Attainment and
Achievement

Framework for
Learning

Inclusion and
Equality

Values and
Citizenship

Learning for
Life

HMIE REPORT TO SEED ON THE DELIVERY OF THE NATIONAL PRIORITIES

November 2005

Contents

1 **INTRODUCTION**

The Standards in Scotland's Schools etc. Act 2000 places a legislative duty upon education authorities to secure the development of the "personality, talents and mental and physical abilities of the child or young person to their fullest potential". Within the context of raising standards, the Act also places a duty on Scottish Ministers, after consultation with education authorities and others, to set national priorities in education. After a period of consultation, five national priorities were agreed in December 2000. The national priorities define strategic outcomes. A number of outcome measures to gauge the impact of the national priorities were developed. For each national priority, these included both quantitative measures and a number of qualitative indicators selected from *How good is our school?*[1].

The five national priorities are:

- **Achievement and Attainment:** to raise standards of educational attainment for all in schools, especially in the core skills of literacy and numeracy, and to achieve better levels in national measures of achievement including examination results;

- **Framework for Learning:** to support and develop the skills of teachers, the self discipline of pupils and to enhance school environments so that they are conducive to teaching and learning;

- **Inclusion and Equality:** to promote equality and help every pupil benefit from education, with particular regard paid to pupils with disabilities and special educational needs, and to Gaelic and other lesser used languages;

- **Values and Citizenship:** to work with parents to teach pupils respect for themselves and for one another and their interdependence with other members of their neighbourhood and society and to teach them the duties and

responsibilities of citizenship in a democratic society;

- **Learning for Life:** to equip pupils with the foundation skills, attitudes and expectations necessary to prosper in a changing society and to encourage creativity and ambition.

This report provides an overview of how well education authorities and Scottish schools have delivered the five national priorities. Further evidence of the impact of the national priorities in schools can be found in the relevant reports on the quality of education in schools in the *Improving Scottish Education* report to be published by HMIE in 2006.

Other recent HMIE publications provide a more detailed insight into aspects of the delivery of the national priorities. They include:

- *Residential Care and Education* – 2003

- *Citizenship in Youth Work* – 2003

- *The sum of its parts? The development of Integrated Community Schools* – 2004

- *A Climate for Learning* – 2005

- *Promoting Race Equality* – 2005

- *Improving Achievement in Gaelic* – 2005.

Other HMIE reports will be published shortly. These will include a report into the implementation of the teachers' agreement (*A Teaching Profession for the 21st Century)* and a report on the outcomes of the inspections of the functions of education authorities. Evidence underpinning this report on the national priorities is based on HMIE's combined professional knowledge of the education system.

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[1] *How good is our school?* a set of quality indicators published by HM Inspectorate of Education.

It is also informed by:

- inspections of primary, secondary and special schools (including residential special schools and secure care accommodation services) undertaken between 2002 and 2005;

- inspections of community learning and development and the functions of education authorities and reviews of further education colleges;

- collated responses from questionnaires returned by pupils from P4 to S6, parents and carers, teaching and support staff from the schools inspected; and

- A range of HMIE reports.

The report is set out in four sections. Section one provides an introduction. Section two takes an overview of the impact of national priorities. Section three examines in more detail each of the five national priorities. Section four provides a brief conclusion.

Throughout the report, the evaluative words : 'very good', 'good', 'fair' and 'unsatisfactory' are as associated with the four quality indicator levels in *How good is our school?* and in other sector inspection documentation, prior to the introduction of the six-point scale in August 2005. The levels are described as follows:

very good	major strengths
good	strengths outweigh weaknesses
fair	some significant weaknesses
unsatisfactory	major weaknesses

The following standard terms of quantity are used in all HMIE reports.

all	100%
almost all	90% – 99%
most	75% - 89%
majority	50% - 74%
a few	less than 15%

Other quantitative terms which may be used in this report are to be understood as in common English usage.

2 NATIONAL PRIORITIES OVERVIEW

What have national priorities already achieved for Scottish Education?

Outcomes for pupils

National priorities have been successful in broadening the national agenda to define strategic outcomes for Scottish education beyond attainment. They have been taken forward positively and have provided a clear and common framework to inform planning for improvement at a national, local and school level. While key aspects such as attainment have continued to be very important, other aspects have been given more attention. As part of the drive for an inclusive education in which all pupils develop to their fullest potential and the needs of all are met, curriculum flexibility and the promotion of positive behaviour have had a high priority. The provision of study support, homework clubs, out-of-hours learning, summer schools, primary-secondary liaison, residential outdoor activities and eco activities have all been enhanced. Education authorities have been encouraged to take forward creativity and enterprise in education. There has been an increased emphasis on citizenship including specific aspects such as pupil councils, sport and health and fitness activities, cultural and arts activities, anti-sectarian or anti-racism initiatives and support for parents. As part of the drive to create a better environment for learning, and to support other initiatives, including the implementation of the teachers' agreement, the continuing professional development of staff has been given a higher priority. Often there has been an enhanced emphasis on learning and teaching and on leadership. In general, there has been a renewed examination of learning and teaching as central to the work of schools. The use of information and communications technology (ICT), the consideration of learning styles, and the introduction of critical thinking skills have been increased. There have been improvements in some aspects of providing support for pupils with additional support needs.

Planning and quality assurance

The improvement framework and the national priorities recognise the importance of the local accountability of schools and education authorities. Monitoring the implementation of the priorities places a clear emphasis on the need for effective self-evaluation, planning for improvement and reporting on progress at school and education authority level. Overall, national priorities have been well embedded in the service planning and delivery process. Service plans generally take good account of the national priorities, often being structured or cross-referenced to them and to local improvement objectives. School plans are often required to reflect local objectives. These approaches have encouraged greater consistency and articulation across national, local and school levels in the broad aims for education. Several education authorities have seen national priorities as useful organisers. They have managed the implementation of initiatives such as *Hungry for Success, Ambitious Excellent Schools* and *Determined to Succeed*, by linking them to, and embedding them in, national priority implementation. Education authorities have also been encouraged to make links in their annual national priority progress reports between financial funding streams and outcome measures. There is also evidence that education authorities have improved arrangements for sharing good practice. For example, as part of an increased focus on attainment, one education authority has identified high attaining secondary departments to provide support to others. Another authority has introduced a young citizen award to help identify and share best practice in promoting citizenship.

While self-evaluation, development planning and reporting on progress were established features of Scottish education, the *Standards in Scotland's Schools etc Act 2000* formalised these approaches by setting duties for schools and education authorities. The Act also introduced the inspection of the functions of education authorities by HMIE. Together with the national priorities, this framework placed a duty on education authorities to report on a range of aspects including nationally

published quality indicators and other less easily measurable features. This has generally had a positive impact on quality assurance procedures in education authorities. Almost all education authorities have employed a wide range of mechanisms for monitoring and evaluating the implementation of the national priorities. The range of approaches has included the collation of school self-evaluations expressed in school standards and quality reports and school development plans. The reports and plans are often moderated by the input of quality improvement officers. Details of the 5-14 levels of attainment achieved by pupils across primary and in secondary at S1/S2 and pupils' performance in national examinations from S3-S6 have been included in these processes. The findings of HMIE inspections have been taken into account to calibrate the education authority and school view. The scope of routine quality improvement officer visits to schools has often been extended to include all national priority measures. These visits to schools have often been complemented by formal reviews of individual schools. A wide range of other approaches has been adopted to complement these activities. These have included surveys or questionnaires to all establishments, stakeholder surveys, other audits and thematic reviews of specific aspects relating to the national priorities, including buddying and attainment of looked after children. Education authorities which did not already have management information units have been encouraged to establish one. These units have increasingly used computer databases to good effect. Some education authorities have appointed research or statistical officers with remits which include monitoring national priorities.

What have national priorities still to achieve for Scottish education?

Outcomes for pupils

While national priorities set a broad vision for Scottish education, they have been less successful in setting meaningful outcome measures. There have been weaknesses in the range of measures established to gauge the impact of the national priorities. In some aspects, the measures are narrowly focused and, for some measures, data has not been readily available or easily collected. Measures which relate to the proportion of pupils achieving core skills in the national qualifications framework have not been collated. In some measures, schools and education authorities have used different criteria. For example, arrangements for measuring the levels of attainment of looked after and looked after and accommodated children and the lowest attaining 20% of pupils have not always been consistent. The outcome measures also need to be capable of more focused and differentiated use at the school and local level. For example, the lowest attaining 20% of pupils are not evenly distributed amongst schools and education authorities. In other areas, standards in some aspects have not been made totally clear. For example, while several education authorities have tried to evaluate schools' performance in areas such as pupil involvement in sport, or buddying schemes, there are no national benchmarks. Schools and education authorities require better support for more rigorous monitoring of these aspects, and to measure and improve the impact upon young people. The supply of national and local statistics, for example, in relation to health and sports involvement would be useful. Furthermore, the impact of some national priorities can only be measured in the long term with regard to improved levels of health, continued engagement in lifelong learning and more active participation in the democratic process by the adult population.

A Curriculum for Excellence establishes a framework for all children to develop their capacities as successful learners, confident individuals, responsible citizens and effective contributors to society. A Vision for Scotland's Children also recognises the need for all children to be safe, nurtured, healthy, achieving, active, included, respected and responsible. The relationship and links between the national priorities, A Curriculum for Excellence,

a *Vision for Scotland's Children* and other initiatives, such as *Ambitious Excellent Schools,* the *Lifelong Learning Strategy, Hungry for Success* and *Determined to Succeed*, need to be defined more clearly.

Planning and quality assurance

While there has been an enhanced focus on the importance of effective quality assurance arrangements, there remains inconsistency in the rigour and accuracy of self-evaluation in schools and education authorities. There are important or major weaknesses in measuring, monitoring and evaluating performance in almost a third of education authorities. Self-evaluation continues to have important or major weaknesses in almost 40% of primary and secondary schools and in residential special schools and secure care accommodation services. There is clear evidence of increased uptake and participation in a number of areas across all the national priorities. This ranges from pupil participation in sport and other activities to the continuing professional development of staff. There has been less rigorous monitoring of the impact of these initiatives on improving outcomes for pupils and delivering best value.

Sustainability

There is also a need to ensure that the improvements that have been made are sustainable. It is clear that initiatives have been embedded into school and quality improvement officer practice but require continued funding. General funding arrangements assume a declining school population. However, in education authorities where school rolls are rising there are difficulties with this approach. Some education authorities see funding and developments as temporary and have been reluctant to devote permanent staff to development work. The appointment of temporary staff makes the continuity and sustainability of initiatives more

difficult. Greater clarity over the nature, amount and timescale of funding is needed. Maintaining the supply of modern and up-to-date ICT resources will be important and the task of improving accommodation remains difficult in some councils. Education authorities and schools have also been faced with a complex and wide range of initiatives. This has been both challenging and demanding. While some education authorities have used the national priorities to manage this well, there is evidence that some are concerned that national initiatives are not linked clearly enough to the national priorities and that this makes long-term planning for improvement difficult.

How can national priorities achieve more?

In order to achieve more:

- The relationship between national priorities, *A Curriculum for Excellence,* a *Vision for Scotland's Children* and other initiatives should be made clear.

- To enhance sustainability, national initiatives and funding streams should be more clearly tied to national priorities.

- Outcome measures should be rationalised and be more meaningful, less narrowly focused and capable of greater differentiation at the local level.

- Arrangements for collecting data at school, local and national level and setting benchmarks should be improved.

- School and education authority arrangements for quality assurance and self-evaluation should be further improved.

