would only require input from eight specialist subject teachers, most of whom would only be required at each school on a part time basis.
- 6.4.7 An extreme view could be to consider Secondary 1 and Secondary 2 at Baltasound Junior High School Secondary Department and Mid-Yell Junior High School Secondary Department (and possibly Whalsay School Secondary Department) to be taught with the Primary 7 pupils to form a single cohort.
- 6.4.8 What follows are the advantages and disadvantages of a secondary structure where Secondary 1 and Secondary 2 were taught together, and pupils transferred to a school from Secondary 3 which delivers secondary education from Secondary 1 to Secondary 6.
- 6.4.9 Should a pupil find it impossible to make the transfer from Secondary 2 at a junior high school to Secondary 3 at a high school, it would be very difficult to enable that pupil to follow full courses leading to National 4 or National 5 qualification at the Secondary 1 to Secondary 2 department as:
- the schools would not be a registered Scottish Qualifications Authority centre for presenting pupils for qualifications;
  - the teachers would not be timetabled for National 4/5 delivery, so additional teaching time and cost would be required;
  - the teachers may have limited experience in preparing pupils for National Qualifications;
  - statutory consultation will have taken place to end stages of education in junior high schools in accordance with the Schools (Consultation) (Scotland) Act 2010.



### Advantages and Disadvantages of Secondary 1 to Secondary 2 in all Current Junior High School Secondary Departments:

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• pupils can learn in their communities up to the age of 14;</li> <li>• pupils will cover material for; their complete National 1 to National 5 courses in one location, with the same teachers;</li> <li>• it is potentially easier to use the opportunities of the local environment to support skills development and to make learning relevant;</li> <li>• learning together as a Secondary 1 to Secondary 2 group (for Baltasound Junior High School Secondary Department, Mid-Yell Junior High School Secondary Department and Whalsay School Secondary Department) gives a larger peer group, potentially challenging more able pupils and supporting others;</li> <li>• pupils will be able to experience the whole of their Senior Phase education in one location, and so have access to wider opportunities offered;</li> <li>• when pupils experience the complete Senior Phase in the same school there are greater opportunities to take advantages of developments such as taking Highers over two years, as the Senior Phase is delivered in one location;</li> <li>• those pupils who felt that they wished to leave at the end of Secondary 4 might decide to continue their learning at school in Secondary 5 and Secondary 6, as they would have experienced a larger setting from the beginning of Secondary 3.</li> </ul>	<ul style="list-style-type: none"> <li>• pupils from Baltasound Junior High School Secondary Department, Mid-Yell Junior High School Secondary Department, Whalsay School Secondary Department and some from Aith Junior High School Secondary Department would be leaving home two years earlier than at present;</li> <li>• more Halls of Residence places required, with the additional associated costs;</li> <li>• if the teachers are not in one school for a whole day it results in teacher contact time being lost by travel from school to school;</li> <li>• difficulty of recruiting teachers under this model as there is a perception of “de-skilling” of subject teachers who do not enter pupils for qualifications;</li> <li>• possible risk of a high staff turnover of teachers and prolonged vacant posts;</li> <li>• transfer to a different school for Secondary 3 to Secondary 6, with a different ethos and different policies may be difficult for some pupils;</li> <li>• it is potentially challenging for teachers who are not used to composite classes to teach to a combined Secondary 1 and Secondary 2 group;</li> <li>• perception of “going back” to Secondary 1/Secondary 2 schools as was previously the case in Shetland;</li> <li>• it would be very difficult for a pupil to return to his/her local school if they were unable to stay at the Halls of Residence.</li> </ul>

## **6.5 Secondary 1 to Secondary 3 for Shetland's Junior High Schools - What it Could Look Like:**

- 6.5.1 Secondary 1 to Secondary 3 is the secondary phase of the Broad General Education, as previously described. Learning through the Broad General Education should be understood as an integral part of preparation for qualifications and be informed by Scottish Qualifications Authority specifications, but should not be driven by them alone.
- 6.5.2 If Shetland were to consider Secondary 1 to Secondary 3 secondary departments in all its junior high schools, it would need to consider ways of making efficient use of its teachers, as described above.
- 6.5.3 Should a pupil find it impossible to make the transfer from Secondary 3 at a junior high school to Secondary 4 at a high school, it would be very difficult to enable that pupil to follow full courses leading to National 4 or National 5 qualification at the Secondary 1 to Secondary 3 department as:
- the schools would not be a registered Scottish Qualifications Authority centre for presenting pupils for qualifications;
  - the teachers would not be timetabled for National 4 and National 5 delivery, so additional teaching time and cost would be required;
  - the teachers may have limited experience in preparing pupils for National Qualifications;
  - statutory consultation will have taken place to end stages of education in junior high schools in accordance with the Schools (Consultation) (Scotland) Act 2010.

### Advantages and disadvantages of Secondary 1 to Secondary 3 in all Current Junior High School Secondary Departments:

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• pupils can learn in their communities up to the age of 15;</li> <li>• it is potentially easier to use the opportunities of the local environment to support skills development and to make learning relevant;</li> <li>• learning together as an Secondary 1 and Secondary 2 group (for Baltasound Junior High School Secondary Department, Mid Yell Junior High School Secondary Department and Whalsay School Secondary Department) gives a larger peer group, potentially challenging more able pupils and supporting others;</li> <li>• pupils will be able to experience the whole of their Senior Phase education in one location, and so have access to wider opportunities offered;</li> <li>• when pupils transfer to the Senior Phase in a different school there are greater opportunities to take advantage of developments such as taking Highers over two years, as the Senior Phase is delivered in one location;</li> <li>• those pupils who feel that they wish to leave at the end of Secondary 4 may decide to continue their learning at school in Secondary 5 and Secondary 6, as they will have experienced a larger setting from the beginning of Secondary 4.</li> </ul>	<ul style="list-style-type: none"> <li>• transition from Secondary 3 to Secondary 4 between schools needs to be handled very carefully as prior learning would be covered in Secondary 3;</li> <li>• pupils from Baltasound Junior High School Secondary Department, Mid Yell Junior High School Secondary Department, Whalsay School Secondary Department and some from Aith Junior High School Secondary Department would have to leave home to stay an additional year at the Halls of Residence;</li> <li>• Secondary 1 to Secondary 3 schools are unproven models: no national examples;</li> <li>• If the teachers are not in one school for a whole day it results in teacher contact time lost by travel from school to school;</li> <li>• difficulty of recruiting teachers under this model as there is a perception of “de-skilling” of subject teachers who do not enter pupils for qualifications;</li> <li>• possible risk of a high staff turnover of teachers and prolonged vacant posts;</li> <li>• transfer to a different school for Secondary 4, with a different ethos and different policies may be difficult for some pupils;</li> <li>• It is potentially challenging for teachers who are not used to composite classes to teach to a combined Secondary 1 to Secondary 2 group.</li> </ul>

## 6.6 Secondary 1 to Secondary 6

6.6.1 Shetland currently has two schools in which secondary education is delivered from Secondary 1 to Secondary 6, Brae High School and Anderson High School.

### Advantages and Disadvantages of Secondary 1 to Secondary 6 Schools:

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• pupils will experience the Broad General Education, from Secondary 1 to Secondary 3, in full and the Senior Phase, in full, from Secondary 4 to Secondary 6 in the same school, without a transition;</li> <li>• teachers are able to plan for progression in learning for each pupil from Secondary 1 to Secondary 6. Teachers know pupils from Secondary 1;</li> <li>• pupils can build upon opportunities for wider achievement, progressively, from Secondary 1 to Secondary 6;</li> <li>• pupils can experience a rich menu of qualifications in the Senior Phase;</li> <li>• pupils can access vocational pathways, work experience, college or university courses, volunteering, enterprise, leadership development and to work with local industries, throughout Secondary 1 to Secondary 6;</li> <li>• pupils may be more encouraged to continue with their schooling in Secondary 5 and Secondary 6 if there was no mid-secondary transition;</li> <li>• older pupils are able to mentor younger pupils;</li> <li>• continuous ethos and culture from Secondary 1 to Secondary 6;</li> <li>• pupil numbers are large enough to ensure that subject specialists work in departments with other colleagues delivering the same subjects;</li> <li>• staffing arrangements enable a wider range of subjects to be offered.</li> </ul>	<ul style="list-style-type: none"> <li>• educationally, there are no disadvantages to Secondary 1 to Secondary 6 secondary schooling, as this is the model that is adopted by almost all secondary provision across Scotland. Any disadvantages, therefore, are in the context of Shetland's geography, which will require travel and accommodation to be provided for some pupils from the age of 12. The extent to which this is seen as a potentially social disadvantage is subjective;</li> <li>• more pupils would be required to stay at the Halls of Residence from Secondary 1 to Secondary 6;</li> <li>• pupils from the islands and some parts of the Shetland Mainland would spend less time learning in their own communities;</li> <li>• potential disruption to family life and community life;</li> <li>• long commute for some pupils.</li> </ul>

## **6.7 Conclusion**

- 6.7.1 The consideration of the alternatives for delivery of secondary education in Shetland demonstrates that each has advantages and disadvantages. However, the model with the clearest educational benefit is that of a six-year school, catering for pupils from Secondary 1 to Secondary 6, in which the pupil numbers are large enough for there to be several teachers of each subject and wide choice of subjects for pupils in their Senior Phase. Pupils would benefit from progression and continuity in the same school, and the transition from the Broad General Education into the Senior Phase is seamless and concentrates on education. This kind of school would have the capacity to implement future educational developments.
- 6.7.2 However, Shetland does have a current model of junior high schools that, if they continue to provide secondary education from Secondary 1 to Secondary 4, or change to provide Secondary 1 to Secondary 2, Secondary 1 to Secondary 3, a transition during secondary education provision will be required. Transition after Secondary 4 can be managed, as at present, but the secondary departments would be staffed and managed differently within significantly reduced future resources. It is unlikely that pupils will have the number of course choices for qualifications as at present. Transition after Secondary 3 can also be managed, but the delivery of prior learning for National Qualifications would be split between two schools, making the transition process more complex.
- 6.7.3 A transition at the end of Secondary 2 would enable prior learning for the National Qualifications to be completed at the same school, the presenting school. These arguments are made with the assumption that Shetland will continue to offer the presentation of pupils for up to seven National Qualification subjects. If the norm across Scottish authorities became that six subjects across the Senior Phase were offered, then a transition at the end of Secondary 3 becomes the natural and best option, as this is at the end of the Broad General Education and pupils would experience their complete Senior Phase in one school.
- 6.7.4 The model with the clearest educational benefit is that of a six-year school. Where a transition is required within secondary education there are advantages and disadvantages at any stage and this must be done carefully.

## **6.8 The Ideal Scenario**

- 6.8.1 A number of discussions have taken place to describe the ideal scenario for secondary education for Shetland. It has not proved simple to define a consensus scenario given that the best options educationally are difficult to reconcile fully with the geography of Shetland. Notwithstanding these difficulties the best educational experience for Shetland pupils, within the

confines of geography, as defined by senior education staff locally, is described below.

- 6.8.2 The ideal scenario is predicated on money being no object.
- 6.8.3 Whilst these additional costs have not been quantified in this report, in order to implement the ideal scenario transport links would need to be increased and excellent. More two lane carriageways would be needed (this would cost in the region of £1million per kilometre) and more road maintenance. Ferries would be scheduled to suit school runs and there would be more express bus transport to and from schools probably using more mini buses.
- 6.8.4 Previous Council ambitions to develop fixed links for some of the North Isles have not been factored in, but would undoubtedly make transport for Isles pupils quicker and more convenient if such fixed links were ever available.
- 6.8.5 Schools maintenance budgets would be increased to the level where all buildings were maintained to a very good level and refurbishments could take place whenever and wherever required.
- 6.8.6 There would be two Secondary 1 to Secondary 6 High Schools, one in Lerwick and one in Brae.
- 6.8.7 The temptation to envisage a Secondary 1 to Secondary 6 school in each area was outranked by the educational benefit of having viable class sizes.
- 6.8.8 Pupils from Yell and Whalsay would travel to Brae High School daily. Unst secondary pupils would have the opportunity to attend the Anderson High School along with Fetlar, Fair Isle, Foula and Skerries pupils, all of whom would be able to get home every weekend except during adverse weather conditions. In winter this would involve timetabling to allow pupils from the Outer Isles to leave at lunchtime on Fridays.
- 6.8.9 Alternatively Unst pupils could travel daily to Brae.
- 6.8.10 Pupils from the Westside and South Mainland would travel daily to the Anderson High School in Lerwick. Additional pupil accommodation would be built at the Halls of Residence for Westside and South Mainland pupils so that they could stay during poor weather conditions or at times when they wanted to access arranged out of school activities in Lerwick. An evening bus service would be in place for pupils of both areas so that they would have a choice to go home later if they were at out of school clubs.
- 6.8.11 There would be pupil accommodation available in Brae for pupils from the Isles for the same reasons.
- 6.8.12 Almost all pupil accommodation would be in single rooms with en suite facilities, there would be shared rooms for those who would prefer that option.

Pupils would receive as much support as they needed from staff at the Halls of Residence who would be in close contact with parents. There would be additional accommodation so that parents could stay over with their children on particular occasions where children needed more support such as when they first moved to secondary school. Secondary 1 to Secondary 3 facilities would be separate from Senior Phase pupils whose accommodation would support more independence, as appropriate for age and stage. Fully accessible accommodation would be available so that pupils with additional support needs could be appropriately supported.

- 6.8.13 There would also be sufficient accommodation so that adults who chose to study in Shetland would have a place to stay. This accommodation would be similar in style to Halls of Residence, but would be separate.
- 6.8.14 Secondary education would be closely integrated with lifelong learning. Pupils' experiences would be a learning approach with schools, the University of the Highlands and Islands and its associated local colleges, employers and the voluntary sector all involved. Every subject in the Broad General Education would be taught by subject specialists. There would only be composite classes where there were clear educational benefits.
- 6.8.15 Pupils would therefore have opportunities to choose their study options from a wide range of subjects, both academic and vocational. Particular emphasis would be placed on ensuring local young people could receive appropriate preparation to secure the best jobs local industry had to offer. Close links would be in place with oil-related companies such as BP and TOTAL as well as other key local employers so young people could access relevant work experiences and support in developing career choices. This sort of education would lead Shetland out of its public sector dependency culture and nurture the next generation to secure success, whatever that meant to them as individuals. It would also promote and encourage the next generation of local entrepreneurs.
- 6.8.16 Pupils would all have annual work experience placements during secondary education, some of these may be on the Scottish Mainland for Secondary 6 pupils. All secondary pupils would have at least one international education opportunity.
- 6.8.17 There would be integrated links between both High Schools and the University of the Highlands and Islands; a single governance and management arrangement would be in place. The courses available would be wide ranging with the University of the Highlands and Islands attracting students from outwith Shetland.
- 6.8.18 Each High School would be geared up to offer almost all subject choices although each may offer a few very specialist subjects, for example there

may be particular subject choices sponsored by the oil industry available at Brae High School. In those instances the two High School timetables would be complementary so that pupils from the other school could access such specialist subjects (these would be taught on a specific afternoon), either through the developing Telepresence arrangements or by using the lunchtime transport for pupils between the schools. Every pupil would have their own hand held ICT device to aid study and there would be dedicated ICT technical staff in both schools.

- 6.8.19 Adult learners, based at the Shetland College and NAFC Marine Centre, would also be encouraged and supported to study for locally available careers. Additional evening classes would complement both school and college activities as well as promote health and wellbeing and local heritage crafts.
- 6.8.20 Teachers and lecturers would work together to develop as wide a curriculum as possible thus maximising pupil choice. Teaching staffing levels would be increased so teachers would not have to travel between schools and there would be no more temporary contracts as all posts would be established.
- 6.8.21 There would be sufficient centrally-based education staff to support and appropriately challenge the quality of education in local schools. Each school would have in place an appropriately experienced and resourced management team to implement continuous improvement. Management teams would concentrate on strategic planning and educational improvement rather than being obliged to teach classes due to limited teaching capacity. There would be more promoted posts so each subject had a subject specialist lead. The additional promoted posts would provide a career structure for teachers as well as provide focus on each subject.
- 6.8.22 Learning resources would return to £200 per pupil as was previously enjoyed so pupils would not have to share vital learning resources. As well as the other staffing increases there would be more classroom staff such as foreign language assistants and more administration staff to prevent teachers having to use their time on such matters. Janitorial staffing would also increase, partly to support out of school hours activities.
- 6.8.23 Library staff and facilities would be increased and the Brae school library would become a community library.
- 6.8.24 Although the scenario does not include primary school education the transition stage between primary and secondary would be carefully managed, as it is now, however there would be additional staff in the High Schools to arrange these transitions given that all Primary 7 pupils would be moving to one of the two High Schools.



- 6.8.25 There would be further support for pupils with additional support needs including ongoing educational opportunities and support during school holiday periods.
- 6.8.26 Children with specific support needs including those with challenging social, emotional and behavioural problems would be accommodated in a purpose-built unit that would be staffed on a twenty four hour basis. There would be little need for off-Island placements for children in the future as the local unit would be able to meet their needs.
- 6.8.27 There would be increased home link teaching available to specifically support school refusers with investment made in intensive support programmes. Early intervention would be embedded in all schools securing full implementation of Getting it Right for Every Child (GIRFEC) in Shetland.
- 6.8.29 The continuing professional development arrangements for educational staff would be enhanced with teachers and University of the Highlands and Islands lecturers learning together where relevant. Along with other development opportunities significant investment would be made in supporting teachers to teach using Telepresence methodologies and use of modern technology as it becomes available. Teachers would also have the opportunity to qualify in teaching more than one subject. There would be more probationer teachers in Shetland and more traineeships.
- 6.8.30 Specific investment would be made to promote health and wellbeing for pupils. This would include the opportunity for all pupils to have at least one outdoor education experience per term. Leisure facilities in Lerwick and Brae would be free for all secondary pupils and there would be additional PE staff to support pupils to use these facilities alongside the Leisure Centre staff.
- 6.8.31 Shetland's culture and heritage would be preserved and promoted by the next generation as there would be extensive education opportunities both for music and traditional crafts.
- 6.8.32 Wrap around child care would be a feature of all schools (both Primary and Secondary) with breakfast and out of school clubs in each area.
- 6.8.33 An extensive range of wider achievement opportunities would be in place for pupils including more Duke of Edinburgh and John Muir Awards supported as well as an array of volunteering options.
- 6.8.34 There would be sufficient comfortable social spaces for pupils in both High Schools. The spaces would be age and stage appropriate and there would be choices. These areas would be regularly refurbished to enhance pupil comfort. Pupils would be consulted on refurbishments so that their preferences could be incorporated.

6.8.35 Pupils would have access to a dial-a-ride transport so that they could access any after school activity supported by education such as sports clubs and youth clubs.

6.8.36 The outcome of the ideal scenario is that Shetland would be a leading education authority in Scotland for pupils, staff and adult learners and would be the envy of the rest of the country.

## **6.9 Financial Implications of the Ideal Scenario**

6.9.1 The above scenario has significant financial implications both capital and revenue. The additional costs have been identified, where possible. These costs have been prepared to give a sense of the magnitude of such changes rather than detailing the exact sums each change would entail.

- accommodation for Isles pupils in Brae during adverse weather (possibly hotel with support staffing): £80 per pupil per night, £89,000 per annum;
- additional staff to arrange work experience placements and international education, plus funding for travel and subsistence: £70,000 per annum;
- dedicated ICT staff in both high schools: £120,000 per annum;
- funding for additional evening classes: £20,000 per annum;
- additional teaching staff, including more QIOs: £100,000 per annum;
- additional promoted posts: £120,000 per annum;
- Learning resources of £200 per pupil per annum: £30,000 per annum;
- classroom assistants including foreign language assistants: £80,000 per annum;
- additional administration staff: £50,000 per annum;
- additional janitorial time: £30,000 per annum;
- additional library staff and facilities: £50,000 per annum;
- additional support staff in High Schools to manage transitions: £90,000 per annum;
- staffing to support pupils with additional support needs during school holidays: £80,000 per annum;
- staffing costs of purpose-built unit for children with social, emotional and behavioural problems : £850,000 per annum;
- additional home link teachers: £50,000 per annum;

- enhanced CPD programme: £50,000 per annum;
- more probationer teachers: £30,000 per annum;
- additional traineeships: £100,000 per annum;
- additional outdoor activity instructors and equipment: £50,000 per annum;
- free leisure centre usage for all secondary pupils: £200,000 per annum;
- additional PE staff: £90,000 per annum;
- additional instructors for music and traditional crafts: £90,000 per annum;
- breakfast and out of school clubs in all schools: £1,000,000 per annum;
- increased wider achievements supported: £50,000 per annum.

\* The financial implications detailed within this section were completed by Children's Services and have not been verified by Finance. It should be noted that this option would not meet obligations for Best Value, and may draw criticism from Audit Scotland and the Accounts Commission.

6.9.2 The overall additional costs per annum would therefore be circa £3.5million.

6.9.3 Capital costs would be required for improved roads, road maintenance, more ICT equipment and improved ferry services. One-off costs for a purpose-built unit for children with social, emotional and behavioural problems and additional Halls of Residence accommodation.

6.9.4 There would be significant annual costs for the proposed increased and improved transport services as well as capital costs relating to additional mini buses.

6.9.5 Additional funding would also be required annually for maintenance of schools.

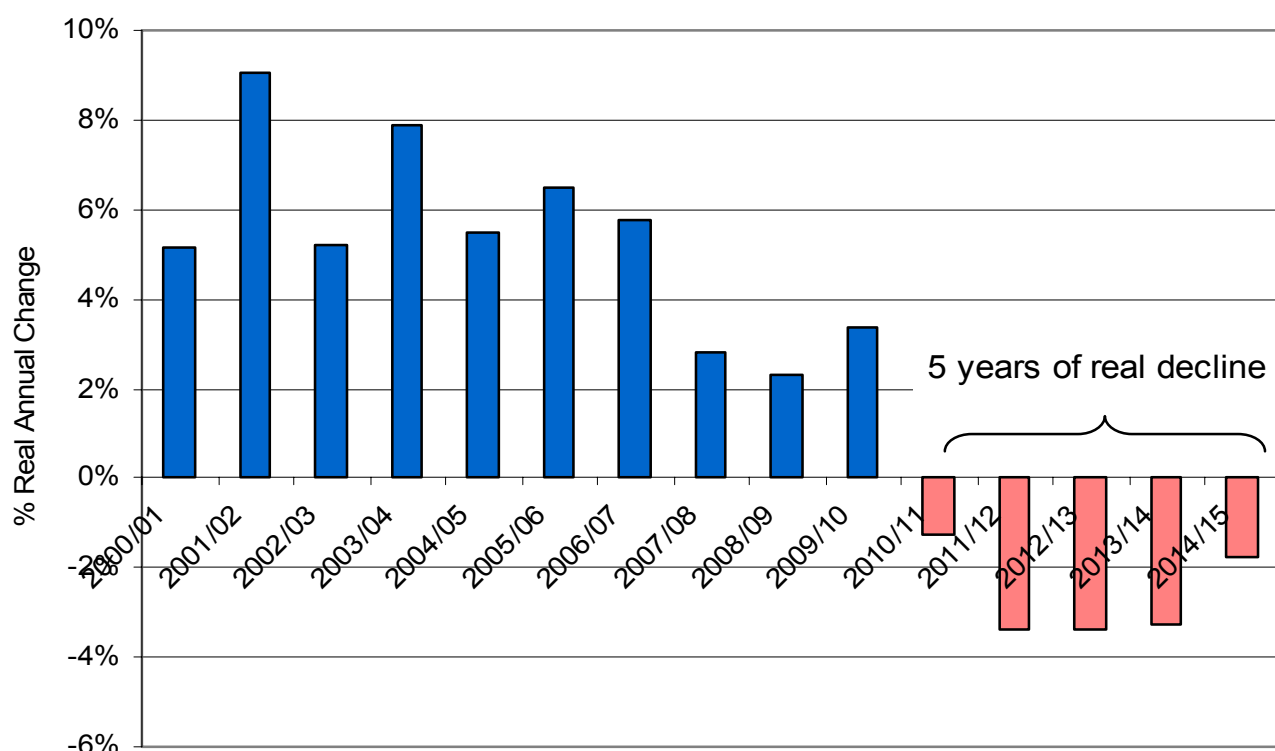
## **7. The Financial Context**

7.1 In 2010, the Accounts Commission raised serious concerns regarding the leadership, governance and accountability of Shetland Islands Council, which had given rise to the unsustainable financial position of the Council. In its report the Accounts Commission stated, "The Council faces a challenging financial future. It has agreed budget savings for 2010/11 but has yet to demonstrate how it can sustain its current level of services in future years whilst maintaining its target reserves balance and delivering its capital plans. This will require difficult decisions to be taken and clear and consistent leadership by elected members." Following this report, Shetland Islands Council embarked on an Improvement Plan to address the Commission's recommendations under the following headings:

- Leadership, Vision and Strategic Direction;
- Governance;
- Financial Management and Accountability;
- Community Planning;
- Asset Management.

