

Strategic Review into the Development and Delivery of 14-19 Education and Training Provision in Pembrokeshire

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Contents

List of Appendices	4
List of Acronyms	5
1 Introduction	6
1.1 Project Purpose	6
1.2 The Purpose and Format of this Report	6
1.3 The Methodology	7
2 Executive Summary	9
2.1 The Brief	9
2.2 Background	9
2.3 The Strategic Case and Case for Change	9
2.4 The Economic Case	11
2.5 The Commercial Case	13
2.6 The Financial Case	13
2.7 The Management Case	14
2.8 Conclusion	14
3 The Strategic Case	16
3.1 Introduction	16
3.2 National Context	16
3.3 The Regional Context	21
3.4 The local context: Overview of Pembrokeshire	23
3.5 Welsh Medium and Bi-lingual provision	37
3.6 Quality and Performance	40
3.7 Progression and Destination of learners	47
3.8 ALN	50
3.9 Facilities	50
4 The Case for Change	54
4.1 Introduction	54
4.2 Existing arrangements	54
4.3 The Investment Objectives – what do we want to achieve?	60
4.4 Conclusion	61
5 Economic Case	62
5.1 Introduction	62
5.2 Vision	62
5.3 Success Criteria	62
5.4 Options Development	63
5.5 Long list options analysis	64
5.6 Outcomes of analysis of Long List	68
5.7 The Preferred Option	74
6 Commercial Case	78
6.1 Introduction	78
6.2 Dependencies	78
6.3 Requirements	79

List of Appendices

- Appendix A - Specification for the appointment of Educational Consultants to undertake the 14 – 19 Strategic Review
- Appendix B - List of consultees involved in the 14 – 19 Strategic Review Briefings
- Appendix C - Secondary Pupil Numbers – January 2013
- Appendix D - Capacity in secondary schools 2014-2020
- Appendix E - Summary of Estyn Inspection Results 2004-2010 Cycle
- Appendix F - How do surplus places affect the resources available for expenditure on improving outcomes for pupils? Estyn May 2012
- Appendix G - The impact of school size and reorganisation on educational effectiveness 2009 – 2013
- Appendix H - Improving a Quality Profile - Moving to Excellent 2006 – 2013
- Appendix I - Supporting more able and talented pupils in secondary schools Estyn June 2012
- Appendix J - Advantages and disadvantages of each option
- Appendix K - Case studies on Tertiary Provision
- Appendix L - Risk Analysis
- Appendix M - Pembrokeshire College Learner Outcome Reports 2011/12

List of Acronyms

ALN	Additional Learning Needs
CUSP	Colleges and University Strategic Partnership
DfES	Department for Education and Skills
DWP	Department of Work and Pensions
ESF	European Social Fund
FE	Further Education
FEI	Further Education Institution
HE	Higher Education
HEI	Higher Education Institutions
IAG	Information, Advice and Guidance
JWP	Joint Working Party
LA	Local Authority
LLWR	Lifelong Learning Wales Record
NEETs	Not engaged in education, employment or training
PIAP	Post Inspection Action Plan
PLASC	Pupil Level Annual School Census
RNDP	Regional Network Development Plan
RLP	Regional Learning Partnership
SOC	Strategic Outline Case
SSA's	Sector Subject Areas
SEN	Special Educational Needs
UWTSD	University of Wales Trinity St David
WESP	Welsh Education Strategic Plan
WIIP	Wales Infrastructure Investment Plan.
WBL	Work Based Learning
WG	Welsh Government
YEPF	Youth Engagement and Progression Framework

1 Introduction

1.1 Project Purpose

- 1.1.1 Pembrokeshire County Council (the LA) and Pembrokeshire College (the College) have both developed strategic proposals to support the Welsh Government's (WG) paper for post-16 education and training reconfiguration, 'Transforming Education and Training Provision in Wales: Delivering Skills that Work for Wales'¹.
- 1.1.2 Joint planning and commissioning of post 16 provision across the County has been in operation since 2010, under a soft Federation arrangement in the north and the south of the County. Through the Pembrokeshire Federation's Commissioning Model, collaboration on planning provision and removal of some duplicated learning provision has taken place.
- 1.1.3 However, it was recognised by the LA and the College that a more strategic approach to education and training across the County was required to impact positively on learners, employers and local communities, and that in order to secure a more effective and efficient model, more impetus was required.
- 1.1.4 Following an executive review, the Chief Executive of the LA and the Principal of the College agreed that, in line with the WG's Transformation Agenda, a joint Strategic Review (the Review) into the development and delivery of 14-19 education and training provision throughout Pembrokeshire should be undertaken.
- 1.1.5 It was agreed that the Review would evaluate current 14 – 19 education and training provision and curriculum delivery across the LA and the College. The findings would:
- provide evidence to inform the future direction of education and training in Pembrokeshire; and
 - ensure that all capital investment by the LA and schools is co-ordinated effectively.
- 1.1.6 The LA and the College have developed strategic proposals for capital investment as part of the 21st Century Schools programme which have been submitted to the WG. These programmes and projects have been approved in principle, but they are subject to various approvals and conditions at business case level in line with the HM Treasury's Five Case model (the Five Case Model)². The Review would inform these business cases as they are developed.
- 1.1.7 The decision was made to make a joint appointment of a Transformation Manager to drive the joint 14-19 agenda, and support the appointed educational consultants to undertake the Review. In addition, the College's Estates and Facilities Manager was seconded three days per week to work with the LA's on its 21st Century Capital Funding programme.
- 1.1.8 In June 2013, Tribal Education Ltd (Tribal) was jointly commissioned by the College and the LA to undertake the Strategic Review and to undertake an options appraisal to identify possible ways of providing innovative exciting new learning opportunities in Pembrokeshire in the 21st Century and beyond. The specification for the appointment of Educational Consultants can be found at Appendix A.

1.2 The Purpose and Format of this Report

- 1.2.1 This Report outlines the process involved in undertaking the Review, identifies the case for change, and arrives at a preferred option.

¹ <http://wales.gov.uk/docs/dcells/publications/100301transformationpolicyen.pdf>

² <http://wales.gov.uk/docs/caecd/publications/121001wiip5casemodel.pdf>

- 1.2.2 In line with WG requirements, the document is structured in line with the Five Case Model, which is mandated for use by public sector organisations for the delivery of the Wales Infrastructure Investment Plan (WIIP)³. This Plan is the WG's key vehicle to drive collaboration, increase visibility and deliver strategic capital investment decisions.
- 1.2.3 The Five Case Model requires organisations to consider the following for each individual spending proposal:
- The Strategic Case: that the proposal provides holistic fit and is supported by a compelling case for change;
 - The Economic Case: that the proposal optimises public value, and demonstrates the options for change;
 - The Commercial Case: that the preferred option will result in viable procurement and a well-structured 'deal';
 - The Financial Case: that the preferred option is fundable and affordable;
 - The Management Case: that the preferred option is capable of being delivered successfully, in accordance with recognised best practice.
- 1.2.4 This Report, whilst structured according to the Five Case Model, is not a spending proposal for a project. Rather, it is a review and evaluation of 14-19 provision, and a recommendation as to how this could be delivered educationally. Consequently, it does not address all requirements within the Five Case Model. This is evident in both the Commercial Case and the Financial Case because of the nature of the specification for the Review. A spending proposal, or proposals, in the format of a Full Business Case, would need to be developed to support the 'preferred option', which would subsequently comply with all the requirements of the Five Case Model.
- 1.2.5 Tribal's role throughout the Review was to research, provide evidence, gather thoughts, ideas and views and draw these together into a coherent outcome of a preferred option, which reflects the vision, achieves the identified benefits and is deliverable. Tribal, Pembrokeshire College and Pembrokeshire County Council have jointly developed this Report.

1.3 The Methodology

- 1.3.1 The approach adopted for the Review had four elements which built a case to identify a preferred option for the way forward:

Establishment of a Joint Working Party (JWP)

- 1.3.2 The Review was overseen by a Joint Working Party (JWP) set up as part of the process to steer the Review and lead in the development of the outcomes. The JWP was made up of the Director of Children's Services and the Chief Education Officer from the LA and the Principal and the Deputy Principal from the College. The Transformation Manager assisted the JWP, along with the three Tribal consultants.
- 1.3.3 The JWP determined the best approach to gathering the correct information required to inform the Review. This included policy documentation, statistical information, Inspection reports, regional and local strategies, and other relevant information. Where necessary information was updated as the Review progressed to reflect the current position. The JWP also identified the stakeholders to be engaged to garner information and data to support the Review and its outcomes.

³ <http://wales.gov/funding/wiip/index//lang=en>

1.3.4 Throughout the Review, the JWP has been fully engaged and owns the outcomes.

Consultation Process

1.3.5 A wide range of key stakeholders was engaged through a variety of one to one meetings and group consultation. Their views were sought on the aspects of the current post 14 education and training system in Pembrokeshire which were working well and those that needed to be addressed; and to suggest possible options and solutions for the future.

1.3.6 Engaging the key stakeholders has enabled views and opinions to be gathered on the way forward, assess future needs of learners, employers and communities and ensure that the widest possible options for 14 – 19 education and training in Pembrokeshire were considered. A list of the consultees who attended the 14 – 19 Strategic Review Briefings is included at Appendix B.

Developing the Vision

1.3.7 Taking the feedback from the consultation meetings with stakeholders, and analysis and research undertaken, Tribal drew together the various strands, summarised the views and opinions and provided an analysis of the possible options.

1.3.8 Tribal worked with the members of the JWP to define the vision for the future, identify the strategic priorities and future needs to ensure that any preferred option maximises these outcomes. This was developed into a vision statement and a set of success criteria was agreed.

Assessment of the Options

1.3.9 A long list of options was developed and assessed against the vision and success criteria, identifying the risks and benefits. Working with the JWP, each option was evaluated against the criteria set out in the WG's 'Transforming Education & Training Provision in Wales: Delivering Skills that Work for Wales' (2008) document to develop a preferred option. The outcome from this was a clear evaluation and rationale for each option, identification of the preferred option and recommendations for the future development of 14 – 19 delivery of education and training in Pembrokeshire.

1.3.10 A summary of the outcomes from the Review process and the recommendations can be found in Chapter 2 and Chapter 9.

2 Executive Summary

2.1 The Brief

- 2.1.1 The LA and the College commissioned the Review of 14-19 Education and Training in Pembrokeshire jointly. Following a procurement exercise, the contract was awarded to Tribal.
- 2.1.2 The LA and the College consider that in line with the WG's Transformation Agenda, a joint strategic approach should be undertaken into 14-19 education and training throughout the whole of Pembrokeshire. This would then inform any future plan for curriculum delivery reconfiguration across Pembrokeshire.
- 2.1.3 The imperative for change is clear, and this is exemplified further in the Report. Minor amendments to the 'status quo' in recent years have not delivered the best possible outcomes for learners. This has resulted in Pembrokeshire's performance at best stabilising, and at worst declining. Important opportunities are being missed to improve the quality of teaching and learning in the most cost efficient way. This situation should be addressed as a matter of urgency, to allow all learners the best possible opportunities, and to optimise economic and employment benefits to Pembrokeshire.

2.2 Background

- 2.2.1 Pembrokeshire secondary schools and the College are already working collaboratively in the north and south of the County through soft Federations. These undertake joint planning and commissioning of post 16 provision. However, it is recognised by all parties that a more strategic approach across the County is required to impact positively on learners, employers and local communities.
- 2.2.2 The policy direction in Wales has sought to transform post 16 education through a managed process of merger and collaboration to ensure that resources are more focussed on the learner whilst reducing duplication in back office and administration. Running in parallel to this has been an agenda to address falling rolls within schools through a rationalisation of school places and a move through The Learning and Skills Measure (Wales) 2009 to ensure that every young person in Wales has access to a minimum level of breadth of offer of academic and vocational subjects. These policy directions and intentions provide a unique set of challenges to Pembrokeshire in the short to medium term.

2.3 The Strategic Case and Case for Change

- 2.3.1 It is clear that the current system of 14-19 education and training within Pembrokeshire needs to be reviewed and reconfigured to better meet the changing needs of learners, communities and employers. The Economic Regeneration Strategy 2013 - 2030 focuses on skills development to maximise employment opportunities. FE and HE Institutions need to offer 'flexible support that is fully aligned to and shaped by the needs of employers and the key knowledge-based growth sectors in the local economy' (p23: 4.20).
- 2.3.2 The geography and population sparsity of Pembrokeshire is a challenge to the successful delivery of 14-19 education. The current approach is that all schools offer limited vocational routeways 14-16 and have predominantly academic sixth forms whilst the College provides mainly vocational programmes with some A Level provision. This fragmented approach to delivery is costly, not providing high quality learning experiences for all learners and is impacting on outcomes for learners.

- 2.3.3 Although population projections indicate an increase in Pembrokeshire by 2023, this growth is mainly of those of pensionable age. This indicates that there is no requirement overall for an increase in secondary school capacity in the medium term. Conversely, there are currently over 16.4% spare secondary school places in the 11-18 sector and this is predicted to rise to over 20% by 2020 unless capacity is reduced, which in turn will reduce costs and inefficiencies. Allied to this there are three schools in Pembrokeshire (Bro Gwaun, Dewi Sant and Tasker Milward) which have sixth forms of less than 150. The WG believes (based on empirical studies) that inefficiencies are more likely to arise when school sixth forms operate with fewer than 150 students⁴.
- 2.3.4 The attainment of level 4 qualifications within the Pembrokeshire population is relatively low and this needs to be addressed to raise aspirations for the local population through a broader more engaging curriculum with clear progression routes to further and higher education and training. Similarly, the numbers of individuals without qualifications is higher than the national average. These skills deficits are concerning for economic regeneration, as noted in the Economic Regeneration Strategy⁵.
- 2.3.5 Whilst the secondary schools and the College have formed 'Federations' for post 16 A level provision, in line with the WG's Transformation Agenda, these are having a limited impact. The arrangements have increased choice, but have not improved quality. Equally, they have not in themselves afforded cost savings of consequence. This will become an increasing pressure as the new Programme Based Funding (PBF) system impacts on the level of funding available in Pembrokeshire.
- 2.3.6 The Federations have also failed to utilise fully the good and excellent facilities across the county for the benefit of the 14-19 cohort. Thus learners are not getting the best learning experience that Pembrokeshire has to offer.
- 2.3.7 There are unacceptable variances in performance levels depending on where learners live, at both KS4 and post 16. This is not just in the levels of outcomes achieved by different schools and within the College but also in the quality of learning that young people experience in small classes where academic challenge and debate can be reduced. The evidence pointing to this includes the following:
- Schools banding performance which has declined overall during the last 3 years. The County now does not have any schools in band 1, but has 2 schools in band 5;
 - Achievement of level 2 threshold with Maths and English/Welsh, where 3 out of 8 schools achieve levels below the Welsh average;
 - Achievement of level 3 threshold with Maths and English/Welsh, where 50% of schools achieve levels below the Welsh average;
 - The College success rates, whilst overall they are above the Welsh average, have stabilised over the last 3 years, and reveal poor performance in some curriculum areas;
 - In terms of the outcomes from the recent Estyn Inspections: 5 schools and the College have been inspected during the current cycle. Variation between grades is significant, with the College delivering a minimum of 'good' for all criteria, with the remainder 'excellent', whilst schools achieved 30% of criteria as 'good', with the remainder 'adequate' or 'unsatisfactory'. Two schools were identified as needing 'significant improvement'; and
 - A level results: 2013 bucked the trend in A* to E grades for Pembrokeshire as a whole, by being higher than the Welsh average. Previously, it has been lower.

⁴ The Audit Commission

⁵ The Swansea Bay City Region Economic Regeneration Strategy 2013-2030.

Higher grades however – A*-C – have been consistently lower than the Welsh average for 3 years, as have the numbers achieving an A* or A.

- 2.3.8 All learners need to be able to access high quality learning experiences for which they are well suited and for which clear progression routes are understood. Progression data indicates that a proportion of young people across Pembrokeshire are, on occasion, making the wrong choices at key transition points. 16.7% of year 12 pupils left school at the end of that year and moved to the College, compared with 12.8% nationally. This demonstrates a need for informed and unbiased information advice and guidance (IAG) which current systems and processes fail to achieve consistently.
- 2.3.9 The condition of school buildings is variable. Four of the 8 schools are categorised as having a suitability rating of grade C – “poor, with teaching methods inhibited”, whilst 4 are grade B – “reasonable, but behaviour/morale adversely affected”. All have a building condition of grade C – “operational, but major repair or replacement needed soon”. The College has 4 buildings – 3 which are categorised as having a suitability rating of grade A – “Good, suitable levels for teaching, learning and well-being”, and one at B. All have building conditions of grade A or B.
- 2.3.10 The delivery of 14-19 education and training in Pembrokeshire needs to change and develop more rapidly to meet the demands of its learners, employers and to ensure the delivery structures are sustainable in a period of reducing public funding. Too many learners do not have access to the right high quality teaching and learning which will prepare them for progression into FE, HE or employment.

2.4 The Economic Case

- 2.4.1 Given the strategic case set out above and from discussions with key stakeholders there is a shared vision of what the solution for Pembrokeshire needs to include. This is to:
- provide 21st Century education which is cutting edge, innovative and aspires to excellence for all;
 - focus on the needs of learners with quality as the key requirement for both academic and vocational studies;
 - provide 14-19 education which builds aspirations and self-esteem for all learners and ensures achievement across breadth of ability;
 - ensure choice and flexibility of learning opportunities and meaningful progression to the next stage of learning or to employment;
 - provide learners with employability skills and work experience as appropriate;
 - be responsive to employer and community needs;
 - be responsive to the needs of full-time 14-19 year olds, full-time and part-time over 19s, work based learning (WBL) and adult and community learning (ACL);
 - meet the needs of those learners who have Special Educational Needs (SEN);
 - ensure that the needs of those learners with additional learning needs (ALN) are met;
 - increase opportunities for Welsh-medium and bilingual learning;
 - provide equality of opportunity for all; and
 - provide value for money and maximise the use of limited resources.
- 2.4.2 A long list of possible options was developed and analysed against the vision to determine the preferred option. The options considered were:

1. Do nothing – continue with the current arrangements of school groupings in the north and south, every school having a sixth form of varying sizes; the College offering mainly vocational options with some A Levels.
 2. Formal confederations of schools – formalise the current North and South Federations or a variation of them into formal legal confederations. The confederation has a legal agreement at its heart which sets out how the schools will work together and could/should include the College.
 3. Formal federation of schools, where a group of schools come together under a single governance arrangement with an Executive Head across the grouping and a single Governing body. Under current legislation this would have to exclude the College and thus working arrangements with the College would need to be developed in parallel.
 4. Consolidated post 16 delivery - post 16 delivery would be consolidated into a small number of centres of excellence across the County where learner numbers ensure delivery is viable and of high quality. This may be within current schools or on College premises.
 5. Tertiary – all post 16 provision is vested with the College with schools being re-designated 11-16. Delivery could be in a small number (1 or 2) of centres across the County where learner numbers ensure the greatest breadth of provision and the highest quality can be offered within the context of tightening financial resources.
- 2.4.3 The outcome of the analysis against the vision and agreed success criteria concluded that a tertiary solution would be the preferred option very closely followed by the consolidated post 16 delivery.
- 2.4.4 However, the preferred option needs to be considered in the context of Pembrokeshire. The geographical spread of the population over such a large area is a significant disadvantage when considering a tertiary solution. The need for learners to travel significant distances may cause them to disengage from learning at 16. For many areas in Pembrokeshire the secondary school is a focus of the community and both politically and locally a wholesale move to a tertiary solution would cause significant issues within local communities and may be difficult to bring about if public opposition is strong at the consultation stage.
- 2.4.5 It has therefore been concluded that whilst a tertiary solution could potentially be the best solution for Pembrokeshire, a bespoke solution would better deliver the much needed improvements without the significant levels of disruption of such a major change programme. The indications are that consolidation of post 16 provision would be a good solution, in that it would address the needs of the learners, communities and employers in County in terms of providing a choice, progression and value for money.
- 2.4.6 However, consolidation of post 16 provision on its own is a challenge. From all perspectives – but most importantly the learner perspective - it is critical that the benefits of tertiary are replicated as far as possible. Consolidated post 16 provision, has to ensure that there is shared custody of the learners, equality of input and relinquishing of institutional provinciality.
- 2.4.7 The preferred option would be a single Sixth Form Centre of Excellence run by a school located in Haverfordwest. It would need to be co-located with, or close to the College so that all post 16 learners could have access to a mixed curriculum of academic and vocational programmes of study. This would ensure that class sizes are maximised and specialist resources shared effectively. Such a development will attract quality staff and have the potential to become a beacon of excellence attracting new learners through improved outcomes and facilities, and achieving economies of scale.
- 2.4.8 It would be anticipated that A Level provision through the medium of Welsh will be offered at Ysgol y Preseli.
- 2.4.9 In the south of the County, the need to bring together small classes is less compelling although there are many small class sizes and a level of duplication. The more pressing issue for the south is the access to high quality vocational learning, some of which is currently offered in schools post 16 but the majority of which is only available at the

College in Haverfordwest. The proposal for the south is to pursue the planned development of a college-led Vocational Skills Centre of Excellence in Pembroke to address the vocational needs of learners. Again, this could attract additional learners as a result of the new buildings and improved facilities. The A Level offer to learners in the South Federation would need to be consolidated on other sites.

- 2.4.10 **Overarching this is the need to bring commissioning of post 16 education and training into a single place where a coherent and joined-up approach to the new Programme Based Funding (PBF) System can ensure that the availability of high quality programmes of learning are available for all learners.** It will also ensure efficiency and sustainability in the long term. To this end it is proposed that all post 16 funding would be routed through the College and the College will commission schools to deliver academic L3 programmes. The College will have the ability to amend its own Instrument and Articles of Government following the enactment of the FE Bill (Autumn 2014). Consequently, it will have the power to change its composition to include greater representation from the LA. It would establish management committees which would be responsible for commissioning 'relevant' post 16 provision in each part of the County and the associated post 16 funding (See Chapter 8 The Management Case) This would mean that the committees would be responsible for allocating all post 16 funding in Pembrokeshire, including existing College provision.
- 2.4.11 Within the preferred solution for both the north and the south a key aspect would be that all post 14 vocational provision currently delivered within schools would become part of the College provision to provide high quality teaching and learning and ensure that vocational pathways for progression are unambiguous for parents and pupils alike. In a similar way A Level provision would be rooted primarily in consolidated post 16 provision.

2.5 The Commercial Case

- 2.5.1 It is clear that there are a number of key dependencies which affect whether the preferred option is adopted in reality. These include acceptability to elected members and Governors, to learners, parents and communities. A detailed process of information sharing and consultation with all key stakeholders, as the proposals develop, will be undertaken to ensure that all interested parties can engage and influence the final outcome.
- 2.5.2 Running in parallel and linked to this proposal may be the need for a statutory school organisation process. Clearly the outcomes of such processes will impact on the final outcomes of 14-19 delivery and as these developments move forward the final option will align with any school organisation process. This Report is intended to inform any statutory process that the LA would follow.
- 2.5.3 If the preferred option is adopted, then there will be a significant amount of work to enact the proposals, which will require long term commitment from the LA and the College.

2.6 The Financial Case

- 2.6.1 A detailed analysis of the financial implications of the preferred option, as would normally be included in the Financial Case, has not taken place and will be developed as part of the full business case for the proposed change as this progresses.
- 2.6.2 However, both the College and the LA have been financially strong but are facing significant financial challenges. The introduction of the Programme Based Funding (PBF) System in 2014 will impact on the curriculum offer within both schools and College and focus attention on ensuring that learners are undertaking the right course for them at 16 and that they are retained within the programme of learning and succeed.
- 2.6.3 The current delivery mechanism is costly and inefficient with small class sizes and duplication of provision. Given the impact of the new PBF system and the future

reductions in WG Funding, this will impact on the scale of provision and range of resources that can be made available for Providers and learners in Pembrokeshire unless these issues are addressed.

2.6.4 For the next academic/financial year:

- there is an 8% reduction - £444,000 – in funding for post 16 education in schools
- there is a 2% reduction - £230,000 – in funding for the College.

2.6.5 Secondary schools face falling rolls of 200 pupils each year for the next 3 years. This would add 7% to the spare capacity within the sector.

2.6.6 The impact of these reductions in funding for the secondary schools and the College on the projected reduction in public sector funding will mean that all organisations involved in education and training will have to ensure that there is effective and efficient delivery of services. The LA, the secondary schools and the College will need to work together to find creative solutions for the learners in Pembrokeshire. Both the LA and the College are experienced at managing capital projects and difficult change processes, so have the ability to determine the financial implications of the preferred option and to manage any resultant processes.

2.7 The Management Case

2.7.1 As stated above, there is significant work to plan and deliver the preferred option. The JWP set up to oversee the development of the Strategic Outline Case (SOC), will lead this work reporting to the College Governing Body and the Cabinet at the LA.

2.7.2 Effective Governance arrangements will be critical to the success of this option. There has to be equality of ownership for the solution, which reflects the best of tertiary whilst retaining the best aspects of a school sixth form. The flow of funding through a single point of commissioning (the College) is critical, as is the creation of a balanced management committee, which will allocate relevant funding. Relevant funding should include all post 14 vocational provision, including that currently delivered by the College, and all post 16 academic provision. Transparency and accountability are key imperatives with the College, the LA and the secondary schools formally linked together in the long term for the benefit of learners.

2.7.3 Any established Sixth Form structure would not be able to be changed without the statutory consultation process or intervention from the WG. Any established Sixth Form structure would not be able to be changed without the statutory consultation process or intervention from the WG. The single point of commissioning – the College, would, following the enactment of the FHE Bill at the end of January 2014, review the composition of its Corporation Board, increase LA representation, and establish two management committees. These committees would be balanced to ensure appropriate representation from the College, the secondary schools, the Sixth form and the LA. The committees would be responsible for ensuring that relevant provision is adequately funded in each area and that there is strategic oversight of the quality of post 16 education by the LA, the secondary schools and the College. Clear routes of scrutiny and accountability would need to be established with the Cabinet of the LA.

2.8 Conclusion

2.8.1 **The recommended option recognises that a single solution for Pembrokeshire is not appropriate and a more tailored approach is required which meets the needs of the County.** The recommendations are based on the evidence pertinent to Pembrokeshire, feedback from the key stakeholder consultations and the analysis of the criteria set out in the WG's 2008 Paper.

- 2.8.2 Any final agreed option is subject to full statutory process and procedures and substantial further work on the details of the arrangements.
- 2.8.3 The recommendations for the future development and delivery of 14-19 education and training provision in Pembrokeshire are set out below.

Recommendation 1:

A Sixth Form Centre of Excellence in Haverfordwest to be developed, under the governance of a local school, which provides a single joined up location for all L3 delivery for 16-19 year olds. The Centre will be co-located with, or close to the College so that all post 16 learners could have access to a mixed curriculum of academic and vocational programmes of study. As part of the school organisation process, the LA will consider the needs of Welsh medium learners and those with SEN or ALN.

Recommendation 2:

Ysgol y Preseli to keep its Sixth Form but deliver only A Levels through the medium of Welsh. This will require an effective partnership between the Ysgol y Preseli and the College to be further developed for vocational provision.

Recommendation 3:

To meet the needs of learners in the south of the County a Vocational Skills Centre of Excellence to be developed and run by the College on the site of Pembroke School. Vocational provision for all secondary schools in the south would be delivered at the Vocational Centre; and the secondary schools in the south to work more closely to further develop collaborative delivery post 16 for academic A Level provision.

Recommendation 4:

All vocational delivery post 14 across Pembrokeshire to be the responsibility of the College to provide high quality learning experiences, access to specialist facilities and staff and ensure good vocational progression routes.

Recommendation 5:

All post 16 academic and vocational funding to be routed through the College for the commissioning of the secondary schools academic provision in Pembrokeshire. The governance arrangements at the College to be developed to increase representation from the LA and the secondary schools and develop management committees in both the north and south of the County. The management committees would be responsible for commissioning 'relevant' post 16 provision in each part of the County and the associated post 16 funding. Clear reporting mechanisms to the College Corporation Board and the Cabinet of the LA will need to be established.

Recommendation 6:

Capital funding should be pooled by the College and the LA for the development of Haverfordwest and Pembroke sites. Joint ownership of the buildings should be considered to enhance the long term sustainability and inter-dependence of the partnership of the LA, the secondary schools and the College.

3 The Strategic Case

3.1 Introduction

3.1.1 The Strategic Case is the first part of the Five Case Model. It sets out how the scope of the Review fits with the existing national and regional policy, and provides an overview of Pembrokeshire and local contexts. It defines the current arrangements for the delivery of 14-19 education. It highlights the successes and identifies areas that require attention. From this emerges a compelling case for change to meet the needs of learners in Pembrokeshire.

3.2 National Context

3.2.1 In September 2008 the WG issued a paper 'Transforming Education & Training Provision in Wales'⁶. The key priority was to secure a workforce sufficiently skilled to access future high level employment opportunities. To this end, the paper pledged to integrate the work of schools, Further Education Institutions (FEI's), Higher Education Institutions (HEI's) and other post-16 Providers to transform the ways in which education and training provision is delivered across a geographic region.

3.2.2 As a result, learning providers were expected to take the necessary steps to form geographic and sectoral Learning Partnerships, which would plan and implement change to support the improvements outlined in the WG Policy. The transformation of education and training provision was required to widen options available to 14-19 year olds, reduce unnecessary duplication of provision and move to excellence across networks of providers.

3.2.3 The WG's 2008 paper identified a range of possible options for increased collaborative working across Providers, which were to be considered in securing significant improvements in the education and training arrangements for post-16 learners:

- close but informal collaboration of schools and other learning Providers, such as Further Education Institutions (FEI) and Work-Based Learning Providers, to deliver the local curriculum requirements of The Learning & Skills (Wales) Measure 2009;
- clusters of schools working collaboratively by joint governance, using The Collaboration Between Maintained Schools (Wales) Regulations 2008 which came into force in March 2008 to allow for whole school voluntary collaboration;
- the governing bodies of FEI's and schools establishing voluntary collaborations, by joint governance, using The Collaboration Arrangements (Maintained Schools and Further Education Bodies) (Wales) Regulations 2008 which came into force in December 2008; and
- removal of one or more school sixth forms and transfer to a suitable alternative, which may be another school sixth form; or the direct transfer to a general further education institution or to a further education institution to create a tertiary college⁷.

3.2.4 The expectation from the WG has been that Learning Partnerships would focus on areas for development where there is the greatest need for an improvement in learner outcomes. In practical terms this meant addressing: the range of choice for individual learners; low participation in learning; poor quality provision; inefficiencies that reduce the

⁶ <http://wales.gov.uk/topics/educationandskills/publications/guidance/transformingeducationprovision/?lang=en>

⁷ Transforming Education & Training Provision in Wales: Delivering Skills that Work for Wales (2008).

flow of funds directly to the learner; the environment for learning; and both learner and employer demand for change.

3.2.5 It is intended by the WG that all those involved in providing post 14 education and training should work together to address the following key performance indicators:

- an improvement in levels of basic skills;
- an increase in the rate of 16-18 and 19 - 24 participation in education, training and employment;
- an increase in overall learner success rates, reflecting higher levels of learner completion as well as the achievement of qualification aims;
- an increase in Level 2, 3 and 4 qualifications; and
- an increase in progression to higher level learning or higher level employment.

3.2.6 As a minimum WG expected collaborative proposals to take account of the relative inefficiencies, ineffectiveness and inflexibility that occur in post-16 provider delivery. The WG believes that inefficiencies are more likely to arise when school sixth forms operate with fewer than 150 students [The Audit Commission], but recognise that rural and Welsh-medium issues must also be taken into account. Inefficiencies are also expected to occur when further education institutions operate with an annual turnover of less than £15 million⁸.

3.2.7 As a response to the Transformation Agenda, the WG launched a range of reviews, strategies and policies. These included:

- 'The Structure of Education Services in Wales' (Thomas 2011) recommended the rationalisation of FE Institutions from 19, to the establishment of between 8 – 12 FE corporate entities by August 2013. The Report commented upon the outcomes achieved by schools and concluded that there was evidence of exceptional outcomes in certain schools. However, there was disappointing performance seen in other similar schools with similar intakes. Too many schools were considered to be coasting and some were seen as failing. The conclusion from this was that not enough work is systematically being done to ensure that the achievements and methods of the best are being communicated to, shared with or emulated by other schools.
- The Report also considered the impact of collaboration and concluded that the development of regional consortia was viewed as a positive way forward. Further collaboration and partnership was identified as necessary to ensure that learners in the 14–16 and 16–19 age range are offered real opportunities and choice.
- Another piece of research has shaped thinking within the education system in Wales, the 'Front Line Resources Review 2010' which was being led by the WG as a follow up to the Report on the 'Review of the cost of Administering Education in Wales' (PricewaterhouseCoopers 2010). A key recommendation of this initial report was that Colleges should consider outsourcing all their back office functions from their main local authority partner⁹.
- The Future Delivery of Education Services in Wales (Hill 2013) identified a number of shortcomings in Local Education Authorities in Wales when inspected by Estyn. The Review focused on looking at the effectiveness of the current education delivery at a school and LA level, and considered what should be undertaken at a local, regional and national level with a focus on:

⁸Promise and Performance: The Report of the Independent Review of the Mission and Purpose of Further Education in Wales in the context of the Learning Country: Vision into Action' (Webb 2007).

⁹ <http://wales.gov.uk/topics/educationandskills/publications/wagreviews/educationreview2010/?lang=en>

- raising standards and improving learner outcomes at all ages;
 - better support and challenge to schools to improve standards;
 - developing and strengthening the leadership of schools and the quality of teaching and learning;
 - ensuring value for money and effective use of resources; and
 - bringing about coherence and strong links between all areas of the education system, including post-16 provision and the wider children's services agenda.
- The resultant Report presented a wide range of options for consideration by the WG from improving classroom teaching and learning, through school leadership to organising school improvement¹⁰.
 - Reports relating to Higher Education (HE) have also impacted on the post 16 Sector. These have included 'The HEFCW Corporate Strategy 2013/14 – 2015/16 Higher Education Wales October 2012' (HEFCW/08/99) and 'Developing a Regional Dimension to the Planning and delivery of Higher Education' (W10/06HE March 2010).
 - Underpinning these was 'For our Future' (HEFCW 2009) which sets out the expectation for HE providers to work more closely with each other and with FE providers. It also required a regional approach to planning and development to facilitate a joined up approach by HE and FE providers to workforce development, better enabling a 'whole package' approach to meet employers' skills needs (paragraphs 44-50).
 - The WG's 'Our Tackling Poverty Action Plan 2012 – 2016', sets out three key objectives which include prevent poverty, help people to improve their skills to secure employment and mitigate the impact of poverty. In addition the three priorities for education within the action plan include improved literacy skills, improved numeracy levels and breaking the link between educational attainment and poverty¹¹.
 - See also Appendix H, Improving a Quality Profile - Moving to Excellent which includes strategies for tackling poverty in order to improve educational achievement.

The post 16 Programme Based Funding (PBF) System

3.2.8 In February 2011, the Minister for Education and Skills announced a pause and review of the National Planning and Funding System (NPFS) which has led to the introduction of a new post-16 Programme Based Funding (PBF) system from September 2014. This system seeks to:

- improve the efficiency, effectiveness and transparency of the post-16 planning and funding to focus on better outcomes and progression for learners;
- standardise the planning of provision across the school and College sectors to improve information to make better informed decisions; and
- focus attention on the broader outcome for individual learners. With effect from September 2014, funding will be based upon programmes of learning rather than qualifications, with each programme having a defined purpose and outcome against which it will be monitored.

¹⁰ <http://wales.gov.uk/docs/dcells/consultation/130621-delivery-of-education-report-en.doc>

¹¹ <http://wales.gov.uk/docs/dsjlg/policy/110203newchildpovstrategy2en.pdf>

- 3.2.9 This is a major change in post 16 funding, bringing FE and Schools under the same regime with parity of esteem in terms of the impact of achievement and retention on future funding.

The Review of Qualifications 14 – 19 2012

- 3.2.10 The Review of Qualifications for 14-19 year olds in Wales (WG November 2012) was launched in September 2011, setting out the vision of 'qualifications that are understood and valued and meet the needs of our young people and the Welsh economy'.
- 3.2.11 The Review recommended that there is a need to develop a high-quality, robust and distinctive national qualifications system for 14 to 19 year-olds in Wales, and the WG is currently working on the implementation of the detailed recommendations which accompany the high level vision.
- 3.2.12 The Review stated that proper recognition of the value of vocational qualifications would ensure that learners gain the skills needed by employers and the modern Welsh economy. The value of vocational education and qualifications is not universally appreciated, and the proposed communications strategy should address this by promoting a better understanding of the role and relevance of vocational qualifications. As well as their intrinsic value, vocational, and particularly hands-on qualifications, can motivate and engage some learners who might otherwise lose interest in education.
- 3.2.13 The Review concluded that for learners at 14-16, vocational qualifications should be aimed at providing a general introduction to an industry sector rather than leading to occupational competence, and should form part of a broad and balanced general curriculum. These should be IVETs¹² (Initial Vocational Education and Training), which do not lead to vocational competence and should only be available to learners at age 14; or level 2 CVETs¹³ (Continuing Vocational Education and Training) which lead to vocational competence. Either category should be available post 16. This change should improve the coherence of curriculum pathways: several respondents to the Review noted that some young people who have achieved level 2 qualifications at 16 are not ready to progress to level 3. However they may well be ready to progress from level 2 IVETs to level 2 CVETs which will make them more employable within the relevant vocational sector.
- 3.2.14 The full impact of the Review has yet to be seen but it is clear that where qualifications are focussed on meeting employer needs and have a vocational basis there will be an increased need for these to be delivered by appropriately experienced vocational practitioners¹⁴.

Youth Engagement and Progression Strategy - October 2013

- 3.2.15 The Youth Engagement and Progression Framework Implementation Plan October 2013, focuses on reducing the number of young people aged 11 to 25 who are not engaged in education, employment or training (NEET) in Wales. The non-statutory Plan sets out the different roles and responsibilities of key players and the expectations of how each partner will deliver. Following the publication of this Plan, the WG is considering whether to provide new statutory guidance.

¹² *IVET: Initial Vocational Education and Training is a general or vocational education and training carried out in the initial education system, usually before entering working life. It does not lead to vocational competence.*

¹³ *CVET: Continuing Education and Training is education and training after initial education and training, or after entry into working life. It leads to occupational competence.*

(European Centre for Development of Vocational Training)

¹⁴ <http://wales.gov.uk/docs/dcells/publications/130222roqpresentationen.pdf>

- 3.2.16 The Plan sets out a Youth Engagement and Progression Framework (YEPF) for reducing NEET levels, and has six key elements:
- identifying young people most at risk of disengagement;
 - better brokerage and co-ordination of support;
 - stronger tracking and transitions of young people through the system;
 - ensuring provision meets the needs of young people;
 - strengthening employability skills and opportunities for employment; and
 - greater accountability for better outcomes for young people.
- 3.2.17 The Plan will join up with and build on the work to improve early years of young people's lives set out in the WG's 'Building a Brighter Future: An Early Years and Childcare Plan 2013'¹⁵
- 3.2.18 The Plan will also link with the implementation of the new post 16 Programme Based Funding System in 2014, the recommendations from the Review of 14-19 Qualifications in Wales 2012 and post 18, the WG's wider work to boost youth employment through Jobs Growth Wales, traineeships and apprenticeships.
- 3.2.19 As a newly published Plan, the implications for individual providers are still being considered. However, the need to work collaboratively to ensure that the needs of learners are being addressed within an area and to ensure that the curriculum offer engages all learners will be paramount¹⁶.

The WG's 21st Century Schools and Education Capital Programme 2010

- 3.2.20 This 2010 Programme¹⁷ is about creating learning environments designed to improve the delivery of education in the 21st Century. It is a major, long-term and strategic capital investment programme. It aims to deliver:
- learning environments in Wales that will enable the successful implementation of strategies for improvement and better educational outcomes;
 - greater economy and efficiency for learning environments through better use of resources; and
 - A sustainable education system in Wales that meets national building standards and reduces the recurrent costs and carbon footprint of education buildings.
- 3.2.21 The Programme will focus resources into educational buildings where investment is needed. Funding is jointly provided by the WG and the stakeholder.

Conclusion

- 3.2.22 Clearly, the policy direction in Wales has been to transform the delivery and provision of post 16 education and training by:
- raising standards and improving learner outcomes;
 - better support and challenge to schools to improve standards;
 - developing and strengthening the leadership of schools and the quality of teaching and learning;
 - ensuring value for money and effective use of resources;

¹⁵ www.wales.gov.uk/topics/educationandskills/building-a-brighter=future/?lang=en

¹⁶ <http://wales.gov.uk/docs/dcells/publications/131007-ye-framework-implementation-plan-summary-en.pdf>

¹⁷ <http://21stcenturyschools.org/>

- bringing about coherence and strong links between all areas of the post-16 provision;
- a managed process of merger and collaboration;
- ensuring that resources are more focussed on the learner;
- addressing the falling rolls within schools through a rationalisation of school places; and
- bringing FE and Schools under the same funding regime.

3.2.23 This policy direction provides a unique set of challenges to post 16 education and training providers in Pembrokeshire in the short to medium term.

3.3 The Regional Context

3.3.1 Both the LA and the College are firmly committed to regional working and the development of a coherent strategy to better deliver education and training for young people. There are a number of existing regional groupings which facilitate the delivery of regional working.

The Regional Learning Partnership (RLP)

3.3.2 The Regional Learning Partnership (RLP) is a transformational partnership bringing education and regeneration partners together to help provide a better future for learners and potential learners across the central and west Wales region (Neath Port Talbot, Swansea, Carmarthenshire, Pembrokeshire, Powys and Ceredigion).

3.3.3 The RLP acts as a facilitation body to ensure that publicly-funded learning providers and associated organisations work collaboratively, effectively and efficiently across the areas of education and regeneration to meet the needs of the learners and the regional economy.

3.3.4 Funded partially by the European Social Fund (ESF), the RLP is made up of key representatives from local government, HE, FE, the third sector, private sector, Careers Wales and Job Centre Plus. Both the LA and the College are members of the RLP.

3.3.5 The College represents all FE in the region on the RLP Strategy Group of the RLP, and this has a strong voice for post 16 education and training.

3.3.6 DfES is currently developing The Regional Delivery Plan for Employment & Skills for South West and Central Wales (The Regional Delivery Plan). The Plan is a strategic approach to the delivery of employment and skills support for both individuals and businesses which will provide a basis for future utilisation of European Structural Funds and other sources of funding. The co-ordination of employment and skills delivery will be undertaken across a three tier approach, through an integrated portfolio of projects that respond to clearly identified and evidenced need and operate at a combination of national, regional and local levels¹⁸.

3.3.7 The RLP will facilitate the development of the regional tier by preparing the Regional Delivery Plan, Based on evidence of regional skills and employment needs, provision will be commissioned that complements the national schemes. This is likely to include a range of workforce up-skilling provision and support for entry into, and progression within the workplace, responding to specific regional economic conditions and priorities. It is also likely to include regionally-focused youth engagement activities.

¹⁸ <http://www.rlpwww.org.uk/English/news/Documents/PositionStatement.pdf>

The Swansea Bay City Region

- 3.3.8 The Swansea Bay City Region, launched in July 2013, encompasses the four Local Authority areas of Neath Port Talbot, Swansea, Carmarthenshire and Pembrokeshire.
- 3.3.9 The Swansea Bay City Region Economic Regeneration Strategy 2013-2030, (the Strategy) articulates concerns regarding skills in the region, stating that:
'There are major [skills] deficits across our City Region. We have insufficient people with higher level qualifications and too many people with no qualifications at all' (p14: 3.13¹⁹).
- 3.3.10 This statement is particularly true of Pembrokeshire, 29.5% of the population have qualifications at level 4 and above compared with a Welsh average of 30.3%, whilst 12.3% of the population have no qualifications at all, compared with 11.4% nationally²⁰.
- 3.3.11 The Regional Development Plan will implement Strategic Aim 2 (supporting the development of a skilled and ambitious workforce across SWW) of the Swansea Bay City Region Economic Regeneration Strategy (p23).
- 3.3.12 The Strategy states that one of the objectives should be to 'ensure that further and higher education provision in the City Region offers flexible support that is fully aligned to and shaped by the needs of employers and the key knowledge-based growth sectors in the local economy' (p23: 4.20).
- 3.3.13 Further the Strategy requires a focus on 'improving attainment and ambitions in our low performing schools to ensure that young people leave the education system with the skills and qualifications that will let them progress to high quality employment' (p23: 4.20).
- 3.3.14 The Strategy also aligns to the priorities in the Ceredigion and Powys regeneration strategies.

The Haven Enterprise Zone

- 3.3.15 Enterprise Zones are geographical areas that support new and expanding businesses by providing a first class business infrastructure and compelling incentives.
- 3.3.16 With around 35% of the UK's energy supplies now coming via Pembrokeshire and contributing over £2 billion a year to the Treasury, the Haven Waterway has been designated an Enterprise Zone. It is ideally positioned to build upon the region's growing reputation as the 'New Energy Capital' of the UK, and offers opportunities for a renewed impetus for required skills development.
- 3.3.17 The development of delivery of 14-19 education and training in Pembrokeshire must be considered in the wider regional context and consider the impact of regional working.

The ERW Consortium Service (Education through Regional Working – Ein Rhanbarth ar Waith)

- 3.3.18 ERW is responsible for the delivery of School Improvement Services through the South West and Mid-Wales regional consortium – made up of Carmarthenshire, Ceredigion, Neath Port-Talbot, Pembrokeshire, Powys and Swansea.
- 3.3.19 Services are delivered through a 'hub' model working, in which Pembrokeshire and Carmarthenshire work in partnership to challenge and improve schools' performance.
- 3.3.20 The aim of the strategy is to take education collaboration on School Improvement to a new level by pooling System Leaders at hub level. This joint approach has many potential advantages:
- increased capacity across the hub by more flexible use of System Leaders;
 - added resilience through pooled resources and processes;

¹⁹ <http://www.swanseabaycityregion.com/home/strategy.pdf>

²⁰ NOMIS – Office for National Statistics, January 2012-December 2012

- securing more consistent challenge across all schools by the use of common shared data sets and practices;
- offering more rapid access to appropriately skilled resource teams for intervention and support in schools;
- demonstrating a commitment to the preferred national strategy of local authority joint working, with benefits for the authorities involved as well as their schools; and
- driving out duplication and inefficiencies

3.3.21 The hub provides a school improvement service to 192 schools. Teams deliver initial challenge and intervention within defined areas and work within multidisciplinary teams. Members of the teams also work across the whole hub in line with the RISIS agreement to which both authorities are party.

Conclusion

3.3.22 The regional landscape demonstrates national priorities in action, through various collaborative arrangements. These arrangements seek to improve quality, create efficiencies, and provide a single 'route map' as a focus for delivery. Overarching the regional agenda is The Swansea Bay Region Economic Regeneration Strategy 2013 - 2030) with a focus on skills development, maximising employment opportunities and providing a continuum of learning from schools into further and higher education to promote awareness of the value of upskilling and the progression opportunities for further training.

3.4 The local context: Overview of Pembrokeshire

3.4.1 Pembrokeshire is the fifth largest County in Wales, covering an area of approximately 1,650 square kilometres, 7.9% of the area of Wales. One third of Pembrokeshire is coastal National Park. Pembrokeshire is a predominantly rural County with a population density in 2012 of 76 people per square kilometre, about half the Welsh average (Stats Wales Population density (persons per square kilometre) by local authority and year). Just under half the local population of 122,400 (2011 census) live in the six main towns of Haverfordwest, Milford Haven, Fishguard, Pembroke, Pembroke Dock and Tenby. Pembrokeshire has a disproportionately higher number of residents living in more remote locations than most other Welsh Authorities: 26.5% of Pembrokeshire's population (sixth highest in Wales) live more than 5 km from an urban centre of 2,500+ population²¹.

3.4.2 The WG's trend-based population projections (2008 based Stats Wales)²² predicted that the total population of the County would increase by 8,500 (7.2%) from mid-2008 (24,500) to mid-2023 (344,400). This increase is set to continue, so that by mid-2023 the County's population would stand at 126,056. However, the increase is predominately due to an increase in people aged 65+.

3.4.3 The WG's corresponding household projections for Wales predict that the number of households in the County would increase from 52,100 in 2008 to 58,100 by 2018, and to 60,600 by 2023. However, it is anticipated that the rise in population will be caused largely by an increase in the number of persons of pensionable age (over 65+), who are projected to grow by around 40.4% from 24,500 in mid-2008 to 34,400 in mid-2023. The proportionally higher increase in households will be because of a projected rise in single person households.

3.4.4 As stated above, whilst the population within Pembrokeshire is predicted to grow, the growth is in retirement age population and there is a predicted decline in working age

²¹ Section A PCC Strategic Plan for School Organisation 2012 – 2016.
http://www.pembrokeshire.gov.uk/objview.asp?object_id=796&language=

²² <http://wales.gov.uk/docs/statistics/2010/101026populationen.pdf>

population. For the continued prosperity of Pembrokeshire the need to educate and train young people to provide a workforce for the future within Pembrokeshire will be essential for the continued economic development of the area. Currently too many young people leave the area to access employment opportunities or remain within Pembrokeshire but are unable to find employment²³.

- 3.4.5 Pembrokeshire is projected to see a small decline in the number of children and those in the 16 – 64 age group. WG’s projections indicate a small decline (1.7%) in the population aged 0-15 between 2008 (22,187) and 2023 (21,799). In relation to those aged 16-64, there is a decline of 1.5% between 2008 (70,871) and 2023 (69,818).
- 3.4.6 Pembrokeshire has small pockets within the County that have significant levels of deprivation. The Welsh Index of Multiple Deprivation (2011)²⁴ ranks 4% of the 71 wards in Pembrokeshire within the 10% most deprived wards in Wales and 7% in the most deprived quartile. Within Pembrokeshire, 18% of pupils between the ages of 5 and 15 are entitled to free school meals in comparison with the all-Wales figure of 19.7%.
- 3.4.7 The economy is dominated by the service sector with the principal employers being associated with public administration, education and health. There is an important agricultural base and tourism also accounts for significant employment. The economy has seen a phase of expansion due to development of the Liquefied Natural Gas (LNG) terminals and the Bluestone holiday complex and this is continuing with the construction of a second power station. In addition, whilst employment numbers may have been affected by the recession, new retail developments have recently taken place. These developments may well offer additional opportunities for training and employment of young people aged 16 – 25²⁵.
- 3.4.8 The total number of people claiming key out of work benefits is slightly lower than the Welsh average: 12.2% against 14.0%. Of those claiming job seekers allowance, 6.3% are in the 18-24 age bracket, against a Welsh average of 6.2%²⁶.
- 3.4.9 Of school leavers who are not engaged in education, employment or training (NEET), the following shows a slightly lower number than for the Welsh average for years 11 and 13, for the academic year ending July 2012 - a consistent trend for years 11 and 13. For year 12 leavers, Pembrokeshire has more pupils becoming NEET than the Welsh average.

Table 1: School Leavers Not engaged in Education, Employment or Training

	2012		2011		2010	
Age/School Year	Pembs	Wales	Pembs	Wales	Pembs	Wales
16 years - Year 11	3.1	4.2	3.8	4.4	4.8	5.4
17 years - Year 12	2.8	2.7	3.1	2.5	3.0	3.1
18 years - Year 13	3.5	5.1	5.2	6.4	5.0	6.6

Source: careerswales.com/prof/server.php?show=nav.3850

²³ <https://statswales.wales.gov.uk/Catalogue/Population-and-Migration/Migration/Internal/MigrationWithinWales-by-LocalAuthority-Flow-PeriodOfChange>

²⁴ www.statswales.wales.gov.uk/welsh-Index-of-Multiple-Deprivation

²⁵ Strategic Plan for School Organisation 2012 – 2016, PCC Education Service January 2012

²⁶ NOMIS – Office for National Statistics, May 2013

The Local Context: The Local Authority (LA)

- 3.4.10 In 2011, two significant Reports relating to the LA were published.
- 3.4.11 The first was a joint Report by Estyn and the Wales Audit Office – A Report on the quality of Local Authority education services for children and young people in Pembrokeshire County Council (June 2011). This concluded that the overall judgement was unsatisfactory, and the capacity to improve deemed to be unsatisfactory
- 3.4.12 The LA was re-inspected by Estyn and the Wales Audit Office in October 2012. The judgements remained the same, and the LA was required to submit an action plan to Estyn to address the recommendations.
- 3.4.13 Of particular relevance to this Review, are two of the recommendations made, which highlighted that, the LA:
- is responding too slowly to the increasing level of surplus places in the secondary sector; and
 - does not mobilise key strategic partnerships well enough to make best use of resources and achieve specific corporate aims.
- 3.4.14 An Estyn monitoring visit took place in November 2013 to review the progress made by the LA against three of the recommendations arising from the October 2012 Inspection. In a letter sent to the Chief Executive in December 2013, Estyn reported that: ‘the LA has acted quickly and decisively which has resulted in change and improvement happening at a rapid pace’. Further that there was ‘a significant change in culture within the authority demonstrated through greater openness and transparency. They demonstrate a firm commitment to implement change and an appetite for further improvement.’ A final monitoring visit will take place at a future date to review progress against the other recommendations.
- 3.4.15 As identified above, the LA has significant challenges arising from the falling enrolment in secondary schools. Currently there are over 16.4% spare places in the 11-18 sector and this is predicted to rise to 20% by 2020 unless capacity is reduced. This over capacity has an impact on the overall efficiency of individual schools and for the LA as a whole. Appendix C provides details of the current secondary school pupil numbers. To provide context to the impact of surplus places, Appendix F summaries the Estyn Report ‘How do surplus places affect the resources available for expenditure on improving outcomes for pupils? May 2012.
- 3.4.16 The percentage surplus places by school and overall are illustrated below. This shows that unless action is taken, 4 schools will be more than 25% under capacity by 2020. One school, however, will be over capacity – Ysgol y Preseli, the Welsh medium/bilingual school.

Table 2: Percentage of Surplus Places by School

Name	Jan-13	Jan-14	Jan-15	Jan-16	Jan-17	Jan-18	Jan-19	Jan-20
Bro Gwaun	27.1%	30.5%	33.1%	33.7%	35.0%	35.2%	35.4%	34.9%
Dewi Sant	-1.5%	5.0%	12.3%	20.5%	25.2%	31.4%	32.1%	34.4%
Greenhill	11.4%	14.0%	18.2%	21.3%	24.4%	26.1%	28.6%	27.9%
Pembroke	17.6%	21.1%	22.7%	23.7%	24.2%	24.3%	23.3%	23.5%
Sir Thomas Picton	9.5%	8.6%	6.4%	5.0%	2.3%	-1.7%	-5.0%	-6.6%
Milford Haven	20.3%	25.5%	27.4%	27.7%	28.8%	26.7%	24.5%	22.3%
Ysgol y Preseli	0.7%	-1.1%	-2.1%	-2.5%	-5.2%	-6.2%	-6.1%	-6.4%
Tasker Milward VC	16.4%	21.7%	28.3%	34.8%	39.1%	41.1%	42.0%	40.4%
Pembrokeshire	13.7%	16.4%	18.7%	20.4%	21.4%	21.2%	20.8%	20.0%

Red >25%

Amber 15.1% - 25%

Green <15%

Source: Pembrokeshire County Council

- 3.4.17 Further analysis can be found in Appendix D which provides details of capacity in the secondary schools from 2014 – 2020.
- 3.4.18 The LA has a statutory duty to secure sufficient and suitable school places in its area. The Strategic Plan for School Organisation 2012-16²⁷ has been prepared to provide information relevant to the planning of school places in Pembrokeshire and draw conclusions about the need to add or remove school places until 2016. The 2012 – 2016 Plan helps the LA, its schools, parents and local communities to understand the factors that influence the need for school places²⁸.
- 3.4.19 The geography and population sparsity of Pembrokeshire is a challenge to the successful delivery of 14-19 education. The current approach is that all schools offer limited vocational curriculum at 14-16. Schools have predominantly academic sixth forms whilst the College provides vocational curriculum with some limited A Level provision. This provides a breadth of opportunity 14-19 but the offer is not joined up sufficiently to ensure there is consistently good progression for learners into suitable further education and training or employment. Examples have been given of learners having to repeat levels of vocational learning because their prior achievements have not been in qualifications sufficiently robust to enable progression. More coherent curriculum planning for 14-19 would ensure that all learners have a well-defined progression pathway through all levels.

²⁷ www.pembrokeshire.gov.uk/content.asp?nav+647,694

²⁸ http://www.pembrokeshire.gov.uk/objview.asp?object_id=796&language

- 3.4.20 The attainment of level 4 and above qualifications across Pembrokeshire is relatively low. It is the role of all education and training providers in the region, to raise aspirations, provide progression pathways for young people to access higher level learning either within HE or through higher level vocational and apprenticeship routes. The linkage of these progression opportunities to labour market needs is key to ensuring that Pembrokeshire retains more young people in employment and increases the skills levels of young people to meet the needs of employers²⁹.
- 3.4.21 As part of the consultation process employer groups, training providers, Careers Wales and Job Centre Plus all reported that many young people are found to be:
- not suitably work ready;
 - not willing to take job opportunities which are a (perceived) lower level but have the potential for advancement; or
 - are not trained in the right vocational areas for the job opportunities that exist across the County.
- 3.4.22 This needs to be incorporated into any provision offered across Pembrokeshire going forward, possibly utilising funding from the new European Structural Funds as part of a collaborative project between local education and training providers.