3 THE NATIONAL PRIORITIES

National Priority 1: Attainment and Achievement

To raise standards of educational attainment for all in schools, especially in the core skills of literacy and numeracy, and to achieve better levels in national measures of achievement including examination results.

What has already been achieved?

This national priority places a focus on improving literacy and numeracy skills and measuring the overall levels of attainment achieved by pupils by the end of S6. It also recognises the importance of the broader achievements of pupils beyond performance in national examinations.

Literacy and numeracy

There has been an increased focus on the importance of pre-school education and transition arrangements with primary school are improving. A range of early intervention strategies, including family literacy programmes, have been developed and, within primary schools, pupils' early literacy and numeracy skills are well developed. A high percentage of children in the early stages of primary school attain the appropriate national levels in reading, writing and mathematics early. By the end of P3, almost all pupils achieve these levels. Some projects, such as *Building Bridges,* have focused on improving literacy levels by developing links between primary and secondary schools and have had a positive impact. By the end of both P7 and S2, the proportion of pupils achieving or exceeding appropriate national levels of attainment in reading, writing and mathematics shows some improvement. By the end of S2, the proportion of pupils achieving standards beyond the expected national levels has doubled in mathematics and almost doubled in reading. International comparisons remain positive. International research assessments, including the 2003 Organisation for Economic Co-operation and Development (OECD) Programme for International Student Assessment (PISA), indicate that Scottish children are attaining above the OECD average in reading and well above the average in mathematics.

Overall attainment by the end of S6

The outcome measures chosen in this area were the three-year rolling averages of the levels achieved by pupils by the end of S6. They include the levels achieved by pupils who may have left school before the end of S6. These figures show that there has been a slight increase in the proportion of pupils achieving 5 or more awards at SCQF[2] level 4 and level 5. The proportion of pupils achieving SCQF level 3 in English and mathematics has remained largely unchanged.

What is still to be achieved?

Overall quality of attainment and ethos of achievement

Current inspection evidence shows that important weaknesses in pupils' overall levels of attainment in English language and mathematics remain in around a fifth of primary schools. In secondary schools at S1/S2, there are important weaknesses in pupils' attainment in over 40% of schools. Evaluations of attainment at S3/S4 and S5/S6 are more positive, with some evidence of an increase in the proportion of schools with major strengths in attainment at S5/S6. Over 80% of secondary schools and almost all primary schools are good or very good at promoting an ethos of achievement.

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[2] **Scottish Credit and Qualifications Framework (SCQF) levels:**

7: Advanced Higher at A-C/CSYS at A-C

6: Higher at A-C

5: Intermediate 2 at A-C; Standard Grade at 1-2

4: Intermediate 1 at A-C; Standard Grade at 3-4

3: Access 3 Cluster; Standard Grade at 5-6

Attainment

As part of the *Partnership Agreement for a Better Scotland*, the national collection of 5-14 data on pupils' levels of attainment in reading, writing and mathematics ceased in 2004. The introduction of the *Scottish Survey of Achievement* will provide an overview of overall levels of attainment in primary and early secondary. The use of the survey should not detract from the need for effective assessment practices that enable the assessment for learning of individual pupils, monitoring pupils' progress and benchmarking of school performance against comparator schools. However, there are no nationally available data to comment on pupils' overall levels of attainment in 2005. Data up to 2004 needs to be interpreted with caution. For example, over the period 2002 to 2004 there were some changes to assessment procedures. In reporting their levels of attainment, some schools used national tests, some used national assessments and others used school based assessments not corroborated by a national test or assessment. Evidence up to 2004 shows that the very positive start made to the development of pupils' literacy and numeracy skills in the early years at primary is not consistently sustained through to P7 and S2. Despite improvements over the last three years, by the end of P7 only around two-thirds are achieving the expected national levels of attainment in mathematics and writing. By the end of S2, only just over half of pupils are achieving the appropriate national levels of attainment in writing. Around 60% are achieving the appropriate national levels of attainment in mathematics and around two-thirds of pupils are achieving these levels in reading.

There remain significant differences in attainment between males and females at all stages of education. Average levels of attainment for females are higher than for males. In primary schools, the gap is greater in reading and writing than it is in mathematics. By the end of S6, approximately one in six males achieve five or more awards at SCQF level 6 compared to almost one in four females. There is no significant evidence that schools have been successful in narrowing this gap.

The measures within the national priority are focused exclusively on pupils' levels of attainment at various stages. However, some of these measures are narrow. For example, measures which record the levels attained by pupils at the end of S6 are calculated over a three-year average and do not capture the broader attainment outcomes for pupils at the various stages in any one year. These figures show that, by the end of S6, there has been a very slight decrease in the proportion of pupils achieving one or more, three or more or five or more awards at SCQF level 6. It is not, however, possible to use these figures to measure trends over time meaningfully or to analyse and identify strengths in performance at S4, S5 and S6. Equally, other aspects of attainment such as the levels attained by the lowest attaining 20% of pupils and looked after and looked after and accommodated children are included as measures under other national priorities. Flexibility in the curriculum has also begun to open up opportunities for designing appropriate courses for pupils which include a mixture of national qualifications and other award bearing courses and pre-vocational experiences. Current approaches to capturing the overall levels attained and achieved by pupils do not take full account of success in these alternative areas or pupils' performance in National Qualification units.

Literacy

The national priorities define literacy as "competence in reading and writing". Schools and HMIE work within national guidelines which specify the importance of listening and talking skills as well as reading and writing to the development of pupils' language skills. The development of more cooperative and collaborative approaches to learning and the development of problem solving, creative and critical thinking skills requires not only well developed reading and writing skills but also well developed listening and talking skills. Furthermore, if pupils are to become successful learners, confident individuals, responsible citizens

and effective contributors to society in the twenty-first century they will need to be skilled in all aspects of English language. Therefore, consideration needs to be given to broadening the definition of 'literacy' to ensure that appropriate emphasis is given to pupils' development of a full range of language skills. Inspection evidence consistently shows that schools monitor pupils' levels of attainment in reading and writing but do not routinely track attainment in listening and talking. Relatively few secondary schools are able to provide data about pupils' levels of attainment in talking and listening at the transition stage between primary and secondary.

Achievement

While recognising the importance of pupils' wider achievements, the national priority does not specify outcomes in areas beyond attainment. HMIE inspection reports have consistently reported on achievements. However, despite evidence of achievement in a wide range of areas there are few formal mechanisms for gathering data and benchmarking at local and national level to measure meaningfully the wider achievements of pupils. At the national, local and school level, there is a need for clearer and more appropriate outcome measures that enable more effective monitoring and reporting of the overall levels of attainment and achievement of all pupils. In defining attainment and achievement, there is also a need to describe more clearly the relationship between each of the national priorities, *A Curriculum for Excellence* and *A Vision for Scotland's Children*. Outcome measures need to focus on supporting every child or young person to develop to their fullest potential as successful learners, confident individuals, responsible citizens and effective contributors whilst ensuring that they are safe, nurtured, healthy, achieving, active, included, respected and responsible. In particular, outcome measures need to have a broader focus on improving outcomes for all pupils while narrowing the gap between high and low achievers, and between males and females.

How can we achieve more?

In order to achieve more:

- Pupils' overall levels of attainment and achievement at all stages should be raised further and the gap between high and low achievers and males and females should be narrowed.

- The relationship between attainment and achievement, the other national priorities, *A Curriculum for Excellence* and *A Vision for Scotland's Children* should be defined and described more clearly.

- Attainment and achievement measures within this national priority need to be more inclusive and comprehensive and include outcome measures currently applied in other national priorities.

- Consideration should be given to broadening the definition of literacy as set out within the national priorities to include listening and talking.

National Priority 2: Framework for Learning

To support and develop the skills of teachers, the self-discipline of pupils and to enhance school environments so that they are conducive to teaching and learning.

What has already been achieved?

This national priority places a focus on improving the continuing professional development of teachers' skills. It also focuses on increasing the self-discipline of pupils and recognises the importance of providing enhanced school environments which are more conducive to effective learning and teaching.

Continuing professional development of teachers' skills

A Teaching Profession for the 21st Century was agreed in 2001 and is due to be fully implemented by 2006. It includes aims for developing and supporting the teaching profession and enhancing the opportunities available to all teachers for professional development. From August 2003, this has committed all teachers to an additional contractual 35 hours of continuing professional development (CPD) per year. This has generally been well implemented. Although it is too early to measure direct impact on learning and teaching, there is a confidence across the system that the improvement to teachers' skills through quality CPD will enhance pupils' achievements and attainment. The teachers' agreement also made a commitment to ensuring that all newly qualified teachers should be guaranteed a one-year training contract. These arrangements have been warmly welcomed by both trainees and almost all other staff. The arrangements are providing a very positive start for newly qualified teachers. Some education authorities have established very clear linkages between the newly qualified teacher support, mentoring and induction programme, and the wider arrangements to support CPD for all staff. Although not included in the national priority, partnership working between education authorities

is an emerging strength, as are the development and implementation of inclusive approaches to the staff development of newly qualified teachers, visiting specialists, supply teachers, home-link and other support staff. There are also developing initiatives such as peer observation, visits to other schools and departments, residential conferences and secondary department networks. These approaches are encouraging the sharing of good practice. The use of ICT for online support and dedicated CPD areas on intranets, good practice websites and distance learning have all been enhanced.

Self-discipline of pupils

Climate and relationships are good or very good in almost all primary and secondary schools. Parents, pupils and staff in primary schools generally have very positive perceptions about relationships between pupils and teachers. Questionnaires used in HMIE inspections show that almost three-quarters of primary school pupils believe that the behaviour of pupils in their school is good. Almost all parents and staff feel that there is mutual respect between teachers and pupils. Most parents and staff in secondary schools think that there is mutual respect between teachers and pupils. All education authorities have encouraged their schools to adopt dress codes. Most have done this in consultation with parents with a good degree of success. Along with other approaches to promoting positive behaviour, this strategy has encouraged pupils to take pride in their schools. Anti-bullying strategies, behaviour support programmes, buddying and mentoring schemes are increasingly becoming evident in schools. These are often delivered in partnership with other agencies.

School environments

Many councils are adopting public-private partnership approaches to improve the quality of school buildings. Some impressive new schools have been built, and others are being refurbished to a high standard. In some schools, improved provision of ICT is helping teachers to enhance the quality of learning and teaching.

The numbers of ancillary and auxiliary staff, including classroom assistants, has been boosted to help reduce the burden of administrative tasks on teachers and to help teachers to have more time for teaching. These additional staff are having a positive impact on schools. They include business managers working at senior levels in schools who are taking much of the burden of administration and facilities management away from senior promoted teachers.

There is a national target for all schools to become Health Promoting Schools by 2007. This has raised the profile of health in most schools. Inspection evidence shows an increase in health related activities. The integrated community schools initiative has generally had a positive impact in this area, with a wider range of agencies and health professionals contributing more regularly to health promotion in both secondary and primary schools. In some areas, the appointment of active schools coordinators is increasing pupil access to physical activity and sport and is helping to promote healthier lifestyles.

What is still to be achieved?

Continuing professional development of teachers' skills

While the continuing professional development of teachers is generally progressing positively, certain specific aspects have not been addressed fully. Appropriate training and support for secondary specialisms varies in quality across education authorities and has not always been given sufficient attention. Education authorities

which continue to organise CPD activities during the school day are having difficulties in acquiring supply cover. Variability in the provision of ICT and communications structures has, at times, hampered the development of attempts to deliver on-line distance learning and overcome travel difficulties.