- 7.2 The Accounts Commission's follow up review in 2012 concluded that, "The Council is moving in the right direction and there is a clear commitment to improve. The Council's self awareness has improved and it understands that it must focus on its priorities and what it needs to improve for the future."
- 7.3 As part of the recommended improvements, the Executive Manager – Finance introduced the Medium Term Financial Plan which was initially approved by Shetland Islands Council in September 2012, and then subsequently updated and approved on 28 August 2013. The Medium Term Financial Plan sets out the roadmap for Shetland Islands Council to achieve financial sustainability over the term of this Council and to align resources in accordance with the priorities of Councillors.
- 7.4 This plan recognises that the UK economy is struggling to recover from a double dip recession with Gross Domestic Product still 2.75% lower than it was five years ago at the beginning of the recession in the spring of 2008. Despite the relative strength of the Shetland economy in weathering the global and UK economic situation, Shetland Islands Council's financial situation continues to be adversely affected as a result of the reducing settlement that it is receiving from the Scottish Government each year.
- 7.5 The table below highlights the annual change in the amount of expenditure that the Scottish Government has had to spend on public services in the period from 2000/01 to 2014/15. The current year-on-year reduction in the amount of money that the Scottish Government has to spend has a knock-on effect for Shetland Islands Council.

## Real Change in Scottish Government Discretionary Expenditure Limit (DEL) Expenditure



7.6 Shetland Islands Council approved its Corporate Plan 2013-2017 on 12 June 2013. This sets out the Council's vision and priorities for the remainder of the current term. The core priorities that have emerged are as follows:

- being a properly led and well managed council, dealing with the challenges of the present and the future, and doing that within our means;
- providing critical services for children and adults and the transport services we all need;
- mindful of how change could affect the vulnerable and disadvantaged;
- helping build a healthy economy and strong communities;
- working with all our partners to achieve the best results possible.

7.7 The Medium Term Financial Plan seeks to complement each of the priorities above. It sets out a pathway to ensuring that the Council lives within its means, and targets available resources at priority areas.

7.8 Therefore the core Council Services of Children's Services, Community Care and Transport have been relatively prioritised as far as possible. This is a reflection on the Council's statutory obligations in these areas, the fundamental scale and cost of these services and the Council's political commitment to sustain key front-line services as a priority.

7.9 In 2013/14, Children's Services budget was approved at £41.262 million, which equates to 37.8% of the total Shetland Islands Council Directorate

budgets. By the end of the Medium Term Financial Plan the target budget for Children’s Services has reduced to £37.994 million, however the share of the total budget will have increased to 38.5%.

7.10 The budget gap for Children’s Services over the next three financial years is as follows, and it was agreed that this would be met from the Blueprint for Education:

	2014-15	2015-16	2016-17
	£000	£000	£000
Budget Gap	(833)	(715)	(1,720)

7.11 The Medium Term Financial Plan has been independently reviewed by the Society of Local Authority Chief Executives and Senior Managers who concluded that the greatest delivery risk is still around the ability of departments to make savings and manage budget pressures. Constant vigilance and monitoring will be needed year-on-year to ensure efficiencies and savings are delivered as planned.

7.12 In addition to the need to achieve financial sustainability, as detailed above, all public bodies in Scotland have a statutory duty to provide Best Value. The duty of Best Value, as set out in the Scottish Public Finance Manual, is:

- to make arrangements to secure continuous improvement in performance whilst maintaining an appropriate balance between quality and cost; and, in making those arrangements and securing that balance;
- to have regard to economy, efficiency, effectiveness, the equal opportunities requirements and to contribute to the achievement of sustainable development.

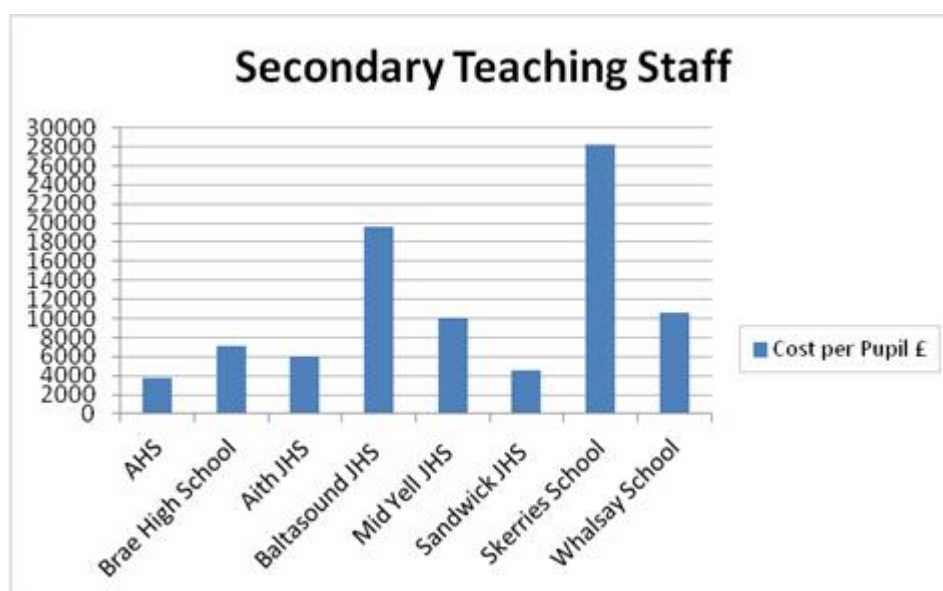
7.13 The Scottish Government Improvement Service has reviewed Education in its “2013 Scottish Local Government Benchmarking Overview Report” and it concludes that for secondary education where the 2011/12 cost per pupil in Shetland is £12,826, which is £6,505 more than the Scottish average of £6,321 variations have been examined in terms of scale of council, population distribution and levels of deprivation, but none explain the variation that exists. The table below compares the cost per pupil in Shetland with other Island authorities:

	2010/11	2011/12
	Cost per Pupil	Cost per Pupil
Local Authority	£	£
Shetland Islands Council	12,385	12,826
Orkney Islands Council	9,033	9,468
Eilean Siar	9,869	9,471

7.14 The comparison shows that our cost per pupil is some £3,300 higher than both Orkney and Eilean Siar, which are the most comparable to Shetland.

This suggests the variation is most likely to be associated with inheritance and policy choices at a local level.

- 7.15 If you contrast this cost against our exam results at Highers (also reviewed by the Improvement Service) you will find that 26% of Shetland pupils achieve 5 or more awards at level 6 (Higher) against a national average of 25%.
- 7.16 This demonstrates that the additional spending on secondary education in Shetland is not contributing to increased educational outcomes, and as such is not achieving Best Value.
- 7.17 Of the total 2013/14 budget for secondary education, 78% is directed towards the cost of teaching staff. The cost of teaching staff per secondary pupil in Shetland varies widely across the authority as shown in the chart below, indicating the level of inefficiency inherent in the provision of secondary education particularly within the small junior high schools in Shetland:



## 8. Options

### 8.1 Introduction

8.1.1 This section considers information common to all the options. There then follows five further sections which describe in detail each of the options for future provision of secondary education in Shetland which Education and Families Committee asked Children's Services to examine.

8.1.2 Each option is described under a number of headings starting with a description of the option. An integrated impact assessment was completed for each option, the findings of which are summarised. Each section also includes a summary of the impact on the school estate. The legislative implications are described as advantages, disadvantages and risks.

8.1.3 An informal consultation took place in early October with feedback received from Parent Councils, pupils, school staff including teachers, Community Councils, people who attended two public meetings and people who completed individual feedback forms. A brief summary of the informal consultation feedback is included in each section and a more detailed summary is attached at Appendix 1.

8.1.4 The costs and savings are detailed for each option and these are compared and summarised in Section 8.3 for ease of reference. Relevant information on timescales for implementing each option is also included.

## **8.2 Fit with Key National and Local Documents**

8.2.1 The following table sets out how each option fits with relevant local and national statute and guidance. Staffing and transport have also been referenced; these issues will be expanded in the section on each Option.



## Fit with Legislation, National and Local Strategies

Met / Partially Met / Not Met / Not applicable

	Status Quo (MTFP)	Extant Blueprint	Next Steps	Tele-presence	Hub (1)	Hub (2)
<b>1. National Statute Pertaining to Education</b>	✓	✓✓	✓✓	x	✓✓	✓✓
<b>2. Shetland Partnership, Community Plan</b>						
<b>What we want to achieve:</b>						
2.1. Effective early intervention and prevention to enable all our children and young people to have the best start in life.	✓	✓✓	✓✓	x	✓✓	✓✓
2.2. Effective early intervention and prevention to get it right for every child (GIRFEC).	✓	✓✓	✓✓	x	✓✓	✓✓
<b>3. Single Outcome Agreement (SOA) - Relevant Outcome</b>						
Shetland is the best place for children and young people to grow up	x	✓	✓	x	✓✓	✓✓
<b>4. Corporate Plan</b>						
<b>Priorities:</b>						
4.1. Providing vital services for children and adults and the transport services we all need.	x	✓✓	✓✓	✓	✓✓	✓✓
4.2. Mindful of how change could affect vulnerable and disadvantaged people.	✓	✓✓	✓✓	x	✓✓	✓✓
4.3. Being a properly led and well-managed council, dealing with the challenges of the present and the future, and doing that within our means.	✓	✓	✓	✓	✓	✓
4.4. Helping build a healthy economy and strong communities.	✓	✓	✓	✓	✓✓	✓✓
4.5. Working with all our partners to achieve the best results possible.	✓	✓	✓	✓	✓	✓

### Legend

✓✓ = Fully met, ✓ = Partially met, x = Not met, P = Potential to meet, N/A = Not applicable

		Met / Partially Met / Not Met / Not applicable					
		Status Quo (MFTP)	Extant Blueprint	Next Steps	Tele-presence	Hub (1)	Hub (2)
<b>5. Children's Services Directorate Plan</b>							
<b>Priorities:</b>							
5.1.	To get it right for every child.	✓	✓✓	✓✓	x	✓✓	✓✓
5.2.	To develop partnership working within the Council, and across agencies, where it secures improved outcomes for all.	✓	✓	✓	✓	✓	✓
5.3	To achieve improvement within reduced budgets.	x	✓	✓	x	✓	✓
<b>6. Strategies and Reviews</b>							
6.1.	In line with the Additional Support Needs Review	✓✓	✓✓	✓✓	x	✓✓	✓✓
6.2.	In line with the Childcare Strategy	N/A	N/A	N/A	N/A	N/A	N/A
6.3.	In line with the Youth Strategy	P	P	P	P	P	P
6.4.	In line with the Active Life Strategy	x	x	x	x	✓	✓
6.5.	In line with the Shetland Sport Strategy	x	x	x	N/A	✓✓	✓✓
6.6.	In line with the Child Protection workplan	✓✓	✓✓	✓✓	✓✓	✓✓	✓✓
6.7.	In line with Shetland's Integrated Children and Young People's Plan 2011/14	✓	✓✓	✓✓	x	✓✓	✓✓
6.8.	In line with The Donaldson Review - Teaching Scotland's Children	✓	✓	✓	x	✓	✓
6.9.	In line with Commission for the Delivery of Rural Education	✓	✓	✓	✓✓	✓✓	✓✓

Legend

✓✓ = Fully met, ✓ = Partially met, x = Not met, P = Potential to meet, N/A = Not applicable

		Met / Partially Met / Not Met / Not applicable					
		Status Quo (MFTP)	Extant Blueprint	Next Steps	Tele-presence	Hub (1)	Hub (2)
<b>7. Curriculum for Excellence</b>							
7.1.	Our young people are successful learners, confident individuals, effective contributors and responsible citizens.	✓	✓✓	✓✓	X	✓✓	✓✓
7.2.	Every child in Shetland will have full access to the entitlements of CfE and they are supported to reach their full potential	X	✓✓	✓✓	X	✓✓	✓✓
7.3.	Meaningful progression routes for all	X	✓✓	✓✓	X	✓✓	✓✓
7.4.	Choice of qualifications available	X	✓✓	✓✓	P	✓✓	✓✓
7.5.	Broad General Education provided for all as far as S3	✓	✓✓	✓✓	✓	✓✓	✓✓
7.6.	Senior Phase Education provided in a single location	✓✓	✓	✓✓	P	✓✓	✓✓
7.7.	College partnership	P	P	P	P	✓✓	✓✓
7.8.	Promotion of employability skills	P	P	P	P	✓✓	✓✓
7.9.	Level of attainment for Literacy improved	X	✓✓	✓✓	X	✓	✓
7.10	Level of attainment for Numeracy improved	X	✓✓	✓✓	X	✓	✓
7.11	Improve levels of educational attainment	X	P	P	X	P	P
7.12	Flexibility to learn over variable time-frames	X	✓	✓✓	P	✓✓	✓✓
7.13	N1-N5 course can be delivered in one location (starts in S3)	✓✓	✓	✓✓	P	✓✓	✓✓
7.14	Provides class sizes which offer the best opportunities for active learning	X	✓✓	✓✓	X	✓	✓

Legend

✓✓ = Fully met, ✓ = Partially met, X = Not met, P = Potential to meet, N/A = Not applicable

### 8.3. Finance Information Relating to all Options

8.3.1 The costs of developing options and anticipated savings are included in sections 10 to 13 of this report where each option is described in detail. This part of the report sets out financial assumptions and points that pertain to all of the options. Section 9 describes the Status quo for the Secondary School Estate within the Medium Term Financial Plan and has been costed separately.

8.3.2 Work has been undertaken on overall staffing levels by Mr Tony Conroy, a national expert in the area of curriculum structure and timetabling. This has affected staffing for all options by indicating a more efficient staffing structure and therefore the anticipated savings are now revised from those indicated at the time of the informal consultation.

8.3.3 A number of assumptions have been made when developing staffing requirements and costing each option. These assumptions are as follows:

- The new curricular model will be applied and the norm will be to offer most pupils seven subject choices in Secondary 4 of the Senior Phase.
- Current support staff posts have not been considered (except in the Telepresence option where additional support staff will be required).
- Management structures where applicable have been considered.
- No management time allowance out of contact time has been included for Principal Teachers of curricular areas due to the current approach of Anderson High School and Brae High School for review of existing Principal Teacher posts or new principal teacher posts, which is that they can teach up to the maximum class teacher contact-time.
- The work does not include the timeline for realising full savings.
- The teaching staffing calculations have been made on the assumption that timetable structures would support the contractual maximum teacher contact time of 22.5 hours per week, pro rata, to be realised, i.e. a 33 X 50 minute period week, all teachers teaching for 27 of those periods.
- Specific costings for Skerries Secondary department have not been included.
- Salary estimates for 2014/15 have been used to work out current staff costs.
- Additional Support Needs (ASN) staffing has not been included, and the relevant Principal Teachers for this in the Anderson High School have

therefore not been included, this is because the future of this service is subject to the outcome of the Additional Support Needs Review.

- Current Pupil Support arrangements have been left as they are now for Brae High School and the Anderson High School.
- A reasonable amount of flexibility has been built into the teaching staff requirements to take account of current variations in schools timetables.
- The current Blueprint for Education proposes statutory consultation be undertaken for four further primary schools. If the outcome of these consultations were to close those four Primary Schools a saving of £400,000 would be made. An additional £240,000 could be realised from the current statutory consultation proposals if the recommendations are agreed and the schools closed. The aforementioned £640,000 or part thereof would be added to the savings in each option.

The following table summarises the potential savings each option would realise.

Appendix A

Note	1	2	3	4		
Summary of Potential Savings	Teacher Cost Savings £000	Other (Savings) / Additional Costs £000	Additional Transport / Hostel Costs £000	Total Estimated Saving £000	Remaining Proposals £000	Total Savings £000
<b>Status Quo in Medium Term Financial Plan</b>	(1,026)	(1,603)		(2,628)	(640)	<b>(3,268)</b>
<b>Extant (inc Baltasound)</b>	(2,232)	(198)	472	(1,959)	(640)	<b>(2,599)</b>
<b>Extant (exc Baltasound)</b>	(1,888)	(156)	449	(1,595)	(640)	<b>(2,235)</b>
<b>Next Steps (S1 - S3)</b>	(1,787)	(128)	474	(1,440)	(640)	<b>(2,080)</b>
<b>Telepresence</b>	(1,059)	287		(772)	(640)	<b>(1,412)</b>
<b>1 Hub (S1 - S3)</b>	(2,399)	186	431	(1,782)	(640)	<b>(2,422)</b>
<b>2 Hubs (S1 - S3)</b>	(2,003)	186	286	(1,530)	(640)	<b>(2,170)</b>
<b>1 Hub (S1 - S4)</b>	(1,257)	375	153	(729)	(640)	<b>(1,369)</b>
<b>2 Hubs (S1 - S4)</b>	(1,177)	375	60	(742)	(640)	<b>(1,382)</b>
<b>Recommendations</b>	(2,118)	(136)	542	(1,712)	(640)	<b>(2,352)</b>

1 - Teacher staffing information was provided by Children's Services.

2 - Finance Services have used previous data which has been updated with regard to 2014/15 proposed budgets, pupil numbers etc as relevant, and also using teacher travel costs provided by Children's Services where relevant.

3 - Transport Planning have calculated transport costs for some routes, however where new routes are proposed e.g. Brae, Finance Services have estimated costs to ensure consistency across options. These estimates were calculated using information available on other options and current routes.

4 – Bressay Primary School and Nursery Class, Skerries School Secondary Department, Olnafirth Primary School, Burravoe Primary School, Two Northmavine Primary Schools and Sandness Primary School.

## 8.4 Socioeconomic Study

- 8.4.1 A socioeconomic study on the Strategy for Secondary Education in Shetland that covers each of the options is included at Appendix 2.

## 8.5 Schools and Further and Higher Education Partnerships in the Senior Phase

- 8.5.1 To truly implement the Senior Phase of Curriculum for Excellence and give pupils a variety of choices and experiences including academic, vocational and work experience it is crucial schools work in partnership with others. This includes work places, the voluntary sector and especially further and higher education providers. In Shetland this means the University of the Highlands and Islands local partners: Shetland College and the NAFC Marine Centre.
- 8.5.2 As this is essential and fits with any of the options (although it would be difficult to adequately resource under the status quo for the secondary school estate within the Medium Term Financial Plan option) it is described here rather than repeated in each of the following sections.

“The Senior Phase of the curriculum relates to the period S4 to S6 in schools or the equivalent in terms of college or any other means of study. It is the stage of learning at which the relationship between the curriculum and qualifications becomes of key significance.” Building the Curriculum 3, page 39. Scottish Government

- 8.5.3 Schools now have more flexibility to improve the way they meet the needs of all learners, to increase achievement and raise attainment. In order to do that, the Senior Phase needs partnerships that broaden the range of achievement pathways. These partnerships include colleges, Community Learning and Development, local employers and business, as well as the third sector.
- 8.5.4 This section looks at the existing and emerging partnerships with the NAFC Marine Centre in Scalloway and with Shetland College, both of which are members of the University of the Highlands and Islands. Shetland College is in the Highlands and Islands regional college area. These regional college partnerships have the potential to enable access to a rich geographical range of colleges and opportunities.
- 8.5.5 Shetland secondary schools and departments have enjoyed a high quality of partnership planning with Shetland College and the NAFC Marine Centre in Scalloway over many years. Nine vocational pathways courses are offered to pupils who are mostly in Secondary 3 and Secondary 4. Most of these are delivered over two years and are based at the colleges, delivered by their lecturers. This has the major advantage of allowing pupils to access specialist (often industry standard) resources and expert staff. This option also gives pupils the opportunity to experience and become familiar with the ‘adult’ college environment. Learner feedback suggests that, for many pupils,

just being in college and ‘being treated as an adult’ is the aspect of their learning experience that they value most.

8.5.6 The Vocational Pathways programme is managed by Children’s Services – Schools in partnership with Shetland College, Train Shetland work experience, Skills Development Scotland, representatives from local industry, and the NAFC Marine Centre.

8.5.7 Most pathways enable the young person to achieve an Intermediate One or Intermediate Two qualification (to be replaced by a National Four or Five).

8.5.8 In session 2012/13, a total of 125 pupils took the opportunity to follow courses.

8.5.9 These courses are described in the following table.

<b>Course, Location</b>	<b>Qualification</b>	<b>Study Details</b>	<b>Number of Places</b>
Construction Crafts, Shetland College, Gremista	Intermediate 1	Alternate Fridays over two years	S3 – 20 S4 – 20
Contemporary Art Skills, Shetland College, Gremista	SQA Units	Alternate Fridays over two years	S3 – 8 S4 – 8
Early Education and Childcare, Shetland College, Gremista	Intermediate 1 with some additional Intermediate 2 units	Alternate Fridays over two years	S3 – 16 S4 – 16
Hairdressing, Anderson High School	Intermediate 1	Alternate Thursdays over one year	S3 – 16
Hospitality, Bruce Hostel Kitchens	Some units at Intermediate 2	Alternate Fridays over two years	S3 – 8 S4 – 8
Sound Engineering, Mareel Cinema and Music Venue, Lerwick	Practical experience only	Alternate Fridays over one year	S3 to S6 – 10
Engineering Skills NAFC Marine Centre, Scalloway	4 units	Alternate Fridays over two years	S3 – 10
Maritime Skills, NAFC Marine Centre, Scalloway	National Progression Award equivalent to Intermediate 2	Alternate Fridays over two years	S3 – 10
Aquaculture, NAFC Marine Centre, Scalloway	National Progression Award equivalent to Intermediate 1	Alternate Fridays over two years	S3 – 10



8.5.10 In addition to the Vocational Pathways described above, Shetland College is able to offer the following courses to pupils who are in Secondary 5 and Secondary 6 at Anderson High School and Brae High School:

- Higher Psychology;
- Higher Early Education and Childcare;
- alternative to Higher English;
- Employability Skills;
- European Computer Driving Licence.

In session 2012/13, 13 school pupils took a mix of these Highers, with 14 pupils taking employability skills and 13 taking the European Computer Driving Licence.

8.5.11 To continue to develop this partnership working, a working group of Children's Services central staff, Head Teachers and Shetland College management has met four times during the session 2012/13 with the formal aim of: "developing the delivery of Further and Higher Education courses as part of a mixed programme offered to school pupils."

The group is exploring the possibilities of enabling pupils who are in Secondary 5 and Secondary 6 the opportunity to study, as part of a mixed school/college programme, the following, along with other school-based qualifications:

- a part-time Higher National Certificate course over two years;
- additional Higher qualifications such as Sociology;
- a National Certificate in Social Studies;
- the possibilities of taking opportunities for pupils to access video-conference and virtual learning environment courses in subjects that may be delivered from other colleges across the University of the Highlands and Islands and Highlands and Islands regional colleges;
- the possibility of Senior Phase school students accessing a wide range of taster programmes, through the University of the Highlands and Islands, that may support progression routes to further or higher education.

8.5.12 To enable these aspirations, there are some challenges to overcome, such as potentially complicated timetable arrangements and difficulties in the funding requirements, with students possibly having to pay tuition fees.

8.5.13 These challenges exist at a national as well as a local level, and Colleges Scotland are working to highlight the funding challenges. Timetabling remains a local challenge that schools, in partnership with the colleges, will need to overcome to turn the aspiration into reality.

## 9. Status Quo for the Secondary School Estate Within the Medium Term Financial Plan Option

### 9.1 Description of Option

9.1.1 The basis of this option is that the Medium Term Financial Plan has been agreed by Shetland Islands Council on 28 August 2013. The purpose of the Medium Term Financial Plan is to set out the roadmap for Shetland Islands Council to achieve financial sustainability over the term of this Council and to align resources in accordance with the priorities of Councillors.

9.1.2 The Medium Term Financial Plan asked Councillors to build upon the progress already made towards reducing expenditure, by agreeing the policies contained within the plan in order to allow Shetland Islands Council to develop a sustainable financial model that will secure a minimum level for reserves of £150 million.

9.1.3 Each Directorate knows its target operating budget for 2014-15 and for the following four years. The detail for Children's Services is set out in the table below:

2013-14 £000s	Directorate		2014-15 £000s	2015-16 £000s	2016-17 £000s	2017-18 £000s	2018-19 £000s
41,262	Children's Services	Target Operating Budget	40,429	39,714	37,994	37,994	37,994
		Budget gap	(833)	(715)	(1,720)	0	0

9.1.4 Directors, working with their relevant Council Committee, are required to develop resourced directorate and service plans based on the target operating budgets across the Medium Term Financial Plan's timeframe.

9.1.5 Members will have the opportunity to review the spending proposals and options for each directorate prior to the end of 2013, and, through a process of continuous assessment, be able to adjust budgets at the margins to ensure that Shetland Islands Council priorities are properly reflected.

9.1.6 It was proposed that the core Council services of Children's Services, Community Care and Transport should be relatively prioritised as far as that is possible. This is a reflection on the Council's statutory obligations in these areas, the fundamental scale and cost of these services and the Council's political commitment to sustain key front-line services as a priority.