The Local Context: the Secondary Schools in Pembrokeshire

- 3.4.23 The LA has eight co-educational, comprehensive schools providing education for pupils aged 11-18. Seven of the eight comprehensive schools are English medium, and one is Welsh medium/bilingual, where at least 80% of subjects are taught through the medium of Welsh.
- 3.4.24 The secondary schools within Pembrokeshire are a focus for the local community and not just the 11-18 year olds. Access is provided to a range of facilities for remote rural communities. In particular some of the schools are one of the main centres for the provision of Welsh for Adults (PCC Community Focussed Strategy 2010)³⁰.
- 3.4.25 The average pupil teacher ratio in the secondary sector in January 2013 was 16.9:1, compared with a Welsh average of 16.3:1³¹.
- 3.4.26 Pupils finding difficulty in a mainstream setting due to challenging behaviour can be referred to the Pupil Referral Unit (PRU) which is based in Neyland. They spend two terms within the PRU full-time, towards the end of this time they may undertake a part time reintegration programme at the mainstream school. Pupils work through the National Curriculum as far as possible and have clear targets throughout the day.
- 3.4.27 Almost all pupils with Special Educational Needs (SEN) attend mainstream schools. However, Portfield School makes provision for those pupils whose needs cannot be met in mainstream schools.
- 3.4.28 In addition, one of the most significant costs to the LA is the cost of educating pupils in Out of County placements. This currently represents over £2 million for less than 20 young people. Whilst there will be a need for pupils to receive specialist education Out of County, the LA and the College should consider ways to enhance local 14-19 provision to better meet the needs of these learners in their locality.

²⁹ <http://www.swanseabaycityregion.com/home/strategy.pdf>

³⁰ http://www.pembrokeshire.gov.uk/objview.asp?object_id=2616&language=en

³¹ WG: School Census Results 2013, ref SDR 109/2013

The Schools

3.4.29 Below is set out a summary of key information on the individual secondary schools and the SEN school:

Portfield School

- Portfield School provides education for pupils with statements of special educational needs (SEN) aged between 3 and 19 years. The school caters for pupils with a range of special educational needs, including: severe learning difficulty (SLD), profound and multiple learning difficulty (PMLD) and autistic spectrum disorder (ASD), as well as various genetic disorders and sensory difficulties.
- Portfield School has a Welsh medium satellite centre 'Y Porth' in Ysgol y Preseli and a further satellite centre at Tasker Milward School.
- Portfield School was inspected in March 2013 and was graded as excellent for its current performance and prospects for improvement. One of Estyn's recommendations was for the school to 'ensure that the accommodation is appropriate to meet the increasing number of pupils with complex needs'³².

Ysgol Bro Gwaun:

- Ysgol Bro Gwaun is an 11-18 mixed English medium comprehensive school. The school is situated between the towns of Fishguard and Goodwick.
- A third of pupils are fluent in Welsh, though only a quarter speak Welsh at home, while a further 60% can speak Welsh, but not fluently. Most of the fluent speakers study Welsh as a first language. The school provides six subjects through the medium of Welsh in KS 3 and two in KS 4.
- It serves an area with a mixed economy, which has recently experienced a decline in manufacturing. The percentage of pupils entitled to free school meals is 17%, similar to the Welsh figure of 17.6% for secondary schools. The percentage of pupils with Special Educational Needs (SEN) is 59%, significantly above the Wales average of 22.3%. Many pupils enter the school with low levels of literacy and numeracy.

Ysgol Dewi Sant:

- Ysgol Dewi Sant is an 11-18 English-medium mixed comprehensive school, situated in the city of St Davids. The school currently draws learners from a wide catchment area from Milford Haven in the south to beyond Fishguard in the north.
- Ten per cent of the pupils are registered as being entitled to free school meals. This figure is lower than the average for secondary schools in Wales (17.6%). Most pupils speak English as their first language at home. Few pupils join the school from Welsh-medium or bilingual primary schools.
- The school's intake represents the full range of ability, but because of the small number of pupils in each year group there is noticeable variation year-on-year.

Greenhill School:

- Greenhill School is an 11-18 English-medium community school. The school serves the coastal towns of Tenby and Saundersfoot as well as over 100 square miles of the surrounding countryside. Most pupils have been brought up in the catchment area of the school. A few pupils have moved to the area from other parts of the United Kingdom and an increasing number from other European countries.

³² www.estyn.gov.uk

- Pupils come from the full range of economic backgrounds. The school's intake includes the full range of ability. A total of 11.3% of pupils are entitled to free school meals.

Milford Haven School:

- Milford Haven School is an English-medium 11-18 mixed comprehensive. 22.4% of pupils are eligible for free school meals (FSM) compared with the Welsh average of about 15% for secondary schools. Very few pupils come from Welsh-speaking homes. A small percentage of learners currently learn English as an additional language.
- The school's intake represents the full range of ability. 37.5% of pupils have Special Educational Needs (SEN). This figure is significantly above the average for Wales as a whole of 22.3%.

Pembroke School:

- Pembroke School is an 11 to 18 English-medium mixed comprehensive school in the town of Pembroke. Pupils attend the school from in and around Pembroke and Pembroke Dock.
- A total of 24.7% of pupils are entitled to free school meals. This is well above the national average for secondary schools in Wales. Around 28% of pupils live in the most deprived areas in Wales.
- Pupils at the school represent the full range of ability. The school has a LA designated teaching and support centre for pupils with autism. 40.2% of pupils have special educational needs. A very small number have English as an additional language. There are very few pupils who speak Welsh at home.

Ysgol y Preseli:

- Ysgol y Preseli is an 11-18 mixed, designated Welsh-medium school. It is also a community school which is substantially used by different organisations. 5.5% of pupils are entitled to free school meals. The school is situated in the village of Crymych in the north of the County and serves a wide catchment area. About three-quarters of the pupils come from rural areas. However, the catchment includes the towns of Haverfordwest, Pembroke, and Fishguard. A quarter of the pupils come from areas that are neither prosperous nor economically disadvantaged and three-quarters from economically disadvantaged areas. Generally pupils come from homes where the average income is less than the national average. The main forms of employment in the region are agriculture and tourism.
- Pupils of all abilities are received by the school. About 65% of the pupils come from homes where the predominant language spoken is English, and 35% come from Welsh speaking homes. All of the pupils speak Welsh as a first language or to an equivalent standard within the school.

Sir Thomas Picton School:

- Sir Thomas Picton School is an English-medium 11-18, mixed, comprehensive school in Pembrokeshire and serves Haverfordwest, Neyland and the surrounding countryside.
- Pupils come from the full range of socio-economic backgrounds.

Tasker Milward V C School:

- Tasker Milward V C School is an English-medium 11 to 18 mixed comprehensive school, situated in the Scarrowscant district of Haverfordwest.
- Virtually all pupils speak English as their first language. About 2% of pupils can speak Welsh as a first language or to an equivalent standard.

- The school's intake includes the full range of ability. 42.5% of pupils have special educational needs compared with the national average of 22.3%.

3.4.30 The table below shows Pembrokeshire's secondary school sixth form numbers as a percentage of total pupil numbers (as at January 13) in real terms, and as a percentage of school population are summarised below:

Table 3: Secondary School Numbers

	Total Pupil numbers	6th Form Numbers	6th form as a % of total pupil numbers	Forecast Surplus Places 2020
Bro Gwaun	617	108	17.5%	295
Dewi Sant	489	81	16.56%	166
Greenhill	1160	219	18.88%	365
Milford Haven	1049	187	17.83%	292
Pembroke	1291	186	14.41%	359
Preseli	1011	198	19.58%	-65
STP	1157	165	14.26%	-85
Tasker Milward	936	146	15.60%	453
TOTAL	7710	1290		1779

Source: PLASC Jan 2013

- <150 pupils
- with capacity

3.4.31 A full breakdown of secondary school pupil numbers as at January 2013 can be found in Appendix D. As can be seen, by 2020 there will be 20% surplus capacity across the Pembrokeshire secondary schools, with the exception of Ysgol y Preseli.

3.4.32 The 2013 – 2014 vocational provision offered to year 10 and year 11 pupils in the North Federation is illustrated in the table below. This demonstrates that just under 80% of vocational options 14-16 are based at school, many are delivered in small groups.

Table 4 Vocational Options 14-16, for 2013-14

Year Group	Option	Taught at	Base					Total
			PC	TM	STP	YDS	YBG	
Year 10								
	Construction	PC		4	7			11
	Engineering - 2	PC			11			11
	Motor Technology	PC				4		4
	Carpentry	TM		6	8			14
	Public Services	TM		12	3			15
	Engineering - 2	TM		14	1			15
	Childcare Level 1	STP		7	2			9
	Hair and Beauty	STP		5	8			13
	Vehicle Technology	STP		7	5			12
	Construction	YBG					7	7
Sub-total				55	45	4	7	111
Year 11								
	Construction	PC		3	5			8
	Engineering - 2	PC			13			13
	Motor Technology	PC						0
	Carpentry	TM		6	8			14
	Engineering - 2	TM		13	2			15
	Public Services	TM		18				18
	Childcare Level 1	STP		6	1			7
	Hair and Beauty	STP		6	8			14
	Vehicle Technology	STP		3	15			18
Sub-total				55	52			107
Total				110	97	4	7	218

Source: Pembrokeshire County Council North Federation students KS4 Year 10 and Year 11 2013 – 2014

Post 16 vocational provision in schools

3.4.33 Schools have to meet the requirements of the learning and skills measure through the provision of a minimum number of vocational options, as well as A levels. They do so in two ways:

- Federated provision between schools and the College;
- Provision at home location.

3.4.34 A variety of provision is offered in schools post 16, ranging from classroom based provision, such as business and travel/tourism, through to provision requiring dedicated

workshop infrastructure, such as construction and engineering. This has meant that some schools have provided space and physical resources to meet the needs of relatively small groups of learners.

The Pembrokeshire Federation

3.4.35 There are two Federations working in Pembrokeshire. The full partners in the North Federation are Tasker Milward, Sir Thomas Picton, the College, Portfield, Bro Gwaun and Dewi Sant - Ysgol y Preseli is an associated member. The full partners in the South Federation are Milford Haven, Greenhill, Pembroke and the College. Federated working applies predominantly to the delivery of A levels.

3.4.36 The aims of the Federations are to:

- develop, as appropriate, wider and different learning opportunities for all learners in Pembrokeshire through integrated planning and provision;
- strive to maximise the standards of achievement for all learners;
- develop consistent practice to quality assurance, particularly in relation to learning and teaching; and the recording and monitoring of student performance;
- ensure access to new types of learning (e.g. e-learning);
- improve systems of advice and guidance for learners;
- address areas of duplication and competition, where they are clearly identified;
- develop the use of shared resources in terms of staff, materials and equipment;
- provide shared training opportunities where deemed appropriate; and
- implement the action plan agreed by the post 16 Federation.

3.4.37 The development of the Pembrokeshire Federation has impacted on the curriculum offer within the secondary schools and the College. Through the Pembrokeshire Federation's Commissioning Model, collaboration on planning provision, removal of duplicate learning provision has taken place. Within these options, groups of the same subjects are offered at different schools or the College. Further collaboration and amalgamation of groups to ensure a viable group size would improve the learning experience for most and also the financial efficiency of the provision.

The Local Context: The College

3.4.38 Pembrokeshire College Corporation was established under The Further and Higher Education Act 1992 for the purpose of conducting education and training. The College is an exempt charity for the purposes of The Charities Act 2011, and is a general further education College offering a range of further, higher, adult community and work based learning opportunities.

3.4.39 The College educates and trains approximately 9,500 learners annually. A breakdown of learners is shown in the table below:

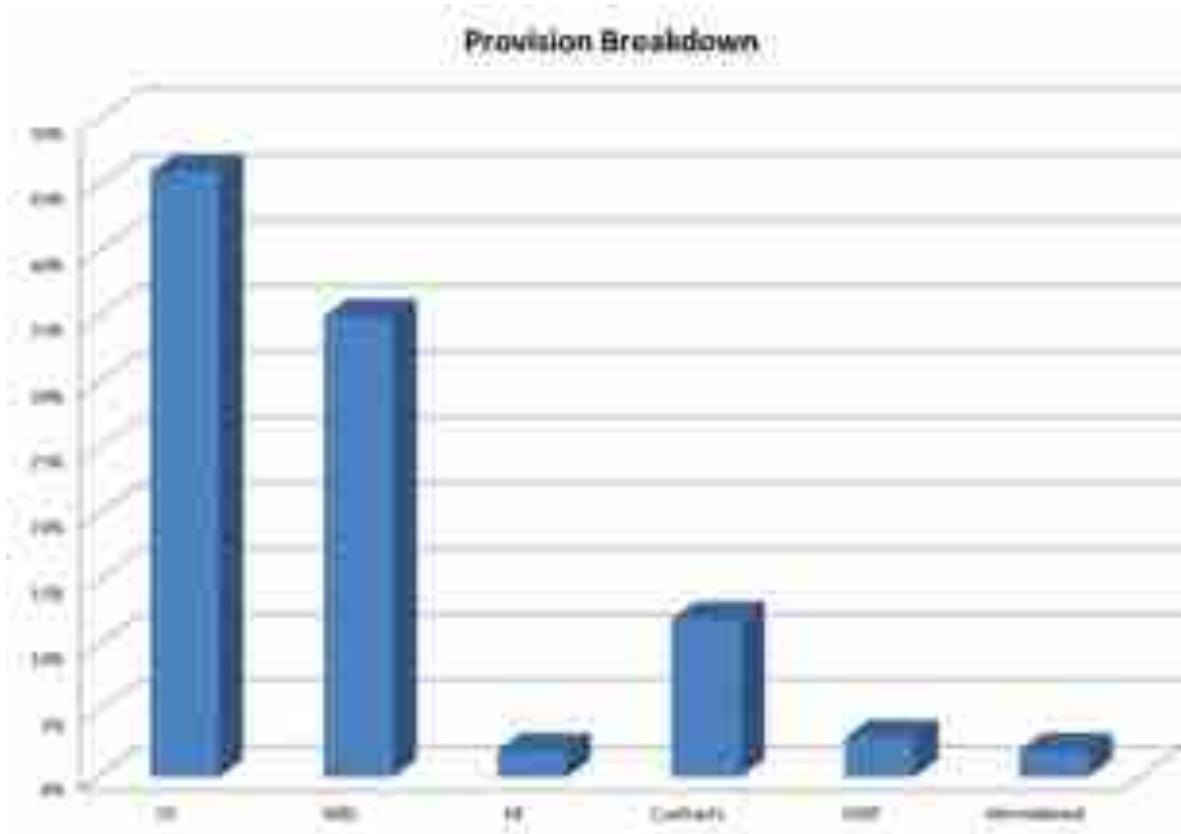
Table 5 Total Student Numbers Pembrokeshire College

	2011/12	2012/13
Further Education and Work Based Learning		
Full Time	2174	2340
Part Time	6711	7202
Total	8885	9542
Higher Education		
Full Time	119	72
Part Time	256	252
Total	404	345
Total Full Time	2293	2412
Total Part Time	6947	7454
Grand Total	9260	9866

Source: WG LLWR Data Dec.2013 – Excluding non College SAWSW WBL learners

- 3.4.40 26.6% of the College learners are aged 16-19. This represents around 1400 learners.
- 3.4.41 The College delivers programmes at the main campus in Haverfordwest, at the Marine and Information Technology Centre (MITEC) in Milford Haven and at over 30 outreach centres. The College offers academic and vocational provision across all Sector Subject Areas and from Entry Level to Level 7. Over 12,000 qualifications are offered to FE learners annually.
- 3.4.42 The College offers a wide range of provision, as indicated in the chart overleaf. The majority of the College's provision is FE provision – skills training. An increasing proportion of provision is Work Based Learning. Higher Education (HE) however has been declining over a period of years.

Diagram 1: College Provision by Income Source

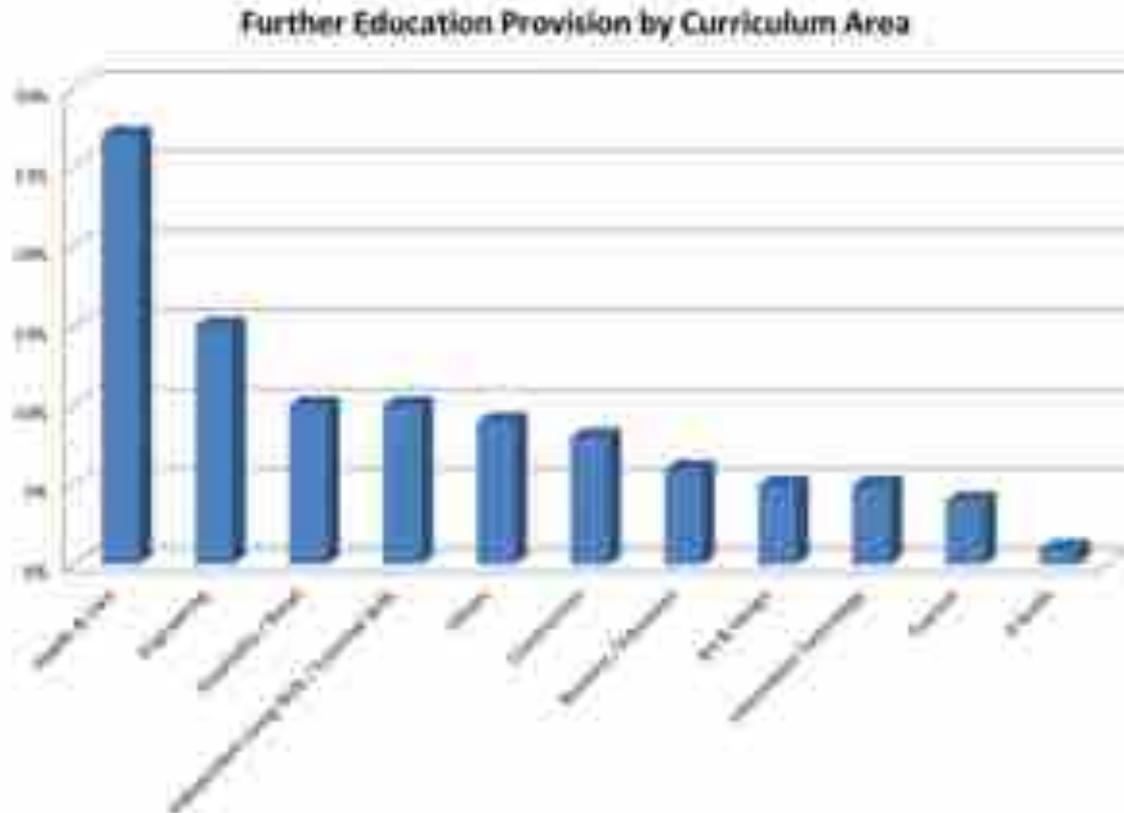


Source: Pembrokeshire College

3.4.43 The diagram above shows the level of income that the College receives for its 5 main areas of provision: FE – Further Education, WBL – Work Based Learning, HE – Higher Education, Other Contracts, DWP - Department for Work and Pensions Contracts and International Student income. As can be seen FE and WBL are the main areas of provision accounting for in excess of 75% of the College’s income.

3.4.44 The College offers curriculum across a wide range of Sector Subject Areas (SSAs), as indicated in the chart below. The College’s provision is constantly under review and development to ensure that it is responsive to employer changing needs and the demands of learners and the WG’s educational initiatives.

Diagram 2: Further Education Provision by Curriculum Area



Source: Pembrokeshire College

3.4.45 In the College’s Estyn Inspection Report of February 2011, the outcomes were classified as good, with prospects for improvement also graded as good (www.estyn.gov.uk).

3.4.46 The College is the lead Provider for a Work Based Learning (WBL) consortium arrangement. The Skills Academy Wales (South West) Consortium (The Consortium) is one of the largest WBL Providers in Wales and is a mixture of FE, Private Providers and the Voluntary Sector located in the South West and South East Wales areas. The Consortium has a contract from the WG in excess of £11.0m, and has been successful in raising its quality profile over the years of its existence, from 73% successful completion in 2009/10 to 87%* (est.) in 2012/13.

3.4.47 Within the Consortium, the College has seen an overall increase in its own work based learning numbers over the last 4 years, and hopes to build on this in future years.

Table 6 Pembrokeshire College: Work Based Learning Numbers

	2009/10	2010/11	2011/12	2012/13
Skill Build/STEPS/Traineeships	125	165	268	310
Foundation Apprentices	188	226	299	330
Apprentices	161	246	318	348
Higher Apprentices	-	-	-	13
Total Learners	474	637	885	1001

Source: Pembrokeshire College

3.4.48 The College offers Preparatory Learning, Foundation Modern Apprenticeships, Modern Apprenticeships and provision for NEETS in nine occupational categories. WBL provision in the College is 100% dependent on WG funding.

- 3.4.49 The training programmes offered are effective in meeting the needs of learners and employers with 88% of College learners achieving successful completions along with good progression from FMA to MA. A great deal of the provision is of a technical nature with College staff working closely with employers in the delivery of off-the-job training.
- 3.4.50 The College also provides a small amount of Higher Education (HE) provision for around 350 learners - a range of first Degrees, Foundation Degrees, Higher National Diplomas and Certificates and a post 16 Professional Graduate Certificate in Education. The majority of provision is offered on a part-time basis, and is vocational in nature.
- 3.4.51 The College's HE provision is validated through the University of Wales Trinity St David (UWTSD) – an agreement reached in 2010 under the concept of a dual sector university. The dual sector reference means that institutions within it work as a group to provide enhanced progression routes for a diverse community of learners as well as programmes of study that respond to the needs of employers.
- 3.4.52 In order to maximise opportunity, and in response to pressures of funding, the College has recently sought supplementary higher education partners. As a consequence, a joint venture company has been established with Swansea University and two other further education colleges to advance vocational higher education delivered 'locally' within the context of the Swansea Bay City Region – the 'College University Skills Partnership' (CUSP). The College will be transferring its engineering provision to Swansea University from September 2014.

3.5 Welsh Medium and Bi-lingual provision

The Local Authority (LA)

- 3.5.1 The LA has a clear vision for developing and extending Welsh Medium education to remove barriers in order to extend and develop Welsh-medium in both primary and secondary schools (including 16+) across the County. The vision is based on three key principles:
- To recognise every child's right to learn the Welsh language;
 - To promote the highest standards possible; and
 - The need to treat both Welsh and English equally.
- 3.5.2 The LA's Welsh in Education Strategic Plan (PCC Draft Welsh Education Strategic Plan 2014) reflects the WG's aspirations as identified in the School Effectiveness Framework 200833. The Plan also stresses a commitment to co-operate on a regional and national level to achieve the best results for all children and young people in the County. The background of the Welsh language in Pembrokeshire is a unique feature. On this basis, the planning for extending Welsh-medium provision is vital to realising the vision. By 2016:
- A Welsh School will be established in the south of the County.
 - A Survey to measure demand has identified areas where the current provision can be extended;
 - Measurable improvement in progression between KS2 and KS3;
 - Every pupil is able to access Welsh-medium provision across every key stage within reasonable travelling distance; and

³³ <http://wales.gov.uk/docs/dcells/publications/091020frameworken.pdf>

- Standards of Welsh First and Second Language are equal to the national average or higher.
- 3.5.3 These are under-pinned with specific aims, which in relation to 14 – 19 are:
- Increase the percentage of 14 – 16 year old learners you are studying for qualifications through the medium of Welsh;
 - Ensure that provision for 14-16 year old learners complies with the Learning and Skills Measure (Wales) 2009;
 - Increase the percentage of 16-19 year old learners who study subjects through the medium of Welsh in schools;
 - Working via 14-19 area networks and 14-19 Forums in order to maintain and improve Welsh medium provision;
 - Collect and use data on 14-19 Welsh medium provision; and
 - Plan for post-16 provision within partnerships.
- 3.5.4 The recent Independent Assessment into Pembrokeshire Schools Welsh Medium Education Strategy (Morgan October 2013), noted that secondary pupils wishing to access curriculum primarily through the medium of Welsh are served by Ysgol y Preseli. Pupils in the Fishguard area can also access about half the curriculum through the medium of Welsh in the Welsh Stream at Bro Gwaun.
- 3.5.5 In 2012, 21.2% of the County's pupils were in Welsh-medium education. This drops to 13.7% of pupils being assessed in Welsh First Language at the end of KS3 (Year 9). The reduction at secondary level is influenced by two key factors – firstly, the long distance to Ysgol y Preseli from the south of the County is prohibitive for some, and secondly a significant number of pupils in the Fishguard area fail to progress to the Welsh stream at Bro Gwaun despite having studied primarily through the medium of Welsh at primary school. The Report recommends that a key objective for the LA is to address the opportunities to improve access to Welsh-medium or bilingual provision in the relevant areas of the County.
- 3.5.6 The Independent Assessment also identifies that as linguistic progression involves not only progression in Welsh first language as a subject but also progression in terms of other subjects through the medium of Welsh. As with several other dual-stream secondary schools it is challenging for Bro Gwaun to expand the range of subjects taught through the medium of Welsh. However, demand for those subjects may well increase based on several factors including WG expectations. This should feature in the current review of secondary provision. The Assessment also comments that 14-19 options through the medium of Welsh are also limited as is recognised in the Welsh in Education Strategic Plan (WESP) and that this should also feature in the current review of secondary provision.
- 3.5.7 The Independent Assessment also identified that ALN is another area recognised in the WESP and in the Post inspection Action Plan (PIAP). Specifically the WESP recognises the need for an ALN audit to identify areas and specialisms that lack Welsh-medium capacity. The LA's recent Inclusion Service Annual Report 2012 – 2013³⁴ has identified the capacity issues and actions needed to address them and the capacity to provide a bilingual service for the county's Welsh-medium and bilingual schools should inform any capacity building, training and recruitment activities.

³⁴ <http://mgenglish.pembrokeshire.gov.uk/documents/s22915/ALN%20report.pdf?LLL=0>

The College

3.5.8 The College has made continuous progress in operating its Welsh-medium schemes over the last decade. The key features are:

- developing the College’s bilingual ethos;
- raising Welsh language and cultural awareness within the College and in the curriculum;
- promoting and encouraging the use of the Welsh language by providing opportunities for learners to undertake elements of their programmes through the medium of Welsh; and
- providing opportunities for learners and staff to develop Welsh language skills.

3.5.9 Evidence of the progress made includes:

- an increase in the number of learners completing elements of assessed work through the medium of Welsh;
- the provision of staff development opportunities thereby increasing the number of teachers/tutors able to assist learners;
- the appointment of a bilingualism support tutor, 0.6, and funded by the Regional Network Development Plan (RNDP), to provide teaching and tutorial support; and
- targeting specific courses to extend the modules available through the medium of Welsh. There has been progress in hairdressing and beauty therapy; hospitality and catering; health and social care and sport. The following table confirms the progress made:

Table 7: Progress made in Welsh-medium Schemes

Year	Assessments completed through the medium of Welsh	Learners completing Welsh-medium units(OCNs)
2009-10	26	-
2010-11	35	58
2011-12	18	301
2012-13	140 ³⁵	253

Source: Pembrokeshire College

- In 2013-14 a new course – ‘PEO Level 1 in Agricultural Engineering’ has been launched in partnership with Ysgol y Preseli. The development involves 3 core modules and 2 option modules which are delivered through the medium of Welsh
- During 2012-13, 500 learners took part in language awareness programmes and 50 learners took part in enterprise activities linked to Santes Dwynwen (Valentine’s Day)

3.5.10 The development of Welsh-medium and bi-lingual provision across 14-19 education in Pembrokeshire needs to grow and flourish to meet the demands of learners and the

³⁵ of the 140 learners who completed assessments through the medium of Welsh in 2012-13, 105 were part of a new pilot course- “ Yr iaith ar waith”

aspirations of the WG in a coherent way. Collaboration, sharing of skills and expertise is proven within Pembrokeshire to be an effective means of delivering the required developments. This needs to be built upon and enhanced to ensure learners have the access to Welsh-medium or bilingual learning if they require it.

3.6 Quality and Performance

Schools Banding Results

3.6.1 Banding is the WG approach to grouping schools according to a range of factors to establish priorities for differentiated support and to identify those from whom the sector can learn. The secondary model uses four groups of data: level 2 threshold including English/Welsh and mathematics, capped points score, attendance and English/Welsh and mathematics average points' scores. Within each data group, relative performance is measured to take account of a selection of actual performance, progress over time and performance relative to context and cohort.

3.6.2 Each of the secondary schools in Pembrokeshire, like all secondary schools in Wales, has been 'banded' by the WG. The 2013 Banding data shows the following Pembrokeshire secondary school performance for over the last three years:

Table 8: Secondary School Bands – December 2013

School name	2011 Band	2012 Band	2013 Band	Position from last year
Bro Gwaun	Band 4	Band 3	Band 4	Declined 1
Dewi Sant	Band 3	Band 2	Band 3	Declined 1
Greenhill	Band 4	Band 2	Band 2	Stayed the same
Milford Haven	Band 4	Band 2	Band 5	Declined 3
Pembroke	Band 4	Band 3	Band 3	Stayed the same
Ysgol y Preseli	Band 1	Band 2	Band 3	Declined 1
Sir Thomas Picton School	Band 3	Band 2	Band 2	Stayed the same
Tasker-Milward	Band 4	Band 3	Band 5	Declined 2

Source: My Local School, Welsh Government, December 2013

3.6.3 From this can be seen that:

- three schools maintained their performance in 2013, when compared with 2012;
- three schools dropped one band; and
- two schools dropped more than one band.

3.6.4 As part of the analysis which informs the banding, the Level 2 and Level 3 threshold performance and average point score for the secondary schools in 2013 is summarised overleaf, compared to local and national benchmarks:

Table 9: Secondary School Key Performance Indicators

	LEVEL 2 THRESHOLD	LEVEL 3 THRESHOLD	Average POINTS AT 17	
Bro Gwaun	54%	94.3%	826	
Dewi Sant	66%	91.9%	932	
Milford Haven	41%	93.6%	796	
Greenhill	66%	96.4%	953	
Pembroke	48%	98.7%	836	
Preseli	75%	100%	932	
STP	63%	100%	1070	
Tasker Milward	51%	100%	1017	
Pembrokeshire	56%	97.5%	905	
Wales	51%	96.9%	773	

Key

	Below Welsh Average
	Above Welsh average
	Matches Welsh average
	Direction of travel compared to previous year

Source: *My Local School, Welsh Government, December 2013*

3.6.5 The table shows that of the eight secondary schools, 2 fell below the Level 2 threshold, including Maths and English, for Wales, and one equalled the Welsh average. 5 secondary schools were above.

3.6.6 Of the eight secondary schools, 4 fell below the level 3 threshold, and four were above.

The College

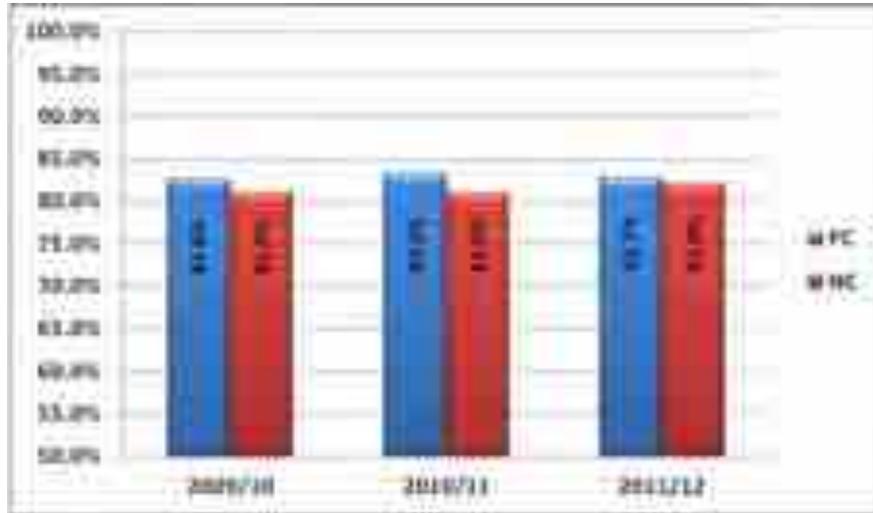
3.6.7 Further Education achievement is measured according to 3 key criteria:

- Completion - % learners finishing a course.
- Attainment - % learners finishing and attaining a course.
- Success - % attainment of learners starting a course.

3.6.8 Success rates in the College reached 82% in 2009/10. Whilst they increased slightly in 2011/12, the indications are that they have stabilised, as demonstrated by 2011/12 results, and by the expectations for 2012/13 results. However, they remain better than the Welsh National Comparator (NC). Currently the College stands in the second quartile

for quality, within the Welsh FE Sector. Please see Appendix M: Learner Outcome Report for individual Subject Sector Areas.

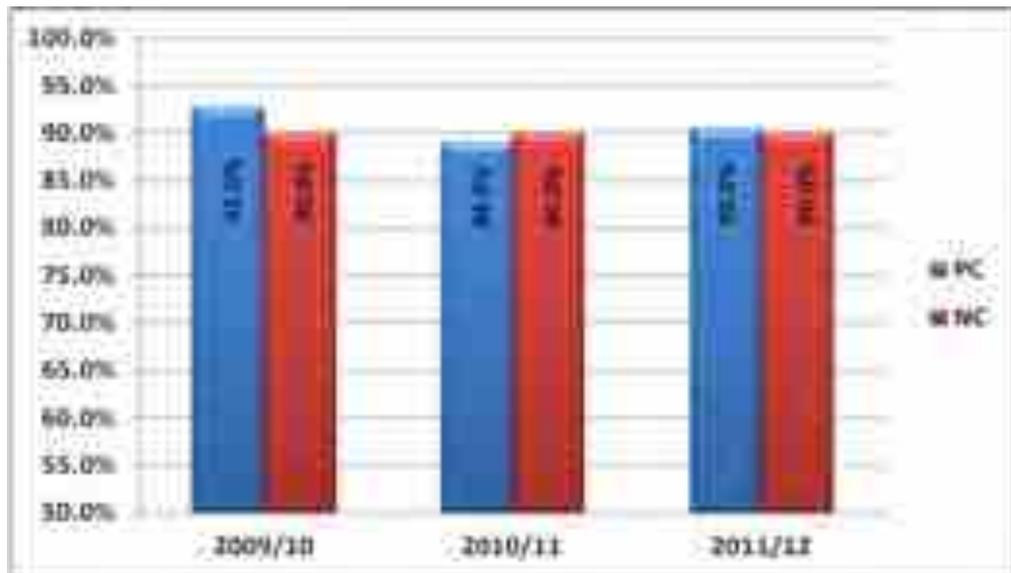
Table 10: Pembrokeshire Success Rates



Source: WG Learner Outcome Report 2011/12

3.6.9 Completion rates within the College are variable. Overall, they are near the Welsh average. However, this masks critical 'long course' completion rates which are consistently lower than the Welsh average.

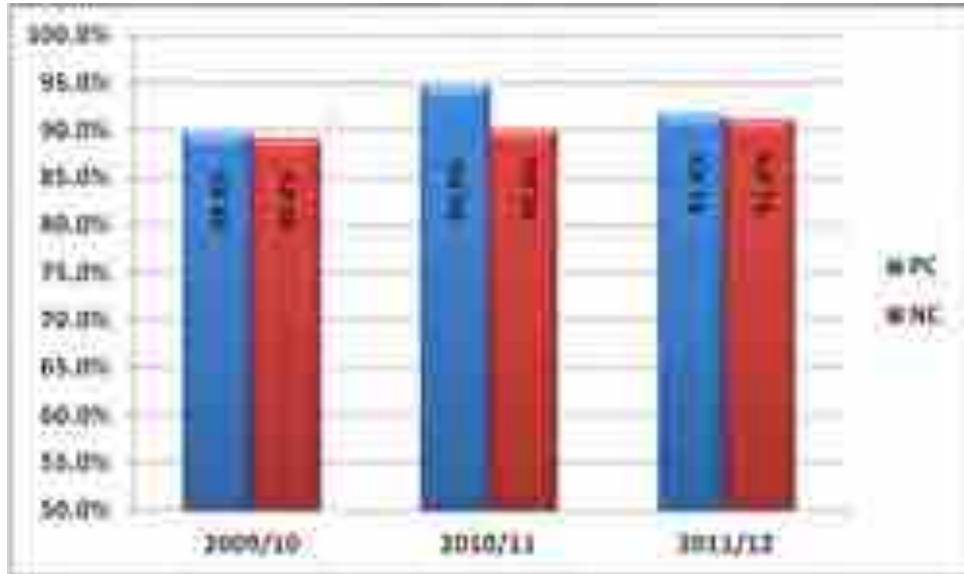
Table 11: Completion Rates Pembrokeshire College



Source: WG Learner Outcome Report 2011/12

3.6.10 Attainment rates within the College are consistently above the sector average.

Table 12: Attainment Rates Pembrokeshire College



Source: WG Learner Outcome Report 2011/12

3.6.11 Work-based learning is measured primarily in two ways:

- Success rates for employed learners
- Progression rates for non-employed learners

Table 13: Work Based Learning Consortium Success

Framework Success	Pre Consortium		Post Consortium	
	2009/10	2010/11	2011/12	2012/13
Consortium	73%	79%	83%	87%*
Wales	N/A	82%	85%	TBA

* Estimated

Source: LLWR Inform – Feb/March date freeze

3.6.12 Over the last few years, The Consortium has seen a significant increase in success rates, moving from 73% in 2009/10 to an estimated 87% in 2012/13

Estyn Common Inspection Framework

3.6.13 Estyn – Her Majesty’s Inspectorate for Education and Training in Wales – has a statutory responsibility for inspecting schools, FEI’s, and Local Authority Children’s Services. It does this through the Common Inspection Framework (CIF), inspecting organisations roughly every 5 years. Below sets out the outcomes from Estyn inspections of the schools and College over the previous two cycles of inspection.

Overview of the 2004 - 2010 Common Inspection Framework (CIF)

3.6.14 HM Inspectors provided a judgement on seven Key Questions:

- Key Question 1: How well do learners achieve?
- Key Question 2: How effective are teaching, training and assessment?
- Key Question 3: How well do the learning experiences meet the needs of learners and the wider community?
- Key Question 4: How well are learners cared for, guided and supported?

- Key Question 5: How effective are leadership and strategic management?
 Key Question 6: How well do leaders and managers evaluate and improve quality and standards?
 Key Question 7: How efficient are leaders and managers in using resources?

3.6.15 The five-point scale used to represent all inspection judgements is:

- Grade 1 good with outstanding features
- Grade 2 good features and no important shortcomings
- Grade 3 good features outweigh shortcomings
- Grade 4 some good features, but shortcomings in important areas
- Grade 5 many important shortcomings.

3.6.16 A summary of the results from the Inspections of all the secondary schools and the College profile under the 2004 - 2010 CIF is provided in Appendix E.

3.6.17 This shows that during the last cycle:

- o two schools were graded as 'outstanding' for all criteria (Dewi Sant and Ysgol y Preseli);
- o two schools had over 50% of their criteria graded as 'outstanding' (Milford Haven and Sir Thomas Picton);
- o The College had over 50% of their criteria graded as 'outstanding';
- o 1 school received less than 50% of the criteria graded as 'outstanding'(Greenhill);
- o 3 schools were not graded as 'outstanding' for any criteria (Bro Gwaun, Tasker Milward and Pembroke).

Overview of 2010-2016 Common Inspection Framework

3.6.18 In 2010 there was a change to the CIF, under which HM Inspectors have to provide a judgement on three Key Questions:

- Key Question 1: How good are the outcomes?
- Key Question 2: How good is provision?
- Key Question 3: How good are leadership and management?

3.6.19 In addition, there is an overall judgement on the School's/College's current performance and on its prospects for improvement.

3.6.20 The Judgements are:

- Excellent Many strengths, including significant examples of sector-leading practice
- Good Many strengths and no important areas requiring significant improvement
- Adequate Strengths outweigh areas for improvement
- Unsatisfactory Important areas for improvement outweigh strengths

3.6.21 There was a significant change of focus to learner outcomes, the results of which informed all five judgements. There was also a greater emphasis on learner experience.

3.6.22 Five of the secondary schools, Bro Gwaun, Dewi Sant, Milford Haven, Pembroke, Tasker Milward as well as the College have been inspected under the 2010-2016 CIF.

- 3.6.23 In terms of Estyn's recommendations from the current Inspection cycle for the secondary schools, some significant points included³⁶:
- Two schools were in need of significant improvement (Tasker Milward and Dewi Sant).
 - Four schools needed to raise standards particularly in Key Stage 4 (Bro Gwaun, Pembroke, Tasker Milward and Dewi Sant).
 - Three schools needed to improve the quality of teaching and assessment across the ability range, including the more able pupils, Boys (Milford Haven, Tasker Milward and Dewi Sant)
- 3.6.24 In terms of Estyn's recommendations from the current Inspection cycle for the College these were made to improve success rates generally, but particularly in key skills.
- 3.6.25 The outcomes of inspections carried out in the secondary schools and the College under the 2010 – 2016 Common Inspection Framework can be seen in Table 14.:

³⁶ School Inspection Reports www.estyn.gov.uk

Table 14: Summary of Estyn Inspection Results, 2010-2015 Cycle

Quality Indicators	Judgement by Institution					
	Bro Gwaun April 2012	Dewi Sant May 2013	Milford Haven May 2011	Pembroke Dec 2012	Tasker Milward March 2013	Pembrokeshire College Feb 2011
Current performance	Adequate	Adequate	Adequate	Adequate	Adequate	Good
Prospects for improvement	Adequate	Adequate	Adequate	Good	Adequate	Good
KQ1 Outcomes						
• Overall	Adequate	Adequate	Adequate	Adequate	Adequate	Good
• Standards	Adequate	Adequate	Adequate	Adequate	Adequate	Good
• Wellbeing	Good	Good	Good	Good	Unsatisfactory	Excellent
KQ2 Provision						
• Overall	Good	Adequate	Good	Adequate	Adequate	Good
• Learning Experiences	Good	Adequate	Good	Adequate	Adequate	Good
• Teaching	Good	Unsatisfactory	Adequate	Adequate	Adequate	Good
• Care, support and guidance	Good	Adequate	Good	Good	Adequate	Good
• Learning environment	Adequate	Good	Good	Good	Adequate	Excellent
KQ3 Leadership and Management						
• Overall	Adequate	Adequate	Adequate	Good	Adequate	Good
• Leadership	Good	Unsatisfactory	Adequate	Good	Adequate	Good
• Improving quality	Adequate	Adequate	Adequate	Good	Unsatisfactory	Good
• Partnership working	Good	Good	Good	Good	Adequate	Excellent
• Resource Management	Adequate	Adequate	Adequate	Adequate	Adequate	Good
Significant improvement	No	Yes	No	No	Yes	No

Source: School Inspection Report www.estyn.gov.uk

This shows that:

- Pembrokeshire College received 3 'excellent' grades and 12 'good' grades for the 15 criteria
- one school received 'good' for just over 50% of its criteria, and 'adequate' for the remainder
- two schools received 'good' for less than 50% of their criteria and 'adequate' for the remainder
- two schools were identified as requiring 'significant improvement'

Dark Green = Excellent Light Green = Good Amber = Adequate Red = Unsatisfactory
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A Level results

3.6.26 The table below shows that the trend of A level results for the secondary schools and the College over 3 years.

Table 15: Pembrokeshire A Level Results – Schools and College

	2013		2012		2011	
	Pembs %	Wales %	Pembs %	Wales %	Pembs %	Wales %
A*-A	18.9	23.0	18.6	24.0	20.5	24.0
A*-B	44.9	50.0	45.9	50.0	45.9	49.0
A*-C	70.1	76.0	73.4	75.0	72.9	74.0
A*-E	97.3	98.0	98.7	98.0	98.1	97.0

Source: Pembrokeshire County Council and Pembrokeshire College

3.6.27 This shows that until 2013, the number of learners achieving A*-E grades has been higher than the national average. However, in 2013 this fell to below the sector average.

3.6.28 The number of learners achieving higher grades however has consistently been significantly below the sector average. The widest gap is in A* to C grades, seeing a differential of nearly 6 percentage points in 2013.

3.7 Progression and Destination of learners

Conversion rates within Secondary Schools

3.7.1 The table below shows details of the numbers of pupils within Pembrokeshire secondary schools who progress from Y11 into the sixth form and then from Y12 to Y13 within the school. The overall trend in Pembrokeshire as demonstrated in the table below is upward, although there was a downward movement in 2011.

Table 16: Overall Pembrokeshire conversion rates

Year Group	2013	2012	2011	2010	2009
11	1425	1333	1307	1434	1457
12	749	732	722	805	787
13	541	527	566	582	584
Conversion to year 12	56.19%	56.01%	50.35%	55.25%	
Conversion to year 13	73.91%	72.99%	70.31%	73.95%	

Source: Pembrokeshire County Council PLASC Data 2009-2013

3.7.2 The wider destinations of school leavers at Year 11, 12 and 13 are detailed overleaf for July 2013.

Table 17: Destinations of Secondary School Leavers

	Year 11		Year 12		Year 13	
	PCC	Wales	PCC	Wales	PCC	Wales
Continuing in FT Education (School)	57.8%	86.4%	73.6%	89.2%	10.1%	20.2%
Continuing in FT Education (College)	25.2%		16.7%		10.4%	
Higher Education/Gap Year					59.8%	59.4%
Work Based Training – non employed	9.5%	5.1%	2.0%	2.7%	0.5%	0.7%
Work Based Training – employed	2.5%	3.2%	4.0%	3.1%	13.1%	11.1%
Known to be Not in Education, Training or Employment	3.1%	4.2%	2.8%	2/7%	3.5%	5.1%

Source: Careers Wales destinations of school leavers by LEA 2012)

3.7.3

Analysis of leavers after year 12 show that more pupils leave school and continue their education in the College than the Welsh average. This is a particularly worrying trend as the gap between the Welsh average and Pembrokeshire is increasing year on year. This needs to be addressed as a priority as part of the Youth Engagement and Progression Framework.

Table 18: Destinations post year 12

	2010		2011		2012	
	Pembs	Wales	Pembs	Wales	Pembs	Wales
FT School	74.9%	76.8%	75.9%	78.3%	73.6%	76.3%
FT College	13.0%	12.1%	14.0%	12.3%	16.7%	12.9%

Source: Careers Wales destinations of school leavers by LEA 2012)

3.7.4

In 2013/14, the College enrolled 396 Year 11 leavers from the eight secondary schools on a full time College programme as follows:

Table 19: 2013/14 College enrolments Year 11 leavers

	Vocational Programme	A Level	Total	Total as a % Progression
Bro Gwaun	30	7	37	34%
Dewi Sant	33		33	37%
Greenhill	47	2	49	25%
Milford Haven	58	2	60	31%
Pembroke	65	4	69	28%
Ysgol Y Preseli	25	3	28	18%
Sir Thomas Picton	71	4	75	36%
Tasker Milward	44	1	45	26%
	373	23	396	29%

Source: WG LLWR December 2013 and PCC Plasc 2013

- 3.7.5 The College then significantly enrolled 160 Year 12 and Year 13 leavers from secondary schools.

Table 20: 2013/14 year 12 and 13 College enrolments

	Transfer after one year at school	Transfer after two years at school
Bro Gwaun	5	6
Dewi Sant	4	3
Greenhill	10	6
Milford Haven	14	17
Pembroke	19	10
Preseli	4	1
STP	19	12
Tasker Milward	13	17
Total	88	72

Source: WG LLWR November 2013

- 3.7.6 Of these 160 school leavers, 17 (11%) have enrolled on AS Levels and 143 (89%) have enrolled on vocational programmes.
- 3.7.7 This highlights a possible issue for the learners in that a significant number of young people across Pembrokeshire are moving provider before completing their full course; or, on completion of their chosen course at 17 or 18, are remaining in education and training post 19 to retrain or, repeat learning. This indicates the need to improve learner information about choices, as these learners take longer to progress into employment or HE. It also uses public funding of nearly £500,000 which is potentially “duplicated”.
- 3.7.8 It is therefore vital that learners are undertaking the right course for them at 16 and that they are retained within a programme of learning that is right for them. This further highlights a need for informed, accurate and unbiased Information, Advice and Guidance

(IAG) to be in place from Year 7 to ensure that learners and their parents are aware of the full range of options which are available to them after KS4. This is to ensure that they make the right choice and are aware of the progression pathways open to them for the choices they make, whether that is FE or HE or employment. This may result in a reduction in A level provision in some subject areas.

3.8 ALN

3.8.1

Any developments would need to incorporate learners with Additional Learning Needs (ALN). The recent Annual Inclusion Service Report 2012 – 2013 outlines the LA's Pembrokeshire Inclusion Programme³⁷. The Programme consists of three broad and mutually complimentary projects:

- Project A: Building capacity in mainstream schools to support pupils with additional needs;
- Project B: Evaluating effectiveness and outcomes for pupils with additional needs; and
- Project C: Developing support and provision for pupils with additional needs.

3.8.2

The evidence and responses to these reviews will feed directly into the LA plans for 14 – 19 education provision in Pembrokeshire and the preferred option arising from this Review.

3.8.3

This would include those learners who are classified as more able and talented, they also need to access appropriate curriculum and challenge. In this way all learners will be able to achieve and progress to their full potential.

3.8.4

See Appendix I which summarises key points from the Estyn Report on Supporting more able and talented pupils in secondary schools June 2012.

3.9 Facilities

The secondary schools

3.9.1

Seven of the eight secondary schools in Pembrokeshire were constructed between 1952 and 1964. Over the last 15 years, the LA has done much to improve the asset, spending some £20,300,000 on new build accommodation and systematic refurbishment of facilities. Since 1996, the LA has removed 25 (93%) temporary classrooms from this sector, leaving only two temporary classrooms in September 2011. Internal remodelling has been undertaken in several schools to make more effective use of existing space. Improved vocational facilities, including hair and beauty salons and motor mechanics workshops, which have been provided at four schools. Specific capital allocations include:

- a total of nine new teaching blocks added at six of the LA's eight secondary schools;
- a new special needs secondary unit with 52 places and a secondary outreach centre for the special school in the north of the County;
- special needs units in three schools;
- annual programmes to upgrade heating and electrical systems, replace curtain walling and install double glazed UPVC windows;
- a renovation and replacement programme of 55 laboratories across all secondary schools at a cost of £5.5 million;

³⁷ <http://mgenglish.pembrokeshire.gov.uk/documents/s22915/ALN%20report.pdf?LLL=0>.

- the provision of new community learning centres in two schools; one with a public library;
- kitchen refurbishment/improved serveries/dining room refurbishment programme in all secondary schools; and
- significantly improved sport and leisure facilities.

3.9.2 In spite of this significant investment, parts of the secondary school estate are not fit for purpose, particularly in the context of Learning Pathways 14 – 19³⁸. Many classrooms are too small to incorporate new technologies easily, and vocational areas are outdated and do not meet new requirements. Generally, secondary school buildings are inflexible and adaptations are difficult and expensive to undertake successfully. Most of the buildings do not facilitate skills-based, independent or personalised learning, a key feature of Learning Pathways 14 – 19. Most of the buildings are not sufficiently inclusive and lack lifts to multi-storey areas.

3.9.3 Recent condition surveys indicate a backlog of repair work costed at around £20,000,000. Most of the secondary school buildings are multi-storey and have been affected over time by the effects of weathering and concrete spalling. In a number of instances, mechanical and electrical systems require replacement due to age and in order to reduce revenue costs and deliver greater sustainability.

3.9.4 Meeting new legislative requirements in relation to health and safety and disability access is becoming increasingly costly. It is clear that a piecemeal approach to the repair, renovation or replacement of the secondary school buildings will not attract significant capital investment in the County's secondary schools or deliver the desired outcomes for young people.

3.9.5 A conditions grading of the secondary schools can be seen below in Table 21.

3.9.6 The LA has a clear vision and a coherent, long term strategy for development and improvement of its schools and its education service. These are based on a number of fundamental principles which are reflected in their key strategic documents and are developed through highly consensual relationships with schools, stakeholders and key partners, including the College, and reflect the aspiration to be a continuously self-improving, dynamic learning community. The County has a strong record of using capital investment to improve learner outcomes, drive school effectiveness and make more efficient use of resources. The 21st Century Capital Programme builds on the good progress that has already been made and, when fully implemented, will ensure that all the schools meet the 21st Century Schools standard.

3.9.7 The WG has approved (subject to contract), Pembrokeshire's bid for a £150M programme from 2014/15, and consideration needs to be given to management and resource issues to deliver the required programme of Transformation. A Strategic Outline Programme was submitted in Autumn 2010.

The College

3.9.8 The College commissioned an estates masterplan in 2004 which was undertaken by Austin Smith Lord Architects. This document set out a £30M strategic development framework for the estate.

3.9.9 To date, the College has completed three phases of this masterplan at a total cost of £9,000,000. This has included site infrastructure works, a new construction centre (which

³⁸ The Learning Country: Learning Pathways 14-19 Action Plan' 2003

was the first FE building in the UK to achieve BREEAM excellence at both design and post completion assessment stages) and a new engineering extension which included a major refurbishment of existing engineering facilities. These projects have been delivered over a five year period and have been delivered on time and to budget through traditional procurement routes.

- 3.9.10 A conditions gradings of the College can be see below in Table 21 below.
- 3.9.11 The College has identified the next two phases of development, an extension to the south east and also an extension of its west wing. The South East wing extension has received approval in principle from the WG.
- 3.9.12 However, the College has put on hold any further redevelopment plans until the 14-19 review has been completed to ensure a holistic strategic approach to capital development is undertaken between the LA and the College. This will ensure that the estate of both Organisations is developed in a way to maximise best value for money.
- 3.9.13 The College has invested heavily in infrastructure and resources to meet the needs of local industry. Consequently, it has state of the art facilities in key vocational areas, engineering, construction, hair, beauty, complementary therapies and hospitality and catering, these include Virtual Control rooms which simulate the refineries and the LNG plant³⁹.

³⁹ Pembrokeshire College Estates Strategy 2008

Table 21: Conditions Grading 2010

	Suitability Grading		Overall Building Condition Grading based on 2010 Survey	
Preseli	C	Poor - teaching methods inhibited	C	Operational, but major repair or replacement needed soon
Fishguard	B	Reasonable - but behaviour/morale adversely affected	C	Operational, but major repair or replacement needed soon
Milford Haven	B	Reasonable - but behaviour/morale adversely affected	C	Operational, but major repair or replacement needed soon
Pembroke	C	Poor - teaching methods inhibited	C	Operational, but major repair or replacement needed soon
Sir Thomas Picton	C	Poor - teaching methods inhibited	C	Operational, but major repair or replacement needed soon
Dewi Sant	B	Reasonable - but behaviour/morale adversely affected	C	Operational, but major repair or replacement needed soon
Tasker Milward	C	Poor - teaching methods inhibited	C	Operational, but major repair or replacement needed soon
Greenhill School	B	Reasonable - but behaviour/morale adversely affected	C	Operational, but major repair or replacement needed soon
Pembrokeshire College: Main College Building	A	Good - suitable levels for teaching, learning and well-being	B	Satisfactory but with minor deterioration
Innovation Centre	A	Good - suitable levels for teaching, learning and well-being	A	Good and operating efficiently
Construction Centre	A	Good - suitable levels for teaching, learning and well-being	A	Good and operating efficiently
MITEC	B	Reasonable - but behaviour/morale adversely affected	B	Satisfactory but with minor deterioration

4 The Case for Change

4.1 Introduction

- 4.1.1 This is the final part of the first stage of the Five Case Model, the Strategic Case and draws together the foregoing analysis to demonstrate the need for change.

4.2 Existing arrangements

- 4.2.1 This chapter draws together the evidence and outlines the reasons why change is required.

Transformation Agenda

- 4.2.2 There is commitment from all the post 16 providers in Pembrokeshire to respond positively to the WG's Transformation Agenda. There is in place a collaboration between partners without any change in legal status, governance or management of any partners. Arrangements are developed through the commitment and goodwill of all parties.
- 4.2.3 There has been a review of provision by the schools and the College which has helped to widen curriculum choice for all learners through collaboration. Some reduction of duplication has been achieved.
- 4.2.4 Within the AS options for 2012 – 2013, there were a total of 92 different options groups running in the North Federation and 77 in the South Federation. One of the key principles of the Pembrokeshire Commissioning Model was that group sizes of 12 or more would be deemed viable. Of the classes running, 39% (25) of those in the north and 12% (9) of those in the south were running with less than twelve pupils. 28% of those running in the north and 12% of those running in the south were run with eight pupils or less. As a result, there is still a need to rationalise provision further in order to meet this principle and to ensure that there is no cross subsidisation between groups and courses.
- 4.2.5 There is also a particular need to address the A2 numbers across the Federation which sees a Pembrokeshire average of 72% continuing their studies (PLASC 2013).
- 4.2.6 Whilst some courses in both the north and south Federations have been combined and withdrawn there is much to be achieved in terms of rationalisation of small classes and duplication of provision. This would improve financial efficiency and also ensure that learners have access to a large stimulating learning group which is essential for many subjects at this level. Whilst further rationalisation of the curriculum offer will result in more learners having to travel to access their choices, from discussions with learners as part of the consultation process, they are not averse to this if they can study the subjects that they want. For many the need to travel to access further learning or employment will be part of their daily lives in the future.
- 4.2.7 There are three secondary schools in Pembrokeshire (Bro Gwaun, Dewi Sant and Tasker Milward) which have sixth forms of less than 150. The WG believes that inefficiencies are more likely to arise when school sixth forms operate with fewer than 150 students
- 4.2.8 There has been no discernible impact on quality improvement as a result of federated working.
- 4.2.9 Whilst all schools meet The Learning and Skills Measure (Wales) 2009 there is very limited – and declining – post 14 provision with the College, which supports some of the recommendations in the Review of Qualifications in Wales 2012.