The Chartered Teacher scale is a key feature of the teachers' agreement. Although the numbers undertaking the Chartered Teacher programme are increasing, uptake is relatively low. Almost all education authorities and teachers report that the programme is not an attractive proposition for teachers. The reasons given include money and time costs for individual teachers. Too few teachers seem to be motivated by the argument that the cost of qualifying through the stages will be balanced by salary increases. A small number of teachers have successfully applied for accreditation of prior learning and have been placed on various points on the scale. Overall, this aspect of continuing professional development within the framework of national priorities has yet to be fully successful.

By 2005, over 2000 teachers are undertaking or have achieved the standard for headship through achieving the Scottish Qualification for Headship. The national priorities are helping to promote leadership development and there is a growing interest in a range of leadership programmes provided by various independent centres and organisations. The proportion of schools in which leadership is judged to be very good is consistently around 40%. Despite improved CPD for aspiring headteachers, inspection evidence still shows weaknesses in leadership. The quality of leadership is fair or unsatisfactory in around one-quarter of the special schools inspected, almost one-fifth of the primary schools and one-sixth of the secondary schools. There is a continuing need for improved training for leadership of senior and middle managers, including principal teachers in primary schools, in new faculty structures in secondary schools and in leading and managing multi-agency working. There is also a need for education authorities to

begin to monitor the impact of such training on the quality of leadership and on related indicators in their schools.

Self-discipline of pupils

Issues relating to inclusion, behaviour and attainment remain a real challenge for schools and education authorities, including multi-agency working. While the climate and relationships in schools is a strength overall, and has shown signs of improvement over the last few years, problems remain in around one in twelve secondary schools. In addition, in more than half of secondary schools and in more than a quarter of primary schools in which climate and relationships are good overall, there are specific departments or classes in which there are incidences of low level disruption which interrupt learning. One third of secondary teachers who have responded to HMI inspection questionnaires do not believe that discipline is managed effectively in their schools. Only a majority of secondary school pupils believe that the behaviour of pupils in their school is good. Where HMI find that leadership in secondary schools is very good, and when the school is implementing a good range of strategies to improve behaviour and learning, then pupils' behaviour is very good. These cases include schools in areas of high social disadvantage and in residential special schools and secure accommodation provision. Overall, there is therefore more to be done in some primary and secondary schools to improve leadership for better learning and better behaviour. National figures for pupils' attendance at primary and secondary school show no significant increase over the period of implementation of the national priorities.

School environments

Despite the positive impact of new and refurbished schools, inspection evidence shows that there are important or major weaknesses in around a fifth of primary schools and almost half of secondary schools. In other schools, shortages of up-to-date equipment and software and inflexible access to technology are hampering teachers' efforts to use ICT effectively.

Despite the expectation that all schools achieve health promoting status by 2007, not all schools have made appropriate plans to do so through their development or improvement planning processes. Some schools see their main focus as raising attainment in mathematics and English language and do not always make health a priority. The range and quality of sexual health education in some primary and secondary schools remain variable.

Quality awards[3] have been achieved by 13% of primary schools and 17% of secondary schools. A small number of schools currently hold the *Charter Mark*, the national standard of customer service excellence. In almost all schools inspected by HMIE holding this award, leadership has been evaluated as very good. A number of schools have achieved other external awards such as *Investors in People, ISO 9000* and the *Quality Scotland Award*.

How can we achieve more?

In order to achieve more:

- Partnership working by a range of agencies should be developed further to improve support for children with social, emotional and behavioural difficulties.

- At all levels, improve further arrangements for the continuing professional development of teachers, including uptake of the chartered teacher programme, training in leadership development and the use of ICT.

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[3] A school with a quality award is one which is applying the excellence model or holds at least one of the following: Charter Mark, Investors in people, ISO 9000, Quality Scotland Award.

- Ensure that all schools fully embrace the principles of the Health Promoting School, including *Hungry for Success*.

- At all levels, continue to improve and enhance school environments to make them more conducive to effective learning and teaching.

National Priority 3: Inclusion and Equality

To promote equality and help every pupil benefit from education with particular regard paid to pupils with disabilities and special educational needs, and to Gaelic and lesser used languages.

What has already been achieved?

This national priority places a focus on ensuring that every child benefits from education, paying particular regard to pupils with disabilities and special educational needs. It also recognises the need to pay regard to Gaelic and lesser used languages.

Benefits of education for every pupil, including pupils with disabilities and additional support needs

Inspection evidence shows that primary and secondary schools promote equality and fairness effectively, with almost all evaluations being rated good or very good. Residential special schools and secure accommodation services promote equality very well. All education authorities have produced race equality policy statements in line with statute and schools have an increased awareness of the need to promote race equality. All education authorities have accessibility strategies. Almost all mainstream and special schools feature issues relating to accessibility and inclusion in their personal and social development and health education programmes. While all education authorities recognise the need to audit their school estate in relation to ensuring appropriate access for all users, a number have yet to do so.

Schools have adopted a number of strategies to improve arrangements for meeting pupils' needs. In primary schools, these have included the implementation of early intervention strategies and well planned transition arrangements for pastoral care from pre-school to primary one and from primary to secondary school. There has been an increase in the range of teaching approaches and more effective differentiation and planning of tasks to meet pupils' needs.

In secondary schools with major strengths, schools have clear and systematic procedures for supporting pupils. Pupils' learning is very well planned and monitored through well managed and regularly reviewed individualised educational programmes. In both sectors, most schools are making increased use of differentiated curriculum materials and ICT to support pupils with additional support needs in mainstream schools. The increasing number of classroom assistants and support for learning assistants is also having a positive impact. Learning support assistants have clearly defined roles and they are effectively deployed. Staged intervention models have improved the quality of support offered to vulnerable pupils. They have helped senior managers to review the information available to them when allocating support. Inspection evidence shows that, in most education authorities, schools in both sectors receive an overall good level of support from psychological services. There are improving links with external agencies and organisations such as network support teachers, family support workers, teachers of English as an additional language and occupational therapists to support vulnerable pupils and their families. Residential special schools for pupils with complex, sensory and physical disabilities have very effective systems for identifying and assessing pupils' needs. They generally have well-developed individualised educational programmes and care plans. Most ensure very good continuity between day provision and experiences in the evening and weekend.

In some schools, flexibility in the curriculum has begun to open up opportunities for designing appropriate courses for pupils which include a

mixture of national qualifications and other award bearing courses and pre-vocational experiences. In these schools, there is some evidence that these arrangements are beginning to have a positive impact on the performance of the lowest attaining pupils. Most education authorities report that they have increased access to ICT in residential and other settings for looked after and accommodated children. In most special schools, there has been a significant increase in the range of national qualifications available to senior pupils. Most pupils are attaining Access level I and 2 and a small number have been successful in attaining level 3. Some pupils in mainstream schools and special schools have achieved additional awards such as the Caledonia Award recognising their wider achievements in, for example, citizenship and enterprise.

As part of the *Hungry for Success* initiative, structured monitoring of school meal provision started in 2004 and some schools are beginning to feature aspects in their school improvement plans. Scottish Nutrient Standards for School Meals have been set and, overall, education authorities are making a good commitment to implementing the Standards and the wider recommendations of *Hungry for Success*. However, while there is an increasing focus on healthy eating, the initiatives are at too early a stage to evaluate their impact.

Gaelic and lesser used languages

The profile of Gaelic education has been raised. There have been a number of significant improvements. Gaelic provision is now included in mainstream planning. Closer partnership working, the use of ICT and additional funding from the Scottish Executive's *Specific Grants for Gaelic* scheme has significantly improved the quality of Gaelic resources used in the classroom. Gaelic-medium pre-school and primary provision has expanded in response to parental demand. The new Gaelic language programme in primary schools (GLPS) has widened access to Gaelic for

pupils and uptake of these courses has been increasing. Pupils generally continue to achieve well in Gaelic at all stages[4].

Approximately 2% of pupils have English as an additional language across Scotland rising to 6% within the central belt. Within these figures, there are some schools where up to 98% have English as an additional language. Schools with a high proportion of pupils with English as an additional language have experience in meeting the needs of bi- or multi-lingual pupils well and are achieving good standards. There is less evidence that schools with smaller cohorts of these pupils are doing as well.

What is still to be achieved?

Benefits of education for every pupil, including pupils with disabilities and additional support needs

Despite the overall improvements in arrangements for promoting equality and meeting pupils' needs, more requires to be done. There is a need for all schools to ensure that they meet their legislative duty to promote race equality and prevent discrimination. While there has been some good staff development this will require to be duplicated and reinforced, including the further promotion of anti-racism and the celebration of diversity. There is limited evidence that schools are systematically monitoring and tracking pupils' achievements with sufficient focus, including by ethnicity, to address underachievement. Further encouragement and support is also required for parents from minority ethnic backgrounds to become involved in their children's education.

In around half of education authorities there are weaknesses in approaches to supporting those presenting challenging behaviour. There is considerable variation in levels of exclusion across

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[4] For further details see *Improving Achievement in Gaelic* (HMIE 2004)

education authorities. While there has been a reduction in exclusions in some authorities, exclusions remain high in some schools and education authorities. There are frequently weaknesses in the education programmes provided for many permanently excluded children. Only a few authorities endeavour to re-integrate pupils who have been placed in residential special schools into mainstream schools. The integrated community schools initiative has put a focus on disengaged families and has provided schools with resources to assist the development of approaches to involve young people. There is enhanced involvement of parents of potentially vulnerable young people in discussing and agreeing strategies to support children in school, but there is scope to improve arrangements for engaging successfully with families. Overall, however, the development of successful integrated multi-agency working requires improvement in many schools and education authorities and there is clear scope to improve the effectiveness of arrangements for integrated community schooling[5].

In a few secondary schools, weaknesses in the provision of learning support remain. Weaknesses include a failure to clarify the role and purpose of learning support within a whole school pupil support structure. Although more established across all schools, the overall quality of individualised educational programmes is variable. Weaknesses include a failure to set detailed, specific short and long term targets with appropriate timescales. Further work is also required to improve the overall quality of learning and teaching for pupils with additional support needs who spend a high percentage of their school day in mainstream schools. In residential special schools, there is a need to improve collaborative working practices between education and care staff.

Targets have been set for the lowest attaining 20% of S4 pupils and funding has been provided to support the raising of attainment of looked after and looked after and accommodated children. However, weaknesses and variations in the definition of the measures and the nature of the evidence base mean that it is difficult to analyse improvement in attainment for both looked after pupils and the lowest attaining 20% of S4 pupils. Education, social work and the Accounts Commission do not always use the same data or adopt common and consistent baselines to measure progress. In 2004, there was a slight increase in the average tariff score for the lowest attaining 20% of S4 pupils. Data for 2005 was not available at the time of publication. However, each year almost 2000 of the lowest attaining pupils achieve no formal qualifications by the end of S4. The lowest attaining 20% of pupils nationally are not evenly distributed amongst schools and education authorities. Analysis of pupil achievement is obscured further because a number of courses and qualifications achieved through flexible curriculum initiatives are not formally gathered or recorded consistently at a local or national level. Additionally, pupil tariff scores are based on courses completed by pupils or cluster awards. The points allocated for National Qualification units completed for each child are not provided.