- 9.1.7 A budget will be presented to Shetland Islands Council in December 2013, which will set out detailed Directorate budgets for 2014-15 and indicative budgets for a further four years within the parameters in the Medium Term Financial Plan.
- 9.1.8 The Medium Term Financial Plan will subsequently be updated to reflect the approved 2014-15 budget and refreshed annually by Councillors during May/June each year to accommodate any shifts in Council priorities.
- 9.1.9 Currently it is the Extant Blueprint option which has been identified by Children's Services and approved by Shetland Islands Council on 20 September 2012, which was developed to meet the budget gap for 2014 - 2017.
- 9.1.10 This option has to consider how the Medium Term Financial Plan could be met by Children's Services within the status quo. The status quo here refers to retaining all the secondary schools and departments which are currently operational across Shetland.
- 9.1.11 In saying this, it should be noted that a statutory consultation on the proposed closure of the secondary department of Skerries School is progressing and the required Consultation Report has been published. Education and Families Committee and Shetland Islands Council will make a decision on this Consultation Report in due course.
- 9.1.12 Besides Skerries School Secondary Department there are two high schools which provide Secondary 1 to Secondary 6 and five other schools with secondary departments providing Secondary 1 to Secondary 4 in Shetland.
- 9.1.13 Head Teachers have been involved in considering how this option could be developed. In considering what could be changed, account had to be taken first, of the reductions in school budgets and service provision which have already been made over the past three years. These are:
- reducing expenditure on In-Service training;
  - reducing numbers of central staff;
  - reducing money available for supply;
  - reducing money available for Continuing Professional Development;
  - ending knitting instruction;
  - charging for instrumental instruction;
  - increasing charges e.g. for school meals;
  - reducing operating costs in schools, particularly resources available for learning materials and equipment ;
  - moving to national staffing levels in primary;

- reducing numbers of teaching staff in secondary;
- reducing numbers of Catering and Cleaning staff;
- reducing teacher input in nursery;
- securing more efficient use of resources for children and young people with Additional Support Needs;
- reducing music instruction;
- reducing Parent Council Clerks' honorariums;
- reducing school building maintenance.

9.1.14 The savings measures already implemented within Schools/Quality Improvement section of Children's Services as detailed above, have resulted in a reduction in expenditure between 2009/10 and 2012/13 of over £5 million.

9.1.15 This has made it very difficult to identify many further areas of reduction to this service area without affecting the delivery of education for all children in Shetland.

9.1.16 The areas which have been suggested are presented in increments of £0.5 million.

9.1.17 The first £0.5 million would be achieved through:

- a further reduction in the cleaning service;
- further savings from the Review of Provision for Pupils with Additional Support Needs;
- janitors undertaking some maintenance tasks (however, only a few of our schools have janitors);
- ending the out of school clubs in Dunrossness and Mossbank.

9.1.18 In addition to the above, in order to achieve savings of £1 million the following actions would be required:

- a further reduction in:
  - the number of Principal Teachers in secondary;
  - secondary teaching staff;
  - central staff;
- all Depute Head Teachers would teach for half the week;
- the secondary pupils at Baltasound Junior High School Secondary Department would all be taught together as one composite class of Secondary 1 to Secondary 4.

9.1.19 In addition to the above, in order to achieve savings of £1.5 million the following actions would be required:

- further Primary School closures in addition to those in the Blueprint for Education agreed by Shetland Islands Council in September 2012.

9.1.20 In addition to the above, in order to achieve savings of £2 million the following actions would be required:

- end swimming instruction for all pupils;
- end instrumental music instruction for all pupils.

9.1.21 This option is considered more drastic educationally than further primary school closures as it would wholly remove an element of educational provision.

9.1.22 In addition to the above, in order to achieve savings of £2.5 million the following actions would be required:

- the removal of all school operating budgets, meaning, amongst other things, there would be no new learning resources for secondary pupils and no money to pay for exam fees or licenses;
- a reduction in subject choices for all secondary pupils as there would be fewer teachers.

9.1.23 Finally, in addition to the above, in order to achieve savings of £3.268 million the following would be required:

- Children's Services would end the provision of school meals. Shetland would become the first Local Authority in Scotland to do this. Arrangements would be made to ensure all pupils entitled to free school meals were accommodated, most likely through direct payments to parents.

9.1.24 Head Teachers involved in developing this option found it extremely difficult to consider savings beyond the first £1.5 million in this way. Indeed, at a recent meeting of all Head Teachers, none of them were able to support this approach as they felt the damage to education would be immeasurable.

## **9.2 Staffing Implications**

9.2.1 As per the following table, implementation of this option would result in a reduction of approximately 20 full-time equivalent teaching staff. Staff whose jobs are affected will be treated in accordance with Shetland Island Council's Human Resources Policies.

<b>Status Quo in Medium Term Financial Plan</b>	Head Teachers	Depute Head Teachers	Principal Teachers	Teachers	TOTAL	Reduction
Proposed Staffing (Full Time Equivalents)	7	5	29	89	129	20

### 9.3 Transport Implications

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

### 9.4 Community Impact

9.4.1 As this option works through its stages, there are increasing impacts on local employment opportunities, particularly part-time posts in remote and outlying areas of Shetland. As Children's Services has experienced already there would be a great deal of community concern as well, about the prospect of further local primary school closure proposals.

### 9.5 Integrated Impact Assessment Findings in Summary

9.5.1 A summary of the Integrated Impact Assessment process is:

9.5.1.1 There are 64 possible areas/groups assessed for potential impacts from the intended outcome of the proposal.

9.5.1.2 The impact from the intended outcome has been recorded as either:

- Positive;
- Negative;
- Both (positive and negative impacts);
- N/A (no impact for this area/group from this intended outcome).

9.5.1.3 A note has been given for each answer. Further mitigation has been recorded for all Negative impacts.

9.5.2 An Integrated Impact Assessment was carried out for 'Status quo for the Secondary school estate within the Medium Term Financial Plan option'.

9.5.2.1 This Integrated Impact Assessment will have:

- three Positive impacts;
- 16 Negative impacts;
- two groups/areas experiencing both positive and negative impacts
- 43 groups/areas experiencing no impacts. These are recorded in the document as "n/a".

9.5.2.2 The Positive impacts are summarised below.

- The requisite savings will be made. There may be a positive impact on capital spend but this depends on the use and maintenance of primary school buildings that are no longer used for education purposes. There will be less energy consumption.

#### 9.5.2.3 The Negative impacts are summarised below.

- Education opportunities would be reduced. Music instruction and swimming instruction would be entirely removed from education in secondary schooling. Not offering school meals would mean no pupils would have a hot meal through the day. Potential negative impact if the Additional Support Needs Review savings directly impacts the pupils. There would be fewer teachers, no new learning resources and a reduction in subjects. A significant portion of the savings in this option relates to staff and therefore jobs would be lost.
- Removal of out of school clubs may impact on employment in Dunrossness and Mossbank and potentially impact on parents' employment opportunities. Potential negative for as yet unknown primary schools which will have to close. If more primary schools close then the children in those schools will not be in their own communities as much as they are now. There will be more transport. There will be less staff in rural and fragile areas, both teaching and catering staff. Keeping secondary departments open requires closing further primary schools. More primary aged children will then have increased travel.
- If this option is implemented the people participating in the informal consultation are likely to feel their views have been ignored. As the option is implemented and the more drastic actions taken, the negative impact on education would be bound to affect the organisation's reputation.

#### 9.5.2.4 Mitigation for Reducing Negative Impacts is summarised below.

- The Council's relevant policies for redundancy, redeployment, transfer and retirement will be used to support affected staff into positive futures. Arrangements would be made for those children who are eligible for free school meals (but it is unlikely that this would be a meal prepared on school premises and more likely to be payment to the parents of those children). The Review of Additional Support Needs Action Plan should be clear on pupil outcomes. All schools will still meet the Curriculum for Excellence's criteria for physical activity. Primary aged children whose school must close will have more travel, but those pupils would have relatively short journeys to/from receiving schools. Every opportunity will be taken to merge with existing school transport, and public transport where feasible. In line with the new Community Plan, partners will work with community groups

to ensure they are involved in local matters where they can make a difference.

- There were numerous negative impacts from the intended outcome of this proposal for which no mitigation could be realised.

## **9.6 Impact on School Estate**

9.6.1 The impact on the secondary school estate takes into account the decision for the ongoing statutory consultation for Skerries School Secondary Department and consideration of the recommendation.

9.6.2 There would be impact on the primary school estate if there had to be further statutory closure proposals as a means of finding the full budget gap.

## **9.7 Legal Implications**

9.7.1 The reductions in staffing, resources and operating costs within each school under this option may result in Shetland Islands Council failing to meet their legal duties to provide school education to a required standard as detailed in paragraph 1.2.

9.7.2 The statutory consultation process under the Schools (Consultation) (Scotland) Act 2010 would have to be followed for any further primary school statutory closure proposals.

## **9.8 Informal Consultation Findings to Date**

9.8.1 The Head Teachers have been involved in an annual discussion for the past five years as part of the budget setting exercise. A number of their suggestions have been taken forward particularly in the past three years which have reduced the resources available for pupils in Shetland. These have already been listed in Section 9.1.

9.8.2 The full summary of the Informal Consultation conducted in October 2013 is detailed in Appendix 1.

9.8.3 The feedback on this option indicated the advantages to be that local schools could stay open and some of the changes could be implemented. There was an acknowledgement that the option would meet the financial targets, but most respondents considered the price of doing so too high in relation to the negative impact on education. Overall it received more negative comment than positive with people finding it unacceptable, unsustainable and unbelievable. A number of comments thought the option aimed to scaremonger with the legality of some of the proposals such as stopping school meals questioned. There were concerns about what the described changes would do to the quality of education locally with staff raising concerns about the limitations that would be placed on subject choices. The proposals to end swimming and music instruction received varied views ranging from those who thought that it was a reasonable thing to do, to those who considered such education as fundamental and essential. The feedback from



pupils indicated they were more likely to accept some of the proposed changes than other respondents.

### **9.9 Advantages of this Option**

- There would be no further progression with statutory consultation on any of the secondary school estate in Shetland until at least 2018 at the conclusion of the Medium Term Financial Plan. Statutory consultation has been, and will continue to be, an extremely stressful, divisive and time-consuming exercise for local communities and staff where closures are proposed.
- The actions described enable Children's Services to meet the obligations included in the Medium Term Financial Plan.
- This option could be implemented in increments of half a million pounds, with the least impact on pupils and communities being implemented first.

### **9.10 Disadvantages of this Option**

- The Review of Provision for Pupils with Additional Support Needs will increase the workload of teaching staff. Implementation of its recommendations gives rise to short term difficulties for some children and families as the changes occur. There could be loss of employment opportunities in some rural locations.
- Many schools do not have janitors, but there is some scope to share janitors across clusters. The skills of janitors vary: training may be required to enable them to undertake some maintenance duties but they could not be trained to become plumbers, joiners or electricians. This may have a knock-on effect to other council departments that currently provide maintenance services and may require changes to job remits and union negotiations.
- The removal of the Out of School Clubs has the potential to impact on parents' abilities to continue in employment and therefore on their income. There would be loss of employment opportunities provided by the clubs. The running costs are greater than the revenue generated.
- A reduction in management time for Depute Head Teachers would impact on the workload of the Head Teacher, and finding a meaningful teaching commitment may be difficult in some schools. There would be a loss of flexibility for duties and activities within schools. Supply costs would increase as internal cover capacity decreases, thus reducing the amount of savings that can be made by this action.

- The further reduction in Principal Teachers and secondary teaching staff would mean a poorer quality of education could be delivered. Internal quality assurance would be less, and the development of the curriculum and the quality of teaching would suffer. The sharing of teachers between schools makes timetabling very difficult, with a subject specialist potentially being in a school for only one or two days per week. This means that one day's pupil absence could result in missing an entire week's teaching in a specific subject.
- Central staff provide a range of services to schools such as supporting international education; providing drama instruction, field studies education and cultural opportunities; and supporting and challenging schools to implement school improvement. A reduction of any of these services reduces the quality and richness of the school experience for pupils.
- Baltasound Junior High School Secondary Department composite class would be challenging for both teachers and pupils to ensure all areas of the curriculum at different levels could be offered. Secondary pupils would have fewer subject choices as teaching capacity would be reduced. Teaching one class that both prepares some pupils for their National qualifications and delivers other pupils their entitlement to a Broad General Education would be extremely challenging and would impact on the quality of education.
- Eliminating swimming and instrumental music instruction would entirely remove those elements of education from secondary schooling in Shetland, impacting upon the use of leisure centres and potentially on Shetland's strong music culture.
- Having virtually no operating budget would mean schools would be unable to afford new learning materials and essential expenditure such as examination fees, software licenses, stationary, text books, operating costs such as chemicals for experiments, food for Home Economics, and many other basic essentials.
- Shetland would be the first local authority in Scotland not to provide school meals.

9.10.1 Making cuts such as those described to meet the full amount of the savings is neither sustainable nor viable. As time goes on attainment levels will drop, with the result that young people will find it hard to enter employment and further or higher education, and difficult to compete for places with their counterparts from other areas.

## 9.11 Identified Risks

9.11.1 The following key risks for Children's Services would result from the implementation of this Option:

- Not meeting the statutory duties for a Local Authority around Getting it Right for Every Child which is being progressed in the Children and Young People's Bill;
- Staff redundancies;
- The priorities in the Play Strategy action plan for Scotland due shortly would not be met. The Strategy highlights the need for Out of School Care and Youth Services;
- The increase to 600 hours for pre-school education provision nationally will not be manageable; this change has to be resourced and delivered locally;
- The national strategy to teach pupils two additional languages would not be able to be resourced;
- Specialist areas of primary curriculum would not be supported from the Central Service;
- The education of all children and young people across Shetland would be affected;
- No new learning resources would have a hugely detrimental impact on all education;
- Poor Education Scotland inspection reports resulting in reputational risk to the Council;
- Failing to meet the legal duty to provide school education to a required standard.

## 9.12 Development and Implementation Costs

9.12.1 The cost of implementing this option will be mainly within current resources and be in relation to the work required to reduce staff in accordance with Shetland Islands Council Human Resource policies. There will be additional transport costs for staff; these will be offset against the overall savings.

## 9.13 Expected Savings

9.13.1 Simply, it is completely impractical and nonsensical to consider saving £3.268 million whilst maintaining the status quo in relation to the school estate. The savings within this report demonstrate how it could be done without considering proposed secondary school closures, however the negative impact on education must be recognised.

9.13.2 To illustrate this further, schools' resource budgets in total across the school estate currently amount to around £560,000 in total. This falls way short of the £833,000 reduction required for 2014-15 under the Medium Term Financial Plan alone. In short, drastic reductions to school's resource budgets are not only unwelcome as they would severely dent pupils' learning experiences, opportunities and learning materials, they would not achieve the required level of savings for even one year. Some of these resource costs

are statutory and cannot be saved such as copyright licences and Care Inspectorate fees, as well as costs for other Council Services such as waste disposal.

9.13.3 To move towards the £1.5 million level of savings without altering the Secondary School Estate would mean drastic reductions and in some cases, the end of important services and support provision for pupils. In short, stripping this provision away would affect Shetland adversely from a cultural and social view point as well as educationally.

9.13.4 In reality, given the budget settlement, the primary school estate would need to be reconsidered looking at how this could be reduced and rationalised in the Central Mainland, South Mainland and further in the North Mainland. This is the only feasible means of achieving the savings and maintaining an appropriate service and provision for the children and young people of Shetland.

9.13.5 Educational standards are high in all Shetland Schools and this is underlined by consistently strong inspection reports. However, there are educational benefits of larger primary schools with less need to composite classes. Pupils have access to a wider range of teaching staff with similar aged peers, and greater opportunities for pupils to learn together, for group work, cooperative learning and team games. Schools with more staff enable teachers to work together collaboratively and collegiately to secure improvements in pupil attainment and achievement.

## **9.14 Timeline for Implementation**

9.14.1 The timeline for implementation would have to meet those set out in the Medium Term Financial Plan. All service plans will be required to cover each of these areas; this work will need to be delivered on the timetable set out below:

- Directorate / Service Priority Planning, Detailed Budget Planning and Strategic Risk Analysis – between August and October 2013;
- Resourced and Risk Assessed Directorate / Service Plans for 2013 – 2017 communicated to Councillors – November/December 2013;
- Resourced Directorate / Service Plans reported to Committees – November/December 2013;
- Resourced Directorate / Service Plans and detailed 2014-15 Council budget reported to Council – December 2013/ January 2014.

9.14.2 These plans would have to describe the 2014-15 savings of £833k in detail and the 2015-2016 savings of £715k, and the 2016-17 savings £1,720k in outline.

## **10. The Extant Blueprint Option (plus or minus Baltasound Junior High School Secondary Department)**

### **10.1 Description of Option**

- 10.1.1 The Extant Blueprint for Education was approved by Shetland Islands Council at its meeting on 20 September 2012. That report proposed the reorganisation of secondary education in Shetland in order to provide the breadth of curriculum to best develop a young person's skills and particular interests, in schools which are educationally viable and vibrant, as well as being financially sustainable.
- 10.1.2 The Extant Blueprint recommended the closure of secondary departments at Aith Junior High School, Sandwick Junior High School, Skerries School and Whalsay School, with pupils transferring to the Anderson High School; and the closure of Baltasound Junior High Secondary Department, with pupils transferring to Mid Yell Junior High School for Secondary 1 to Secondary 4, then pupils transferring to the Anderson High School thereafter for Secondary 5 and Secondary 6. Those proposed closures would be managed over a period of three years, culminating in the transfer of the pupils from Sandwick Junior High School Secondary Department and Whalsay School Secondary Department in 2016, to coincide with the completion of the new Anderson High School.
- 10.1.3 On 20 September 2012, the Council did not approve the proposal to consult on the closure of Baltasound Junior High School Secondary Department, in recognition of earlier assurances given around the closure of Uyeasound Primary School, in 2011.
- 10.1.4 Given that there are now only 18 pupils in the secondary department of Baltasound Junior High School, and that five year projections demonstrate the roll will consistently be under 30 pupils, it is felt that consideration should be given to include again the proposal to close that secondary department.
- 10.1.5 Members of the Education and Families Committee agreed in September 2013 that re-considering Baltasound Junior High School Secondary Department should be included in the Extant Blueprint Option.
- 10.1.6 One of the conditions set by the Scottish Government when granting consent to close Uyeasound Primary School was that the Shetland Islands Council had to report progress made towards realising the educational benefits it described for those pupils from Uyeasound, for three academic years, ending in June 2014. By August 2014, only four of the ten original pupils from Uyeasound Primary School will remain in the primary department of Baltasound Junior High School. Were the Council to reconsider the viability of Baltasound Junior High School as part of its Strategy for Secondary Education, then it is proposed that consultation would commence during 2016, with the proposed date of transfer being August 2017 by which time four Uyeasound pupils will remain in Baltasound Junior High School.

## 10.2 Staffing Implications

10.2.1 As per the table below, implementation of this option, including closure of Baltasound Junior High School Secondary Department, would result in a reduction of approximately 44 full-time equivalent teaching staff. Implementation of this option, excluding closure of Baltasound Junior High School Secondary Department, would result in a reduction of approximately 37 full-time equivalent teaching staff. Staff whose jobs are affected will be treated in accordance with Shetland Island Council's Human Resources Policies.

<b>Extant Blueprint Option (including Baltasound)</b>	Head Teachers	Depute Head Teachers	Principal Teachers	Teachers	TOTAL	Reduction
Proposed Staffing (Full Time Equivalents)	3	4	31	67	105	44

<b>Extant Blueprint Option (excluding Baltasound)</b>	Head Teachers	Depute Head Teachers	Principal Teachers	Teachers	TOTAL	Reduction
Proposed Staffing (Full Time Equivalents)	4	4	32	72	112	37

10.2.2 It should be recognised from the tables above that the difference in teacher numbers of 7 full time equivalents can be attributed to Baltasound Junior High School Secondary Department.

## 10.3 Transport Implications

10.3.1 During previous consultations, the travel implications for children of closing a school and moving them to another have been one of the primary concerns for parents. The main issues raised have been the travel times for children which will arise from any proposal and the quality of the roads over which they will travel. Children's Services has made a commitment that transport will be organised to ensure that, as far as possible, children will not travel for longer than the current maximum single journey time, which is 65 minutes for a secondary pupil.

10.3.2 Having considered these travel times for a maximum single journey, other Scottish Local Authorities have been contacted to see what their single journey times for secondary pupils were:

- the maximum travel time is 75 minutes;
- the average maximum travel time is 52 minutes;
- ranking travel times highest to lowest, Shetland is placed at Number 2 with a maximum time of 65 minutes;

- the Western Isles is ranked Number 3 with a time of 60 minutes and Orkney is ranked Number 6 with a time of 55 minutes.

10.3.3 The following information on daily travel arrangements has been compiled by the Transport Planning Service. All travel requirements, times, and costs, resulting from any closure proposal would be looked at in more detail as part of any statutory consultation process and the affected community will be fully involved in considering alternative options.

10.3.3.1 Sandwich Junior High School, Secondary Department - Proposed Closure for the beginning of the 2016/17 school year:

- additional bus to take pupils from Sandwich and Cunningsburgh;
- additional bus to take pupils from Cunningsburgh and Quarff;
- additional bus to take pupils from Quarff and Gulberwick;
- additional bus to take pupils from Dunrossness and Levenwick;
- additional bus to take pupils from Quendale, Bigton, Maywick and Ireland;
- upsize existing feeder out of Wester Quarff to accommodate additional pupils;
- remaining pupils would continue to travel on existing service and school transport buses.

The maximum travel time for any secondary pupil heading to the Anderson High School would be 65 minutes.

10.3.3.2 Aith Junior High School, Secondary Department - Proposed Closure for the beginning of the 2014/15 school year:

- Vementry feeder will have to double run as there will be one pupil to go to the Anderson High School.
- Gonfirth feeder will have to double run as there will be one pupil to go to the Anderson High School.
- Twatt/Clousta feeder will have to double run as there will be four pupils to go to the Anderson High School.
- Westerskeld and Skeld pupils (ten) would be able to access the Service Bus in the morning, therefore this cost would be for fares only;
- an additional bus will be required between Lerwick and Walls as there are too many pupils for the single service bus that currently runs to the West Mainland at that time;
- a new school transport would operate from Reawick, to Sand, Semblister and Effirth continuing to Bixter for transfer to the main bus.

In this option, 65 minutes is the maximum estimated travel time for any pupil. The time taken to transfer at Bixter has been limited as the new bus will start in Walls; this should result in the same time taken to transfer as currently.

- 10.3.3.3 Whalsay School, Secondary Department - Proposed Closure for the beginning of the 2016/17 school year:
- Pupils would travel by ferry on a Sunday at 1900. Pupils would then be collected by a school bus and transported to the Halls of Residence. Pupils would return on the Friday by bus, to meet the 1700 ferry to Whalsay.
- 10.3.3.4 Skerries School Secondary Department - Proposed Closure for the beginning of 2014/15 school year:
- Consultation report has been published with proposed transport arrangements and will be presented to Education and Families Committee and Shetland Islands Council in due course.
- 10.3.3.5 Baltasound Junior High School - Proposed closure for the beginning of 2017/18 school year:
- Pupils would travel as now for Secondary 5 and Secondary 6 pupils: on a Sunday, during winter months on the 1630 ferry from Belmont. A bus would transport the pupils across Yell for the 1730 ferry from Ulsta. Another bus would pick the pupils up at Toft transporting them to Lerwick. During the summer months they would get the 2000 ferry from Belmont, catch the 2040 ferry from Ulsta and then be transported to Lerwick.
  - Pupils would return on a Friday by bus to meet the 1630 ferry from Toft to Ulsta, travel across Yell, and catch the 1715 ferry from Gutcher to Belmont.
  - If Baltasound Junior High School Secondary Department is closed, arrangements would be put in place for all pupils travelling daily to Mid Yell Junior High School which would adhere to the maximum travel time of 65 minutes.

## **10.4 Community Impact**

### **10.4.1 Likely Effects on the Local Community**

- 10.4.1.1 The closure of the secondary departments of the junior high schools would still leave the schools open to provide education for pre-school and primary pupils. Other community users of those schools would continue to have access to the current facilities, and the closure of a secondary department would potentially provide additional space for community use.
- 10.4.1.2 The Commission on the Delivery of Rural Education advocates the community use of schools and further, that local authorities, health and other community planning partners actively seek holistic solutions to enhance the viability of rural communities.



- 10.4.1.3 Innovative solutions are being considered locally, and indeed implemented in some cases; for example, an arrangement has been reached with NHS Shetland for the lease of the primary department of Scalloway Primary School, with the primary department re-locating into what was the secondary department, prior to its closure in 2011. That will provide a new health centre for Scalloway, and still allows for the potential of other complementary services to be co-located there.
- 10.4.1.4 It should also be noted that many areas have a well equipped, modern public hall and often a swimming pool and leisure centre which are considered significant community assets.
- 10.4.1.5 However, in general terms, Children's Services has learned from previous consultations, that local communities are fearful that the closure of a school, or any part of a school, will have a detrimental effect. Therefore, in the event of any closure proposal being agreed to, Children's Services will work with Community Learning and Development, and Economic Development, to assess the potential impact and to ensure that a local development plan is in place for the area.

#### **10.4.2 Likely Effects on the Wider Community**

- 10.4.2.1 The wider strategic driver for the Strategy for Secondary Education is Shetland's context within which Shetland Islands Council must deliver education. School rolls, overall, have fallen and there is already a significant surplus of vacant school places. In addition, Shetland Islands Council faces a requirement to make significant reductions in its spending. Therefore, in order to protect the level of resourcing in schools, which will ensure all children have the best possible opportunity to achieve their full potential, it is recognised that the number of establishments delivering school education must be reduced. If this is not achieved, then the quality of education will be diminished across all schools, for all pupils.

### **10.5 Integrated Impact Assessment**

- 10.5.1 A summary of the Integrated Impact Assessment process is:
- 10.5.1.1 There are 64 possible areas/groups assessed for impact.
- 10.5.1.2 The impact from the intended outcome has been recorded as either:
- Positive;
  - Negative;
  - Both (positive and negative impacts);
  - n/a (no impact for this area/group from this intended outcome).
- 10.5.1.3 A note has been given for each answer. Further mitigation has been recorded for all Negative impacts.