- 4.2.10 Schools and the College have different admission entry requirements, which confuses learners and distorts results.
- 4.2.11 See Appendix F which contains extracts from four Reports on school size, and reorganisation and educational effectiveness.

The impact of the Programme Based Funding (PBF) System

- 4.2.12 The introduction of the PBF System in 2014 will impact on the curriculum offer within both the schools and the College and will focus attention on ensuring that learners are undertaking the right course for them at 16 and that they are retained within the programme of learning and improve their potential to succeed.
- 4.2.13 The current delivery mechanism is costly and inefficient with small class sizes and duplication of provision. Given the impact of the new PBF system and the future reductions in WG Funding, this will impact on the scale of provision and range of resources that can be made available for providers and learners in Pembrokeshire.
- 4.2.14 For the next year:
- there is an 8% reduction - £444,000 – in funding for post 16 education in Pembrokeshire schools
 - there is a 2% reduction - £230,000 – in funding for the College
- 4.2.15 The need for rationalisation of post 16 delivery is unavoidable. It is important therefore for the secondary schools and the College work collaboratively to create efficiencies by reducing the duplication of provision, and pooling resources.

The Review of Qualifications in Wales 2012

- 4.2.16 The Qualifications Review will lead to curriculum changes 14-16, whereby learners of this age will not be able to study qualifications leading to occupational competence. This will significantly change vocational expectations and requirements in schools.
- 4.2.17 The Qualifications Review clearly stated that where qualifications are focussed on meeting employer needs and have a vocational basis there will be an increased need for these to be delivered by appropriately experienced vocational practitioners.
- 4.2.18 The proposed move to offering the Initial Vocational Education and Training (IVETS) and or Continuing Vocational Education and Training (CVETs), should improve the coherence of curriculum pathways, and may address some of the concerns raised by the key stakeholders about the level of competence of learners progressing.

The Demography of Pembrokeshire

- 4.2.19 The population of Pembrokeshire is 122,400, and this is expected to grow by 2023 by 3,700 people. It is anticipated that this growth will be caused largely by an increase in those of pensionable age. WG's projections indicate a small decline (1.7%) in the population aged 0-15 between 2008 (22,187) and 2023 (21,799). In relation to those aged 16-64, there is a decline of 1.5% between 2008 (70,871) and 2023 (69,818).
- 4.2.20 This indicates that there will be no requirement for an overall increase in school capacity, and that the problem of surplus places will remain.
- 4.2.21 See Appendix F which contains a summary of the Estyn Report (May 2012): 'How do surplus places affect the resources available for expenditure on improving outcomes for pupils?'

Employment and Skills

- 4.2.22 The attainment of level 4 qualifications within the Pembrokeshire population is relatively low and this needs to be addressed to raise aspirations for the local population. Similarly, the numbers of individuals without qualifications is higher than the national average. These skills deficits are concerning for economic regeneration, as noted in the Economic Regeneration Strategy (The Swansea Bay City Region Economic Regeneration Strategy 2013-2030).
- 4.2.23 Opportunities are currently awarded to Pembrokeshire through the Swansea Bay City Region and the Enterprise Zone. However,
 - employers have concern about ‘work-readiness’
 - there is a greater number of individuals with no qualifications compared to the rest of Wales (12.3% compared with 11.4%)
 - the proportion of people in Pembrokeshire with level 4 qualifications is less than the proportion for the whole of Wales (29.5% compared with 30.3%)
- 4.2.24 One of the objectives of Strategic Aim 2 (Skilled & Ambitious for long-term success) is a fully integrated and aligned skills supply landscape (school/FE/HE/employers)⁴⁰. Learners should be made aware of the continuum of learning from schools into further and higher education to appreciate the value of upskilling and the progression opportunities that further training can provide.

School Organisation

- 4.2.25 In response to the Minister’s written statement in December 2012 that the LA is responding too slowly to the increasing level of surplus places in the secondary sector, the LA has developed a school organisation matrix.
- 4.2.26 The matrix provides an objective and reliable measure of how secondary schools meet the principles underpinning the development of school organisation proposals. In addition, it produces a reliable evidence base from which future school organisation reviews can be agreed. The results from the matrix facilitate a process to develop proposals for school re-organisation and does not predetermine that re-organisation will be an outcome.
- 4.2.27 The matrix measures schools’ performance and LAs’ effectiveness in terms of school places planning. Individual scores are weighted as follows:

Principles	Weighting
Quality and future sustainability of educational provision	29%
Sufficiency and accessibility of school places	30%
Condition, suitability and standard of school buildings	29%
Value for money	12%
	100%
- 4.2.28 The weightings have been derived using the School Organisation Code issued by the WG April 2013⁴¹.
- 4.2.29 In September 2013, Cabinet approved that the LA’s proposal for the educational provision in the St David’s area be reviewed with a report being presented to Cabinet on 11 November 2013. In January 2014 a proposal was considered by Cabinet to review the secondary education provision in the Haverfordwest area.

⁴⁰ Fig 4-1 A new strategic Framework for Swansea Bay City Region p 19

⁴¹ <http://wales.gov.uk/topics/educationandskills/publications/guidance/school-organisation-code/?lang=en>

- 4.2.30 See Appendix G which contains extracts from four Reports on the impact of school size, and reorganisation on educational effectiveness 2009 – 2013.

Quality and Performance

- 4.2.31 Some key facts can be extracted from the analysis of the current position of education and training in Pembrokeshire regarding the quality of 14-19 provision:

- School Banding
 - Over a three-year period, only two of the 8 secondary schools have improved their performance. The remaining six have either stayed the same or have decreased. This means that Pembrokeshire has:
 - no schools at grade 1
 - two schools at grade 5
- Schools Level 2 and 3 Thresholds
 - Five out of the 8 secondary schools achieved outcomes above the Welsh national comparator for level 2 threshold, including Maths and English
 - Four out of the 8 secondary schools achieved outcomes above the Welsh national comparator for level 3 threshold, including Maths and English. However, four fell below
- The College's Success Rates – Further Education
 - The College's overall success rates are above the Welsh national comparator. However
 - there is poor performance in some curriculum areas
 - long course completion is below the national comparator
 - quality improvement appears to have stabilised over the last 3 years
- The College's Success Rates – Work Based Learning
 - The College has succeeded in improving its own quality and that of its partners. Quality has increased by 10% points over three years, but in 2011/12 was just short of the Welsh national comparator. The College is seen as an exemplar of best practice amongst its peers, as far as Work Based Learning is concerned
- Estyn Inspections
 - Performance in the current round of Inspections is variable. Of the organisations included as part of this Review, six have been inspected during this Inspection cycle, and three have yet to be inspected. Of the 15 grades available:
 - The College had three 'excellent' and twelve 'good' grades
 - One school had over 50% 'good' grades and the remainder 'adequate'
 - Two schools had over 50% 'adequate' and the remainder 'good'
 - Two schools had at least two 'unsatisfactory' grades and were deemed in need of 'significant improvement'.

See Appendix H, which contains a summary from a range of Reports on improving a Quality Profile - Moving to Excellent.
- The LA Re-inspection October 2012

- The Estyn monitoring visit in November 2013 reported positively that the LA had responded 'quickly and decisively' to address the level of surplus places in the secondary sector; and had also demonstrated a firm commitment to implement change and an appetite for further improvement'. This can clearly be seen in the commitment of the LA to work collaboratively with the College.
- A Level Results
 - A consolidation of Pembrokeshire's A level results shows that with the exception of 2013, learners achieve grades A*-E at a higher rate than the Welsh average.
 - More compelling, however, is the achievement of the higher grades, where consistently, at all levels measured, Pembrokeshire learners overall do not achieve as well as the Welsh average

Destinations and Progression

4.2.32 An increasing number of school pupils leave school after year 12, and enrol at the College. This number has been higher than the Welsh average for 3 years, and in 2013, 16.7% of pupils left school after Year 12 to enrol at the College, compared with 12.8% nationally.

4.2.33 There are also those pupils who do not engage in education, employment and training and for Pembrokeshire the year 12 figure is above the Welsh average. For these pupils an academic route may not be appropriate so alternative learning provision needs to be identified in order to re-engage these learners. This can be addressed as part of Pembrokeshire's Youth Engagement and Progression Action Plan (see NEETs 4.2.36 below).

Information, Advice and Guidance (IAG)

4.2.34 Some learners will always be unsure of their pathway through learning and will make errors in their decision-making. However, good quality, engaging IAG from Year 7 is key to ensuring that learners make the right decisions and can progress in their development. This needs to not only highlight the full breadth of opportunities post 16, including alternative provision and work based learning routeways, but also needs to demonstrate a clear progression ultimately into employment so learners and their parents are fully informed of possible employment or education destinations.

4.2.35 If learners are able to access IAG of this quality then all providers will get the right learners for the right courses and thus retain more learners and have improved outcomes. Careers Wales will be able to provide some of this, but in Pembrokeshire as in many parts of Wales and England, IAG needs to be supported by additional resource to ensure that learners are moving at key transition points on to the right course for them. Initial meetings have been undertaken between the LA and the College to look at opportunities for collaborative projects under the new round of European funding.

NEETs

4.2.36 Steps are currently being taken to address the NEETs agenda but providers need to ensure that they are able to work in collaboration in order to ensure that there is appropriate curriculum provision to meet the needs and abilities of all learners. There is likely to be an increase in level 1 and level 2 provision. The LA has a draft action plan in place to respond to the YEPF (see also 4.2.32 above).

More able and talented

4.2.37 Given the criticism in recent Estyn reports for some secondary schools in Pembrokeshire, there is a need to improve provision for more able and talented learners. These learners

who are more able and talented also need to have access to appropriate curriculum and challenge. In this way more able learners will achieve and maximise their full potential.

- 4.2.38 See Appendix H which summarises key points from the Estyn Report on Supporting more able and talented pupils in secondary schools June 2012.

Facilities

- 4.2.39 The securing of WG's 21st Century Capital Programme Funding necessitates a strategic review of future provision across Pembrokeshire in relation to facilities which are no longer fit for purpose, or in order to secure change.

- 4.2.40 Of the eight secondary schools in the County:
- all eight have a condition rating of grade 'C';
 - 4 have a suitability rating of 'B', and 4 of 'C'

- 4.2.41 The College has 4 key buildings, of which
- 2 are condition 'A' and 2 condition 'B'
 - 3 have suitability ratings of 'A' and one of 'B'

Conclusions

- 4.2.42 A number of conclusions could be drawn regarding quality and performance. It could be argued that the schools and the College all 'compete' for academic and vocational provision, with the result that neither have sufficient focus to achieve the best.

- 4.2.43 Many young people within Pembrokeshire are served well by the current education system 14-19 but there are unacceptable variances in performance levels in some areas at both KS4 and post 16.

- 4.2.44 This is not just in the levels of outcomes achieved by different schools and the College but also in the quality of the learning experience that young people undergo in small classes where academic challenge and debate can be reduced.

- 4.2.45 This needs to be addressed to raise the overall achievement levels post 16 and to provide aspirations for learners at KS4. All learners need to be able to access high quality learning experiences for which they are well suited and for which clear progression routes are understood.

- 4.2.46 The dispersed nature of the current post 16 delivery network, with multiple outlets, is not maximising the impact of learning through high quality effective classes which provide academic challenge and debate. This is to the detriment of learners and needs to be addressed.

- 4.2.47 Other opportunities also exist which could be better managed and exploited through collaborative working. These include:
- the designations of the Swansea City Bay Region and Haven Waterway Enterprise Zones: a truly joined up approach to skills development;
 - the opportunities for collaboration through the new round of European funding via the Cohesion programme.

4.3 The Investment Objectives – what do we want to achieve?

- 4.3.1 The Transforming Education and Training Provision in Wales: Delivering Skills that Work for Wales (2008) requires all education and training providers to ‘set aside traditional, narrow, institutional arrangements and to plan provision collaboratively and collectively across a geographic area’. Therefore, all post 16 providers in Pembrokeshire must work in partnership to address the local, regional and national drivers for change.
- 4.3.2 Local solutions to local needs are required, rather than a one-size fits all model, particularly in Pembrokeshire. The WG Learning Partnership Models⁴² are provided as a means to guide the Education and Training Providers toward the most appropriate means of collaborating based on the priorities for change. In addition, it is noted that although the WG’s Transformation paper expects the development of tertiary systems across Wales, it does not prescribe that this should be realised by the creation of single tertiary institutions or any other particular institutional model. The benefits can indeed be realised by new institutional arrangements, or by stronger collaboration between existing institutions, whichever is the desired outcome of local stakeholders. A range of different models has been or is currently being developed across Wales.
- 4.3.3 A range of possible options should be considered in securing significant improvements in outcomes and resources for post-16 learners, including:
- Close but informal collaboration of schools and other learning providers, such as Further Education Institutions (FEI) and Work-Based Learning (WBL) providers, to deliver the local curriculum requirements of The Learning & Skills (Wales) Measure 2009;
 - clusters of schools working collaboratively by joint governance, using The Collaboration Between Maintained Schools (Wales) Regulations 2008 which came into force in March 2008 to allow for whole school voluntary collaboration;
 - the governing bodies of FEI’S and schools establishing voluntary collaborations, by joint governance, using The Collaboration Arrangements (Maintained Schools and Further Education Bodies) (Wales) Regulations 2008 which came into force in December 2008; and
 - removal of one or more school sixth forms and transfer to a suitable alternative, which may be another school sixth form; or the direct transfer to a general FEI or to a FEI to create a tertiary College.
- 4.3.4 Despite the existing collaborative activity, it is clear that the current system of 14-19 education and training within Pembrokeshire needs to be reviewed and reconfigured to better meet the changing needs of learners, communities and employers and the national, regional and local drivers for change.
- 4.3.5 These drivers for change provide a unique set of challenges but also opportunities for the key education stakeholders of Pembrokeshire in the short, medium and long term. A more strategic approach across the County is required to impact positively on learners, employers and local communities. The stakeholders must ensure that the Providers are providing the appropriate level and breadth of education and training to meet the future needs of the local, regional and national economy.

⁴² <http://wales.gov.uk/docs/dcells/publications/100301transformationpolicyen.pdf> (page 13)

4.4 Conclusion

- 4.4.1 The preceding paragraphs outline why there is a need for change in the provision and delivery of education and training provision across Pembrokeshire.
- 4.4.2 It will be for the key education stakeholders in Pembrokeshire to decide the extent of change but there is a need to:
- address the unnecessary duplication of provision;
 - increase the proportion of vocational, work based and apprenticeship pathways;
 - widen entitlement to all learners particularly level 1 and level 2 provision;
 - ensure value for money and reduce inefficiencies which reduce the flow of funds to the learner;
 - meet the needs of local and regional labour markets and local economy needs.
 - ensure that a full range of learning options is available for learners;
 - ensure that excellence across the networks of Providers is the norm;
 - ensure that participation and attainment rates improve; and
 - provide the best possible learning environment, facilities and standards of teaching for all learners.
- 4.4.3 Given the case for change set out above and from the consultation process with the key stakeholders there is a shared vision of what the solution for Pembrokeshire needs to include. This vision is to:
- provide 21st Century education which is cutting edge, innovative and aspires to excellence for all;
 - focus on the needs of both academic and vocational learners with quality as the top priority;
 - provide 14-19 education which builds aspirations and self-esteem for all learners and ensures achievement across breadth of ability;
 - ensure choice and flexibility of learning opportunities and meaningful progression to the next stage of learning or to employment;
 - provide learners with employability skills and experience as appropriate;
 - be responsive to employer and community needs;
 - be responsive to the needs of full-time 14-19 year olds, full-time and part-time over 19s, employers (WBL) and communities (ACL);
 - increase opportunities for Welsh-medium and bilingual learning;
 - meet the needs of those learners who have Special Educational Needs (SEN);
 - ensure that the needs of those learners with Additional Learning Needs (ALN) are met;
 - provide equality of opportunity for all; and
 - provide value for money and maximise the use of limited resources.
- 4.4.4 Given this vision, the JWP developed a set of success criteria, against which potential options for change could be measured. See Chapter 5 The Economic Case.

5 Economic Case

5.1 Introduction

This chapter sets out the Economic Case within the Five Case Model. It seeks to articulate the vision for education and training in Pembrokeshire, identify the critical success factors which should be achieved by any change, provide a long list of options for change, assess these options against the critical success factors, and articulate the preferred option.

5.2 Vision

5.2.1 Given the case for change set out in the previous chapter and from discussions with key stakeholders, there is a shared vision about the shape of future education and training in Pembrokeshire. The vision is to:

- provide 21st Century education which is cutting edge, innovative and aspires to excellence for all;
- ensure the needs of learners are paramount with quality improvement as the key imperative, both academic and vocational;
- provide 14-19 education which builds aspirations and self-esteem for all learners and ensures achievement across breadth of ability;
- ensure impartial information, advice and guidance choice and flexibility of learning opportunities and meaningful progression to the next stage of learning or to employment;
- provide learners with employability skills and experience as appropriate;
- respond to employer and community needs;
- respond to the needs of all learners - full-time 14-19 year olds, full-time and part-time over 19s, employers (WBL) and communities (ACL);
- increase opportunities for Welsh-medium and bilingual learning;
- meet the needs of those learners who have Special Educational Needs (SEN);
- ensure that the needs of those learners with additional learning needs (ALN) are met;
- provide equality of opportunity for all; and
- provide value for money and maximise the use of limited resources.

5.3 Success Criteria

5.3.1 One of the most important aspects in the determination of the best option is identifying what success looks like. Therefore, given the vision above, the JWP developed a set of success criteria, against which potential options for change could be measured.

5.3.2 The success criteria are to:

- optimise the relevance and breadth of options available to all 14 - 19 learners;
- improve performance, retention and attainment of 16-18 learners;
- improve performance at KS4;
- promote available progression routes and increase the numbers of learners progressing to employment or further learning;
- provide honest, impartial information advice and guidance (IAG) to learners;
- ensure that there are high quality genuine vocational and academic; options 14-16 which are viable and lead to meaningful progression;
- increase participation in education and training post 16;
- impact positively on levels of those who are not engaged in education, employment or training (NEET) post 16;
- respond to the needs of employers;

- provide a resource to meet the needs of local community;
- provide Special Educational Needs (SEN) provision in the south of the County to replicate that in Haverfordwest;
- deliver a single joined up curriculum offer and timetable across an area to reduce the number of locations where qualifications are offered to improve use of resources, ensure viable class sizes and to reduced middle of day travel for learners;
- provide improved efficiency and cost effectiveness through delivery within the current budgets available;
- increase breadth and depth of Welsh Medium and bilingual provision

5.3.3 In addition, it is important that the success criteria referred to in the WG's Transformation Paper (2008) are fully considered. Therefore high level criteria were extracted from the document, and assessed as a separate but linked exercise.

5.4 Options Development

5.4.1 All stakeholders involved in the consultation process recognised that the options for meeting the vision for the future are wide ranging and each may have benefits and issues which needed to be explored in more detail before proceeding with the detailed work to look at the delivery of the preferred option. To enable a detailed review of the various structural options to be considered a long list of options was developed and then appraised against the criteria identified above.

5.4.2 Options development has been based upon a 'Pembrokeshire' strategy. It has not been about the best individual solutions for individual providers, which, in isolation, could militate against the best option for the learner.

5.4.3 A key feature emerged from all stakeholder groups – parity of esteem for academic and vocational provision, underpinned by truly impartial information, advice and guidance (IAG) from 11+, and County-wide commissioning of 14-19 education within the schools and the College. Joint commissioning bodies should be put in place to plan provision across the County, ensuring that quality is improved and duplication and small class sizes are eliminated. Allied to this would be the development of a County-wide curriculum strategy for 14-19 and a County-wide quality assurance system to underpin the delivery of a high quality curriculum to all. More detail on this is set out in Chapter 8 the Management Case.

5.4.4 The options considered are:

1. Do nothing – continue with the current arrangements of school groupings in the north and the south, every school having a sixth form of varying sizes, and Pembrokeshire College ('the College') offering mainly vocational provision with some A Levels.
2. Formal confederations of schools – formalise the current North and South Federations or a variation of these into formal legal confederations. The confederation has a legal agreement at its heart, which sets out how the schools will work together and could include the College.
3. Formal federation of schools, where a group of schools come together under a single governance arrangement with an Executive Head across the grouping and a single Governing Body. Under current legislation this would have to exclude the College and thus working arrangements with the College would need to be developed in parallel, on a voluntary basis.
4. Consolidated Post 16 delivery - post 16 delivery would be consolidated into a small number of centres of excellence across the County where learner numbers ensure delivery is viable. This may be within current schools or on College premises or both.
5. Tertiary – all post 16 provision is vested with the College with schools being re-designated 11-16. Delivery could be in a small number (1 or 2) of centres across the County where

learner numbers ensure the greatest breadth of provision can be offered within the context of tightening financial resources.

5.5 Long list options analysis

5.5.1 The long list of options as set out above were assessed against the key success criteria (section 5.3). A review of relevant documentation was undertaken, and discussions were held with a wide range of internal and external stakeholders. From this, an analysis of the advantages and disadvantages was produced to enable the options to be filtered down to those which offer the greatest opportunity to meet the future needs of learners in Pembrokeshire. The full analysis is tabulated at Appendix J, and summarised below are key advantages and disadvantages for each option.

Do nothing

5.5.2 In this option all current arrangements for the school groupings in the north and south would continue unchanged, that is, every school having a sixth form of varying sizes. The College would continue to offer mainly vocational provision with some A Levels.

Advantages:

- No disruption to learners or staff
- Existing governance and management arrangements would continue

Disadvantages:

- Will not achieve transformational education aims, and therefore unlikely that the LA or the College would attract 21st Century Schools funding for capital development
- Will not address the need for impartial information, advice and guidance to improve progression pathways
- Will not improve quality at KS4 or 16-18, and in fact has a potential to reduce quality of provision, due to pressures of funding
- Will not address option choice
- Will not remove duplication or create efficiencies of scale
- Will continue to inconvenience learners with travel during the day and between site
- Will not reduce any costs

5.5.3 This option would maintain the 'status quo' and not be disruptive but it would not be in the best interests of learners, employers, the community or providers. Further, given the recent announcement of post 16 funding cuts to Local Authorities and Further Education Colleges, this option will be increasingly difficult to sustain without a further reduction in the number of subject choices available to learners at any individual institution. It may also have a potentially deleterious effect on school 11-16 provision as schools could be forced to redeploy pre-16 funding to support their sixth forms.

Formal confederations of schools

5.5.4 In this option schools and the College would formalise the current North and South Federations or a variation of them into formal legal confederations. A confederation has a legal agreement at its heart, which sets out how the schools and College will work together but does not require any significant changes in governance or management of any institution. This is a low cost, simple development of the "do nothing" option but puts the current arrangements on a firmer footing.

Advantages:

- No disruption to learners or staff
- Will develop a more coherent curriculum offer, and has potential to improve option choice
- Will encourage sharing of good practice
- Will encourage some removal of duplication

Disadvantages:

- Will not achieve transformational education aims, and therefore unlikely that the LA or the College would attract 21st Century Schools funding for capital development
- Will not address impartial information, advice and guidance to improve progression pathways
- Unlikely to improve quality at KS4 or 16-18, and has a potential to reduce quality of provision, due to pressures of funding
- Will not remove duplication or create additional efficiencies
- Will require legal agreement to govern the process which is capable of being broken if one party chooses to walk away
- Will be time consuming for staff
- Will continue to inconvenience learners with travel during the day and between site
- Will not reduce any costs

5.5.5 Such collaborative arrangements are very time consuming and result in a slow pace of change which will not be sufficient given the urgent need to address quality concerns, increasing pressure on funding and the need to address surplus place issues within schools.

Formal Federation of schools

5.5.6 This option proposes that a group of schools come together under a single governance arrangement with an Executive Head across the grouping and a single Governing Body. This could build upon the current North and South Federation arrangements or be a sub set of these arrangements. Under current legislation this would have to exclude the College and thus voluntary working arrangements with the College would need to be developed in parallel.

Advantages:

- Will develop a more coherent curriculum offer, and has potential to improve option choice
- Will encourage sharing of good practice
- Will encourage removal of duplication, and has the potential to drive out efficiencies in some areas
- May partially address quality 16-18

Disadvantages:

- The College would not be part of any formal federation and therefore may have limited impact on the processes that influence, change and decision making. This could reduce vocational opportunities

- Will only partially achieve transformational education targets, and therefore unlikely that the LA or the College would attract 21st Century Capital funding
- Will not address impartial information, advice and guidance to improve progression pathways
- Will provide limited economies of scale
- Will require governance and management changes
- Will continue to inconvenience learners with travel during the day and between site
- Will not significantly reduce costs

5.5.7 This option has the benefit of providing a mechanism for rationalising provision as each Federation would be large and have the capacity to deliver such changes. However, federation can only be delivered by all schools involved agreeing to the new arrangements which will result in a reduction in individual school autonomy. This will lead to significant changes required in the management and governance arrangements which are time consuming and may detract from dealing with the key issues. Most fundamentally, the College would not be part of any formal arrangement, which would be a retrograde step and not positively respond to the WG Transformation Paper and subsequent policies and reviews.

Consolidated Post 16 delivery

5.5.8 In this option post 16 delivery would be consolidated into a small number of centres of excellence across the County where larger concentrations of learner numbers will ensure delivery is more financially viable. This model could see delivery of academic courses within a smaller number of current schools with the College focussing on vocational delivery.

Advantages:

- Will bring together post 16 education into a smaller number of delivery locations providing opportunities for greater access to wider curriculum choice
- Will help in addressing impartial information, advice and guidance (IAG) to improve progression pathways
- Will address quality 16-18
- Will remove some mid-day learner travel
- Will support the reduction in the number of surplus places
- Will allow learners greater choice of subject combinations
- Will have potential to drive out efficiencies as rationalisation is more holistic in each area
- Will improve County funding allocations

Disadvantages:

- Local communities, parents and learners may consider they are disadvantaged through the loss of sixth forms
- Capital build/s likely to be required
- Will require governance changes
- Will require management changes

- May increase home travel time for some learners

5.5.9 This option would be more complex to achieve, but may provide greater benefit in the longer term. Delivery locations would need to be planned effectively, and the impartiality of advice would be critical and achievable.

Tertiary

5.5.10 In a tertiary solution all post 16 provision is vested with a College with schools being re-designated 11-16. Delivery could be in a small number of centres across the County where learner numbers ensure delivery is viable. This option provides schools with the opportunity to focus on pre 16 learning which, in other areas where tertiary has been introduced, has seen a significant benefit to learner outcomes at KS3 and KS4 (see Appendix K – Case Studies on Tertiary Provision).

Advantages:

- All delivery vested within one organisation which would provide a coherent curriculum offer, and could improve curriculum choice
- Will address impartial information, advice and guidance to improve progression pathways
- Will enable schools to focus on 11-16 education where in other areas this has had a positive effect on learner outcomes
- Would provide a single focus for quality improvement, measured by Estyn
- Will remove mid-day learner travel
- Will support the reduction in the number of surplus places
- Potential to drive out efficiencies as rationalisation is more holistic across the whole of the county
- Promotes parity of esteem
- Will allow learners greater choice of subject combinations
- Will maximise County funding allocations

Disadvantages:

- Local communities, parents and learners may consider they are disadvantaged through the loss of sixth forms
- Will require capital build/s
- May increase home travel time for learners
- Will impact on staff
- Is likely to attract significant opposition from stakeholders

5.5.11 The tertiary option would take some time to implement, but could deliver significant improvement in outcomes. It would require a significant change of educational structure within Pembrokeshire, and would require significant stakeholder support to achieve. Consultation indicates this would not be supported across key stakeholder groups.

5.6 Outcomes of analysis of Long List

5.6.1 Following the analysis of advantages and disadvantages, each option was scored against the agreed success criteria and the criteria for transformation set out in the WG 2008 Transformation Paper.

Table No 22 – Long List Scoring

Scoring 1 -10 with 1 being ‘does not meet’ to 10 which is ‘exceeds expectations’

	1 Do Nothing	2 Con- federation	3 Federation of schools	4 Consolidated Post 16 delivery	5 Tertiary
Identified Success Criteria					
• Optimise the relevance and breadth of options available to all 14 - 19 learners	1	3	7	9	10
• Increase opportunities for progression and participation in education, training and employment	1	3	5	8	10
• Improve retention and attainment 16-18	1	3	5	10	10
• Improve performance at KS4	1	1	5	10	10
• Respond to the needs of employers	1	1	5	10	10
• Address the literacy and numeracy deficit in Pembrokeshire	1	3	5	7	7
• Positively impact on NEET levels 16-25	1	1	5	8	8
• Meets the needs of local communities	7	7	5	3	1
• Learners receive honest, impartial advice and guidance	1	1	3	10	10
• Increase nature and scope of Welsh Medium/bi-lingual provision	3	3	3	10	10
• Ensure that there are high quality vocational and academic options 14-16 which are viable and lead to meaningful progression	1	3	5	8	8
• Provide SEN provision in the south of the County to replicate that available in Haverfordwest	1	1	5	8	8

<ul style="list-style-type: none"> Deliver a single joined up curriculum offer and timetable across an area to reduce the number of locations where qualifications are offered to improve use of resources, ensure viable class sizes and to reduced middle of day travel for learners 	1	3	5	8	10
<ul style="list-style-type: none"> Reduce pupil movement by achieving greater flexibility in the deployment of staff 	1	3	5	8	10
<ul style="list-style-type: none"> Provides efficiency and cost effectiveness through delivery within the current budgets available 	1	3	5	8	10
Sub Total	23	39	73	125	132
Transformation Evaluation Criteria					
The strategic fit, which demonstrates:					
<ul style="list-style-type: none"> The rationale for the transformation, including the desired timeframe for implementation and the anticipated outcome; The effect of the change on provision outside that which is provided by the Learning Partnership; Learner benefits envisaged; and The contribution towards economic regeneration, social justice and sustainability 	1	3	5	8	8
<ul style="list-style-type: none"> Improvements for learners, which includes: <ul style="list-style-type: none"> Plans for a range and breadth of provision, which meets evidenced need, including access to high quality programmes via modern technologies Development of employment and learning opportunities especially for young people who are Not in Education, Employment or Training (NEETs), the economically inactive and low skilled target groups Provision of equality of access to education and training programmes for learners wherever they live, addressing travel to learn issues as appropriate Links with associated community services and facilities, such as healthcare, leisure, and the arts 	1	5	7	9	9
Improvements for employers and the local economy, which includes:	1	1	3	9	10

<ul style="list-style-type: none"> • Account of employer and local economy needs • Improvements in relevance, efficiency, breadth and quality of provision in meeting identified sector skill needs 					
<ul style="list-style-type: none"> • Development of shared specialist facilities, where appropriate, which again meet identified sector priorities 					
<p>Cost effectiveness, long term sustainability and financial benefits, to demonstrate:</p> <ul style="list-style-type: none"> • Reduction of unnecessary overlap and duplication of provision • The achievement of costed synergies • Improved efficiencies in school sixth forms operating with fewer than 150 students; and in further education institutions operating with an annual turnover of less than £15 million • Investment in provision that meets demand and will provide a learning environment that is fully fit for purpose • Viability of provision and impact on learning providers, not part of the Learning Partnership improvements in the use of recurrent funding • The use of ICT learning platforms, to improve efficiency and effectiveness of delivery, and how technology is scalable, compatible and capable of supporting future collaborations • Consideration of the impact of changes on space utilisation • Implications for financial health of participating schools, local further education institutions and other providers 	1	3	5	8	10
<p>Acceptability and impact of the proposal in the context of the constituent local authorities, community learning, further education institutions, higher education institutions and work-based learning providers as well as DCELLS. This should include:</p>	1	5	5	7	7

<ul style="list-style-type: none"> Evidence that key stakeholders are in agreement with the proposal submitted, and due consideration has been given to the potential impact of the proposal on individual providers, including 11-16 maintained school provision, work-based learning provision and community learning An inclusive impact assessment 					
<p>Provision of high quality learning, to demonstrate:</p> <ul style="list-style-type: none"> Improved consistency in standards between providers within and across sectors Making the best use of available resources to provide a world class education and training system, meeting global and intermediate targets for level 2 & 3 achievements Building on good practice and outstanding achievements already demonstrated within the locality/region Supporting the improvement of Estyn inspection grades for individual and partnership provision Clear strategies, targets and action plans to ensure that learning provision reaches at least a 'good' standard with an aspiration towards achieving excellence Safeguarding and enhancing the quality of teaching and the learner experience Improvements in the effectiveness of strategic planning and quality assurance 	1	3	5	8	10
<p>Enhancement of Welsh language and bilingual provision, to demonstrate:</p> <ul style="list-style-type: none"> Improvements in amount and range of Welsh-medium or bilingual provision available through network reconfiguration within Local Authority areas, or across Local Authority boundaries where appropriate Clear post-16-18 progression routes and options through the medium of Welsh or bilingually in further education, work based learning and school sixth form provision, as appropriate Improvements in the number and range of options offered through the medium of Welsh or bilingually, by institution and the partnership, as appropriate The positive effect that the proposal will have on the range and quality of Welsh-medium and bi-lingual opportunities for learners 	1	3	3	10	10

<p>Demonstrate improvements in equality and diversity. This should include:</p> <ul style="list-style-type: none"> • Consideration of the impact of the proposed collaborative model to reach underrepresented groups • Improved opportunities available to all young people and adults particularly those under-represented groups 	1	3	5	7	8
<ul style="list-style-type: none"> • Management and governance arrangements to promote and sustain equality and diversity 					
<p>Management and Governance arrangements, to demonstrate:</p> <ul style="list-style-type: none"> • The commitment of partners to the sustainability of the initiative • The means by which the collaborative partnership will operate to deliver year-on-year improvements for learners • The effective management of performance, including the use of self-assessment, risk management, and contingency plans 	1	3	5	8	8
<p>Demonstration of anticipated sources of funding to facilitate the proposal, to include:</p> <ul style="list-style-type: none"> • Use of recurrent and capital budgets; • Sale of assets where functions will move to a new learning infrastructure; • Contributions from local authorities, further education institution(s), higher education institution(s) and WEFO; • Prudential and institutional borrowing; • Use of appropriate third party funding streams; and • Potential submissions to Assembly Government funding streams. 	1	1	5	7	9
Sub total	10	30	48	82	89
Total	33	69	121	206	217
Ranking	5	4	3	2	1

- 5.6.2 The analysis reaffirms that a tertiary solution would be the best option closely followed by the consolidated post 16 delivery. The other options are significantly further behind in the analysis, with 'do nothing' clearly falling short of delivering on all of the success criteria.
- 5.6.3 There are a number of distinctive features of a tertiary model, many of which are summarised in the 'advantages'. To recapitulate these points and clarify further, a tertiary model:
- Provides a single location for the delivery of post 16 academic and vocational education of training;
 - Allows schools to focus on 11-16 delivery, thereby increasing focus on Key Stage 4 provision;
 - Allows a College to focus on 16+ delivery;
 - Provides for all post 16 funding through a single route – a College – which then allows for:
 - Impartial IAG;
 - Optimum use of post 16 funding – particularly pertinent this year with PBF effective from September 2014;
 - Optimum use of physical resources; and
 - Drives efficiencies.
 - Offers a learner experience which moves towards independence for those wishing to progress to higher learning – not a school or university, but a 'mid-way' point environment;
 - Promotes participation in additional learning – for example, part time and further learning; and
 - Promotes progression into employment and aspirations to undertake further or higher learning, through:
 - Curriculum planning and progression routes which take account of the role of FE Colleges in economic regeneration. *Promise and Performance (Webb 2007)* stated that 'FEIs should become a major driver of local and regional economic development through their role in delivering skills' (paragraph 4.20);
 - Access to other forms of learning, including WBL; and
 - Access to HE which is available locally;
- 5.6.4 In support of the advantages of tertiary provision, Appendix K contains case studies where a tertiary solution has been positive for both pre and post 16 learner outcomes in Wales.
- 5.6.5 The outcomes from both the analysis of each option and the scoring were debated with the JWP set up to lead this Review. Through the discussions it became clear that there was wide acceptance of the need for a Pembrokeshire approach to curriculum commissioning to assist in delivering a high quality breadth and depth of offer in the most economic way.
- 5.6.6 However, it has become clear that whilst a tertiary solution is in the best interest of learners on paper, the tertiary option needs to be considered in the context of Pembrokeshire. In areas where there is significant failure of the post 16 education system within schools then a tertiary solution may be the only option to make the necessary step change, as it enables schools to concentrate on improving performance to KS4 and combines post 16 provision into a critical mass to drive through improvements in outcomes. In Pembrokeshire, whilst there is room for improvement in terms of KS4 and post 16 outcomes, there is not a widespread failure across the County's secondary schools.

- 5.6.7 In addition, the geographical spread of the population over such a large area is a disadvantage when considering a tertiary solution. The strategic case identified that Pembrokeshire is predominantly rural, with a disproportionately higher number of residents living in more remote locations than most other authorities. For many areas in Pembrokeshire the secondary school is a focus of the community and both politically and locally a wholesale move to a tertiary solution could cause significant issues within local communities and may be difficult to bring about if public opposition is strong at the consultation stage.
- 5.6.8 Further, consultations with stakeholders revealed that there was little appetite for a change to tertiary on behalf of the LA. Given this, to insist upon a tertiary solution could in fact delay the timescale for any change, and could therefore delay unnecessarily potential benefits to learners, and other “quick wins”.
- 5.6.9 It has therefore been concluded that, whilst a tertiary solution may ultimately be the best solution for Pembrokeshire, a more refined solution will deliver more quickly the much needed improvements as long as such a solution did not preclude tertiary in the longer term. It has also been considered whether there is a need for a single Pembrokeshire solution or if a mixed economy would work, given the different configurations in terms of schools in the north and the south.

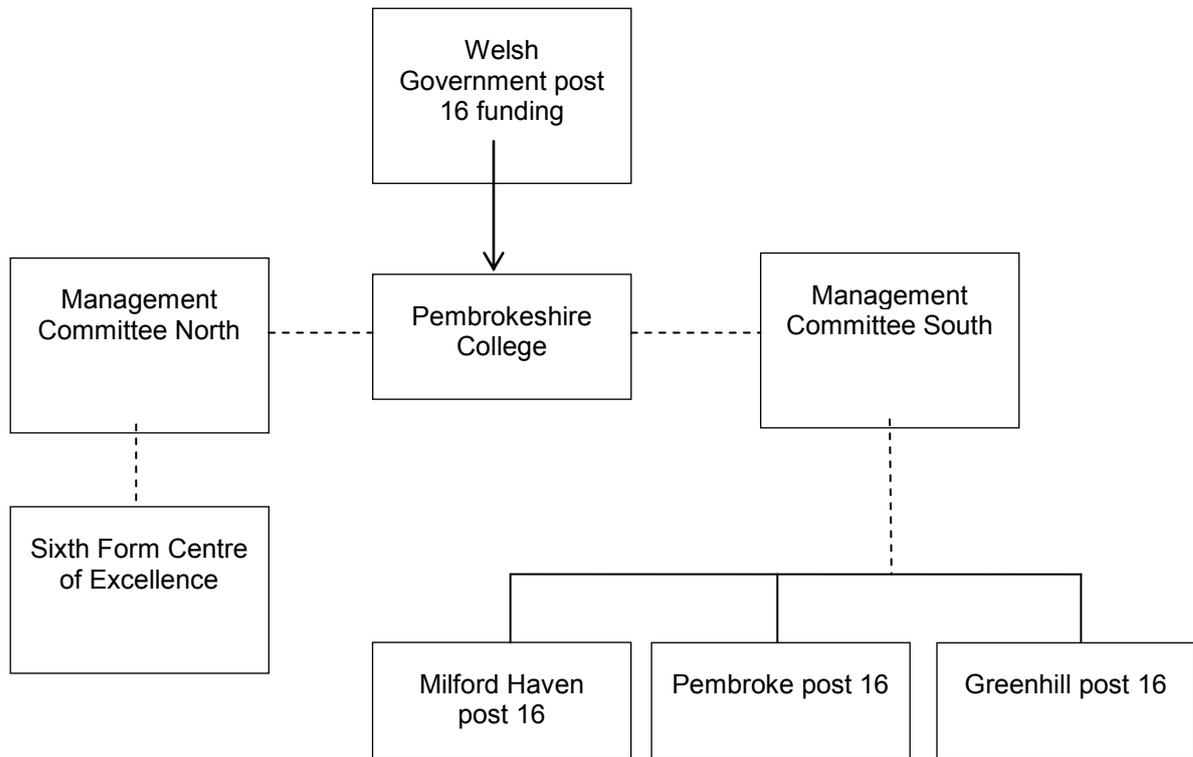
5.7 The Preferred Option

- 5.7.1 The current Federations are bringing about some advantages in learner choice. However, there is no discernible improvement in overall quality, the collaborations are time consuming and slow moving and the need for more urgent impact is vital. In addition, there is the potential for additional revenue savings to be made through further removal of duplication and economies of scales, which are important in a time of public sector cuts. A review in January 2012 across the two collaborations showed that particularly in the north of the County there is still a significant level of repetition of subjects and unviable small classes which needs to be addressed.
- 5.7.2 The LA, driven by the need to remove surplus places, is already considering the configuration on the St David’s peninsular and has recently begun a similar review of the secondary school provision in Haverfordwest.
- 5.7.3 If tertiary is not a solution for the medium term then the indications are that consolidation of post 16 provision would be the next best solution, particularly in the north of the County where the need is greatest. However, consolidation of post 16 provision on its own, without a full tertiary ‘single provider’ is a challenge. From all perspectives – but most importantly the learner perspective - it is critical that the benefits of tertiary are replicated as far as possible. Consolidated post 16 provision, has to ensure that there is shared custody of the learners, equality of input and relinquishing of institutional provinciality.
- 5.7.4 The preferred option therefore in light of the above evidence, is for a single Sixth Form Centre of Excellence in the north of the County, run by a school located in Haverfordwest. It would need to be co-located with the College so that all post 16 learners could have access to both academic and vocational routeways, to ensure that class sizes are maximised and for specialist resources, including staffing, to be shared and maximised. Such a development will retain the concept of a sixth form within a school, attract quality staff and have the potential to become a beacon of excellence attracting new learners through improved outcomes and facilities.
- 5.7.5 In the south of the County, the need to bring together small classes is less compelling although there are still a number of small class sizes and a level of duplication. The more

pressing issue for the south is the access to high quality vocational learning, some of which is currently offered in schools post 14 but the majority of which is only available at the College in Haverfordwest. The proposal for the south is to pursue the development of a College-led Vocational Skills Centre of Excellence in Pembroke to address the vocational needs of learners. This Centre would service the 3 secondary schools in the south, and may attract additional learners as a result of the new buildings and improved facilities.

- 5.7.6 In order to realise the benefits of tertiary as far as possible, there is a need to bring commissioning of post 16 education and training across Pembrokeshire into a single place. With this, a coherent and joined-up approach to the new PBF System can ensure that the breadth of curriculum is maximised for all learners. Post 16 funding would be channelled through the College, which would establish a committee of the Corporation Board to be responsible for the allocation of funding, and which would commission the delivery of post 16 academic education in schools, and all vocational provision within the College. This is described further in Chapter 8 the Management Case.
- 5.7.7 This provides a joined up approach as the College will have the ability to amend its own Instrument and Articles of Government following the enactment of the FE Bill (Autumn 2014). Consequently, it will have the power to amend its composition to include greater representation from the LA. It would establish management committees which would be responsible for commissioning 'relevant' post 16 provision in each part of the County and the associated post 16 funding (See Chapter 8 The Management Case). This would mean that the committees would be responsible for allocating all post 16 funding in Pembrokeshire, including existing College provision.
- 5.7.8 This will provide both the LA and schools with the opportunity to influence and oversee all post 16 provision, including funding, across the County including College provision, and all vocational 14-16, allowing deployment of funds as appropriate.

Diagram 3: Arrangements for Post 16



- 5.7.9 This would also protect the College and ensure its long term sustainability as a key educational asset for the County. It would provide the College with a secure funding base which would exceed the criteria set out by the WG in its transformation agenda that no college should be below a turnover of £15m (Webb 2007). If the College remains at its current size, it would be more difficult to prevent takeover approaches from other large FE and HE institutions from outside of the County. More importantly it would make available to more learners in Pembrokeshire vocational teaching facilities that are second to none in Wales. The preferred option would integrate the College into an education continuum for the progression of pupils and students in Pembrokeshire.
- 5.7.10 Within the preferred solution for both the north and the south, it is proposed that post 14 vocational provision currently delivered within schools would be undertaken by the College to provide high quality teaching and learning and ensure that vocational pathways for progression are unambiguous.
- 5.7.11 Ysgol y Preseli would continue to lead on the delivery of Welsh-medium secondary education in Pembrokeshire. However, it is recognised that the school will soon reach capacity and alternatives may need to be considered for some delivery. As previously stated, the aim of the transformation is that all vocational learning post 14 should be vested with the College and this would apply equally to the Welsh-medium delivery at Ysgol y Preseli.
- 5.7.12 Further consideration may need to be given to the development of a Welsh- medium school in the south of the County. The analysis of surplus places shows a deficit at Ysgol y Preseli which is projected to worsen over the next six years (-6.4% by 2020), yet there is spare capacity within Greenhill (27.9% by 2020). See Table 2. In addition, infant and primary developments in Tenby may influence the volume of Welsh medium learning demand in the locality. However, detailed demand studies, recently commissioned by the

LA, should inform if and when the need for this will crystallise and the best location for any additional school sites.

5.7.13 With regard to Special Educational Needs (SEN) provision the vision is that in Haverfordwest the development of the Sixth Form Centre would facilitate greater integration of SEN learners into mainstream school/College delivery post 16. It will be important to consider the issue of integration as the new build is planned and developed so any special facilities can be integrated to enable a more holistic approach to delivery. For learners with profound and multiple learning difficulties Portfield School will continue to be the main focus for post 16 learning given the excellent facilities that are available in the school.

5.7.14 As part of the transformation solution, these developments will strive to integrate more effectively learners from the Pupil Referral Unit (PRU) into post 16 provision. This will require improved links between the College, the PRU and providers of alternative training opportunities to ensure young people have access to appropriate IAG about their options post 16. It will also require greater development and integration of entry level, L1 provision and traineeships post 16 so that young people have progression options and understand where their choices can lead to in terms of further education, training and employment.

5.7.15 In addition, the developments would also strive to meet the needs of those learners with Additional Learning Needs (ALN). The recent Annual Inclusion Service Report 2012 – 2013 outlines the LA's Pembrokeshire Inclusion Programme⁴³. The Programme consists of three broad and mutually complimentary projects:

Project A : Building capacity in mainstream schools to support pupils with additional needs;

Project B : Evaluating effectiveness and outcomes for pupils with additional needs; and
Project C: Developing support and provision for pupils with additional needs.

5.7.16 An ALN Quality Assurance Framework was introduced in 2013/2014 and will establish a process for identifying school strengths and areas for development.

5.7.17 In terms of its success criteria of 'ensuring provision remains fit for purpose and is best value for money' there are plans to review:

- LRC provision including transport and take up of placements;
- PRU and vulnerable groups provision including take up of placements; and
- Out of County placements and where appropriate development of localised provision that is cost effective and provides easier access for families.

5.7.18 The evidence and responses to these reviews will feed directly into the LA plans for 14 – 19 education provision in Pembrokeshire and the preferred option arising from this Review.

⁴³ <http://mgenglish.pembrokeshire.gov.uk/documents/s22915/ALN%20report.pdf?LLL=0>.

6 Commercial Case

6.1 Introduction

The Commercial case within the Five Case Model considers the next steps in making the preferred option a reality, identifies some of the critical issues which would need to be considered, and provides an initial outline analysis of the risks associated with the proposals. This Report, whilst structured according to the Five Case Model, is not a spending proposal for a project, it is a review and evaluation of 14-19 provision, and a recommendation as to how this could be delivered educationally. Consequently, it does not address all requirements within the Five Case Model, this is evident in the Commercial Case outlined below because of the nature of the specification for the Review. A spending proposal, or proposals, in the format of a Full Business Case, would need to be developed to support the 'preferred option', which would subsequently comply with all the requirements of the Five Case Model.

6.2 Dependencies

6.2.1 There are a number of critical factors which will determine whether the preferred option is implemented:

- The reaction to the recommendations by the Cabinet and the College's Corporation Board;
- The school organisation process, including the outcomes from required statutory processes and consultations for the preferred option;
- The cost/benefit analysis for the preferred option, and for any consequent implications;
- The ability to finance any capital development; and
- The acceptability to the WG.

6.2.2 The statutory processes required in any school organisation proposal are critical to the determination of the outcome. Whilst this review can recommend a preferred option based on the evidence available, it is, in reality, only the statutory process which can determine the ultimate outcome.

6.2.3 Any re-organisation of schools would follow both statutory and local authority processes and requirements. These processes would include a preliminary review, informal consultation and statutory consultation.

6.2.4 These processes would include an appraisal for all schools affected by the proposal which would for example, consider:

- Educational Standards
- Supply and demand for places
- Building Standards
- Value for money
- Welsh language/bilingual provision needs
- Special and Additional Educational Needs
- Transport implications
- An equality impact assessment
- A community impact assessment.

- 6.2.5 In the north of the County, the LA has commenced preliminary reviews of the educational provision in the St Davids area and secondary education provision in the Haverfordwest area.

6.3 Requirements

- 6.3.1 The delivery of the preferred solution would require significant time and commitment from all partners.
- 6.3.2 In summary, the vision for the North is that academic post 16 provision would be consolidated into a single 16 Centre of Excellence co-located with the College. The Centre of Excellence would be part of one of the schools in Haverfordwest.
- 6.3.3 The vision for the south is a development of current arrangements. The proposed Vocational Skills Centre of Excellence at Pembroke School would go ahead with the College taking responsibility for all post 14 vocational provision in the south of the County.
- 6.3.4 Any proposal which required a capital development will need a Full Business Case to be developed to draw down WG capital funds either 21st Century Schools or FE Capital funds.
- 6.3.5 All post 16 funding would be channelled through the College and allocated through a commissioning process, facilitated by management committees – formal committees of the Corporation Board of Pembrokeshire College.
- 6.3.6 Detailed work would need to be undertaken to develop the agreements regarding the delivery of post 16 learning, the curriculum that is vested with the school and that which is the College's responsibility. In principle, the proposal would be that all academic level 3 provision would be delivered by schools, including academic A levels. All vocational provision, including vocational level 3 A levels would be delivered by the College. However, the operability of such an arrangement needs to be worked through in detail.
- 6.3.7 Significant effort would need to be expended upon the development of the commissioning and funding arrangements. This would need to include the Governance arrangements, which are exemplified in Chapter 8 the Management Case, and associated legal requirements. It would also require Pembrokeshire College's Corporation Board specifying these arrangements within its Instrument and Articles of Government. Critically, the quality assurance arrangements for ensuring the quality of teaching and learning across all learning would need to be specified, to ensure that young people are receiving consistently high quality learning experiences and that outcomes are maximised.
- 6.3.8 At the earliest opportunity, the LA and the College should consider the delivery of IAG and determine how this can be introduced to ensure impartiality, and act in the best interests of the learner. Co-location of vocational and academic level 3 provision would aid significantly a natural desire for learners to 'stick with' their friends regardless of course choice – a sentiment which may not be in the best interests of career progression.
- 6.3.9 Detailed work would need to be undertaken to determine the best location in Haverfordwest for the new Sixth Form Centre and how this would integrate both academic and vocational L3 learning. The LA, the secondary schools and the College need to determine the best way to both develop and then run the new centre in terms of facilities management.

- 6.3.10 Academic provision would continue to be delivered by the three schools in the south with further rationalisation of provision to improve viability – both educational and financial for all learners.
- 6.3.11 The LA, Pembroke School and the College need to develop a Full Business Case for the development of the Vocational Skills Centre of Excellence in line with other planned capital developments within the 21st Century Schools initiatives.
- 6.3.12 Proposed funding, financing and payment mechanisms for any capital development requirements, and/or associated revenue would need to be worked through and agreed.
- 6.3.13 The preferred option has significant implications on staff, and these would need to be explored in detail. Given the changes to both academic and vocational provision, and implications under the Transfer of Undertaking – Protection of Employees (TUPE) Regulations 2006 would need to be considered. Clearly consultation in this area would be critical.
- 6.3.14 Inspection arrangements would have to be considered. Level 3 academic provision would legally be part of the school. However, the commissioning process means that funding would come via the College. This would need to be discussed and agreed with Estyn and the WG.

6.4 Risks

- 6.4.1 In consultation with the JWP an initial outline strategic risk analysis has been undertaken on the preferred option. The outcome of this can be found in Appendix L. The process of reviewing the risks identified has grouped and classified them according to the likelihood of their occurrence and the impact they would have.
- 6.4.2 At this stage, the risk assessment is a high level analysis of key risks, which, by definition, will pick up and highlight the areas of higher risk. A more comprehensive analysis will be required as the transformation process develops.
- 6.4.3 A number of significant risks have been identified, which may prevent the delivery of the preferred option, including:
- lack of acceptability to stakeholders
 - lack of funding/finance
 - lack of acceptability to either the College Governing Body or Elected Members
 - consultation outcomes are in conflict with the preferred option
 - agreement cannot be reached on the commissioning arrangements and who delivers which aspects of the curriculum

7 Financial Case

7.1 Introduction

This chapter sets out the Financial Case for the proposed change. It outlines the financial positions of the LA and the College, comments on transitional arrangements and operational arrangements.

A detailed analysis of the financial implications of the preferred option, as would normally be included in the Financial Case, has not taken place and will be developed as part of the full business case for the proposed change as this progresses.

This Report, whilst structured according to the Five Case Model, is not a spending proposal for a project, it is a review and evaluation of 14-19 provision, and a recommendation as to how this could be delivered educationally. Consequently, it does not address all requirements within the Five Case Model, this is evident in the Financial Case outlined below because of the nature of the specification for the Review. A spending proposal, or proposals, in the format of a Full Business Case, would need to be developed to support the 'preferred option', which would subsequently comply with all the requirements of the Five Case Model.

7.2 The LA

7.2.1 The LA is committed to:

- Improving learner outcomes;
- Improving the learning environment within schools and the community;
- Providing value for money;
- Providing a sustainable and affordable model of delivery for the future having regard for the current financial position and the future number of learners within the sector.

7.2.2 The LA has consistently delivered balanced budgets since its inception in 1996, and is well placed to meet the financial challenges posed by current and future funding reductions from central Government. The Wales Audit Office has consistently complemented the LA on its financial management. The WAO Annual improvement report issued in April 2013 confirmed that the Annual Audit letter concluded "that there had been effective budget setting, monitoring and financial reporting arrangements during 2011-12."

7.2.3 The LA continues to set the lowest council tax in Wales, and delivers high quality services at a low council tax.

7.2.4 Further evidence of the LA's financial position is contained within its annual financial statements - notable having maintained a £6.5m general working reserve since its inception in 1996. This now represents 1.9% of estimated gross revenue expenditure (the WAO have confirmed this to be a prudent amount). This is in addition to other earmarked capital and revenue reserves. These include individual schools reserves as shown in the table below.