The evidence that is available shows that looked after and looked after and accommodated children continue to perform consistently less well than other pupils. They continue to have the lowest average attainment of any group. Around 60% of looked after and looked after and accommodated children aged between 16 and 17 do not achieve any qualifications at SCQF 3 or above and there is little evidence of improvement. Around half of those looked after away from home achieve these levels, while only around a third of those looked after at home do so. There are substantially more pupils from unknown ethnicity in the lowest attaining groups. Socio-economic factors still impact on performance with twice the proportion of pupils on

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[5] For further details see *The Sum of its Parts – the development of Integrated Community Schools* (HMIE 2004)

free school meals in the low tariff scoring population.

Gaelic and lesser used languages

There are weaknesses in the provision for secondary education in Gaelic-medium. Further progress to extend Gaelic-medium teaching into a range of curricular areas is required. Provision for pupils with English as an additional language has not had a strong national policy locus until recently. Legislation through the *Education (Additional Support for Learning) (Scotland) Act 2004* now places duties upon education authorities to provide support for pupils who face barriers to learning, including pupils with English as an additional language.

How can we achieve more?

In order to achieve more:

- At a local and national level, arrangements for measuring and recording pupils' achievements in additional awards and at all national qualification levels should be improved.

- At a local and national level, more effective approaches to gathering attainment data and improving the progress of various groups of pupils, including looked after and looked after and accommodated children and lower attaining pupils, should be established.

- School and education authority quality assurance systems should be refined to monitor and evaluate more systematically the progress and attainment of various groups of pupils. This should include the tracking of pupils by ethnicity, lower attaining pupils and looked after children, including those in residential special schools.

- Secondary schools should ensure that they clarify the role of learning support within a whole school pupil support structure.

- Schools and education authorities should ensure that arrangements for managing pupils' learning through individualised educational programmes are of a more consistently high standard.

- Schools should make full and appropriate use of curriculum flexibility to ensure that all pupils follow challenging courses which are well matched to their needs.

- Mainstream schools and special schools should increase the range of national qualifications and units offered to pupils.

- Partnership working by a range of agencies including education, health, social work, psychological services and the voluntary sector should be developed further to improve support for children and young people with disabilities and additional support needs.

- Schools and education authorities should continue to improve arrangements for meeting the needs of Gaelic speakers and those for whom English is an additional language.

- Schools and education authorities should complete their implementation of the recommendations of *Hungry for Success* by December 2006, ensure that pupils take up their entitlement to free school meals and link this work to their strategies for becoming Health Promoting Schools.

National Priority 4: Values and Citizenship

To work with parents to teach pupils respect for self and one another and their interdependence with other members of their neighbourhood and society and teach them the duties and responsibilities of citizenship in a democratic society.

What has already been achieved?

This national priority recognises the importance of schools working effectively in partnership with parents and places a focus on increasing pupils' respect for themselves and others. It also recognises the importance of increasing pupils' awareness of their interdependence with other members of their neighbourhood and their duties and responsibilities as citizens in a democratic society.

Increased respect for self and others

Inspection evidence shows that personal and social development remains strong across sectors. In almost all schools, staff recognise the importance of positive personal and social development in providing a foundation for all other learning. There has been an increased range of developments introduced by schools to promote personal and social skills. There have been improvements in the delivery of aspects of citizenship, health and personal safety in personal and social development programmes, including through better interagency working. The introduction of courses like community sports leadership and of cultural coordinators and sports coordinators is extending the range and quality of opportunities for pupils to develop personal and social skills through team work in different settings. Increased uptake of the Duke of Edinburgh's Awards and other initiatives such as the Prince's Trust, xl programmes and the Award Scheme

Development and Accreditation Network (ASDAN)[6] are having a positive impact.

Interdependence and citizenship

At school level, there is a significant increase in mechanisms to involve young people in decision making through pupil councils. In schools where this works most effectively, pupils are gaining a very good understanding of the principles of democracy and their role as active citizens. Where pupils are given opportunities to take part in a wide range of school activities and take on responsibilities, it is improving both their wider achievements and broader experiences. However, it is difficult to measure the impact of this involvement, either in the short or long term, on individual pupils.

Schools are demonstrating a range of approaches to developing pupils' awareness of environmental and sustainability issues. The number of schools achieving Eco School status has risen significantly. This has resulted in improved school environments and involvement of some schools in regeneration and environment projects. Eco School initiatives also involve parents and members of the community and so can make a strong contribution to the development of the wider community.

Schools have been successful in working with parents. Inspection evidence shows that schools' partnerships with parents and the local community are consistently strong. In almost all primary and secondary schools, these partnerships are either

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[6] The Prince's Trust supports a number of xl clubs in schools in Scotland. These are geared towards supporting pupils who are experiencing difficulties in coping with school. Pupils can work towards xl Awards that are accredited nationally by ASDAN. ASDAN programmes and activities blend activity based curriculum enrichment with a framework for the development, assessment and accreditation of key skills and other personal and social skills.

good or very good. They have been very good in well over half of the schools inspected. Schools are developing an increasing range of initiatives which foster links with the wider community. These have included a developing approach to global citizenship through partnerships with a wide range of national and international groups. There has been an increase in the number of schools involved in international education. This has included involvement in exchange visits, video-conferencing and work experience in European countries. As a result, in schools engaged in these initiatives, pupils have gained a greater awareness and understanding of global issues.

What is still to be achieved?

Increased respect for self and others

While schools give high priority to the development of personal and social skills within the informal curriculum, the national priority has had limited impact on the taught programme. There is a lack of a consistent provision of coherent programmes for personal and social development which provide clear progression in pupils' learning from P1 to S6 in primary, secondary and special schools. Staff responsible for the delivery of structured programmes in these areas are not always appropriately skilled or prepared through effective staff development. There is often an overlap between programmes of education for personal and social development and other aspects of the curriculum including health education and religious and moral education. There is a need for an overview of how all these elements can be brought together.

Interdependence and citizenship

While there is an increase in the number of schools that have introduced pupil councils, involvement in some schools is often limited to a few pupils and the focus for decision making rarely includes their learning experiences. Only a majority of education authorities are taking

effective steps to include young people in informing community planning priorities and are supporting them to engage at a national level through the Scottish Youth Parliament. Although most community learning and development partnerships bring together voluntary and public agencies to improve the provision for young people in the community, there is limited evidence of productive links between primary schools and community learning and development in taking forward citizenship initiatives. The development of personal learning plans and the involvement of pupils in setting and evaluating their own targets have been slow to progress.

Citizenship activities have increased and some schools have made use of curriculum inserts to explore issues such as citizenship and the law. However, practice is uneven within and across schools. Few schools have audited the curriculum. Overall, there is a lack of attention to the need for curriculum and classroom strategies conducive to education for citizenship. The development of pupils' values and citizenship, including the ability to hold informed views and make judgements, depends on the acquisition of knowledge and critical thinking skills. However, there is limited evidence of systematic curriculum planning to ensure that pupils are well prepared for political, social, economic and cultural involvement in society and that they progressively develop a sound knowledge base. There is also less emphasis on the values that underpin active citizenship. For example, schools consistently raise funds for charities. However, these activities are often carried out in isolation and are not linked sufficiently with the development of understanding of social justice and human rights. The implementation of *A Curriculum for Excellence* across Scotland's schools provides a very good opportunity for the further development of approaches in this area. Where international education initiatives have been successful, their success has often been the result of the commitment of individuals. However, in many schools, initiatives have not been sustained and there is a need to raise awareness and improve

information about projects and further develop international education across the curriculum[7].

How can we achieve more?

In order to achieve more:

- Schools and education authorities should develop more coherent whole school approaches and programmes in personal and social development.

- Staff who deliver structured programmes of personal and social development should be appropriately skilled and prepared through effective staff development.

- Schools should continue to develop the range and scope of the work of pupil councils.

- Schools and education authorities should improve arrangements for personal learning planning.

- Schools and education authorities should improve arrangements for planning the curriculum to ensure that pupils' citizenship skills are developed progressively and have a clear focus on the relationship between values and citizenship.

- Schools should continue to extend the range of opportunities for global citizenship which can be provided through international education and identify resources to sustain projects.

- Links between primary schools and community learning and development in taking forward citizenship initiatives should be improved.

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[7] See – Citizenship in Youth Work (HMIE 2003)

National Priority 5: Learning for Life

To equip pupils with the foundation skills, attitudes and expectations necessary to prosper in a changing society and to encourage creativity and ambition.

What has already been achieved?

This national priority places a focus on extending the range of cultural, sporting and learning activities provided for pupils. This includes education for work, enterprise programmes, and encouraging and supporting the development of creativity skills and ambition.

Skills, attitudes and expectations to prosper in a changing society, including creativity and ambition

Creativity, achievement and success are interdependent, not distinct. Creativity involves the application of knowledge and the use of highly developed critical thinking skills. It also includes the ability to solve problems imaginatively and make decisions. The ability to think, learn and be creative can be nurtured and developed through effective learning and teaching. The challenge for schools has been to establish the climate in which children can develop fully their thinking, learning and creativity. In the most effective schools, this happens best where teachers establish the right environment for pupils to develop fully their knowledge, understanding and skills. They develop pupils' enquiry and communication skills and create appropriate contexts for critical thinking, decision making and problem solving activities. There is evidence that these approaches are becoming embedded in practice in some schools. Primary teachers most commonly provide opportunities for creativity in the expressive arts or language, such as writing, enterprise projects and designing and making through technology. The development of creative thinking and working in some secondary school subject departments has included the implementation of imaginative projects such as

creative approaches in science. Some schools also promote creativity through the arts and technology. Global links between schools have developed through increased ICT provision. As a result, pupils have developed a range of skills including collation, analysis and presentation of findings. The effective use of ICT has enabled pupils to develop skills in creativity. There is now a considerable number of websites prepared by pupils and evidence of pupils making complex presentations using multimedia.

In some areas, a number of initiatives have successfully extended the range of activities offered to children to enhance their levels of physical activity. This has included the school sports coordinator scheme operated by **sport**scotland and the introduction of cultural coordinators and dance development officers. These are all beginning to have a positive impact. Support has been provided for the development of the Scottish National Youth Theatre and councils have funded weekend and holiday programmes in drama and music. In some cases, the contribution of specialist staff in physical education, music, drama and art has been valuable in enhancing pupils' curricular experiences.

The publication of *Determined to Succeed* in 2002 introduced the concept of "enterprise in education" by extending the concept of education for work beyond specific work-related outcomes and activities to include a broader notion of enterprising learning and teaching. There are positive indications that local and national support strategies are proving effective in raising the general profile of enterprise in pre-school centres, primary, secondary and special schools, and in establishing a clearer understanding of the importance of enterprise in education and its beneficial influence and potential impact on young

people's experience. Schools are increasingly providing high quality experiences in enterprise activities and work-related learning, giving young people attitudes, skills and knowledge which will improve their preparedness for life and work.

Multi-agency work has enhanced opportunities through the development of integrated community schools, out of school activities, and closer links between schools and community learning and development providers. School links with further education colleges have resulted in a variety of vocational programmes being available. In some cases, these courses are open to the full range of school pupils, but in other cases they target young people who are experiencing difficulties and are often provided as part of an alternative curriculum programme. Careers Scotland deliver a national programme of *On Track* programmes in partnership with local authorities. These programmes assist and support vulnerable young people in their transition from school into work, training or further education. Schools have also continued to develop positive links with higher education institutions through local programmes. The voluntary sector has also contributed to alternative curriculum programmes in some authorities. Such programmes predominantly target young people excluded from school or who have difficulties with attendance.

What is still to be achieved?