10.5.2 An Integrated Impact Assessment was carried out for 'The Extant Blueprint for Education'. This considers the intended outcome of "Closure of secondary departments at Aith Junior High School Secondary Department, Sandwick Junior High School Secondary Department, Whalsay School Secondary Department, Baltasound Junior High School Secondary Department and Skerries School Secondary Department".

10.5.2.1 This Integrated Impact Assessment will have:

- seven Positive impacts;
- 12 Negative impacts;
- nine groups/areas experiencing both positive and negative impacts
- 36 groups/areas experiencing no impacts. These are recorded in the document as "n/a".

10.5.2.2 The Positive impacts are summarised below.

- There would be a positive impact for pupils through increased educational opportunities, greater access to cultural activities in the Lerwick area and access to larger peer groups who can develop active learning opportunities through work and play with other children.
- Energy consumption would be reduced in schools with closed secondary departments. School buildings are valuable real estate that can be used by the community or by businesses. There will be a positive impact on capital spend, operational budgets and Shetland's finances. A reduction in budget avoids reputational impact for the organisation for overspending.

10.5.2.3 The Negative impacts are summarised below.

- Pupils from Skerries, Unst and Whalsay would spend more time outside of the isles and living in the Halls of Residence, thus meaning they cannot participate locally, to some extent. Teachers would be removed from the community and pupils would spend less time in their community. Pupils will no longer be able to walk or cycle to school; the Halls of Residence is adjacent to the Anderson High School. It is not clear that the proposal takes into account informal learning/community learning/traditional skills learned from family/community members. More transport would be required.
- Businesses in the isles and rural areas will potentially lose the custom of teachers and pupils during the week. The affected communities potentially have a negative impact, though the affected staff are likely to remain in Shetland. A decision to close schools is unpopular in affected communities and those communities will feel their needs are not being fully considered by the Council. The buildings may be difficult and/or costly to repurpose. There will be a negative impact on a number of teaching staff. Some staff will have to be relocated and/or redeployed or transferred.

- Respondents felt Skerries provides a very supportive environment for pupils with additional support needs, and were concerned about pupils with additional support needs staying in the Halls of Residence. Respondents from Skerries felt children would be more at risk of drug abuse on the Shetland mainland.

10.5.2.4 The Mitigation for Reducing Negative Impacts is summarised below.

- Exploration will take place on offering more frequent opportunities for transport home. Transport will, as far as possible, link in to public transport. A Strategic Environmental Assessment gateway screening of the Blueprint for Education was undertaken in 2011 and confirmed the Blueprint for Education is unlikely to have significant environmental effects. Children's Services will work with other Council services and other community planning partners to support affected communities. Curriculum for Excellence Senior Phase should explore educational placement opportunities in the isles to complement the further education and employer opportunities that will be developed in Lerwick. Specific transition arrangements will be put in place and the Halls of Residence will have special accommodation. Future use of buildings should be agreed to ensure productive use by either Shetland Islands Council, businesses or the affected community. Equipment and ICT facilities should, as much as possible, be put to use by remaining schools. Shetland Islands Council's relevant policies for redundancy, redeployment, transfer and retirement will be used to support affected staff into positive futures.

## **10.6 Other Impact Assessments**

10.6.1 A Rapid Health Impact Assessment was conducted in December 2012 on the Refresh of the Blueprint. The key health findings related to travel potentially restricting physical activity and employment levels in local communities.

10.6.2 A Strategic Environmental Assessment gateway screening of the Blueprint for Education was undertaken in 2011 and confirmed the Blueprint for Education is unlikely to have significant environmental effects.

## **10.7 Impact on School Estate**

10.7.1 The Extant Blueprint for Education Option recommends the closure of the secondary departments of Aith Junior High School, Baltasound Junior High School, Sandwick Junior High School, Skerries School and Whalsay School.

10.7.2 The current financial position of the Shetland Islands Council means that we are not able to sustain the delivery of Curriculum for Excellence throughout the junior high school estate. Were the Extant Blueprint for Education to proceed, then proposals for alternative use of any vacated buildings must form part of the statutory consultation process. See Section 15 for more detail on the school estate.

## 10.8 Legal Implications

10.8.1 Statutory consultations will be required to deliver the Extant Blueprint for Education Option. The timetable agreed at Shetland Islands Council on 20 September 2012 is set out as follows:

### Phase 1

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

### Phase 2

Closure Proposal	Receiving School	Statutory Consultation	Proposed Transfer Date
Baltasound Junior High School Secondary Department	Mid Yell Junior High School Secondary Department	2016	August 2017

### Phase 3

Closure Proposal	Receiving School	Statutory Consultation	Proposed Transfer Date
Whalsay School Secondary Department	Anderson High School	2015	August 2016

## 10.9 Informal Consultation Findings to Date

10.9.1 In addition to the consultations undertaken as part of Best Value Review process from 2001 until 2007, four consultation exercises have been undertaken since 2008 to inform the development of the Blueprint for Education. However, in February 2012, Shetland Islands Council asked Children's Services to 'Refresh the Blueprint', in order to identify areas where cuts could be made from the education budget to save a further £3 million from existing expenditure. To inform this task, Children's Services undertook a consultation with identified groups able to represent community views on school education.

- 10.9.2 All groups were asked to give an opinion on where the further savings could be made by providing a collective response to a questionnaire which highlighted a series of viable options. Groups were also asked to suggest any other ideas that they considered would result in savings. The questionnaire was distributed to the following groups:
- 18 community councils;
  - 32 parent councils;
  - 32 school staff groups.
- 10.9.3 Groups were asked to select four options in each category which would contribute to the required level of savings, or to provide written responses with alternative options. All groups had the option to invite representatives from Children's Services and Finance to attend meetings to provide more detailed information as required.
- 10.9.4 In total, 656 people attended group meetings. This gave the consultation a response rate of 70.7%, with 27 groups providing suggestions for savings.
- 10.9.5 There were several common themes from the four consultations since 2008, including that of 2012. These are summarised in the lists below.

#### **Corporate**

- Lack of decision making by Councillors after consultation
- A clear commitment to rural sustainability
- Expenditure on education should be a priority
- An acknowledgement the Blueprint is driven by finance and not best educational provision
- Big decisions need to be made rather than small changes that 'chip' away at the budget
- Commitment to maintain the high quality of education delivered in rural schools
- Decisions must provide quality education for all pupils in Shetland
- Shetland Islands Council needs a long term vision or strategy for education
- Acceptance that change is required to reduce expenditure

#### **Consultation Process**

- Cost of consultation
- Lack of engagement by unions
- Willingness to discuss issues of options at a meeting, but reluctant to commit views to writing
- Communities are tired of consultation
- Consultation is divisive and sets communities against each other
- Information provided on consultation was often not detailed enough or inaccurate

- Timing of consultations often poor, e.g. 2012 consultation done with a new Council whilst waiting on the 'Commission on Rural Education' to report

### **School Closures and School Estate**

- Secondary closures are more acceptable than primary closures
- Single teacher primary schools, with a roll below 20, are acceptable
- Rejection of Secondary 1 to Secondary 3 within junior high schools
- School estate needs to be rationalised
- Close small primary schools
- Clear indication of what the closed school building would be used for
- Information on previous school closures in Shetland and their effects
- Will lose high quality of education delivered in rural schools

### **Specific Closures**

- Close Skerries School Secondary Department
- Rationalise Central Mainland primary schools
- Rationalisation of Northmavine primary schools
- Only maintain two high schools (Anderson and Brae)

### **Alternatives to Closure / Ways to Save**

- Better use of ICT to deliver education
- Savings should be achieved from other service areas
- Introduce a staffing formula in schools
- Previously agreed options for savings not properly developed e.g. Hub Option in secondary
- Reduce secondary staffing
- Share resources between school cluster areas
- Source alternative funding for education, e.g. Charitable Trust
- Further reduce swimming provision
- Charge for school transport when it is for placing requests
- Increase use of parent volunteers
- Increase energy efficiency of schools
- Charge for certain outdoor activities

### **Curriculum for Excellence**

- Recognition that the delivery of secondary education needs to change to meet Curriculum for Excellence
- Differing opinions as to whether junior high schools could/can effectively deliver Curriculum for Excellence

### **Community**

- Schools are central to communities
- Schools are crucial for rural sustainability

### **Travel and Transport**

- Want a commitment to acceptable travel times for pupils
- Concerns regarding road conditions, especially single track roads and wintry conditions
- Health and wellbeing of pupils who travel by bus rather than walking or cycling
- Ability to participate in after school activities if pupil needs to catch a bus
- Particular concern for primary travel times

10.9.6 All of these findings were presented to Members on 20 September 2012, as part of the Extant Blueprint for Education report.

10.9.7 The full summary of the Informal Consultation conducted in October 2013 is detailed in Appendix 1.

10.9.8 This option was seen as having very few advantages, although people could see advantages for Yell, with potential benefits for Unst depending on whether or not Baltasound Junior High School Secondary Department was considered for closure. Some people recognised the advantage of fewer transitions for some pupils and a benefit in adhering to the current transition point of the end of Secondary 4. It was acknowledged that funding would be saved. Pupils saw more social interaction as an advantage.

10.9.9 Disadvantages were centred on the closure of rural junior high schools with the negative impact caused for pupils through having long daily commutes or having to live away from home in the Halls of Residence at a younger age than is currently the case; both of these situations were considered detrimental to pupils' wellbeing. Pupils having to travel during adverse weather conditions was raised as a concern by many people. The impact on families and communities of young people being away was seen as at best difficult and at worst leading to families moving and subsequent rural depopulation. There was scepticism about the cost of transport with many believing it would be significantly more than estimated.

### **10.10 Advantages of this Option**

- This option presents a strategic approach which is sustainable in the long term.
- It maintains breadth of curriculum for all pupils.
- It maximises choice and flexibility for all pupils.
- Almost all pupils in Shetland would be able to complete their secondary education in one establishment, with the exception of pupils from Yell and Unst.
- It provides opportunities for maximising achievement.
- It retains more full time teaching posts based in one school.
- There are efficiencies in timetabling and the use of teaching staff.

- Pupils would have access to a wider range of staff.
- Pupils would have access to larger peer groups.
- Pupils would have access to a wider range of extra-curricular activities.
- The remaining schools will be better resourced.

#### **10.11 Disadvantages of this Option**

- The loss of some employment opportunities in rural areas.
- There are concerns about loss of community identity.
- There would be increased travel for some pupils.

#### **10.12 Identified Risks**

The following key risks for Children's Services would result from the implementation of this Option:

- Should the Shetland Islands Council decide to undertake further statutory consultations, it is possible that any decisions taken will be called in by the Scottish Ministers, pending the implementation of the recommendations of the Commission on the Delivery of Rural Education.
- The staffing policies which apply to teaching staff demand that any severance from the service of Shetland Islands Council may only be sought through voluntary means.

#### **10.13 Development and Implementation Costs**

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



## 10.14 Costs and Expected Savings

10.14.1 The financial implications of these options are shown in the following table:

	Potential Savings – Extant Blueprint	
	Including Baltasound £000	Excluding Baltasound £000
<b>Teacher Cost Savings<sup>1</sup></b>	(2,232)	(1,888)
<b>Other Savings / Additional Costs<sup>2</sup></b>	(198)	(156)
<b>Additional Transport / Halls of Residence Costs<sup>3</sup></b>	472	449
<b>Total Estimated Savings</b>	(1,959)	(1,595)
<b>Remaining Proposals<sup>4</sup></b>	(640)	(640)
<b>Total Savings</b>	<b>(2,599)</b>	<b>(2,235)</b>

1 - Teacher staffing information was provided by Children's Services.

2 - Finance Services have used previous data which has been updated with regard to 2014/15 proposed budgets, pupil numbers etc as relevant, and also using teacher travel costs provided by Children's Services where relevant.

3 - Transport Planning have calculated transport costs for some routes, however where new routes are proposed e.g. Brae, Finance Services have estimated costs to ensure consistency across options. These estimates were calculated using information available on other options and current routes.

4 – Bressay Primary School and Nursery Class, Skerries School Secondary Department, Olnafirth Primary School, Burravoe Primary School, Two Northmavine Primary Schools and Sandness Primary School.

## 10.15 Timeline for Implementation

10.15.1 The Commission on the Delivery of Rural Education has recommended that there should be no change to the consultation timescales set out in the Schools (Consultation) (Scotland) Act 2010.

10.15.2 That being the case, and in order to accord with Shetland Islands Council's decision that consultation begin in respect of Aith Junior High School Secondary Department, and Sandwick Junior High School Secondary Department, in 2013; the timeline could look like this:

Statutory Consultation – 6 weeks	25 November 2013 – 17 January 2014
First Review Period – 3 weeks	20 January 2014 – 7 February 2014
Consultation report published	21 February 2014
Education and Families Committee	Approx 19 March 2014
(Last date for call in	30 April 2014)

- 10.15.3 If consultation on the closure of secondary departments at Whalsay School and Baltasound Junior High School subsequently took place in 2014, and timescale for transfer of pupils were adhered to, the programme could be completed by August 2016 to coincide with the opening of the new Anderson High School.

## **11. The Next Steps Option**

### **11.1 Description of Option**

- 11.1.1 The basis of the strategic approach in this option is that, on educational grounds related to the introduction of the Senior Phase of Curriculum for Excellence, pupils should not have to move schools during their secondary education. If, for geographical reasons, a transition is absolutely necessary, it should take place before the Senior Phase begins and must be managed very carefully. In essence the current model of secondary education in Shetland does not match the requirements of the new secondary curriculum.
- 11.1.2 The Next Steps Option would differ from current practice in that there would be fewer junior high schools and those remaining junior high schools would provide education at Secondary 1 to Secondary 3 level with pupils transferring to a high school at the end of Secondary 3.
- 11.1.3 The Curriculum for Excellence Senior Phase will be introduced locally in 2014. Taking account of the aforementioned aim to avoid transitions between schools if at all possible and, where they are inevitable, manage them, the proposals set out below were made as the Next Steps option:
- Skerries School Secondary Department proposed closure consultation (currently ongoing) should progress as planned with the aim of transferring pupils in August 2014 depending on the outcome of the consultation.
  - Sandwick Junior High School Secondary Department closure consultation should progress as planned with the aim of transferring pupils to the Anderson High School in August 2016 depending on the outcome of the consultation. If the Anderson High School can

accommodate the additional pupils from Sandwick earlier than 2016 that should be supported.

- Aith Junior High School Secondary Department proposed closure consultation should progress as planned with the aim of transferring pupils to the Anderson High School in August 2014 depending on the outcome of the consultation.
- Whalsay School Secondary Department should provide Secondary 1 to Secondary 3 education with pupils transferring to the Anderson High School at the beginning of Secondary 4. Similarly, provision of Secondary 4 education should be discontinued at Mid Yell Junior High School and Baltasound Junior High School, with pupils transferring to the Anderson High School at the start of the Senior Phase. Consultations on the proposed changes should take place during 2014 with the aim of enacting the changes from August 2015. The timescale of transferring pupils to the Anderson High School could be amended from 2016 if it proves possible to absorb the Sandwick Junior High School Secondary Department pupils earlier than the planned 2016 schedule depending on the outcome of the consultation on Sandwick Junior High School Secondary Department. Pupils who could realistically travel daily to Brae High School from Yell within the current maximum journey time of 65 minutes should be offered the opportunity to do so.
- The inevitable transition required for the pupils from Whalsay, Mid Yell and Baltasound would comprise of small numbers. This means that individual transition arrangements could be developed to ensure progression pathways were achieved. It would not be possible to do that for a large number of pupils. The current projected numbers in Secondary 4 from Whalsay, Yell and Unst average 12, 11 and five respectively over the next three years. Given the educational imperative to minimise transitions, pupils from Whalsay, Yell, Unst and the Westside (outwith travelling distance) for whom placing requests to the Anderson High School are successfully made prior to Secondary 4, should in future, have their Halls of Residence fees waived.
- The principle of secondary pupils not having to travel more than 65 minutes for a single journey will be adhered to. Pupils from Yell who can travel to Brae within that timescale will be given the option to either travel daily to Brae High School or attend the Anderson High School and be accommodated in the Halls of Residence. Options to offer pupils who reside in the Halls of Residence more opportunities to go home will be explored. For example, it should be possible to ensure that all Westside pupils who are outwith the 65 minute travel distance leave home on Monday mornings, travel home for one night mid-week (e.g. Wednesday night) and return home again on Friday evenings. They would therefore be away from home three nights per week rather than the anticipated five.

11.1.4 It is very important that those pupils living in Whalsay, Yell and Unst who have to make a secondary school transition due to geographical reasons are not disadvantaged. This requires work to ensure the remaining junior

high schools are adequately resourced with appropriate opportunities for teaching staff to retain skills in order to promote recruitment and retention. Critically, Shetland-wide clarity on prior learning is required to avoid transition difficulties.

- 11.1.5 It may be necessary to reschedule the proposed primary school and nursery class closure consultations if undertaking these secondary closure proposals in 2014.

## 11.2 Staffing Implications

- 11.2.1 As per the table below, implementation of this option would result in a reduction of approximately 35 full-time equivalent teaching staff. Staff whose jobs are affected will be treated in accordance with Shetland Island Council's Human Resources Policies.

<b>Blueprint Next Steps Option (S1 - S3)</b>	Head Teachers	Depute Head Teachers	Principal Teachers	Teachers	TOTAL	Reduction
Proposed Staffing (Full Time Equivalents)	5	4	32	73	114	35

## 11.3 Transport Implications

- 11.3.1 During previous consultations, the travel implications for children of closing a school and moving to another has been one of the main concerns for parents. The main issues that have been raised have been the travel times for children which would result from proposed closures and the quality of roads over which they would travel.
- 11.3.2 The report agreed in September 2012 set out that transport will be organised, as far as possible, so that pupils will not travel for longer than the current maximum single journey of 65 minutes for a secondary pupil. This option adheres to that agreement, in that it proposes offering accommodation for pupils who exceed that time.
- 11.3.3 The detail of transport is set out in the Extant Option with the differences being more pupils being transported from Mid Yell and Baltasound to Lerwick (due to pupils being transferred to the Anderson High School one year earlier) with the possibility of some Yell pupils travelling daily to Brae. Transport of Whalsay pupils would be less than that anticipated in the Extant Option, as pupils would not transfer to Lerwick until the beginning of Secondary 4.

## 11.4 Community Impact

- 11.4.1 Likely Effects on the Local Community

- 11.4.1.1 A significant amount of work was undertaken in 2012 to set out the likely effects on the local communities of the Blueprint

recommendations. These likely effects are largely unchanged, although the effects will be somewhat different in Whalsay, Yell and Unst. In summary, it was confirmed that the closure of secondary departments would still leave schools open to provide education for pre-school and primary pupils. In relation to Whalsay, Mid Yell and Unst, the schools would remain open for pupils up to the end of Secondary 3. The additional space would potentially release more accommodation for the remaining pupils. Other community users of the school would continue to have access, again with the potential of additional space being available.

- 11.4.1.2 Previous consultations have identified community concerns that the closure of a school, or any part of a school, will have a detrimental effect on the local community. Therefore, in the event of any proposal being agreed, Children's Services will, as previously committed, work with Community Learning and Development and Economic Development to assess the potential impact and to ensure that a local development plan is in place for the area. This work would align to Shetland's new Community Plan agreed in August 2013.
- 11.4.1.3 Another prime concern is the loss of employment opportunities in an area. Shetland Islands Council will support staff to move on according to their needs and within the Council's policies.
- 11.4.2 Likely Effects on the Wider Community
- 11.4.2.1 The wider strategic driver for the Strategy for Secondary Education is Shetland Islands Council's current context and the context of Curriculum for Excellence within which education has to be delivered. School rolls have fallen over recent years and there is a significant surplus of vacant school places. Shetland Islands Council has a serious financial deficit and while this option has not been developed from a financial perspective the consequences of it cannot be ignored. An option of fewer schools with more resources is considered preferable from an educational perspective than more schools with limited resources for all.

## 11.5 Integrated Impact Assessment Findings in Summary

- 11.5.1 A summary of the Integrated Impact Assessment process is:
- 11.5.1.1 There are 64 possible areas/groups assessed for impact. The impact from the intended outcome has been recorded as either:
- Positive;
  - Negative;
  - Neutral with no impact;
  - Neutral because of both positive and negative impacts.
- 11.5.1.2 A note has been given for each answer. Further mitigation has been recorded for all Negative impacts.

11.5.2 An Integrated Impact Assessment was carried out for 'Blueprint for Education: The Next Steps'.

11.5.2.1 The integrated impact assessment undertaken in respect of the Next Steps was done in relation to the Extant Blueprint recommendations rather than the status quo.

11.5.2.2 In the Integrated Impact Assessment the intended outcome will have:

- seven Positive impacts;
- seven Negative impacts;
- 45 groups/areas experiencing no impacts. These are recorded in the document as "Neutral – n/a";
- five groups/areas experiencing both positive and negative impacts. These are recorded in the document as "Neutral", with notes given to explain both the positive and the negative impact, with the negative impacts receiving further mitigation.

11.5.2.3 The Positive impacts are summarised below.

- Pupils from the isles will have greater access to cultural activities within the Lerwick region. The intended wider education opportunities should have a positive impact, in particular for professional development. There will be positive economic impacts from increased educational opportunities available through Curriculum for Excellence Senior Phase and increased educational venues. There will be less energy consumption in the isles secondary school departments when there are fewer pupils. It could be anticipated that, in comparison to the Extant Blueprint option, pupils and parents from Whalsay may consider the amended proposals as positive. The proposal implies increased excellence in education.

11.5.5.4 The Negative impacts are summarised below.

- Pupils from both Yell and Unst would attend the Anderson High School from the end of Secondary 3 thus meaning they cannot participate locally, to some extent. This may have a remote area impact. There will be more transport. These proposals will cost the Council more than the Extant Blueprint proposals (excluding Baltasound). Young people and parents from Yell and Unst may consider the amended proposals as negative. There will be a reduction in teaching staff and those staff who continue to work in the isles' secondary departments will not have the opportunities to teach qualification level classes. It is not clear that the proposal takes into account informal learning/community learning/traditional skills learned from family/community members.

11.5.5.5 The Mitigation for Reducing Negative Impacts is summarised below.

- The Secondary 4 Yell and Unst pupils are small numbers; exploration will take place on offering more frequent opportunities for transport home. Curriculum for Excellence Senior Phase should explore educational placement opportunities in the isles to complement the further education and employer opportunities that will be developed in Lerwick. Efforts will be made to link isles junior high school teachers with the high schools therefore giving an opportunity to continue to teach qualification classes for those teachers who wish to do so. The funding shortfall will be addressed within Children's Services. A communication strategy is included in the report. Transport will, as far as possible, link in to public transport.

## 11.6 Other Impact Assessments

- 11.6.1 A Rapid Health Impact Assessment was conducted in December 2012, on the Refresh of the Blueprint. The key health findings related to travel potentially restricting physical activity, and employment levels and local communities. 'The Next Steps' proposal does not impact beyond that already identified, as although less Whalsay pupils will be travelling, more pupils will be travelling from Yell and Unst.
- 11.6.2 A Strategic Environmental Assessment gateway screening of the Blueprint for Education was undertaken in 2011 and confirmed the Blueprint for Education is unlikely to have significant environmental effects and as 'The Next Steps' proposals recommended little change in relation to the environment the impact has been assessed as neutral.
- 11.6.3 Developed by Scottish Borders Council, a Rural Proofing Checklist has been used to assess the Next Steps proposals. Rural Proofing is designed to help ensure that the needs of rural areas are fully taken into account in the development of all new Council policies and strategies. Five of the 10 areas assessed in the Rural Proofing Checklist highlighted potential negative impacts. Each of the five were already covered in the Integrated Impact Assessment. Thus, mitigation/a summary of potential adjustments have been provided for each negative area.

## 11.7 Impact on School Estate

- 11.7.1 The Next Steps option recommends closing the secondary departments of Sandwick Junior High School, Aith Junior High School and Skerries School. The proposed stage reduction for Whalsay School Secondary Department, Mid Yell Junior High School Secondary Department and Baltasound Junior High School Secondary Department would not have a significant impact on the school estate of those areas. See Section 14 for more detail on the school estate.

## 11.8 Legal Implications

- 11.8.1 In order to implement the Next Steps option, statutory consultations will be required on the proposed closure of Sandwick Junior High School Secondary Department, the proposed closure of Aith Junior High School Secondary Department and ending a stage of education for Whalsay School Secondary Department, Mid Yell Junior High School Secondary Department and Baltasound Junior High School Secondary Department.