Table No 23: School Resources

	2011 £'000's	2012 £'000's	2013 £'000's
Primary	2,612	2,434	2,204
Secondary	1,184	875	499
Special	163	115	75
TOTAL	3,959	3,424	2,778
Number in deficit	2	0	2

Source: Pembrokeshire County Council

- 7.2.5 Total reserves equate to £157 per pupil which is consistent with the Welsh average of £154 per pupil as at the end of March 2013.
- 7.2.6 The LA's debt levels have also remained at a prudent level of £128m or 6.3% of budget requirement being earmarked for revenue financing costs.
- 7.2.7 The LA is therefore well placed to meet future challenges and has delivered cost savings of some £8.0m as a consequence of reductions in grant support in the last 4 year period, and faces further reductions in Revenue Support Grant of 3.7% (£6.4m) for 2014/15. This will necessitate further cost reductions of £12.9m for 2014/15 and £7.1m in 2015/16 based on current indicative figures.
- 7.2.8 The LA's capital programme includes investment proposals of £149.9m in the 21st century schools programme (one of the largest programmes in Wales) which will facilitate change and improvement within the school building stock generally but a significant amount is likely to be targeted towards the secondary school sector.
- 7.2.9 Historically the LA has funded schools in the top quartile of Welsh Authorities on a per pupil bases as seen in the table below:

Table 24: Gross Delegated Schools Budgeted Expenditure (per pupil)

2012/2013			2013/2014		
Authority	Delegated Expenditure Per Pupil (£)	Ranking	Authority	Delegated Expenditure Per Pupil (£)	Ranking
	£			£	
Ceredigion	4,898	1	Blaenau Gwent	5,160	1
Conwy	4,773	2	Ceredigion	5,139	2
Blaenau Gwent	4,751	3	Isle of Anglesey	4,947	3
Gwynedd	4,746	4	Gwynedd	4,911	4
Pembrokeshire	4,710	5	Conwy	4,877	5
Isle of Anglesey	4,706	6	Denbighshire	4,828	6
Denbighshire	4,635	7	Pembrokeshire	4,826	7
Monmouthshire	4,607	8	Merthyr Tydfil	4,763	8
Carmarthenshire	4,598	9	Family of Authorities	4,728	
Family of Authorities	4,581		Powys	4,666	9
Powys	4,560	10	Monmouthshire	4,658	10
Neath Port Talbot	4,514	11	Carmarthenshire	4,653	11
Cardiff	4,504	12	Cardiff	4,622	12
Merthyr Tydfil	4,485	13	Rhondda Cynon Taf	4,609	13
Welsh Average	4,472		Welsh Average	4,601	
Rhondda Cynon Taf	4,440	14	Neath Port Talbot	4,554	14
Wrexham	4,415	15	Wrexham	4,524	15
Swansea	4,376	16	Bridgend	4,459	16
Bridgend	4,290	17	Swansea	4,451	17
Caerphilly	4,289	18	Torfaen	4,443	18
Torfaen	4,274	19	Caerphilly	4,437	19
Flintshire	4,239	20	Flintshire	4,348	20
Vale of Glamorgan	4,229	21	Vale of Glamorgan	4,324	21
Newport	4,222	22	Newport	4,298	22
Upper Quartile	4,653		Upper Quartile	4,653	

Source : Welsh Government

- 7.2.10 With regard to the WG's commitment to protect school's budgets, the secondary schools budget for 2014/15 is proposed to be £35.4m.
- 7.2.11 This includes £4.9m post 16 WG funding for sixth forms, which has been reduced by £444,000. This will represent a significant challenge to the secondary schools that in some cases are already facing very testing financial circumstances. On the basis that the secondary schools have to ensure that pre and post 16 funding stream are kept separate (i.e. no cross subsidisation) it will be essential that post 16 provision can be financed independently.
- 7.2.12 Overall, secondary schools face falling rolls of 200 pupils each year for the next 3 years. There are currently over 16.4% spare secondary school places in the 11-18 sector and this is predicted to rise to over 20% by 2020 unless capacity is reduced to reduce costs and inefficiencies.
- 7.2.13 The impact of the above on secondary schools will be:
- Less teachers;
 - The quality of teaching declining as teachers teach more non specialist subjects;
 - Restriction of curriculum opportunities as teaching numbers fall; and

- Small class sizes - the lack of critical mass could impact on the quality of provision.

7.3 The College

7.3.1 The College has delivered consistent operating cash surpluses in each of the last 5 years, despite increasing financial constraints on the sector. The results are presented below.

Table 25: Pembrokeshire College trend in Financial Performance

Key Financial Measure	2009 £'m	2010 £'m	2011 £'m	2012 £'m	2013 £'m
Income					
< Funding Council	13.0	13.6	13.7	14.2	14.8
< Other	4.2	4.4	4.7	4.7	4.5
< Third party WBL provision through the consortium	0.2	0.2	0.2	4.7	6.2
Total income	17.4	18.2	18.6	23.6	25.5
Operating cash surplus (see page 32)	1.3	1.5	1.1	1.3	1.4
Surplus for the year (before profits on sale of assets)	(0.2)	0.3	0	0.3	0.4

Source: Pembrokeshire College Financial Statements 2012/13

7.3.2 The key measure for assessing the College's financial performance is the operating cash surplus. This is the surplus for the year before non-cash movements (depreciation, release of capital grants and FRS 17 charges) and profits on sale of fixed assets.

7.3.3 Income reliance on WG income increased to 80% in 2012/13, (77% in 2011/12). The College is committed to developing an income generation strategy and continuing to pursue and exploit alternative funding sources in order to support innovative developments in line with the needs of the learner.

7.3.4 The assets and liabilities of the College are set out below:

Table 26: Pembrokeshire College Asset and liability trend

	Actual 2008/09 £'m	Actual 2009/10 £'m	Actual 2010/11 £'m	Actual 2011/12 £'m	Actual 2012/13 £'m
Fixed Assets	19.2	21.2	20.7	20.3	19.9
Cash	3.1	3.1	3.1	3.9	4.6
Loans	(1.8)	(1.6)	(1.4)	(1.2)	(1.1)
Other net current balances	(0)	(0.1)	0.3	0	(0.1)
Early retirement provision	(0.7)	(0.7)	(0.7)	(0.7)	(0.7)
Pension Liability	(3.7)	(3.7)	(3.2)	(4.5)	(3.8)
Net Assets	16.1	18.2	18.8	17.8	18.8
Deferred capital grants	6.6	8.0	7.8	7.4	7.0
Reserves	9.5	10.2	11.0	10.4	11.8
Net Assets	16.1	18.2	18.8	17.8	18.8

Source: Pembrokeshire College Financial Statements 2012/13

7.3.5 Given the uncertainties facing the sector, a decision has been taken to increase the cash balances and deposits. The College's cash position improved by £0.7 million compared with the prior year.

- 7.3.6 Over the last 5 years the College has spent £8 million on capital expenditure. This has been funded by grants, the sale of fixed assets and from reserves. This investment has created first class facilities (second to none in Wales and comparable with the best in the UK) for 16 plus learners in Pembrokeshire.
- 7.3.7 The College currently has a mortgage of £1.1m repayable over 15 years.
- 7.3.8 The College's Welsh Government funding will decrease by 2.07% for 2014/15.

7.4 Transition Costs

- 7.4.1 The transition process would be led by an expanded JWP, supported by operational committees and the Transformation Manager. This is explained further in the next chapter. Detailed work needs to be done to develop a transition budget for both the LA and the College to enable the costs to be monitored and managed.
- 7.4.2 The additional costs incurred as a result of detailed planning work for capital build elements will be accounted for by both organisations as part of the capital projects. Again, once the detail of the capital developments has been determined, a detailed budget will need to be developed by both the LA and the College for project management aspects.

7.5 Operational costs

- 7.5.1 One of the aims of the transition process is to deliver more financially efficient post 16 curriculum across Pembrokeshire. The proposed options for the north and south of Pembrokeshire will enable curriculum to be rationalised and small class sizes to be all but eliminated. This should enable the current depth and breadth of curriculum to be maintained despite the reductions in post 16 funding. It will enable savings to be released which can be reinvested in funding learner transport and in the facilities that learner's access, thereby increasing educational benefits without a significant increase in cost.
- 7.5.2 Further modelling work needs to be done on this to identify potential revenue savings based on costs of delivering the current learner choice across the various locations having had regard to one off non-recurring transition costs, and some potential additional non-school based costs. The modelled costs will need to be benchmarked against other authority's costs to prove value for money and matched against other similar rural authorities.

7.6 Capital Costs

- 7.6.1 Currently, the LA have a 21st Century Schools funding bid which has been accepted by the WG and which has an element identified for secondary schools. Similarly the College has submitted a post 16 capital bid lodged with the WG for the development of the College site.
- 7.6.2 It is proposed as part of the transformation process to combine the secondary element of the 21st Century Schools bid and the College capital funding to make the changes a reality. Detailed work needs to be undertaken on the site and costs for the development of the Sixth Form Centre in Haverfordwest and further work to take forward the Vocational Skills Centre in Pembroke. Allied to this the LA will need to consider the impact of wider secondary school organisation proposals on capital funding needs. A Full Business Case would need to be produced for the preferred option.

7.7 Conclusion

- 7.7.1 Both the LA and the College have been financially strong, but both are now facing reductions in funding which is presenting challenges in terms of delivery models.
- 7.7.2 The introduction of the Programme Based Funding (PBF) System in 2014 will impact on the curriculum offer within both schools and College and focus attention on ensuring that learners are undertaking the right course for them at 16 and that they are retained within the programme of learning and succeed.
- 7.7.3 There are known reductions in post 16 funding for 2014/15. The impact of these reductions in funding for the secondary schools and the College will mean that all organisations involved in education and training will have to ensure that there is effective and efficient delivery of services. The LA, the secondary schools and the College will need to work together to find creative solutions for the learners in Pembrokeshire. That said, both the LA and College have experience of delivering change and have significant experience of managing capital projects.

8 Management Case

8.1 Introduction

This chapter addresses within the Five Case Model the ‘achievability’ of the proposed project in terms of governance and management arrangements, and provides an initial outline of the change process. Strong collaborative leadership and management of the process will be critical to the achievement of the preferred outcome.

8.2 Dependencies

8.2.1 As previously stated in the Commercial Case, there are a number of critical factors which will determine whether the preferred option is implemented in reality.

8.2.2 This review has to make the assumption that the preferred option is both accepted and implemented, in order to advise on and conclude its Management Case.

8.3 Leading the Transformation and Change process

8.3.1 Both the College’s Corporation Board and the LA are aware of the need to plan and manage the transformation process from a strategic perspective. An expanded JWP would oversee the development and delivery of the preferred option, reporting through to the College’s Governing Body and the Cabinet at the LA.

8.3.2 Clearly it is not practical to detail the change management process at this point. However, as this document would inform the school organisation process, a reasonable outline would be as follows:

3 February 2014:	Present findings to Cabinet and College Governing Body
10 February 2014:	Cabinet and College Governing Body meetings
February- July 2014:	Consideration of the Report and impact on schools organisation programme, to include any required consultations with all key stakeholders
July 2014 onwards:	Development of full project plan

8.3.3 The JWP would develop a detailed project plan to map out the timescales for delivery of the necessary changes and identify key milestones and success factors against which progress would be monitored.

8.3.4 The JWP would be reconstituted to include:

LA:	Director of Children and Schools Chief Education Officer Director of Finance Director of Transportation and Environment
College:	Principal Deputy Principal Assistant Principal Head of Curriculum
Joint:	Transformation Manager The Estates and Facilities Manager

8.3.5 The JWP would appoint a number of committees, which would include:

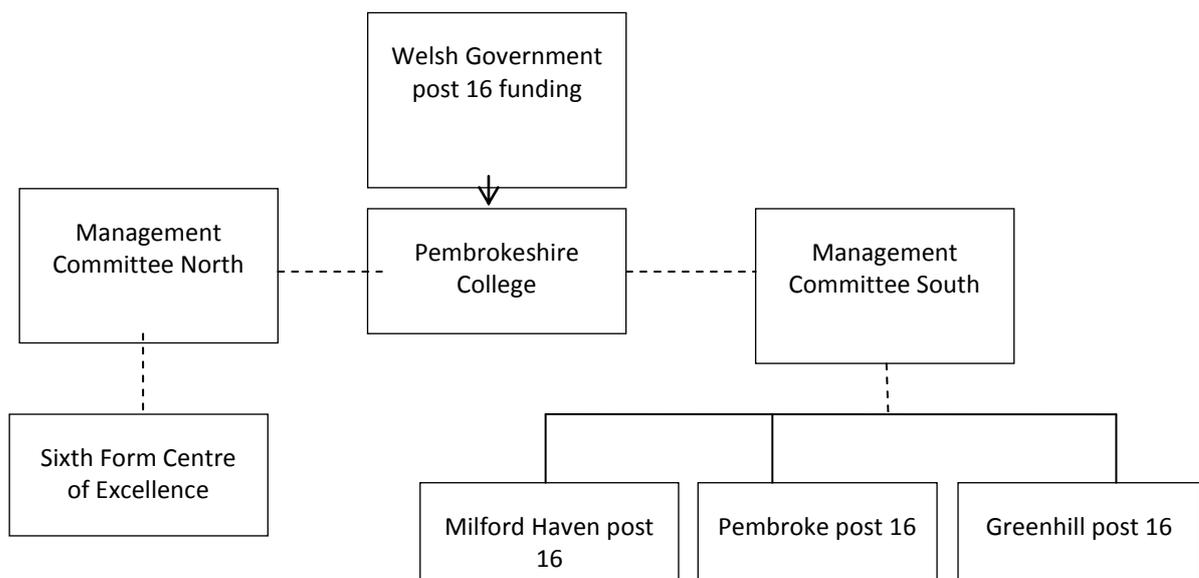
- Governance and management
- Commissioning and funding
- Personnel
- Infrastructure
- Curriculum and quality

- 8.3.6 Each committee would have its own Terms of Reference, and would report into the JWP.
- 8.3.7 The Transformation Manager – a joint appointment – is already in post. To support the Transformation Manager, the College Estates and Facilities Manager is working part time with the LA to develop the 21st Century Schools bids for Pembrokeshire. The Estates and Facilities Manager would provide the necessary inputs to develop the capital bids for the Sixth Form Centre in Haverfordwest and the Vocational Centre in Pembroke.
- 8.3.8 It is evident that both the LA and the College are working closely through the early stages of the process to ensure that the Cabinet and the Governing Body are kept fully informed and have access to the same information and data.
- 8.3.9 A communication plan would be developed jointly by the LA and the College. The plan would consider both internal and external communication of the transformation process. This communication plan would ensure that both the LA and the College are giving the same messages and that the timings of communication are managed across the two entities.
- 8.3.10 The Communication plan would include:
- regular communication with learners, and a feedback mechanism
 - regular communication with parents, and a feedback mechanism
 - planned press articles for stakeholder involvement

8.4 Governance of the Preferred Option

8.4.1 The diagram below depicts the flow of funding.

Diagram 4 Proposed Post 16 Funding



- 8.4.2 Under the Further and Higher Education (Wales) Bill 2013, due to gain Royal Assent in January 2014, and due to be effective from 1 August 2014, the College will have greater freedom to determine its own Instrument and Articles of Government. As a result, it will be able to determine the composition of the Corporation Board, and any requirements for categories of membership. In contrast, within the Statutory Framework, Schools do not have such freedoms to determine the composition of their Governing Body.
- 8.4.3 The Corporation Board composition would be reviewed to include greater representation from the LA. The composition can be determined locally following the enactment of the Further and Higher Education (Wales) Bill 2013.
- 8.4.4 The Corporation Board would establish two management committees – one each for the north and south of the County. Each committee would be responsible for commissioning 'relevant' provision in each part of the County and associated post 16 funding.
- 8.4.5 Critical here is that relevant provision should include all full time vocational provision currently delivered by the College, as well as vocational provision in schools, and level 3 academic provision in schools and the College. This would allow the LA and schools to influence how the entire FE post 16 budget is deployed in Pembrokeshire.
- 8.4.6 The strength of the partnership arrangements between the LA, secondary schools and the College would maximise curriculum choice for learners, data would be shared along with pastoral information. This would create an effective and efficient 'Team around the learner' approach. It would also provide a good link with 14 -16 school pupils. This would inextricably tie the College and the LA together in terms of commissioning and delivery of provision.
- 8.4.7 Any established Sixth Form structure would not be able to be changed without the statutory consultation process or intervention from the WG.
- 8.4.8 Relevant' provision would therefore include:
- All level 3 academic provision post 16
 - All level 3 vocational provision post 16
 - All level 1 and 2 vocational provision post 14
- 8.4.9 The management committee would have a range of responsibilities, and would ensure:
- appropriate funding of relevant provision
 - quality of post 16 education
 - responsibilities to be discharged with the interests of learners at the core and in compliance with statutory regulations.
- 8.4.10 The management committees would:
- include representatives from the College, the LA, post 16 centre of excellence in the north, and the schools
 - plan relevant delivery
 - commission relevant delivery
 - be responsible for all post 16 funding
 - scrutinise quality
 - advise the Corporation Board and School Board
 - support the Corporation Board and School Board
- 8.4.11 The constitution of governing bodies of schools must be in accordance with The Education Act 2002. The Instrument of Government and membership must be in accordance with The Government of Maintained Schools (Wales) Regulations 2005.

- 8.4.12 These Regulations determine categories of governors and membership numbers. This does not allow the flexibility afforded to further education institutions under the new Further and Higher Education Bill (Wales) 2013. Nevertheless, it is recommended that consideration is given to the College having at least one representative on the School Governing Body.

9 Summary and Recommendations

9.1 Introduction

- 9.1.1 The changes to the delivery and provision of education and training in Pembrokeshire, proposed in this review are in response to both the WG's paper 'Transforming Education & Training Provision in Wales: Delivering Skills that Work for Wales' (2008) and the necessity to meet better the needs of the learners in Pembrokeshire.
- 9.1.2 This chapter considers the criteria set out in the WG's 2008 Paper and highlights the strategic fit of the preferred option to these criteria.

9.2 Appraisal summary of 'Transforming Education and Training Provision in Wales' 2008

- 9.2.1 **Criteria 1: The strategic fit**
The details within the strategic case set out both the need for change and how the proposed solution will address a number of key strategic issues around sustainability, learner choice, improved quality, progression opportunities and value for money.
- 9.2.2 **Criteria 2: Improvements for learners**
The preferred option will provide learners with a more coherent breadth of provision with evident progression routes and ensure that by bringing provision together through either a single Centre of Excellence or increased collaboration the overall breadth of provision can be maintained and learner outcomes should improve.
- Through vesting vocational curriculum with the College this will provide learners with a clear progression route from entry level through to Higher Education or Higher Apprenticeships and thus engage and reengage more learners.
- 9.2.3 **Criterion 3: Improvements for employers and the local economy**
The core aim of this transformation is to retain more young people in meaningful education and training, which leads to good outcomes and progression into employment. By ensuring the curriculum is joined up to enable progression, and by linking the offer to employment opportunities, employers will have access to better-prepared employees and thus the local economy will benefit. This has been noted in the Economic Regeneration Strategy (The Swansea Bay City Region Economic Regeneration Strategy 2013-2030) as a need to be addressed. As a result of the proposed changes the systems will be more efficient which will allow for greater breadth and responsiveness to employer needs.
- 9.2.4 **Criterion 4: Cost effectiveness and long term sustainability and financial benefits**
The need to rationalise provision is increasingly important given the pressure on both school and FE funding. The preferred option will enable significant improvements in rationalisation of provision in terms of reducing small class sizes and bringing provision together to better utilise specialist facilities. This will provide financial efficiencies and ensure that the broadest breadth of provision is sustainable. It will also improve the educational effectiveness of the provision.
- The pooling of potential 21st Century funds by the LA and the College to increase capacity to make the necessary capital developments will also have cost benefits for all: both in terms of build costs and project management costs.
- 9.2.5 **Criterion 5: Acceptability and impact of the proposal in the context of the constituent local authority, community learning, further education providers as well as DfES**

The process to conclude on the preferred option has involved engagement with a wide range of stakeholders in Pembrokeshire, and an analysis of the research and the evidence on improving the delivery and provision of education and training across Pembrokeshire. A positive reaction to the consultation process was received and there was agreement to the need for change. There is substantial evidence to support the case for change.

The preferred option will require some major changes to the day to day working for the schools and the College. Some education stakeholders may view this negatively but the benefits of a more coherent curriculum with improved quality outcomes, good progression routes into FE or HE and the ability to sustain the breadth of provision should override these concerns.

The preferred option will ensure that there is greater integration of the other education and training providers in Pembrokeshire into the strategic planning of post 14 education and training provision in Pembrokeshire to ensure that all learners have an appropriate progression route from school.

9.2.6 Criterion 6: Provision of high quality learning

The preferred option will concentrate learning provision and provide greater critical mass which will enable quality improvement strategies to have a greater impact. The commissioning of provision by the College and LA will ensure that provision is only commissioned where there is a high and improving quality profile. In addition, the increased cost-effectiveness of the provision will allow for the retention of highly specialist lecturers and teachers to be focused on their specific subject areas.

9.2.7 Criterion 7: Enhancement of Welsh language and bilingual provision

The preferred option will ensure that Welsh-medium and bilingual delivery continues to grow within Pembrokeshire for post 14 learners with a clear commitment from the LA and the College to develop new opportunities particularly vocational routeways.

9.2.8 Criterion 8: Demonstrate improvements in equality and diversity

The preferred option will ensure that all learners have equality of opportunity and access to the widest possible high quality provision and the needs of SEN and ALN learners are addressed.

9.2.9 Criterion 9: Governance and Management arrangements

The details of governance and management set out in Chapter 8 demonstrate that both the process of transition and the resultant new structures, embedded where appropriate in the Instrument and Articles of the College, will have clear and robust governance arrangements which bring together the LA, the secondary schools and the College.

9.2.10 Criterion 10: Demonstration of anticipated sources of funding to facilitate the proposal

The proposed preferred solution identifies the need to pool capital resources to enable the required capital development to take place and the rationalisation of provision into larger groups to realise efficiencies and fund the change process.

9.3 Recommendations

- 9.3.1** The recommendations for the future development of 14-19 delivery and provision of education and training in Pembrokeshire are set out below. The preferred option recognises that a single solution for Pembrokeshire is not appropriate and a more tailored approach is required which meets the needs of the County. The recommendations are based on the evidence pertinent to Pembrokeshire, feedback from the key stakeholder consultations and the analysis of the criteria set out in the WG's 2008 Transformation paper.

Recommendation 1:

A Sixth Form Centre of Excellence in Haverfordwest to be developed, under the governance of a local school, which provides a single joined up location for all L3 delivery for 16-19 year olds. The Centre will be co-located with, or close to the College so that all post 16 learners could have access to a mixed curriculum of academic and vocational programmes of study. As part of the school organisation process, the LA will consider the needs of Welsh medium learners and those with SEN or ALN.

Recommendation 2:

Ysgol y Preseli to keep its Sixth Form but deliver only A Levels through the medium of Welsh. This will require an effective partnership between the Ysgol y Preseli and the College to be further developed for vocational provision.

Recommendation 3:

To meet the needs of learners in the south of the County a Vocational Skills Centre of Excellence to be developed and run by the College on the site of Pembroke School. Vocational provision for all secondary schools in the south would be delivered at the Vocational Centre; and the secondary schools in the south to work more closely to further develop collaborative delivery post 16 for academic A Level provision.

Recommendation 4:

All vocational delivery post 14 across Pembrokeshire to be the responsibility of the College to provide high quality learning experiences, access to specialist facilities and staff and ensure good vocational progression routes.

Recommendation 5:

All post 16 academic and vocational funding to be routed through the College for the commissioning of the secondary schools academic provision in Pembrokeshire. The governance arrangements at the College to be developed to increase representation from the LA and the secondary schools and develop management committees in both the north and south of the County. The management committees would be responsible for commissioning 'relevant' post 16 provision in each part of the County and the associated post 16 funding. Clear reporting mechanisms to the College Corporation Board and the Cabinet of the LA will need to be established.

Recommendation 6:

Capital funding should be pooled by the College and the LA for the development of Haverfordwest and Pembroke sites. Joint ownership of the buildings should be considered to enhance the long term sustainability and inter-dependence of the partnership of the LA, the secondary schools and the College.

Strategic Review into the Development and Delivery of 14-19 Education and Training Provision in Pembrokeshire

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Contents

List of Appendices	4
List of Acronyms	5
1 Introduction	6
1.1 Project Purpose	6
1.2 The Purpose and Format of this Report	6
1.3 The Methodology	7
2 Executive Summary	9
2.1 The Brief	9
2.2 Background	9
2.3 The Strategic Case and Case for Change	9
2.4 The Economic Case	11
2.5 The Commercial Case	13
2.6 The Financial Case	13
2.7 The Management Case	14
2.8 Conclusion	14
3 The Strategic Case	16
3.1 Introduction	16
3.2 National Context	16
3.3 The Regional Context	21
3.4 The local context: Overview of Pembrokeshire	23
3.5 Welsh Medium and Bi-lingual provision	37
3.6 Quality and Performance	40
3.7 Progression and Destination of learners	47
3.8 ALN	50
3.9 Facilities	50
4 The Case for Change	54
4.1 Introduction	54
4.2 Existing arrangements	54
4.3 The Investment Objectives – what do we want to achieve?	60
4.4 Conclusion	61
5 Economic Case	62
5.1 Introduction	62
5.2 Vision	62
5.3 Success Criteria	62
5.4 Options Development	63
5.5 Long list options analysis	64
5.6 Outcomes of analysis of Long List	68
5.7 The Preferred Option	74
6 Commercial Case	78
6.1 Introduction	78
6.2 Dependencies	78
6.3 Requirements	79

6.4	Risks.....	80	
7	Financial Case.....	81	
7.1	Introduction.....	81	
7.2	The LA.....	81	
7.3	The College.....	84	
7.4	Transition Costs.....	85	
7.5	Operational costs.....	85	
7.6	Capital Costs.....	85	
7.7	Conclusion.....	86	
8	Management Case.....	87	
8.1	Introduction.....	87	
8.2	Dependencies.....	87	
8.3	Leading the Transformation and Change process.....	87	
8.4	Governance of the Preferred Option.....	88	
9	Summary and Recommendations.....	91	
9.1	Introduction.....	91	
9.2	Appraisal summary of 'Transforming Education and Training Provision in Wales' 2008		91
9.3	Recommendations.....	92	

List of Appendices

- Appendix A - Specification for the appointment of Educational Consultants to undertake the 14 – 19 Strategic Review
- Appendix B - List of consultees involved in the 14 – 19 Strategic Review Briefings
- Appendix C - Secondary Pupil Numbers – January 2013
- Appendix D - Capacity in secondary schools 2014-2020
- Appendix E - Summary of Estyn Inspection Results 2004-2010 Cycle
- Appendix F - How do surplus places affect the resources available for expenditure on improving outcomes for pupils? Estyn May 2012
- Appendix G - The impact of school size and reorganisation on educational effectiveness 2009 – 2013
- Appendix H - Improving a Quality Profile - Moving to Excellent 2006 – 2013
- Appendix I - Supporting more able and talented pupils in secondary schools Estyn June 2012
- Appendix J - Advantages and disadvantages of each option
- Appendix K - Case studies on Tertiary Provision
- Appendix L - Risk Analysis
- Appendix M - Pembrokeshire College Learner Outcome Reports 2011/12

List of Acronyms

ALN	Additional Learning Needs
CUSP	Colleges and University Strategic Partnership
DfES	Department for Education and Skills
DWP	Department of Work and Pensions
ESF	European Social Fund
FE	Further Education
FEI	Further Education Institution
HE	Higher Education
HEI	Higher Education Institutions
IAG	Information, Advice and Guidance
JWP	Joint Working Party
LA	Local Authority
LLWR	Lifelong Learning Wales Record
NEETs	Not engaged in education, employment or training
PIAP	Post Inspection Action Plan
PLASC	Pupil Level Annual School Census
RNDP	Regional Network Development Plan
RLP	Regional Learning Partnership
SOC	Strategic Outline Case
SSA's	Sector Subject Areas
SEN	Special Educational Needs
UWTSD	University of Wales Trinity St David
WESP	Welsh Education Strategic Plan
WIIP	Wales Infrastructure Investment Plan.
WBL	Work Based Learning
WG	Welsh Government
YEPF	Youth Engagement and Progression Framework

1 Introduction

1.1 Project Purpose

- 1.1.1 Pembrokeshire County Council (the LA) and Pembrokeshire College (the College) have both developed strategic proposals to support the Welsh Government's (WG) paper for post-16 education and training reconfiguration, 'Transforming Education and Training Provision in Wales: Delivering Skills that Work for Wales'¹.
- 1.1.2 Joint planning and commissioning of post 16 provision across the County has been in operation since 2010, under a soft Federation arrangement in the north and the south of the County. Through the Pembrokeshire Federation's Commissioning Model, collaboration on planning provision and removal of some duplicated learning provision has taken place.
- 1.1.3 However, it was recognised by the LA and the College that a more strategic approach to education and training across the County was required to impact positively on learners, employers and local communities, and that in order to secure a more effective and efficient model, more impetus was required.
- 1.1.4 Following an executive review, the Chief Executive of the LA and the Principal of the College agreed that, in line with the WG's Transformation Agenda, a joint Strategic Review (the Review) into the development and delivery of 14-19 education and training provision throughout Pembrokeshire should be undertaken.
- 1.1.5 It was agreed that the Review would evaluate current 14 – 19 education and training provision and curriculum delivery across the LA and the College. The findings would:
- provide evidence to inform the future direction of education and training in Pembrokeshire; and
 - ensure that all capital investment by the LA and schools is co-ordinated effectively.
- 1.1.6 The LA and the College have developed strategic proposals for capital investment as part of the 21st Century Schools programme which have been submitted to the WG. These programmes and projects have been approved in principle, but they are subject to various approvals and conditions at business case level in line with the HM Treasury's Five Case model (the Five Case Model)². The Review would inform these business cases as they are developed.
- 1.1.7 The decision was made to make a joint appointment of a Transformation Manager to drive the joint 14-19 agenda, and support the appointed educational consultants to undertake the Review. In addition, the College's Estates and Facilities Manager was seconded three days per week to work with the LA's on its 21st Century Capital Funding programme.
- 1.1.8 In June 2013, Tribal Education Ltd (Tribal) was jointly commissioned by the College and the LA to undertake the Strategic Review and to undertake an options appraisal to identify possible ways of providing innovative exciting new learning opportunities in Pembrokeshire in the 21st Century and beyond. The specification for the appointment of Educational Consultants can be found at Appendix A.

1.2 The Purpose and Format of this Report

- 1.2.1 This Report outlines the process involved in undertaking the Review, identifies the case for change, and arrives at a preferred option.

¹ <http://wales.gov.uk/docs/dcells/publications/100301transformationpolicyen.pdf>

² <http://wales.gov.uk/docs/caecd/publications/121001wiip5casemodel.pdf>

- 1.2.2 In line with WG requirements, the document is structured in line with the Five Case Model, which is mandated for use by public sector organisations for the delivery of the Wales Infrastructure Investment Plan (WIIP)³. This Plan is the WG's key vehicle to drive collaboration, increase visibility and deliver strategic capital investment decisions.
- 1.2.3 The Five Case Model requires organisations to consider the following for each individual spending proposal:
- The Strategic Case: that the proposal provides holistic fit and is supported by a compelling case for change;
 - The Economic Case: that the proposal optimises public value, and demonstrates the options for change;
 - The Commercial Case: that the preferred option will result in viable procurement and a well-structured 'deal';
 - The Financial Case: that the preferred option is fundable and affordable;
 - The Management Case: that the preferred option is capable of being delivered successfully, in accordance with recognised best practice.
- 1.2.4 This Report, whilst structured according to the Five Case Model, is not a spending proposal for a project. Rather, it is a review and evaluation of 14-19 provision, and a recommendation as to how this could be delivered educationally. Consequently, it does not address all requirements within the Five Case Model. This is evident in both the Commercial Case and the Financial Case because of the nature of the specification for the Review. A spending proposal, or proposals, in the format of a Full Business Case, would need to be developed to support the 'preferred option', which would subsequently comply with all the requirements of the Five Case Model.
- 1.2.5 Tribal's role throughout the Review was to research, provide evidence, gather thoughts, ideas and views and draw these together into a coherent outcome of a preferred option, which reflects the vision, achieves the identified benefits and is deliverable. Tribal, Pembrokeshire College and Pembrokeshire County Council have jointly developed this Report.

1.3 The Methodology

- 1.3.1 The approach adopted for the Review had four elements which built a case to identify a preferred option for the way forward:

Establishment of a Joint Working Party (JWP)

- 1.3.2 The Review was overseen by a Joint Working Party (JWP) set up as part of the process to steer the Review and lead in the development of the outcomes. The JWP was made up of the Director of Children's Services and the Chief Education Officer from the LA and the Principal and the Deputy Principal from the College. The Transformation Manager assisted the JWP, along with the three Tribal consultants.
- 1.3.3 The JWP determined the best approach to gathering the correct information required to inform the Review. This included policy documentation, statistical information, Inspection reports, regional and local strategies, and other relevant information. Where necessary information was updated as the Review progressed to reflect the current position. The JWP also identified the stakeholders to be engaged to garner information and data to support the Review and its outcomes.

³ <http://wales.gov/funding/wiip/index//lang=en>

1.3.4 Throughout the Review, the JWP has been fully engaged and owns the outcomes.

Consultation Process

1.3.5 A wide range of key stakeholders was engaged through a variety of one to one meetings and group consultation. Their views were sought on the aspects of the current post 14 education and training system in Pembrokeshire which were working well and those that needed to be addressed; and to suggest possible options and solutions for the future.

1.3.6 Engaging the key stakeholders has enabled views and opinions to be gathered on the way forward, assess future needs of learners, employers and communities and ensure that the widest possible options for 14 – 19 education and training in Pembrokeshire were considered. A list of the consultees who attended the 14 – 19 Strategic Review Briefings is included at Appendix B.

Developing the Vision

1.3.7 Taking the feedback from the consultation meetings with stakeholders, and analysis and research undertaken, Tribal drew together the various strands, summarised the views and opinions and provided an analysis of the possible options.

1.3.8 Tribal worked with the members of the JWP to define the vision for the future, identify the strategic priorities and future needs to ensure that any preferred option maximises these outcomes. This was developed into a vision statement and a set of success criteria was agreed.

Assessment of the Options

1.3.9 A long list of options was developed and assessed against the vision and success criteria, identifying the risks and benefits. Working with the JWP, each option was evaluated against the criteria set out in the WG's 'Transforming Education & Training Provision in Wales: Delivering Skills that Work for Wales' (2008) document to develop a preferred option. The outcome from this was a clear evaluation and rationale for each option, identification of the preferred option and recommendations for the future development of 14 – 19 delivery of education and training in Pembrokeshire.

1.3.10 A summary of the outcomes from the Review process and the recommendations can be found in Chapter 2 and Chapter 9.

2 Executive Summary

2.1 The Brief

- 2.1.1 The LA and the College commissioned the Review of 14-19 Education and Training in Pembrokeshire jointly. Following a procurement exercise, the contract was awarded to Tribal.
- 2.1.2 The LA and the College consider that in line with the WG's Transformation Agenda, a joint strategic approach should be undertaken into 14-19 education and training throughout the whole of Pembrokeshire. This would then inform any future plan for curriculum delivery reconfiguration across Pembrokeshire.
- 2.1.3 The imperative for change is clear, and this is exemplified further in the Report. Minor amendments to the 'status quo' in recent years have not delivered the best possible outcomes for learners. This has resulted in Pembrokeshire's performance at best stabilising, and at worst declining. Important opportunities are being missed to improve the quality of teaching and learning in the most cost efficient way. This situation should be addressed as a matter of urgency, to allow all learners the best possible opportunities, and to optimise economic and employment benefits to Pembrokeshire.

2.2 Background

- 2.2.1 Pembrokeshire secondary schools and the College are already working collaboratively in the north and south of the County through soft Federations. These undertake joint planning and commissioning of post 16 provision. However, it is recognised by all parties that a more strategic approach across the County is required to impact positively on learners, employers and local communities.
- 2.2.2 The policy direction in Wales has sought to transform post 16 education through a managed process of merger and collaboration to ensure that resources are more focussed on the learner whilst reducing duplication in back office and administration. Running in parallel to this has been an agenda to address falling rolls within schools through a rationalisation of school places and a move through The Learning and Skills Measure (Wales) 2009 to ensure that every young person in Wales has access to a minimum level of breadth of offer of academic and vocational subjects. These policy directions and intentions provide a unique set of challenges to Pembrokeshire in the short to medium term.

2.3 The Strategic Case and Case for Change

- 2.3.1 It is clear that the current system of 14-19 education and training within Pembrokeshire needs to be reviewed and reconfigured to better meet the changing needs of learners, communities and employers. The Economic Regeneration Strategy 2013 - 2030 focuses on skills development to maximise employment opportunities. FE and HE Institutions need to offer 'flexible support that is fully aligned to and shaped by the needs of employers and the key knowledge-based growth sectors in the local economy' (p23: 4.20).
- 2.3.2 The geography and population sparsity of Pembrokeshire is a challenge to the successful delivery of 14-19 education. The current approach is that all schools offer limited vocational routeways 14-16 and have predominantly academic sixth forms whilst the College provides mainly vocational programmes with some A Level provision. This fragmented approach to delivery is costly, not providing high quality learning experiences for all learners and is impacting on outcomes for learners.

- 2.3.3 Although population projections indicate an increase in Pembrokeshire by 2023, this growth is mainly of those of pensionable age. This indicates that there is no requirement overall for an increase in secondary school capacity in the medium term. Conversely, there are currently over 16.4% spare secondary school places in the 11-18 sector and this is predicted to rise to over 20% by 2020 unless capacity is reduced, which in turn will reduce costs and inefficiencies. Allied to this there are three schools in Pembrokeshire (Bro Gwaun, Dewi Sant and Tasker Milward) which have sixth forms of less than 150. The WG believes (based on empirical studies) that inefficiencies are more likely to arise when school sixth forms operate with fewer than 150 students⁴.
- 2.3.4 The attainment of level 4 qualifications within the Pembrokeshire population is relatively low and this needs to be addressed to raise aspirations for the local population through a broader more engaging curriculum with clear progression routes to further and higher education and training. Similarly, the numbers of individuals without qualifications is higher than the national average. These skills deficits are concerning for economic regeneration, as noted in the Economic Regeneration Strategy⁵.
- 2.3.5 Whilst the secondary schools and the College have formed 'Federations' for post 16 A level provision, in line with the WG's Transformation Agenda, these are having a limited impact. The arrangements have increased choice, but have not improved quality. Equally, they have not in themselves afforded cost savings of consequence. This will become an increasing pressure as the new Programme Based Funding (PBF) system impacts on the level of funding available in Pembrokeshire.
- 2.3.6 The Federations have also failed to utilise fully the good and excellent facilities across the county for the benefit of the 14-19 cohort. Thus learners are not getting the best learning experience that Pembrokeshire has to offer.
- 2.3.7 There are unacceptable variances in performance levels depending on where learners live, at both KS4 and post 16. This is not just in the levels of outcomes achieved by different schools and within the College but also in the quality of learning that young people experience in small classes where academic challenge and debate can be reduced. The evidence pointing to this includes the following:
- Schools banding performance which has declined overall during the last 3 years. The County now does not have any schools in band 1, but has 2 schools in band 5;
 - Achievement of level 2 threshold with Maths and English/Welsh, where 3 out of 8 schools achieve levels below the Welsh average;
 - Achievement of level 3 threshold with Maths and English/Welsh, where 50% of schools achieve levels below the Welsh average;
 - The College success rates, whilst overall they are above the Welsh average, have stabilised over the last 3 years, and reveal poor performance in some curriculum areas;
 - In terms of the outcomes from the recent Estyn Inspections: 5 schools and the College have been inspected during the current cycle. Variation between grades is significant, with the College delivering a minimum of 'good' for all criteria, with the remainder 'excellent', whilst schools achieved 30% of criteria as 'good', with the remainder 'adequate' or 'unsatisfactory'. Two schools were identified as needing 'significant improvement'; and
 - A level results: 2013 bucked the trend in A* to E grades for Pembrokeshire as a whole, by being higher than the Welsh average. Previously, it has been lower.

⁴ The Audit Commission

⁵ The Swansea Bay City Region Economic Regeneration Strategy 2013-2030.

Higher grades however – A*-C – have been consistently lower than the Welsh average for 3 years, as have the numbers achieving an A* or A.

- 2.3.8 All learners need to be able to access high quality learning experiences for which they are well suited and for which clear progression routes are understood. Progression data indicates that a proportion of young people across Pembrokeshire are, on occasion, making the wrong choices at key transition points. 16.7% of year 12 pupils left school at the end of that year and moved to the College, compared with 12.8% nationally. This demonstrates a need for informed and unbiased information advice and guidance (IAG) which current systems and processes fail to achieve consistently.
- 2.3.9 The condition of school buildings is variable. Four of the 8 schools are categorised as having a suitability rating of grade C – “poor, with teaching methods inhibited”, whilst 4 are grade B – “reasonable, but behaviour/morale adversely affected”. All have a building condition of grade C – “operational, but major repair or replacement needed soon”. The College has 4 buildings – 3 which are categorised as having a suitability rating of grade A – “Good, suitable levels for teaching, learning and well-being”, and one at B. All have building conditions of grade A or B.
- 2.3.10 The delivery of 14-19 education and training in Pembrokeshire needs to change and develop more rapidly to meet the demands of its learners, employers and to ensure the delivery structures are sustainable in a period of reducing public funding. Too many learners do not have access to the right high quality teaching and learning which will prepare them for progression into FE, HE or employment.

2.4 The Economic Case

- 2.4.1 Given the strategic case set out above and from discussions with key stakeholders there is a shared vision of what the solution for Pembrokeshire needs to include. This is to:
- provide 21st Century education which is cutting edge, innovative and aspires to excellence for all;
 - focus on the needs of learners with quality as the key requirement for both academic and vocational studies;
 - provide 14-19 education which builds aspirations and self-esteem for all learners and ensures achievement across breadth of ability;
 - ensure choice and flexibility of learning opportunities and meaningful progression to the next stage of learning or to employment;
 - provide learners with employability skills and work experience as appropriate;
 - be responsive to employer and community needs;
 - be responsive to the needs of full-time 14-19 year olds, full-time and part-time over 19s, work based learning (WBL) and adult and community learning (ACL);
 - meet the needs of those learners who have Special Educational Needs (SEN);
 - ensure that the needs of those learners with additional learning needs (ALN) are met;
 - increase opportunities for Welsh-medium and bilingual learning;
 - provide equality of opportunity for all; and
 - provide value for money and maximise the use of limited resources.
- 2.4.2 A long list of possible options was developed and analysed against the vision to determine the preferred option. The options considered were:

1. Do nothing – continue with the current arrangements of school groupings in the north and south, every school having a sixth form of varying sizes; the College offering mainly vocational options with some A Levels.
2. Formal confederations of schools – formalise the current North and South Federations or a variation of them into formal legal confederations. The confederation has a legal agreement at its heart which sets out how the schools will work together and could/should include the College.
3. Formal federation of schools, where a group of schools come together under a single governance arrangement with an Executive Head across the grouping and a single Governing body. Under current legislation this would have to exclude the College and thus working arrangements with the College would need to be developed in parallel.
4. Consolidated post 16 delivery - post 16 delivery would be consolidated into a small number of centres of excellence across the County where learner numbers ensure delivery is viable and of high quality. This may be within current schools or on College premises.
5. Tertiary – all post 16 provision is vested with the College with schools being re-designated 11-16. Delivery could be in a small number (1 or 2) of centres across the County where learner numbers ensure the greatest breadth of provision and the highest quality can be offered within the context of tightening financial resources.

2.4.3 The outcome of the analysis against the vision and agreed success criteria concluded that a tertiary solution would be the preferred option very closely followed by the consolidated post 16 delivery.

2.4.4 However, the preferred option needs to be considered in the context of Pembrokeshire. The geographical spread of the population over such a large area is a significant disadvantage when considering a tertiary solution. The need for learners to travel significant distances may cause them to disengage from learning at 16. For many areas in Pembrokeshire the secondary school is a focus of the community and both politically and locally a wholesale move to a tertiary solution would cause significant issues within local communities and may be difficult to bring about if public opposition is strong at the consultation stage.

2.4.5 It has therefore been concluded that whilst a tertiary solution could potentially be the best solution for Pembrokeshire, a bespoke solution would better deliver the much needed improvements without the significant levels of disruption of such a major change programme. The indications are that consolidation of post 16 provision would be a good solution, in that it would address the needs of the learners, communities and employers in County in terms of providing a choice, progression and value for money.

2.4.6 However, consolidation of post 16 provision on its own is a challenge. From all perspectives – but most importantly the learner perspective - it is critical that the benefits of tertiary are replicated as far as possible. Consolidated post 16 provision, has to ensure that there is shared custody of the learners, equality of input and relinquishing of institutional provinciality.

2.4.7 The preferred option would be a single Sixth Form Centre of Excellence run by a school located in Haverfordwest. It would need to be co-located with, or close to the College so that all post 16 learners could have access to a mixed curriculum of academic and vocational programmes of study. This would ensure that class sizes are maximised and specialist resources shared effectively. Such a development will attract quality staff and have the potential to become a beacon of excellence attracting new learners through improved outcomes and facilities, and achieving economies of scale.

2.4.8 It would be anticipated that A Level provision through the medium of Welsh will be offered at Ysgol y Preseli.

2.4.9 In the south of the County, the need to bring together small classes is less compelling although there are many small class sizes and a level of duplication. The more pressing issue for the south is the access to high quality vocational learning, some of which is currently offered in schools post 16 but the majority of which is only available at the

College in Haverfordwest. The proposal for the south is to pursue the planned development of a college-led Vocational Skills Centre of Excellence in Pembroke to address the vocational needs of learners. Again, this could attract additional learners as a result of the new buildings and improved facilities. The A Level offer to learners in the South Federation would need to be consolidated on other sites.

- 2.4.10 Overarching this is the need to bring commissioning of post 16 education and training into a single place where a coherent and joined-up approach to the new Programme Based Funding (PBF) System can ensure that the availability of high quality programmes of learning are available for all learners. It will also ensure efficiency and sustainability in the long term. To this end it is proposed that all post 16 funding would be routed through the College and the College will commission schools to deliver academic L3 programmes. The College will have the ability to amend its own Instrument and Articles of Government following the enactment of the FE Bill (Autumn 2014). Consequently, it will have the power to change its composition to include greater representation from the LA. It would establish management committees which would be responsible for commissioning 'relevant' post 16 provision in each part of the County and the associated post 16 funding (See Chapter 8 The Management Case) This would mean that the committees would be responsible for allocating all post 16 funding in Pembrokeshire, including existing College provision.
- 2.4.11 Within the preferred solution for both the north and the south a key aspect would be that all post 14 vocational provision currently delivered within schools would become part of the College provision to provide high quality teaching and learning and ensure that vocational pathways for progression are unambiguous for parents and pupils alike. In a similar way A Level provision would be rooted primarily in consolidated post 16 provision.

2.5 The Commercial Case

- 2.5.1 It is clear that there are a number of key dependencies which affect whether the preferred option is adopted in reality. These include acceptability to elected members and Governors, to learners, parents and communities. A detailed process of information sharing and consultation with all key stakeholders, as the proposals develop, will be undertaken to ensure that all interested parties can engage and influence the final outcome.
- 2.5.2 Running in parallel and linked to this proposal may be the need for a statutory school organisation process. Clearly the outcomes of such processes will impact on the final outcomes of 14-19 delivery and as these developments move forward the final option will align with any school organisation process. This Report is intended to inform any statutory process that the LA would follow.
- 2.5.3 If the preferred option is adopted, then there will be a significant amount of work to enact the proposals, which will require long term commitment from the LA and the College.

2.6 The Financial Case

- 2.6.1 A detailed analysis of the financial implications of the preferred option, as would normally be included in the Financial Case, has not taken place and will be developed as part of the full business case for the proposed change as this progresses.
- 2.6.2 However, both the College and the LA have been financially strong but are facing significant financial challenges. The introduction of the Programme Based Funding (PBF) System in 2014 will impact on the curriculum offer within both schools and College and focus attention on ensuring that learners are undertaking the right course for them at 16 and that they are retained within the programme of learning and succeed.
- 2.6.3 The current delivery mechanism is costly and inefficient with small class sizes and duplication of provision. Given the impact of the new PBF system and the future

reductions in WG Funding, this will impact on the scale of provision and range of resources that can be made available for Providers and learners in Pembrokeshire unless these issues are addressed.

- 2.6.4 For the next academic/financial year:
- there is an 8% reduction - £444,000 – in funding for post 16 education in schools
 - there is a 2% reduction - £230,000 – in funding for the College.
- 2.6.5 Secondary schools face falling rolls of 200 pupils each year for the next 3 years. This would add 7% to the spare capacity within the sector.
- 2.6.6 The impact of these reductions in funding for the secondary schools and the College on the projected reduction in public sector funding will mean that all organisations involved in education and training will have to ensure that there is effective and efficient delivery of services. The LA, the secondary schools and the College will need to work together to find creative solutions for the learners in Pembrokeshire. Both the LA and the College are experienced at managing capital projects and difficult change processes, so have the ability to determine the financial implications of the preferred option and to manage any resultant processes.

2.7 The Management Case

- 2.7.1 As stated above, there is significant work to plan and deliver the preferred option. The JWP set up to oversee the development of the Strategic Outline Case (SOC), will lead this work reporting to the College Governing Body and the Cabinet at the LA.
- 2.7.2 Effective Governance arrangements will be critical to the success of this option. There has to be equality of ownership for the solution, which reflects the best of tertiary whilst retaining the best aspects of a school sixth form. The flow of funding through a single point of commissioning (the College) is critical, as is the creation of a balanced management committee, which will allocate relevant funding. Relevant funding should include all post 14 vocational provision, including that currently delivered by the College, and all post 16 academic provision. Transparency and accountability are key imperatives with the College, the LA and the secondary schools formally linked together in the long term for the benefit of learners.
- 2.7.3 Any established Sixth Form structure would not be able to be changed without the statutory consultation process or intervention from the WG. Any established Sixth Form structure would not be able to be changed without the statutory consultation process or intervention from the WG. The single point of commissioning – the College, would, following the enactment of the FHE Bill at the end of January 2014, review the composition of its Corporation Board, increase LA representation, and establish two management committees. These committees would be balanced to ensure appropriate representation from the College, the secondary schools, the Sixth form and the LA. The committees would be responsible for ensuring that relevant provision is adequately funded in each area and that there is strategic oversight of the quality of post 16 education by the LA, the secondary schools and the College. Clear routes of scrutiny and accountability would need to be established with the Cabinet of the LA.

2.8 Conclusion

- 2.8.1 The recommended option recognises that a single solution for Pembrokeshire is not appropriate and a more tailored approach is required which meets the needs of the County. The recommendations are based on the evidence pertinent to Pembrokeshire, feedback from the key stakeholder consultations and the analysis of the criteria set out in the WG's 2008 Paper.

- 2.8.2 Any final agreed option is subject to full statutory process and procedures and substantial further work on the details of the arrangements.
- 2.8.3 The recommendations for the future development and delivery of 14-19 education and training provision in Pembrokeshire are set out below.

Recommendation 1:

A Sixth Form Centre of Excellence in Haverfordwest to be developed, under the governance of a local school, which provides a single joined up location for all L3 delivery for 16-19 year olds. The Centre will be co-located with, or close to the College so that all post 16 learners could have access to a mixed curriculum of academic and vocational programmes of study. As part of the school organisation process, the LA will consider the needs of Welsh medium learners and those with SEN or ALN.

Recommendation 2:

Ysgol y Preseli to keep its Sixth Form but deliver only A Levels through the medium of Welsh. This will require an effective partnership between the Ysgol y Preseli and the College to be further developed for vocational provision.

Recommendation 3:

To meet the needs of learners in the south of the County a Vocational Skills Centre of Excellence to be developed and run by the College on the site of Pembroke School. Vocational provision for all secondary schools in the south would be delivered at the Vocational Centre; and the secondary schools in the south to work more closely to further develop collaborative delivery post 16 for academic A Level provision.

Recommendation 4:

All vocational delivery post 14 across Pembrokeshire to be the responsibility of the College to provide high quality learning experiences, access to specialist facilities and staff and ensure good vocational progression routes.

Recommendation 5:

All post 16 academic and vocational funding to be routed through the College for the commissioning of the secondary schools academic provision in Pembrokeshire. The governance arrangements at the College to be developed to increase representation from the LA and the secondary schools and develop management committees in both the north and south of the County. The management committees would be responsible for commissioning 'relevant' post 16 provision in each part of the County and the associated post 16 funding. Clear reporting mechanisms to the College Corporation Board and the Cabinet of the LA will need to be established.

Recommendation 6:

Capital funding should be pooled by the College and the LA for the development of Haverfordwest and Pembroke sites. Joint ownership of the buildings should be considered to enhance the long term sustainability and inter-dependence of the partnership of the LA, the secondary schools and the College.

3 The Strategic Case

3.1 Introduction

3.1.1 The Strategic Case is the first part of the Five Case Model. It sets out how the scope of the Review fits with the existing national and regional policy, and provides an overview of Pembrokeshire and local contexts. It defines the current arrangements for the delivery of 14-19 education. It highlights the successes and identifies areas that require attention. From this emerges a compelling case for change to meet the needs of learners in Pembrokeshire.

3.2 National Context

3.2.1 In September 2008 the WG issued a paper 'Transforming Education & Training Provision in Wales'⁶. The key priority was to secure a workforce sufficiently skilled to access future high level employment opportunities. To this end, the paper pledged to integrate the work of schools, Further Education Institutions (FEI's), Higher Education Institutions (HEI's) and other post-16 Providers to transform the ways in which education and training provision is delivered across a geographic region.

3.2.2 As a result, learning providers were expected to take the necessary steps to form geographic and sectoral Learning Partnerships, which would plan and implement change to support the improvements outlined in the WG Policy. The transformation of education and training provision was required to widen options available to 14-19 year olds, reduce unnecessary duplication of provision and move to excellence across networks of providers.

3.2.3 The WG's 2008 paper identified a range of possible options for increased collaborative working across Providers, which were to be considered in securing significant improvements in the education and training arrangements for post-16 learners:

- close but informal collaboration of schools and other learning Providers, such as Further Education Institutions (FEI) and Work-Based Learning Providers, to deliver the local curriculum requirements of The Learning & Skills (Wales) Measure 2009;
- clusters of schools working collaboratively by joint governance, using The Collaboration Between Maintained Schools (Wales) Regulations 2008 which came into force in March 2008 to allow for whole school voluntary collaboration;
- the governing bodies of FEI's and schools establishing voluntary collaborations, by joint governance, using The Collaboration Arrangements (Maintained Schools and Further Education Bodies) (Wales) Regulations 2008 which came into force in December 2008; and
- removal of one or more school sixth forms and transfer to a suitable alternative, which may be another school sixth form; or the direct transfer to a general further education institution or to a further education institution to create a tertiary college⁷.

3.2.4 The expectation from the WG has been that Learning Partnerships would focus on areas for development where there is the greatest need for an improvement in learner outcomes. In practical terms this meant addressing: the range of choice for individual learners; low participation in learning; poor quality provision; inefficiencies that reduce the

⁶ <http://wales.gov.uk/topics/educationandskills/publications/guidance/transformingeducationprovision/?lang=en>

⁷ Transforming Education & Training Provision in Wales: Delivering Skills that Work for Wales (2008).

flow of funds directly to the learner; the environment for learning; and both learner and employer demand for change.

3.2.5 It is intended by the WG that all those involved in providing post 14 education and training should work together to address the following key performance indicators:

- an improvement in levels of basic skills;
- an increase in the rate of 16-18 and 19 - 24 participation in education, training and employment;
- an increase in overall learner success rates, reflecting higher levels of learner completion as well as the achievement of qualification aims;
- an increase in Level 2, 3 and 4 qualifications; and
- an increase in progression to higher level learning or higher level employment.

3.2.6 As a minimum WG expected collaborative proposals to take account of the relative inefficiencies, ineffectiveness and inflexibility that occur in post-16 provider delivery. The WG believes that inefficiencies are more likely to arise when school sixth forms operate with fewer than 150 students [The Audit Commission], but recognise that rural and Welsh-medium issues must also be taken into account. Inefficiencies are also expected to occur when further education institutions operate with an annual turnover of less than £15 million⁸.

3.2.7 As a response to the Transformation Agenda, the WG launched a range of reviews, strategies and policies. These included:

- 'The Structure of Education Services in Wales' (Thomas 2011) recommended the rationalisation of FE Institutions from 19, to the establishment of between 8 – 12 FE corporate entities by August 2013. The Report commented upon the outcomes achieved by schools and concluded that there was evidence of exceptional outcomes in certain schools. However, there was disappointing performance seen in other similar schools with similar intakes. Too many schools were considered to be coasting and some were seen as failing. The conclusion from this was that not enough work is systematically being done to ensure that the achievements and methods of the best are being communicated to, shared with or emulated by other schools.
- The Report also considered the impact of collaboration and concluded that the development of regional consortia was viewed as a positive way forward. Further collaboration and partnership was identified as necessary to ensure that learners in the 14–16 and 16–19 age range are offered real opportunities and choice.
- Another piece of research has shaped thinking within the education system in Wales, the 'Front Line Resources Review 2010' which was being led by the WG as a follow up to the Report on the 'Review of the cost of Administering Education in Wales' (PricewaterhouseCoopers 2010). A key recommendation of this initial report was that Colleges should consider outsourcing all their back office functions from their main local authority partner⁹.
- The Future Delivery of Education Services in Wales (Hill 2013) identified a number of shortcomings in Local Education Authorities in Wales when inspected by Estyn. The Review focused on looking at the effectiveness of the current education delivery at a school and LA level, and considered what should be undertaken at a local, regional and national level with a focus on:

⁸Promise and Performance: The Report of the Independent Review of the Mission and Purpose of Further Education in Wales in the context of the Learning Country: Vision into Action' (Webb 2007).