Skills, attitudes and expectations to prosper in a changing society, including creativity and ambition

Despite the emergence of more innovative and varied approaches to effective learning and teaching, there has been no significant improvement in HMI evaluations of pupils' learning experiences in primary and secondary schools. There remain important weaknesses in around a fifth of primary and secondary schools. Too few pupils are developing a conscious awareness of the strategies and skills essential for effective learning, critical thinking and creativity. Overall,

teachers do not consistently set tasks that engage pupils in thinking about, and being active in, their own learning. This includes using questions effectively to challenge and stimulate pupils' thinking and creating opportunities for pupils to collaborate with one another, solve problems, make decisions and take responsibility for their learning. Teachers need to ensure that they nurture individual talent and enable pupils to use their imaginations, think independently and develop a strong sense of self-worth and confidence.

There are also some weaknesses in the leadership and management of the curriculum. Evidence shows that much management of curriculum flexibility, particularly in primary schools, lacks imagination and creativity and has generally had a narrow focus on developing pupils' skills in English language and mathematics. Access to ICT and other resources, including well focused staff development for teachers, varies across education authorities. A few authorities are at an early stage in implementing training, but there is clear scope to improve the use of ICT to improve learning and teaching, including the development of pupils' creativity, research and presentation skills.

Around half of school leavers go on to study at either higher or further education level. This figure has remained relatively constant, although there was a drop in the percentage of school leavers going on to higher education in 2004. A further 30% leave school for training or employment. However, in 2004, over 13% of all 16-19 year olds were not in education, employment or training.

There is limited data on the numbers of pupils involved in cultural, sporting and learning activities outside the core curriculum. **Sport**scotland is charged to monitor the impact of its sports coordinators but the coordinator's role is to increase capacity rather than be involved in delivery. In a few schools, the temporary loss of a sports coordinator has led to a reduction in the number of activities on offer to pupils outside the

core curriculum. There is evidence of increased numbers of pupils taking part in activities outwith the school day. However, there is less evidence of clear links between the provision of physical education within and outside the core curriculum and pathways to local clubs.

Enterprise in education has yet to be fully integrated across the curriculum in primary education and within secondary subjects. Overall, there has been some improvement in the range and depth of business involvement. These have been stimulated by schemes which have encouraged successful Scottish business people and other businesses in the community to link with a specific school. There is scope to develop these approaches further. Overall levels of awareness of enterprise in education have been raised but there remains a need to develop more opportunities for pupils and more varied learning and teaching approaches that develop pupils' enterprise skills.

How can we achieve more?

In order to achieve more:

- At all levels, continue to encourage, train and support managers and teachers to improve the quality and range of pupils' learning experiences and manage flexibility in the curriculum more effectively.

- Schools and education authorities should continue to improve learning and teaching, including the use of ICT, to enhance creativity and critical thinking skills.

- Schools and education authorities should improve arrangements for monitoring pupils' participation and achievements in cultural, sporting and learning activities outwith, as well as in, the core curriculum.

- Schools and education authorities should enhance multi-agency working to improve pathways from school-based cultural, sporting and learning activities, to participation in clubs and activities out of school.

- Schools should further integrate enterprise in education within secondary subjects and across the primary curriculum, and develop business involvement.

4 CONCLUSION

The Standards in Scotland's Schools etc. Act 2000 places a duty on Scottish Ministers, after consultation with education authorities and others, to set national priorities in education. The five current national priorities were agreed in December 2000. Overall, they have had a positive impact on Scottish education. However, other policies and initiatives in place before 2000 and subsequent initiatives and agreements such as the teachers' agreement have also had an impact. The Act also introduced other measures such as the inspection by HMIE of the functions of education authorities. It is therefore difficult to determine a direct causal link between the national priorities and any measurable improvements in overall performance. Nevertheless, national priorities are a key driver and organiser for securing improvement.

The national priorities have worked at two levels. At one level, they have defined broad strategic outcomes for Scottish education. It is at this level that they have made their greatest impact. They have provided a broad strategic improvement framework of aspirational outcomes for Scottish education. This has informed planning for improvement at a national, local and school level. The Scottish Executive is committed to reviewing the national priorities. Such a review provides the opportunity to build on these strengths. Where the national priorities have been most effective, education authorities and schools have used them to plan for the strategic delivery of services and the management of the operational implementation of a range of initiatives and funding streams. To ensure sustainability, clarity over the nature, amount and timescale of funding is important. Despite these strengths, there is scope for more streamlined planning and reporting with greater integration of children's services planning and improved inter-disciplinary partnership working.

At another level, the national priorities have tried to set specific outcome measures by which to judge performance. This aspect of the national priorities has been less successful. There are weaknesses in the current outcome measures which require to

be addressed. Although the national priorities have promoted more inclusive approaches and focused attention on the attainment and achievement of all pupils, the structure of the national priorities fragments the measures of attainment and achievement. For example, attainment measures for the lowest attaining pupils, looked after and looked after and accommodated children do not feature as outcomes of national priority 1 - Attainment and Achievement. Instead, they are included as measures in national priority 3 – Inclusion and Equality. Overall, this approach has not been fully effective in monitoring the attainment and achievement of all pupils and improving outcomes for all. The outcome measures need to be more meaningful and capable of greater differentiation at the local level, taking appropriate account of the circumstances and context of schools and education authorities.

The national priorities also now need to take account of *A Curriculum for Excellence* and *A Vision for Scotland's Children.* The relationship between the national priorities and these aspects is represented in the diagram on page 27. There is a strong case for retaining the five national priorities in setting the broad strategic outcomes for Scottish education. Retaining the national priorities in this way informs improvement planning at the national, local and school level and provides much needed stability and continuity. It supports education authorities and schools in helping them meet the challenge of delivering an improvement agenda that is both complex and demanding over a wide range of initiatives. It provides a clear national strategy for managing these initiatives and funding streams and supports the delivery of sustainable improvement in outcomes for children. It can contribute to more simplified, streamlined and integrated children's services planning. The model also places attainment and achievement for all at the heart of the improvement framework. However, there is a clear need to revise the outcome measures to enable the setting and monitoring of meaningful targets for the attainment and achievement of all. Such an approach focuses on supporting every child or young person
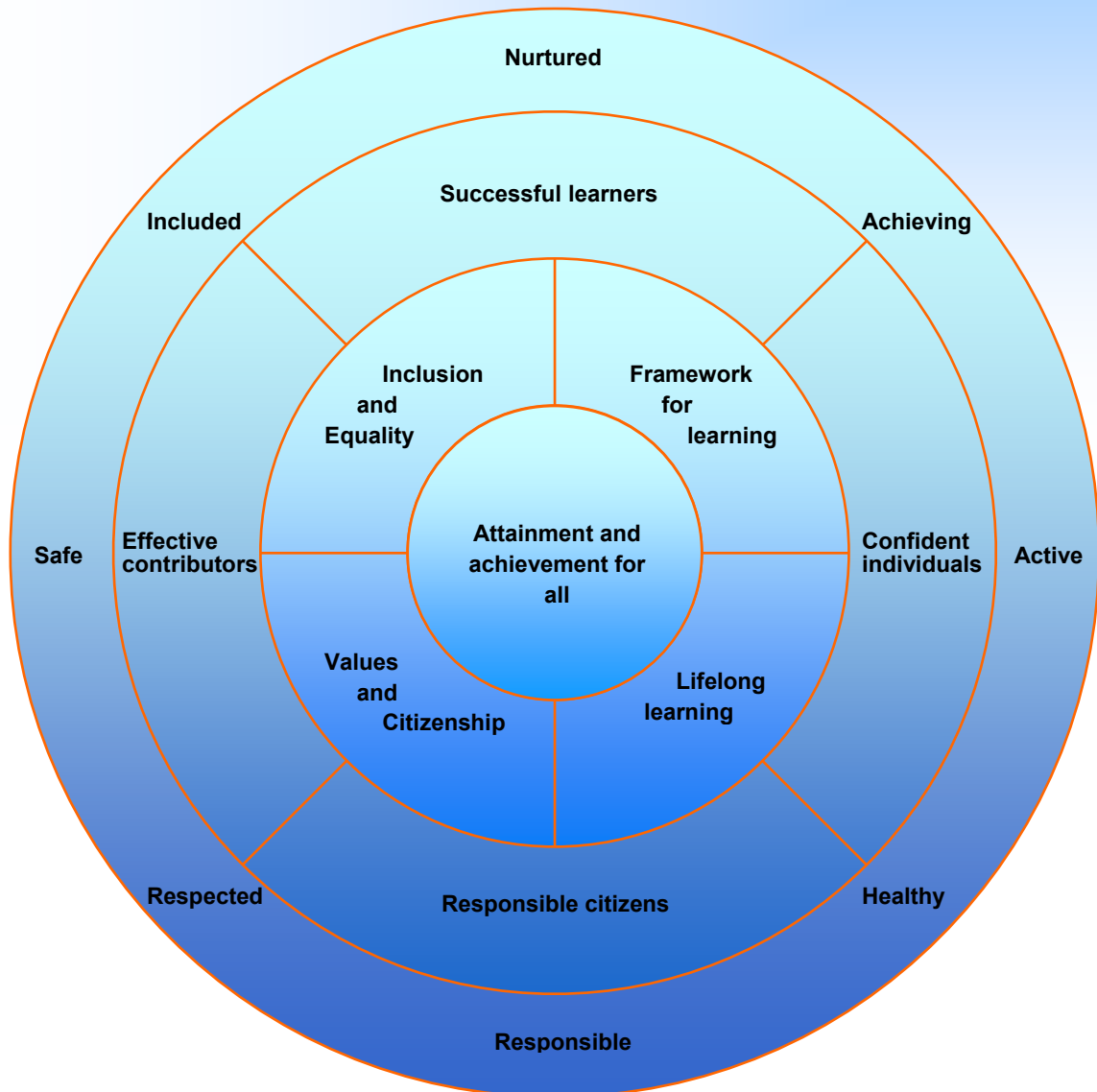
to develop to their fullest potential as successful learners, confident individuals, responsible citizens and effective contributors whilst ensuring that they are safe, nurtured, healthy, achieving, active, included, respected and responsible.

Key questions

In the light of the analyses contained in this report, some key questions to be considered in the review of national priorities include the following.

- In providing an improvement framework for schools, do we have the right national priorities?

- To enhance sustainability, how do we rationalise and make clear the relationship between the range of priorities for Scotland's children and other national initiatives and related funding streams?

- How do we streamline planning and reporting and improve children's services planning, partnership working and interdisciplinary approaches?

- How do we improve the arrangements for measuring and reporting on the attainment and achievement of all children, including the progress of different groups of pupils?

National Priorities, *A Curriculum for Excellence* **and** *A Vision for Scotland's Children*

Nurtured

Successful learners

Included

Achieving

Inclusion
and
Equality

Framework
for
learning

Safe

Effective
contributors

Attainment and
achievement for
all

Confident
individuals

Active

Values
and
Citizenship

Lifelong
learning

Respected

Responsible citizens

Healthy

Responsible

Appendices
National priority data and quality indicators

Note: Due to rounding, the percentages in some charts and tables total 99% or 101%.

Appendix A: National Priority 1

Outcome 1: Increased levels of numeracy and literacy.

