the spending review period.

SPICe briefing

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EDUCATION AND LIFELONG LEARNING

SPENDING REVIEW 2007

CAMILLA KIDNER

This briefing gives an overview of the budget for Education and Lifelong Learning as published within the Scottish Budget Spending Review on 14 November 2007. It shows how the structure of the budget differs from that issued previously, and highlights the main changes from last year. It outlines the COSLA and Scottish Government concordat as it applies to education, and sets out the main changes in the budget in this area over

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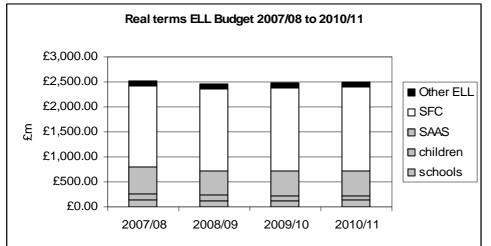


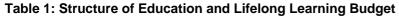
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OVERVIEW

Around four fifths of the Education and Lifelong Learning (ELL) Budget is for further and higher education. This is made up of the grant to the Scottish Further and Higher Education Funding Council (the Scottish Funding Council) and student support provided through the Student Awards Agency for Scotland. The budget also includes elements for schools, children's services, social care services and a number of policies related to lifelong learning. The majority of schools and children's services are provided through local government funding outwith the ELL portfolio budget.





2007/08: Other ELL: Other Lifelong Learning £94m, SFC: Scottish Funding Council: £1,633.9m SAAS: Student Awards Agency for Scotland: £539m, Children: Children, Young People and Social Care: £116m, Schools: £136m

The larger individual elements in the budgets for schools, children and other lifelong learning are as follows:

- Children's and social work workforce capacity: £71m
- Educational Maintenance Allowance's (EMA) £36m
- Qualifications, assessment and skills: £29m
- Curriculum £29m
- Teachers £28m
- Schools £17m
- Her Majesty's Inspectorate of Education (HMIe) £15m
- Care and Justice £14m
- Individual Learning Accounts (ILA) £12m

Table 2 below, lists the organisations supported from this portfolio.

Table 2: Organisations supported from this portfolio

Organisation	Budget Heading	2007/08 (where specified) £m
HMIe	HMIe budget within 'Schools'	£15.1
Scottish Qualifications Authority	'Schools'	
Learning and Teaching Scotland	'Schools	
Social Work Inspection Agency	'SWIA within 'Children'	£4.3
Scottish Social Services Council	'Children'	
Scottish Children's Reporter	'Children'	
Administration		
Student Awards Agency for Scotland	SAAS	£539
Scottish Further and Higher	Scottish Funding Council	£1,634
Education Funding Council (Scottish		
funding council)		
Scottish University for Industry	'Other Lifelong Learning'	£9.5
Skills Development Scotland Ltd	Other Lifelong Learning	[£16m in 2008/09]

The Education and Lifelong Learning budget in real terms is set out in table 3 below. The budget falls in 2008/09 before rising in the next two years to just short of its 2007/08 level.

Table 3: Education and Lifelong	Learning Budget in Real Terms	5
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Real terms £m	2007/08	2008/09	2009/10	2010/11
Schools	136.1	129.7	129.1	130.2
Children, Young	115.6	100.7	100.1	95.1
People and Social				
Care				
Student Awards	539.1	495.7	481.7	493.8
Agency for Scotland				
Scottish Further and	1,633.9	1,629.3	1,665.2	1,677.0
Higher Education				
Funding Council				
Other ELL	94.0	110.0	99.1	100.6
Total Education	2,518.7	2,465.4	2,475.2	2,496.7
and Lifelong				
Learning				

The total ELL budget takes a decreasing share of the total Scottish budget. It decreases from 7.9% in 2007/08 to 7.6% in 2010/11. The local government share of the budget increases from 33.4% to 33.6% over the same period.

Spending Priorities

The Scottish budget as a whole sets out a national 'Purpose', supported by five 'Strategic Objectives' which are in turn supported by 15 national outcomes. The Purpose has 7 targets and there are 45 national indicators which make up the 'national performance framework'. Six of the 15 national outcomes and ten of the indicators are directly relevant to education and lifelong learning.