⁹ <http://wales.gov.uk/topics/educationandskills/publications/wagreviews/educationreview2010/?lang=en>

- raising standards and improving learner outcomes at all ages;
 - better support and challenge to schools to improve standards;
 - developing and strengthening the leadership of schools and the quality of teaching and learning;
 - ensuring value for money and effective use of resources; and
 - bringing about coherence and strong links between all areas of the education system, including post-16 provision and the wider children's services agenda.
- The resultant Report presented a wide range of options for consideration by the WG from improving classroom teaching and learning, through school leadership to organising school improvement¹⁰.
 - Reports relating to Higher Education (HE) have also impacted on the post 16 Sector. These have included 'The HEFCW Corporate Strategy 2013/14 – 2015/16 Higher Education Wales October 2012' (HEFCW/08/99) and 'Developing a Regional Dimension to the Planning and delivery of Higher Education' (W10/06HE March 2010).
 - Underpinning these was 'For our Future' (HEFCW 2009) which sets out the expectation for HE providers to work more closely with each other and with FE providers. It also required a regional approach to planning and development to facilitate a joined up approach by HE and FE providers to workforce development, better enabling a 'whole package' approach to meet employers' skills needs (paragraphs 44-50).
 - The WG's 'Our Tackling Poverty Action Plan 2012 – 2016', sets out three key objectives which include prevent poverty, help people to improve their skills to secure employment and mitigate the impact of poverty. In addition the three priorities for education within the action plan include improved literacy skills, improved numeracy levels and breaking the link between educational attainment and poverty¹¹.
 - See also Appendix H, Improving a Quality Profile - Moving to Excellent which includes strategies for tackling poverty in order to improve educational achievement.

The post 16 Programme Based Funding (PBF) System

3.2.8 In February 2011, the Minister for Education and Skills announced a pause and review of the National Planning and Funding System (NPFS) which has led to the introduction of a new post-16 Programme Based Funding (PBF) system from September 2014. This system seeks to:

- improve the efficiency, effectiveness and transparency of the post-16 planning and funding to focus on better outcomes and progression for learners;
- standardise the planning of provision across the school and College sectors to improve information to make better informed decisions; and
- focus attention on the broader outcome for individual learners. With effect from September 2014, funding will be based upon programmes of learning rather than qualifications, with each programme having a defined purpose and outcome against which it will be monitored.

¹⁰ <http://wales.gov.uk/docs/dcells/consultation/130621-delivery-of-education-report-en.doc>

¹¹ <http://wales.gov.uk/docs/dsjlg/policy/110203newchildpovstrategy2en.pdf>

- 3.2.9 This is a major change in post 16 funding, bringing FE and Schools under the same regime with parity of esteem in terms of the impact of achievement and retention on future funding.

The Review of Qualifications 14 – 19 2012

- 3.2.10 The Review of Qualifications for 14-19 year olds in Wales (WG November 2012) was launched in September 2011, setting out the vision of 'qualifications that are understood and valued and meet the needs of our young people and the Welsh economy'.
- 3.2.11 The Review recommended that there is a need to develop a high-quality, robust and distinctive national qualifications system for 14 to 19 year-olds in Wales, and the WG is currently working on the implementation of the detailed recommendations which accompany the high level vision.
- 3.2.12 The Review stated that proper recognition of the value of vocational qualifications would ensure that learners gain the skills needed by employers and the modern Welsh economy. The value of vocational education and qualifications is not universally appreciated, and the proposed communications strategy should address this by promoting a better understanding of the role and relevance of vocational qualifications. As well as their intrinsic value, vocational, and particularly hands-on qualifications, can motivate and engage some learners who might otherwise lose interest in education.
- 3.2.13 The Review concluded that for learners at 14-16, vocational qualifications should be aimed at providing a general introduction to an industry sector rather than leading to occupational competence, and should form part of a broad and balanced general curriculum. These should be IVETs¹² (Initial Vocational Education and Training), which do not lead to vocational competence and should only be available to learners at age 14; or level 2 CVETs¹³ (Continuing Vocational Education and Training) which lead to vocational competence. Either category should be available post 16. This change should improve the coherence of curriculum pathways: several respondents to the Review noted that some young people who have achieved level 2 qualifications at 16 are not ready to progress to level 3. However they may well be ready to progress from level 2 IVETs to level 2 CVETs which will make them more employable within the relevant vocational sector.
- 3.2.14 The full impact of the Review has yet to be seen but it is clear that where qualifications are focussed on meeting employer needs and have a vocational basis there will be an increased need for these to be delivered by appropriately experienced vocational practitioners¹⁴.

Youth Engagement and Progression Strategy - October 2013

- 3.2.15 The Youth Engagement and Progression Framework Implementation Plan October 2013, focuses on reducing the number of young people aged 11 to 25 who are not engaged in education, employment or training (NEET) in Wales. The non-statutory Plan sets out the different roles and responsibilities of key players and the expectations of how each partner will deliver. Following the publication of this Plan, the WG is considering whether to provide new statutory guidance.

¹² *IVET: Initial Vocational Education and Training is a general or vocational education and training carried out in the initial education system, usually before entering working life. It does not lead to vocational competence.*

¹³ *CVET: Continuing Education and Training is education and training after initial education and training, or after entry into working life. It leads to occupational competence.*

(European Centre for Development of Vocational Training)

¹⁴ <http://wales.gov.uk/docs/dcells/publications/130222roqpresentationen.pdf>

- 3.2.16 The Plan sets out a Youth Engagement and Progression Framework (YEPF) for reducing NEET levels, and has six key elements:
- identifying young people most at risk of disengagement;
 - better brokerage and co-ordination of support;
 - stronger tracking and transitions of young people through the system;
 - ensuring provision meets the needs of young people;
 - strengthening employability skills and opportunities for employment; and
 - greater accountability for better outcomes for young people.
- 3.2.17 The Plan will join up with and build on the work to improve early years of young people's lives set out in the WG's 'Building a Brighter Future: An Early Years and Childcare Plan 2013'¹⁵
- 3.2.18 The Plan will also link with the implementation of the new post 16 Programme Based Funding System in 2014, the recommendations from the Review of 14-19 Qualifications in Wales 2012 and post 18, the WG's wider work to boost youth employment through Jobs Growth Wales, traineeships and apprenticeships.
- 3.2.19 As a newly published Plan, the implications for individual providers are still being considered. However, the need to work collaboratively to ensure that the needs of learners are being addressed within an area and to ensure that the curriculum offer engages all learners will be paramount¹⁶.

The WG's 21st Century Schools and Education Capital Programme 2010

- 3.2.20 This 2010 Programme¹⁷ is about creating learning environments designed to improve the delivery of education in the 21st Century. It is a major, long-term and strategic capital investment programme. It aims to deliver:
- learning environments in Wales that will enable the successful implementation of strategies for improvement and better educational outcomes;
 - greater economy and efficiency for learning environments through better use of resources; and
 - A sustainable education system in Wales that meets national building standards and reduces the recurrent costs and carbon footprint of education buildings.
- 3.2.21 The Programme will focus resources into educational buildings where investment is needed. Funding is jointly provided by the WG and the stakeholder.

Conclusion

- 3.2.22 Clearly, the policy direction in Wales has been to transform the delivery and provision of post 16 education and training by:
- raising standards and improving learner outcomes;
 - better support and challenge to schools to improve standards;

¹⁵ www.wales.gov.uk/topics/educationandskills/building-a-brighter=future/?lang=en

¹⁶ <http://wales.gov.uk/docs/dcells/publications/131007-ye-framework-implementation-plan-summary-en.pdf>

¹⁷ <http://21stcenturyschools.org/>

- developing and strengthening the leadership of schools and the quality of teaching and learning;
- ensuring value for money and effective use of resources;
- bringing about coherence and strong links between all areas of the post-16 provision;
- a managed process of merger and collaboration;
- ensuring that resources are more focussed on the learner;
- addressing the falling rolls within schools through a rationalisation of school places; and
- bringing FE and Schools under the same funding regime.

3.2.23 This policy direction provides a unique set of challenges to post 16 education and training providers in Pembrokeshire in the short to medium term.

3.3 The Regional Context

3.3.1 Both the LA and the College are firmly committed to regional working and the development of a coherent strategy to better deliver education and training for young people. There are a number of existing regional groupings which facilitate the delivery of regional working.

The Regional Learning Partnership (RLP)

3.3.2 The Regional Learning Partnership (RLP) is a transformational partnership bringing education and regeneration partners together to help provide a better future for learners and potential learners across the central and west Wales region (Neath Port Talbot, Swansea, Carmarthenshire, Pembrokeshire, Powys and Ceredigion).

3.3.3 The RLP acts as a facilitation body to ensure that publicly-funded learning providers and associated organisations work collaboratively, effectively and efficiently across the areas of education and regeneration to meet the needs of the learners and the regional economy.

3.3.4 Funded partially by the European Social Fund (ESF), the RLP is made up of key representatives from local government, HE, FE, the third sector, private sector, Careers Wales and Job Centre Plus. Both the LA and the College are members of the RLP.

3.3.5 The College represents all FE in the region on the RLP Strategy Group of the RLP, and this has a strong voice for post 16 education and training.

3.3.6 DfES is currently developing The Regional Delivery Plan for Employment & Skills for South West and Central Wales (The Regional Delivery Plan). The Plan is a strategic approach to the delivery of employment and skills support for both individuals and businesses which will provide a basis for future utilisation of European Structural Funds and other sources of funding. The co-ordination of employment and skills delivery will be undertaken across a three tier approach, through an integrated portfolio of projects that respond to clearly identified and evidenced need and operate at a combination of national, regional and local levels¹⁸.

3.3.7 The RLP will facilitate the development of the regional tier by preparing the Regional Delivery Plan, Based on evidence of regional skills and employment needs, provision will be commissioned that complements the national schemes. This is likely to include a range of workforce up-skilling provision and support for entry into, and progression within the workplace, responding to specific regional economic conditions and priorities. It is also likely to include regionally-focused youth engagement activities.

¹⁸ <http://www.rlpwww.org.uk/English/news/Documents/PositionStatement.pdf>

The Swansea Bay City Region

- 3.3.8 The Swansea Bay City Region, launched in July 2013, encompasses the four Local Authority areas of Neath Port Talbot, Swansea, Carmarthenshire and Pembrokeshire.
- 3.3.9 The Swansea Bay City Region Economic Regeneration Strategy 2013-2030, (the Strategy) articulates concerns regarding skills in the region, stating that:
'There are major [skills] deficits across our City Region. We have insufficient people with higher level qualifications and too many people with no qualifications at all' (p14: 3.13¹⁹).
- 3.3.10 This statement is particularly true of Pembrokeshire, 29.5% of the population have qualifications at level 4 and above compared with a Welsh average of 30.3%, whilst 12.3% of the population have no qualifications at all, compared with 11.4% nationally²⁰.
- 3.3.11 The Regional Development Plan will implement Strategic Aim 2 (supporting the development of a skilled and ambitious workforce across SWW) of the Swansea Bay City Region Economic Regeneration Strategy (p23).
- 3.3.12 The Strategy states that one of the objectives should be to 'ensure that further and higher education provision in the City Region offers flexible support that is fully aligned to and shaped by the needs of employers and the key knowledge-based growth sectors in the local economy' (p23: 4.20).
- 3.3.13 Further the Strategy requires a focus on 'improving attainment and ambitions in our low performing schools to ensure that young people leave the education system with the skills and qualifications that will let them progress to high quality employment' (p23: 4.20).
- 3.3.14 The Strategy also aligns to the priorities in the Ceredigion and Powys regeneration strategies.

The Haven Enterprise Zone

- 3.3.15 Enterprise Zones are geographical areas that support new and expanding businesses by providing a first class business infrastructure and compelling incentives.
- 3.3.16 With around 35% of the UK's energy supplies now coming via Pembrokeshire and contributing over £2 billion a year to the Treasury, the Haven Waterway has been designated an Enterprise Zone. It is ideally positioned to build upon the region's growing reputation as the 'New Energy Capital' of the UK, and offers opportunities for a renewed impetus for required skills development.
- 3.3.17 The development of delivery of 14-19 education and training in Pembrokeshire must be considered in the wider regional context and consider the impact of regional working.

The ERW Consortium Service (Education through Regional Working – Ein Rhanbarth ar Waith)

- 3.3.18 ERW is responsible for the delivery of School Improvement Services through the South West and Mid-Wales regional consortium – made up of Carmarthenshire, Ceredigion, Neath Port-Talbot, Pembrokeshire, Powys and Swansea.
- 3.3.19 Services are delivered through a 'hub' model working, in which Pembrokeshire and Carmarthenshire work in partnership to challenge and improve schools' performance.
- 3.3.20 The aim of the strategy is to take education collaboration on School Improvement to a new level by pooling System Leaders at hub level. This joint approach has many potential advantages:
- increased capacity across the hub by more flexible use of System Leaders;
 - added resilience through pooled resources and processes;

¹⁹ <http://www.swanseabaycityregion.com/home/strategy.pdf>

²⁰ NOMIS – Office for National Statistics, January 2012-December 2012

- securing more consistent challenge across all schools by the use of common shared data sets and practices;
- offering more rapid access to appropriately skilled resource teams for intervention and support in schools;
- demonstrating a commitment to the preferred national strategy of local authority joint working, with benefits for the authorities involved as well as their schools; and
- driving out duplication and inefficiencies

3.3.21 The hub provides a school improvement service to 192 schools. Teams deliver initial challenge and intervention within defined areas and work within multidisciplinary teams. Members of the teams also work across the whole hub in line with the RISIS agreement to which both authorities are party.

Conclusion

3.3.22 The regional landscape demonstrates national priorities in action, through various collaborative arrangements. These arrangements seek to improve quality, create efficiencies, and provide a single 'route map' as a focus for delivery. Overarching the regional agenda is The Swansea Bay Region Economic Regeneration Strategy 2013 - 2030) with a focus on skills development, maximising employment opportunities and providing a continuum of learning from schools into further and higher education to promote awareness of the value of upskilling and the progression opportunities for further training.

3.4 The local context: Overview of Pembrokeshire

3.4.1 Pembrokeshire is the fifth largest County in Wales, covering an area of approximately 1,650 square kilometres, 7.9% of the area of Wales. One third of Pembrokeshire is coastal National Park. Pembrokeshire is a predominantly rural County with a population density in 2012 of 76 people per square kilometre, about half the Welsh average (Stats Wales Population density (persons per square kilometre) by local authority and year). Just under half the local population of 122,400 (2011 census) live in the six main towns of Haverfordwest, Milford Haven, Fishguard, Pembroke, Pembroke Dock and Tenby. Pembrokeshire has a disproportionately higher number of residents living in more remote locations than most other Welsh Authorities: 26.5% of Pembrokeshire's population (sixth highest in Wales) live more than 5 km from an urban centre of 2,500+ population²¹.

3.4.2 The WG's trend-based population projections (2008 based Stats Wales)²² predicted that the total population of the County would increase by 8,500 (7.2%) from mid-2008 (24,500) to mid-2023 (344,400). This increase is set to continue, so that by mid-2023 the County's population would stand at 126,056. However, the increase is predominately due to an increase in people aged 65+.

3.4.3 The WG's corresponding household projections for Wales predict that the number of households in the County would increase from 52,100 in 2008 to 58,100 by 2018, and to 60,600 by 2023. However, it is anticipated that the rise in population will be caused largely by an increase in the number of persons of pensionable age (over 65+), who are projected to grow by around 40.4% from 24,500 in mid-2008 to 34,400 in mid-2023. The proportionally higher increase in households will be because of a projected rise in single person households.

3.4.4 As stated above, whilst the population within Pembrokeshire is predicted to grow, the growth is in retirement age population and there is a predicted decline in working age

²¹ Section A PCC Strategic Plan for School Organisation 2012 – 2016.
http://www.pembrokeshire.gov.uk/objview.asp?object_id=796&language=

²² <http://wales.gov.uk/docs/statistics/2010/101026populationen.pdf>

population. For the continued prosperity of Pembrokeshire the need to educate and train young people to provide a workforce for the future within Pembrokeshire will be essential for the continued economic development of the area. Currently too many young people leave the area to access employment opportunities or remain within Pembrokeshire but are unable to find employment²³.

- 3.4.5 Pembrokeshire is projected to see a small decline in the number of children and those in the 16 – 64 age group. WG’s projections indicate a small decline (1.7%) in the population aged 0-15 between 2008 (22,187) and 2023 (21,799). In relation to those aged 16-64, there is a decline of 1.5% between 2008 (70,871) and 2023 (69,818).
- 3.4.6 Pembrokeshire has small pockets within the County that have significant levels of deprivation. The Welsh Index of Multiple Deprivation (2011)²⁴ ranks 4% of the 71 wards in Pembrokeshire within the 10% most deprived wards in Wales and 7% in the most deprived quartile. Within Pembrokeshire, 18% of pupils between the ages of 5 and 15 are entitled to free school meals in comparison with the all-Wales figure of 19.7%.
- 3.4.7 The economy is dominated by the service sector with the principal employers being associated with public administration, education and health. There is an important agricultural base and tourism also accounts for significant employment. The economy has seen a phase of expansion due to development of the Liquefied Natural Gas (LNG) terminals and the Bluestone holiday complex and this is continuing with the construction of a second power station. In addition, whilst employment numbers may have been affected by the recession, new retail developments have recently taken place. These developments may well offer additional opportunities for training and employment of young people aged 16 – 25²⁵.
- 3.4.8 The total number of people claiming key out of work benefits is slightly lower than the Welsh average: 12.2% against 14.0%. Of those claiming job seekers allowance, 6.3% are in the 18-24 age bracket, against a Welsh average of 6.2%²⁶.
- 3.4.9 Of school leavers who are not engaged in education, employment or training (NEET), the following shows a slightly lower number than for the Welsh average for years 11 and 13, for the academic year ending July 2012 - a consistent trend for years 11 and 13. For year 12 leavers, Pembrokeshire has more pupils becoming NEET than the Welsh average.

Table 1: School Leavers Not engaged in Education, Employment or Training

	2012		2011		2010	
Age/School Year	Pembs	Wales	Pembs	Wales	Pembs	Wales
16 years - Year 11	3.1	4.2	3.8	4.4	4.8	5.4
17 years - Year 12	2.8	2.7	3.1	2.5	3.0	3.1
18 years - Year 13	3.5	5.1	5.2	6.4	5.0	6.6

Source: careerswales.com/prof/server.php?show=nav.3850

²³ <https://statswales.wales.gov.uk/Catalogue/Population-and-Migration/Migration/Internal/MigrationWithinWales-by-LocalAuthority-Flow-PeriodOfChange>

²⁴ www.statswales.wales.gov.uk/welsh-Index-of-Multiple-Deprivation

²⁵ Strategic Plan for School Organisation 2012 – 2016, PCC Education Service January 2012

²⁶ NOMIS – Office for National Statistics, May 2013

The Local Context: The Local Authority (LA)

- 3.4.10 In 2011, two significant Reports relating to the LA were published.
- 3.4.11 The first was a joint Report by Estyn and the Wales Audit Office – A Report on the quality of Local Authority education services for children and young people in Pembrokeshire County Council (June 2011). This concluded that the overall judgement was unsatisfactory, and the capacity to improve deemed to be unsatisfactory
- 3.4.12 The LA was re-inspected by Estyn and the Wales Audit Office in October 2012. The judgements remained the same, and the LA was required to submit an action plan to Estyn to address the recommendations.
- 3.4.13 Of particular relevance to this Review, are two of the recommendations made, which highlighted that, the LA:
- is responding too slowly to the increasing level of surplus places in the secondary sector; and
 - does not mobilise key strategic partnerships well enough to make best use of resources and achieve specific corporate aims.
- 3.4.14 An Estyn monitoring visit took place in November 2013 to review the progress made by the LA against three of the recommendations arising from the October 2012 Inspection. In a letter sent to the Chief Executive in December 2013, Estyn reported that: ‘the LA has acted quickly and decisively which has resulted in change and improvement happening at a rapid pace’. Further that there was ‘a significant change in culture within the authority demonstrated through greater openness and transparency. They demonstrate a firm commitment to implement change and an appetite for further improvement.’ A final monitoring visit will take place at a future date to review progress against the other recommendations.
- 3.4.15 As identified above, the LA has significant challenges arising from the falling enrolment in secondary schools. Currently there are over 16.4% spare places in the 11-18 sector and this is predicted to rise to 20% by 2020 unless capacity is reduced. This over capacity has an impact on the overall efficiency of individual schools and for the LA as a whole. Appendix C provides details of the current secondary school pupil numbers. To provide context to the impact of surplus places, Appendix F summaries the Estyn Report ‘How do surplus places affect the resources available for expenditure on improving outcomes for pupils? May 2012.
- 3.4.16 The percentage surplus places by school and overall are illustrated below. This shows that unless action is taken, 4 schools will be more than 25% under capacity by 2020. One school, however, will be over capacity – Ysgol y Preseli, the Welsh medium/bilingual school.

Table 2: Percentage of Surplus Places by School

Name	Jan-13	Jan-14	Jan-15	Jan-16	Jan-17	Jan-18	Jan-19	Jan-20
Bro Gwaun	27.1%	30.5%	33.1%	33.7%	35.0%	35.2%	35.4%	34.9%
Dewi Sant	-1.5%	5.0%	12.3%	20.5%	25.2%	31.4%	32.1%	34.4%
Greenhill	11.4%	14.0%	18.2%	21.3%	24.4%	26.1%	28.6%	27.9%
Pembroke	17.6%	21.1%	22.7%	23.7%	24.2%	24.3%	23.3%	23.5%
Sir Thomas Picton	9.5%	8.6%	6.4%	5.0%	2.3%	-1.7%	-5.0%	-6.6%
Milford Haven	20.3%	25.5%	27.4%	27.7%	28.8%	26.7%	24.5%	22.3%
Ysgol y Preseli	0.7%	-1.1%	-2.1%	-2.5%	-5.2%	-6.2%	-6.1%	-6.4%
Tasker Milward VC	16.4%	21.7%	28.3%	34.8%	39.1%	41.1%	42.0%	40.4%
Pembrokeshire	13.7%	16.4%	18.7%	20.4%	21.4%	21.2%	20.8%	20.0%

Red	>25%
Amber	15.1% - 25%
Green	<15%

Source: Pembrokeshire County Council

- 3.4.17 Further analysis can be found in Appendix D which provides details of capacity in the secondary schools from 2014 – 2020.
- 3.4.18 The LA has a statutory duty to secure sufficient and suitable school places in its area. The Strategic Plan for School Organisation 2012-16²⁷ has been prepared to provide information relevant to the planning of school places in Pembrokeshire and draw conclusions about the need to add or remove school places until 2016. The 2012 – 2016 Plan helps the LA, its schools, parents and local communities to understand the factors that influence the need for school places²⁸.
- 3.4.19 The geography and population sparsity of Pembrokeshire is a challenge to the successful delivery of 14-19 education. The current approach is that all schools offer limited vocational curriculum at 14-16. Schools have predominantly academic sixth forms whilst the College provides vocational curriculum with some limited A Level provision. This provides a breadth of opportunity 14-19 but the offer is not joined up sufficiently to ensure there is consistently good progression for learners into suitable further education and training or employment. Examples have been given of learners having to repeat levels of vocational learning because their prior achievements have not been in qualifications sufficiently robust to enable progression. More coherent curriculum planning for 14-19 would ensure that all learners have a well-defined progression pathway through all levels.

²⁷ www.pembrokeshire.gov.uk/content.asp?nav+647,694

²⁸ http://www.pembrokeshire.gov.uk/objview.asp?object_id=796&language

- 3.4.20 The attainment of level 4 and above qualifications across Pembrokeshire is relatively low. It is the role of all education and training providers in the region, to raise aspirations, provide progression pathways for young people to access higher level learning either within HE or through higher level vocational and apprenticeship routes. The linkage of these progression opportunities to labour market needs is key to ensuring that Pembrokeshire retains more young people in employment and increases the skills levels of young people to meet the needs of employers²⁹.
- 3.4.21 As part of the consultation process employer groups, training providers, Careers Wales and Job Centre Plus all reported that many young people are found to be:
- not suitably work ready;
 - not willing to take job opportunities which are a (perceived) lower level but have the potential for advancement; or
 - are not trained in the right vocational areas for the job opportunities that exist across the County.
- 3.4.22 This needs to be incorporated into any provision offered across Pembrokeshire going forward, possibly utilising funding from the new European Structural Funds as part of a collaborative project between local education and training providers.

The Local Context: the Secondary Schools in Pembrokeshire

- 3.4.23 The LA has eight co-educational, comprehensive schools providing education for pupils aged 11-18. Seven of the eight comprehensive schools are English medium, and one is Welsh medium/bilingual, where at least 80% of subjects are taught through the medium of Welsh.
- 3.4.24 The secondary schools within Pembrokeshire are a focus for the local community and not just the 11-18 year olds. Access is provided to a range of facilities for remote rural communities. In particular some of the schools are one of the main centres for the provision of Welsh for Adults (PCC Community Focussed Strategy 2010)³⁰.
- 3.4.25 The average pupil teacher ratio in the secondary sector in January 2013 was 16.9:1, compared with a Welsh average of 16.3:1³¹.
- 3.4.26 Pupils finding difficulty in a mainstream setting due to challenging behaviour can be referred to the Pupil Referral Unit (PRU) which is based in Neyland. They spend two terms within the PRU full-time, towards the end of this time they may undertake a part time reintegration programme at the mainstream school. Pupils work through the National Curriculum as far as possible and have clear targets throughout the day.
- 3.4.27 Almost all pupils with Special Educational Needs (SEN) attend mainstream schools. However, Portfield School makes provision for those pupils whose needs cannot be met in mainstream schools.
- 3.4.28 In addition, one of the most significant costs to the LA is the cost of educating pupils in Out of County placements. This currently represents over £2 million for less than 20 young people. Whilst there will be a need for pupils to receive specialist education Out of County, the LA and the College should consider ways to enhance local 14-19 provision to better meet the needs of these learners in their locality.

²⁹ <http://www.swanseabaycityregion.com/home/strategy.pdf>

³⁰ http://www.pembrokeshire.gov.uk/objview.asp?object_id=2616&language=en

³¹ WG: School Census Results 2013, ref SDR 109/2013

The Schools

3.4.29 Below is set out a summary of key information on the individual secondary schools and the SEN school:

Portfield School

- Portfield School provides education for pupils with statements of special educational needs (SEN) aged between 3 and 19 years. The school caters for pupils with a range of special educational needs, including: severe learning difficulty (SLD), profound and multiple learning difficulty (PMLD) and autistic spectrum disorder (ASD), as well as various genetic disorders and sensory difficulties.
- Portfield School has a Welsh medium satellite centre 'Y Porth' in Ysgol y Preseli and a further satellite centre at Tasker Milward School.
- Portfield School was inspected in March 2013 and was graded as excellent for its current performance and prospects for improvement. One of Estyn's recommendations was for the school to 'ensure that the accommodation is appropriate to meet the increasing number of pupils with complex needs'³².

Ysgol Bro Gwaun:

- Ysgol Bro Gwaun is an 11-18 mixed English medium comprehensive school. The school is situated between the towns of Fishguard and Goodwick.
- A third of pupils are fluent in Welsh, though only a quarter speak Welsh at home, while a further 60% can speak Welsh, but not fluently. Most of the fluent speakers study Welsh as a first language. The school provides six subjects through the medium of Welsh in KS 3 and two in KS 4.
- It serves an area with a mixed economy, which has recently experienced a decline in manufacturing. The percentage of pupils entitled to free school meals is 17%, similar to the Welsh figure of 17.6% for secondary schools. The percentage of pupils with Special Educational Needs (SEN) is 59%, significantly above the Wales average of 22.3%. Many pupils enter the school with low levels of literacy and numeracy.

Ysgol Dewi Sant:

- Ysgol Dewi Sant is an 11-18 English-medium mixed comprehensive school, situated in the city of St Davids. The school currently draws learners from a wide catchment area from Milford Haven in the south to beyond Fishguard in the north.
- Ten per cent of the pupils are registered as being entitled to free school meals. This figure is lower than the average for secondary schools in Wales (17.6%). Most pupils speak English as their first language at home. Few pupils join the school from Welsh-medium or bilingual primary schools.
- The school's intake represents the full range of ability, but because of the small number of pupils in each year group there is noticeable variation year-on-year.

Greenhill School:

- Greenhill School is an 11-18 English-medium community school. The school serves the coastal towns of Tenby and Saundersfoot as well as over 100 square miles of the surrounding countryside. Most pupils have been brought up in the catchment area of the school. A few pupils have moved to the area from other parts of the United Kingdom and an increasing number from other European countries.

³² www.estyn.gov.uk

- Pupils come from the full range of economic backgrounds. The school's intake includes the full range of ability. A total of 11.3% of pupils are entitled to free school meals.

Milford Haven School:

- Milford Haven School is an English-medium 11-18 mixed comprehensive. 22.4% of pupils are eligible for free school meals (FSM) compared with the Welsh average of about 15% for secondary schools. Very few pupils come from Welsh-speaking homes. A small percentage of learners currently learn English as an additional language.
- The school's intake represents the full range of ability. 37.5% of pupils have Special Educational Needs (SEN). This figure is significantly above the average for Wales as a whole of 22.3%.

Pembroke School:

- Pembroke School is an 11 to 18 English-medium mixed comprehensive school in the town of Pembroke. Pupils attend the school from in and around Pembroke and Pembroke Dock.
- A total of 24.7% of pupils are entitled to free school meals. This is well above the national average for secondary schools in Wales. Around 28% of pupils live in the most deprived areas in Wales.
- Pupils at the school represent the full range of ability. The school has a LA designated teaching and support centre for pupils with autism. 40.2% of pupils have special educational needs. A very small number have English as an additional language. There are very few pupils who speak Welsh at home.

Ysgol y Preseli:

- Ysgol y Preseli is an 11-18 mixed, designated Welsh-medium school. It is also a community school which is substantially used by different organisations. 5.5% of pupils are entitled to free school meals. The school is situated in the village of Crymych in the north of the County and serves a wide catchment area. About three-quarters of the pupils come from rural areas. However, the catchment includes the towns of Haverfordwest, Pembroke, and Fishguard. A quarter of the pupils come from areas that are neither prosperous nor economically disadvantaged and three-quarters from economically disadvantaged areas. Generally pupils come from homes where the average income is less than the national average. The main forms of employment in the region are agriculture and tourism.
- Pupils of all abilities are received by the school. About 65% of the pupils come from homes where the predominant language spoken is English, and 35% come from Welsh speaking homes. All of the pupils speak Welsh as a first language or to an equivalent standard within the school.

Sir Thomas Picton School:

- Sir Thomas Picton School is an English-medium 11-18, mixed, comprehensive school in Pembrokeshire and serves Haverfordwest, Neyland and the surrounding countryside.
- Pupils come from the full range of socio-economic backgrounds.

Tasker Milward V C School:

- Tasker Milward V C School is an English-medium 11 to 18 mixed comprehensive school, situated in the Scarrowscant district of Haverfordwest.
- Virtually all pupils speak English as their first language. About 2% of pupils can speak Welsh as a first language or to an equivalent standard.

- The school's intake includes the full range of ability. 42.5% of pupils have special educational needs compared with the national average of 22.3%.

3.4.30 The table below shows Pembrokeshire's secondary school sixth form numbers as a percentage of total pupil numbers (as at January 13) in real terms, and as a percentage of school population are summarised below:

Table 3: Secondary School Numbers

	Total Pupil numbers	6th Form Numbers	6th form as a % of total pupil numbers	Forecast Surplus Places 2020
Bro Gwaun	617	108	17.5%	295
Dewi Sant	489	81	16.56%	166
Greenhill	1160	219	18.88%	365
Milford Haven	1049	187	17.83%	292
Pembroke	1291	186	14.41%	359
Preseli	1011	198	19.58%	-65
STP	1157	165	14.26%	-85
Tasker Milward	936	146	15.60%	453
TOTAL	7710	1290		1779

Source: PLASC Jan 2013

- <150 pupils
- with capacity

3.4.31 A full breakdown of secondary school pupil numbers as at January 2013 can be found in Appendix D. As can be seen, by 2020 there will be 20% surplus capacity across the Pembrokeshire secondary schools, with the exception of Ysgol y Preseli.

3.4.32 The 2013 – 2014 vocational provision offered to year 10 and year 11 pupils in the North Federation is illustrated in the table below. This demonstrates that just under 80% of vocational options 14-16 are based at school, many are delivered in small groups.

Table 4 Vocational Options 14-16, for 2013-14

Year Group	Option	Taught at	Base					Total
			PC	TM	STP	YDS	YBG	
Year 10								
	Construction	PC		4	7			11
	Engineering - 2	PC			11			11
	Motor Technology	PC				4		4
	Carpentry	TM			6			6
	Public Services	TM		12	3			15
	Childcare Level 1	STP		7	2			9
	Engineering - 2	STP		14	1			15
	Hair and Beauty	STP		5	8			13
	Vehicle Technology	STP		7	5			12
	Construction	YBG					7	7
Sub-total				49	43	4	7	103
Year 11								
	Construction	PC		3	5			8
	Engineering - 2	PC			13			13
	Motor Technology	PC						0
	Carpentry	TM		9	6			15
	Engineering - 2	TM		13	2			15
	Public Services	TM		18				18
	Childcare Level 1	STP		6	1			7
	Hair and Beauty	STP		6	8			14
	Vehicle Technology	STP		3	15			18
Sub-total				58	50			108
Total				107	93	4	7	211

Source: Pembrokeshire County Council North Federation students KS4 Year 10 and Year 11 2013 – 2014

Post 16 vocational provision in schools

3.4.33 Schools have to meet the requirements of the learning and skills measure through the provision of a minimum number of vocational options, as well as A levels. They do so in two ways:

- Federated provision between schools and the College;
- Provision at home location.

3.4.34 A variety of provision is offered in schools post 16, ranging from classroom based provision, such as business and travel/tourism, through to provision requiring dedicated

workshop infrastructure, such as construction and engineering. This has meant that some schools have provided space and physical resources to meet the needs of relatively small groups of learners.

The Pembrokeshire Federation

3.4.35 There are two Federations working in Pembrokeshire. The full partners in the North Federation are Tasker Milward, Sir Thomas Picton, the College, Portfield, Bro Gwaun and Dewi Sant - Ysgol y Preseli is an associated member. The full partners in the South Federation are Milford Haven, Greenhill, Pembroke and the College. Federated working applies predominantly to the delivery of A levels.

3.4.36 The aims of the Federations are to:

- develop, as appropriate, wider and different learning opportunities for all learners in Pembrokeshire through integrated planning and provision;
- strive to maximise the standards of achievement for all learners;
- develop consistent practice to quality assurance, particularly in relation to learning and teaching; and the recording and monitoring of student performance;
- ensure access to new types of learning (e.g. e-learning);
- improve systems of advice and guidance for learners;
- address areas of duplication and competition, where they are clearly identified;
- develop the use of shared resources in terms of staff, materials and equipment;
- provide shared training opportunities where deemed appropriate; and
- implement the action plan agreed by the post 16 Federation.

3.4.37 The development of the Pembrokeshire Federation has impacted on the curriculum offer within the secondary schools and the College. Through the Pembrokeshire Federation's Commissioning Model, collaboration on planning provision, removal of duplicate learning provision has taken place. Within these options, groups of the same subjects are offered at different schools or the College. Further collaboration and amalgamation of groups to ensure a viable group size would improve the learning experience for most and also the financial efficiency of the provision.

The Local Context: The College

3.4.38 Pembrokeshire College Corporation was established under The Further and Higher Education Act 1992 for the purpose of conducting education and training. The College is an exempt charity for the purposes of The Charities Act 2011, and is a general further education College offering a range of further, higher, adult community and work based learning opportunities.

3.4.39 The College educates and trains approximately 9,500 learners annually. A breakdown of learners is shown in the table below:

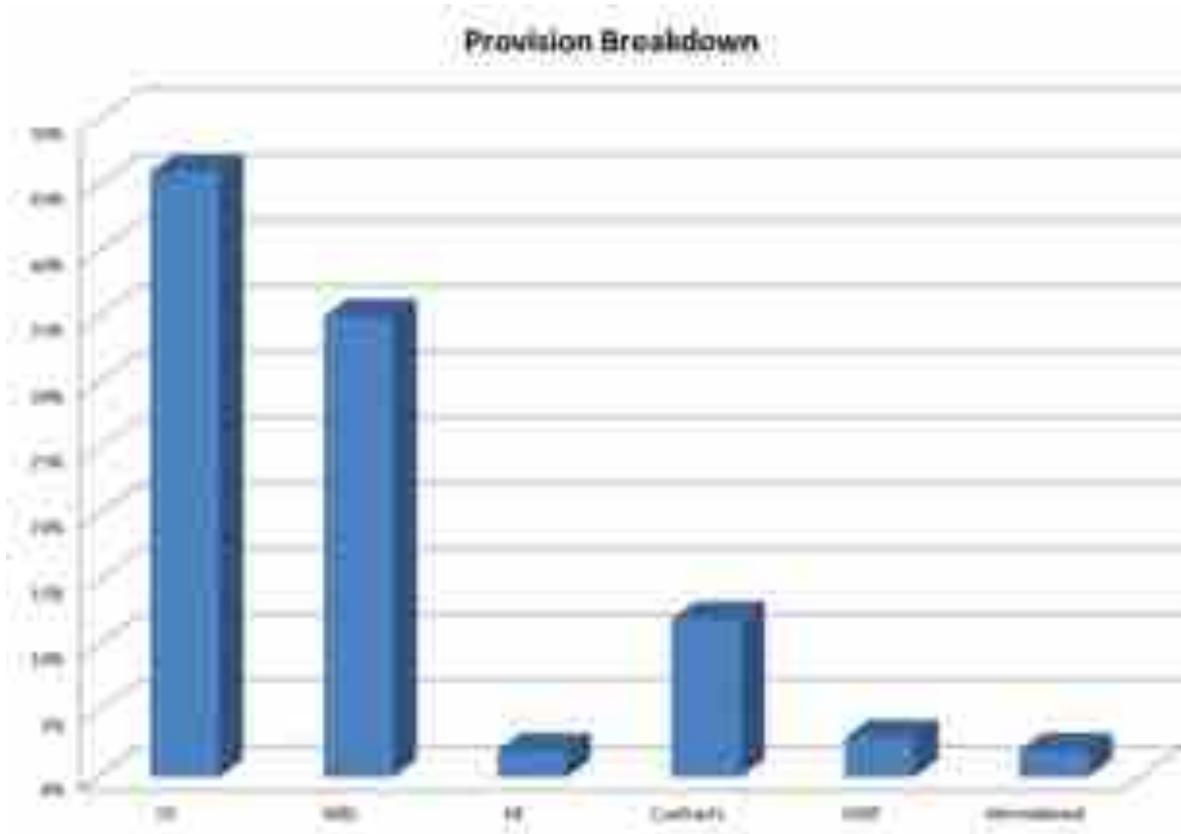
Table 5 Total Student Numbers Pembrokeshire College

	2011/12	2012/13
Further Education and Work Based Learning		
Full Time	2174	2340
Part Time	6711	7202
Total	8885	9542
Higher Education		
Full Time	119	72
Part Time	256	252
Total	404	345
Total Full Time	2293	2412
Total Part Time	6947	7454
Grand Total	9260	9866

Source: WG LLWR Data Dec.2013 – Excluding non College SAWSW WBL learners

- 3.4.40 26.6% of the College learners are aged 16-19. This represents around 1400 learners.
- 3.4.41 The College delivers programmes at the main campus in Haverfordwest, at the Marine and Information Technology Centre (MITEC) in Milford Haven and at over 30 outreach centres. The College offers academic and vocational provision across all Sector Subject Areas and from Entry Level to Level 7. Over 12,000 qualifications are offered to FE learners annually.
- 3.4.42 The College offers a wide range of provision, as indicated in the chart overleaf. The majority of the College’s provision is FE provision – skills training. An increasing proportion of provision is Work Based Learning. Higher Education (HE) however has been declining over a period of years.

Diagram 1: College Provision by Income Source

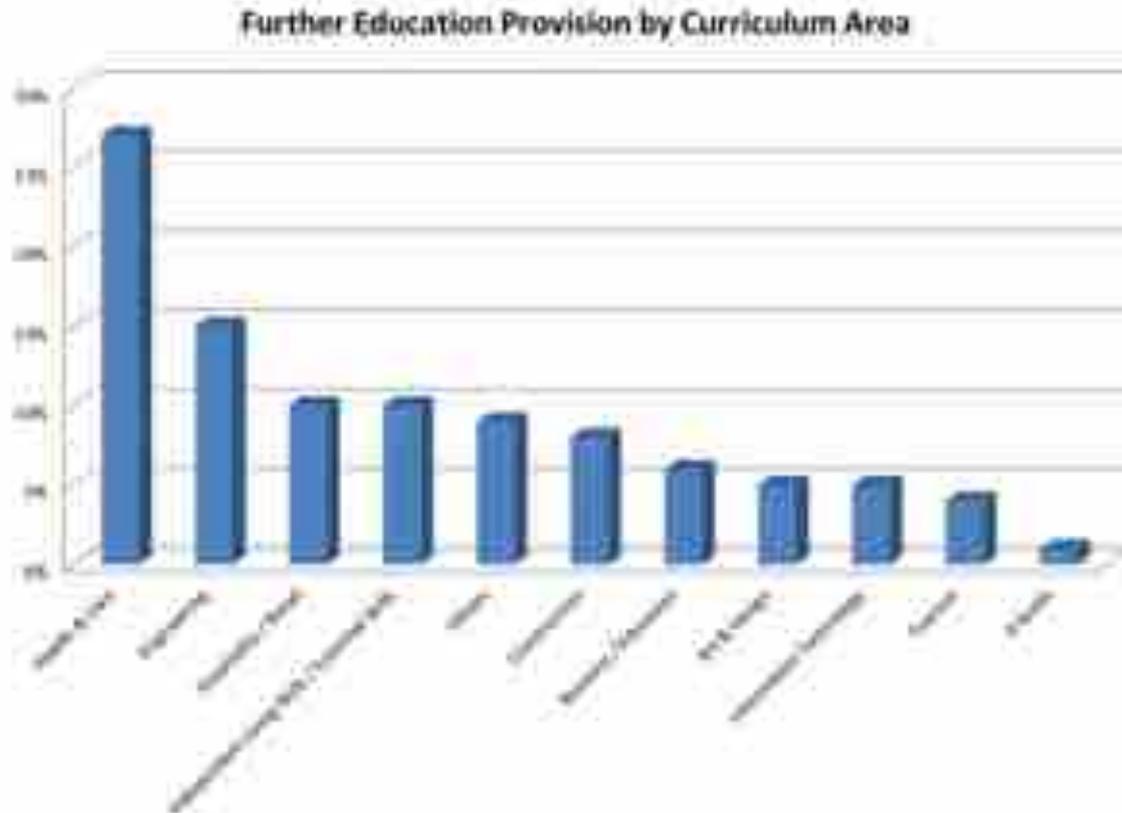


Source: Pembrokeshire College

3.4.43 The diagram above shows the level of income that the College receives for its 5 main areas of provision: FE – Further Education, WBL – Work Based Learning, HE – Higher Education, Other Contracts, DWP - Department for Work and Pensions Contracts and International Student income. As can be seen FE and WBL are the main areas of provision accounting for in excess of 75% of the College’s income.

3.4.44 The College offers curriculum across a wide range of Sector Subject Areas (SSAs), as indicated in the chart below. The College’s provision is constantly under review and development to ensure that it is responsive to employer changing needs and the demands of learners and the WG’s educational initiatives.

Diagram 2: Further Education Provision by Curriculum Area



Source: Pembrokeshire College

3.4.45 In the College’s Estyn Inspection Report of February 2011, the outcomes were classified as good, with prospects for improvement also graded as good (www.estyn.gov.uk).

3.4.46 The College is the lead Provider for a Work Based Learning (WBL) consortium arrangement. The Skills Academy Wales (South West) Consortium (The Consortium) is one of the largest WBL Providers in Wales and is a mixture of FE, Private Providers and the Voluntary Sector located in the South West and South East Wales areas. The Consortium has a contract from the WG in excess of £11.0m, and has been successful in raising its quality profile over the years of its existence, from 73% successful completion in 2009/10 to 87%* (est.) in 2012/13.

3.4.47 Within the Consortium, the College has seen an overall increase in its own work based learning numbers over the last 4 years, and hopes to build on this in future years.

Table 6 Pembrokeshire College: Work Based Learning Numbers

	2009/10	2010/11	2011/12	2012/13
Skill Build/STEPS/Traineeships	125	165	268	310
Foundation Apprentices	188	226	299	330
Apprentices	161	246	318	348
Higher Apprentices	-	-	-	13
Total Learners	474	637	885	1001

Source: Pembrokeshire College

3.4.48 The College offers Preparatory Learning, Foundation Modern Apprenticeships, Modern Apprenticeships and provision for NEETS in nine occupational categories. WBL provision in the College is 100% dependent on WG funding.

- 3.4.49 The training programmes offered are effective in meeting the needs of learners and employers with 88% of College learners achieving successful completions along with good progression from FMA to MA. A great deal of the provision is of a technical nature with College staff working closely with employers in the delivery of off-the-job training.
- 3.4.50 The College also provides a small amount of Higher Education (HE) provision for around 350 learners - a range of first Degrees, Foundation Degrees, Higher National Diplomas and Certificates and a post 16 Professional Graduate Certificate in Education. The majority of provision is offered on a part-time basis, and is vocational in nature.
- 3.4.51 The College's HE provision is validated through the University of Wales Trinity St David (UWTSD) – an agreement reached in 2010 under the concept of a dual sector university. The dual sector reference means that institutions within it work as a group to provide enhanced progression routes for a diverse community of learners as well as programmes of study that respond to the needs of employers.
- 3.4.52 In order to maximise opportunity, and in response to pressures of funding, the College has recently sought supplementary higher education partners. As a consequence, a joint venture company has been established with Swansea University and two other further education colleges to advance vocational higher education delivered 'locally' within the context of the Swansea Bay City Region – the 'College University Skills Partnership' (CUSP). The College will be transferring its engineering provision to Swansea University from September 2014.

3.5 Welsh Medium and Bi-lingual provision

The Local Authority (LA)

- 3.5.1 The LA has a clear vision for developing and extending Welsh Medium education to remove barriers in order to extend and develop Welsh-medium in both primary and secondary schools (including 16+) across the County. The vision is based on three key principles:
- To recognise every child's right to learn the Welsh language;
 - To promote the highest standards possible; and
 - The need to treat both Welsh and English equally.
- 3.5.2 The LA's Welsh in Education Strategic Plan (PCC Draft Welsh Education Strategic Plan 2014) reflects the WG's aspirations as identified in the School Effectiveness Framework 200833. The Plan also stresses a commitment to co-operate on a regional and national level to achieve the best results for all children and young people in the County. The background of the Welsh language in Pembrokeshire is a unique feature. On this basis, the planning for extending Welsh-medium provision is vital to realising the vision. By 2016:
- A Welsh School will be established in the south of the County.
 - A Survey to measure demand has identified areas where the current provision can be extended;
 - Measurable improvement in progression between KS2 and KS3;
 - Every pupil is able to access Welsh-medium provision across every key stage within reasonable travelling distance; and

³³ <http://wales.gov.uk/docs/dcells/publications/091020frameworken.pdf>

- Standards of Welsh First and Second Language are equal to the national average or higher.
- 3.5.3 These are under-pinned with specific aims, which in relation to 14 – 19 are:
- Increase the percentage of 14 – 16 year old learners you are studying for qualifications through the medium of Welsh;
 - Ensure that provision for 14-16 year old learners complies with the Learning and Skills Measure (Wales) 2009;
 - Increase the percentage of 16-19 year old learners who study subjects through the medium of Welsh in schools;
 - Working via 14-19 area networks and 14-19 Forums in order to maintain and improve Welsh medium provision;
 - Collect and use data on 14-19 Welsh medium provision; and
 - Plan for post-16 provision within partnerships.
- 3.5.4 The recent Independent Assessment into Pembrokeshire Schools Welsh Medium Education Strategy (Morgan October 2013), noted that secondary pupils wishing to access curriculum primarily through the medium of Welsh are served by Ysgol y Preseli. Pupils in the Fishguard area can also access about half the curriculum through the medium of Welsh in the Welsh Stream at Bro Gwaun.
- 3.5.5 In 2012, 21.2% of the County's pupils were in Welsh-medium education. This drops to 13.7% of pupils being assessed in Welsh First Language at the end of KS3 (Year 9). The reduction at secondary level is influenced by two key factors – firstly, the long distance to Ysgol y Preseli from the south of the County is prohibitive for some, and secondly a significant number of pupils in the Fishguard area fail to progress to the Welsh stream at Bro Gwaun despite having studied primarily through the medium of Welsh at primary school. The Report recommends that a key objective for the LA is to address the opportunities to improve access to Welsh-medium or bilingual provision in the relevant areas of the County.
- 3.5.6 The Independent Assessment also identifies that as linguistic progression involves not only progression in Welsh first language as a subject but also progression in terms of other subjects through the medium of Welsh. As with several other dual-stream secondary schools it is challenging for Bro Gwaun to expand the range of subjects taught through the medium of Welsh. However, demand for those subjects may well increase based on several factors including WG expectations. This should feature in the current review of secondary provision. The Assessment also comments that 14-19 options through the medium of Welsh are also limited as is recognised in the Welsh in Education Strategic Plan (WESP) and that this should also feature in the current review of secondary provision.
- 3.5.7 The Independent Assessment also identified that ALN is another area recognised in the WESP and in the Post inspection Action Plan (PIAP). Specifically the WESP recognises the need for an ALN audit to identify areas and specialisms that lack Welsh-medium capacity. The LA's recent Inclusion Service Annual Report 2012 – 2013³⁴ has identified the capacity issues and actions needed to address them and the capacity to provide a bilingual service for the county's Welsh-medium and bilingual schools should inform any capacity building, training and recruitment activities.

³⁴ <http://mgenglish.pembrokeshire.gov.uk/documents/s22915/ALN%20report.pdf?LLL=0>

The College

3.5.8 The College has made continuous progress in operating its Welsh-medium schemes over the last decade. The key features are:

- developing the College’s bilingual ethos;
- raising Welsh language and cultural awareness within the College and in the curriculum;
- promoting and encouraging the use of the Welsh language by providing opportunities for learners to undertake elements of their programmes through the medium of Welsh; and
- providing opportunities for learners and staff to develop Welsh language skills.

3.5.9 Evidence of the progress made includes:

- an increase in the number of learners completing elements of assessed work through the medium of Welsh;
- the provision of staff development opportunities thereby increasing the number of teachers/tutors able to assist learners;
- the appointment of a bilingualism support tutor, 0.6, and funded by the Regional Network Development Plan (RNDP), to provide teaching and tutorial support; and
- targeting specific courses to extend the modules available through the medium of Welsh. There has been progress in hairdressing and beauty therapy; hospitality and catering; health and social care and sport. The following table confirms the progress made:

Table 7: Progress made in Welsh-medium Schemes

Year	Assessments completed through the medium of Welsh	Learners completing Welsh-medium units(OCNs)
2009-10	26	-
2010-11	35	58
2011-12	18	301
2012-13	140 ³⁵	253

Source: Pembrokeshire College

- In 2013-14 a new course – ‘PEO Level 1 in Agricultural Engineering’ has been launched in partnership with Ysgol y Preseli. The development involves 3 core modules and 2 option modules which are delivered through the medium of Welsh
- During 2012-13, 500 learners took part in language awareness programmes and 50 learners took part in enterprise activities linked to Santes Dwynwen (Valentine’s Day)

3.5.10 The development of Welsh-medium and bi-lingual provision across 14-19 education in Pembrokeshire needs to grow and flourish to meet the demands of learners and the

³⁵ of the 140 learners who completed assessments through the medium of Welsh in 2012-13, 105 were part of a new pilot course- “ Yr iaith ar waith”

aspirations of the WG in a coherent way. Collaboration, sharing of skills and expertise is proven within Pembrokeshire to be an effective means of delivering the required developments. This needs to be built upon and enhanced to ensure learners have the access to Welsh-medium or bilingual learning if they require it.

3.6 Quality and Performance

Schools Banding Results

3.6.1 Banding is the WG approach to grouping schools according to a range of factors to establish priorities for differentiated support and to identify those from whom the sector can learn. The secondary model uses four groups of data: level 2 threshold including English/Welsh and mathematics, capped points score, attendance and English/Welsh and mathematics average points' scores. Within each data group, relative performance is measured to take account of a selection of actual performance, progress over time and performance relative to context and cohort.

3.6.2 Each of the secondary schools in Pembrokeshire, like all secondary schools in Wales, has been 'banded' by the WG. The 2013 Banding data shows the following Pembrokeshire secondary school performance for over the last three years:

Table 8: Secondary School Bands – December 2013

School name	2011 Band	2012 Band	2013 Band	Position from last year
Bro Gwaun	Band 4	Band 3	Band 4	Declined 1
Dewi Sant	Band 3	Band 2	Band 3	Declined 1
Greenhill	Band 4	Band 2	Band 2	Stayed the same
Milford Haven	Band 4	Band 2	Band 5	Declined 3
Pembroke	Band 4	Band 3	Band 3	Stayed the same
Ysgol y Preseli	Band 1	Band 2	Band 3	Declined 1
Sir Thomas Picton School	Band 3	Band 2	Band 2	Stayed the same
Tasker-Milward	Band 4	Band 3	Band 5	Declined 3

Source: My Local School, Welsh Government, December 2013

3.6.3 From this can be seen that:

- three schools maintained their performance in 2013, when compared with 2012;
- three schools dropped one band; and
- two schools dropped more than one band.

3.6.4 As part of the analysis which informs the banding, the Level 2 and Level 3 threshold performance and average point score for the secondary schools in 2013 is summarised overleaf, compared to local and national benchmarks:

Table 9: Secondary School Key Performance Indicators

	LEVEL 2 THRESHOLD	LEVEL 3 THRESHOLD	Average POINTS AT 17	
Bro Gwaun	54%	94.3%	826	
Dewi Sant	66%	91.9%	932	
Milford Haven	41%	93.6%	796	
Greenhill	66%	96.4%	953	
Pembroke	48%	98.7%	836	
Preseli	75%	100%	932	
STP	63%	100%	1070	
Tasker Milward	51%	100%	1017	
Pembrokeshire	56%	97.5%	905	
Wales	51%	96.9%	773	

Key

	Below Welsh Average
	Above Welsh average
	Matches Welsh average
	Direction of travel compared to previous year

Source: *My Local School, Welsh Government, December 2013*

3.6.5 The table shows that of the eight secondary schools, 2 fell below the Level 2 threshold, including Maths and English, for Wales, and one equalled the Welsh average. 5 secondary schools were above.

3.6.6 Of the eight secondary schools, 4 fell below the level 3 threshold, and four were above.

The College

3.6.7 Further Education achievement is measured according to 3 key criteria:

- Completion - % learners finishing a course.
- Attainment - % learners finishing and attaining a course.
- Success - % attainment of learners starting a course.

3.6.8 Success rates in the College reached 82% in 2009/10. Whilst they increased slightly in 2011/12, the indications are that they have stabilised, as demonstrated by 2011/12 results, and by the expectations for 2012/13 results. However, they remain better than the Welsh National Comparator (NC). Currently the College stands in the second quartile

for quality, within the Welsh FE Sector. Please see Appendix M: Learner Outcome Report for individual Subject Sector Areas.

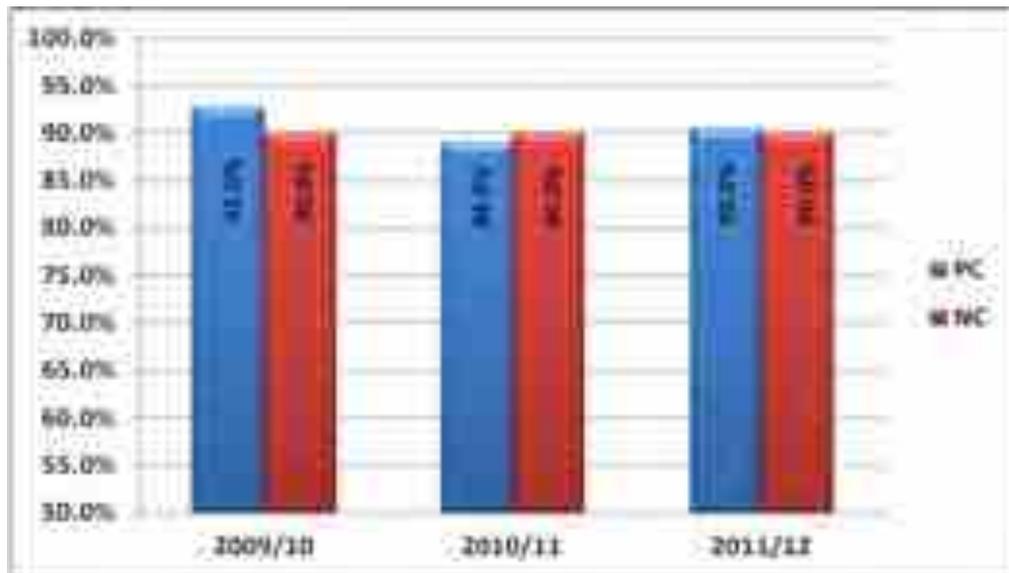
Table 10: Pembrokeshire Success Rates



Source: WG Learner Outcome Report 2011/12

3.6.9 Completion rates within the College are variable. Overall, they are near the Welsh average. However, this masks critical 'long course' completion rates which are consistently lower than the Welsh average.