## 11.9 Informal Consultation Findings to Date

- 11.9.1 The Next Steps option was the subject of informal consultation prior to being presented to the Education and Families Committee and Shetland Islands Council in September 2013. Written responses were received from teaching staff in three secondary schools, nine Parent Councils, pupils from six secondary schools, two teaching Unions, one Community Council and three individuals, one of whom was a Depute Head Teacher.
- 11.9.2 There was very limited support for the option; some benefits could be seen by Anderson High School staff, a Parent Council and some pupils.
- 11.9.3 The rest of the feedback was principally negative.
- 11.9.4 The concerns expressed in the feedback are summarised below.
- Pupils may not be mature or confident enough to leave home at the end of Secondary 3, a year younger for isles pupils than is currently the case. For those natural Secondary 4 leavers it is not reasonable to expect them to leave home and change schools for one year. For the first time in many years, pupils would not have the opportunity to complete their education locally.
  - The timing of a transition at the end of Secondary 3 is unproven and not supported, with views expressed that introducing a transition at the end of Secondary 3 would not be beneficial with pupils having to undertake prior learning in Secondary 3 for the Senior Phase (if seven or more senior subjects were being studied). Furthermore expecting pupils to move schools within a year of their first qualifications was unwise.
  - Community and family life impacts were seen as negative with pupils only being home part of each week and being much less able to participate in community events.
  - Recruitment and retention of teachers was considered an issue as teachers in the remaining junior high schools would no longer have the opportunity to teach qualification courses. There was also a view that teachers would be asked to work between schools more often.
  - Responses received in respect of Aith and Sandwick Junior High School Secondary Departments objected to the plans to consult on



closure. In the main Secondary 1 to Secondary 3 was not seen as an attractive option for these two schools although it had not been suggested within the Next Steps proposal. However, there was also a view that these schools should be offered the same opportunities as Mid Yell, Baltasound and Whalsay in this respect.

- Overall the argument in the Next Steps to eliminate transitions in secondary education wherever possible, and where they could not be avoided ensure they take place before the Senior Phase, was not accepted.
- There was a view expressed by several respondents that there was insufficient information in the Next Steps report to allow for informed discussion.

11.9.5 The full summary of the Informal Consultation conducted in October 2013 is detailed in Appendix 1.

The feedback on this option was mainly negative with very few advantages aside from financial savings and the possibility of pupils from the North Isles being able to stay home until the end of Secondary 3.

Disadvantages were similar to those expressed for the Extant option and centred on the closure of rural junior high schools with the negative impact caused for pupils through having long daily commutes or having to live away from home in the Halls of Residence at a younger age than is currently the case, both of these situations were considered detrimental to pupils' wellbeing. Pupils having to travel during adverse weather conditions was raised as a concern by many people. The impact on families and communities of young people being away was seen as at best difficult and at worst leading to families moving and subsequent rural depopulation. There was scepticism about the cost of transport with many believing it would be significantly more than estimated.

The prospect of a transition at the end of Secondary 3 was almost universally rejected with people stating that moving schools and for some, living away from home for the first time within nine months of their first national exams was unacceptable.

### **11.10 Advantages of this Option**

- It presents a strategic approach which is sustainable in the long term.
- It maximises choice and flexibility in the Senior Phase.
- Every Shetland pupil will experience the Broad General Education in one setting and the Senior Phase in one setting.
- The remaining schools will be able to be better resourced.

### **11.11 Disadvantages of this Option**

- Prior learning will be required in Secondary 3 to support seven senior subject choices; this will require considerable co-ordination between schools to ensure pupils receive the same prior learning across Shetland.
- Teacher recruitment and retention could be an issue in the remaining junior high schools unless specific opportunities are made available.
- Feedback on the option has been, in the main, negative.
- Pupils from Yell, Unst and Whalsay will be asked to live away from home during the week, one year earlier than at present.
- There will be a loss of jobs in rural areas.
- There is a financial shortfall in the option.

### **11.12 Identified Risks**

The following key risks for Children's Services would result from the implementation of this Option:

- Children's Services would potentially lose professional staff due to lack of career or promoted opportunities.
- The extent of the required flexibility will have to be defined so that, for example, arrangements are considered for Secondary 4 natural leavers.
- Cross-school arrangements for prior learning may take time to become embedded.

### **11.13 Development and Implementation Costs**

- 11.13.1 The cost of implementing the option will be met mainly within current resources and be in relation to the work required on the statutory consultations and subsequent implementation of moving pupils and ensuring staff are treated fairly in accordance to Shetland Islands Council's Human Resources policies. There will be additional transport costs; these will be offset against overall savings. Specific work will be required between high schools and remaining junior high schools to ensure prior learning is standardised and the inevitable transitions managed carefully. There will be the one-off costs of exit packages.

## 11.14 Costs and Expected Savings

11.14.1 The financial implications of these options are shown in the table below:

	<b>Potential Savings – Blueprint Next Steps £000</b>
<b>Teacher Cost Savings<sup>1</sup></b>	(1,787)
<b>Other Savings / Additional Costs<sup>2</sup></b>	(128)
<b>Additional Transport / Halls of Residence Costs<sup>3</sup></b>	474
<b>Total Estimated Savings</b>	(1,440)
<b>Remaining Proposals<sup>4</sup></b>	(640)
<b>Total Savings</b>	<b>(2,080)</b>

1 - Teacher staffing information was provided by Children's Services.

2 - Finance Services have used previous data which has been updated with regard to 2014/15 proposed budgets, pupil numbers etc as relevant, and also using teacher travel costs provided by Children's Services where relevant.

3 - Transport Planning have calculated transport costs for some routes, however where new routes are proposed e.g. Brae, Finance Services have estimated costs to ensure consistency across options. These estimates were calculated using information available on other options and current routes.

4 – Bressay Primary School and Nursery Class, Skerries School Secondary Department, Olnafirth Primary School, Burravoe Primary School, Two Northmavine Primary Schools and Sandness Primary School.

## 11.15 Timeline for Implementation

11.15.1 Depending on the outcome of the current consultation Skerries School Secondary Department could close in August 2014. Consultation on Aith Junior High School Secondary Department would begin before the end of 2013 and other Statutory Consultations would take place thereafter with final implementation by summer 2016.

## 12. A Telepresence-Driven Option for Secondary Education in Shetland: An Evaluation

### 12.1 Description

12.1.1 The purpose of this section of the report is to evaluate how far the use of remote teaching of multiple classes through Telepresence can be used within Shetland secondary schools/departments as an alternative to conventional teaching. This section of the report has been quality-assured by Dr Tom Kane of the Management Education Centre, University of Stirling, and Prescience Communications Ltd. Dr Kane is a lecturer at the

University of Stirling and an ICT consultant specialising in community uses of video conferencing and advanced social networking.

- 12.1.2 Remote teaching describes the situation where one teacher teaches a group(s) of students which is located in an establishment different from the teacher's own. Telepresence may be defined as the use of a set of technologies which allow a person to feel as if they were present and to give the appearance of being present at a place other than their actual location.
- 12.1.3 This section of the report examines the possible implementation of Telepresence in a widespread and routine way across Shetland secondary schools. Specifically, it examines the possibility of teaching remotely every secondary year group in every subject area.
- 12.1.4 This throws up the question of which subjects or aspects of subjects might be unsuited to being taught by Telepresence. The national definition of practical classes includes the following subjects commonly found in Shetland secondaries:
- administration, art and design, biology, chemistry, craft and design, engineering, general science, graphic communication, home economics, physics, practical craft skills, product design and technological studies.
- 12.1.5 As will be seen, the range of subjects is wide. There are knowledge aspects to all of the above subjects which could be taught remotely; and it will be seen from the case studies below that it is not impossible to arrange for the practical aspects of, say, science to be taught remotely. For the purposes of this report, however, particular subjects have been excluded from remote teaching. These are art and design, physical education (even though it is not part of the national definition), technical and home economics. If this option were to be implemented, the question of which subjects or parts of subjects were to be taught in this way would have to be agreed locally.
- 12.1.6 The option presupposes a single teacher in charge of a class and remotely teaching simultaneously (or synchronously) up to four other classes, with the remote classes being supervised and supported by a non-teaching member of staff, in this case a classroom assistant.
- 12.1.7 The above definition and proposed way of working implies the use of videoconferencing technology; and this is therefore taken as being the main means of delivering Telepresence in the remainder of this paper. The role of other technologies is however considered.
- 12.1.8 For costing purposes in particular, the option is applied across all Shetland secondary schools. It should be noted that consultation on the closure of Skerries School Secondary Department has already been undertaken and a decision will be taken on its future in due course.

- 12.1.9 If this option were fully implemented, secondary education could be delivered across all secondary settings. Pupils could eventually complete their education in their local secondary without having to make the transition to a high school.
- 12.1.10 Although remote synchronous teaching would normally call for the use of videoconferencing, there is another method. This involves the use of a Virtual Learning Environment. The main focus of this paper is videoconferencing; but Virtual Learning Environments will also be discussed.
- 12.1.11 A Virtual Learning Environment is usually web-based and interaction occurs via the users' computers. A Virtual Learning Environment provides basic videoconferencing with a lower quality of sound and vision compared to dedicated units. It does however provide a range of other tools not available through videoconferencing units. These include access to curriculum content; student grades; and assessments. It further provides a social space where students and teacher can interact through threaded discussions or chat. Glow (the Scottish schools' intranet) is an example of a Virtual Learning Environment.
- 12.1.12 Dedicated videoconferencing units allow remote face-to-face interaction. These provide the best quality of sound and vision; and therefore are used in situations where those factors are crucial.

## 12.2 Case Studies

- 12.2.1 The best way to understand how the wider use of Telepresence for day-to-day teaching in secondary might work in a Shetland context is to look at examples of this method of teaching which have actually been put in place. This section therefore summarises the findings from a number of Telepresence projects and initiatives at school level worldwide over the last twenty years or so, with particular reference to the last decade.
- 12.2.2 Information has been gathered on relevant international case studies from New Zealand; the USA; and Australia (in a comparison with the USA). Scottish case studies have been worked up from information received from a range of Local Authorities. The ones selected here are from Dumfries and Galloway Council; Glasgow City Council; Argyll and Bute Council; and locally from Shetland Islands Council. It is felt that these case studies give a fair representation of the situation in this area worldwide, with appropriate attention to what is happening in Scotland.
- 12.2.3 The international case studies are considered first because they have been evaluated most thoroughly and at length - in two cases, through academic articles; and, in the other, through online documentation. The key point is that the evaluation of the international work contains valuable reflection on what is required to make distance learning through Telepresence work; and on the challenges which require to be overcome in doing so. From this evaluative work, we may distil a number of what can be termed preconditions for the successful implementation of distance

learning through Telepresence. These in turn enable us to measure the progress and success of current and future work in Scotland and Shetland.

### *Case Study 1: New Zealand*

12.2.4 The paper<sup>1</sup> on which this section is based is a 2009 evaluation of twenty years' of development work in distance learning in New Zealand. Distance learning in New Zealand has evolved through several generations of technology and teaching approaches. It has now developed to the point where there is a large critical mass of schools involved and there is widespread commitment to it on the part of Head Teachers (or principals).

12.2.5 It is pointed out in the article that it is only relatively recently that there has been national coordination in New Zealand of distance learning through the Telepresence option. Prior to that, there was organic development, with interested schools linking together as need and the opportunity arose. With national coordination now in place, however: "...schools now follow a similar learning/teaching model, in which video-conferencing sessions are scheduled to a national timetable...". In addition, distance learning takes place through a range of technologies:

...students work independently during their non-contact time to complete work that many access through a Virtual Learning Environment. Students continue to interact with their teacher and their class members through these online learning environments, email, and (sometimes) instant messaging and text messaging.

12.2.6 This lengthy development period has led to the recognition of a distinctive set of approaches to learning and teaching. This is now encapsulated in the concept of the "e-teacher" and the "e-principal". The author points out that:

Becoming an online teacher brings the same stress and workload as being a new teacher again (even for those teachers with years of experience), and is in itself a rigorous professional learning opportunity. Teachers will need to learn new teaching strategies, adapt curricula, develop technical skills, and become familiar with a very different learning environment.

12.2.7 A key point emphasised in the New Zealand study is the importance of having in place a range of support staff and resources in order to support students during and after the Videoconferencing sessions. For example, all schools now have a designated Videoconferencing coordinator "...whose role it is to liaise with e-learning students, teachers, the national education department, and institutions." However the article points out that, although the Videoconferencing coordinators provide an important

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Roberts, R. "Video Conferencing in Distance Learning: A New Zealand Schools' Perspective". *Journal of Distance Learning* 13(1) (2009): 91–107

administrative service, “...they do not provide the level of learning support that is really needed.”

- 12.2.8 The article refers to and endorses earlier research which identifies a number of factors which are crucial for the success of this type of learning. These are:
- strong leadership, with school principals committed to and actively supporting the cluster;
  - the development of a shared vision and a plan on how it will be achieved;
  - a cluster culture where every school collaborates for the good of the whole group;
  - quality teachers who also have a commitment to e-learning;
  - the appointment of staff specifically to coordinate e-learning in their schools;
  - and support from local and national government for improving infrastructure, providing broadband, and professional development.
- 12.2.9 Finally, the article concludes that making the transition to the more widespread adoption of distance learning through technology is not a simple matter. The author states that it requires “...a high level of leadership, commitment, and support, and an understanding that it is not a technological shift that will enable this - but a pedagogical shift.”

#### *Case Study 2: The USA*

- 12.2.10 The Digital Bridges Project<sup>2</sup> was a project set up by the Northwest Educational Technology Consortium in Alaska and which resulted in the development of a set of online resources to assist teachers of primary and secondary “...in designing, implementing, and supporting instructional and other projects using the Internet and videoconferencing technologies.” The project dates from 2005 and draws on eight years’ experience of using videoconferencing in the North Slope Borough School District, which is located on the Arctic coastal plain of Alaska.
- 12.2.11 The project’s website contains a teacher’s guide to videoconferencing as a remote teaching tool. The teachers’ guide and associated documentation contain important reflections and advice on best practice regarding distance learning using this method.
- 12.2.12 The teachers’ guide echoes the New Zealand experience in describing effective teaching through this medium as requiring a change of mindset on the part of teaching staff. It notes in particular that “Preparation for a videoconference class takes anywhere from three to 10 times as much time as for a traditional class.”

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<sup>2</sup> NETC. “Connections for K-12 Teaching & Learning Over Distance”. 2005.  
<http://www.netc.org/digitalbridges>

12.2.13 The website also makes clear that implementation of this method of teaching requires an extended period during which the process of change will be both exciting and challenging:

The greatest challenge for the staff and the school district was not keeping the network going and upgraded, but rather in learning what the new opportunities were and how to use them to improve the education of their students.

12.2.14 Experience from the Digital Bridges Project, as in New Zealand, suggests that the work of the teacher has to be supported by a number of other colleagues. In addition to the main teacher (entitled the “Lead Teacher”), The Digital Bridges guide identifies the following roles, together with an explanation of their duties (which there is not room here to reproduce in full). It will be noted that the post of Videoconferencing Coordinator, mentioned in the New Zealand study, also appears here:

- Teaching Partner: First, it is vital to have a teaching partner at each receiving site in the classroom with students. Their task is to assist the lead teacher in achieving course goals and objectives;
- Videoconference Coordinator: The videoconference coordinator oversees scheduling and equipment concerns;
- Producer: The producer manages the video and audio equipment during a videoconference;
- Videoconference Technician: The videoconference technician makes sure that the hardware and software are in working order during the videoconference;
- Expeditor: The expeditor receives, sorts, sends, and keeps track of documents, assignments, and supplies that are shared between sites.

12.2.15 Finally, the website’s authors summarise a number of findings from other researchers concerning distance learning through Telepresence. The ones given below highlight a positive (achievement) and a negative (the dropout rate) in relation to online learning; and also the important point that online learning is not always the most appropriate educational tool:

- there are indications that student achievement in online courses is at least equal to student achievement in classrooms;
- online students drop out because they lack time, management oversight, motivation, support, or because their individual learning style is not congruent with online delivery strategy;
- online learning is not always the most effective or appropriate mode of instructional delivery for certain content or students.



*Case Study 3: USA and Australia*

- 12.2.16 This final international case study focuses on a 2005 American study<sup>3</sup> which examined two types of distance learning, or Virtual Schooling (VS), as it is termed in the article. It is relevant because it contrasts the scenario we are considering here - i.e. a single teacher in charge of a class simultaneously teaching a remote class - with the medium of a Virtual Learning Environment.
- 12.2.17 Remote teaching by a teacher who was in a conventional classroom took place in the USA. A school whose chemistry teacher had left arranged to access remote teaching in that subject from a neighbouring school. The remote class was supported by a biology teacher.
- 12.2.18 A comparison is made in the study with chemistry teaching in Queensland in Australia, where the teacher taught a number of students who were very widely geographically dispersed. The teacher was working within the Australian Virtual Schooling Service, which specialised in teaching students remotely. The Australian teacher was not based in a conventional classroom but in an office. He taught through a Virtual Learning Environment supplemented by email.
- 12.2.19 It is clear from the article that the American teacher worked extremely hard to adapt his practice. His class was relocated to the school's videoconferencing room and he redeveloped the curriculum content and his teaching methods to suit that environment, as well as accommodating the textbook and laboratory facilities in the remote school. His interview with the researchers however shows that his way of thinking was continually challenged by Virtual Schooling and that he found the 'hybrid' approach difficult.
- 12.2.20 His students also had to adapt to Virtual Schooling. For example, as is normal with videoconferencing, the students were required to press the microphone button before they spoke to the teacher. Students interviewed by the researchers mentioned that they were embarrassed to talk in class and researchers observing classes noted that the chemistry teacher occasionally had to remind students to press the microphone switch.
- 12.2.21 In addition, students in the remote classroom noted that it was harder to hear, harder to get the teacher's attention in a timely fashion and more embarrassing to speak; and as a result they asked questions less often and talked more in their own classroom unheard by the teacher.
- 12.2.22 Like his American counterpart, the Australian chemistry teacher developed materials and approaches suited to the teaching environment. He developed a variety of resources "grounded in traditional and innovative instructional methods to address the unique issues

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<sup>3</sup> Davis, N., and Niederhauser, D.S. "Socio-Cultural Analysis of Two Cases of Distance Learning in Secondary Education". *Education and Information Technologies* 10:3 (2005): 249–262.

encountered in the Virtual School setting” and made further modifications “...in response to results of student engagement in learning and assessment processes.” This evolving approach was captured in field notes:

He teaches them theory on Monday and Tuesday, helping them to discover and verify. He emailed them assignments today. . . . He provides materials, he requires students to do experimental write-ups and in the early stages the reports and instructions are very clearly detailed for them. And then by the second year, he had 12 students, they have to develop a lot of the method and write-up for themselves....

- 12.2.23 It is evident from the study that the students and teacher worked well together as a group and that the students were fully engaged with the learning. It is clear that this had much to do with the fact that the teacher was focussed entirely on his remote students and adopted a pedagogy suited to remote teaching.
- 12.2.24 The way in which distance learning in Queensland continues to evolve can be seen from an examination of the Queensland Government’s ‘Action Plan for Rural and Remote Education for 2011-2015’, where it is stated that: “As online and digital technologies continue to evolve, the Department will continue to investigate options for models of interactive distance learning.”

### **Preconditions for Successful Implementation of Distance Learning Through Telepresence**

- 12.2.25 From the above three case studies, a number of conclusions can be drawn regarding the implementation of distance learning using Telepresence. These constitute what may be termed preconditions for the successful use of Telepresence. They are as follows:
- the use of Telepresence through videoconferencing is not appropriate in all learning situations: there must be a clear rationale for its use;
  - there is a range of asynchronous technologies which may be used in distance learning;
  - a lengthy timescale for implementation must be expected and indeed is arguably necessary to embed the new approaches;
  - there must be commitment to this way of working at authority (and preferably also national) level, including the delivery of acceptable levels of broadband; equipment; technical support; and training;
  - there must be commitment to this method of teaching by both Head Teachers and teachers;
  - a range of additional support staff is required for this method of teaching to work properly;

- it has to be recognised by all that there is a distinct pedagogy associated with teaching in this way;
- there is a need for focussed training or continuing professional development;
- there is a need for the school day and timetables to be aligned across schools.

12.2.26 With these preconditions in mind, we may now consider a number of Scottish case studies. The information is based on direct feedback from respondents from across Scotland. The final case study is from Shetland.

#### *Case Study 4: Dumfries and Galloway Council*

12.2.27 Dumfries and Galloway Education Services have been delivering instrumental music lessons to a number of remote schools every week since 2005 using Polycom video conferencing. They were the first authority in the UK to appoint a virtual tutor for this purpose.

12.2.28 In addition, a few courses including Advanced Higher Chemistry have been run between two schools. Central staff are currently working with a Secondary Head Teacher group this year on planning for the delivery of Advanced Higher courses across the authority via High Definition Polycom Video Conferencing.

12.2.29 Earlier this year, a video- teaching programme involving the meteorologist Heather Reid was delivered from the Glasgow Science Centre to ten primary schools. This was very successful and it is being planned to run this again in 2014.

12.2.30 The authority is also involved in a project to videolink a number of Dumfries and Galloway schools with partner schools in Tasmania using iPads.

12.2.31 It is clear that Dumfries and Galloway have used videoconferencing in a way that has a clear rationale. They have chosen to make use of remote teaching through videoconferencing in areas where there are small numbers of students who can reasonably be assumed to be more than averagely well-motivated, i.e. those studying an instrument or taking Advanced Highers. In the latter case, the students are also more mature and therefore presumably able to overcome the drawbacks of teaching remotely.

#### *Case Study 5: Glasgow City Council*

12.2.32 Glasgow City Council embarked on the UK's largest "Public-Private Partnership" project in 1998 when it set about working to rebuild secondary schools in the city and as part of that to provide a high-standard ICT infrastructure in its classrooms. Equipment was evaluated, technicians and teachers trained and number of educational projects set

up which would showcase the possibilities of videoconferencing in Glasgow schools.<sup>4</sup>

12.2.33 The development of videoconferencing in Glasgow schools resembles that outlined for New Zealand and the USA in Case Studies 1 and 2.

12.3.34 The Glasgow work carried out can be split into three time periods:

- 2001-2004: The initiation period, where the ideas started, services and equipment were tested and the partnerships were formed. From the outset it was decided the key document that the links had to work with was the “Curriculum for Excellence” document as produced by Learning and Teaching Scotland. The Glasgow service was more advanced than the service that was eventually provided by Glow.
- 2004-2008: The development period, where the early network was put to work and the changes to the school estate were in place. Educational projects were offered to teachers across Glasgow's primary and secondary schools under a national initiative entitled ‘Masterclass’. Masterclass teachers across the city were invited to bid for support for a project, and four were picked for support. Key projects from this period were: French Language Familiarisation, TV Tutors and Listening to Young People. An external company, specialising in this area, worked with teachers, technicians, decision-makers in the schools; and organisations, service providers, and professionals outside the schools to provide educationally valuable real-world links. These projects were widely reported at the European Schools Network conference in Finland, and at the Scottish Learning Festival.
- 2008-2013: The modern period, where there has been maturity of the method, refresh to equipment and networks and change in support. These projects have started to be evaluated in academic journals.

The detail of the work Glasgow City Council has carried out in the projects named above shows that all were carefully designed to help meet the aims of Curriculum for Excellence. Several of the projects were put in place to assist transition (e.g. primary and secondary pupils working together on learning French). In each case, however, the VC project was designed to supplement, not replace, the work of the teacher; and all the projects were planned and led by teaching staff.

#### *Case Study 6: Argyll and Bute Council*

12.3.35 This case study is included even though it concerns the use of videoconferencing using desktop technology, as opposed to dedicated videoconferencing units. The videoconferencing facility within Glow was

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<sup>4</sup> Glasgow's work in this area has been evaluated in Kane, T. “David and Leviathan: Forming Cognitive Tunnels between Classrooms and Artificial People in the Real World”. Unpublished paper to be delivered at the Third International Conference on Cognitronics (October 2013). A further background paper on videoconferencing in Glasgow schools was produced by Dr Kane for Shetland Islands Council in September 2013.

used to teach Intermediate 2 French from Hermitage Academy in Dunoon to Tiree High School in 2010/11.

- 12.3.36 “Bonjour, Tiree!” was set up at the end of session 2009/10 to allow for the delivery of a Modern Languages (French) curriculum in Tiree High School. The previous French teacher had left on maternity leave at the end of June 2009 and Argyll and Bute Council was determined to give pupils on the island the full range of curricular study areas.
- 12.3.37 It was decided to deliver French to Tiree High School by using the Scottish Schools Intranet, Glow. Two members of staff from Hermitage Academy in Helensburgh delivered the teaching. Supporting these two members of staff was a range of teaching staff, ICT Support Staff and other non-teaching staff in both schools, as well as from Argyll and Bute Council and national advisory bodies. The project was managed by a committee headed by a central officer.
- 12.3.38 An evaluation at the end of the year showed positives but also many practical points requiring to be addressed. All the staff concerned had put in a tremendous amount of effort to make the project work. Nevertheless, they were aware that there were plenty of learning points for the following year. It is notable that it was felt by at least one of the teachers concerned that a face-to-face visit needed to be organised because of the limitations of working at a distance.
- 12.3.39 Overall, it is again apparent from this study that using technology to replace a specialist teacher is very resource-intensive in terms of staff time. In addition, there were clearly aspects of the learning experience that were missing because of the absence of a teacher actually in the classroom. On the positive side, it shows staff at all levels working together to deliver the full curriculum to pupils who are remote from larger schools.

#### *Case Study 7: Shetland Islands Council*

- 12.3.40 The most relevant example of the sustained use of Telepresence locally is the remote teaching by videoconference of Higher Psychology from Shetland College to Brae High School in session 2010/11. A group of seven Secondary 5 pupils attended the Brae Learning Centre in the evening and were taught synchronously with the evening class which was meeting in the College. This solution was arrived at because of the interest of the students involved. The pupils were all high-achieving and all eventually attained very good grades in the course.
- 12.3.41 By November, however, the students had opted to attend the College instead of being taught remotely. The lecturer involved feels that the main reason for this was the difficulty pupils had in becoming engaged in the lesson owing to the fact that they were not in the same room as the lecturer. The lecturer also felt that, from her point of view, it was quite hard to balance the needs of both classes equally.