The national Purpose is "To focus government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth."

One of the five Strategic Objectives 'smarter,' focuses on education, but there are also ELL related policies under 'Wealthier and Fairer' (e.g improving the skills and research base) 'Healthier' (e.g promoting physical activity) and 'Safer and Stronger.' (e.g youth justice, children of drug misusing parents).

The national outcomes which are of particular relevance to education are:

- we are better educated, more skilled and more successful, renowned for our research and innovation.
- our young people are successful learners, confident individuals, effective contributors and responsible citizens
- our children have the best start in life and are ready to succeed
- we have tackled the significant inequalities in Scottish society
- we have improved the life chances for children, young people and families at risk
- our public services are high quality, continually improving, efficient and responsive to people's needs.

The relevant indicators and targets are:

Tertiary and lifelong learning

- at least halve the gap in total research and development spending compared with EU average by 2011
- increase the percentage of Scottish domiciled graduates from Scottish HEI in positive destinations
- improve knowledge transfer from research activity in universities
- reduce the number of working age people with severe literacy and numeracy problems

School

- increase the proportion of school leavers in positive and sustained destinations (HE/FE, employment, training)
- increase the proportion of schools receiving positive inspection reports

Pre-school

• increase the proportion of pre-school centres receiving positive inspection reports

Children at risk

 increase the overall proportion of area child protection committees receiving positive inspection reports

Children's Health

- sixty per cent of school children in P1 will have no signs of dental disease by 2010
- reduce the rate of increase in the proportion of children with BMI outwith a healthy range by 2018

Generic public service targets

- improve public sector efficiency through the generation of 2% cash releasing efficiency savings per annum
- improve people's perceptions of the quality of public services delivered
- reduce the number of Scottish public bodies by 25% by 2011

STRUCTURE

The ELL budget now comprises the 'Schools' and 'Children' budgets in the Education and Young People portfolio, and 'SAAS', 'Student Funding Council' and 'Other Education and Lifelong Learning' budgets from the Enterprise and Lifelong Learning portfolio of the previous budget. The previous Executive's budget also included information on the funding for specific grants and GAE allocations which are not included in the current budget.

Mapping budget headings at 'level 3'

Most of the previous 'level 3' (i.e most detailed) headings map across onto what is now called 'detailed spending plans'. However, there are some discontinued budget lines and some new budget lines. The changes are set out below. Budget lines which keep the same headings are not included.

The 'schools' budget as a whole is reduced due to transfers to local government. 'Pupil support and inclusion' has been split over 'support for learning' and 'learning qualifications and skills'. 'Qualifications, assessment and curriculum' and 'new educational developments' now form the single budget line 'curriculum'.

Last year's budget £m		New Budget Heading	2007/08 budget £m	
Pupil support and inclusion	£2.8	Support for learning	£17.2	
		Learning qualifications and skills	£29.3	
Additional support for	£14.1			
learning				
Qualifications, assessment	£46	Curriculum	£29.4	
and curriculum				
New Educational	£18.7			
Developments				

Table 4: Changes in schools budget structure

Children, Young People and Social Care

Only two budget headings are kept. These are Social Work Inspection Agency and Information and Analytical Services. The other five headings are replaced by six new headings. Table 5 shows the headings which have changed.

Last year's budget documents £m 2007/08				
Early Education and	£16.0			
childcare				
Children and Families	£80.4			
Looked After Children and	£13.3			
youth work				
Social work services policy	£73.7			
New Budget Headings £m	2007/08			
Workforce and capacity	£70.9			
Care and Justice	£14.4			
Prevention	£10.0			
Positive Futures	£3.8			
Organisation	£8.6			

Table 5: Changes in children budget structure

Further and Higher Education and Lifelong Learning

The Student Awards Agency and Scottish funding council budget headings remain virtually the same, However, partly because of the departmental re-organisation, the 'Other Lifelong Learning' budget has changed considerably. Twelve budget lines stay the same. There are ten new lines and twelve discontinued budget lines. Most of the discontinued lines relate to business and the environment. Those relating to skills (and which had an allocation for 2007/08 in the previous budget) are Science centres (£3.7m) and Beattie Inclusiveness (£1.8m)

Table 6 below shows the new budget lines and their allocations.