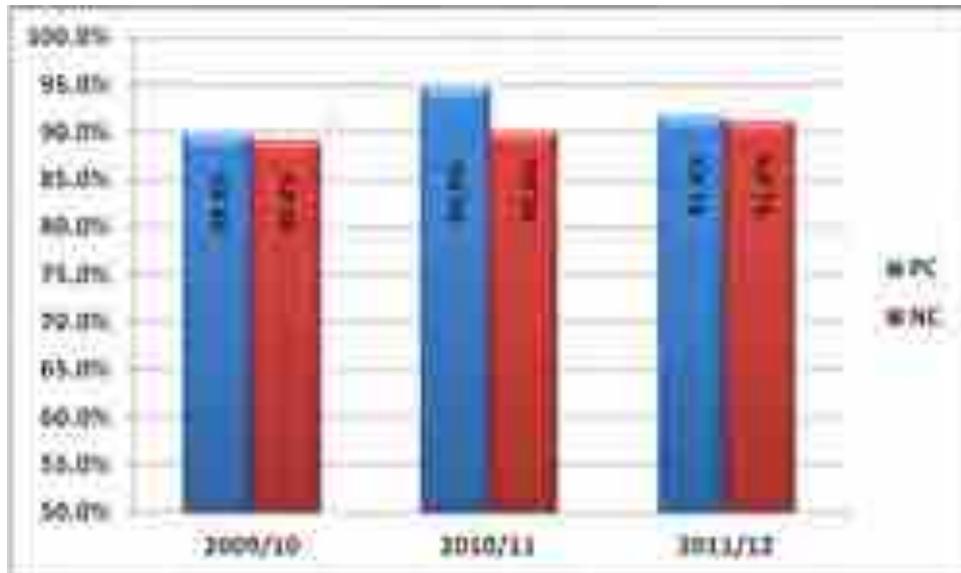
Table 11: Completion Rates Pembrokeshire College



Source: WG Learner Outcome Report 2011/12

3.6.10 Attainment rates within the College are consistently above the sector average.

Table 12: Attainment Rates Pembrokeshire College



Source: WG Learner Outcome Report 2011/12

3.6.11 Work-based learning is measured primarily in two ways:

- Success rates for employed learners
- Progression rates for non-employed learners

Table 13: Work Based Learning Consortium Success

Framework Success	Pre Consortium		Post Consortium	
	2009/10	2010/11	2011/12	2012/13
Consortium	73%	79%	83%	87%*
Wales	N/A	82%	85%	TBA

* Estimated

Source: LLWR Inform – Feb/March date freeze

3.6.12 Over the last few years, The Consortium has seen a significant increase in success rates, moving from 73% in 2009/10 to an estimated 87% in 2012/13

Estyn Common Inspection Framework

3.6.13 Estyn – Her Majesty’s Inspectorate for Education and Training in Wales – has a statutory responsibility for inspecting schools, FEI’s, and Local Authority Children’s Services. It does this through the Common Inspection Framework (CIF), inspecting organisations roughly every 5 years. Below sets out the outcomes from Estyn inspections of the schools and College over the previous two cycles of inspection.

Overview of the 2004 - 2010 Common Inspection Framework (CIF)

3.6.14 HM Inspectors provided a judgement on seven Key Questions:

- Key Question 1: How well do learners achieve?
- Key Question 2: How effective are teaching, training and assessment?
- Key Question 3: How well do the learning experiences meet the needs of learners and the wider community?
- Key Question 4: How well are learners cared for, guided and supported?

- Key Question 5: How effective are leadership and strategic management?
 Key Question 6: How well do leaders and managers evaluate and improve quality and standards?
 Key Question 7: How efficient are leaders and managers in using resources?

3.6.15 The five-point scale used to represent all inspection judgements is:

- Grade 1 good with outstanding features
- Grade 2 good features and no important shortcomings
- Grade 3 good features outweigh shortcomings
- Grade 4 some good features, but shortcomings in important areas
- Grade 5 many important shortcomings.

3.6.16 A summary of the results from the Inspections of all the secondary schools and the College profile under the 2004 - 2010 CIF is provided in Appendix E.

3.6.17 This shows that during the last cycle:

- o two schools were graded as 'outstanding' for all criteria (Dewi Sant and Ysgol y Preseli);
- o two schools had over 50% of their criteria graded as 'outstanding' (Milford Haven and Sir Thomas Picton);
- o The College had over 50% of their criteria graded as 'outstanding';
- o 1 school received less than 50% of the criteria graded as 'outstanding'(Greenhill);
- o 3 schools were not graded as 'outstanding' for any criteria (Bro Gwaun, Tasker Milward and Pembroke).

Overview of 2010-2016 Common Inspection Framework

3.6.18 In 2010 there was a change to the CIF, under which HM Inspectors have to provide a judgement on three Key Questions:

- Key Question 1: How good are the outcomes?
 Key Question 2: How good is provision?
 Key Question 3: How good are leadership and management?

3.6.19 In addition, there is an overall judgement on the School's/College's current performance and on its prospects for improvement.

3.6.20 The Judgements are:

- Excellent Many strengths, including significant examples of sector-leading practice
- Good Many strengths and no important areas requiring significant improvement
- Adequate Strengths outweigh areas for improvement
- Unsatisfactory Important areas for improvement outweigh strengths

3.6.21 There was a significant change of focus to learner outcomes, the results of which informed all five judgements. There was also a greater emphasis on learner experience.

3.6.22 Five of the secondary schools, Bro Gwaun, Dewi Sant, Milford Haven, Pembroke, Tasker Milward as well as the College have been inspected under the 2010-2016 CIF.

- 3.6.23 In terms of Estyn's recommendations from the current Inspection cycle for the secondary schools, some significant points included³⁶:
- Two schools were in need of significant improvement (Tasker Milward and Dewi Sant).
 - Four schools needed to raise standards particularly in Key Stage 4 (Bro Gwaun. Pembroke, Tasker Milward and Dewi Sant).
 - Three schools needed to improve the quality of teaching and assessment across the ability range, including the more able pupils, Boys (Milford Haven, Tasker Milward and Dewi Sant)
- 3.6.24 In terms of Estyn's recommendations from the current Inspection cycle for the College these were made to improve success rates generally, but particularly in key skills.
- 3.6.25 The outcomes of inspections carried out in the secondary schools and the College under the 2010 – 2016 Common Inspection Framework can be seen in Table 14.:

³⁶ School Inspection Reports www.estyn.gov.uk

Table 14: Summary of Estyn Inspection Results, 2010-2015 Cycle

Quality Indicators	Judgement by Institution					
	Bro Gwaun April 2012	Dewi Sant May 2013	Milford Haven May 2011	Pembroke Dec 2012	Tasker Milward March 2013	Pembrokeshire College Feb 2011
Current performance	Adequate	Adequate	Adequate	Adequate	Adequate	Good
Prospects for improvement	Adequate	Adequate	Adequate	Good	Adequate	Good
KQ1 Outcomes						
• Overall	Adequate	Adequate	Adequate	Adequate	Adequate	Good
• Standards	Adequate	Adequate	Adequate	Adequate	Adequate	Good
• Wellbeing	Good	Good	Good	Good	Unsatisfactory	Excellent
KQ2 Provision						
• Overall	Good	Adequate	Good	Adequate	Adequate	Good
• Learning Experiences	Good	Adequate	Good	Adequate	Adequate	Good
• Teaching	Good	Unsatisfactory	Adequate	Adequate	Adequate	Good
• Care, support and guidance	Good	Adequate	Good	Good	Adequate	Good
• Learning environment	Adequate	Good	Good	Good	Adequate	Excellent
KQ3 Leadership and Management						
• Overall	Adequate	Adequate	Adequate	Good	Adequate	Good
• Leadership	Good	Unsatisfactory	Adequate	Good	Adequate	Good
• Improving quality	Adequate	Adequate	Adequate	Good	Unsatisfactory	Good
• Partnership working	Good	Good	Good	Good	Adequate	Excellent
• Resource Management	Adequate	Adequate	Adequate	Adequate	Adequate	Good
Significant improvement	No	Yes	No	No	Yes	No

Source: School Inspection Report www.estyn.gov.uk

This shows that:

- Pembrokeshire College received 3 'excellent' grades and 12 'good' grades for the 15 criteria
- one school received 'good' for just over 50% of its criteria, and 'adequate' for the remainder
- two schools received 'good' for less than 50% of their criteria and 'adequate' for the remainder
- two schools were identified as requiring 'significant improvement'

Dark Green = Excellent Light Green = Good Amber = Adequate Red = Unsatisfactory
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A Level results

3.6.26 The table below shows that the trend of A level results for the secondary schools and the College over 3 years.

Table 15: Pembrokeshire A Level Results – Schools and College

	2013		2012		2011	
	Pembs %	Wales %	Pembs %	Wales %	Pembs %	Wales %
A*-A	18.9	23.0	18.6	24.0	20.5	24.0
A*-B	44.9	50.0	45.9	50.0	45.9	49.0
A*-C	70.1	76.0	73.4	75.0	72.9	74.0
A*-E	97.3	98.0	98.7	98.0	98.1	97.0

Source: Pembrokeshire County Council and Pembrokeshire College

3.6.27 This shows that until 2013, the number of learners achieving A*-E grades has been higher than the national average. However, in 2013 this fell to below the sector average.

3.6.28 The number of learners achieving higher grades however has consistently been significantly below the sector average. The widest gap is in A* to C grades, seeing a differential of nearly 6 percentage points in 2013.

3.7 Progression and Destination of learners

Conversion rates within Secondary Schools

3.7.1 The table below shows details of the numbers of pupils within Pembrokeshire secondary schools who progress from Y11 into the sixth form and then from Y12 to Y13 within the school. The overall trend in Pembrokeshire as demonstrated in the table below is upward, although there was a downward movement in 2011.

Table 16: Overall Pembrokeshire conversion rates

Year Group	2013	2012	2011	2010	2009
11	1425	1333	1307	1434	1457
12	749	732	722	805	787
13	541	527	566	582	584
Conversion to year 12	56.19%	56.01%	50.35%	55.25%	
Conversion to year 13	73.91%	72.99%	70.31%	73.95%	

Source: Pembrokeshire County Council PLASC Data 2009-2013

3.7.2 The wider destinations of school leavers at Year 11, 12 and 13 are detailed overleaf for July 2013.

Table 17: Destinations of Secondary School Leavers

	Year 11		Year 12		Year 13	
	PCC	Wales	PCC	Wales	PCC	Wales
Continuing in FT Education (School)	57.8%	86.4%	73.6%	89.2%	10.1%	20.2%
Continuing in FT Education (College)	25.2%		16.7%		10.4%	
Higher Education/Gap Year					59.8%	59.4%
Work Based Training – non employed	9.5%	5.1%	2.0%	2.7%	0.5%	0.7%
Work Based Training – employed	2.5%	3.2%	4.0%	3.1%	13.1%	11.1%
Known to be Not in Education, Training or Employment	3.1%	4.2%	2.8%	2/7%	3.5%	5.1%

Source: Careers Wales destinations of school leavers by LEA 2012)

3.7.3

Analysis of leavers after year 12 show that more pupils leave school and continue their education in the College than the Welsh average. This is a particularly worrying trend as the gap between the Welsh average and Pembrokeshire is increasing year on year. This needs to be addressed as a priority as part of the Youth Engagement and Progression Framework.

Table 18: Destinations post year 12

	2010		2011		2012	
	Pembs	Wales	Pembs	Wales	Pembs	Wales
FT School	74.9%	76.8%	75.9%	78.3%	73.6%	76.3%
FT College	13.0%	12.1%	14.0%	12.3%	16.7%	12.9%

Source: Careers Wales destinations of school leavers by LEA 2012)

3.7.4

In 2013/14, the College enrolled 396 Year 11 leavers from the eight secondary schools on a full time College programme as follows:

Table 19: 2013/14 College enrolments Year 11 leavers

	Vocational Programme	A Level	Total	Total as a % Progression
Bro Gwaun	30	7	37	34%
Dewi Sant	33		33	37%
Greenhill	47	2	49	25%
Milford Haven	58	2	60	31%
Pembroke	65	4	69	28%
Ysgol Y Preseli	25	3	28	18%
Sir Thomas Picton	71	4	75	36%
Tasker Milward	44	1	45	26%
	373	23	396	29%

Source: WG LLWR December 2013 and PCC Plasc 2013

- 3.7.5 The College then significantly enrolled 160 Year 12 and Year 13 leavers from secondary schools.

Table 20: 2013/14 year 12 and 13 College enrolments

	Transfer after one year at school	Transfer after two years at school
Bro Gwaun	5	6
Dewi Sant	4	3
Greenhill	10	6
Milford Haven	14	17
Pembroke	19	10
Preseli	4	1
STP	19	12
Tasker Milward	13	17
Total	88	72

Source: WG LLWR November 2013

- 3.7.6 Of these 160 school leavers, 17 (11%) have enrolled on AS Levels and 143 (89%) have enrolled on vocational programmes.
- 3.7.7 This highlights a possible issue for the learners in that a significant number of young people across Pembrokeshire are moving provider before completing their full course; or, on completion of their chosen course at 17 or 18, are remaining in education and training post 19 to retrain or, repeat learning. This indicates the need to improve learner information about choices, as these learners take longer to progress into employment or HE. It also uses public funding of nearly £500,000 which is potentially “duplicated”.
- 3.7.8 It is therefore vital that learners are undertaking the right course for them at 16 and that they are retained within a programme of learning that is right for them. This further highlights a need for informed, accurate and unbiased Information, Advice and Guidance

(IAG) to be in place from Year 7 to ensure that learners and their parents are aware of the full range of options which are available to them after KS4. This is to ensure that they make the right choice and are aware of the progression pathways open to them for the choices they make, whether that is FE or HE or employment. This may result in a reduction in A level provision in some subject areas.

3.8 ALN

3.8.1

Any developments would need to incorporate learners with Additional Learning Needs (ALN). The recent Annual Inclusion Service Report 2012 – 2013 outlines the LA's Pembrokeshire Inclusion Programme³⁷. The Programme consists of three broad and mutually complimentary projects:

- Project A: Building capacity in mainstream schools to support pupils with additional needs;
- Project B: Evaluating effectiveness and outcomes for pupils with additional needs; and
- Project C: Developing support and provision for pupils with additional needs.

3.8.2

The evidence and responses to these reviews will feed directly into the LA plans for 14 – 19 education provision in Pembrokeshire and the preferred option arising from this Review.

3.8.3

This would include those learners who are classified as more able and talented, they also need to access appropriate curriculum and challenge. In this way all learners will be able to achieve and progress to their full potential.

3.8.4

See Appendix I which summarises key points from the Estyn Report on Supporting more able and talented pupils in secondary schools June 2012.

3.9 Facilities

The secondary schools

3.9.1

Seven of the eight secondary schools in Pembrokeshire were constructed between 1952 and 1964. Over the last 15 years, the LA has done much to improve the asset, spending some £20,300,000 on new build accommodation and systematic refurbishment of facilities. Since 1996, the LA has removed 25 (93%) temporary classrooms from this sector, leaving only two temporary classrooms in September 2011. Internal remodelling has been undertaken in several schools to make more effective use of existing space. Improved vocational facilities, including hair and beauty salons and motor mechanics workshops, which have been provided at four schools. Specific capital allocations include:

- a total of nine new teaching blocks added at six of the LA's eight secondary schools;
- a new special needs secondary unit with 52 places and a secondary outreach centre for the special school in the north of the County;
- special needs units in three schools;
- annual programmes to upgrade heating and electrical systems, replace curtain walling and install double glazed UPVC windows;
- a renovation and replacement programme of 55 laboratories across all secondary schools at a cost of £5.5 million;

³⁷ <http://mgenglish.pembrokeshire.gov.uk/documents/s22915/ALN%20report.pdf?LLL=0>.

- the provision of new community learning centres in two schools; one with a public library;
- kitchen refurbishment/improved serveries/dining room refurbishment programme in all secondary schools; and
- significantly improved sport and leisure facilities.

3.9.2 In spite of this significant investment, parts of the secondary school estate are not fit for purpose, particularly in the context of Learning Pathways 14 – 19³⁸. Many classrooms are too small to incorporate new technologies easily, and vocational areas are outdated and do not meet new requirements. Generally, secondary school buildings are inflexible and adaptations are difficult and expensive to undertake successfully. Most of the buildings do not facilitate skills-based, independent or personalised learning, a key feature of Learning Pathways 14 – 19. Most of the buildings are not sufficiently inclusive and lack lifts to multi-storey areas.

3.9.3 Recent condition surveys indicate a backlog of repair work costed at around £20,000,000. Most of the secondary school buildings are multi-storey and have been affected over time by the effects of weathering and concrete spalling. In a number of instances, mechanical and electrical systems require replacement due to age and in order to reduce revenue costs and deliver greater sustainability.

3.9.4 Meeting new legislative requirements in relation to health and safety and disability access is becoming increasingly costly. It is clear that a piecemeal approach to the repair, renovation or replacement of the secondary school buildings will not attract significant capital investment in the County's secondary schools or deliver the desired outcomes for young people.

3.9.5 A conditions grading of the secondary schools can be seen below in Table 21.

3.9.6 The LA has a clear vision and a coherent, long term strategy for development and improvement of its schools and its education service. These are based on a number of fundamental principles which are reflected in their key strategic documents and are developed through highly consensual relationships with schools, stakeholders and key partners, including the College, and reflect the aspiration to be a continuously self-improving, dynamic learning community. The County has a strong record of using capital investment to improve learner outcomes, drive school effectiveness and make more efficient use of resources. The 21st Century Capital Programme builds on the good progress that has already been made and, when fully implemented, will ensure that all the schools meet the 21st Century Schools standard.

3.9.7 The WG has approved (subject to contract), Pembrokeshire's bid for a £150M programme from 2014/15, and consideration needs to be given to management and resource issues to deliver the required programme of Transformation. A Strategic Outline Programme was submitted in Autumn 2010.

The College

3.9.8 The College commissioned an estates masterplan in 2004 which was undertaken by Austin Smith Lord Architects. This document set out a £30M strategic development framework for the estate.

3.9.9 To date, the College has completed three phases of this masterplan at a total cost of £9,000,000. This has included site infrastructure works, a new construction centre (which

³⁸ The Learning Country: Learning Pathways 14-19 Action Plan' 2003

was the first FE building in the UK to achieve BREEAM excellence at both design and post completion assessment stages) and a new engineering extension which included a major refurbishment of existing engineering facilities. These projects have been delivered over a five year period and have been delivered on time and to budget through traditional procurement routes.

- 3.9.10 A conditions gradings of the College can be see below in Table 21 below.
- 3.9.11 The College has identified the next two phases of development, an extension to the south east and also an extension of its west wing. The South East wing extension has received approval in principle from the WG.
- 3.9.12 However, the College has put on hold any further redevelopment plans until the 14-19 review has been completed to ensure a holistic strategic approach to capital development is undertaken between the LA and the College. This will ensure that the estate of both Organisations is developed in a way to maximise best value for money.
- 3.9.13 The College has invested heavily in infrastructure and resources to meet the needs of local industry. Consequently, it has state of the art facilities in key vocational areas, engineering, construction, hair, beauty, complementary therapies and hospitality and catering, these include Virtual Control rooms which simulate the refineries and the LNG plant³⁹.

³⁹ Pembrokeshire College Estates Strategy 2008

Table 21: Conditions Grading 2010

	Suitability Grading		Overall Building Condition Grading based on 2010 Survey	
Preseli	C	Poor - teaching methods inhibited	C	Operational, but major repair or replacement needed soon
Fishguard	B	Reasonable - but behaviour/morale adversely affected	C	Operational, but major repair or replacement needed soon
Milford Haven	B	Reasonable - but behaviour/morale adversely affected	C	Operational, but major repair or replacement needed soon
Pembroke	C	Poor - teaching methods inhibited	C	Operational, but major repair or replacement needed soon
Sir Thomas Picton	C	Poor - teaching methods inhibited	C	Operational, but major repair or replacement needed soon
Dewi Sant	B	Reasonable - but behaviour/morale adversely affected	C	Operational, but major repair or replacement needed soon
Tasker Milward	C	Poor - teaching methods inhibited	C	Operational, but major repair or replacement needed soon
Greenhill School	B	Reasonable - but behaviour/morale adversely affected	C	Operational, but major repair or replacement needed soon
Pembrokeshire College: Main College Building	A	Good - suitable levels for teaching, learning and well-being	B	Satisfactory but with minor deterioration
Innovation Centre	A	Good - suitable levels for teaching, learning and well-being	A	Good and operating efficiently
Construction Centre	A	Good - suitable levels for teaching, learning and well-being	A	Good and operating efficiently
MITEC	B	Reasonable - but behaviour/morale adversely affected	B	Satisfactory but with minor deterioration

4 The Case for Change

4.1 Introduction

- 4.1.1 This is the final part of the first stage of the Five Case Model, the Strategic Case and draws together the foregoing analysis to demonstrate the need for change.

4.2 Existing arrangements

- 4.2.1 This chapter draws together the evidence and outlines the reasons why change is required.

Transformation Agenda

- 4.2.2 There is commitment from all the post 16 providers in Pembrokeshire to respond positively to the WG's Transformation Agenda. There is in place a collaboration between partners without any change in legal status, governance or management of any partners. Arrangements are developed through the commitment and goodwill of all parties.
- 4.2.3 There has been a review of provision by the schools and the College which has helped to widen curriculum choice for all learners through collaboration. Some reduction of duplication has been achieved.
- 4.2.4 Within the AS options for 2012 – 2013, there were a total of 92 different options groups running in the North Federation and 77 in the South Federation. One of the key principles of the Pembrokeshire Commissioning Model was that group sizes of 12 or more would be deemed viable. Of the classes running, 39% (25) of those in the north and 12% (9) of those in the south were running with less than twelve pupils. 28% of those running in the north and 12% of those running in the south were run with eight pupils or less. As a result, there is still a need to rationalise provision further in order to meet this principle and to ensure that there is no cross subsidisation between groups and courses.
- 4.2.5 There is also a particular need to address the A2 numbers across the Federation which sees a Pembrokeshire average of 72% continuing their studies (PLASC 2013).
- 4.2.6 Whilst some courses in both the north and south Federations have been combined and withdrawn there is much to be achieved in terms of rationalisation of small classes and duplication of provision. This would improve financial efficiency and also ensure that learners have access to a large stimulating learning group which is essential for many subjects at this level. Whilst further rationalisation of the curriculum offer will result in more learners having to travel to access their choices, from discussions with learners as part of the consultation process, they are not averse to this if they can study the subjects that they want. For many the need to travel to access further learning or employment will be part of their daily lives in the future.
- 4.2.7 There are three secondary schools in Pembrokeshire (Bro Gwaun, Dewi Sant and Tasker Milward) which have sixth forms of less than 150. The WG believes that inefficiencies are more likely to arise when school sixth forms operate with fewer than 150 students
- 4.2.8 There has been no discernible impact on quality improvement as a result of federated working.
- 4.2.9 Whilst all schools meet The Learning and Skills Measure (Wales) 2009 there is very limited – and declining – post 14 provision with the College, which supports some of the recommendations in the Review of Qualifications in Wales 2012.

- 4.2.10 Schools and the College have different admission entry requirements, which confuses learners and distorts results.
- 4.2.11 See Appendix F which contains extracts from four Reports on school size, and reorganisation and educational effectiveness.

The impact of the Programme Based Funding (PBF) System

- 4.2.12 The introduction of the PBF System in 2014 will impact on the curriculum offer within both the schools and the College and will focus attention on ensuring that learners are undertaking the right course for them at 16 and that they are retained within the programme of learning and improve their potential to succeed.
- 4.2.13 The current delivery mechanism is costly and inefficient with small class sizes and duplication of provision. Given the impact of the new PBF system and the future reductions in WG Funding, this will impact on the scale of provision and range of resources that can be made available for providers and learners in Pembrokeshire.
- 4.2.14 For the next year:
- there is an 8% reduction - £444,000 – in funding for post 16 education in Pembrokeshire schools
 - there is a 2% reduction - £230,000 – in funding for the College
- 4.2.15 The need for rationalisation of post 16 delivery is unavoidable. It is important therefore for the secondary schools and the College work collaboratively to create efficiencies by reducing the duplication of provision, and pooling resources.

The Review of Qualifications in Wales 2012

- 4.2.16 The Qualifications Review will lead to curriculum changes 14-16, whereby learners of this age will not be able to study qualifications leading to occupational competence. This will significantly change vocational expectations and requirements in schools.
- 4.2.17 The Qualifications Review clearly stated that where qualifications are focussed on meeting employer needs and have a vocational basis there will be an increased need for these to be delivered by appropriately experienced vocational practitioners.
- 4.2.18 The proposed move to offering the Initial Vocational Education and Training (IVETS) and or Continuing Vocational Education and Training (CVETs), should improve the coherence of curriculum pathways, and may address some of the concerns raised by the key stakeholders about the level of competence of learners progressing.

The Demography of Pembrokeshire

- 4.2.19 The population of Pembrokeshire is 122,400, and this is expected to grow by 2023 by 3,700 people. It is anticipated that this growth will be caused largely by an increase in those of pensionable age. WG's projections indicate a small decline (1.7%) in the population aged 0-15 between 2008 (22,187) and 2023 (21,799). In relation to those aged 16-64, there is a decline of 1.5% between 2008 (70,871) and 2023 (69,818).
- 4.2.20 This indicates that there will be no requirement for an overall increase in school capacity, and that the problem of surplus places will remain.
- 4.2.21 See Appendix F which contains a summary of the Estyn Report (May 2012): 'How do surplus places affect the resources available for expenditure on improving outcomes for pupils?'

Employment and Skills

- 4.2.22 The attainment of level 4 qualifications within the Pembrokeshire population is relatively low and this needs to be addressed to raise aspirations for the local population. Similarly, the numbers of individuals without qualifications is higher than the national average. These skills deficits are concerning for economic regeneration, as noted in the Economic Regeneration Strategy (The Swansea Bay City Region Economic Regeneration Strategy 2013-2030).
- 4.2.23 Opportunities are currently awarded to Pembrokeshire through the Swansea Bay City Region and the Enterprise Zone. However,
 - employers have concern about ‘work-readiness’
 - there is a greater number of individuals with no qualifications compared to the rest of Wales (12.3% compared with 11.4%)
 - the proportion of people in Pembrokeshire with level 4 qualifications is less than the proportion for the whole of Wales (29.5% compared with 30.3%)
- 4.2.24 One of the objectives of Strategic Aim 2 (Skilled & Ambitious for long-term success) is a fully integrated and aligned skills supply landscape (school/FE/HE/employers)⁴⁰. Learners should be made aware of the continuum of learning from schools into further and higher education to appreciate the value of upskilling and the progression opportunities that further training can provide.

School Organisation

- 4.2.25 In response to the Minister’s written statement in December 2012 that the LA is responding too slowly to the increasing level of surplus places in the secondary sector, the LA has developed a school organisation matrix.
- 4.2.26 The matrix provides an objective and reliable measure of how secondary schools meet the principles underpinning the development of school organisation proposals. In addition, it produces a reliable evidence base from which future school organisation reviews can be agreed. The results from the matrix facilitate a process to develop proposals for school re-organisation and does not predetermine that re-organisation will be an outcome.
- 4.2.27 The matrix measures schools’ performance and LAs’ effectiveness in terms of school places planning. Individual scores are weighted as follows:

Principles	Weighting
Quality and future sustainability of educational provision	29%
Sufficiency and accessibility of school places	30%
Condition, suitability and standard of school buildings	29%
Value for money	12%
	100%
- 4.2.28 The weightings have been derived using the School Organisation Code issued by the WG April 2013⁴¹.
- 4.2.29 In September 2013, Cabinet approved that the LA’s proposal for the educational provision in the St David’s area be reviewed with a report being presented to Cabinet on 11 November 2013. In January 2014 a proposal was considered by Cabinet to review the secondary education provision in the Haverfordwest area.

⁴⁰ Fig 4-1 A new strategic Framework for Swansea Bay City Region p 19

⁴¹ <http://wales.gov.uk/topics/educationandskills/publications/guidance/school-organisation-code/?lang=en>

- 4.2.30 See Appendix G which contains extracts from four Reports on the impact of school size, and reorganisation on educational effectiveness 2009 – 2013.

Quality and Performance

- 4.2.31 Some key facts can be extracted from the analysis of the current position of education and training in Pembrokeshire regarding the quality of 14-19 provision:

- School Banding
 - Over a three-year period, only two of the 8 secondary schools have improved their performance. The remaining six have either stayed the same or have decreased. This means that Pembrokeshire has:
 - no schools at grade 1
 - two schools at grade 5
- Schools Level 2 and 3 Thresholds
 - Five out of the 8 secondary schools achieved outcomes above the Welsh national comparator for level 2 threshold, including Maths and English
 - Four out of the 8 secondary schools achieved outcomes above the Welsh national comparator for level 3 threshold, including Maths and English. However, four fell below
- The College's Success Rates – Further Education
 - The College's overall success rates are above the Welsh national comparator. However
 - there is poor performance in some curriculum areas
 - long course completion is below the national comparator
 - quality improvement appears to have stabilised over the last 3 years
- The College's Success Rates – Work Based Learning
 - The College has succeeded in improving its own quality and that of its partners. Quality has increased by 10% points over three years, but in 2011/12 was just short of the Welsh national comparator. The College is seen as an exemplar of best practice amongst its peers, as far as Work Based Learning is concerned
- Estyn Inspections
 - Performance in the current round of Inspections is variable. Of the organisations included as part of this Review, six have been inspected during this Inspection cycle, and three have yet to be inspected. Of the 15 grades available:
 - The College had three 'excellent' and twelve 'good' grades
 - One school had over 50% 'good' grades and the remainder 'adequate'
 - Two schools had over 50% 'adequate' and the remainder 'good'
 - Two schools had at least two 'unsatisfactory' grades and were deemed in need of 'significant improvement'.

See Appendix H, which contains a summary from a range of Reports on improving a Quality Profile - Moving to Excellent.
- The LA Re-inspection October 2012

- The Estyn monitoring visit in November 2013 reported positively that the LA had responded 'quickly and decisively' to address the level of surplus places in the secondary sector; and had also demonstrated a firm commitment to implement change and an appetite for further improvement'. This can clearly be seen in the commitment of the LA to work collaboratively with the College.
- A Level Results
 - A consolidation of Pembrokeshire's A level results shows that with the exception of 2013, learners achieve grades A*-E at a higher rate than the Welsh average.
 - More compelling, however, is the achievement of the higher grades, where consistently, at all levels measured, Pembrokeshire learners overall do not achieve as well as the Welsh average

Destinations and Progression

4.2.32 An increasing number of school pupils leave school after year 12, and enrol at the College. This number has been higher than the Welsh average for 3 years, and in 2013, 16.7% of pupils left school after Year 12 to enrol at the College, compared with 12.8% nationally.

4.2.33 There are also those pupils who do not engage in education, employment and training and for Pembrokeshire the year 12 figure is above the Welsh average. For these pupils an academic route may not be appropriate so alternative learning provision needs to be identified in order to re-engage these learners. This can be addressed as part of Pembrokeshire's Youth Engagement and Progression Action Plan (see NEETs 4.2.36 below).

Information, Advice and Guidance (IAG)

4.2.34 Some learners will always be unsure of their pathway through learning and will make errors in their decision-making. However, good quality, engaging IAG from Year 7 is key to ensuring that learners make the right decisions and can progress in their development. This needs to not only highlight the full breadth of opportunities post 16, including alternative provision and work based learning routeways, but also needs to demonstrate a clear progression ultimately into employment so learners and their parents are fully informed of possible employment or education destinations.

4.2.35 If learners are able to access IAG of this quality then all providers will get the right learners for the right courses and thus retain more learners and have improved outcomes. Careers Wales will be able to provide some of this, but in Pembrokeshire as in many parts of Wales and England, IAG needs to be supported by additional resource to ensure that learners are moving at key transition points on to the right course for them. Initial meetings have been undertaken between the LA and the College to look at opportunities for collaborative projects under the new round of European funding.

NEETs

4.2.36 Steps are currently being taken to address the NEETs agenda but providers need to ensure that they are able to work in collaboration in order to ensure that there is appropriate curriculum provision to meet the needs and abilities of all learners. There is likely to be an increase in level 1 and level 2 provision. The LA has a draft action plan in place to respond to the YEPF (see also 4.2.32 above).

More able and talented

4.2.37 Given the criticism in recent Estyn reports for some secondary schools in Pembrokeshire, there is a need to improve provision for more able and talented learners. These learners

who are more able and talented also need to have access to appropriate curriculum and challenge. In this way more able learners will achieve and maximise their full potential.

- 4.2.38 See Appendix H which summarises key points from the Estyn Report on Supporting more able and talented pupils in secondary schools June 2012.

Facilities

- 4.2.39 The securing of WG's 21st Century Capital Programme Funding necessitates a strategic review of future provision across Pembrokeshire in relation to facilities which are no longer fit for purpose, or in order to secure change.

- 4.2.40 Of the eight secondary schools in the County:
- all eight have a condition rating of grade 'C';
 - 4 have a suitability rating of 'B', and 4 of 'C'

- 4.2.41 The College has 4 key buildings, of which
- 2 are condition 'A' and 2 condition 'B'
 - 3 have suitability ratings of 'A' and one of 'B'

Conclusions

- 4.2.42 A number of conclusions could be drawn regarding quality and performance. It could be argued that the schools and the College all 'compete' for academic and vocational provision, with the result that neither have sufficient focus to achieve the best.

- 4.2.43 Many young people within Pembrokeshire are served well by the current education system 14-19 but there are unacceptable variances in performance levels in some areas at both KS4 and post 16.

- 4.2.44 This is not just in the levels of outcomes achieved by different schools and the College but also in the quality of the learning experience that young people undergo in small classes where academic challenge and debate can be reduced.

- 4.2.45 This needs to be addressed to raise the overall achievement levels post 16 and to provide aspirations for learners at KS4. All learners need to be able to access high quality learning experiences for which they are well suited and for which clear progression routes are understood.

- 4.2.46 The dispersed nature of the current post 16 delivery network, with multiple outlets, is not maximising the impact of learning through high quality effective classes which provide academic challenge and debate. This is to the detriment of learners and needs to be addressed.

- 4.2.47 Other opportunities also exist which could be better managed and exploited through collaborative working. These include:
- the designations of the Swansea City Bay Region and Haven Waterway Enterprise Zones: a truly joined up approach to skills development;
 - the opportunities for collaboration through the new round of European funding via the Cohesion programme.

4.3 The Investment Objectives – what do we want to achieve?

- 4.3.1 The Transforming Education and Training Provision in Wales: Delivering Skills that Work for Wales (2008) requires all education and training providers to ‘set aside traditional, narrow, institutional arrangements and to plan provision collaboratively and collectively across a geographic area’. Therefore, all post 16 providers in Pembrokeshire must work in partnership to address the local, regional and national drivers for change.
- 4.3.2 Local solutions to local needs are required, rather than a one-size fits all model, particularly in Pembrokeshire. The WG Learning Partnership Models⁴² are provided as a means to guide the Education and Training Providers toward the most appropriate means of collaborating based on the priorities for change. In addition, it is noted that although the WG’s Transformation paper expects the development of tertiary systems across Wales, it does not prescribe that this should be realised by the creation of single tertiary institutions or any other particular institutional model. The benefits can indeed be realised by new institutional arrangements, or by stronger collaboration between existing institutions, whichever is the desired outcome of local stakeholders. A range of different models has been or is currently being developed across Wales.
- 4.3.3 A range of possible options should be considered in securing significant improvements in outcomes and resources for post-16 learners, including:
- Close but informal collaboration of schools and other learning providers, such as Further Education Institutions (FEI) and Work-Based Learning (WBL) providers, to deliver the local curriculum requirements of The Learning & Skills (Wales) Measure 2009;
 - clusters of schools working collaboratively by joint governance, using The Collaboration Between Maintained Schools (Wales) Regulations 2008 which came into force in March 2008 to allow for whole school voluntary collaboration;
 - the governing bodies of FEI’S and schools establishing voluntary collaborations, by joint governance, using The Collaboration Arrangements (Maintained Schools and Further Education Bodies) (Wales) Regulations 2008 which came into force in December 2008; and
 - removal of one or more school sixth forms and transfer to a suitable alternative, which may be another school sixth form; or the direct transfer to a general FEI or to a FEI to create a tertiary College.
- 4.3.4 Despite the existing collaborative activity, it is clear that the current system of 14-19 education and training within Pembrokeshire needs to be reviewed and reconfigured to better meet the changing needs of learners, communities and employers and the national, regional and local drivers for change.
- 4.3.5 These drivers for change provide a unique set of challenges but also opportunities for the key education stakeholders of Pembrokeshire in the short, medium and long term. A more strategic approach across the County is required to impact positively on learners, employers and local communities. The stakeholders must ensure that the Providers are providing the appropriate level and breadth of education and training to meet the future needs of the local, regional and national economy.

⁴² <http://wales.gov.uk/docs/dcells/publications/100301transformationpolicyen.pdf> (page 13)

4.4 Conclusion

- 4.4.1 The preceding paragraphs outline why there is a need for change in the provision and delivery of education and training provision across Pembrokeshire.
- 4.4.2 It will be for the key education stakeholders in Pembrokeshire to decide the extent of change but there is a need to:
- address the unnecessary duplication of provision;
 - increase the proportion of vocational, work based and apprenticeship pathways;
 - widen entitlement to all learners particularly level 1 and level 2 provision;
 - ensure value for money and reduce inefficiencies which reduce the flow of funds to the learner;
 - meet the needs of local and regional labour markets and local economy needs.
 - ensure that a full range of learning options is available for learners;
 - ensure that excellence across the networks of Providers is the norm;
 - ensure that participation and attainment rates improve; and
 - provide the best possible learning environment, facilities and standards of teaching for all learners.
- 4.4.3 Given the case for change set out above and from the consultation process with the key stakeholders there is a shared vision of what the solution for Pembrokeshire needs to include. This vision is to:
- provide 21st Century education which is cutting edge, innovative and aspires to excellence for all;
 - focus on the needs of both academic and vocational learners with quality as the top priority;
 - provide 14-19 education which builds aspirations and self-esteem for all learners and ensures achievement across breadth of ability;
 - ensure choice and flexibility of learning opportunities and meaningful progression to the next stage of learning or to employment;
 - provide learners with employability skills and experience as appropriate;
 - be responsive to employer and community needs;
 - be responsive to the needs of full-time 14-19 year olds, full-time and part-time over 19s, employers (WBL) and communities (ACL);
 - increase opportunities for Welsh-medium and bilingual learning;
 - meet the needs of those learners who have Special Educational Needs (SEN);
 - ensure that the needs of those learners with Additional Learning Needs (ALN) are met;
 - provide equality of opportunity for all; and
 - provide value for money and maximise the use of limited resources.
- 4.4.4 Given this vision, the JWP developed a set of success criteria, against which potential options for change could be measured. See Chapter 5 The Economic Case.

5 Economic Case

5.1 Introduction

This chapter sets out the Economic Case within the Five Case Model. It seeks to articulate the vision for education and training in Pembrokeshire, identify the critical success factors which should be achieved by any change, provide a long list of options for change, assess these options against the critical success factors, and articulate the preferred option.

5.2 Vision

5.2.1 Given the case for change set out in the previous chapter and from discussions with key stakeholders, there is a shared vision about the shape of future education and training in Pembrokeshire. The vision is to:

- provide 21st Century education which is cutting edge, innovative and aspires to excellence for all;
- ensure the needs of learners are paramount with quality improvement as the key imperative, both academic and vocational;
- provide 14-19 education which builds aspirations and self-esteem for all learners and ensures achievement across breadth of ability;
- ensure impartial information, advice and guidance choice and flexibility of learning opportunities and meaningful progression to the next stage of learning or to employment;
- provide learners with employability skills and experience as appropriate;
- respond to employer and community needs;
- respond to the needs of all learners - full-time 14-19 year olds, full-time and part-time over 19s, employers (WBL) and communities (ACL);
- increase opportunities for Welsh-medium and bilingual learning;
- meet the needs of those learners who have Special Educational Needs (SEN);
- ensure that the needs of those learners with additional learning needs (ALN) are met;
- provide equality of opportunity for all; and
- provide value for money and maximise the use of limited resources.

5.3 Success Criteria

5.3.1 One of the most important aspects in the determination of the best option is identifying what success looks like. Therefore, given the vision above, the JWP developed a set of success criteria, against which potential options for change could be measured.

5.3.2 The success criteria are to:

- optimise the relevance and breadth of options available to all 14 - 19 learners;
- improve performance, retention and attainment of 16-18 learners;
- improve performance at KS4;
- promote available progression routes and increase the numbers of learners progressing to employment or further learning;
- provide honest, impartial information advice and guidance (IAG) to learners;
- ensure that there are high quality genuine vocational and academic; options 14-16 which are viable and lead to meaningful progression;
- increase participation in education and training post 16;
- impact positively on levels of those who are not engaged in education, employment or training (NEET) post 16;
- respond to the needs of employers;

- provide a resource to meet the needs of local community;
- provide Special Educational Needs (SEN) provision in the south of the County to replicate that in Haverfordwest;
- deliver a single joined up curriculum offer and timetable across an area to reduce the number of locations where qualifications are offered to improve use of resources, ensure viable class sizes and to reduced middle of day travel for learners;
- provide improved efficiency and cost effectiveness through delivery within the current budgets available;
- increase breadth and depth of Welsh Medium and bilingual provision

5.3.3 In addition, it is important that the success criteria referred to in the WG's Transformation Paper (2008) are fully considered. Therefore high level criteria were extracted from the document, and assessed as a separate but linked exercise.

5.4 Options Development

5.4.1 All stakeholders involved in the consultation process recognised that the options for meeting the vision for the future are wide ranging and each may have benefits and issues which needed to be explored in more detail before proceeding with the detailed work to look at the delivery of the preferred option. To enable a detailed review of the various structural options to be considered a long list of options was developed and then appraised against the criteria identified above.

5.4.2 Options development has been based upon a 'Pembrokeshire' strategy. It has not been about the best individual solutions for individual providers, which, in isolation, could militate against the best option for the learner.

5.4.3 A key feature emerged from all stakeholder groups – parity of esteem for academic and vocational provision, underpinned by truly impartial information, advice and guidance (IAG) from 11+, and County-wide commissioning of 14-19 education within the schools and the College. Joint commissioning bodies should be put in place to plan provision across the County, ensuring that quality is improved and duplication and small class sizes are eliminated. Allied to this would be the development of a County-wide curriculum strategy for 14-19 and a County-wide quality assurance system to underpin the delivery of a high quality curriculum to all. More detail on this is set out in Chapter 8 the Management Case.

5.4.4 The options considered are:

1. Do nothing – continue with the current arrangements of school groupings in the north and the south, every school having a sixth form of varying sizes, and Pembrokeshire College ('the College') offering mainly vocational provision with some A Levels.
2. Formal confederations of schools – formalise the current North and South Federations or a variation of these into formal legal confederations. The confederation has a legal agreement at its heart, which sets out how the schools will work together and could include the College.
3. Formal federation of schools, where a group of schools come together under a single governance arrangement with an Executive Head across the grouping and a single Governing Body. Under current legislation this would have to exclude the College and thus working arrangements with the College would need to be developed in parallel, on a voluntary basis.
4. Consolidated Post 16 delivery - post 16 delivery would be consolidated into a small number of centres of excellence across the County where learner numbers ensure delivery is viable. This may be within current schools or on College premises or both.
5. Tertiary – all post 16 provision is vested with the College with schools being re-designated 11-16. Delivery could be in a small number (1 or 2) of centres across the County where

learner numbers ensure the greatest breadth of provision can be offered within the context of tightening financial resources.

5.5 Long list options analysis

5.5.1 The long list of options as set out above were assessed against the key success criteria (section 5.3). A review of relevant documentation was undertaken, and discussions were held with a wide range of internal and external stakeholders. From this, an analysis of the advantages and disadvantages was produced to enable the options to be filtered down to those which offer the greatest opportunity to meet the future needs of learners in Pembrokeshire. The full analysis is tabulated at Appendix J, and summarised below are key advantages and disadvantages for each option.

Do nothing

5.5.2 In this option all current arrangements for the school groupings in the north and south would continue unchanged, that is, every school having a sixth form of varying sizes. The College would continue to offer mainly vocational provision with some A Levels.

Advantages:

- No disruption to learners or staff
- Existing governance and management arrangements would continue

Disadvantages:

- Will not achieve transformational education aims, and therefore unlikely that the LA or the College would attract 21st Century Schools funding for capital development
- Will not address the need for impartial information, advice and guidance to improve progression pathways
- Will not improve quality at KS4 or 16-18, and in fact has a potential to reduce quality of provision, due to pressures of funding
- Will not address option choice
- Will not remove duplication or create efficiencies of scale
- Will continue to inconvenience learners with travel during the day and between site
- Will not reduce any costs

5.5.3 This option would maintain the 'status quo' and not be disruptive but it would not be in the best interests of learners, employers, the community or providers. Further, given the recent announcement of post 16 funding cuts to Local Authorities and Further Education Colleges, this option will be increasingly difficult to sustain without a further reduction in the number of subject choices available to learners at any individual institution. It may also have a potentially deleterious effect on school 11-16 provision as schools could be forced to redeploy pre-16 funding to support their sixth forms.

Formal confederations of schools

5.5.4 In this option schools and the College would formalise the current North and South Federations or a variation of them into formal legal confederations. A confederation has a legal agreement at its heart, which sets out how the schools and College will work together but does not require any significant changes in governance or management of any institution. This is a low cost, simple development of the "do nothing" option but puts the current arrangements on a firmer footing.

Advantages:

- No disruption to learners or staff
- Will develop a more coherent curriculum offer, and has potential to improve option choice
- Will encourage sharing of good practice
- Will encourage some removal of duplication

Disadvantages:

- Will not achieve transformational education aims, and therefore unlikely that the LA or the College would attract 21st Century Schools funding for capital development
- Will not address impartial information, advice and guidance to improve progression pathways
- Unlikely to improve quality at KS4 or 16-18, and has a potential to reduce quality of provision, due to pressures of funding
- Will not remove duplication or create additional efficiencies
- Will require legal agreement to govern the process which is capable of being broken if one party chooses to walk away
- Will be time consuming for staff
- Will continue to inconvenience learners with travel during the day and between site
- Will not reduce any costs

5.5.5 Such collaborative arrangements are very time consuming and result in a slow pace of change which will not be sufficient given the urgent need to address quality concerns, increasing pressure on funding and the need to address surplus place issues within schools.

Formal Federation of schools

5.5.6 This option proposes that a group of schools come together under a single governance arrangement with an Executive Head across the grouping and a single Governing Body. This could build upon the current North and South Federation arrangements or be a sub set of these arrangements. Under current legislation this would have to exclude the College and thus voluntary working arrangements with the College would need to be developed in parallel.

Advantages:

- Will develop a more coherent curriculum offer, and has potential to improve option choice
- Will encourage sharing of good practice
- Will encourage removal of duplication, and has the potential to drive out efficiencies in some areas
- May partially address quality 16-18

Disadvantages:

- The College would not be part of any formal federation and therefore may have limited impact on the processes that influence, change and decision making. This could reduce vocational opportunities

- Will only partially achieve transformational education targets, and therefore unlikely that the LA or the College would attract 21st Century Capital funding
- Will not address impartial information, advice and guidance to improve progression pathways
- Will provide limited economies of scale
- Will require governance and management changes
- Will continue to inconvenience learners with travel during the day and between site
- Will not significantly reduce costs

5.5.7 This option has the benefit of providing a mechanism for rationalising provision as each Federation would be large and have the capacity to deliver such changes. However, federation can only be delivered by all schools involved agreeing to the new arrangements which will result in a reduction in individual school autonomy. This will lead to significant changes required in the management and governance arrangements which are time consuming and may detract from dealing with the key issues. Most fundamentally, the College would not be part of any formal arrangement, which would be a retrograde step and not positively respond to the WG Transformation Paper and subsequent policies and reviews.

Consolidated Post 16 delivery

5.5.8 In this option post 16 delivery would be consolidated into a small number of centres of excellence across the County where larger concentrations of learner numbers will ensure delivery is more financially viable. This model could see delivery of academic courses within a smaller number of current schools with the College focussing on vocational delivery.

Advantages:

- Will bring together post 16 education into a smaller number of delivery locations providing opportunities for greater access to wider curriculum choice
- Will help in addressing impartial information, advice and guidance (IAG) to improve progression pathways
- Will address quality 16-18
- Will remove some mid-day learner travel
- Will support the reduction in the number of surplus places
- Will allow learners greater choice of subject combinations
- Will have potential to drive out efficiencies as rationalisation is more holistic in each area
- Will improve County funding allocations

Disadvantages:

- Local communities, parents and learners may consider they are disadvantaged through the loss of sixth forms
- Capital build/s likely to be required
- Will require governance changes
- Will require management changes

- May increase home travel time for some learners

5.5.9 This option would be more complex to achieve, but may provide greater benefit in the longer term. Delivery locations would need to be planned effectively, and the impartiality of advice would be critical and achievable.

Tertiary

5.5.10 In a tertiary solution all post 16 provision is vested with a College with schools being re-designated 11-16. Delivery could be in a small number of centres across the County where learner numbers ensure delivery is viable. This option provides schools with the opportunity to focus on pre 16 learning which, in other areas where tertiary has been introduced, has seen a significant benefit to learner outcomes at KS3 and KS4 (see Appendix K – Case Studies on Tertiary Provision).

Advantages:

- All delivery vested within one organisation which would provide a coherent curriculum offer, and could improve curriculum choice
- Will address impartial information, advice and guidance to improve progression pathways
- Will enable schools to focus on 11-16 education where in other areas this has had a positive effect on learner outcomes
- Would provide a single focus for quality improvement, measured by Estyn
- Will remove mid-day learner travel
- Will support the reduction in the number of surplus places
- Potential to drive out efficiencies as rationalisation is more holistic across the whole of the county
- Promotes parity of esteem
- Will allow learners greater choice of subject combinations
- Will maximise County funding allocations

Disadvantages:

- Local communities, parents and learners may consider they are disadvantaged through the loss of sixth forms
- Will require capital build/s
- May increase home travel time for learners
- Will impact on staff
- Is likely to attract significant opposition from stakeholders

5.5.11 The tertiary option would take some time to implement, but could deliver significant improvement in outcomes. It would require a significant change of educational structure within Pembrokeshire, and would require significant stakeholder support to achieve. Consultation indicates this would not be supported across key stakeholder groups.

5.6 Outcomes of analysis of Long List

5.6.1 Following the analysis of advantages and disadvantages, each option was scored against the agreed success criteria and the criteria for transformation set out in the WG 2008 Transformation Paper.

Table No 22 – Long List Scoring

Scoring 1 -10 with 1 being ‘does not meet’ to 10 which is ‘exceeds expectations’

	1	2	3	4	5
	Do Nothing	Con-federation	Federation of schools	Consolidated Post 16 delivery	Tertiary
Identified Success Criteria					
• Optimise the relevance and breadth of options available to all 14 - 19 learners	1	3	7	9	10
• Increase opportunities for progression and participation in education, training and employment	1	3	5	8	10
• Improve retention and attainment 16-18	1	3	5	10	10
• Improve performance at KS4	1	1	5	10	10
• Respond to the needs of employers	1	1	5	10	10
• Address the literacy and numeracy deficit in Pembrokeshire	1	3	5	7	7
• Positively impact on NEET levels 16-25	1	1	5	8	8
• Meets the needs of local communities	7	7	5	3	1
• Learners receive honest, impartial advice and guidance	1	1	3	10	10
• Increase nature and scope of Welsh Medium/bi-lingual provision	3	3	3	10	10
• Ensure that there are high quality vocational and academic options 14-16 which are viable and lead to meaningful progression	1	3	5	8	8
• Provide SEN provision in the south of the County to replicate that available in Haverfordwest	1	1	5	8	8

<ul style="list-style-type: none"> Deliver a single joined up curriculum offer and timetable across an area to reduce the number of locations where qualifications are offered to improve use of resources, ensure viable class sizes and to reduced middle of day travel for learners 	1	3	5	8	10
<ul style="list-style-type: none"> Reduce pupil movement by achieving greater flexibility in the deployment of staff 	1	3	5	8	10
<ul style="list-style-type: none"> Provides efficiency and cost effectiveness through delivery within the current budgets available 	1	3	5	8	10
Sub Total	23	39	73	125	132
Transformation Evaluation Criteria					
The strategic fit, which demonstrates:					
<ul style="list-style-type: none"> The rationale for the transformation, including the desired timeframe for implementation and the anticipated outcome; The effect of the change on provision outside that which is provided by the Learning Partnership; Learner benefits envisaged; and The contribution towards economic regeneration, social justice and sustainability 	1	3	5	8	8
<ul style="list-style-type: none"> Improvements for learners, which includes: <ul style="list-style-type: none"> Plans for a range and breadth of provision, which meets evidenced need, including access to high quality programmes via modern technologies Development of employment and learning opportunities especially for young people who are Not in Education, Employment or Training (NEETs), the economically inactive and low skilled target groups Provision of equality of access to education and training programmes for learners wherever they live, addressing travel to learn issues as appropriate Links with associated community services and facilities, such as healthcare, leisure, and the arts 	1	5	7	9	9
Improvements for employers and the local economy, which includes:	1	1	3	9	10

<ul style="list-style-type: none"> Account of employer and local economy needs Improvements in relevance, efficiency, breadth and quality of provision in meeting identified sector skill needs 					
<ul style="list-style-type: none"> Development of shared specialist facilities, where appropriate, which again meet identified sector priorities 					
<p>Cost effectiveness, long term sustainability and financial benefits, to demonstrate:</p> <ul style="list-style-type: none"> Reduction of unnecessary overlap and duplication of provision The achievement of costed synergies Improved efficiencies in school sixth forms operating with fewer than 150 students; and in further education institutions operating with an annual turnover of less than £15 million Investment in provision that meets demand and will provide a learning environment that is fully fit for purpose Viability of provision and impact on learning providers, not part of the Learning Partnership improvements in the use of recurrent funding The use of ICT learning platforms, to improve efficiency and effectiveness of delivery, and how technology is scalable, compatible and capable of supporting future collaborations Consideration of the impact of changes on space utilisation Implications for financial health of participating schools, local further education institutions and other providers 	1	3	5	8	10
<p>Acceptability and impact of the proposal in the context of the constituent local authorities, community learning, further education institutions, higher education institutions and work-based learning providers as well as DCELLS. This should include:</p>	1	5	5	7	7

<ul style="list-style-type: none"> Evidence that key stakeholders are in agreement with the proposal submitted, and due consideration has been given to the potential impact of the proposal on individual providers, including 11-16 maintained school provision, work-based learning provision and community learning An inclusive impact assessment 					
<p>Provision of high quality learning, to demonstrate:</p> <ul style="list-style-type: none"> Improved consistency in standards between providers within and across sectors Making the best use of available resources to provide a world class education and training system, meeting global and intermediate targets for level 2 & 3 achievements Building on good practice and outstanding achievements already demonstrated within the locality/region Supporting the improvement of Estyn inspection grades for individual and partnership provision Clear strategies, targets and action plans to ensure that learning provision reaches at least a 'good' standard with an aspiration towards achieving excellence Safeguarding and enhancing the quality of teaching and the learner experience Improvements in the effectiveness of strategic planning and quality assurance 	1	3	5	8	10
<p>Enhancement of Welsh language and bilingual provision, to demonstrate:</p> <ul style="list-style-type: none"> Improvements in amount and range of Welsh-medium or bilingual provision available through network reconfiguration within Local Authority areas, or across Local Authority boundaries where appropriate Clear post-16-18 progression routes and options through the medium of Welsh or bilingually in further education, work based learning and school sixth form provision, as appropriate Improvements in the number and range of options offered through the medium of Welsh or bilingually, by institution and the partnership, as appropriate The positive effect that the proposal will have on the range and quality of Welsh-medium and bi-lingual opportunities for learners 	1	3	3	10	10

<p>Demonstrate improvements in equality and diversity. This should include:</p> <ul style="list-style-type: none"> • Consideration of the impact of the proposed collaborative model to reach underrepresented groups • Improved opportunities available to all young people and adults particularly those under-represented groups • Management and governance arrangements to promote and sustain equality and diversity 	1	3	5	7	8
<p>Management and Governance arrangements, to demonstrate:</p> <ul style="list-style-type: none"> • The commitment of partners to the sustainability of the initiative • The means by which the collaborative partnership will operate to deliver year-on-year improvements for learners • The effective management of performance, including the use of self-assessment, risk management, and contingency plans 	1	3	5	8	8
<p>Demonstration of anticipated sources of funding to facilitate the proposal, to include:</p> <ul style="list-style-type: none"> • Use of recurrent and capital budgets; • Sale of assets where functions will move to a new learning infrastructure; • Contributions from local authorities, further education institution(s), higher education institution(s) and WEFO; • Prudential and institutional borrowing; • Use of appropriate third party funding streams; and • Potential submissions to Assembly Government funding streams. 	1	1	5	7	9
Sub total	10	30	48	82	89
Total	33	69	121	206	217
Ranking	5	4	3	2	1

- 5.6.2 The analysis reaffirms that a tertiary solution would be the best option closely followed by the consolidated post 16 delivery. The other options are significantly further behind in the analysis, with 'do nothing' clearly falling short of delivering on all of the success criteria.
- 5.6.3 There are a number of distinctive features of a tertiary model, many of which are summarised in the 'advantages'. To recapitulate these points and clarify further, a tertiary model:
- Provides a single location for the delivery of post 16 academic and vocational education of training;
 - Allows schools to focus on 11-16 delivery, thereby increasing focus on Key Stage 4 provision;
 - Allows a College to focus on 16+ delivery;
 - Provides for all post 16 funding through a single route – a College – which then allows for:
 - Impartial IAG;
 - Optimum use of post 16 funding – particularly pertinent this year with PBF effective from September 2014;
 - Optimum use of physical resources; and
 - Drives efficiencies.
 - Offers a learner experience which moves towards independence for those wishing to progress to higher learning – not a school or university, but a 'mid-way' point environment;
 - Promotes participation in additional learning – for example, part time and further learning; and
 - Promotes progression into employment and aspirations to undertake further or higher learning, through:
 - Curriculum planning and progression routes which take account of the role of FE Colleges in economic regeneration. *Promise and Performance (Webb 2007)* stated that 'FEIs should become a major driver of local and regional economic development through their role in delivering skills' (paragraph 4.20);
 - Access to other forms of learning, including WBL; and
 - Access to HE which is available locally;
- 5.6.4 In support of the advantages of tertiary provision, Appendix K contains case studies where a tertiary solution has been positive for both pre and post 16 learner outcomes in Wales.
- 5.6.5 The outcomes from both the analysis of each option and the scoring were debated with the JWP set up to lead this Review. Through the discussions it became clear that there was wide acceptance of the need for a Pembrokeshire approach to curriculum commissioning to assist in delivering a high quality breadth and depth of offer in the most economic way.
- 5.6.6 However, it has become clear that whilst a tertiary solution is in the best interest of learners on paper, the tertiary option needs to be considered in the context of Pembrokeshire. In areas where there is significant failure of the post 16 education system within schools then a tertiary solution may be the only option to make the necessary step change, as it enables schools to concentrate on improving performance to KS4 and combines post 16 provision into a critical mass to drive through improvements in outcomes. In Pembrokeshire, whilst there is room for improvement in terms of KS4 and post 16 outcomes, there is not a widespread failure across the County's secondary schools.