- 12.3.42 This case study illustrates that attempting to teach two classes simultaneously where one of them is in the same room as the teacher and the other is joining in by videoconferencing is a very difficult thing to do. It is preferable that, where teaching by videoconferencing is undertaken, the teacher is able to concentrate fully on the remote class; and to teach in a way that is tailored to their needs.
- 12.3.43 It should be noted that in this case there were no support staff involved.

## 12.4. Evaluation of Readiness Locally

12.4.1 The following table looks at how the local position stands in relation to the nine preconditions set out above.

<p>The use of Telepresence through videoconferencing is not appropriate in all learning situations: there must be a clear rationale for its use.</p>	<p>The use of Telepresence at school level has not been explored properly here yet. There have been one or two short, ad-hoc projects, amongst which the Brae High School one stands out. This is the first attempt to analyse the situation.</p> <p>Shetland College has of course been involved in the use of teaching through videoconferencing for a number of years. There would be merit in examining the good-practice models which exist within the University of the Highlands and Islands in particular.</p> <p>However, it must be borne in mind that the client group in this case are older students who are skilled at learning. There are risks in assuming that this option would automatically work at school level.</p>
<p>There is a range of asynchronous technologies which may be used in distance learning.</p>	<p>Glow as a Virtual Learning Environment has been used sporadically in secondary. Where it has been used, there have been benefits. Expertise in this area is however variable across schools. Email is routinely used by staff and secondary pupils.</p>
<p>A lengthy timescale for implementation must be expected and indeed is arguably necessary to embed the new approaches.</p>	<p>Implementation of this option would require a long-term and serious commitment to this method of working on the part of different departments within the Shetland Islands Council. At present, there are no plans to do so.</p>
<p>There must be commitment to this way of working at authority (and preferably also national) level,</p>	<p>It is projected that Shetland Islands Council broadband provision post-Pathfinder will be adequate for all secondary departments and schools to use videoconferencing and Glow</p>

<p>including the delivery of acceptable levels of broadband; equipment; technical support; and training.</p>	<p>into the foreseeable future. There are alternative options locally in terms of broadband provision. Whichever route is taken, schools must have sufficient provision to allow for continuing and reliable use of ICT in its widest sense, including Telepresence.</p> <p>There is no dedicated technical support in this area at school level. Adequate technical support would require more specialist technicians and administrative staff.</p> <p>Specialist training would require to be sourced.</p> <p>There is undoubtedly scope for partnership working with Shetland College in the areas of technical expertise and training.</p>
<p>There must be commitment to this method of teaching by both Head Teachers and teachers.</p>	<p>Head Teachers locally are very opposed to this option on educational grounds. They see the value of technology as an enhancement and enrichment to traditional teaching rather than as a replacement.</p>
<p>A range of additional support staff is required for this method of teaching to work properly.</p>	<p>There is no experience of supporting Telepresence work in a planned way other than the ICT Service Desk setting up calls.</p> <p>Glow is supported mainly through the Quality Improvement section of Children's Services on an ad-hoc basis. There is no dedicated support for Glow.</p> <p>The projected role for the Classroom Assistant is beyond their normal duties and this would throw up considerable issues.</p>
<p>It has to be recognised by all that there is a distinct pedagogy associated with teaching in this way.</p>	<p>Teachers locally in secondary have very little experience of Telepresence work. All training in recent years has followed national advice and practice and focussed on improving classroom-based teaching. Teacher Education Institutions do not train teachers in this methodology.</p>



	Pupils too would need time to adjust to this method of working.
There is a need for focussed training or continuing professional development.	Teachers locally in secondary have very little experience of Telepresence work. All training in recent years has followed national advice and practice and focussed on improving classroom-based teaching. Teacher Education Institutions do not train teachers in this methodology.
There is a need for the school day and timetables to be aligned across schools.	This is not in place. No work has been done to align school days. Considerable work would be required to be done, including consultation with all stakeholders, for this to happen.

12.4.2 Overall, then, it may be concluded that, in relation to current practice in Shetland, the widespread use of remote teaching through Telepresence does not present itself as a realistic possibility in the foreseeable future. It may be possible to run a pilot as opportunity presents itself; but care would need to be taken to ensure that the quality of pupils' education is not compromised. On the other hand, it would be a positive move to continue and develop the use of Telepresence and Virtual Learning Environments in the light of their potential as powerful educational tools.

## 12.5 Staffing Implications

12.5.1 As per the table below, implementation of this option would result in a reduction of approximately 39 full-time equivalent teaching staff. Staff whose jobs are affected will be treated in accordance with Shetland Island Council's Human Resources Policies. However this option also presupposes an increase of 27 full-time equivalent Classroom Assistants and five full time-equivalent ICT technicians.

Telepresence Option	Head Teachers	Depute Head Teachers	Principal Teachers	Teachers	Support Staff (additional)	TOTAL	Teacher Reduction
Proposed Staffing (Full Time Equivalents)	7	5	29	69	32	142	39

## 12.6 Transport Implications

12.6.1 The effect on travel would be broadly neutral and would if anything reduce the need for pupils to travel.

## 12.7 Community Impact

12.7.1 The reduction in numbers of teaching staff would indirectly have an impact on the community. Improved Telepresence facilities could be utilised by the community.

## 12.8 Integrated Impact Assessment Findings in Summary

12.8.1 The summary of the Integrated Impact Assessment is:

12.8.1.1 There are 64 possible areas/groups assessed for impact. The impact from the intended outcome has been recorded as either:

- Positive;
- Negative;
- Both positive and negative impacts;
- n/a (no impact from this intended outcome).

12.8.1.2 A note has been given for each answer. Further mitigation has been recorded for all Negative impacts.

12.8.2 An Integrated Impact Assessment was carried out for the creation of a Telepresence Option for secondary education in Shetland.

12.8.2.1 In this Integrated Impact Assessment the intended outcome will have:

- seven Positive impacts;
- ten Negative impacts;
- 39 groups/areas experiencing no impacts. These are recorded in the document as “n/a”;
- six groups/areas experiencing both positive and negative impacts. These are recorded in the document as “Both”, with notes given to explain both the positive and the negative impact, with the negative impacts receiving further mitigation.

12.8.2.2 The Positive impacts are summarised below.

- Telepresence links to other areas would help to promote Shetland's cultural heritage. Schools could be used by businesses to Telepresence. Schools could be used by practitioners to Telepresence. External groups can access the equipment. Telepresence could be used to link with professionals in various fields and to bring their expertise into the classroom and enhance young people's interest in various careers.

12.8.2.3 The Negative impacts are summarised below.

- The number of teaching posts required by Children's Services would be reduced. Studies have shown that this method of teaching can mean poorer pupil engagement during lessons. Fewer teaching staff would have a negative effect on economic opportunities. More energy will be consumed. Language barriers could be raised for non-English speakers. New equipment will require to be purchased.

The option means a net outlay. Savings still have to be found from Children's Services. There would be a negative impact on teaching staff, whose numbers would be reduced. There is a negative consequence for the post of classroom assistant and indeed it is unclear whether their current job description would allow them to supervise a class in the way indicated.

12.8.2.4 The Mitigation for Reducing Negative Impacts is summarised below.

- The Council's relevant policies and procedures will be used to support affected staff into positive futures. The impact on the economy will be mitigated by working with the relevant Council departments and other partners to support the affected communities. Staff training in new methods of teaching would take place in order to ensure good pupil engagement. Energy will be monitored and ways to develop alternative energy will be explored. The appropriate technological solutions will be reviewed and staff-training needs addressed. The relevant Shetland Islands Council departments and agencies will work with local groups to ensure the latter have a voice and can make a difference. Detailed work will be done to ensure start-up costs are kept to a minimum. Detailed work will need to be done to ensure that the full amount of savings are found. If implemented, work would require to be done to demonstrate that this option offset any educational risks and justified the expenditure. Detailed work would require to be done to identify how class supervision could be undertaken in the remote classes.

## **12.9 Impact on School Estate**

12.9.1 This option would enable the buildings in which the secondary departments are located to be retained.

## **12.10 Any Legal Implications such as Statutory Consultations**

12.10.1 In developing the option, careful consideration would need to be given to Shetland Islands Council's legal duties to provide school education to a required standard as detailed in paragraph 1.2 and other statutory requirements, e.g. health and safety and additional support needs.

## **12.11 Informal Consultation Findings to Date**

12.11.1 The full summary of the Informal Consultation conducted in October 2013 is detailed in Appendix 1.

12.11.2 This option elicited a variety of responses with some people seeing it as the best option as pupils could be taught locally and modern technology could be exploited. Others could see its value as an enhancement to education including offering pupils subjects not available in their local schools. In general people wished Telepresence to be developed, but as part of an education service rather than instead of any of the current services.

12.11.3 Disadvantages centred on the negative impact of not having a teacher in the room with pupils. This was considered to lead to a poorer quality of education and possible class disruption. The role of the classroom assistant was queried and concerns were expressed about the reliability of equipment. Overall respondents said Telepresence should be gradually introduced given that it is still a relatively untested methodology in Scotland.

12.11.4 Staff and pupils were particularly concerned about this option.

### **12.12 Advantages of this Option**

- Small numbers of pupils in different schools could be educated together economically.
- Some teaching staff shortages could be addressed, at least in the short term.
- However far the remote teaching option is taken, work in this area could act as a catalyst for improved use of videoconferencing and Glow in Shetland schools.

### **12.13 Disadvantages of this Option**

- At present anyway, a diminished quality of learning and teaching compared to conventional face-to-face teaching.
- Extreme concern on the part of Head Teachers over both the viability and the value of this option would make it very difficult to implement.
- Greater complexity as an option than conventional delivery of education in secondary schools and departments, with consequently greater risk of things going wrong.
- A lengthy implementation period.
- Lack of real precedent for this option in the UK against which to compare ourselves and from which to learn.
- Lack of infrastructure in terms of support staff and equipment.

### **12.14 Identified Risks**

The following key risks for Children's Services would result from the implementation of this Option:

- This option would be detrimental to pupils' education. This in turn would undoubtedly impact on attainment, including exam results.
- There is a risk that parents in the catchment areas of the S1-S4 through schools would move their children to an S1-S6 high school to experience face-to-face teaching.
- There would be an ongoing and permanent risk that, no matter how sophisticated the technology, live links would fail, leaving pupils untaught.
- There is a potential risk to Shetland Islands Council's legal duties to provide school education to a required standard.

## 12.15 Development and Implementation Costs

- 12.15.1 If the infrastructure was put in place first, the equipment costs would lie in the first year. Thereafter, the costs in this area would be connected with upkeep and replacement of equipment.
- 12.15.2 In terms of videoconferencing units alone, one unit is now in place in each secondary school across Shetland. The cost of an individual unit is £11,800. It has been assumed that the loss of one teacher (whether full or part-time) would require one videoconferencing unit. The staffing calculations lead to the following numbers of units per school. The number of rooms is based on the size of each year group in each school (2013/14 figures). The Anderson High School and Brae High School have been allocated a number of units to take account of their probable role in delivering teaching:

### One off Development Costs: Videoconferencing Units for Secondaries

School	Proposed no of classrooms with v/c units	Cost per room (£)	Additional units to be funded	Total (£)
Baltasound JHS	7	11800	6	70800
Mid Yell JHS	7	11800	6	70800
Whalsay School	7	11800	6	70800
Aith JHS	10	11800	9	106200
Sandwick JHS	10	11800	9	106200
Skerries School	1	11800	0	0
Brae High School	10	11800	9	106200
Anderson High School	15	11800	14	165200
				696200

- 12.15.3 The costs of broadband connection have not been included as this is beyond the scope of this paper. Plans are in place to provide broadband access to schools after the end of Pathfinder in March 2014 and it has been assumed for present purposes that this will be in place and that all secondary schools and departments will have adequate access to allow videoconferencing to work properly.

## 12.16 Costs and Expected Savings

- 12.16.1 The revenue financial implications of this option are shown in the table below. One off capital costs are detailed in 12.15.2.

	<b>Potential Savings – Telepresence £000</b>
<b>Teacher Cost Savings<sup>1</sup></b>	(1,059)
<b>Other Savings / Additional Costs<sup>2</sup></b>	287
<b>Additional Transport / Halls of Residence Costs<sup>3</sup></b>	
<b>Total Estimated Savings</b>	(772)
<b>Remaining Proposals<sup>4</sup></b>	(640)
<b>Total Savings</b>	<b>(1,412)</b>

1 - Teacher staffing information was provided by Children's Services.

2 - Finance Services have used previous data which has been updated with regard to 2014/15 proposed budgets, pupil numbers etc as relevant, and also using teacher travel costs provided by Children's Services where relevant.

3 - Transport Planning have calculated transport costs for some routes, however where new routes are proposed e.g. Brae, Finance Services have estimated costs to ensure consistency across options. These estimates were calculated using information available on other options and current routes.

4 – Bressay Primary School and Nursery Class, Skerries School Secondary Department, Olnafirth Primary School, Burravoe Primary School, Two Northmavine Primary Schools and Sandness Primary School.

## 12.17 Timeline for Implementation

12.17.1 As stated above, a realistic timeline for the full and reliable implementation of this option would be measured in years. It would be possible to begin making use of Telepresence, however, as soon as one teacher leaves the service, with the proviso that it would be preferable for the technician support to be in place. This would in effect be a pilot. Full implementation would depend on, among other factors, staffing; familiarity with the new methodology; teacher-union agreement; and pupil and parent confidence.

## 13. The Hub Option

### 13.1. Description of Option

- 13.1.1 For the purposes of this report some definitions have been adopted for use throughout the document:
- A “Hub” option of provision can be considered as one school with several campuses at different geographical locations;
  - A “Campus” should be considered a part of the Hub school where secondary education is delivered, i.e. the existing junior high school secondary departments;
  - The “core” of the Hub should be considered as the central setting of the hub option and will likely be where pupils will attend for their senior secondary education, i.e. Anderson High School or Anderson High School and Brae High School in a Two Hub Option.
- 13.1.2 Fundamental to the concept of the arrangement would be that the Hub would have a single teaching staff complement timetabled to deliver education across all associated campuses. This will involve teaching staff travelling between campuses as part of their working day. It is this factor more than any other that allows for the economies, where they exist, to be identified.
- 13.1.3 The concept of a Hub Option for secondary provision has been considered previously in Shetland. This was, however, without a great amount of detail being clarified. In those discussions, it was suggested that each campus should have a core group of staff on a full-time basis who would be permanently located in the campus and not be expected to travel to or teach in another campus. These teachers would provide a core range of subject teaching, with the remainder of subjects being provided by teachers on a timetabled visiting basis.
- 13.1.4 Research has failed to identify a similar model established in Scotland although there are several examples whereby pupils travel between neighbouring schools to access specific Higher and Advanced Higher courses. These schools agree and establish a narrowed option choice for their upper school which is complemented by subject choices in their neighbouring schools and colleges. As the pupils travel by public transport between schools, such an option is not viable for Shetland. It is not envisaged that pupils will travel between campuses during the pupil day.
- 13.1.5 Historically, there has been a similar model operated in West Lothian when two schools in Bathgate and Broxburn joined as a Hub model in preparation for the move to the new build, St Margaret’s Secondary, in Bathgate. The model ran successfully for a full school session.
- 13.1.6 As there are no similar models currently in existence, much is based on what it is believed would be the best educational option possible for our secondary-aged pupils, based around hub schools and the resources which it is considered would be required to make it successful. As with

any new, untried option there would be considerable risk involved and a great deal of further research, discussion, costing and trial would need to take place before this option could be adopted for the pupils of Shetland.

- 13.1.7 Given limited evidence from which to draw comparisons, two possible options have been identified for consideration for secondary education provision using this concept:
- A One Hub Option:  
The One Hub Option, with its core being Anderson High School and its associated campuses being all other settings where secondary education is provided currently. These are the secondary departments in Baltasound Junior High School, Mid Yell Junior High School, Brae High School, Whalsay School, Aith Junior High School and Sandwick Junior High School.
  - A Two Hub Option:  
The Two Hub Option, with the two cores being in Anderson High School with its associated campuses being at Sandwick Junior High School and Aith Junior High School; and Brae High School, with its associated campuses being at Whalsay School, Mid Yell Junior High School and Baltasound Junior High School.
- 13.1.8 With the implementation of the Senior Phase of Curriculum for Excellence ongoing, there would be further exploration of how the University of the Highlands and Islands, Shetland College and the NAFC Marine Centre can enhance the opportunities on offer to senior pupils in Shetland. This work of course would be equally applicable to any of the other options of provision being considered.
- 13.1.9 Consideration and a decision will be required on whether campuses will provide secondary education for pupils from Secondary 1 to Secondary 2; Secondary 1 to Secondary 3; or Secondary 1 to Secondary 4. If a decision is taken for the campuses to provide education for the Secondary 1 to Secondary 2 or Secondary 1 to Secondary 3 age group, a statutory consultation will be required to end Secondary 3 and/or Secondary 4 education in respect of each campus.
- 13.1.10 When looking at transition points, the Hub Option can equally accommodate Secondary 1 to Secondary 2, Secondary 1 to Secondary 3 or Secondary 1 to Secondary 4 provision in campuses. Consideration should therefore be given to the content of the Blueprint Next Steps and the Curriculum for Excellence Contextualisation sections when finalising this decision. Pupils would then move to their appropriate core (high school) to complete their studies.
- 13.1.11 Under either Hub option, Skerries School Secondary Department is likely to continue to operate as at present. Given its geographical remoteness and low pupil roll it is difficult to see how it would fit within either option. Should the decision be taken to retain the Skerries School Secondary



Department, further work will be required to ensure that the quality of provision there is appropriately included within any future structure.

## 13.2 Possible Management Structures

- 13.2.1 Currently Shetland Islands Council employs seven Head Teachers (Skerries School Head Teacher not included) and ten Depute Head Teachers to manage the seven settings where secondary education is provided. This gives a total of 17 senior school managers. In all of these settings, apart from Anderson High School, the senior managers have whole school responsibility which includes management of the primary and nursery departments.
- 13.2.2 It is difficult to fully detail the duties a Head Teacher will undertake on a daily, weekly and annual basis but it is clear that the role would significantly change under a Hub Option, and consequently the promoted posts structure within each Hub would change. It is possible therefore that implementation of a Hub Option could significantly increase the salaries of the remaining promoted members of staff. All newly created promoted posts would need to be job sized and agreed with trade unions and may also require open recruitment processes.
- 13.2.3 As previously noted, there is no such model of provision currently in operation so developing a management structure for a hub will require negotiation with several agencies e.g. the Scottish Negotiating Committee for Teachers, Trades Unions, the General Teaching Council for Scotland. In exploring the possibilities below, input has already been sought from Shetland Islands Council Human Resources Department, the Scottish Negotiation Committee for Teachers and some current Head Teachers.
- 13.2.4 Several possible options have been considered and are outlined below. Should the decision to implement a Hub option be taken, further work will clearly be required.
- A Head Teacher having overall management responsibility for the hub with a Depute Head being the local manager of the associated campus, including the Primary and Nursery Departments. Scottish Negotiating Committee for Teachers advice is that a Depute Head Teacher can be the permanent manager on a campus. They further advised, however, that there could be challenge from unions on the basis that a Depute Head Teacher undertaking the normal duties of a Head Teacher is normally considered as a short-term arrangement and that they would expect the permanent post would be a Head Teacher.
  - A Head Teacher having overall management responsibility for the hub with another Head Teacher being the local manager of each of the associated campuses including the primary and nursery departments. This presents the possible anomaly of a Head Teacher managing other Head Teachers. Scottish Negotiating Committee for Teachers advice is that this is not unacceptable; however they advise that a new remit for such a job should be created and agreed with General Teaching Council

for Scotland. It was further suggested that the overall management post be given a different job title and that the new post would require a recruitment process. It was alternatively suggested that the Hub “manager” could possibly be part of the central service rather than being school based.

- A Head Teacher having overall management responsibility for the hub with a Depute Head Teacher being the local manager of the secondary campus. The primary and nursery departments could be managed by a Head Teacher. This option would be unlikely to yield a great deal of savings in management posts and would require a great deal of human resources input in recruitment, redeployment and other staffing issues. Crucial to also note, however, is that this option would create six new primary schools and therefore statutory consultations would be required for each.
  - A Head Teacher having overall management responsibility for the hub with another Head Teacher being the local manager of each of the associated campuses. A Principal Teacher could be employed to support management of the primary and nursery departments where each setting currently has a Depute Head Teacher employed. Like the example above, this option also presents the anomaly of a Head Teacher managing other Head Teachers. The advice noted previously would also apply here. Additionally, this option is unlikely to yield a great deal of savings in management posts as the total number of posts required is unlikely to reduce significantly.
  - With regards to the management of the core setting(s), in recognition of the workload presented by a greater number of pupils and the presence of the senior school, three Depute Head Teachers would be employed at the Anderson High School core. In the Two Hub Option this structure would be replicated. However, an additional Depute Head Teacher would be employed at the Brae High School core.
- 13.2.5 Of the above options for management of a hub, the preferred option to move forward should be the first – a Head Teacher having overall management responsibility with a Depute Head Teacher being the local manager. This option would be the most straightforward to implement as it would not require any Scottish Negotiating Committee for Teachers or General Teaching Council for Scotland engagement nor would it require statutory consultation. This option would also give the greatest scope for identification of possible savings from a rationalised management structure. Should a decision be taken to move forward with a Hub Option this would be the management structure which should be considered for implementation.

#### 13.2.6 The Pupil Day

There are currently seven settings (Skerries School not included) in Shetland where secondary education is provided. Whilst each setting offers pupils 27.5 hours of teaching each week, the way that the school day is structured in each school is different. In the Hub Option, all associated

campuses will require to be operating the same pupil day with one overarching timetable for the option to operate effectively.

### 13.2.7 The School Timetable

The annual exercise required to timetable a school can be extremely complex. Should the exercise be extended to include classes taught in other geographic locations, the task will become increasingly difficult and yet further complicated by factoring in teacher travel time.

13.2.8 As part of the preparation of this report, Children's Services engaged Mr Tony Conroy, an independent expert in the area of curriculum structure and timetabling. He was tasked with considering whether the concept of the Hub Option could work in reality and whether it could identify economies whilst supporting equality of provision. In the timescale that was available, Mr Conroy was able to develop a staffing structure for the Two Hub Option. Some criteria were expected to be met within the option that we asked to be included in the research:

- pupils should not have an unbalanced timetable;
- whenever possible, pupils should not be taught any subject by two (or more) teachers.

13.2.9 These are issues emerging from current teacher sharing arrangements.

13.2.10 The feedback from Mr Conroy is that the Hub Option can work on a single timetable and that a fairly high degree of savings could be identified through its implementation. He further advised that setting the campuses up to provide for the Secondary 1 to Secondary 3 range rather than the Secondary 1 to Secondary 4 range would be significantly more efficient from a timetabling perspective.

### 13.2.11 The Position of Primary and Nursery Departments

13.2.11.1 The position of nursery and primary educational provision currently delivered through the existing "all-through" school option will have to be explored and reconciled. The many positive aspects of this provision, the flexibility (often very cost-effective), continuity of education and opportunities for enhanced transition between phases of education could potentially be lost.

13.2.11.2 The management of these departments must be clarified, as retention of a second senior school manager to manage primary and nursery departments would cut significantly any possible savings gained from a reduction in promoted posts.

13.2.11.3 The position of those peripatetic art, music and PE teachers who provide education in two sectors would also have to be examined.

### 13.2.12 Links with University of the Highlands and Islands

At a time of significant change for secondary education provision in Shetland, consideration must be given to enhancing the already established links with Shetland College. It would be wise to fully access the resources and courses of study that could complement and widen opportunities for our pupils.

### **13.3. Staffing Implications**

- 13.3.1 There are teachers and instructors in Shetland who work on a full-time peripatetic basis. Generally, these are colleagues who provide teaching in expressive arts in primary and instrumental instruction lasting not more than 50 minutes per class per week. This will normally involve one visit to each timetabled school per week.
- 13.3.2 If we implement a Hub option for secondary provision in Shetland, teaching staff will be employed on the understanding that they would be expected to teach in more than one campus during their working week. Educationally we would wish to offer a balanced timetable for pupils. Therefore a teacher timetabled over two campuses would visit the other campus at least four times per week. The travel time involved would reduce the available weekly class contact time by a significant proportion. This would probably be doubled where a journey between campuses involves a ferry crossing.
- 13.3.3 Each full-time teacher is expected to be able to provide 22.5 hours per week of class contact supported by 7.5 hours of preparation and correction and five hours allocated to collegiate activities each week. Where a teacher is timetabled to travel between campuses during the working week, 3hours 20 minutes of class contact time will be lost. A corresponding loss in preparation or collegiate time will not occur. The detail of this is contained in staff working time agreements which are reviewed annually by Head Teachers.
- 13.3.4 There are currently twelve teachers in Shetland providing secondary education in more than one school setting. These arrangements have been established as a result of staff leaving the service and surplus capacity in teachers' timetables being utilised rather than recruiting replacements. Whilst this has enabled continuity of provision, there have been difficulties reported from teachers.
- 13.3.5 The majority of the difficulties noted are due to the fact that these teachers are being asked to work as part of the timetables of more than one school. If all the schools visited were on one timetable, many of the problems identified would be reduced or removed.
- 13.3.6 As per the table below, implementation of a Hub Option would result in a reduction of between 20 to 45 full-time equivalent teaching staff.