Table 6: New budget lines in 'Other Lifelong Learning'

£m cash	2008/09	2009/10	2010/11
Learning Connections (from Communities	2.9	3.9	5.8
Scotland)			
Skills Development Scotland Ltd	16		
Skills Strategy	3.9	7.9	7.9
Workforce Plus	1.9	1.9	1.7
Careers Scotland support for schools - colleges	1.2	1.2	1.2
International lifelong learning strategy	2.0	2.0	2.0
Life sciences	2.0	3.0	5.0
Science related programmes delivered by the office	4.9	5.1	5.3
of the Chief Scientific Adviser			

Transfers to local government

Last year the 'schools' and 'children' budgets totalled £641.9m. Substantial amounts of these budgets have been transferred to local government.

This year's budget for 2007/08 shows £247.1 for 'schools' and 'children' together, and transfers of £392.1m to local government and £1.9m to the First Minister (Annex A).

In addition to the £641m for schools and children, last year's budget also noted a number of specific grants amounting to £220.4m. Most of these are identified this year as being rolled up into the local government settlement. There are also some other education related funds mentioned in this year's budget as being included in the local government settlement. Assuming that these other funds make up the £392m transfer from 'schools' and 'children', this suggests a total transfer to local government of around £600m.

The funds listed as 'rolled up' are listed in table 7 below together with information on the level of resource last year where this is available.

Table 7: Local government funds not ring fenced in 2008-09					
Budget headings and allocations I	ast year.£m	New budget funds not ring fenced (p.75)			
National Priorities Action Fund	£204.7	National Priorities Action Fund			
Teacher's induction	£0	Teacher induction scheme			
Social work services	£5.5	Social work training			
Centres of excellence	£5.0	Centres of excellence			
Special educational needs	£1.4	Not mentioned			
Gaelic in education	£3.8	Gaelic (mentioned under First Minister)			
total	£220.4				
Funds assumed included in the £3	92m transfer				
Schools/PPP	£100.0	Schools/PPP			
Resources through the CCSF will	£65.5	Changing children's services fund			
total £65.5m in each year 2006-07					
and 2007-08 (Scottish Government					
<u>Web site)</u>					
The Executive is investing nearly	£5.3	Early years workforce development			
£37m into workforce development					
between 2000 and 2007 (Scottish					
Government web site)					
total grant for 2007-08 to £161.05	£161.0	Schools fund			
million (Scottish Government web					
<u>site)</u>					
		Improving fostering services			
	£5.1	Educational Attainment of looked after children			
		adoption			
		Youthwork for local delivery			
Total 'specific grants' as	£612.5				
identified in previous budget					
plus transfer specified in Annex					
A of this year's budget.					

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The main other transfer is the move of most of the Determined to Succeed budget to local government which remains ringfenced. This promotes enterprise education in schools.

SCHOOLS AND CHILDREN

The large transfers to local government compared to last year's budget have been noted above. In addition the budget line for schools falls by £6m by 2010 and the budget for children and young people falls by around £20m.

Table 8: Schools budget

Real terms £m	2007/08	2008/09	2009/10	2010/11
Teachers	28.0	27.2	29.0	35.0
Schools	17.1	17.0	15.9	10.6
Support for learning	17.2	15.7	14.6	14.1
Qualifications, assessment and skills	29.3	31.3	30.8	32.9
Curriculum	29.4	23.8	24.5	22.8
НМІЕ	15.1	15.4	15.0	14.8
Total	136.1	129.7	129.1	130.2

The budget as a whole decreases in real terms from £136m in 2007 to £130m in 2010. Budget lines with large decreases are 'schools' in 2010/11 and 'curriculum' in 2008/09. The largest increase is in the 'teachers' budget in 2010/11. The main addition in this budget is "an extra $\pm 0/\pm 3/\pm 11m$ to fund further teacher training and facilitate the reduction of class sizes in P1, P2 and P3" (p. 110).

The 'Children, Young People and Social Care budget falls over the three years.