- 5.6.7 In addition, the geographical spread of the population over such a large area is a disadvantage when considering a tertiary solution. The strategic case identified that Pembrokeshire is predominantly rural, with a disproportionately higher number of residents living in more remote locations than most other authorities. For many areas in Pembrokeshire the secondary school is a focus of the community and both politically and locally a wholesale move to a tertiary solution could cause significant issues within local communities and may be difficult to bring about if public opposition is strong at the consultation stage.
- 5.6.8 Further, consultations with stakeholders revealed that there was little appetite for a change to tertiary on behalf of the LA. Given this, to insist upon a tertiary solution could in fact delay the timescale for any change, and could therefore delay unnecessarily potential benefits to learners, and other “quick wins”.
- 5.6.9 It has therefore been concluded that, whilst a tertiary solution may ultimately be the best solution for Pembrokeshire, a more refined solution will deliver more quickly the much needed improvements as long as such a solution did not preclude tertiary in the longer term. It has also been considered whether there is a need for a single Pembrokeshire solution or if a mixed economy would work, given the different configurations in terms of schools in the north and the south.

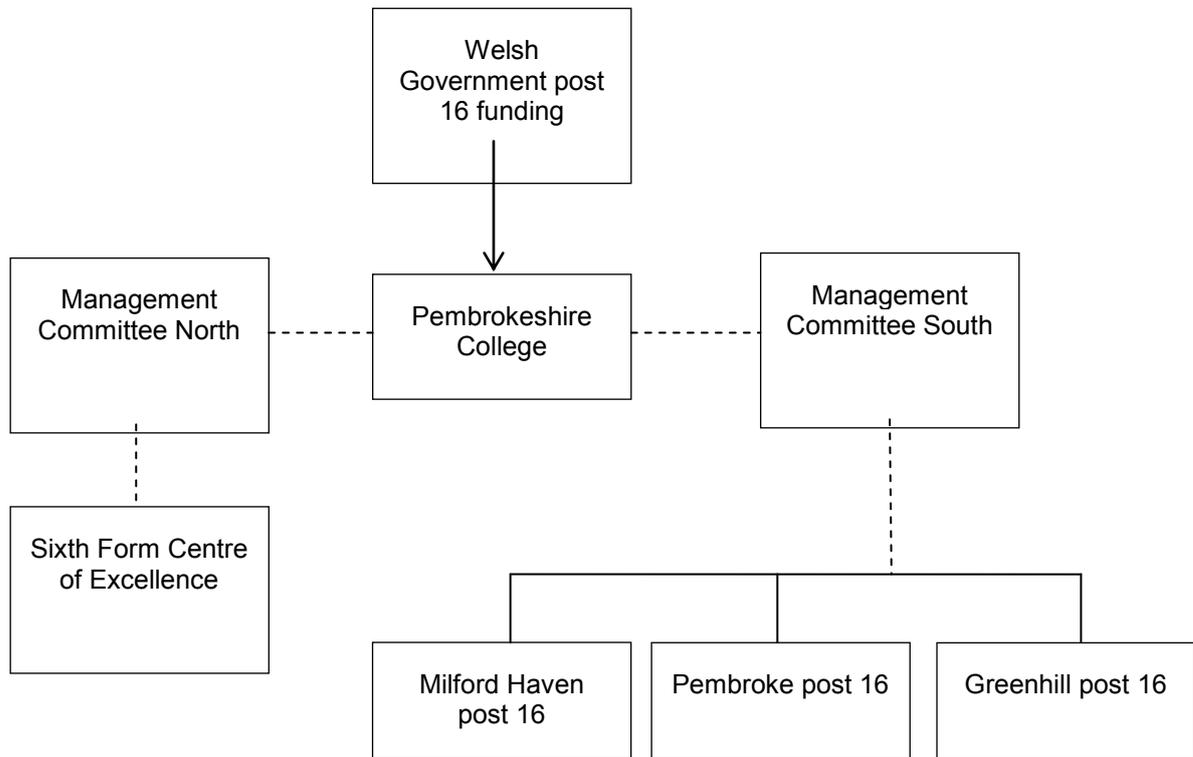
5.7 The Preferred Option

- 5.7.1 The current Federations are bringing about some advantages in learner choice. However, there is no discernible improvement in overall quality, the collaborations are time consuming and slow moving and the need for more urgent impact is vital. In addition, there is the potential for additional revenue savings to be made through further removal of duplication and economies of scales, which are important in a time of public sector cuts. A review in January 2012 across the two collaborations showed that particularly in the north of the County there is still a significant level of repetition of subjects and unviable small classes which needs to be addressed.
- 5.7.2 The LA, driven by the need to remove surplus places, is already considering the configuration on the St David’s peninsular and has recently begun a similar review of the secondary school provision in Haverfordwest.
- 5.7.3 If tertiary is not a solution for the medium term then the indications are that consolidation of post 16 provision would be the next best solution, particularly in the north of the County where the need is greatest. However, consolidation of post 16 provision on its own, without a full tertiary ‘single provider’ is a challenge. From all perspectives – but most importantly the learner perspective - it is critical that the benefits of tertiary are replicated as far as possible. Consolidated post 16 provision, has to ensure that there is shared custody of the learners, equality of input and relinquishing of institutional provinciality.
- 5.7.4 The preferred option therefore in light of the above evidence, is for a single Sixth Form Centre of Excellence in the north of the County, run by a school located in Haverfordwest. It would need to be co-located with the College so that all post 16 learners could have access to both academic and vocational routeways, to ensure that class sizes are maximised and for specialist resources, including staffing, to be shared and maximised. Such a development will retain the concept of a sixth form within a school, attract quality staff and have the potential to become a beacon of excellence attracting new learners through improved outcomes and facilities.
- 5.7.5 In the south of the County, the need to bring together small classes is less compelling although there are still a number of small class sizes and a level of duplication. The more

pressing issue for the south is the access to high quality vocational learning, some of which is currently offered in schools post 14 but the majority of which is only available at the College in Haverfordwest. The proposal for the south is to pursue the development of a College-led Vocational Skills Centre of Excellence in Pembroke to address the vocational needs of learners. This Centre would service the 3 secondary schools in the south, and may attract additional learners as a result of the new buildings and improved facilities.

- 5.7.6 In order to realise the benefits of tertiary as far as possible, there is a need to bring commissioning of post 16 education and training across Pembrokeshire into a single place. With this, a coherent and joined-up approach to the new PBF System can ensure that the breadth of curriculum is maximised for all learners. Post 16 funding would be channelled through the College, which would establish a committee of the Corporation Board to be responsible for the allocation of funding, and which would commission the delivery of post 16 academic education in schools, and all vocational provision within the College. This is described further in Chapter 8 the Management Case.
- 5.7.7 This provides a joined up approach as the College will have the ability to amend its own Instrument and Articles of Government following the enactment of the FE Bill (Autumn 2014). Consequently, it will have the power to amend its composition to include greater representation from the LA. It would establish management committees which would be responsible for commissioning 'relevant' post 16 provision in each part of the County and the associated post 16 funding (See Chapter 8 The Management Case). This would mean that the committees would be responsible for allocating all post 16 funding in Pembrokeshire, including existing College provision.
- 5.7.8 This will provide both the LA and schools with the opportunity to influence and oversee all post 16 provision, including funding, across the County including College provision, and all vocational 14-16, allowing deployment of funds as appropriate.

Diagram 3: Arrangements for Post 16



5.7.9 This would also protect the College and ensure its long term sustainability as a key educational asset for the County. It would provide the College with a secure funding base which would exceed the criteria set out by the WG in its transformation agenda that no college should be below a turnover of £15m (Webb 2007). If the College remains at its current size, it would be more difficult to prevent takeover approaches from other large FE and HE institutions from outside of the County. More importantly it would make available to more learners in Pembrokeshire vocational teaching facilities that are second to none in Wales. The preferred option would integrate the College into an education continuum for the progression of pupils and students in Pembrokeshire.

5.7.10 Within the preferred solution for both the north and the south, it is proposed that post 14 vocational provision currently delivered within schools would be undertaken by the College to provide high quality teaching and learning and ensure that vocational pathways for progression are unambiguous.

5.7.11 Ysgol y Preseli would continue to lead on the delivery of Welsh-medium secondary education in Pembrokeshire. However, it is recognised that the school will soon reach capacity and alternatives may need to be considered for some delivery. As previously stated, the aim of the transformation is that all vocational learning post 14 should be vested with the College and this would apply equally to the Welsh-medium delivery at Ysgol y Preseli.

5.7.12 Further consideration may need to be given to the development of a Welsh- medium school in the south of the County. The analysis of surplus places shows a deficit at Ysgol y Preseli which is projected to worsen over the next six years (-6.4% by 2020), yet there is spare capacity within Greenhill (27.9% by 2020). See Table 2. In addition, infant and primary developments in Tenby may influence the volume of Welsh medium learning demand in the locality. However, detailed demand studies, recently commissioned by the

LA, should inform if and when the need for this will crystallise and the best location for any additional school sites.

- 5.7.13 With regard to Special Educational Needs (SEN) provision the vision is that in Haverfordwest the development of the Sixth Form Centre would facilitate greater integration of SEN learners into mainstream school/College delivery post 16. It will be important to consider the issue of integration as the new build is planned and developed so any special facilities can be integrated to enable a more holistic approach to delivery. For learners with profound and multiple learning difficulties Portfield School will continue to be the main focus for post 16 learning given the excellent facilities that are available in the school.
- 5.7.14 As part of the transformation solution, these developments will strive to integrate more effectively learners from the Pupil Referral Unit (PRU) into post 16 provision. This will require improved links between the College, the PRU and providers of alternative training opportunities to ensure young people have access to appropriate IAG about their options post 16. It will also require greater development and integration of entry level, L1 provision and traineeships post 16 so that young people have progression options and understand where their choices can lead to in terms of further education, training and employment.
- 5.7.15 In addition, the developments would also strive to meet the needs of those learners with Additional Learning Needs (ALN). The recent Annual Inclusion Service Report 2012 – 2013 outlines the LA's Pembrokeshire Inclusion Programme⁴³. The Programme consists of three broad and mutually complimentary projects:
- Project A : Building capacity in mainstream schools to support pupils with additional needs;
Project B : Evaluating effectiveness and outcomes for pupils with additional needs; and
Project C: Developing support and provision for pupils with additional needs.
- 5.7.16 An ALN Quality Assurance Framework was introduced in 2013/2014 and will establish a process for identifying school strengths and areas for development.
- 5.7.17 In terms of its success criteria of 'ensuring provision remains fit for purpose and is best value for money' there are plans to review:
- LRC provision including transport and take up of placements;
 - PRU and vulnerable groups provision including take up of placements; and
 - Out of County placements and where appropriate development of localised provision that is cost effective and provides easier access for families.
- 5.7.18 The evidence and responses to these reviews will feed directly into the LA plans for 14 – 19 education provision in Pembrokeshire and the preferred option arising from this Review.

⁴³ <http://mgenglish.pembrokeshire.gov.uk/documents/s22915/ALN%20report.pdf?LLL=0>.

6 Commercial Case

6.1 Introduction

The Commercial case within the Five Case Model considers the next steps in making the preferred option a reality, identifies some of the critical issues which would need to be considered, and provides an initial outline analysis of the risks associated with the proposals. This Report, whilst structured according to the Five Case Model, is not a spending proposal for a project, it is a review and evaluation of 14-19 provision, and a recommendation as to how this could be delivered educationally. Consequently, it does not address all requirements within the Five Case Model, this is evident in the Commercial Case outlined below because of the nature of the specification for the Review. A spending proposal, or proposals, in the format of a Full Business Case, would need to be developed to support the 'preferred option', which would subsequently comply with all the requirements of the Five Case Model.

6.2 Dependencies

6.2.1 There are a number of critical factors which will determine whether the preferred option is implemented:

- The reaction to the recommendations by the Cabinet and the College's Corporation Board;
- The school organisation process, including the outcomes from required statutory processes and consultations for the preferred option;
- The cost/benefit analysis for the preferred option, and for any consequent implications;
- The ability to finance any capital development; and
- The acceptability to the WG.

6.2.2 The statutory processes required in any school organisation proposal are critical to the determination of the outcome. Whilst this review can recommend a preferred option based on the evidence available, it is, in reality, only the statutory process which can determine the ultimate outcome.

6.2.3 Any re-organisation of schools would follow both statutory and local authority processes and requirements. These processes would include a preliminary review, informal consultation and statutory consultation.

6.2.4 These processes would include an appraisal for all schools affected by the proposal which would for example, consider:

- Educational Standards
- Supply and demand for places
- Building Standards
- Value for money
- Welsh language/bilingual provision needs
- Special and Additional Educational Needs
- Transport implications
- An equality impact assessment
- A community impact assessment.

- 6.2.5 In the north of the County, the LA has commenced preliminary reviews of the educational provision in the St Davids area and secondary education provision in the Haverfordwest area.

6.3 Requirements

- 6.3.1 The delivery of the preferred solution would require significant time and commitment from all partners.
- 6.3.2 In summary, the vision for the North is that academic post 16 provision would be consolidated into a single 16 Centre of Excellence co-located with the College. The Centre of Excellence would be part of one of the schools in Haverfordwest.
- 6.3.3 The vision for the south is a development of current arrangements. The proposed Vocational Skills Centre of Excellence at Pembroke School would go ahead with the College taking responsibility for all post 14 vocational provision in the south of the County.
- 6.3.4 Any proposal which required a capital development will need a Full Business Case to be developed to draw down WG capital funds either 21st Century Schools or FE Capital funds.
- 6.3.5 All post 16 funding would be channelled through the College and allocated through a commissioning process, facilitated by management committees – formal committees of the Corporation Board of Pembrokeshire College.
- 6.3.6 Detailed work would need to be undertaken to develop the agreements regarding the delivery of post 16 learning, the curriculum that is vested with the school and that which is the College's responsibility. In principle, the proposal would be that all academic level 3 provision would be delivered by schools, including academic A levels. All vocational provision, including vocational level 3 A levels would be delivered by the College. However, the operability of such an arrangement needs to be worked through in detail.
- 6.3.7 Significant effort would need to be expended upon the development of the commissioning and funding arrangements. This would need to include the Governance arrangements, which are exemplified in Chapter 8 the Management Case, and associated legal requirements. It would also require Pembrokeshire College's Corporation Board specifying these arrangements within its Instrument and Articles of Government. Critically, the quality assurance arrangements for ensuring the quality of teaching and learning across all learning would need to be specified, to ensure that young people are receiving consistently high quality learning experiences and that outcomes are maximised.
- 6.3.8 At the earliest opportunity, the LA and the College should consider the delivery of IAG and determine how this can be introduced to ensure impartiality, and act in the best interests of the learner. Co-location of vocational and academic level 3 provision would aid significantly a natural desire for learners to 'stick with' their friends regardless of course choice – a sentiment which may not be in the best interests of career progression.
- 6.3.9 Detailed work would need to be undertaken to determine the best location in Haverfordwest for the new Sixth Form Centre and how this would integrate both academic and vocational L3 learning. The LA, the secondary schools and the College need to determine the best way to both develop and then run the new centre in terms of facilities management.

- 6.3.10 Academic provision would continue to be delivered by the three schools in the south with further rationalisation of provision to improve viability – both educational and financial for all learners.
- 6.3.11 The LA, Pembroke School and the College need to develop a Full Business Case for the development of the Vocational Skills Centre of Excellence in line with other planned capital developments within the 21st Century Schools initiatives.
- 6.3.12 Proposed funding, financing and payment mechanisms for any capital development requirements, and/or associated revenue would need to be worked through and agreed.
- 6.3.13 The preferred option has significant implications on staff, and these would need to be explored in detail. Given the changes to both academic and vocational provision, and implications under the Transfer of Undertaking – Protection of Employees (TUPE) Regulations 2006 would need to be considered. Clearly consultation in this area would be critical.
- 6.3.14 Inspection arrangements would have to be considered. Level 3 academic provision would legally be part of the school. However, the commissioning process means that funding would come via the College. This would need to be discussed and agreed with Estyn and the WG.

6.4 Risks

- 6.4.1 In consultation with the JWP an initial outline strategic risk analysis has been undertaken on the preferred option. The outcome of this can be found in Appendix L. The process of reviewing the risks identified has grouped and classified them according to the likelihood of their occurrence and the impact they would have.
- 6.4.2 At this stage, the risk assessment is a high level analysis of key risks, which, by definition, will pick up and highlight the areas of higher risk. A more comprehensive analysis will be required as the transformation process develops.
- 6.4.3 A number of significant risks have been identified, which may prevent the delivery of the preferred option, including:
- lack of acceptability to stakeholders
 - lack of funding/finance
 - lack of acceptability to either the College Governing Body or Elected Members
 - consultation outcomes are in conflict with the preferred option
 - agreement cannot be reached on the commissioning arrangements and who delivers which aspects of the curriculum

7 Financial Case

7.1 Introduction

This chapter sets out the Financial Case for the proposed change. It outlines the financial positions of the LA and the College, comments on transitional arrangements and operational arrangements.

A detailed analysis of the financial implications of the preferred option, as would normally be included in the Financial Case, has not taken place and will be developed as part of the full business case for the proposed change as this progresses.

This Report, whilst structured according to the Five Case Model, is not a spending proposal for a project, it is a review and evaluation of 14-19 provision, and a recommendation as to how this could be delivered educationally. Consequently, it does not address all requirements within the Five Case Model, this is evident in the Financial Case outlined below because of the nature of the specification for the Review. A spending proposal, or proposals, in the format of a Full Business Case, would need to be developed to support the 'preferred option', which would subsequently comply with all the requirements of the Five Case Model.

7.2 The LA

7.2.1 The LA is committed to:

- Improving learner outcomes;
- Improving the learning environment within schools and the community;
- Providing value for money;
- Providing a sustainable and affordable model of delivery for the future having regard for the current financial position and the future number of learners within the sector.

7.2.2 The LA has consistently delivered balanced budgets since its inception in 1996, and is well placed to meet the financial challenges posed by current and future funding reductions from central Government. The Wales Audit Office has consistently complemented the LA on its financial management. The WAO Annual improvement report issued in April 2013 confirmed that the Annual Audit letter concluded "that there had been effective budget setting, monitoring and financial reporting arrangements during 2011-12."

7.2.3 The LA continues to set the lowest council tax in Wales, and delivers high quality services at a low council tax.

7.2.4 Further evidence of the LA's financial position is contained within its annual financial statements - notable having maintained a £6.5m general working reserve since its inception in 1996. This now represents 1.9% of estimated gross revenue expenditure (the WAO have confirmed this to be a prudent amount). This is in addition to other earmarked capital and revenue reserves. These include individual schools reserves as shown in the table below.

Table No 23: School Resources

	2011 £'000's	2012 £'000's	2013 £'000's
Primary	2,612	2,434	2,204
Secondary	1,184	875	499
Special	163	115	75
TOTAL	3,959	3,424	2,778
Number in deficit	2	0	2

Source: Pembrokeshire County Council

- 7.2.5 Total reserves equate to £157 per pupil which is consistent with the Welsh average of £154 per pupil as at the end of March 2013.
- 7.2.6 The LA's debt levels have also remained at a prudent level of £128m or 6.3% of budget requirement being earmarked for revenue financing costs.
- 7.2.7 The LA is therefore well placed to meet future challenges and has delivered cost savings of some £8.0m as a consequence of reductions in grant support in the last 4 year period, and faces further reductions in Revenue Support Grant of 3.7% (£6.4m) for 2014/15. This will necessitate further cost reductions of £12.9m for 2014/15 and £7.1m in 2015/16 based on current indicative figures.
- 7.2.8 The LA's capital programme includes investment proposals of £149.9m in the 21st century schools programme (one of the largest programmes in Wales) which will facilitate change and improvement within the school building stock generally but a significant amount is likely to be targeted towards the secondary school sector.
- 7.2.9 Historically the LA has funded schools in the top quartile of Welsh Authorities on a per pupil bases as seen in the table below:

Table 24: Gross Delegated Schools Budgeted Expenditure (per pupil)

2012/2013			2013/2014		
Authority	Delegated Expenditure Per Pupil (£)	Ranking	Authority	Delegated Expenditure Per Pupil (£)	Ranking
	£			£	
Ceredigion	4,898	1	Blaenau Gwent	5,160	1
Conwy	4,773	2	Ceredigion	5,139	2
Blaenau Gwent	4,751	3	Isle of Anglesey	4,947	3
Gwynedd	4,746	4	Gwynedd	4,911	4
Pembrokeshire	4,710	5	Conwy	4,877	5
Isle of Anglesey	4,706	6	Denbighshire	4,828	6
Denbighshire	4,635	7	Pembrokeshire	4,826	7
Monmouthshire	4,607	8	Merthyr Tydfil	4,763	8
Carmarthenshire	4,598	9	Family of Authorities	4,728	
Family of Authorities	4,581		Powys	4,666	9
Powys	4,560	10	Monmouthshire	4,658	10
Neath Port Talbot	4,514	11	Carmarthenshire	4,653	11
Cardiff	4,504	12	Cardiff	4,622	12
Merthyr Tydfil	4,485	13	Rhondda Cynon Taf	4,609	13
Welsh Average	4,472		Welsh Average	4,601	
Rhondda Cynon Taf	4,440	14	Neath Port Talbot	4,554	14
Wrexham	4,415	15	Wrexham	4,524	15
Swansea	4,376	16	Bridgend	4,459	16
Bridgend	4,290	17	Swansea	4,451	17
Caerphilly	4,289	18	Torfaen	4,443	18
Torfaen	4,274	19	Caerphilly	4,437	19
Flintshire	4,239	20	Flintshire	4,348	20
Vale of Glamorgan	4,229	21	Vale of Glamorgan	4,324	21
Newport	4,222	22	Newport	4,298	22
Upper Quartile	4,653		Upper Quartile	4,653	

Source : Welsh Government

- 7.2.10 With regard to the WG's commitment to protect school's budgets, the secondary schools budget for 2014/15 is proposed to be £35.4m.
- 7.2.11 This includes £4.9m post 16 WG funding for sixth forms, which has been reduced by £444,000. This will represent a significant challenge to the secondary schools that in some cases are already facing very testing financial circumstances. On the basis that the secondary schools have to ensure that pre and post 16 funding stream are kept separate (i.e. no cross subsidisation) it will be essential that post 16 provision can be financed independently.
- 7.2.12 Overall, secondary schools face falling rolls of 200 pupils each year for the next 3 years. There are currently over 16.4% spare secondary school places in the 11-18 sector and this is predicted to rise to over 20% by 2020 unless capacity is reduced to reduce costs and inefficiencies.
- 7.2.13 The impact of the above on secondary schools will be:
- Less teachers;
 - The quality of teaching declining as teachers teach more non specialist subjects;
 - Restriction of curriculum opportunities as teaching numbers fall; and

- Small class sizes - the lack of critical mass could impact on the quality of provision.

7.3 The College

7.3.1 The College has delivered consistent operating cash surpluses in each of the last 5 years, despite increasing financial constraints on the sector. The results are presented below.

Table 25: Pembrokeshire College trend in Financial Performance

Key Financial Measure	2009 £'m	2010 £'m	2011 £'m	2012 £'m	2013 £'m
Income					
< Funding Council	13.0	13.6	13.7	14.2	14.8
< Other	4.2	4.4	4.7	4.7	4.5
< Third party WBL provision through the consortium	0.2	0.2	0.2	4.7	6.2
Total income	17.4	18.2	18.6	23.6	25.5
Operating cash surplus (see page 32)	1.3	1.5	1.1	1.3	1.4
Surplus for the year (before profits on sale of assets)	(0.2)	0.3	0	0.3	0.4

Source: Pembrokeshire College Financial Statements 2012/13

7.3.2 The key measure for assessing the College's financial performance is the operating cash surplus. This is the surplus for the year before non-cash movements (depreciation, release of capital grants and FRS 17 charges) and profits on sale of fixed assets.

7.3.3 Income reliance on WG income increased to 80% in 2012/13, (77% in 2011/12). The College is committed to developing an income generation strategy and continuing to pursue and exploit alternative funding sources in order to support innovative developments in line with the needs of the learner.

7.3.4 The assets and liabilities of the College are set out below:

Table 26: Pembrokeshire College Asset and liability trend

	Actual 2008/09 £'m	Actual 2009/10 £'m	Actual 2010/11 £'m	Actual 2011/12 £'m	Actual 2012/13 £'m
Fixed Assets	19.2	21.2	20.7	20.3	19.9
Cash	3.1	3.1	3.1	3.9	4.6
Loans	(1.8)	(1.6)	(1.4)	(1.2)	(1.1)
Other net current balances	(0)	(0.1)	0.3	0	(0.1)
Early retirement provision	(0.7)	(0.7)	(0.7)	(0.7)	(0.7)
Pension Liability	(3.7)	(3.7)	(3.2)	(4.5)	(3.8)
Net Assets	16.1	18.2	18.8	17.8	18.8
Deferred capital grants	6.6	8.0	7.8	7.4	7.0
Reserves	9.5	10.2	11.0	10.4	11.8
Net Assets	16.1	18.2	18.8	17.8	18.8

Source: Pembrokeshire College Financial Statements 2012/13

7.3.5 Given the uncertainties facing the sector, a decision has been taken to increase the cash balances and deposits. The College's cash position improved by £0.7 million compared with the prior year.

- 7.3.6 Over the last 5 years the College has spent £8 million on capital expenditure. This has been funded by grants, the sale of fixed assets and from reserves. This investment has created first class facilities (second to none in Wales and comparable with the best in the UK) for 16 plus learners in Pembrokeshire.
- 7.3.7 The College currently has a mortgage of £1.1m repayable over 15 years.
- 7.3.8 The College's Welsh Government funding will decrease by 2.07% for 2014/15.

7.4 Transition Costs

- 7.4.1 The transition process would be led by an expanded JWP, supported by operational committees and the Transformation Manager. This is explained further in the next chapter. Detailed work needs to be done to develop a transition budget for both the LA and the College to enable the costs to be monitored and managed.
- 7.4.2 The additional costs incurred as a result of detailed planning work for capital build elements will be accounted for by both organisations as part of the capital projects. Again, once the detail of the capital developments has been determined, a detailed budget will need to be developed by both the LA and the College for project management aspects.

7.5 Operational costs

- 7.5.1 One of the aims of the transition process is to deliver more financially efficient post 16 curriculum across Pembrokeshire. The proposed options for the north and south of Pembrokeshire will enable curriculum to be rationalised and small class sizes to be all but eliminated. This should enable the current depth and breadth of curriculum to be maintained despite the reductions in post 16 funding. It will enable savings to be released which can be reinvested in funding learner transport and in the facilities that learner's access, thereby increasing educational benefits without a significant increase in cost.
- 7.5.2 Further modelling work needs to be done on this to identify potential revenue savings based on costs of delivering the current learner choice across the various locations having had regard to one off non-recurring transition costs, and some potential additional non-school based costs. The modelled costs will need to be benchmarked against other authority's costs to prove value for money and matched against other similar rural authorities.

7.6 Capital Costs

- 7.6.1 Currently, the LA have a 21st Century Schools funding bid which has been accepted by the WG and which has an element identified for secondary schools. Similarly the College has submitted a post 16 capital bid lodged with the WG for the development of the College site.
- 7.6.2 It is proposed as part of the transformation process to combine the secondary element of the 21st Century Schools bid and the College capital funding to make the changes a reality. Detailed work needs to be undertaken on the site and costs for the development of the Sixth Form Centre in Haverfordwest and further work to take forward the Vocational Skills Centre in Pembroke. Allied to this the LA will need to consider the impact of wider secondary school organisation proposals on capital funding needs. A Full Business Case would need to be produced for the preferred option.

7.7 Conclusion

- 7.7.1 Both the LA and the College have been financially strong, but both are now facing reductions in funding which is presenting challenges in terms of delivery models.
- 7.7.2 The introduction of the Programme Based Funding (PBF) System in 2014 will impact on the curriculum offer within both schools and College and focus attention on ensuring that learners are undertaking the right course for them at 16 and that they are retained within the programme of learning and succeed.
- 7.7.3 There are known reductions in post 16 funding for 2014/15. The impact of these reductions in funding for the secondary schools and the College will mean that all organisations involved in education and training will have to ensure that there is effective and efficient delivery of services. The LA, the secondary schools and the College will need to work together to find creative solutions for the learners in Pembrokeshire. That said, both the LA and College have experience of delivering change and have significant experience of managing capital projects.

8 Management Case

8.1 Introduction

This chapter addresses within the Five Case Model the ‘achievability’ of the proposed project in terms of governance and management arrangements, and provides an initial outline of the change process. Strong collaborative leadership and management of the process will be critical to the achievement of the preferred outcome.

8.2 Dependencies

8.2.1 As previously stated in the Commercial Case, there are a number of critical factors which will determine whether the preferred option is implemented in reality.

8.2.2 This review has to make the assumption that the preferred option is both accepted and implemented, in order to advise on and conclude its Management Case.

8.3 Leading the Transformation and Change process

8.3.1 Both the College’s Corporation Board and the LA are aware of the need to plan and manage the transformation process from a strategic perspective. An expanded JWP would oversee the development and delivery of the preferred option, reporting through to the College’s Governing Body and the Cabinet at the LA.

8.3.2 Clearly it is not practical to detail the change management process at this point. However, as this document would inform the school organisation process, a reasonable outline would be as follows:

3 February 2014:	Present findings to Cabinet and College Governing Body
10 February 2014:	Cabinet and College Governing Body meetings
February- July 2014:	Consideration of the Report and impact on schools organisation programme, to include any required consultations with all key stakeholders
July 2014 onwards:	Development of full project plan

8.3.3 The JWP would develop a detailed project plan to map out the timescales for delivery of the necessary changes and identify key milestones and success factors against which progress would be monitored.

8.3.4 The JWP would be reconstituted to include:

LA:	Director of Children and Schools Chief Education Officer Director of Finance Director of Transportation and Environment
College:	Principal Deputy Principal Assistant Principal Head of Curriculum
Joint:	Transformation Manager The Estates and Facilities Manager

8.3.5 The JWP would appoint a number of committees, which would include:

- Governance and management
- Commissioning and funding
- Personnel
- Infrastructure
- Curriculum and quality

8.3.6 Each committee would have its own Terms of Reference, and would report into the JWP.

8.3.7 The Transformation Manager – a joint appointment – is already in post. To support the Transformation Manager, the College Estates and Facilities Manager is working part time with the LA to develop the 21st Century Schools bids for Pembrokeshire. The Estates and Facilities Manager would provide the necessary inputs to develop the capital bids for the Sixth Form Centre in Haverfordwest and the Vocational Centre in Pembroke.

8.3.8 It is evident that both the LA and the College are working closely through the early stages of the process to ensure that the Cabinet and the Governing Body are kept fully informed and have access to the same information and data.

8.3.9 A communication plan would be developed jointly by the LA and the College. The plan would consider both internal and external communication of the transformation process. This communication plan would ensure that both the LA and the College are giving the same messages and that the timings of communication are managed across the two entities.

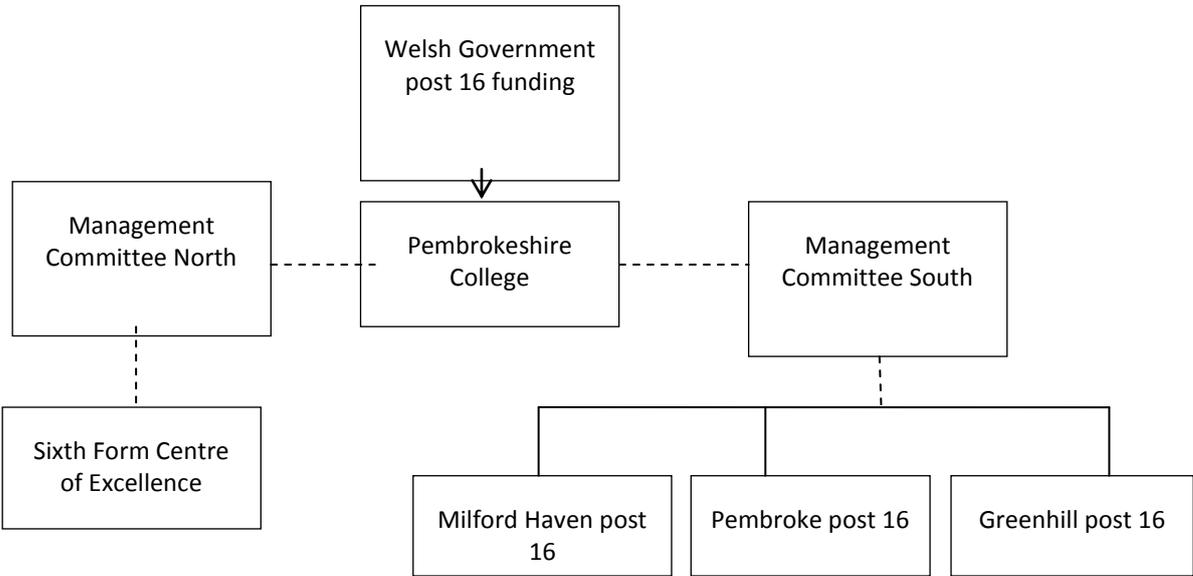
8.3.10 The Communication plan would include:

- regular communication with learners, and a feedback mechanism
- regular communication with parents, and a feedback mechanism
- planned press articles for stakeholder involvement

8.4 Governance of the Preferred Option

8.4.1 The diagram below depicts the flow of funding.

Diagram 4 Proposed Post 16 Funding



- 8.4.2 Under the Further and Higher Education (Wales) Bill 2013, due to gain Royal Assent in January 2014, and due to be effective from 1 August 2014, the College will have greater freedom to determine its own Instrument and Articles of Government. As a result, it will be able to determine the composition of the Corporation Board, and any requirements for categories of membership. In contrast, within the Statutory Framework, Schools do not have such freedoms to determine the composition of their Governing Body.
- 8.4.3 The Corporation Board composition would be reviewed to include greater representation from the LA. The composition can be determined locally following the enactment of the Further and Higher Education (Wales) Bill 2013.
- 8.4.4 The Corporation Board would establish two management committees – one each for the north and south of the County. Each committee would be responsible for commissioning 'relevant' provision in each part of the County and associated post 16 funding.
- 8.4.5 Critical here is that relevant provision should include all full time vocational provision currently delivered by the College, as well as vocational provision in schools, and level 3 academic provision in schools and the College. This would allow the LA and schools to influence how the entire FE post 16 budget is deployed in Pembrokeshire.
- 8.4.6 The strength of the partnership arrangements between the LA, secondary schools and the College would maximise curriculum choice for learners, data would be shared along with pastoral information. This would create an effective and efficient 'Team around the learner' approach. It would also provide a good link with 14 -16 school pupils. This would inextricably tie the College and the LA together in terms of commissioning and delivery of provision.
- 8.4.7 Any established Sixth Form structure would not be able to be changed without the statutory consultation process or intervention from the WG.
- 8.4.8 Relevant' provision would therefore include:
- All level 3 academic provision post 16
 - All level 3 vocational provision post 16
 - All level 1 and 2 vocational provision post 14
- 8.4.9 The management committee would have a range of responsibilities, and would ensure:
- appropriate funding of relevant provision
 - quality of post 16 education
 - responsibilities to be discharged with the interests of learners at the core and in compliance with statutory regulations.
- 8.4.10 The management committees would:
- include representatives from the College, the LA, post 16 centre of excellence in the north, and the schools
 - plan relevant delivery
 - commission relevant delivery
 - be responsible for all post 16 funding
 - scrutinise quality
 - advise the Corporation Board and School Board
 - support the Corporation Board and School Board
- 8.4.11 The constitution of governing bodies of schools must be in accordance with The Education Act 2002. The Instrument of Government and membership must be in accordance with The Government of Maintained Schools (Wales) Regulations 2005.

- 8.4.12 These Regulations determine categories of governors and membership numbers. This does not allow the flexibility afforded to further education institutions under the new Further and Higher Education Bill (Wales) 2013. Nevertheless, it is recommended that consideration is given to the College having at least one representative on the School Governing Body.

9 Summary and Recommendations

9.1 Introduction

- 9.1.1 The changes to the delivery and provision of education and training in Pembrokeshire, proposed in this review are in response to both the WG's paper 'Transforming Education & Training Provision in Wales: Delivering Skills that Work for Wales' (2008) and the necessity to meet better the needs of the learners in Pembrokeshire.
- 9.1.2 This chapter considers the criteria set out in the WG's 2008 Paper and highlights the strategic fit of the preferred option to these criteria.

9.2 Appraisal summary of 'Transforming Education and Training Provision in Wales' 2008

- 9.2.1 **Criteria 1: The strategic fit**
The details within the strategic case set out both the need for change and how the proposed solution will address a number of key strategic issues around sustainability, learner choice, improved quality, progression opportunities and value for money.
- 9.2.2 **Criteria 2: Improvements for learners**
The preferred option will provide learners with a more coherent breadth of provision with evident progression routes and ensure that by bringing provision together through either a single Centre of Excellence or increased collaboration the overall breadth of provision can be maintained and learner outcomes should improve.
- Through vesting vocational curriculum with the College this will provide learners with a clear progression route from entry level through to Higher Education or Higher Apprenticeships and thus engage and reengage more learners.
- 9.2.3 **Criterion 3: Improvements for employers and the local economy**
The core aim of this transformation is to retain more young people in meaningful education and training, which leads to good outcomes and progression into employment. By ensuring the curriculum is joined up to enable progression, and by linking the offer to employment opportunities, employers will have access to better-prepared employees and thus the local economy will benefit. This has been noted in the Economic Regeneration Strategy (The Swansea Bay City Region Economic Regeneration Strategy 2013-2030) as a need to be addressed. As a result of the proposed changes the systems will be more efficient which will allow for greater breadth and responsiveness to employer needs.
- 9.2.4 **Criterion 4: Cost effectiveness and long term sustainability and financial benefits**
The need to rationalise provision is increasingly important given the pressure on both school and FE funding. The preferred option will enable significant improvements in rationalisation of provision in terms of reducing small class sizes and bringing provision together to better utilise specialist facilities. This will provide financial efficiencies and ensure that the broadest breadth of provision is sustainable. It will also improve the educational effectiveness of the provision.
- The pooling of potential 21st Century funds by the LA and the College to increase capacity to make the necessary capital developments will also have cost benefits for all: both in terms of build costs and project management costs.
- 9.2.5 **Criterion 5: Acceptability and impact of the proposal in the context of the constituent local authority, community learning, further education providers as well as DfES**

The process to conclude on the preferred option has involved engagement with a wide range of stakeholders in Pembrokeshire, and an analysis of the research and the evidence on improving the delivery and provision of education and training across Pembrokeshire. A positive reaction to the consultation process was received and there was agreement to the need for change. There is substantial evidence to support the case for change.

The preferred option will require some major changes to the day to day working for the schools and the College. Some education stakeholders may view this negatively but the benefits of a more coherent curriculum with improved quality outcomes, good progression routes into FE or HE and the ability to sustain the breadth of provision should override these concerns.

The preferred option will ensure that there is greater integration of the other education and training providers in Pembrokeshire into the strategic planning of post 14 education and training provision in Pembrokeshire to ensure that all learners have an appropriate progression route from school.

9.2.6 Criterion 6: Provision of high quality learning

The preferred option will concentrate learning provision and provide greater critical mass which will enable quality improvement strategies to have a greater impact. The commissioning of provision by the College and LA will ensure that provision is only commissioned where there is a high and improving quality profile. In addition, the increased cost-effectiveness of the provision will allow for the retention of highly specialist lecturers and teachers to be focused on their specific subject areas.

9.2.7 Criterion 7: Enhancement of Welsh language and bilingual provision

The preferred option will ensure that Welsh-medium and bilingual delivery continues to grow within Pembrokeshire for post 14 learners with a clear commitment from the LA and the College to develop new opportunities particularly vocational routeways.

9.2.8 Criterion 8: Demonstrate improvements in equality and diversity

The preferred option will ensure that all learners have equality of opportunity and access to the widest possible high quality provision and the needs of SEN and ALN learners are addressed.

9.2.9 Criterion 9: Governance and Management arrangements

The details of governance and management set out in Chapter 8 demonstrate that both the process of transition and the resultant new structures, embedded where appropriate in the Instrument and Articles of the College, will have clear and robust governance arrangements which bring together the LA, the secondary schools and the College.

9.2.10 Criterion 10: Demonstration of anticipated sources of funding to facilitate the proposal

The proposed preferred solution identifies the need to pool capital resources to enable the required capital development to take place and the rationalisation of provision into larger groups to realise efficiencies and fund the change process.

9.3 Recommendations

- 9.3.1** The recommendations for the future development of 14-19 delivery and provision of education and training in Pembrokeshire are set out below. The preferred option recognises that a single solution for Pembrokeshire is not appropriate and a more tailored approach is required which meets the needs of the County. The recommendations are based on the evidence pertinent to Pembrokeshire, feedback from the key stakeholder consultations and the analysis of the criteria set out in the WG's 2008 Transformation paper.

Recommendation 1:

A Sixth Form Centre of Excellence in Haverfordwest to be developed, under the governance of a local school, which provides a single joined up location for all L3 delivery for 16-19 year olds. The Centre will be co-located with, or close to the College so that all post 16 learners could have access to a mixed curriculum of academic and vocational programmes of study. As part of the school organisation process, the LA will consider the needs of Welsh medium learners and those with SEN or ALN.

Recommendation 2:

Ysgol y Preseli to keep its Sixth Form but deliver only A Levels through the medium of Welsh. This will require an effective partnership between the Ysgol y Preseli and the College to be further developed for vocational provision.

Recommendation 3:

To meet the needs of learners in the south of the County a Vocational Skills Centre of Excellence to be developed and run by the College on the site of Pembroke School. Vocational provision for all secondary schools in the south would be delivered at the Vocational Centre; and the secondary schools in the south to work more closely to further develop collaborative delivery post 16 for academic A Level provision.

Recommendation 4:

All vocational delivery post 14 across Pembrokeshire to be the responsibility of the College to provide high quality learning experiences, access to specialist facilities and staff and ensure good vocational progression routes.

Recommendation 5:

All post 16 academic and vocational funding to be routed through the College for the commissioning of the secondary schools academic provision in Pembrokeshire. The governance arrangements at the College to be developed to increase representation from the LA and the secondary schools and develop management committees in both the north and south of the County. The management committees would be responsible for commissioning 'relevant' post 16 provision in each part of the County and the associated post 16 funding. Clear reporting mechanisms to the College Corporation Board and the Cabinet of the LA will need to be established.

Recommendation 6:

Capital funding should be pooled by the College and the LA for the development of Haverfordwest and Pembroke sites. Joint ownership of the buildings should be considered to enhance the long term sustainability and inter-dependence of the partnership of the LA, the secondary schools and the College.



Strategic Review into the Development and Delivery of 14-19 Education and Training Provision in Pembrokeshire

Appendices

Version: Final V2
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List of Appendices

- Appendix A - Specification for the appointment of Educational Consultants to undertake the 14 – 19 Strategic Review**
- Appendix B – List of consultees involved in the 14 – 19 Strategic Review Briefings**
- Appendix C – Secondary Pupil Numbers – January 2013**
- Appendix D– Capacity in secondary schools 2014-2020**
- Appendix E – How do surplus places affect the resources available for expenditure on improving outcomes for pupils? Estyn May 2012**
- Appendix F - The impact of school size and reorganisation on educational effectiveness 2009 – 2013**
- Appendix G - Improving a Quality Profile - Moving to Excellent 2006 – 2013**
- Appendix H - Supporting more able and talented pupils in secondary schools Estyn June 2012**
- Appendix I - Advantages and disadvantages of each option**
- Appendix J - Case studies on Tertiary Provision**
- Appendix K - Risk Analysis**
- Appendix L - Pembrokeshire College Learner Outcome Reports 2011/12**



Appendix A – Specification for the appointment of Educational Consultants to undertake the 14 – 19 Strategic Review

Specification for the strategic review into the development and delivery of 14-19 education and training provision in Pembrokeshire

1.0 Introduction

1.1 Consultants are being sought to conduct a strategic review into the development and delivery of 14-19 education and training in Pembrokeshire. Consultants should have knowledge and demonstrate substantial experience of undertaking work relating to the Welsh Government's:

- Transformation policy
- Education policy, with 14-19 emphasis
- Five case business model

Pembrokeshire County Council and Pembrokeshire College have both developed strategic proposals for capital investment as part of the 21st Century Schools programme which have been submitted to the Welsh Government. These programmes and projects have been approved in principle, but they are subject to various approvals and conditions at business case level in line with the 5 case business model.

1.2 Following an executive review of these proposals Pembrokeshire County Council and Pembrokeshire College consider that in line with the Welsh Government Transformation Agenda a joint strategic approach should be undertaken into 14-19 education and training throughout the whole of Pembrokeshire to inform any future plan for curriculum delivery reconfiguration.

The outcomes of such a strategic review would ensure that options are identified and evaluated to determine a collaborative framework which will be adopted by both organisations to provide the best possible opportunities for learners in Pembrokeshire.

1.3 The opportunities being sought include:

- to provide the highest quality teaching, learning and resources
- to strengthen and realign the curriculum offer to meet the needs of Pembrokeshire students, the community and the local economy
- to increase participation
- to improve success rates
- to provide integrated learning pathways and to empower learners to progress to higher levels of learning, training or employment
- to provide excellent value for money
- to maximise value from approved 21st Century Schools proposals



2.0 Background

2.1 Pembrokeshire County Council

Pembrokeshire County Council obtained approval, subject to Business Case submission and approval, in December 2011 from the Welsh Government for their 21st Century Schools improvement programme. This £150m programme set out key capital investment projects for the development and improvement of its schools and its education service.

The approved programme sets out specific projects for junior and secondary school remodelling, refurbishment and new build. The programme also includes a new post 16 vocational centre in partnership with Pembrokeshire College which would form part of the Pembroke Learning Campus. It is proposed that the Pembroke Learning Campus would start on site in 2015/16.

As part of the north federation schools programme it is proposed to re-organise Sir Thomas Picton School and Tasker Milward School which are both based in Haverfordwest. This project is due to start on site in 2018/19.

The vision the Council has established is based on a number of fundamental principles which are reflected in their key strategic documents and are developed through highly consensual relationships with schools, stakeholders and key partners, including Pembrokeshire College and reflects their aspiration to be a continuous self-improving, dynamic learning community.

2.2 Pembrokeshire College

The College has identified two key projects as part of its Estates Strategy and estate master-planning process.

The first of these projects is a new vocational facility in the South of the County. This would be a federated approach to post-16 education in this geographical area with the College taking the lead on vocational provision as outlined in 2.1 above.

Such a development is also supported by Pembrokeshire County Council which has identified the need to improve access to facilities that will meet the demand for increased vocational pathways in key areas. The College is supportive in principle of this development, but needs to understand the strategic vision for Pembrokeshire prior to commitment.

The second project is a £14 million extension to the College's Haverfordwest site. This project specifically focuses on the development of the campus for tourism, hospitality and sport. The Welsh Government has categorised this as a Priority 2 project under their post 16 Capital Programme, and Pembrokeshire College has agreed to hold plans until a 'Pembrokeshire solution' for education and training is clear.

2.3 Collaboration

Pembrokeshire College and Pembrokeshire County Council are both firmly committed to the principle of collaboration in the best interests of the learner

3.0 Proposal

- 3.1 Pembrokeshire County Council and Pembrokeshire College are proposing a collaborative approach to ensure that the strategic direction for Pembrokeshire is considered, reviewed and evaluated.
- 3.2 A strategic appraisal is required to evaluate provision and curriculum delivery across Pembrokeshire County Council and Pembrokeshire College, and to determine future direction by means of an options appraisal and identification of a preferred option.
- 3.3 This will ensure the capital investment by both organisations delivers the highest quality learning environment for learners. This will, in turn, ensure value for money is achieved in delivering these key capital projects both in procurement and whole life cycle delivery costs. It is a critical success factor therefore that these 21st Century Schools projects should not be viewed in isolation from one another.
- 3.4 A proposal would be invited from the appointed consultant regarding information and consultation requirements on which to make decisions, but as a minimum, the following would be required:
- identification of strategic priorities for Pembrokeshire and the region, and an assessment of the future needs of students, employers and the community
 - consideration of Pembrokeshire College's Institutional Plan, financial forecasts and other relevant information
 - consideration of the School Development Plan and Improvement Plan and any other relevant information
 - assessment of existing arrangements, and an evaluation of advantages and/or limitations of the continuation of the status quo
 - identification of desired benefits to be obtained from future collaboration, which will include consultation with stakeholder groups, and establishment of critical success factors, and which will specifically address:
 - benefits and opportunities for learners
 - benefits and opportunities for SLDD learners
 - independent advice and guidance at 14 and 16
 - widening choice and improving progression routes for all post 14 learners (including lower level learners and those progressing into apprenticeships, employment and higher education)
 - improving efficiency and effectiveness, and value for money
 - increased bilingual/Welsh medium provision
 - in consideration of the benefits, due regard must be given to sustainable learning partnerships and the continued visibility and accountability of further education within the local area
 - identification of benefits associated with the dual sector structure and other regional HEIs, and recommended future collaboration arrangements
 - identification of potential partners, assessment of strategic plans, and evaluation of associated benefits and/or risks
 - identification of long list of options, evolving into a short list (which should contain options of do nothing, do the minimum, and other options identified) to include:
 - a recommended way forward
 - assessment of the impact and achievability of the way forward



- details of stakeholder commitment to change

3.5 Whilst price will be part of the selection criteria, it will not be the sole criterion. An evaluation of consultant's proposals will be undertaken on both a qualitative and quantitative basis. As part of the qualitative process experience of this type of strategic analysis experience of working within the education and training sector, knowledge of the education and training sector in Wales, knowledge of the south west Wales economic and community environments, and demonstration of added value. Within this context 'education' would cover secondary and further education.

4.0 The Approach to the Strategic Appraisal

4.1 As the Strategic Appraisal represents the initial stage in the development of a potential new vision and strategy, it must be 'owned' by both Pembrokeshire County Council and Pembrokeshire College. The Strategic Appraisal will be co-ordinated by a joint working party consisting of personnel from Pembrokeshire College and Pembrokeshire County Council. This will consist of:

- the Director of Education, PCC
- Other PCC representatives – to be confirmed
- the Principal, PC
- the Deputy Principal, PC
- the Assistant Principal, PC
- the Transformation Manager (joint appointment)
- the Consultants

4.2 The College is seeking to appoint consultants who can demonstrate understanding and experience of working with multiple organisations on a single project, and of achieving consensus decisions. The consultants appointed should identify a key link individuals with such experience, supported by a team as necessary.

4.3 Work streams would need to be identified which would focus on the critical success factors, and have clearly defined start and end points.

4.4 Consultants would be expected as a minimum to provide information to the workstreams, provide a framework of analysis, provide independent options, challenge and facilitate the process.

5.0 Timescales

Bid Submission deadline:	30 th April 2013
Contract awarded:	7 th May 2013
Project start date:	14 th May 2013
Project end date:	30 th June 2013

6.0 Report Outcomes

6.1 The report will aim to deliver the following:

- Identification of the key strategic priorities for Pembrokeshire County Council and Pembrokeshire College and an assessment of future needs of students, employers and the community
- Assessment of existing arrangements, and an evaluation of the advantages and disadvantages



- Identification of desired benefits to be obtained from an “all Pembrokeshire vision”, which will include consultation with stakeholder groups, and establishment of critical success factors, and which will specifically address:
 - to provide the highest quality teaching, learning and resources
 - to strengthen and realign the curriculum offer to meet the needs of Pembrokeshire students, the community and the local economy
 - to increase participation
 - to improve success rates
 - to provide integrated learning pathways and to empower learners to progress to higher levels of learning, training or employment
 - to provide excellent value for money
 - to maximise value from approved 21st Century Schools proposals
- A recommended way forward

6.2 The report should be based around the public sector Five Case Model.



Appendix B – List of Consultees involved in the 14 – 19 Strategic Review Briefings

Bro Gwaun School
Careers Wales – Pembrokeshire Area Team
Greenlinks
Job Centre Plus – Employer Engagement/Partnership Manager
Milford Haven School
Pembroke School
Pembrokeshire Association of Secondary Head Teachers
Pembrokeshire Business Panel
Pembrokeshire College Governing Body
Pembrokeshire College Senior Management Team and Heads of Faculty and Service
Pembrokeshire College A Level Tutors
Pembrokeshire College Curriculum Area, Resources and Service Managers
Pembrokeshire County Council - Children and Family Overview Scrutiny Committee
Pembrokeshire County Council - Education and ACL Teams
Pembrokeshire County Council - Head of Economic Regeneration and Work Based Manager
Pembrokeshire County Council - Education Heads of Service
Pembrokeshire County Council - Elected Members
Pembrokeshire County Council - Futureworks
Pembrokeshire County Council -Head of Adult Services
Pembrokeshire County Council – Youth Service
Pembrokeshire County Council – Chairs of Schools Governing Bodies
Pembrokeshire Employer Support Group
Pembrokeshire Employability Network Group
Pembrokeshire Learning Network
Pembrokeshire Skills Network
Portfield School
Sir Thomas Picton
Secondary School Governors
Skills Academy South West WBL Consortium Board
Tasker Milford High School
Ysgol Dewi Sant

Appendix C – Secondary Pupil Numbers – January 2013

Bro Gwaun									
Age Group	Date of Birth	Year Group							Totals
		7	8	9	10	11	12	13	
	Totals	97	97	100	105	110	59	49	617

Dewi Sant									
Age Group	Date of Birth	Year Group							Totals
		7	8	9	10	11	12	13	
	Totals	76	65	87	90	90	47	34	489

Greenhill School									
Age Group	Date of Birth	Year Group							Totals
		7	8	9	10	11	12	13	
	Totals	157	189	190	206	199	134	85	1160

Milford Haven School									
Age Group	Date of Birth	Year Group							Totals
		7	8	9	10	11	12	13	
	Totals	147	160	184	169	196	120	67	1043

Pembroke School									
Age Group	Date of Birth	Year Group							Totals
		7	8	9	10	11	12	13	
	Totals	207	204	222	229	243	111	75	1291



Ysgol y Preseli									
Age Group	Date of Birth	Year Group							
		7	8	9	10	11	12	13	Totals
	Totals	164	177	154	159	159	105	93	1011

Sir Thomas Picton School									
Age Group	Date of Birth	Year Group							
		7	8	9	10	11	12	13	Totals
	Totals	188	195	196	204	209	89	76	1157

Tasker Milward VC School									
Age Group	Date of Birth	Year Group							
		7	8	9	10	11	12	13	Totals
	Totals	128	147	170	170	175	84	62	936

Source: January 2013 PLASC



Appendix D – Capacity in secondary schools 2014 – 2020

Surplus Places on NOR net of SEN unit

Spare Places		Actual	Forecast							Capacity
Number	Name	Jan-13	Jan-14	Jan-15	Jan-16	Jan-17	Jan-18	Jan-19	Jan-20	Jan-13
4031	Bro Gwaun	229	258	280	285	296	298	299	295	846
4034	Dewi Sant	-7	24	59	99	121	151	155	166	482
4035	Greenhill	149	183	238	278	319	342	374	365	1309
4038	Pembroke	269	322	347	363	371	371	356	359	1529
4055	Sir Thomas Picton	122	110	82	64	30	-22	-64	-85	1279
4063	Milford Haven	266	333	359	362	377	349	321	292	1309
4064	Ysgol y Preseli	7	-11	-21	-26	-53	-63	-62	-65	1018
4511	Tasker Milward	183	243	316	389	438	460	470	453	1119
TOTAL		1218	1461	1661	1814	1898	1886	1848	1779	8891
% spare capacity		13.7%	16.4%	18.7%	20.4%	21.4%	21.2%	20.8%	20.0%	

% spare places by school

TRIAL

Red	>25%
Amber	15.1% - 25%
Green	<15%

Appendix E

How do surplus places affect the resources available for expenditure on improving outcomes for pupils? Estyn May 2012.