<b>Hub Options</b>	Head Teachers	Depute Head Teachers	Principal Teachers	Teachers	TOTAL	Reduction
Proposed Staffing (Full Time Equivalents):						
2 Hubs (S1 - S3)	2	5	29	75	111	38
1 Hub (S1 - S3)	1	4	23	76	104	45
2 Hubs (S1 - S4)	2	5	29	93	129	20
1 Hub (S1 - S4)	1	4	23	101	129	20

### 13.4. Transport Implications

Taking account of the requirement for one common pupil day, one of the main problems to overcome will be the availability of school buses and their timetables which have to take account of many other factors outwith the control of Children's Services.

### 13.5 Community Impact

It should be accepted that communities wish to retain their secondary provision locally. Either Hub option would support this position. What must be recognised, however, is that under either Hub option the concept of the "secondary school" locally is likely to change as will the concept of the "staff" of such a secondary school. It may also be, in the passage of time, that secondary teachers who live locally to their school will spend significant portions of their working week in another setting.

### 13.6 Integrated Impact Assessment Findings in Summary

13.6.1 A summary of the Integrated Impact Assessment is:

13.6.1.2 There are 64 possible areas/groups assessed for impact. The impact from the intended outcome has been recorded as either:

- Positive;
- Negative;
- Both positive and negative impacts;
- n/a (no impact from this intended outcome).

13.6.1.3 A note has been given for each answer. Further mitigation has been recorded for all Negative impacts.

13.6.2 An Integrated Impact Assessment was carried out for "Blueprint for Education: To Implement a Hub Option for Secondary Education".

13.6.2.1 The intended outcome will have:

- seven Positive impacts;
- 11 Negative impacts;

- 46 groups/areas experiencing no impacts. These are recorded in the document as “n/a”.
- no groups/areas experiencing both positive and negative impacts. These are recorded in the document as “Both”, with Notes given to explain both the positive and the negative impact, with the negative impacts receiving further mitigation

13.6.2.2 The Positive impacts are summarised below.

- This option will retain education provision in local communities. More teachers will have opportunities to teach higher grade National Qualifications. There will be a positive impact for operational budgets and Shetland’s finances as these will be reduced with more effective use of existing resources.

13.6.2.2 The Negative impacts are summarised below.

- There will be fewer jobs across the school estate. There are likely to be fewer jobs locally. There will be a reduction in access to locally based professionals. There will be an increase in teacher car travel. Maintenance of existing school estate will be required. There will be a requirement for statutory consultation if the age range for educational provision is changed from Secondary 1 to Secondary 4.

13.6.2.3 The Mitigation for Reducing Negative Impacts is summarised below.

- Children’s Services will work with other Council services, such as Human Resources and other community planning partners to support affected communities. Car sharing will be encouraged for staff working in different locations. Community use of buildings will be developed. Children’s Services will work with Legal Services and Human Resources and will use national guidance to implement the option correctly. The Council’s relevant policies for redundancy, redeployment, transfer and retirement will be used to support affected staff into positive futures.

### **13.7. Impact on School Estate**

Under either of the Hub Options, all school buildings will continue to provide secondary education. Therefore, the secondary school estate will remain unchanged with annual maintenance budgets being required to keep the buildings functioning and fit for purpose.

### **13.8. Legal Implications**

Depending on the form that any approved Hub option takes, statutory consultation may be required on any closure proposal.

### **13.9. Informal Consultation Findings to Date**

13.9.1 The full summary of the Informal Consultation conducted in October 2013 is detailed in Appendix 1.

13.9.2 The hub options, both one hub and two, proved the most popular with all groups except staff. The advantages cited were around keeping rural Junior High schools open, teachers travelling rather than pupils and supporting links with the University of the Highlands and Islands. People also considered retaining all school buildings as a benefit.

13.9.3 The principal disadvantage was the potential transition at the end of Secondary 3 which was very unpopular. Increased centralisation and too much travelling time for teachers were also described as disadvantageous. People were also concerned about how the hub(s) would be managed. Staff expressed concerns about the impact on teachers including difficulties in future recruitment and retention.

### **13.10. Advantages of this Option**

13.10.1 Teachers and Head Teachers currently involved in sharing arrangements were surveyed for their thoughts. Advantages reported include:

- possible opportunities to teach Higher and Advanced Higher;
- increased opportunities for subject moderation;
- pupils may experience different teaching styles;
- professional engagement with a wider circle of colleagues;
- opportunities to teach a wider range of pupils;
- opportunities to view different practice in other settings;
- possible opportunities to use different resources;
- can maximise use of a teacher's 22.5 hours of contact time;
- improves the viability of rural school settings by retaining local secondary provision.

13.10.2 Other Advantages Include:

- with larger subject departments in a Hub Option, the assessment and internal moderation for National 4 level certification should be more robust;
- the Hub Option would support the transition from Broad General Education to Senior Phase in that the same curriculum will be in place in all campuses;
- in addition to the more effective use of staff time, a Hub Option offers the potential for other resources to be shared. These include support staff; Additional Support Needs staff; and teaching and learning materials;
- with the staffing complement being larger in a Hub Option, it may be easier to find appropriate specialists to cover for teacher absence.

### 13.11. Disadvantages of this Option

13.11.1 Teachers and Head Teachers currently involved in sharing arrangements were surveyed for their thoughts. Disadvantages reported in that survey include:

- an increase in stress for teachers;
- a requirement to travel further to work and during the working day;
- increased teacher workload;
- decreased opportunities to attend staff meetings and collegiate activities;
- increased numbers of parents' nights required to attend;
- concern over professional effectiveness;
- school timetables being skewed by limited availability to share staff between different timetables;
- concerns over teachers losing a sense of "belonging" to a school;
- pupils being taught by more than one teacher and pace and continuity of learning affected;
- concern over lack of liaison time where pupils are taught by more than one teacher.

13.11.2 Other Disadvantages Include:

- possible negative impact on the ethos of the rural school setting/campus with the reduction in full time staffing.

### 13.12 Identified Risks

13.12.1 The following key risks for Children's Services would result from the implementation of this Option:

- planning and consultation with all stakeholders will be required to redesign and establish a common pupil day and timetable structure;
- current agreements on voluntary exits, which apply only to teaching staff in Scotland, may lengthen the timeline for implementation such that the achievable savings take too long to fit in with the Medium Term Financial Plan;
- jobsizing for all promoted posts in Scotland is conducted through a nationally agreed process and the implementation of a Hub Option would result in changes in salary for the many promoted post holders;
- the development and implementation of an agreed management structure;
- arrangements for the management of primary and nursery departments in Junior Highs must be resolved;
- the availability of buses at the required times to allow all campuses to operate the same school day;
- the availability of confidence and competence to undertake effective timetabling of a Hub;
- the level of teaching staff travel, especially for those who do not drive or who do but do not have a suitable vehicle;



- a Transfer Agreement for teachers is now in place however a culture of movement between schools is not currently fully accepted;
- it should be anticipated that teacher unions will expect discussion/negotiation to ensure that all appropriate contractual obligations are in place;
- the possible requirement for statutory consultation dependent on final option approved.

13.12.2 The management of more than one school setting also provides a number of significant challenges:

- parents generally expect to have ready access to their children's Head Teacher. However with the increased frequency of visits of class teachers, parents should have better access to individual class teachers to discuss subject progress;
- teaching and non-teaching staff need effective line management arrangements;
- Education Scotland place great emphasis on how well a school is led.

### 13.13 Development and Implementation Costs

- The approximate cost of training a member of staff to undertake timetabling is £2000.
- Mileage rates are currently £0.5365 per mile for the first 100 miles; thereafter the rate is £0.4365 per mile. Therefore, as an example, a teacher providing teaching four times per week in Sandwick who has travelled from Anderson High school would incur mileage costs of £2054.81 per year.
- Ferry costs are currently £80.80 for a ten journey ticket. Therefore, as an example, a teacher providing teaching four times a week travelling from Mid Yell to Baltasound would cost £2920.51 in ferry fares and mileage.
- Where a teacher is expected to travel during the working day from one campus to another, travel time is counted as contractual class contact time, therefore decreasing the teacher's teaching time in front of a class. This is in line with national conditions of service for teachers.

### 13.14 Expected Savings

13.14.1 In estimating expected current savings, the following were considered:

- the overall salary costs of current secondary management model;
- the overall salary costs of current teacher complement;
- a staffing option for the Two Hubs Option was created and costed;
- the amount of mileage and ferry fares incurred were estimated and costed;
- the amount of teacher contact time lost as travel was estimated and costed;
- costs associated with Skerries School Secondary Department were not included.

13.14.2 Mr. Tony Conroy, Independent Expert with expertise in secondary school timetabling, was engaged by Children's Services to develop the options and also to offer expert opinion on viability of such an option.

13.14.3 The financial implications of these options are shown in the table below.

	<b>Potential Savings – Hub Options</b>			
	<b>One Hub (S1-S3) £000</b>	<b>Two Hubs (S1-S3) £000</b>	<b>One Hub (S1-S4) £000</b>	<b>Two Hubs (S1-S4) £000</b>
<b>Teacher Cost Savings<sup>1</sup></b>	(2,399)	(2,003)	(1,257)	(1,177)
<b>Other Savings / Additional Costs<sup>2</sup></b>	186	186	375	375
<b>Additional Transport / Halls of Residence Costs<sup>3</sup></b>	431	286	153	60
<b>Total Estimated Savings</b>	(1,782)	(1,530)	(729)	(742)
<b>Remaining Proposals<sup>4</sup></b>	(640)	(640)	(640)	(640)
<b>Total Savings</b>	<b>(2,422)</b>	<b>(2,170)</b>	<b>(1,369)</b>	<b>(1,382)</b>

1 - Teacher staffing information was provided by Children's Services.

2 - Finance Services have used previous data which has been updated with regard to 2014/15 proposed budgets, pupil numbers etc as relevant, and also using teacher travel costs provided by Children's Services where relevant.

3 - Transport Planning have calculated transport costs for some routes. However, where new routes are proposed (e.g. Brae), Finance Services have estimated costs to ensure consistency across options. These estimates were calculated using information available on other options and current routes.

4 – Bressay Primary School and Nursery Class, Skerries School Secondary Department, Olnafirth Primary School, Burravoe Primary School, Two Northmavine Primary Schools and Sandness Primary School.

## 13.15 School Management

13.15.1 Currently, Shetland Islands Council employs seven Head Teachers (Skerries School Head Teacher not included) and ten Depute Head Teachers to manage the seven settings where secondary education is provided. This gives a total of 17 senior school based managers. Salary costs for this group are currently £1,151,097 per annum.

13.15.2 Implementation of a Hub Option should identify savings from a reduction in the number of school managers. It is difficult to estimate with any real accuracy the total saving possible without undertaking a re-job size exercise for every post. This work would follow from a decision on which management structure to implement.

13.15.3 However, for the purposes of illustration, a move to management structure (i) for a two Hub Option could identify a saving of approximately £320,000. It is likely that this figure would take some time to realise due to the current positions of existing postholders.

13.15.4 The following table illustrates the numbers of managers required in the three options for Hub management detailed earlier in this report:

	Current Model	1 Hub Option				2 Hub Option			
		(i)	(ii)	(iii)	(iv)	(i)	(ii)	(iii)	(iv)
Head Teachers	7	1	7	1	7	2	7	2	7
Depute Head Teachers	10	10	4	8	4	10	4	10	4
New Head Teachers (primary)				7				7	
New Principal Teachers (primary)					5				5
Totals	17	11	11	15	16	12	11	19	16

### 13.16 Hub Teaching Complement

As described in the general principles section earlier in this report, previous discussion of a Hub type option had included a core staff group deployed full time in one single campus. The table below illustrates the estimated additional costs to Shetland Islands Council which would result from lost class contact capacity if such an option was implemented. The core staff considered in this option are full-time teachers of English, maths, social subjects and science based in each campus.

Transition at End of:	Aith	Baltasound	Mid Yell	Sandwick	Whalsay	Total Extra Cost
Secondary 2	£130,786	£130,786	£130,786	£73,777	£130,786	£596,920
Secondary 3	£103,958	103,958	103,958	£20,121	£103,958	£435,958
Secondary 4	£70,423	£77,130	£77,130	N/A	£77,130	£301,813

\* The costings included in this table do not relate to the financial information on these options.

### 13.17 Timeline for Implementation

A considerable amount of planning, consultation, training, timetabling, negotiation and staff exits would be required to implement either of the hub options considered or any other hub structure combination decided on. It should be anticipated that such a plan would take between five to ten years to implement and realise possible savings fully.

### 14. Federated Schools Option

- 14.1 This is not an option which Children's Services was asked to consider. However, in January 2013, a deputation of local junior high school Parent Councils to Education and Families Committee put forward the concept of a federated school as one suggestion for a sustainable way forward for secondary education in Shetland. As a result it was felt necessary to explain this, as the concept relates in some ways to the idea of a Hub.
- 14.2 The term 'federation' has a wide currency, describing many different types of collaborative groups, partnerships and clusters. However, the concept of 'Federated Schools' is an English concept that can be traced back to the Education Act 2002. This has no status in Scotland.
- 14.3 The aim was to bring schools together in a collaborative arrangement to raise standards, promote inclusion, and find new ways of approaching teaching and learning.
- 14.4 The key element that distinguishes federated schools is that they have the power to create a single or joint governing body across two or more schools to work together in this way. There is a limit of five schools per federation. Thereafter the consent of the Secretary of State is required.
- 14.5 'Hard federations' are those that are formally set up, have agreement on common goals and are run by a single governing body, with one Executive Head or many Heads involved in their running.
- 14.6 'Soft federations' are informal, but still with agreement on common goals. Joint committees set up, for example, on particular aspects of teaching and learning or leadership run them, but each member school retains a degree of autonomy.
- 14.7 In Scotland, federations exist informally in terms of clusters where the secondary school and catchment area primary schools work together to enhance the teaching and learning process and to aid transitions – although there are no governance arrangements in place. There are also 'federations' of secondary schools in Scotland that work together on a range of development topics.
- 14.8 In terms of 'hard federations', the only area in Scotland that has explored a similar concept in significant detail has been East Lothian Council who developed the 'Community Partnership Schools' model, which considered aspects of school autonomy, community governance, teacher contracts, and charitable trust status. Following consultation with parents, teaching unions

and other stakeholders, the Council decided not to proceed beyond the exploratory phase.

## 15. The School Estate

### 15.1 Background to the School Estate

15.1.1 Shetland Islands Council's school estate buildings are the largest built asset that the Council owns and operates, with a current footprint of some 69,466m<sup>2</sup> across 38 distinct facilities which include nurseries, primary schools, secondary schools and a Halls of Residence. A breakdown of these buildings is given in "Table 1 – The School Estate".

15.1.2 The buildings that form the modern school estate were largely built or substantially refurbished in the 1970's, 1980's and 1990's, but in many cases the original buildings were erected in the late 1800's and are still in operation. While the retention and development of original facilities makes Shetland's schools somewhat unique in character, the age of some of these facilities presents a variety of maintenance and suitability problems.

15.1.3 In order to ensure consistency across local authorities, guidance on assigning condition ratings to schools "The Condition Core *Fact*" (available from [www.scotland.gov.uk/schoolestate](http://www.scotland.gov.uk/schoolestate)) was published in March 2007. All Local Authorities are now following this guidance when assigning condition ratings to schools.

15.1.4 The condition of a school, as set out in Table 1, is based upon an analysis of each building element ( e.g. walls, roof, services) summarised to give the following condition rating:

- Condition A: Good – performing well and operating efficiently;
- Condition B: Satisfactory – performing adequately, showing minor deterioration;
- Condition C: Poor – showing major defects and/or not operating adequately;
- Condition D: Bad – economic life expired and/or risk of failure.

15.1.5 In the main, Shetland's schools currently fall within band B "Satisfactory – Performing adequately but showing minor deterioration."

15.1.6 Currently the Council spends £1,284,693 per annum on maintenance across the schools estate, but due to budget constraints it is unlikely that these ratings will improve over the short to medium term. Planned maintenance services are carried out to ensure the school estate complies with statutory requirements and for minor building fabric, structural components and the renewal of time expired plant and building elements e.g. roof leaks, individual window, doors or plant item renewals.

15.1.7 The overall aim is to prevent major failure and service disruption so far as is reasonably practicable. Maintenance is undertaken as a result of an asset's

condition and is driven by the inspection and survey process. It applies to key building elements and major outstanding items that cannot be funded are transferred to the backlog maintenance register for action in future years.

Table 1 – The School Estate

School	Floor Area (m <sup>2</sup> )	Built	Condition Rating	Primary & Secondary Provision
Aith Junior High School	2,617	1982	B	Shared
Anderson High School	13,303	1963 - 1975	C	N/A
Additional Support Needs Gressy Loan	967	1985 (2005)	B	N/A
Baltasound Junior High School	3,016	1967	B	Shared
Bells Brae Additional Support Needs Department	320	1957 - 1972	B	Shared
Bells Brae Primary School	4,478	1957 - 1972	B	Shared
Brae High School Primary and Nursery	2,162	1976	B	Isolated Building
Brae High School Secondary	3,585	1982	B	Isolated Building
Bressay Primary School	683	1900	B	N/A
Burravoe Primary School	353	1968	B	N/A
Cullivoe Primary School	321	1900's - 1972	B	N/A
Cunningsburgh Primary School	670	1977	B	N/A
School Canteens	1,325	Varies	B	Shared
Dunrossness Primary School	1,971	1969	B	N/A
Fair Isle Primary School	350	1878	B	N/A
Fetlar Primary School	311	1890 - 1968	B	N/A
Foula Primary School	295	1991	B	N/A
Hamnavoe Primary School	971	1980	B	N/A
Happyhansel Primary School	766	1981	B	N/A
Janet Courtney Halls of Residence	4,027	1900's - 1970	B	Isolated Building
Lunnasting Primary School	580	1998	B	N/A
Mid Yell Junior High School	2,491	2010	A	Shared

Mossbank Primary School	1,544	1977	B	N/A
Nesting Primary School	594	2004	B	N/A
North Roe Primary School	333	1970	B	N/A
Ollaberry Primary School	650	1900's - 2002	B	N/A
Olnafirth Primary School	538	1900's - 1961	B	N/A
Papa Stour Primary School	105	1900's	B	N/A
Sandness Primary School	268	1900's - 1997	B	N/A
Sandwick Junior High School	4,976	1982	B	Shared
Scalloway Primary School	4,706	1876 - 1986	B	Shared
Skeld Primary School	736	1900's - 1997	B	N/A
Skerries School	391	1980's	B	Shared
Sound Primary School	2,907	1977	B	N/A
Tingwall Primary School	825	1900's - 2012	B	N/A
Urafirth Primary School	501	1995	B	N/A
Whalsay School Primary and Nursery	1,744	1973	B	Isolated Building
Whalsay School Secondary	1,643	1823 - 1998	B	Isolated Building
Whiteness Primary School	1,443	1978 - 1990	B	N/A

## 15.2 Secondary Options

15.2.1 Extant Blueprint Option - Closure of the secondary departments at Aith Junior High School, Sandwick Junior High School, Skerries School, Whalsay School and Baltasound Junior High School.

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

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

- 15.2.1.3 If the areas currently occupied by secondary pupils are vacated and the building becomes non-operational and can be offered for disposal, then the existing maintenance budget for that building will be removed. However, it would appear that this would only be feasible for Whalsay School Secondary Department.
- 15.2.1.4 The other schools contained within this Blueprint option share key services, systems and facilities (such as canteens) with their primary departments that cannot easily be separated.
- 15.2.2 Blueprint Next Steps Option – The secondary departments at Sandwick Junior High School, Aith Junior High School and Skerries School close.
- 15.2.2.1 If the areas currently occupied by secondary pupils are vacated while continuing to form part of an active school there would be a very small reduction in maintenance cost due to a reduction in normal wear and tear, utility use and the like.
- 15.2.2.2 However as the services and systems running throughout the school will pass through or are connected to these areas they will still need inspection, service, testing and planned maintenance.
- 15.2.2.3 If a suitable shared use can be identified with an external service partner the cost of maintaining these areas would be included in any agreement and would result in a reduction of maintenance costs to the Council.
- 15.2.3 Telepresence Option - This option does not offer any reduction in physical footprint and therefore would not realise any maintenance savings. However, it may require a range of technology and cabled infrastructure upgrades to operate at acceptable levels. Further advice may be required from ICT to evaluate whether this is the case.
- 15.2.4 One Hub Option - This option does not offer any reduction in physical footprint and therefore would not realise any maintenance savings.
- 15.2.5 Two Hub Option - This option does not offer any reduction in physical footprint and therefore would not realise any maintenance savings.

### **15.3 Overview of New Anderson High School Project**

- 15.3.1 In 2010, Shetland Islands Council undertook feasibility work to explore the possibility of building a new secondary school and Halls of Residence on the lower slopes of the Staney Hill at Clickimin in Lerwick. Following statutory consultation under the Schools (Consultation) (Scotland ) Act 2010, Shetland Islands Council formally decided in December 2010 to progress the lower Staney Hill area as the preferred location for a new secondary school and Halls of Residence that would replace the current Anderson High School at the Knab.
- 15.3.2 In July 2012, Shetland Islands Council made an application to the Scottish Government for the proposed new Anderson High School to be included in the 'Scotland's Schools for the Future' programme. It was announced in



September 2012 that the application had been successful. The Scottish Government are funding two thirds of the capital costs of the project, with Shetland Islands Council funding the remaining third. The new Anderson High School project is being developed and delivered by Hub North Scotland Limited, which is a partnership between public and private sector organisations.

- 15.3.3 The proposals for the new Anderson high School project includes the construction of a new four storey secondary school to accommodate 1180 pupils, the construction of a new 100 bed residential block, new access and parking provision for the site, extension and refurbishment of the existing Clickimin Centre, and re-profiling and landscaping the grounds. The project is currently progressing through the development stages and it is anticipated that construction work will begin on site in summer 2014. The project is programmed to be completed by late summer 2016.

## **16. Recommendations**

The following section which encompasses the Report recommendations has been prepared by Professor Don Ledingham, an independent expert commissioned by Children's Services to consider the options, the outcome of the informal consultation, the views of local educationalists and using his own expertise describe the best strategic recommendations for secondary education in Shetland.

- 16.1 The recommendations contained within this section of the report is based upon the documents that have formed the background to this consultation process, namely, the Blueprint for Education; The Next Steps Document; and the feedback received from the consultation process.
- 16.2 The contents of this section are as follows:
1. Background
  2. A Vision for Shetland Secondary Education
  3. Review of the Consultation Feedback
  4. A Blended Solution and Recommendation
  5. Implementation

### **16.2.1 Background**

- 16.2.1.1 Permeating all of the documentation, discussions, previous reports, councillor opinion, and consultation feedback on all matters relating to education in Shetland there remains a very clear and consistent element that must underpin this strategy, namely:

- to provide high quality education in Shetland.

- 16.2.1.2 This is reinforced in the Shetland Statement for Education 2012 - 2017: "We will ensure the best quality education for all our pupils to enable them to become successful learners, who are confident individuals, effective contributors and responsible citizens. We will achieve this through the highest standard of teaching and learning delivered in

modern, well equipped school buildings which are financially sustainable”.

- 16.2.1.3 It is important to direct attention to the last two words in the previous paragraph “financially sustainable”.
- 16.2.1.4 Throughout this report I will attempt to balance these two dimensions but will be driven primarily from a desire to ensure that the best quality of education for Shetland’s young people is always to the fore.
- 16.2.1.5 The recommendations that arises from this strategy presents a practical and achievable vision for the future of secondary education in Shetland based upon the current assets present in Shetland’s communities, the aspirations of our young people and their parents, and the changing circumstances facing society in Shetland and the wider world.
- 16.2.1.6 The strategy is grounded in the historic legacy of Shetland; takes into account its unique geographical position in the UK and Scotland; its culture, traditions and communities; its reputation for high achievement and academic attainment; and the high aspirations held by parents and the community for the younger generation as the lifeblood of the Islands.
- 16.2.1.7 A key feature of the various consultations that have been undertaken in connection with the Blueprint for Education in Shetland, has been a desire to describe a vision for education which matches the aspirations described above. With that in mind this strategy builds upon Shetland’s current assets and embraces the future, the associated need for change, and the outcomes of the most recent consultation process.
- 16.2.1.8 As is the case in every Local Authority in Scotland the financial challenges facing the delivery of key services is acute. With Education Services typically accounting for 40% - 50% of a Council’s entire budget, the scope for Councils to protect the education budget is very limited, especially given the growth pressures on adult social care. The option of ring-fencing or protecting education is therefore impossible and consequently radical and innovative solutions must be created.
- 16.2.1.9 Shetland Islands Council has traditionally benefitted from income streams connected to the oil industry. This resulted in a series of educational infrastructure decisions being taken which reflected the advantaged financial circumstances of the Islands. However, in recent years this situation has changed and the current Council reserves have dropped from a figure of £400 million to £200 million, with a sum of £60,000 having to be taken from reserves on a daily basis in order to meet the gap between current expenditure and income. You don’t need to be a financial expert to recognise that such a situation will eventually lead to economic ruin. It is this scenario that provides the greatest threat to the future quality of education in Shetland.