Real terms £m	2007/08	2008/09	2009/10	2010/11
workforce and capacity	70.9	57.2	60.2	56.4
care and justice	14.4	9.5	9.2	9.1
prevention	10	15.5	13.1	11.9
positive futures	3.8	2.9	2.8	3.0
organisation	8.6	8.3	7.5	7.1
information and analytical services	3.6	3.1	3.0	3.2
social work inspection agency	4.3	4.2	4.2	4.3
total	115.6	100.7	100.1	95.1

Table 9: Children, Young People and Social Care

Over half of the children's budget is for 'workforce and capacity'. The reduction by £15m in this budget line makes up 70% of the overall budget reduction from £116m in 2007 to £95m in 2010. Three budget lines have reductions of 20% or more in 2008 – 'workforce capacity', 'care and justice' and 'positive futures'. The largest proportional increase is in the 'prevention' budget which increases from £10m to £15m in 2008.

Policies

The budget highlights the following policies and allocations in this area:

Table 10: Highlighted policies and allocations in schools and children budgets

£m cash	2008/09	2009/10	2010/11	Total	Budget
Teacher training	0.0	3.0	11.0	14.0	Schools
New National Qualifications Framework	2.0	5.0	8.0	15.0	Schools
New early years degree	0.2	0.4	0.7	1.3	Children
Domestic abuse (prevention, response and action plan)	5.0	3.0	2.0	10.0	Children
Prevention: 'positive opportunities'	1.4	4.4	4.4	10.2	Children
SCRA (children's reporter) capital projects	2.5	7.5	4.6	14.6	Children

Local Government

The majority of the specific policies mentioned in the concordat with COSLA relate to schools and children. In summary these are:

- improving the fabric of schools and nurseries
- developing and delivering A Curriculum for Excellence
- year on year progress towards class sizes of 18 in P1 to P3
- access to a teacher for every pre-school child
- substantial progress towards a 50% increase in pre-school hours. 570 hours in August 2010
- free school meals in P1-P3 from August 2010 (dependent on the pilot and the passing of legislation)
- free school meals for all pupils on maximum Child Tax Credit and maximum Working Tax Credit from August 2009. (Dependent on legislation)

- giving more pupils vocational learning (with colleges and employers)
- allowances for kinship carers of looked after children.

The government will seek to negotiate outcome agreements with each local authority underpinned by a new performance reporting system. Starting in 2008/09, each council will be required to submit a single report in the spring, reporting on the year just finished and giving plans for the year to come. Single outcome agreements would be expected to be in place by 2008/09. In addition, the Cabinet Secretary for Education is to meet with COSLA every two months as will the Cabinet Secretary for Finance and Sustainable Growth. There will also be two groups established. One will oversee the implementation of outcome agreements and the other will oversee the process of managing the new arrangements as a whole.

One of the commitments is to improve the fabric of school buildings. The Scottish Budget provides £3bn capital funding for local government spread over three years. The allocation for 2007/08 is £860.4m. Subsequent allocations set out in table 11 below.

 Table 11: Capital Allocations in Local Government

£m	2008/09	2009/10	2010/11	Total
Cash	975	993	994	2,962
Cash increase from	114.6	18	1	
previous year				
Cash increase	114.6	132.6	133.6	380.8
compared to				
2007/08				

The budget increases by £114.6m next year. The budget states that this increased funding "will help fund the Scottish Government's key priorities for local government in 2008-09." The budget states that Government is:

"investing £3bn over the period 2008/09 to 2010/11 in capital expenditure to secure investment in local government infrastructure such as schools, flood prevention measures, waste management, roads and the Police estate and that of the fire and Rescue Services." (Scottish Government, 2007 p.72)

This is not broken down further in the budget documents.

FURTHER AND HIGHER EDUCATION AND LIFELONG LEARNING

The budget for further, higher education and lifelong learning increases from \pounds 2.2bn in 2007/08 to \pounds 2.5bn in 2010/11. In real terms there is a reduction in 2008/09 then a rise in subsequent years.

 Table 12: Cash Further, Higher and Lifelong Learning budget

£m cash	2007/08	2008/09	2009/10	2010/11
Student Awards Agency for				
Scotland (SAAS)	539.1	509.1	507.7	533.8
Scottish Funding Council (SFC)	1,633.9	1,673.3	1,755.1	1,812.8
Other Lifelong Learning	94.0	113.0	104.4	108.8
Total	2,267.0	2,295.4	2,367.2	2,455.4

Source: tables 22.04 – 22.06, Scottish Government 2007.