Summary of recommendations

The Welsh Government should:

- promote the reduction of surplus places as evidence of better resource management and impact on school improvement rather than as an end in itself;
- consider the adoption of a standardised method to be used at a national level across all schools in order to identify the average cost of surplus places and surplus schools;
- work with local authorities to develop and promote good practice in evaluating the impact of school reorganisation schemes;
- require local authorities to conduct impact assessments on school reorganisation schemes where Welsh Government money is being used to support implementation; and
- work with local authorities to identify those school organisation and asset management strategies that contribute most positively to outcomes for learners and promote their use across all local authority consortia.

Local authorities and local authority consortia should:

- ensure strategic leaders prioritise school organisation and asset management, taking into account the impact on school effectiveness;
- engage all elected members, officers and headteachers in the drive to free resources in order to invest in improving outcomes for learners;
- carefully monitor and evaluate all school reorganisation projects in order to identify freed resources and their impact on improving outcomes for learners;
- improve officers' use of all available data to drive strategic developments and evaluate their impact, using challenge from the authority's scrutiny arrangements; and
- work collaboratively within consortia to promote good practice, particularly in relation to identifying and implementing action to address underperformance.
- School reorganisation programmes should be primarily about school improvement rather than a resource management exercise separate from the interests of learners.
- Where there is a higher than necessary level of school places, resources are being deployed inefficiently that could be better used to improve the quality of education for all learners. This problem was identified by the Audit Commission in 1996 and still exists today.
- School reorganisations have failed to keep pace with falling pupil numbers. No local authority has achieved the Welsh Government's recommended level of no more than 10% surplus places across primary and secondary schools.
- Local authorities have not done enough to assess the financial and educational impact of previous school rationalisation schemes.

- The lack of a standardised method at a national level creates difficulties in maintaining informed discussion about the effectiveness of strategies or performance. Estyn's analyses suggest that, in the secondary sector in Wales in 2011-2012, the average cost of a surplus place is £510 and the average saving that results from closing a school is £113,000. Closing a secondary school will yield potential savings of £113,000 plus £510 for each surplus place removed. These figures only reflect the annual savings in delegated school budgets. In addition, the removal of school places and/or the closure of a school will incur one-off costs such as capital expenditure and severance packages for staff whose jobs are no longer required. Transport costs will often be incurred. All these costs need to be taken into account before local authority officers can determine whether a specific scheme is cost effective.
- The cost estimate produces an average cost at national level, and whilst it is suitable for use at a strategic level, is not applicable to individual reorganisation plans. The savings available from each school reorganisation proposal must be evaluated on a case-by-case basis.
- It is unreasonable to expect local authorities to fill all surplus capacity because local authorities have a duty to provide sufficient school places and need to be able to manage fluctuations in demand as a result of demographic change and parental preference
- The removal of surplus places in some schools may cost far more than the revenue savings achieved by their removal. In other cases, the removal of a 'surplus' school would generate far more than the removal of the surplus places within it. School closures and amalgamations secure the largest savings for re-investment to raise standards but often need financial investment and political commitment.
- In 2007, Estyn recommended that local authorities should identify the contribution that new and refurbished school buildings make to raising standards and school improvement. There has been little progress in implementing this recommendation.
- <http://www.estyn.gov.uk/download/publication/244416.9/how-do-surplus-places-affect-the-resources-available-for-expenditure-on-improving-outcomes-for-pupils-may-2012/>

Appendix F

The impact of school size and reorganisation on educational effectiveness 2009 - 2013

1. *School size and educational effectiveness Estyn December 2013*

<http://www.estyn.gov.uk/download/publication/295686.3/school-size-and-educational-effectiveness-december-2013/>

- Examination results for large secondary schools are better than those for small and medium-sized secondary schools for nearly all measures (*School size and educational effectiveness Estyn December 2013*).
- Wellbeing is excellent in 33% of large secondary schools compared with 14% of medium-sized and 4% of small secondary schools. Attendance is similar for small and medium-sized secondary schools, but better in large secondary schools. Large secondary schools tend to have more comprehensive procedures for monitoring attendance and for tackling persistent absences (*School size and educational effectiveness Estyn December 2013*).
- In general, curriculum provision is broader and better balanced in large secondary schools. Nearly all large secondary schools provide good or better learning experiences for their pupils, while learning experiences are good or better in the majority of small schools and many medium-sized schools. Large secondary schools are able to offer a wider range of options due to economies of scale. Small and medium-sized schools are more dependent on 14-19 partnerships to provide a suitable range of courses (*School size and educational effectiveness Estyn Dec 2013*).
- The quality of teaching in small and medium-sized secondary schools is broadly similar. It is stronger in large secondary schools. Large schools tend to have better arrangements for professional development and quality assurance, while these systems are less well developed in small and medium-sized schools. Teachers in small schools are less likely only to teach their specialist subject (*School size and educational effectiveness Estyn Dec 2013*).
- Leadership is good or better in nearly all the large secondary schools inspected. Leadership is good or better in the majority of medium-sized schools and in many small schools. In all schools where performance is strong, leadership is good or better. In small and medium-sized secondary schools, succession planning may be weak and, when key members of staff leave the school, there can be too long a delay before their skill-set is replaced (*School size and educational effectiveness Estyn Dec 2013*).
- Large secondary schools need less follow-up activity after inspection than small and medium-sized secondary schools. About 4% of large secondary schools need significant improvement or special measures, compared to around 20% of small and medium-sized schools. (*School size and educational effectiveness Estyn December 2013*).

NB Small secondary schools are defined as those with 600 pupils or fewer, medium-sized secondary schools have between 601 and 1,100 pupils, and large secondary schools 1,101 or more pupils.

2. **Rural Development Sub- Committees Report on Re-Organisation of Schools in Rural Wales 2009**

www.assemblywales.org/cr-ld7306-e.pdf

- There is no clear and compelling evidence at all that small schools are inherently an inferior option. On the other hand, there is no substantiated evidence to suggest that all small schools provide a higher standard of education either *(3.61 Rural Development Sub-Committee November 2008)*
- the Committee does not believe that a small school provides an inherently better education than a larger school – simply because it is small or smaller *(3.62 Rural Development Sub-Committee November 2008)*
- whilst small schools can achieve good and excellent results, the pressures on the very smallest schools mean that there is a far greater risk to the educational standards and achievements of pupils at these schools *(Rural Development Sub-Committee 3.63 November 2008)*.
- There are conflicting views as to whether educational attainment in small schools is better, worse, or the same as in larger schools, evidence presented (to the sub-committee) was either consistent or clear and much of the evidence was contradictory *(Rural Development Sub-Committee 3.51 November 2008)*.
- there is no evidence that small schools have better outcomes than larger schools or that when small schools close and children transfer to larger, merged schools, that standards decline” *(Rural Development Sub-Committee 5.4 November 2008)*.
- This view was shared by the Association of Teachers and Lecturers (ATL)Cymru, who argued that there was a lack of evidence to support many of the claims made about the benefits that smaller schools can bring to pupils. Estyn also suggested that small schools limited the range of sporting, social and cultural interaction and activities that depend on large groups or team playing *(Rural Development Sub-Committee 5.5 November 2008)*.
- Extra curricular activities are important as a means of raising self-esteem and increasing participation in research carried out which substantiates this point of view and, where such evidence does exist, it confirms that where attainment is higher it tends to be because of the social background of pupils rather than the size of schools *(Rural Development Sub-Committee 5.6 November 2008)*.
- Estyn reported that “there is no clear link between class size and pupil attainment ...; there is very ambivalent evidence on that point, and there is certainly no clear link”*(Rural Development Sub-Committee 3.52 November 2008)*.
- The ability of small schools, particularly the very smallest, to deliver the curriculum is a key and fundamental requirement. If a school is unable to deliver the curriculum then all other aspects of its performance will be undermined and compromised *(Rural Development Sub-Committee November 2008)*.
- ATL Cymru referred to research by Professor Reynolds, which suggested that reorganisation of rural schools in Wales could help enable a more equitable distribution of funds to all schools to make significant improvements, because “larger schools often provided efficiencies of scale and a critical mass of resources that enabled one-off expenditure of a scale that would not be possible in a smaller setting” *(Rural Development Sub-Committee November 2008)*.

- The Committee recognises that the provision of public services in rural and sparsely populated areas is considerably more expensive than the provision of those same services in urban areas. However the Committee believes that the Government and local authorities have a duty and a responsibility to ensure that all people and all communities have access to the highest possible quality of services irrespective of geography or wealth (*Rural Development Sub-Committee November 2008*).
- Other than anecdotal evidence from parents who suggested that small schools were better and that children were happier in them, the Committee received little quantifiable evidence on the detrimental effect on pupils resulting from school reorganisation (5.2 *Rural Development Sub-Committee November 2008*).
- Evidence from Professor Reynolds suggested that pupils in the schools in Pembrokeshire that were recently reorganised did better after the reorganisation than those in the non-reorganised schools. He argued that the children preferred the bigger schools, because they had more friends, there were more sports teams, and there were more facilities. He also argued that there are substantial advantages for teachers and head-teachers in a school of three or four teachers, as opposed to one or two teachers, in terms of specialisation and an opportunity to focus on new initiatives and projects. However, he also recognised the limitations of his study on small schools, and suggested that the Welsh Assembly Government should commission wider and more in-depth research into the academic achievement of pupils once they have moved to a larger school, adjusted for background. (*Rural Development Sub-Committee 5.3 November 2008*).
- School reorganisation programmes should be primarily about school improvement rather than a resource management exercise separate from the interests of learners (Surplus Places Estyn May 2012).
- A common feature of successful schools is good leadership. All schools, irrespective of size, can perform well where the quality of leadership is good or excellent. Where schools' overall performance is adequate or unsatisfactory, there are nearly always weaknesses in the quality of leadership. (*Rural Development Sub-Committee November 2008*).
- 'A consistent characteristic of successful colleges is strong leadership and management. Governors are at the heart of how a college operates. A key theme is the importance of the good governance to all aspects of FE' (*Rural Development Sub-Committee November 2008*).
- Professor Reynolds suggested that ring-fencing any savings from school reorganisation within the local authority's education budget, as had happened in Pembrokeshire, could help demonstrate to those opposed to school closure that the purpose of the policy is not to reduce expenditure on education but to re-focus that expenditure (*Rural Development Sub-Committee November 2008*).
- The Committee also believes that this must be balanced with the need to ensure that all children are treated equitably. The Committee recognises the very real danger that if a disproportionately large resource is being used to support some very small schools then some schools and pupils may not have the money that they should have because it is spent disproportionately on very small schools. However the Committee believes that this is a political decision that should be taken by local authorities based upon the wishes of the local electorate. (*Rural Development Sub-Committee November 2008*)

- The Committee received considerable evidence on the pressures faced by teachers and head teachers in very small schools (*Rural Development Sub-Committee 3.23 November 2008*).
- In 2008, Estyn submitted evidence to the Welsh Governments' Rural Development Sub-Committee, which noted that: overall, there is no advantage to pupils in relation to the standards achieved in small primary or secondary schools when compared with other schools. While there is variation in performance between individual schools, there is no evidence to support the view that size is a significant factor. The quality of leadership and teaching is a more important factor than the overall size of a school; and small schools, generally, face greater pressures in areas of leadership and management, staff development and curriculum planning (*Rural Development Sub-Committee November 2008*).
- The Association of Teachers and Lecturers (ATL) Cymru claimed that teachers in small schools can face more pressure than in larger schools due to multiplicity of specialisms. It also argued that the areas of leadership, management, staff development and curriculum planning often suffer in small schools, particularly where a head teacher has a substantial teaching commitment. Estyn supported the view that small schools, generally, face greater pressures in the areas highlighted above (*Rural Development Sub-Committee November 2008*).

3. How do surplus places affect the resources available for expenditure on improving outcomes for pupils? Estyn May 2012.

<http://www.estyn.gov.uk/download/publication/244416.9/how-do-surplus-places-affect-the-resources-available-for-expenditure-on-improving-outcomes-for-pupils-may-2012/>

- School reorganisation programmes should be primarily about school improvement rather than a resource management exercise separate from the interests of learners (Surplus Places Estyn May 2012).

4. Informed decisions: The implementation of the Careers and the World of Work Framework Estyn October 2012

<http://www.estyn.gov.uk/download/publication/258012.3/informed-decisions-the-implementation-of-the-careers-and-the-world-of-work-framework-october-2012/>

- Good practice in school improvement includes: A defined clear vision and strategic direction of the school; Make all staff, especially those in management accountable for their area of work; and Define the role and contribution of Governors (*Informed decisions Estyn October 2012*).

Appendix G

Improving a Quality Profile – Moving to Excellent 2006 – 2013

1. In relation to Outcomes (Key Question 1):

i.e. Standards and Wellbeing

Standards

- The whole purpose of the education system in Wales is to equip our young people with the tools they need to achieve their potential throughout their lifetime. The ability for each child to realise its best educational attainment must be the key and fundamental purpose of any school, whatever its size or location (*Rural Development Sub-Committee 3.50 November 2008*).
- Across most of the main measures of learner achievement, performance has improved nationally over the last four years. There are, however, variations by provider type and by size of provider. For example, learners in larger providers achieve, on average, better academic progress and results (*National Audit Office 2011:7*).
- Sixth-form colleges, which perform best on most measures of learner achievement, are paid at a lower funding rate than school sixth forms (*National Audit Office 2011:7*).
- Improving skills is an important part of helping people out of poverty, into employment and helping today's children have better chances in life. Tackling Poverty action plan <http://wales.gov.uk/docs/dsjlg/publications/socialjustice/130703takeforpovactplane.n.pdf>
- Whilst many schools are more aware of the importance of improving the standards and wellbeing of disadvantaged pupils, tackling poverty is still not a high enough priority for all (*Working together tackling the impact of poverty on educational achievement Estyn December 13*).
- Further education institutions are getting better at tackling the literacy and numeracy deficits of learners with additional learning needs but they have not addressed the need to plan courses that will challenge all learners to develop their literacy and numeracy skills in more practical contexts (*Estyn Annual Report 2010 – 2011*).
- The ability of small schools, particularly the very smallest, to deliver the curriculum is a key and fundamental requirement. If a school is unable to deliver the curriculum then all other aspects of its performance will be undermined and compromised (*Rural Development Sub-Committee November 2008*).

Wellbeing

- Wellbeing is excellent in 33% of large secondary schools compared with 14% of medium-sized and 4% of small secondary schools. Attendance is similar for small and medium-sized secondary schools, but better in large secondary schools. Large secondary schools tend to have more comprehensive procedures for monitoring attendance and for tackling persistent absences (*School size and educational effectiveness Estyn December 2013*).
- The few local authorities who significantly raise the standards and wellbeing of disadvantaged learners begin by undertaking a thorough needs-analysis of their situation. Only then do they have the necessary intelligence to share with schools and partners to provide a baseline from which to measure the impact of the new initiatives (*Working together tackling the impact of poverty on educational achievement Estyn December 13*).

2. In relation to Provision (Key Question 2) :

i.e. Learning Experiences, Teaching, Care support and guidance, the Learning environment

Learning Experiences

- Among some post-16 providers, attitudes to preparing young people for life and work vary to an unacceptable degree. Competition for learners and for funding sometimes means that the best interests of learners are overlooked. Some providers, including both schools and colleges, misguidedly retain learners in unsuitable provision or try to duplicate provision in schools that is better delivered in further education colleges or work-based learning providers (*Estyn Annual Report 2011 – 2012*).
- Schools should deliver a curriculum that fully meets the needs of all pupils including a wide range of options at KS4 and post 16 together with partner institutions (*Twelve secondary school improvement journeys Estyn December 2013*).
- Provision at post-16 is more wide-ranging. The best example is where schools and colleges have planned provision together. However, most learners do not have the flexibility to choose from the full range and type of courses available in their area. Their opportunities depend too much on the courses offered by the providers they attend. (*Training for construction, planning and the built environment Estyn October 2013*).
- In general, curriculum provision is broader and better balanced in large secondary schools. Nearly all large secondary schools provide good or better learning experiences for their pupils, while learning experiences are good or better in the majority of small schools and many medium-sized schools. Large secondary schools are able to offer a wider range of options due to economies of scale. Small and medium-sized schools are more dependent on 14-19 partnerships to provide a suitable range of courses (*School size and educational effectiveness Estyn Dec 2013*).

Teaching

- The quality of teaching in small and medium-sized secondary schools is broadly similar. It is stronger in large secondary schools. Large schools tend to have better arrangements for professional development and quality assurance, while these systems are less well developed in small and medium-sized schools. Teachers in small schools are less likely only to teach their specialist subject (*School size and educational effectiveness Estyn Dec 2013*).
- Make 'improving teaching' the key process that can contribute to improving standards and maintaining high standards (*Twelve secondary school improvement journeys Estyn December 2013*).
- Secondary schools should monitor the quality of learning and teaching on the Welsh Bacalaureate as part of their normal self-evaluation procedures, with a particular focus on student progress and standards (*Welsh Bacalaureate Qualification provision at level 3 in secondary schools Estyn July 2012*).

Care support and guidance

- Successful schools focus on individual learners' needs and appoint a senior staff member to co-ordinate and monitor support that pupils with more complex needs may require from external agencies (*Working together tackling the impact of poverty on educational achievement Estyn December 13*).
- Some schools create a welcoming environment for vulnerable pupils (such as those who cannot speak English or Welsh) by establishing family or nurture rooms for families new to the community (*Working together tackling the impact of poverty on educational achievement Estyn December 13*).
- Pupils in schools involved in 'Team around the family' support benefit from the pool of skills only a true multi-agency approach can bring (*Working together tackling the impact of poverty on educational achievement Estyn December 13*).
- Guidance is not always based on up-to-date labour market information either and this is vital if they are to follow appropriate learning routes leading to employment or further levels of study (Estyn Annual Report 2011 – 2012 : 22).
- Schools should ensure that learners receive full, fair and unbiased information and advice about the options available to them at 16 years of age (*Collaboration between schools with sixth forms and Further Education Colleges Estyn 2006*).
- Schools and post-16 providers share a major challenge in trying to provide relevant and useful work experience for their learners, particularly in a climate of financial restraint. At present they achieve this goal with variable degrees of success. Improved regional collaboration could lead to more efficient co-operation between individual providers in finding and managing work placements in order to prepare young people better for the world of work when they have completed their education and training (*Estyn Annual Report 2011 – 2012 : 22*).

The Learning environment

- Some schools pool their resources in joint strategies and training to address disadvantage (*Working together tackling the impact of poverty on educational achievement Estyn December 13*).

3. In relation to Leadership and Management (Key Question 3) :

i.e Leadership, Improving quality, Partnership working and Resource Management

Irrespective of where the provider is on the improvement journey, it needs to:

- have clear and energetic leadership;
- set up whole-provider policies and systems and apply them universally;
- focus on improving standards for all learners as the main priority;
- concentrate on the quality of teaching and assessment as the key to improving standards;
- analyse performance data thoroughly to identify what, specifically, needs to improve;
- sustain a focus on improving literacy and numeracy;
- have high expectations and hold all staff to account for their areas of responsibility; and
- tailor learning experiences to meet the needs of specific groups of learners.

(*Estyn Annual Report 2011 – 2012 :19*)

Leadership

- Excellent providers develop a collaborative, open and inclusive approach to moving from good to great. The approach is based on high expectations and features a high degree of consistency in the way all aspects of their work are carried out. There is greater emphasis on developing learners' higher-order skills, particularly thinking skills. The culture of observing sessions is fully embedded and concentrates on the impact of teaching and training on learners' achievements. Self-evaluation and reflective practice are well established. Many staff are actively engaged in collaborative activities within and beyond the provider that aim to improve teaching, training and learning. Learners play a significant role in improvement activities and contribute routinely to the preparation of improvement plans and policies. (*Estyn Annual Report 2011 - 2012 : 20*)
- It is in the capacity and quality of leadership that the remedy lies. By that I mean the leadership offered not only by headteachers and principals and local authority chief executive officers but in the distributed leadership offered by teachers, learning support assistants, learning coaches and everyone involved in delivering and servicing education and training in Wales. Each one can offer leadership in their actions, their behaviours and their commitment (*Estyn Annual Report (2011 – 2012 :19)*).

Improving quality

- Learning Networks should make best use of labour market information and the information on learners' destinations that Careers Wales companies produce in order to plan provision (*Recommendation 4 Supporting Learning Pathways Estyn July 2008*).
- Schools should make better use of available data to monitor and track trends in pupils' achievement and progression so as to plan improvements in CWoW (*Informed decisions Estyn October 2012*).
- Providers cannot always show how the analysis and interpretation of data have influenced their decisions about teaching, the curriculum and use of resources, or how their decisions – for instance, about the allocation of resources or investment in areas of learning – have led to better quality and outcomes (*Estyn Annual Report 2011 – 2012:23*)
- Providers do not collect or use data robustly enough to demonstrate that their strategies are having a positive impact on improving learners' skills. They do not track systematically the progress their learners make in literacy, numeracy and information and communication technology across the curriculum (*Estyn Annual report 2011 – 2012:23*).
- (There is) ... plenty of national data on attainment at 16, there is no comprehensive national system to capture data at 18 on completion, attainment and progression rates across sixth form, further education and work-based learning sectors. This means that we cannot compare the success rates of post-16 courses, such as the Welsh Baccalaureate, A-level and vocational courses, in sixth forms and further education institutions. This means that learners and parents cannot make fully informed choices about what and where best to study (*Estyn Annual report 2011 – 2012*).
- School reorganisation programmes should be primarily about school improvement rather than a resource management exercise separate from the interests of learners (*Surplus Places Estyn May 2012*)
- A common feature of successful schools is good leadership. All schools, irrespective of size, can perform well where the quality of leadership is good or excellent. Where schools' overall performance is adequate or unsatisfactory, there are nearly always weaknesses in the quality of leadership. (*Rural Development Sub-Committee November 2008*).

- 'A consistent characteristic of successful colleges is strong leadership and management. Governors are at the heart of how a college operates. A key theme is the importance of the good governance to all aspects of FE' (*Rural Development Sub-Committee November 2008*).
- Good practice in school improvement includes: A defined clear vision and strategic direction of the school; Make all staff, especially those in management accountable for their area of work; and Define the role and contribution of Governors (*Informed decisions Estyn October 2012*).
- Specifically, in schools, more headteachers need to address mediocre teaching performance robustly. Secondary school headteachers need to address shortcomings in the performance of middle and senior leaders. Governors need to develop more expertise and to be more challenging (*Annual Report of ESTYN in Wales 2011 - 2012*).
- To become more responsive to industry and to learners from the community, providers need to improve their strategic planning. It is natural for providers to want to continue with the pattern of curriculum and courses they have established over time and this often does match quite closely the aspirations of the learners they enrol. They do not question whether they are adapting quickly enough to changing circumstances and needs. For example, colleges do not monitor the enrolment of learners from deprived backgrounds – those who are in receipt of the education maintenance allowance – carefully enough to make sure that they are meeting the needs of all young (*Estyn Annual Report 2011 – 2012 : 22*).
- Schools should use the core data sets to challenge themselves to do as well as the best practice identified in other similar schools, including those in their family of schools; make more effective use of 'modelled expected performance' charts; analyse the performance of pupils entitled to free school meals more thoroughly and base improvement strategies on the findings; and make sure that governors understand fully the school's performance data, including position in the family and the free-school-meal benchmark quarters, and that they play a key role in self-evaluation and planning for improvement (*How well are the All-Wales Core Data Sets used to inform self-evaluation and planning for improvement? Estyn June 2012*).
- Local authorities should train school leaders and governors to analyse the core data sets better and to use the findings to identify what needs to improve (*How well are the All-Wales Core Data Sets used to inform self-evaluation and planning for improvement? Estyn June 2012*).
- Most local authorities do not have specific targets relating to closing the gap in outcomes between advantaged and disadvantaged learners. Consequently they do not use the information they collect well enough to challenge schools to improve outcomes for disadvantaged learners (*Working together tackling the impact of poverty on educational achievement Estyn December 13*).

Partnership working

- There are several reasons why there is little or no collaboration between some schools and colleges, ranging from transportation difficulties to competition for learners. Schools tend to benefit more from collaboration than colleges, as collaboration enables schools to retain more learners in their sixth form (*Collaboration between schools with sixth forms and Further Education Colleges – Estyn 2006*).
- The further education sector has been working with local schools and other providers, with varying degrees of success, to increase the range of courses for learners, to share resources and to avoid duplication of provision. But across post-16 sectors, learners do not always receive the highest-quality independent information, advice and guidance on what courses are the most suitable for them to follow (*Estyn Annual Report 2010 – 2011 : 22*).

- Providers do not work together closely enough to share expertise and facilities, and especially to provide a coherent pattern of literacy support for learners. The South West Wales Regional Learning Partnership, which is developing provision of essential skills training on a regional basis, is a good example of how providers can plan more effectively to meet both the needs of individual learners and the requirements of the local economy (Estyn Annual Report 2010– 2011 : 22)
- Schools and Colleges should work together for the benefit of learners in their area by helping to rationalise and co-ordinate provision; and explore how collaborative activities can increase the range of general vocational and occupational courses on offer *Collaboration between schools with sixth forms and Further Education Colleges Estyn 2006*).

Only a few local authorities have successfully brought together integrated service plans to co-ordinate services and avoid duplication. Generally, individual services within an authority or consortia do not align their plans or use common performance indicators and this makes it difficult to measure progress jointly (*Working together tackling the impact of poverty on educational achievement Estyn December 13*).

Partnership working

- There are several reasons why there is little or no collaboration between some schools and colleges, ranging from transportation difficulties to competition for learners. Schools tend to benefit more from collaboration than colleges, as collaboration enables schools to retain more learners in their sixth form (*Collaboration between schools with sixth forms and Further Education Colleges – Estyn 2006*).
- The further education sector has been working with local schools and other providers, with varying degrees of success, to increase the range of courses for learners, to share resources and to avoid duplication of provision. But across post-16 sectors, learners do not always receive the highest-quality independent information, advice and guidance on what courses are the most suitable for them to follow (*Estyn Annual Report 2010 – 2011 : 22*)
- Providers do not work together closely enough to share expertise and facilities, and especially to provide a coherent pattern of literacy support for learners. The South West Wales Regional Learning Partnership, which is developing provision of essential skills training on a regional basis, is a good example of how providers can plan more effectively to meet both the needs of individual learners and the requirements of the local economy (Estyn Annual Report 2010– 2011 : 22)
- Schools and Colleges should work together for the benefit of learners in their area by helping to rationalise and co-ordinate provision; and explore how collaborative activities can increase the range of general vocational and occupational courses on offer *Collaboration between schools with sixth forms and Further Education Colleges Estyn 2006*).

Resource Management

- Research by Professor Reynolds suggested that reorganisation of rural schools in Wales could help enable a more equitable distribution of funds to all schools to make significant improvements, because “larger schools often provided efficiencies of scale and a critical mass of resources that enabled one-off expenditure of a scale that would not be possible in a smaller setting” (*Rural Development Sub-Committee November 2008*).
- Senior managers have to devote time to matters of corporate governance. They must manage budgets, maintain facilities and plan the deployment of resources. They also have to work within statutory and regulatory frameworks that require high standards of compliance. Nevertheless their

core business is the delivery of education and training to pupils and other learners. Their main focus should be on how they are going to improve learner experiences and outcomes. Providers whose performance in their core business improves have leaders who develop, alongside other staff, a vision for change. They underpin that vision using programme and people-management skills of a high order, with which they co-ordinate several different and often interdependent projects and initiatives to do with better delivery of learning. There is room for improvement in both general and specific ways (*Estyn Annual Report 2011 – 2012:9*).

- There are too few training opportunities for school leaders on how to plan and evaluate different approaches to tackling the impact of poverty on pupils' attainment (*Working together tackling the impact of poverty on educational achievement Estyn December 13*).
- There has been a steady improvement in learners' progression into further education or training over recent years and in inspection outcomes for work-based learning providers and further education institutions. However, providers need to do more to attract learners into engineering and manufacturing technologies, and onto construction and business administration courses. The quality of learners' outcomes on some courses in these areas also needs to improve further (*Estyn Annual Report 2010 – 2011 : 22*).
- All providers need to find ways to become more responsive to the needs of their local economy. Providers can achieve this by giving more careful attention to labour market information and through improving their links with employers. Too often the links that further education institutions have with employers have been based on continuing historical relationships rather than on planning to meet new and emerging regional or national needs. They tend to be strong in a few learning areas such as engineering, caring and catering but underdeveloped or non-existent in relation to some other vocational learning areas (*Estyn Annual Report 2010 – 2011 : 22*).

See also:

- Appendix E - How do surplus places affect the resources available for expenditure on improving outcomes for pupils? Estyn May 2012.
- Appendix F - The impact of school size and reorganisation on educational effectiveness 2009 - 2013
- Appendix H - Supporting more able and talented pupils in secondary schools Estyn June 2012

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Appendix H

Supporting more able and talented pupils in secondary schools Estyn June 2012

Summary of recommendations

In order to support more able and talented pupils, secondary schools should:

- evaluate the quality and effectiveness of strategies used by secondary schools and local authorities to support and challenge more able and talented pupils;
- highlight examples of good practice and its impact on pupils;
- identify weaknesses and gaps in provision;
- evaluate how successful Welsh Government guidance and training have been in improving provision and standards for more able and talented pupils;
- build on existing transition arrangements between primary and secondary schools to provide better continuity and progression in the education of more able and talented pupils;
- improve the use of data and assessment to identify, track and monitor the progress of more able and talented pupils and share this information with all staff and relevant parents;
- provide enriched opportunities and appropriately challenging provision across the curriculum for more able and talented pupils to achieve the highest standards;
- ensure that more able and talented pupils from disadvantaged backgrounds receive specific support to overcome barriers to their learning;
- provide mentoring for more able and talented pupils to help them make the best extra-curricular, option and career choices;
- train school leaders, teachers and support staff on how to address the needs of more able and talented pupils and use networks of professional practice to share best practice; and
- improve parents' understanding of how they can better support the education of their more able or talented child.

Local authorities should:

- train school improvement officers on how to identify, support, track, monitor and evaluate the progress of more able and talented pupils; and
- use data more effectively to evaluate trends over time in the achievement of more able and talented pupils.

<http://www.estyn.gov.uk/download/publication/249303.6/supporting-more-able-and-talented-pupils-in-secondary-schools-june-2012/>

Appendix I – Advantages and Disadvantages of each option

Do nothing

Advantages	Disadvantages
Not disruptive for learners, staff or communities	The transformational educational changes required will not be achieved and it is therefore unlikely that this option would attract 21st Century and transformational capital funding.
Existing governance and management arrangements remain unchanged across the schools and the College.	Will not address the issues of inconsistent quality and access to breadth of provision as curriculum planning will remain fragmented and opportunities to increase aspirations for L4 learning may not be capable of being met.
The College, Council and some Schools are undergoing significant change programme currently as the College address the impact of reduced funding, the Council restructures and schools deal with the impact of reduced funding. This option is least disruptive and enables all partners to concentrate on their change and development programmes without additional distraction	For all concerned this option has the potential to result in at best a static growth position and potentially a declining funding base over time. FE Colleges in Wales have been reconfiguring over the past few years. Pembrokeshire College will be one of the smallest colleges in Wales and thus may be under pressure to consider a merger with another institution to protect its long term interests. This will clearly result in working with an institution outside Pembrokeshire which may not be in the best interests of Pembrokeshire.
Enables each provider to remain focussed on the needs of their locality without distraction.	Will not ensure that young people receive more consistent, high quality IAG to ensure they make the right choices at key transition points.
	This option is unlikely to be able to respond coherently to the changing employer demands.
	Given the continued tightening of budgets across education this will not enable economies of scale and efficiencies to be driven out.
	This option will not positively impact on achievement at KS4.
	Welsh-medium and bi-lingual provision is unlikely to develop significantly under this option.
	Provision is likely to deteriorate over time both in terms of breadth and quality of

Advantages	Disadvantages
	provision due to the increased pressures of having to cope with reduced funding
	This option will not be sufficient to address the surplus school place issues in Pembrokeshire

Formal confederations of schools

Advantages	Disadvantages
Will enable a more coherent curriculum offer north and south and thus improve learner choice, retention and achievement for some	Unlikely to deliver the level of change in a timely manner nor address the efficiency needs required to live within reducing budgets
Delivers an evolutionary process for the development of the federations which is easier to accept over time than a revolutionary change and allows trust between partners to grow and develop.	A confederation is governed by a legal agreement which is capable of being broken if any one party chooses to walk away and thus is inherently risky that the proposal may fail if differences within a confederation cannot be sorted.
Has the potential to enable sharing of best practice which can impact on the overall quality of delivery and learner outcomes.	Unlikely to impact significantly on the quality of provision across each federation as each member remains autonomous and responsible for their own quality systems and processes.
Fairly easy to achieve in terms of legal set up, timescales etc and has the advantage that the College could be part of the agreement.	Can be very time consuming for senior staff to make a confederation work successfully and thus could divert attention away from core business.
Enables each partner to remain focussed on the needs of their locality whilst benefitting from access to wider skills and expertise.	Lack of strong binding legal structure could reduce impact, as partners are unwilling to commit to the new structure to an extent that would make a real difference due to a feeling of lack of permanence.
Each board of governors retains its sovereign powers	The success of a confederation relies partly on the personalities of the management teams of the partners, which may change over time.
	This option is unlikely to coherently and quickly respond to changing employer needs
	Welsh-medium and bi-lingual provision is unlikely to develop significantly under this option.

Advantages	Disadvantages
	This option will not positively impact on achievement at KS4.
	Development of additional SEN and ALS provision, particularly in the south of county is unlikely to happen.

Formal federation of schools

Advantages	Disadvantages
Will ensure more coherent sixth form provision both in the north and south of the county, as it would be vested in two large schools working with the College.	Will require all the schools in each proposed federation to agree to become a single federated body with a single head teacher and governing body.
Has the potential to drive out significant efficiencies as overhead costs are reduced and rationalisation of provision is undertaken more holistically in each area.	Has the potential to impact on key rural communities as each federation looks to locate education in areas of greatest demand.
Reduces the delivery points and thus should enable a greater focus on quality improvement and sharing of best practice.	The groupings under this model have yet to be determined and thus may not be acceptable of delivering sufficient change in the necessary timescales.
If the federations have the right mix of quality profiles this should impact positively on outcomes.	This is a time consuming and disruptive option to set up.
Has the potential to increase the breadth of provision available for learners if the potential economies of scale are realised	This option may have the capacity to address Welsh-medium and bi-lingual needs but it will require significant commitment and may be slow.
	The College would not be able to be part of the formal federation and thus may be excluded from decision making and influencing the change process.
	Development of additional SEN and ALS provision, particularly in the south of county is unlikely to happen.

Consolidated Post 16 delivery

Advantages	Disadvantages
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Advantages	Disadvantages
Enables efficiencies to be maximised through the saving of overhead costs, maximising class sizes and maximising the use of high value assets.	Potentially disruptive for learners who may have to travel to access learning.
Brings together post 16 delivery into a smaller number of joined up delivery locations providing opportunities for greater access for learners to a wider range of subjects.	Local communities may consider that they have been disadvantaged through the loss of secondary school sixth form provision in some areas.
Will be better able to ensure that all learners have access to IAG on the full breadth of offer.	Loss of sixth form teaching expertise and curriculum knowledge further down the school may be an issue for some schools
This option has a more focussed approach to the delivery of post 16 curriculum and thus has the potential to address Welsh-medium and bi-lingual issues.	Some schools may be redesignated 11-16 which may prove less attractive to potential school teachers looking for a teaching job thereby limiting the number of applicants for teaching jobs in Pembrokeshire.
With post 16 delivery being vested in fewer individual organisations there are opportunities for employers needs to be met more flexibly and quickly.	Where some schools are involved in this model and others not, there may be an effect on Yr 7 pupil intakes as some parents see the kudos of a sixth form as an important aspect of choosing a school.
Reduces the delivery points and thus should enable a greater focus on quality improvement and sharing of best practice.	
This option will enable schools to focus more on KS3 and KS4 to drive up attainment.	
This option has the potential to enable SEN students in the south to access new provision.	
This option will impact positively on the learner experience through a greater breadth of provision and more educationally viable class sizes.	

Tertiary

Advantages	Disadvantages

Advantages	Disadvantages
Vests all delivery within one organisation that can coherently plan the curriculum offer post 16 and ensure that all learners have access to IAG on the full breadth of offer.	An 11-16 school may prove less attractive to potential school teachers looking for a teaching job thereby limiting the number of applicants for teaching jobs in Pembrokeshire.
Enables schools to focus on 11-16 education which in other areas that have adopted a tertiary model positively impacts on learner outcomes at KS3 and KS 4.	Local communities may consider that they have been disadvantaged through the loss of secondary school sixth form provision
Provides a single focus for quality improvement, measured and monitored by WG and Estyn	Potentially disruptive for learners who may have to travel to access learning
Enables efficiencies to be maximised through the saving of overhead costs, maximising class sizes and maximising the use of high value assets.	Loss of sixth form teaching expertise and curriculum knowledge further down the school
Enables Pembrokeshire College to grow to a size that they are no longer at risk of being subsumed into a larger provider whose locus of power and interest lies outside of Pembrokeshire.	
This option will impact positively on the learner experience through greater breadth of provision and more educationally viable class sizes.	
With post 16 delivery being vested in one organisation employers needs will be met more flexibly and quickly.	
Given that all post 16 delivery would sit with the College the potential to better meet the demands of Welsh-medium and bi-lingual provision will be increased, as there will be greater critical mass.	
This option has the potential to enable SEN students in the south to access new provision.	
Retains an equilibrium amongst schools as all being 11-16 schools	

Appendix J – Case Studies on Tertiary Provision

Case Study – South Gwynedd¹

Gwynedd has a mixed economy; the north of the county has 7 schools with sixth forms whereas the south and extreme west of the county has been tertiary for a number of years, with 8 11-16 schools. All sixth form provision is undertaken at Coleg Merion Dwyfor (part of Grwp Llandrillo Menai). As part of study in 2008 research was undertaken into the impact of the introduction of tertiary education and training in Southern Gwynedd on GCSE results in secondary schools.

The A*- C GCSE results over a period of 6 years were analysed for the two groups of schools. Group 1 schools with sixth forms in Gwynedd and Group 2 schools without 6th forms. When analysed both groups showed an upward trend in success rates over the period, the analysis showed that GCSE results in schools without 6th forms were on average 6% higher than those with sixth forms. In addition a comparison of the educational achievements shows that the percentage achieving 5 grades A*- C in each of the core subjects at schools without sixth forms are on average 7% higher than at schools with sixth forms.

The research also included interviews with head teachers who confirmed the focus in schools without sixth forms on achievement in GCSEs which previously may have been diluted with the need to also drive up A' level outcomes. The interviews also identified that 'Heads of Departments, which tend to be the best teachers, now teach the whole school instead of the sixth form. More pupils get more attention from the specialist staff.'

Case Study – Neath Port Talbot

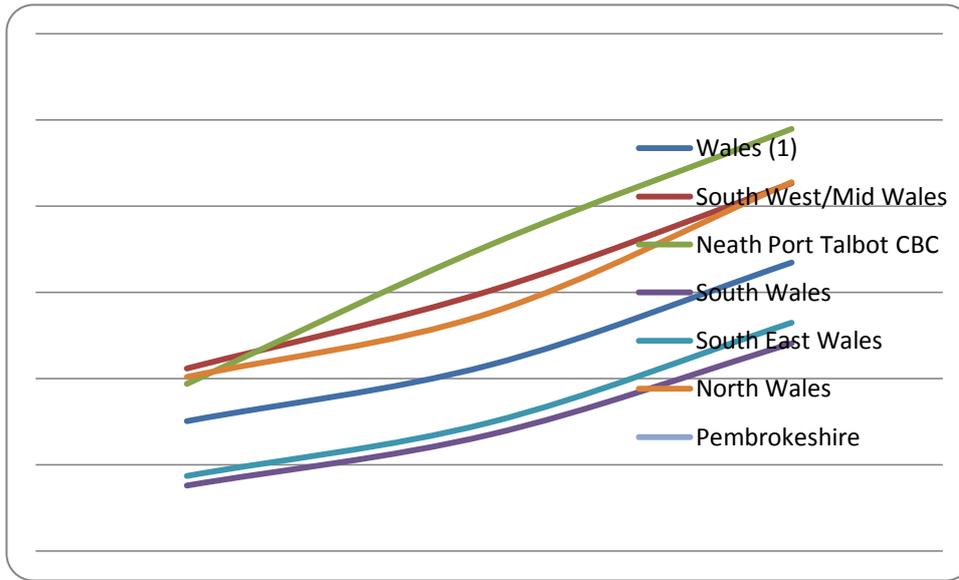
Most schools, apart from a denominational and Welsh-medium school in Neath Port Talbot County Borough Council have been 11-16 providers for over 20 years. All post 16 delivery is undertaken by Neath Port Talbot Tertiary College in two main campuses in Neath and Port Talbot, plus a number of specialist satellite sites around the borough, focussing on areas like construction and sport. At the Neath site there is a dedicated sixth form centre where A' Levels are taught, in Port Talbot at the Afan campus a slightly smaller range of A' Levels are offered but learners can access the main provision in Neath too for minority subjects.

The College curriculum offers more than 45 subjects at AS/A level as well as a wide range of vocational courses from entry level to level 4. The College also provides a broad range of higher education programmes as part of franchised agreements with local universities.

In Neath Port Talbot the maturity of the tertiary model enables clear benefits to be identified. From published data the improvement in KS 4 outcomes is well above the Wales average. The table below demonstrates that schools in Neath Port Talbot significantly exceed the Wales average for capped wider point's scores and are significantly better than in Pembrokeshire.

¹ Source: An investigation into the impact of the introduction of tertiary education and training in Southern Gwynedd. 2008 MA Leadership and Management Dissertation completed by Eifion Wyn Owen

Table 1: Average capped wider points score – trend



Schools outcomes for both the L1 And L2 thresholds at KS4 are excellent. The L1 Threshold in 2011/12 was 95.5%, compared to 92.3% in Pembrokeshire and Welsh average of 91.8%. the L2 threshold performance in 2011/12 was impressive at 82.3%, almost 10% above the Welsh average and significantly better than Pembrokeshire at 75.8%.

The positive performance in schools is matched by similar good performance in the College. In 2011/12 successful completion rates² for AS and A2 in the College was at 83% compared to a Wales comparator of 78% and attainment has improved faster than any other college in Wales in the last three years. In terms of pass rates in 2011/12, the A2 rate at NPTC was 99% achieving A*- E grades.

In the latest Estyn report on the College (Nov 2012) the inspectors commented:

'The rates at which learners attain A level qualifications are above the average for all providers in Wales and have improved over the past three years. In science and mathematics learners gained a similar percentage of high grade outcomes (A-B) in most A level subjects when compared to other providers of tertiary education. Success rates in AS level subjects have shown a consistent trend of improvement over the last three years in most subjects. The grades that learners attain in A level subjects at least match those predicted from their previous attainment in GCSE qualifications in nearly all A level subjects and were better than the grades predicted in a minority of subjects in 2012.'*

Case study - Rhyl Sixth Form

In November 2007 Denbighshire Council went to consultation on the closure of the sixth forms at Rhyl High and Blessed Edward Jones and to consider 2 options for the delivery of post 16 education and training in Rhyl:

- A single centre model based at Coleg Llandrillo Rhyl, or
- A partnership model developed between Coleg Llandrillo and the two high schools.

Under both models the post 16 learners will be enrolled by the College with the funding quantum

² This is a product of pass rates and retention throughout the academic year



being drawn down by Coleg Llandrillo. The chosen model was the latter, the partnership model with 'Rhyl Sixth', a sixth form centre being established on Coleg Llandrillo's Rhyl site which opened in September 2010.

The Rhyl Sixth is a purpose built centre attached to the current Coleg Llandrillo Rhyl building and includes classrooms, a common room, study facilities and specialist rooms for Science and Art and Design. The general infrastructure i.e. reception facilities, student café facilities, library and student support services, are already in place in the College and have the capacity to cater for the increase in student numbers.

To ensure continuity of care and support the College student support service works closely with services within the schools.

Rhyl Sixth provides a comprehensive range of academic and vocational learning pathways. 30 A level option choices are offered including a range of subjects not previously available to learners in Rhyl such as Applied Arts, Electronics, Engineering, English Language, Psychology, Spanish, and Critical Thinking

Alongside the A level offer, 13 vocational learning pathways up to level 3 are offered in Business, Secretarial and Administration, Tourism, Computing and ICT, Health and Care, Sport, Public Services, Built Environment, Motor Vehicle, Gas Installation, Hair and Beauty, Electronics and Retail, in line with the key labour market priorities for Denbighshire.



Appendix K – Risk Analysis

Risk	Mitigation	Likelihood	Impact	Total
Governance				
Cabinet within the LA do not buy into the preferred option	<p>Leader of the Council and Portfolio Holder for Education to be briefed prior to Cabinet and any potential issues identified and dealt with.</p> <p>The clarity of the case and highlighting of the advantages to be communicated to allay concerns.</p>	Low 1	High 5	5
The College Governing Body do not buy into the preferred option	<p>Chair of Governors and Transformation Governor to be fully briefed and any potential issues identified and dealt with.</p> <p>The clarity of the case and highlighting of the advantages to be communicated to allay concerns.</p>	Low 1	High 5	5
The governance systems proposed for each element of the preferred option are not perceived to be fair or effective.	<p>Representation on the College Governing Body to be reviewed to ensure that there is equal representation from schools and the LA.</p> <p>School governing bodies to include (within the requirements of the Regulations) College representatives.</p> <p>LA will retain overall statutory requirement for 16-18 delivery in the county and will provide a scrutiny role</p>	Low 1	High 5	5
Leadership & Management				
Lack of joint vision and values may result in mixed messages being given out by schools, LA or the College.	<p>Agree a clear and comprehensive communication strategy which involves the schools and the College and also develop a change management plan.</p>	Low 1	High 5	5



The current management teams within both the LA and the College drive delivery of the vision. Should a key member of either SMT leave this could impact on the delivery	Once agreed the vision needs to be articulate and shared more widely to increase buy in and ensure that the loss of a single key advocate will not cause the process to stall. Obtaining buy in from the key governance bodies – i.e. the Cabinet and College Governing Body will also mitigate this risk.	Low 1	High 5	5
Speed of change too slow so impact is lost.	Development of a management of change document to set milestones and deadlines which is open and transparent.	Low 1	High 5	5
Curriculum and Quality				
The preferred option does not positively impact on the quality of teaching and learning and result in improved learner outcomes at KS4 and post 16.	Those responsible for delivering the change need to set key performance indicators for the improvement of teaching and learning and critically review the progress. Where improvements are not evidenced swift action needs to be taken to address concerns	Low 1	High 5	5
Providers may not focus on fully on impact of change may have on quality whilst making the bigger changes	Those responsible for delivering the change, need to ensure that key all relevant KPI's are regularly monitored and any remedial action taken immediately.	Low 1	High 5	5
The Providers may not be able to deliver the level and breadth of provision needed to meet the needs of the local, regional and national economy	Those responsible for delivering the change, need to ensure that as part of curriculum planning that the appropriate range of provision is offered	Low 1	High 5	5
Learners				
Current and future learners feel they are not being communicated with about the transformation and perceive the changes are negative or receive miscommunication.	Develop communications strategy to ensure that there are regular updates to keep learners informed of developments Include young people in the transformation process so they can bring their perspective to the changes, act as advocates and influence the developments.	Low 1	High 5	5
Some learners may have to spend more time travelling in order to access provision	Having provision in less locations will improve educational effectiveness due to the increased class size	Medium 3	Medium 3	9

Finance				
Costs of implementing the transformation agenda spiral out of control or are not focussed on priority areas	A clear budget for the transformation delivery to be set and costs managed against the budget; and processes agreed beforehand	Low 1	High 5	5
Future funding is insufficient to enable the breadth of curriculum to be delivered or for the appropriate capital investment to be made	<p>Detailed work needs to be undertaken to determine the quantum of Post 16 funding available and the optimum curriculum to meet need within the financial constraints. This needs to be mapped then to the preferred option to determine what will be delivered where and by whom.</p> <p>Ongoing updating and monitoring of this with scenario planning for future changes needs to be undertaken to ensure plans are in place for sustainability.</p> <p>The pooling of capital resources by both the LA and the College should have a greater impact than working individually. In addition detailed plans need to be developed for the various capital developments that will result from this and other planned changes in secondary and post 16 education. Projects will need to be prioritised</p>	High 5	High 5	25
The costs of learner transport increase significantly as a result of the proposed changes.	The overall costs of the planned transformation need to be fully considered as a whole. Whilst transport costs may increase this should be mitigated by savings in resources as classes are brought together and the surplus place issues within schools are dealt with	Medium 3	Medium 3	9
	and planned so that if necessary capital receipts can be utilised to fund future developments.	High 5	Medium 3	15
Transformation Process				
There is significant community opposition to the school reorganisation plans and/or the development of a sixth form centre which impact directly on deliverability of the preferred option for the North.	<p>Develop communications strategy to ensure that there are regular updates to ensure that the right message is reiterated and built upon.</p> <p>Consultation events to be planned and held to deal with opposition and clear published responses to concerns made available.</p>	Medium 3	Medium 3	9



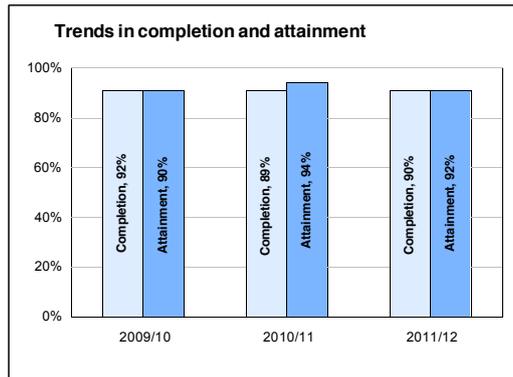
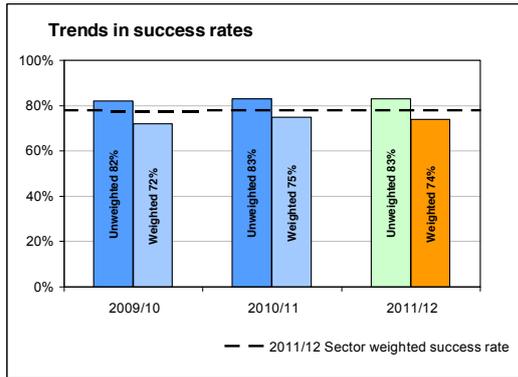
The school reorganisation plans result in a judicial review which adds time to the delivery of the transformation	LA to ensure that re-organisation plans follow due process and mitigate the impact of any such review.	Medium 3	High 5	15
The required legal agreements to enable the College to commission from the school post 16 academic delivery cannot be agreed	Open and honest debate to be undertaken between the College and LA to ensure that the basis of any agreements are understood and agreed upon.	Low 1	High 5	5



**Appendix L – Pembrokeshire College Learner Outcome Reports –
2011/12.**

Learner Outcomes Report (LOR) for 2011/12

INSTITUTION NAME: PEMBROKESHIRE COLLEGE



Figures for 2009/10 include adult community learning, which is excluded from figures for 2010/11 onwards and published separately

Contextual learner data - 2011/12

Age and gender	16-18	19+	All Ages	Ethnicity	Deprivation of domicile
Male	15.8%	34.4%	50.2%	White 98.3%	Most Deprived 12.0%
Female	13.6%	36.2%	49.8%	Black 0.1%	23.5%
Total	29.4%	70.6%	100.0%	Asian 0.6%	33.0%
				Mixed 0.4%	↓ 29.2%
				Other 0.7%	Least Deprived 2.4%

Success rates by Sector Subject Area - 2011/12

Sector Subject Area	% of provision	Success Rate	Nat. Comp. 2011/12
1: Health, Public Services and Care	26.3%	81%	84%
2: Science and Mathematics	3.0%	76%	75%
3: Agriculture, Horticulture and Animal Care	1.5%	74%	82%
4: Engineering and Manufacturing Technologies	15.6%	80%	82%
5: Construction, Planning and the Built Environment	11.5%	74%	84%
6: Information and Communication Technology	1.9%	84%	79%
7: Retail and Commercial Enterprise	10.0%	84%	87%
7(a): Retailing and Customer Service	0.1%	89%	85%
7(b): Hair and Beauty	7.4%	70%	82%
7(c): Hospitality and Catering	2.4%	91%	91%
8: Leisure, Travel and Tourism	3.4%	93%	82%
9: Arts, Media and Publishing	5.3%	83%	81%
9(a): Performing Arts	1.2%	69%	79%
9(b): Art and Design	4.0%	86%	82%
10: History, Philosophy and Theology	0.1%	44%	74%
11: Social Sciences	0.1%	100%	77%
12: Languages, Literature and Culture	0.8%	87%	83%
13: Education and Training	3.3%	84%	84%
14: Preparation for Life and Work	11.4%	84%	83%
14(a): Independent Living Skills	0.0%	n/a	90%
14(b): Adult Basic Education	2.0%	92%	90%
14(c): Foundation for Work	9.4%	83%	82%
14(d): English for Speakers of Other Languages	0.0%	n/a	86%
15: Business, Administration and Law	5.9%	80%	78%

Source: Lifelong Learning Wales Record (LLWR) - data as at 21 February 2013

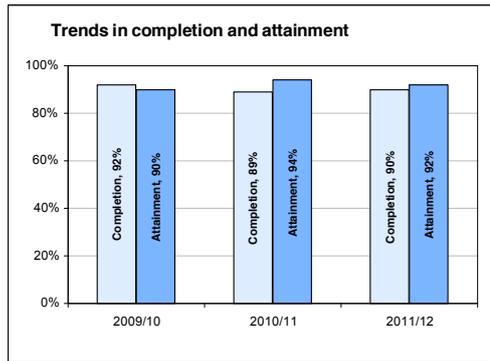
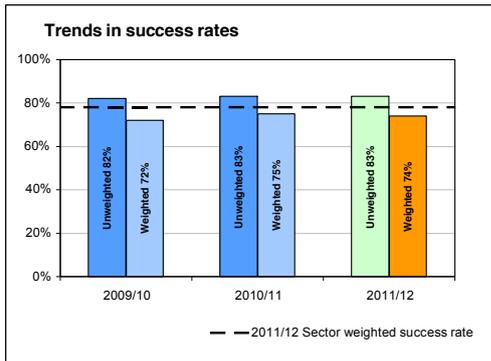
Categorisation scales:

Excellent	85% or above
Good	75 - 84%
Adequate	65 - 74%
Unsatisfactory	Below 65%



Learner Outcomes Report (LOR) for 2011/12

INSTITUTION NAME: PEMBROKESHIRE COLLEGE



Figures for 2009/10 include adult community learning, which is excluded from figures for 2010/11 onwards and published separately

Contextual learner data - 2011/12

Age and gender	16-18	19+	All Ages	Ethnicity	Deprivation of domicile
Male	15.8%	34.4%	50.2%	White 98.3%	Most Deprived 12.0%
Female	13.6%	36.2%	49.8%	Black 0.1%	23.5%
Total	29.4%	70.6%	100.0%	Asian 0.6%	33.0%
				Mixed 0.4%	29.2%
				Other 0.7%	Least Deprived 2.4%

Success rates by qualification type - 2011/12

Level	Qualification type	% of provision	Success Rate	Nat. Comp. 2011/12
Entry Level		2.8%	85%	87%
Level 1	NVQ ¹	3.8%	76%	82%
	QCF Award	0.5%	85%	77%
	QCF Certificate	0.7%	72%	80%
	QCF Diploma	2.2%	78%	78%
	Key Skills / Essential Skills Wales	2.0%	76%	79%
	Quality Assured Lifelong Learning ²	3.5%	94%	86%
	Other	1.4%	81%	85%
Level 2	GCSE/VCE	1.1%	77%	76%
	NVQ ¹	20.3%	75%	79%
	QCF Award	1.4%	93%	89%
	QCF Certificate	3.4%	76%	76%
	QCF Diploma	8.1%	69%	76%
	Key Skills / Essential Skills Wales	2.9%	78%	81%
	Quality Assured Lifelong Learning ²	1.0%	96%	87%
Level 3	Other	3.6%	58%	75%
	A/AS/A2 level	3.4%	74%	78%
	NVQ ¹	13.3%	73%	78%
	QCF Award	0.1%	92%	86%
	QCF Certificate	0.5%	80%	76%
	QCF Diploma	11.9%	73%	74%
	Key Skills / Essential Skills Wales	1.0%	76%	86%
Other levels	Quality Assured Lifelong Learning ²	0.1%	97%	84%
	Other	5.8%	70%	73%
		2.4%	83%	75%
Other Short		2.8%	94%	95%

Source: Lifelong Learning Wales Record (LLWR) - data as at 21 February 2013

¹ Includes QCF qualifications that directly replace NVQs

² Formerly known as OCNs

Categorisation scales:

Excellent	85% or above
Good	75 - 84%
Adequate	65 - 74%
Unsatisfactory	Below 65%