1.1.A Percentage of combined P3, P4, P6 and P7 rolls meeting or exceeding appropriate 5-14 levels.
Tests in publicly funded schools in Scotland, 2001/02 - 2003/04

Combined P3/ P4/ P6/ P7		ALL	MALE	FEMALE
Reading	2001/02	81.0%	78.6%	85.3%
	2002/03	81.4%	78.1%	84.8%
	2003/04	81.4%	78.0%	84.9%
Writing	2001/02	72.5%	67.2%	79.3%
	2002/03	73.6%	67.6%	79.8%
	2003/04	73.6%	67.6%	79.9%
Maths	2001/02	80.0%	79.7%	82.6%
	2002/03	80.1%	78.9%	81.3%
	2003/04	81.8%	80.7%	83.0%

Note:
- The figures for the primary sector for 2001/02 are based on the results of around 1,280 publicly funded primary schools.
- Information by gender was available from all schools for the first time in 2002/03. For 2001/02 gender results are sample data.
- Figures from 2001/02 include results from Gaelic Medium Establishments
- National Data are not collected after 2003/04

Source: SEED national survey of 5-14 attainment at
http://www.scotland.gov.uk/stats/5-14resultsbygender.xls

1.1.B Percentage of S2 who have met or exceeded level E.
Tests in publicly funded schools in Scotland, 2001/02 - 2003/04

S2 Level E or above		ALL	MALE	FEMALE
Reading	2001/02	59.0%	53.3%	64.8%
	2002/03	60.7%	55.4%	66.2%
	2003/04	64.5%	58.8%	70.4%
Writing	2001/02	49.7%	41.5%	58.4%
	2002/03	51.4%	42.8%	60.4%
	2003/04	52.1%	43.2%	61.4%
Maths	2001/02	53.6%	51.6%	55.7%
	2002/03	54.6%	52.2%	57.0%
	2003/04	59.5%	57.7%	61.3%

Note:
- Information by gender was available from all schools for the first time in 2002/03. For 2001/02 gender results are sample data.
- Figures from 2001/02 include results from Gaelic Medium Establishments.
- National Data is not collected after 2003/04

Source: SEED national survey of 5-14 attainment at
http://www.scotland.gov.uk/stats/5-14resultsbygender.xls

Appendices
National priority data and quality indicators

1.1.C Percentage of pupils who have attained SCQF level 3 or better in English and mathematics by end of S6.
National NP Attainment Data for Scotland, STACs 2005 pre-appeals

Three Year Average Percentages based on S4 Roll for awards achieved by the end of S6

Year	Male	Female	All Candidates
2000-02	91	93	92
2001-03	92	94	93
2002-04	91	93	92
2003-05	91	93	92

Source: ScotXed
https://www.scotxed.net/jahia/Jahia/lang/en/pid/1

1.1.D Percentage of schools which have met all their IEP targets.
These data are not collected at a national level.

Outcome 2: Improved examination results.
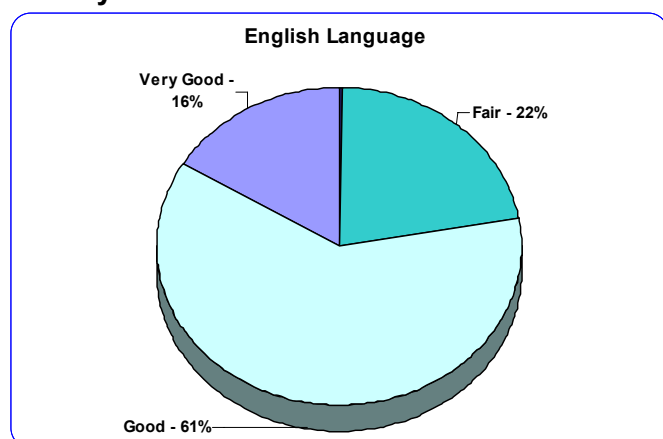
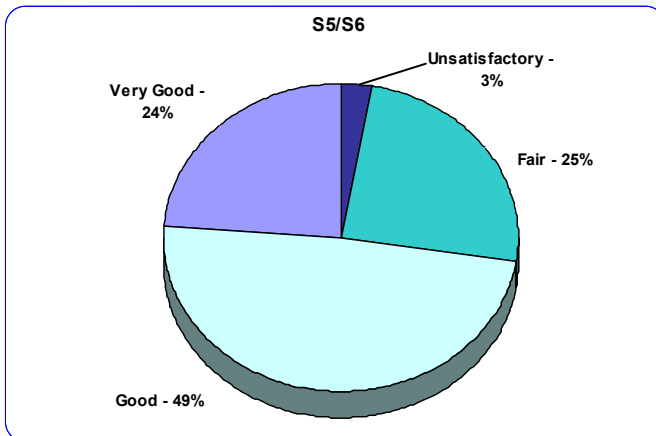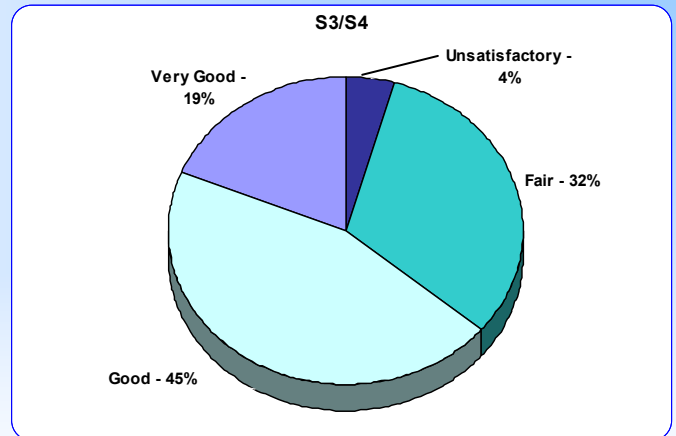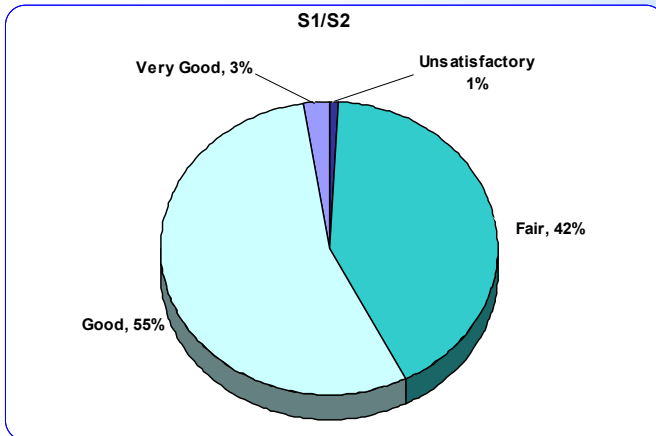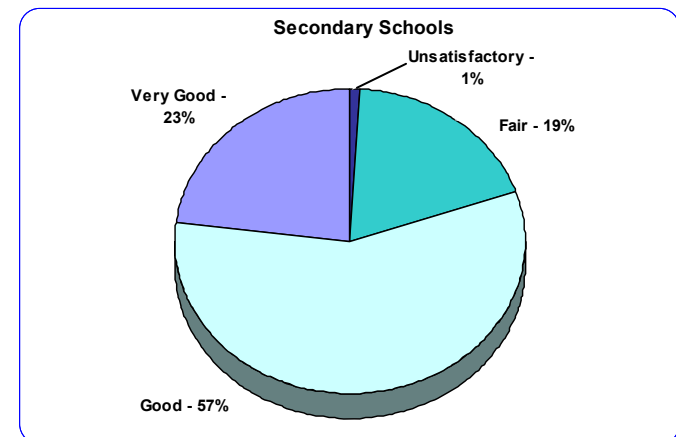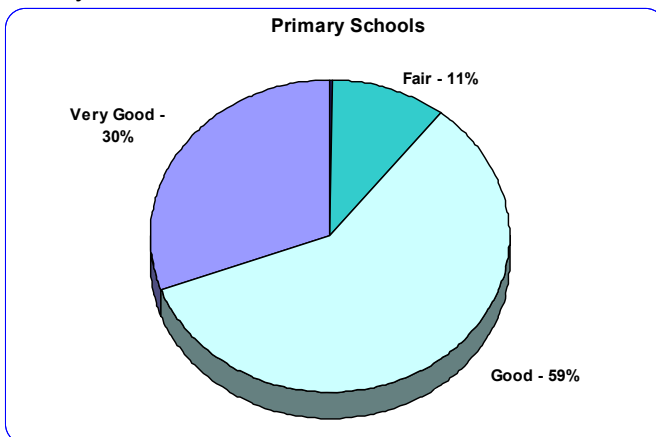| Three Year Average Data		2001-2003	2002-2004	2003-2005
1.2 A	Percentage attaining 5+ awards at SCQF level 3 or better.	91.4%	91.1%	91.2%
1.2 B	Percentage attaining 5+ awards at SCQF level 4 or better.	77.9%	78.4%	78.5%
1.2 C	Percentage attaining 5+ awards at SCQF level 5 or better.	45.3%	46.6%	47.1%
1.2 D	Percentage attaining 1+ awards at SCQF level 6 or better.	44.2%	43.6%	43.3%
1.2 E	Percentage attaining 3+ awards at SCQF level 6 or better.	31.2%	30.8%	30.4%
1.2 F	Percentage attaining 5+ awards at SCQF level 6 or better.	19.8%	19.6%	19.4%

1.2.G Overall quality of attainment.
Quality Indicator 2.1
Primary Schools

English Language — Very Good - 16%, Fair - 22%, Good - 61%

Mathematics — Very Good - 17%, Fair - 20%, Good - 62%

Secondary Schools

S1/S2

Very Good, 3%
Unsatisfactory 1%
Fair, 42%
Good, 55%

S3/S4

Very Good - 19%
Unsatisfactory - 4%
Fair - 32%
Good - 45%

S5/S6

Very Good - 24%
Unsatisfactory - 3%
Fair - 25%
Good - 49%
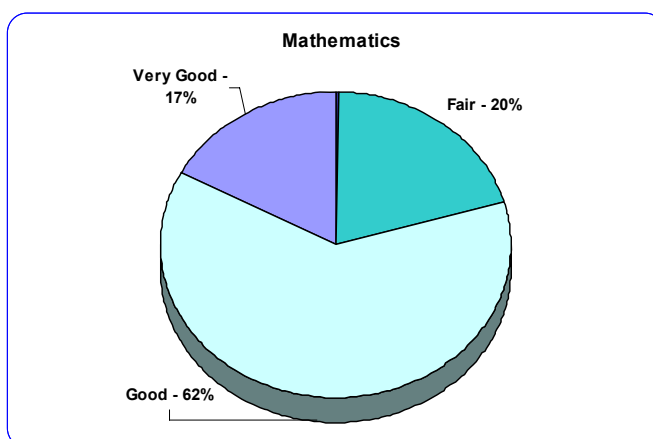
1.2.H Expectations and promoting achievement.
Quality Indicator 5.2

Primary Schools

Fair - 11%
Very Good - 30%
Good - 59%

Secondary Schools

Very Good - 23%
Unsatisfactory - 1%
Fair - 19%
Good - 57%

Appendix B: National Priority 2

Outcome 1: Continuing professional development of teachers' skills.

2.1.A EA summary of local progress in relation to CPD.
These data are not collected at a national level.

2.1.B Staff review and development.
Quality Indicator 6.6
This quality indicator was not included in the core proportionate inspection models introduced in 2003.

Outcome 2: Increased self-discipline of pupils.