In real terms there is a reduction of 1.4% next year, followed by increases of 0.5% and 1.1%.

Table 13: real terms further, higher and lifelong learning budget

,	V I			
£m real terms	2007/08	2008/09	2009/10	2010/11
SAAS (DEL + AME)	539.1	495.7	481.7	493.8
SFC	1633.9	1629.3	1665.2	1677.0
Other lifelong learning	94.0	110.0	99.0	100.6
total	2,267.0	2,235.0	2,245.9	2,271.4
£m change from previous year		-31.95	10.87	25.5
% change from previous year		-1.4%	0.5%	1.1%

Sources; tables 22.04 – 22.06. Scottish Government 2007.

DEL Departmental Expenditure Limit

AME annual managed expenditure.

Further, Higher and lifelong learning falls from 7.11% to 6.88% of the Scottish budget.

Table 14: Further, higher and lifelong learning budget as a proportion

£m cash	2007/08	2008/09	2009/10	2010/11
FE/HE and lifelong learning	2,267.0	2,295.4	2,367.2	2,455.4
Scottish Budget	31,894.9	33,181.2	34,537.7	35,666.5
Proportion of Scottish budget	7.11%	6.92%	6.85%	6.88%

Source: tables 22.04 – 22.06 and Annex B, Scottish Government 2007.

Looking only at the Higher Education element of the above (i.e HE current and capital) shows that funding for higher education initially falls as a proportion of the Scottish budget, followed by an increase to almost the 2007 proportion by 2010.

Table 15: Higher education as proportion of Scottish budget

£m cash	2007/08	2008/09	2009/10	2010/11		
Current funding for HE	925.1	948.3	987.1	1030.9		
capital grants for HE	85.0	87.4	94.7	95.2		
Total HE	1,010.1	1,035.7	1,081.8	1,126.1		
Scottish Budget (TME)	31,894.9	33,181.2	34,537.7	35,666.5		
proportion	3.17%	3.12%	3.13%	3.16%		

From Annex B and table 22.05

Universities Scotland, in a submission to the Education, Lifelong Learning and Culture Committee said that:

"Universities Scotland asked for this Spending Review to raise the sector's baseline funding by 15 per cent in real terms. In fact, it will only raise it by 2.9%, a real terms increase of £30m" (Universities Scotland, 2007)

On 22 November the Cabinet Secretary for Education met with University principals and announced a task force to look at the future of the university sector.

Scottish Further and Higher Education Funding Council

The majority of the Education portfolio's budget is taken up by the Scottish funding council. The budget increases from £1.6bn in 2007 to £1.7bn in 2010.

£m real terms	2007-08	2008-09	2009-10	2010-11
current funding for FE	526.6	525.3	538.4	536.5
capital grants for FE	87.9	87.0	91.9	90.2
Current funding for HE	925.1	923.4	936.5	953.7
capital grants for HE	85.0	85.1	89.8	88.1
SFHEFC administration	9.3	8.6	8.4	8.5
Total	1,633.9	1,629.3	1,665.2	1,677.0

Table 16: Scottish funding council budget real terms

In real terms, there is a drop in 2008, followed by a rise in subsequent years.

The total extra cash allocated to Further and Higher education over the whole three years is shown below. In total an extra £213m is allocated to higher education spread over three years compared with an extra £127m allocated to further education.

Table 17.	Scottish funding		Total funds	over spending	1 review neriod
	Scousninunung	j councii.	Total Tunus	over spending	j review periou

£m cash increase compared with 2007/08	2008/09	2009/10	20010/11	total
Current funding for HE	23.2	62.0	105.8	191.0
capital grants for HE	2.4	9.7	10.2	22.3
Total HE extra funds spread over 3 years				213.3
current funding for FE	12.9	40.9	53.4	107.2
capital grants for FE	1.4	9.0	9.6	20.0
Total FE extra fund spread over 3 years				127.2

In addition, an extra £100m capital allocation was announced from end year flexibility, which is not included in the budget tables.