- 16.2.1.10 Shetland differs from other Councils in terms of the Junior High School system, which has continued in Shetland when other Councils created all through secondary schools thirty to forty years ago with the associated closure of Junior High Schools.
- 16.2.1.11 It is this phenomenon, which goes a long way to explaining the fact that it costs Shetland Islands Council £12,826 to educate each of the 1453 secondary pupils, whereas in the next most expensive area of Eilean Siar it costs £9,471 and in Orkney £9,468. If Shetland could reduce its per pupil costs to match Eilean Siar it would save £4,874,815.
- 16.2.1.12 Shetland Islands Council first recognised this financial challenge back in 2007 with the commissioning of the Blueprint for Education, which set out:
- the key drivers should be to provide the best quality educational opportunities and best quality learning environment for all;
  - in so doing, the opportunity for savings to bring budgets to a sustainable level should be considered.
- 16.2.1.13 Since that time Children's Services have undertaken an extraordinary amount of activity in terms of formulating proposals, conducting consultations, and revising said proposals in response to feedback and Council decisions.
- 16.2.1.14 One of the unfortunate effects of this cycle of debate has been that a positive vision of the future has appeared to become secondary to the bureaucratic process of fulfilling the formal requirements of consultations over school closures. It is safe to say that the level of consultation activity in Shetland would have overwhelmed much larger Councils had they been faced with the same number of challenges. Benest (2011)<sup>5</sup> highlights the danger of elected members continually seeking new reports and analyses, and the eventual undercutting of the services' ability to perform its core function.
- 16.2.1.15 A recurring theme in the consultation phase is a frustration from community members that decisions are not taken by elected members and that yet another cycle of consultation is commissioned.
- 16.2.1.16 Another key factor which must be borne in mind when considering the future is the proposal for the new Anderson High School project includes the construction of a new four storey secondary school to accommodate 1180 pupils, the construction of a new 100 bed residential block, new access and parking provision for the site, extension and refurbishment of the existing Clickimin Centre, and re-profiling and landscaping the grounds. The project is currently progressing through the development stages and it is anticipated that construction work will begin on site in

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<sup>5</sup> 10 New Rules for Elected Officials In Times of Economic Meltdown; Frank Benest, Western City, 2011

summer 2014. The project is programmed to be completed by late summer 2016.

- 16.2.1.17 It is more than likely that this new school will lead to an acceleration in placing requests to the Anderson High School from young people and their parents. Evidence from other areas in Scotland indicates that this will have a significant impact upon existing school roll predictions. It is incumbent upon any vision of the future for Shetland secondary education to take this factor into account.
- 16.2.1.18 Part of my role has been to elicit that exciting vision for the education service in Shetland from members of the education community and those other stakeholders who care so much for the future of education in Shetland.
- 16.2.1.19 Everyone I've spoken to in Shetland always comes back to the impact upon individual children and young people. In line with that fact, the key to the vision for Education in Shetland does not lie in dry documentation or reports, but in the aspirations people in Shetland have for their own children. The vision lies in the hopes that people have for their communities, and ultimately it lies in the vision that people have for Shetland, i.e. of a place and people who have a strong connection to their own unique culture and heritage, but with a commitment to sustainable growth and opportunity for the citizens of the islands.
- 16.2.1.20 In order to capture that vision I will use an approach that focuses upon young people themselves and uses their stories as a means of describing that future.
- 16.2.1.21 A starting point for this strategy is to consider the outcomes for five Shetland young people, namely, Neil, Freya, Donald, Eva and Peter. Using these five individuals I hope to describe their journeys and varying exit points from formal secondary school education in Shetland in the year 2020.
- 16.2.1.22 By working back from these scenarios I will construct a means by which these outcomes can be achieved and the associated implementation process required to accomplish these goals. Throughout this description the financial situation facing Shetland will be a constant backdrop. There can be no escaping the reality of the situation that contrasts so dramatically with the finances that were available to the Council during the expansion phase of Shetland's secondary education system from the 1970s to the early 2000s.

## **16.2.2 A Vision for Shetland Secondary Education**

### **16.2.2.1 Neil**

Neil is 18 years old and lives in Aith. From the age of 12 he has attended the Anderson High School. He wanted to follow a career in the Marine

industry from an early age and has been able to follow that dream through his education in Lerwick.

As the school is linked with Shetland College and offers a joint curriculum it has enabled him to achieve a wide range of academic and vocational qualifications, which also allowed him to undertake significant work related training.

Having followed a broad general education in his first three years at school he was also introduced to staff from the NAFC Marine Centre, and their established vocational pathways programmes, who aligned with some of his curricular subjects to bring them to life using the Marine industry as a backdrop.

On progressing to his senior phase curriculum Neil followed four certificated subjects in Secondary 4, and started two Highers that he completed over two years. In Secondary 5 he commenced a two-year transition course with one day a week being undertaken at the NAFC Marine Centre in Scalloway. In Secondary 6 he passed two National Units in navigation and seamanship to allow him direct entry to second year at NAFC Marine Centre and the University of the Highlands and Islands.

#### **16.2.2.2 Freya**

Freya is 17 years old and lives in Yell and started her secondary education at Mid Yell Junior High School. Her education at Mid Yell JHS followed on smoothly from her primary school experience with classes continuing to be taught by outstanding teachers in broad general education – visiting specialist teachers taught PE, Technical Education, and Music. Her curriculum was aligned with what she would experience in the Anderson High School and the transition at the end of Secondary 2 enabled her to fully prepare for the choices she would have to make at the end of Secondary 3 prior to moving into her senior phase at the Anderson High School. Freya would be in the Halls of Residence from age of 14 (the same age as her mother and father moved to the Anderson High School in the early 1980's).

Freya started her Higher courses half way through Secondary 4, thereby extending the learning time from the typical 'two-term dash' to a year and half. She put this factor down as a key reason she did so well in her Highers.

Freya wasn't sure what she wanted to do after school, but in addition to following her academic curriculum she commenced a course in Hospitality and Tourism that was taught by staff from the school and Shetland College. The fact that the timetable of the college and the school were jointly planned enabled her to fit this in with her academic classes. At the end of Secondary 5 Freya gained a National Certificate qualification in Hospitality and Tourism, in addition to four Highers, but decided not to take this any further.

However, having been involved with local employers as part of her Hospitality and Tourism course she became interested in accounts and decided to undertake a crash Higher which then led to her applying to University in Edinburgh to study for an MA in Business and Accounts. Her UCAS application statement was significantly enhanced by her experience with an employer and the fact that she had vocationally related qualifications. She was accepted to undertake the four-year honours course, but has maintained her links with her Shetland employers who are keen to employ her during her holidays and possibly at the end of her studies.

### **16.2.2.3 Donald**

Donald comes from Whalsay and was not a successful student during his primary and early secondary schooling. He did not enjoy academic work and found it difficult to sit in classes without disrupting other students' learning.

At the end of Secondary 2 Donald transferred to the Anderson High School where he found it difficult to fit into the academic curriculum. Within his first few weeks at school he got himself into difficulties and said that he no longer wanted to attend the school.

Fortunately, his Guidance Teacher, in consultation with Donald and his parents, identified that he was very interested in the construction business as his uncle was a builder.

Through the link with Shetland College the school was establishing a new course in Construction and Engineering at Access Level 3 for Secondary 3 and Secondary 4 students. The course was taught at the College Campus and involved Donald attending the college for two half days each week.

Due to health and safety requirements and insurance restrictions it was impractical to arrange placements and work experience on building sites. However, a number of local construction companies organised visits to sites and their supply depots. These companies also attended Shetland College to speak to the group.

Through the course Donald began to understand the range of employment opportunities and job roles within these broad sectors. He also developed some of the basic practical skills and introductory knowledge and understanding necessary to enhance employment opportunities, through Practical Experiences in Construction; Practical Experiences in Engineering; and Developing Employability Skills in Construction and Engineering.

As the assessment was based mainly on a range of practical workshop activities, supported by tutor observation checklist, together with candidate self-evaluation reviews Donald was incredibly successful and came out top in his group at the end of Secondary 3.

This had a powerful effect on his motivation in school as he realised that if he was to gain employment in the construction industry he needed to gain some qualifications in other subjects, especially maths and English. His behaviour in other classes improved and the school also put this down to the support he had received from a mentor who was in the construction business, who met with Donald once a month to talk about his progress at school and his construction course.

In Secondary 4 Donald progressed to Construction Crafts Intermediate 1 Level 4. The Course contained practical construction crafts Units in seven important construction trades. Donald learned a variety of skills in the trades-specific Units. In addition, he developed skills and attitudes that enhanced employability, not just in the construction industry, but also in employment generally.

Half way through his fourth year Donald was approached by a local construction company in Whalsay who had seen some of Donald's work at an exhibition for employers at Shetland College. In partnership with the school and Shetland College they arranged for Donald to commence a Modern Apprenticeship with them once he left school

Donald is now two years into his apprenticeship and has an ambition to run his own company by the time he's 21.

#### **16.2.2.4 Eva**

Eva comes from Sandwick and loved science from her time at Primary school. On starting at the Anderson High School she joined the Young Engineers club, which was sponsored by an International Gas company based on the Island.

Through this interest in Science, Technology, Engineering and Maths (STEM) subjects she was gradually introduced to a range of vocational opportunities whilst still following her broad general education in her first three years at the Anderson High School.

In common with her peers at school Eva was able to follow a curriculum that aligned vocational courses with academic courses.

In her fifth year she signed up for an HNC in Petroleum Engineering which focused on the location, extraction and processing of oil and gas for delivery to refineries, and provided the opportunity to gain the knowledge and experience required for employment and career progression in the energy sector, particularly for jobs in exploration, drilling and production.

Over a two year period she completed modules in Petroleum geology; oilfield drilling techniques; reservoir recovery techniques; petroleum production processes; project management; business awareness and continued professional development; health and safety; communications; ICT; principles and mathematics.

In her sixth year at school Eva applied to study Mechanical and Offshore Engineering (B.Eng/M.Eng) at Robert Gordon's University. The course included the core aspects of the Mechanical Engineering course and combined it with a specialism in Offshore Engineering.

As a consequence of her previous studies, and qualifications in this area, she was successful in being awarded a scholarship by a leading international services provider to the oil and gas production and processing industry.

The group, which designs and builds oil and gas facilities; operates, maintains and manages facilities and trains personnel; enhances production in the oil and gas industry awarded Eva £1,500 for her first year and £2,500 for each of the remaining three years, in addition to paid summer placements to sponsored students. Annual placements are also considered, where the course content requires that duration of placement. Additional features of the Engineering Scholarship, included:

- Opportunity to receive mentoring from professional staff.
- Skill & Competency Development.
- Provision of an industrial-focused project.
- Invitations for scholars to relevant events.

#### **16.2.2.5 Peter**

Peter is 18 and lives in Baltasound. He has been accepted to study medicine at Oxford University. From an early age Peter has been used to accessing on-line learning opportunities. The school has a formal curricular link with the Anderson High School that enables students to align their studies with subjects being taught in Lerwick.

In Secondary 2 Peter wanted to study Mandarin but no such courses were available in either Baltasound or the Anderson High School. Peter used his flexible learning time in school in addition to learning at home to access the 20-week introductory Open University programme

In common with all Shetland students a key feature of his curriculum at Baltasound was to introduce him to on-line learning and to encourage him to develop independent learning skills. As Peter became more confident with his own learning he expanded his studies and developed expertise and knowledge in a range of curricular areas that complemented his interest in science and medicine.

At the end of Secondary 2 Peter transferred to the Anderson High School and was a weekly boarder at the Halls of Residence. By transferring at the end of Secondary 2 Peter was able to become accustomed to the school and the boarding experience prior to choosing his subjects for formal qualification in the senior phase.

In his fourth year Peter needed to stay at home to care for his mother. The Anderson High School arranged for him to continue with his studies on a distance-learning basis complemented with attending the school two days a week for practical subjects. Using digital access he was able to



participate in most lessons. In addition to this he took on an active and leading role working with peers from his classes as part of an on-line Student Learning Community. It was interesting to note that these learning communities have extended to all subjects and have been also accessed by adult learners in the community.

At his interview for Oxford University he was able to use his experience as an independent learner to his advantage and also impressed the panel by the range of qualifications he had gained in his own time through accessing some of the more vocationally orientated qualifications on offer through the School's links with Shetland College.

### **16.2.3 Consultation Feedback**

- 16.2.3.1 The consultation process that has taken place over the last six years has been exemplary and comprehensive.
- 16.2.3.2 The commitment from officials at all levels to ensure that due process is adhered to is impressive. So too is the willingness to go beyond the norm and to encourage involvement and engagement with a very wide range of stakeholders.
- 16.2.3.3 On occasions the requirement to undertake consultations has interfered with the capacity to focus on the main job of officials, that is to support and ensure that schools are delivering a high quality education to the young people of Shetland.
- 16.2.3.4 The most recent consultation on the Next Steps Report and various options that have emerged since the initial development of the Blueprint for Education in Shetland is similarly impressive – especially given the tight timescales.
- 16.2.3.5 Within a six-week period the options have been fleshed out, details and figures collated and checked and an extensive round of consultation meetings arranged with all stakeholders. In my experience this has exceeded the norm in other areas of Scotland.
- 16.2.3.6 As is always the case in consultation exercises there were concerns expressed about the number and location of events, but I would assert that it was very extensive.
- 16.2.3.7 Inevitably where proposals directly impact upon the possible closure of schools it is very difficult to remain objective. Communities in Shetland, in common with other areas of Scotland, are wary of any change to the status quo and tend to see it as the 'thin end of the wedge' in terms of community decay.
- 16.2.3.8 Nevertheless, the consultation exercise did highlight a number of areas where there was consistent consensus from all groups.

- 16.2.3.9 This consensus was particularly strong in relation to the aforementioned focus on ensuring that Shetland was able to offer a high quality education for all young people.
- 16.2.3.10 Local communities were strongly opposed to closure of their own school, although it was noticeable how few people from other areas expressed an opinion to keep schools from other areas open.
- 16.2.3.11 There was little support for the Telepresence option as described in the report, although there was recognition that digital access could have an important role in enhancing the delivery of education, if not replacing the current system.
- 16.2.3.12 There was a strong feeling from the majority of respondents that the transition at the end of Secondary 3 was not appropriate.
- 16.2.3.13 Respondents did not appear to fully engage with the financial reality of the current situation, or the future viability of delivery models. There was a feeling that money should be found from elsewhere in the Council's budget, or to simply say that the savings should not be made in education.
- 16.2.3.14 Both of these responses, although understandable, ignore the underlying challenge facing the Council and also the potential damage that could arise by failing to take the necessary decisions to protect the long-term sustainability of education in Shetland.
- 16.2.3.15 Given the impossibility of ever reaching a consensus about the future of education in Shetland it is necessary to make difficult decisions in the short-term in order to protect the quality of service in the long-term.
- 16.2.3.16 The recommendations made in this report recognises the value which local communities attach to their local schools. In that regard they support the notion of local primary education wherever possible. However, compromises must be made if the exciting vision described in the five scenarios is to be achieved.
- 16.2.3.17 This is the balance that must be borne in mind when making difficult decisions about the future. The status quo is quite clearly not an option and any half measures may only serve to put off the inevitable – but with systemic damage being inflicted in the intervening period. It is also worth reflecting upon the circumstances in other education authorities where the education budget has gone out of control. Within the last ten years a Council experienced an unexpected education overspend which went into millions of pounds. As a consequence, services and schools had to be removed, or closed without any public consultation. The fear exists throughout Scotland, that without planned and coherent schemes for reducing costs, that circumstances eventually overtake any properly managed process – and an ad hoc series of closures and changes have

to be made – with no accompanying improvement in the quality of the service.

## **16.2.4 A Blended Solution for Secondary Education in Shetland**

16.2.4.1 Taking all of this into account the recommendations made in this report can be regarded as a 'Blended' solution which takes the best elements of the Blueprint and Options and shapes them into a sustainable solution for Shetland's education service.

16.2.4.2 There are three inter-related parts to enabling the vision described in this report to be achieved:

1. Establishing a formal bond between Shetland High Schools and the Further and Higher Education Sector in Shetland.
2. Develop the concept of a Shetland Learning Campus for all school age students and adult learners throughout Shetland.
3. Rationalise the secondary school provision in Shetland to align with the new model of provision and to enable budgets to be focused upon improving the educational outcomes for all young people in Shetland.

### **Part 1**

#### **Create an Ambitious Partnership between Shetland High Schools and the Further and Higher Education Sector in Shetland**

The High Schools and the Further and Higher Education Sector in Shetland already work together closely to provide learning opportunities for 16+ learners. However, there is exciting potential for a much closer working arrangement that could place Shetland at the forefront of educational and vocational development in terms of the Scottish, UK and European dimensions.

Within a National context 'The Commission for Developing Scotland's Young Workforce' recently presented their interim report back to the Scottish Parliament on how we can:

- Improve vocational and further education starting in the senior phase of Curriculum for Excellence and in colleges and Modern Apprenticeships.
- Encourage greater employer engagement in education and youth employment.

Sir Ian Wood, the chair of the Commission, said:

"The Commission proposes that this be achieved through a close partnership between schools and colleges. A key recommendation is that pupils in the senior phase of Curriculum for Excellence at school have the option to study at their local college for industry recognised vocational qualifications such as National Certificates and Higher National Certificates. Thus a youngster in S4 will have the opportunity of doing an NC and then an HNC at school by part-time attendance at college as well as more traditional qualifications. This will immediately provide the pathway and

destination and ensure much better value out of the S4 to S6 period at school as well as producing more youngsters with the higher skills required in the modern economy.”

There's also a very strong focus in the report on the importance of business and industry working with schools and colleges as a key factor in ensuring young people are more prepared for employment and better informed in career choice with the opportunity to develop knowledge, experience and skills appropriate to the regional and national employment opportunities.

The introduction of Curriculum for Excellence in primary schools and in Secondary 1 to Secondary 3 is already making a difference as a new approach to teaching and learning is helping pupils to develop many of the skills and attributes they will need to be successful in their working lives.

Through ambitious partnerships between our schools and colleges, many of our young people not inclined to pursue an academic pathway could leave school with high-level vocational qualifications that have strong currency in the labour market.

By significantly enhancing the vocational content of the offer to pupils, we would follow the example of the best performing European countries in terms of youth employment without splitting young people off into separate streams at school age.

A review of the Shetland Tertiary Education Research and Training Sector is underway with a view to forming a single entity which provides an opening for a more formal partnership arrangement between Shetland High Schools and the Further and Higher Education Sector in Shetland to be established, tailored to meet the needs of the community.

#### Actions:

- Align the implementation of the partnership between Shetland High Schools and the Further and Higher Education sector in Shetland with the current proposals relating to tertiary education.
- Explore appropriate governance arrangements to maximise the learning opportunities for Shetland's learners.
- Shetland High Schools will retain their identities and continue to have Parent Forums/Councils.
- Align curricular models and timetabling and staffing arrangements across the High Schools and the Further and Higher Education Sector in Shetland to maximise the opportunities for young people in Shetland.
- Link employers to the curriculum developments for the senior phase to enable the development of vocationally related courses.

#### Costs and Savings

Savings may be accrued by making best use of staff time and courses which may have not been previously viable may become possible to deliver.

## Part 2

### Creating a Shetland Learning Campus

The development of a Shetland Learning Campus builds upon some of the ideas presented in Telepresence option (section 12) and the consideration of the Hub options (Section 13).

The Shetland Learning Campus would require the entire education system in Shetland to be seen as an 'interconnected' learning environment, designed to meet the needs of learners of all ages.

The Shetland Learning Campus would integrate the Children's Services Plan, with the Youth Strategy, and the Adult Learning Plan. The underlying principle of the Shetland Learning Campus is that it is constructed to suit the learners needs – as opposed to meeting the needs of the delivery system.

If the development of a formal partnership was established between Shetland High Schools and the Further and Higher Education Sector in Shetland, the learning opportunities this presented should be available to all interested learners who reside in Shetland. This should be extended to the University of the Highlands and Islands, where education is seen as a prime economic driver for Shetland.

Partnerships should be sought out with local employers and vocational opportunities aligned with learning programmes.

#### Actions:

- Align the curriculum at all secondary schools in Shetland to ensure common content, progressions and ease of transitions.
- Develop on-line access to all curricular learning materials.
- Develop and implement an independent learning programme for all students to enable them to access learning opportunities on offer in Shetland and elsewhere.
- Provide independent learning time within all student timetables to enable personal learning to take place.
- Develop and implement a professional development programme for all education staff in Shetland relating to open on-line learning.
- Enable all qualifications delivered through secondary school or college to be undertaken by adult learners – either via on-line materials or through face-to-face attendance in classes.

#### Costs and Savings

There will be costs and efficiencies connected with the development of the Shetland Learning Campus, but the initial development of the concept can be met within existing resources.

## Part 3

### Rationalise Secondary Education Provision in Shetland

For the reasons outlined earlier in this section of the report it is necessary to rationalise the delivery of secondary education in Shetland to protect the future high quality outcomes for all of Shetland's learners.

Another key question that has emerged as a consequence of the consultation process and consideration of the development of the senior phase curriculum has been the notion of the appropriate time for students to transfer from Junior High Schools to High Schools.

Section 6 in the preceding report highlights the advantages of a transfer at the end of Secondary 3 and, also considers the transfer at the end of Secondary 2.

The Howie Report (1992), which looked at the Secondary 5/Secondary 6 curriculum, highlighted the two term dash to Highers as 'perhaps the most fundamental theme of all — the uneven gradient of difficulty throughout school education'. That steep gradient in Secondary 5 resulted in senior pupils and their teachers having to do too much too quickly and from an unsuitable starting point.

What is very apparent from evolving senior curricular structures in Scotland is that schools are being encouraged to enable their students to commence their Higher course either at the beginning of Secondary 4 or half-way through Secondary 4. This addresses one of the key concerns regarding Higher course delivery, namely that they deteriorate into the 'two-term dash'. By extending the learning time the opportunities for students to maximise their potential is greatly increased.

As such, any notion of a transfer at the end of Secondary 4 would significantly disadvantage students taking the 'gold standard' qualification of Scottish education.

There was very little support for an end of Secondary 3 transfer from any of the consultation respondent groups and I would concur with that conclusion. For that reason I would recommend a transfer to the Anderson High School from Junior High Schools at the end of Secondary 2. The logic and advantages of such a transition are set out in the aforementioned section but the prime factor would be to enable young people to settle into the new learning environment prior to commencing the most important two years of their education in terms of high stakes qualifications.

#### Actions:

- Children's Services progresses statutory consultation on the proposed closure of Aith Junior High School Secondary Department according to existing Shetland Islands Council policy with a proposed transfer date for pupils of August 2014;
- Children's Services progresses with statutory consultation on the proposed closure of Sandwick Junior High School Secondary Department according to existing Shetland Islands Council policy with a proposed transfer date for

pupils of August 2016 or earlier if the existing Anderson High School can absorb the pupils;

- Children's Services undertakes statutory consultation during 2014 on the discontinuation of stages of education in Whalsay School Secondary Department, namely Secondary 3 and Secondary 4, with transfer of pupils to the Anderson High School at the end of Secondary 2; to take effect from the start of the school session 2015/16 onwards;
- Children's Services undertakes statutory consultation during 2014 on the discontinuation of stages of education in Mid Yell Junior High School Secondary Department, namely Secondary 3 and Secondary 4, with transfer of pupils to the Anderson High School at the end of Secondary 2; to take effect from the start of the school session 2015/16 onwards;
- Children's Services undertakes statutory consultation during 2014 on the discontinuation of stages of education in Baltsound Junior High School Secondary Department, namely Secondary 3 and Secondary 4, with transfer of pupils to the Anderson High School at the end of Secondary 2; to take effect from the start of the school session 2015/16 onwards.

## 16.2.5 Implementation

- 16.2.5.1 It is important to stress that the recommendations made in this report forms a strategic approach towards education in Shetland. As with any strategy the next step will be to identify the plans that must be created to allow this strategy to be successfully implemented.
- 16.2.5.2 Key to that implementation process will be strategic partnerships with Education Scotland; Scottish Government; and Scottish Learning Futures; but most importantly with the people of Shetland, in the form of parents, young people, employers, councillors, officers and employees of the Council, teachers, Head Teachers, communities and every citizen of who cares about the future sustainability of Shetland.
- 16.2.5.3 By promoting a sense of ownership in that future the potential to create a national and international model of best practice is greatly enhanced.
- 16.2.5.4 Indicative savings have been modelled in relation to these recommendations and are set out below:

	<b>Potential Savings – Professional Recommendation £000</b>
<b>Teacher Cost Savings<sup>1</sup></b>	(2,118)
<b>Other Savings / Additional Costs<sup>2</sup></b>	(136)
<b>Additional Transport / Halls of Residence Costs<sup>3</sup></b>	542
<b>Total Estimated Savings</b>	(1,712)
<b>Remaining Proposals<sup>4</sup></b>	(640)
<b>Total Savings</b>	<b>(2,352)</b>

1 - Teacher staffing information was provided by Children's Services.

2 - Finance Services have used previous data which has been updated with regard to 2014/15 proposed budgets, pupil numbers etc as relevant, and also using teacher travel costs provided by Children's Services where relevant.

3 - Transport Planning have calculated transport costs for some routes, however where new routes are proposed e.g. Brae, Finance Services have estimated costs to ensure consistency across options. These estimates were calculated using information available on other options and current routes.

4 – Bressay Primary School and Nursery Class, Skerries School Secondary Department, Olnafirth Primary School, Burravoe Primary School, Two Northmavine Primary Schools and Sandness Primary School.