2.2.A Levels of attendance.
2003/04: Percentage of days' attendance and absence, by sector

	attendance	authorised absence	unauthorised absence	absence due to temporary exclusion	average number of half days absence
primary	95.3	4.0	0.7	0.0	18.0
secondary	90.2	8.0	1.6	0.2	37.4
special	91.1	6.6	1.9	0.4	33.9
total	93.1	5.7	1.1	0.1	26.1
girls	93.1	5.8	1.1	-	26.2
boys	93.2	5.5	1.1	0.2	25.9

Excludes S6

> **Notes**
> - Tables of prior year data have not been published here, due to the effect of the changes in definitions.
> - The Scottish Executive Circular 5/03, including its annex and addendum, updated guidelines from the Scottish Office Circulars 1/95 and 10/95, giving specific guidance to schools and education authorities on the categorisation of attendance and absence.
> - The changes in definitions are set in the Annex, but the main difference in the figures is likely to be an increase in unauthorised absence (reduction in authorised absence) due to holidays during term now generally being unauthorised, and an increase in attendance (reduction in authorised absence) due to medical/dental appointments and study leave being classed as attendance.

Source: ATTENDANCE AND ABSENCE IN SCOTTISH SCHOOLS 2003/04
http://www.scotland.gov.uk/stats/bulletins/00382-00.asp
The annex can be found at
http://www.scotland.gov.uk/stats/bulletins/00382-33.asp
Previous year's data can be found at
http://www.scotland.gov.uk/stats/bulletins/00304-00.asp

2.2.B Number of days lost per 1000 pupils through exclusion.

Primary schools	
Total	11
Boys	20
Girls	1.6

Secondary schools	
Total	105.1
Boys	161.9
Girls	47.1

Special schools	
Total	134.3
Boys	175.7
Girls	48.9

Source: EXCLUSIONS FROM SCHOOLS, 2003/04
http://www.scotland.gov.uk/stats/bulletins/00402-00.asp

Previous year's data can be found at:
EXCLUSIONS FROM SCHOOLS, 2002/03
http://www.scotland.gov.uk/stats/bulletins/00321-00.asp
EXCLUSIONS FROM SCHOOLS, 2001/02
http://www.scotland.gov.uk/stats/bulletins/00236-00.asp
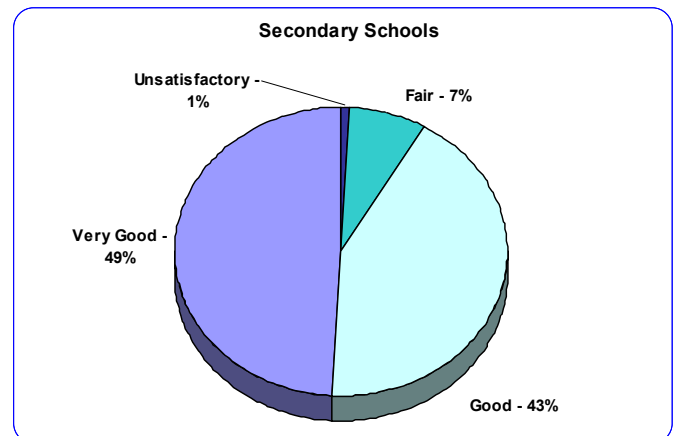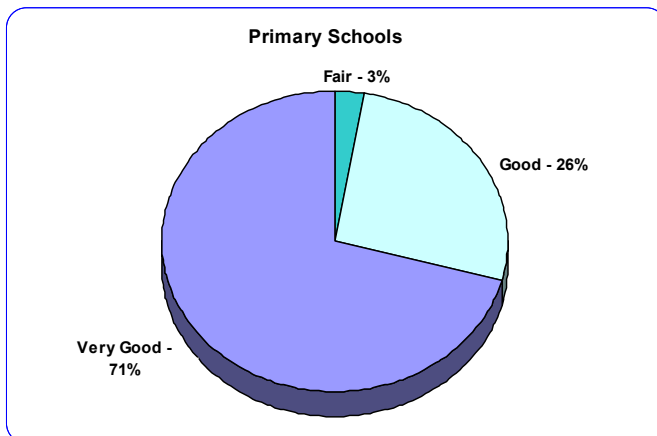
2.2.C Number and percentage of pupils participating in buddying, mentoring or similar schemes.

These data are not collected.

2.2.D Climate and relationships.

Quality Indicator 5.1

Primary Schools

Fair - 3%
Good - 26%
Very Good - 71%

Secondary Schools

Unsatisfactory - 1%
Fair - 7%
Very Good - 49%
Good - 43%

Outcome 3: Enhanced school environments which are more conducive to teaching and learning.

2.3.A Pupil adult ratio in primary schools.

	Teachers+ non-teaching staff	Pupils	Adult/Pupil Ratio
2003	36564	405,553	11.1
2004	35188	397,640	11.3

Previous years' data is not available in similar format.

Sources: Pupils in Scotland, 2004
http://www.scotland.gov.uk/stats/bulletins/00412
Teachers in Scotland, 2004
www.scotland.gov.uk/stats/bulletins/00416
Pupils in Scotland , 2003 (Statistical Bulletin))
http://www.scotland.gov.uk/stats/bulletins/00350-00.asp
Teachers in Scotland , 2003 (fuller SPN)
http://www.scotland.gov.uk/stats/bulletins/00352-00.asp

2.3.B Percentage of schools defined as Health Promoting Schools.
These data are not currently available.

2.3.C Percentage of schools with a quality award or applying a quality model.
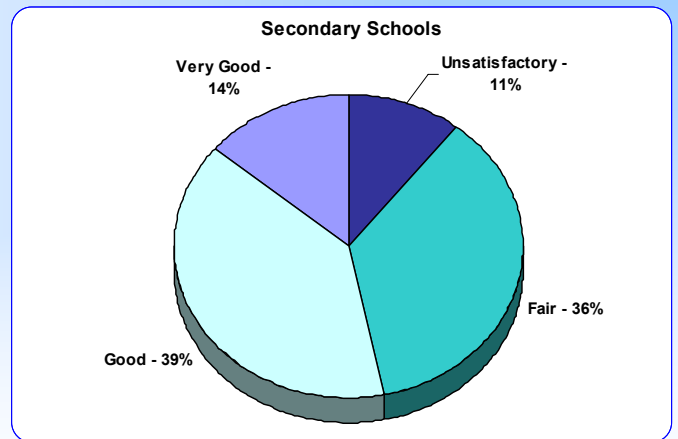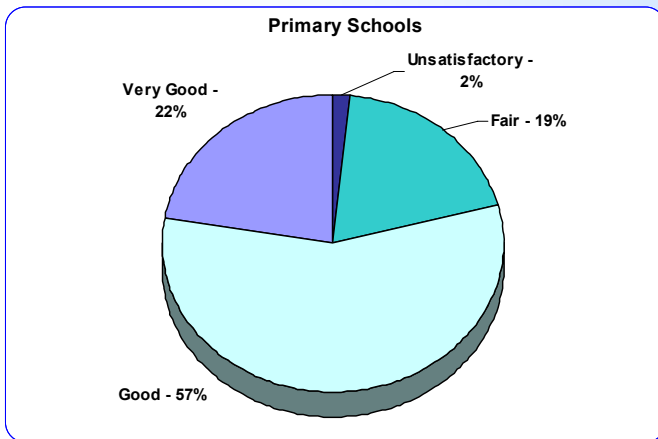13% of primary schools and 17.2% of secondary schools have a quality award.

Note:
A 'Quality Award' school is one which is applying the Excellence Model, or holds at least one of the following:
- Charter Mark
- Investors in People (IiP)
- ISO 9000
- Quality Scotland Award

2.3.D Accommodation and facilities.

Quality Indicator 6.1

Primary Schools

Unsatisfactory - 2%
Very Good - 22%
Fair - 19%
Good - 57%

Secondary Schools

Very Good - 14%
Unsatisfactory - 11%
Fair - 36%
Good - 39%

Appendix C: National Priority 3

Outcome 1: Every pupil benefits from education.

3.1.A Number and percentage of 'looked after' young people who have attained SCQF level 3 or above in English and mathematics.

	Leavers	Percentage with some qualifications[1]			Percentage with English & maths at SCQF 3[2]
		Looked after At home	Looked after away from home	Total	
2002-03	1,138	33	53	42	27
2003-04	1,146	35	52	42	27

> **Note:**
> (1) At least one qualification at SCQF level 3
> (2) SCQF level 3 = Access 3/Foundation Standard Grade
> Attainment data was not available for looked after children in 2001-02

Source: Children's Social Work Statistics 2002-03
http://www.scotland.gov.uk/stats/bulletins/00287-13.asp
Children's Social Work Statistics 2002-03
http://www.scotland.gov.uk/stats/bulletins/00369-15.asp

3.1.B Average tariff score of the lowest 20% of S4 pupils.

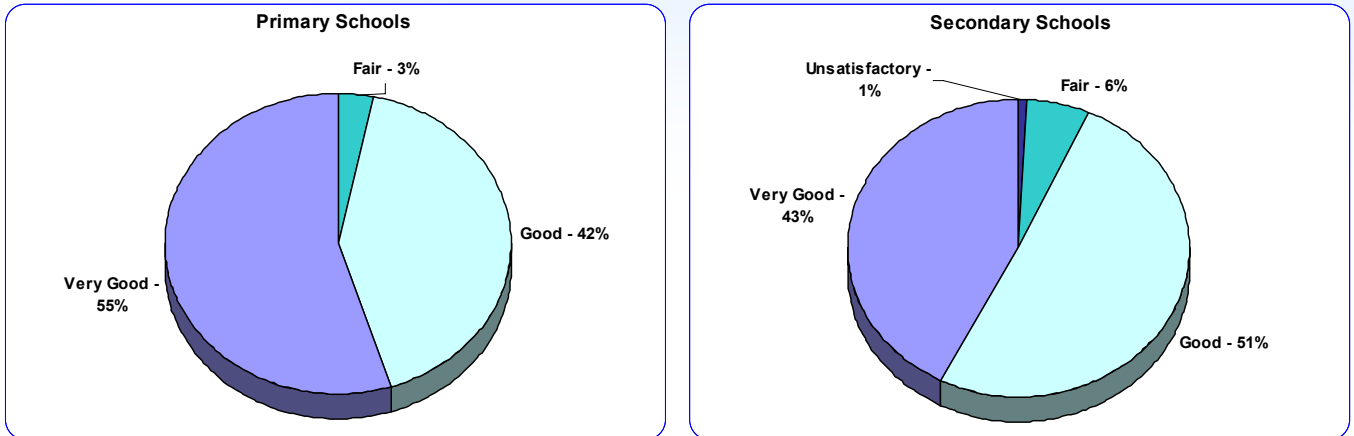| Year	2001	2002	2003	2004
Average Tariff Score	53	53	53	54

3.1.C Percentage of pupils who are entitled to free school meals and percentage who take them up.

Pupils entitled to free school meals by sector					
		2002	**2003**	**2004**	**2005**
Percentage of pupils entitled to free meals	**Total**	18.9	18.8	19.0	18.5
	Primary	20.3	20.2	20.5	19.9
	Secondary	15.9	16.0	16.0	15.6
	Special	59.4	58.1	60.4	67.2

Entitled pupils taking free school meals by sector					
		2002	**2003**	**2004**	**2005**
Percentage of entitled pupils taking free meals	**Total**	72.4	70.4	69.2	67.4
	Primary	78.6	77.2	76.1	74.7
	Secondary	59.9	57.2	55.8	53.4
	Special	87.1	89.6	87.3	85.6

Source: School Meals in Scotland, January 2005
http://www.scotland.gov.uk/Publications/2005/06/06172925

3.1.D Equality and fairness.
Quality Indicator 5.3

Primary Schools
- Fair - 3%
- Good - 42%
- Very Good - 55%

Secondary Schools
- Unsatisfactory - 1%
- Fair - 6%
- Very Good - 43%
- Good - 51%

3.1.E Percentage of schools adopting the Integrated Community School approach.
62% of primary schools and 56% of secondary schools are Integrated Community Schools.