FE/HE Policies

The policies highlighted in further and higher education focus on student support.

Table 18: Further and Higher Education highlighted policies and allocations

£m Cash	2008/09	2009/10	2010/11	Total	Budget
Student support reform (End graduate endowment, phase in grants)	29	30	60	119	SAAS
Support for part time student	12	13	13	38	SAAS

Lifelong Learning

The lifelong learning budget rises in 2008, to £113m and then falls again to £108m by 2010/11. The large number of new budget lines in this budget was mentioned above. By 2010 nearly a fifth of the budget is taken up with new projects.

New Budget Lines £m cash	2008/09	2009/10	2010/11
Life Sciences	2.0	3.0	5.0
Skills strategy	3.9	7.9	7.9
Activity Agreement and Learning Agreement Pilots (to encourage staying on at school)	3.0	3.0	3.0
Workforce Plus (national development)	1.9	1.9	1.7
Careers Scotland support for schools - colleges	1.2	1.2	1.2
international lifelong learning strategy	2.0	2.0	2.0
Total	14.0	19.0	20.8
Total Lifelong Learning	113.0	104.4	108.8
as a proportion of lifelong learning	12.4%	18.2%	19.1%

Table 19: Other Lifelong Learning - new budget lines

There is also a one off £16m allocation for Skills Development Scotland Ltd start up costs in 2008/09. The budget text also highlights £4m over three years as part of the refresh of the adult literacy and numeracy strategy.

There are significant reductions Education Maintenance Allowances (EMAs) and Individual Learning Accounts (ILAs). ILAs have previously spent below their budget, and their allocation falls from £19.3m in 2007/08 to £10.5m next year. EMAs fall from £44.6m in 2007/08 to £36m in each of the following three years.

Compared to the rest of the portfolio there is a large number of relatively small budget lines in lifelong learning, but some of them have large proportional increases. For example, from 2007/08 to 2010/11: the Scottish Union Learning Fund increases from £0.8m to £1.4m, the science related programmes of the chief scientific adviser from £4.3m to £5.3m in 2010/11, and 'young people needing more choices and more chances' from £2.9m to £6.3m. These are cash increases, the real terms increases for these and the rest of the other lifelong learning budget are given below.

Table 20: Other Lifelong Learning. Real te £m real terms	2007/08	2008/09	2009/10	2010/11	2010 cf: 2007 £m
learning connections	2.9	2.8	3.7	5.4	2.5
education maintenance allowances	44.6	35.7	34.6	33.4	-11.2
fellowships from Royal Society of Edinburgh	0.7	1.2	1.6	2.1	1.4
Individual Learning Accounts	19.3	10.2	10.9	11.1	-8.2
Life Sciences	0	1.9	2.8	4.6	4.6
international lifelong learning strategy	0	1.9	1.9	1.8	1.8
SQA vocational training	1.5	1.7	1.6	1.7	0.2
SCQF	0.6	0.6	0.6	0.6	0.0
Union Learning	0.8	1.4	1.3	1.3	0.5
Skills for Business	0.7	1.0	0.9	0.9	0.2
Skills strategy	0	3.8	7.5	7.3	7.3
HQ and training grants (adult learning)	0.7	0.7	0.7	0.6	0.0
Determined to Succeed	2.8	2.7	2.7	2.6	-0.21
More Choices More Chances	2.9	6.2	6.1	5.8	2.9
Activity Agreement and Learning Agreement Pilots	0	2.9	2.8	2.8	2.8
Research	1.3	1.4	1.2	1.0	-0.2
SUFI	9.5	9.2	9.0	8.8	-0.7
Workforce Plus (national development)	0	1.8	1.8	1.6	1.6
Skills development Scotland	0	15.6	0.0	0.0	0.0
Careers Scotland support for schools - colleges	0	1.2	1.1	1.1	1.1
science related programmes - Chief Scientific Adviser	4.3	4.8	4.8	4.9	0.6
Miscellaneous	1.4	1.3	1.2	1.2	-0.2
total	94.0	110.0	99.0	100.7	6.6

Table 20: Other Lifelong Learning. Real terms allocations over three years.

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