Outcome 2: Every pupil benefits from education, with particular regard paid to pupils with disabilities and special educational needs.

3.2.A Access to education for pupils with disabilities.
These data are not available nationally.

3.2.B Breakdown of placement of pupils with SEN (special unit, mainstream etc.) by proportion of time spent there.
Integration of pupils with Record of Needs and/or Individualised Educational Programmes into publicly funded schools

Time spent by pupils in mainstream classes

Primary Schools	2002	2003	2004
All Pupils with a Record of Needs and/or an Individualised Educational Programme	12,462	13,582	14,569
All the time in mainstream classes	85%	85%	85%
$^3/_4$ or more but less than all time in mainstream classes	2%	2%	2%
$^1/_2$ or more but less than $^3/_4$ of the time in mainstream classes	4%	5%	4%
$^1/_4$ or more but less than $^1/_2$ of the time in mainstream classes	2%	2%	2%
Some time, but less than $^1/_4$ of the time in mainstream classes	3%	4%	3%
No time in mainstream classes	2%	2%	3%
Time spent in mainstream classes is not known	1%	0%	0%

Secondary Schools	2002	2003	2004
All Pupils with a Record of Needs and/or an Individualised Educational Programme	8,289	9,684	10,814
All the time in mainstream classes	74%	76%	79%
$^3/_4$ or more but less than all time in mainstream classes	10%	10%	8%
$^1/_2$ or more but less than $^3/_4$ of the time in mainstream classes	6%	6%	5%
$^1/_4$ or more but less than $^1/_2$ of the time in mainstream classes	2%	2%	1%
Some time, but less than $^1/_4$ of the time in mainstream classes	3%	3%	3%
No time in mainstream classes	4%	4%	3%
Time spent in mainstream classes is not known	2%	0%	0%

Source: Pupils in Scotland, 2004
http://www.scotland.gov.uk/Publications/2005/04/11114958/50011
Pupils in Scotland, 2003
http://www.scotland.gov.uk/stats/bulletins/00350-00.asp
Summary Results of the September 2002 School Census
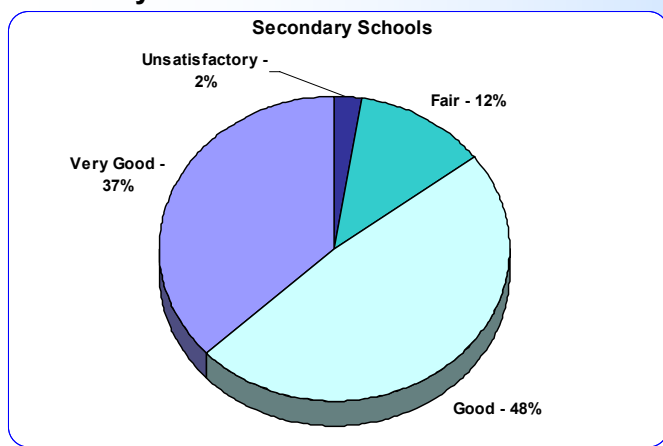http://www.scotland.gov.uk/stats/bulletins/00272-00.asp

3.2.C Learning support.
Quality Indicator 4.5

Primary Schools
This quality indicator was not included in the core proportionate inspection model introduced in 2003.

Secondary Schools

3.2.D Implementation of SEN and disability legislation.
Quality Indicator 4.6
This quality indicator was not included in the proportionate primary and secondary inspection models introduced in 2003.

3.2.E Placement of pupils with SEN and disabilities.
Quality Indicator 4.7
This quality indicator was not included in the proportionate primary and secondary inspection models introduced in 2003.

Outcome 3: Every pupil benefits from education, with particular regard paid to Gaelic and lesser used languages.

3.3.A Number of requests for Gaelic medium teaching and the percentages of these which are met.
These data are not collected at a national level.

Appendix D: National Priority 4

Outcome 1: Increased respect for self and others.

4.1.A Percentage of pupils who achieved the core skill 'Working With Others' by end of S6.
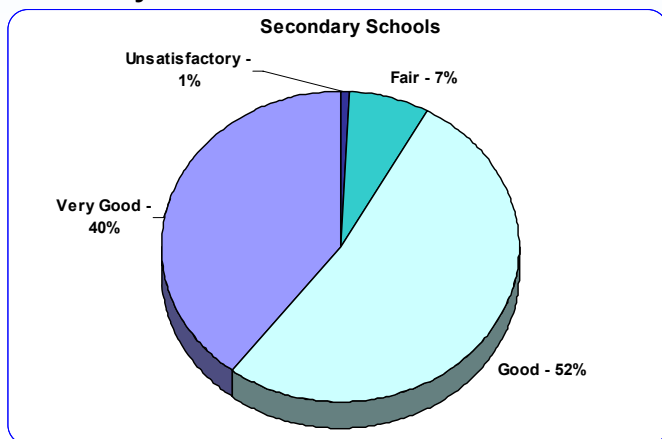These data are not provided at a national level

4.1.B Personal and social development.
Quality Indicator 4.2

Primary Schools.
This quality indicator was not included in the core proportionate inspection model introduced in 2003.

Secondary Schools

Secondary Schools

- Unsatisfactory - 1%
- Fair - 7%
- Good - 52%
- Very Good - 40%

Outcome 2: Increased awareness of interdependence with other members of their neighbourhood and increased awareness of the duties and responsibilities of citizenship in a democratic society.

4.2.A EA links between community planning process and education.
These data are not available.

4.2.B Percentage of pupils who achieved the core skill 'Communication' by end of S6.
These data are not provided at a national level.

4.2.C Percentages of schools participating in the Eco Schools Award or similar accredited environmental award.
16.2% of primary schools and 13.0% of secondary schools are Eco Schools

4.2.D Range and scale of citizenship activities demonstrating a participating ethos, effective curricular strategies and appropriate learning experiences.

These data are not collected.

4.2.E Partnership with parents, the School Board and the community.

Quality Indicator 5.4

Primary Schools

Fair - 3%

Good - 27%

Very Good - 70%

Secondary Schools

Fair - 4%

Good - 30%

Very Good - 66%
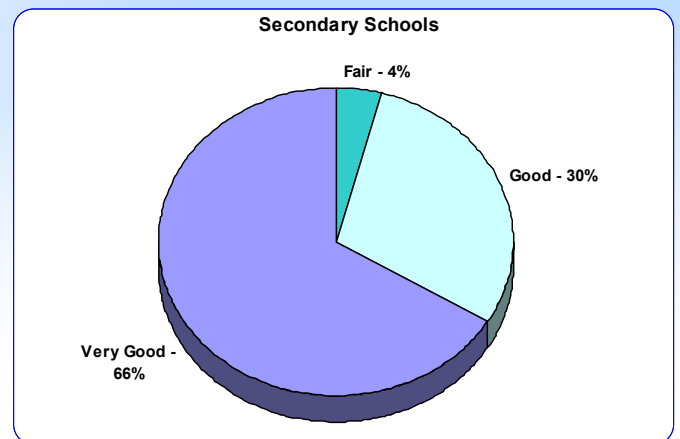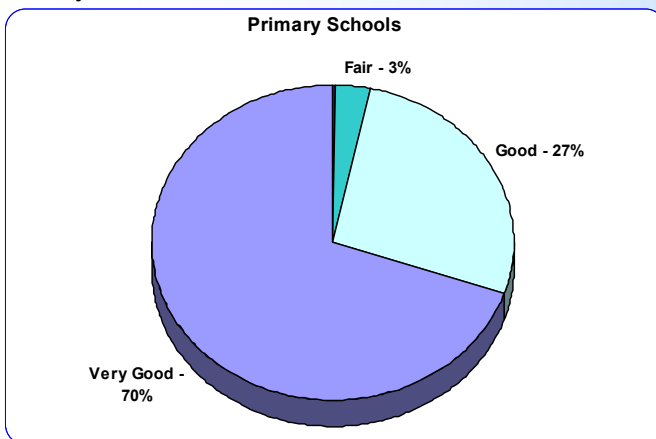
Appendix E: National Priority 5

Outcome 1: Pupils are equipped with the necessary foundation skills, attitudes and expectations to prosper in a changing society.

5.1.A Percentage of pupils who achieved the core skills 'IT' and 'Problem Solving' by end of S6.
These data are not provided at a national level.

5.1.B Percentage of school leavers destined for employment, training, education and other.

Year	number of leavers	full time higher education	full time further education	training	employment	unemployed and seeking employment or training	unemployed and not seeking employment or training	other known destinations	destination unknown
2001-2002	56,513	32	20	6	23	-	-	16	3
2002-2003	57,266	31	21	5	23	12	4	-	4
2003-2004	56,537	29	21	5	25	13	3	-	4

Source: Destinations of Leavers from Scottish Schools 2003/04
http://www.scotland.gov.uk/stats/bulletins/00380-00.asp
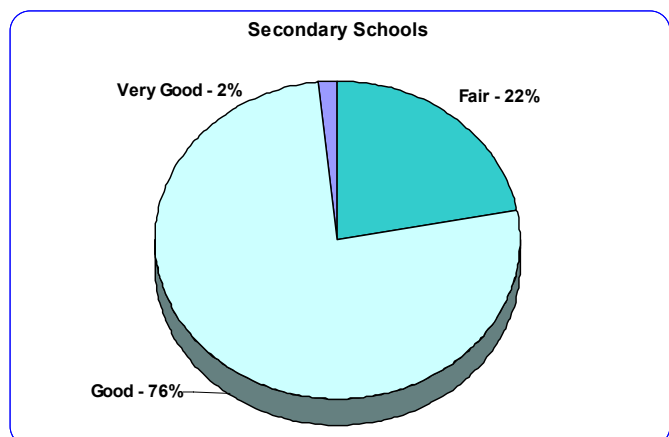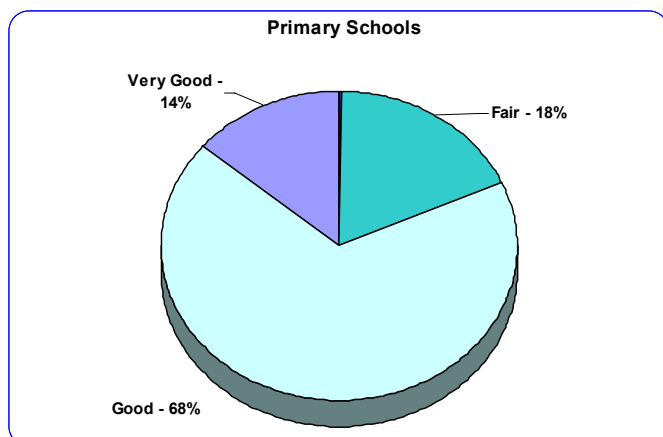
5.1.C The range, scale and impact of cultural, sporting and learning activities outside the core curriculum.
These data are not collected.

5.1.D Pupils' learning experiences.
Quality Indicator 3.3

Primary Schools: Very Good - 14%, Fair - 18%, Good - 68%

Secondary Schools: Very Good - 2%, Fair - 22%, Good - 76%

5.1.E The range of activities offered to pupils that encourage health-related levels of physical activity.
These data are not collected.

5.1.F The range of education for work and enterprise activities offered to pupils.
These data are not collected.

Outcome 2: Increased levels of creativity and ambition in young people.

5.2.A The range of opportunities which encourage and support the development of creativity.
These data are not collected.