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Her Majesty's Inspectorate  
for Education and Training in Wales



**WALES AUDIT OFFICE**

**SWYDDFA ARCHWILIO CYMRU**

**A report on the quality of local authority education  
services for children and young people**

**in**

**Pembrokeshire County Council  
County Hall  
Haverfordwest  
SA61 1TP**

**October 2012**

**by**

**Estyn, Her Majesty's Inspectorate for Education  
and Training in Wales**

During each inspection, inspectors aim to answer 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?**

Inspectors also provide an overall judgement on the provider's current performance and on their capacity to improve.

In these evaluations, we use a four-point scale:

**Excellent**

**Good**

**Adequate**

**Unsatisfactory**

The report was produced in accordance with section 38 of the Education Act 1997, the Children Act 2004 and the Learning and Skills Act 2000.

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## Context

Pembrokeshire is situated in the south west of Wales. It is bordered on the west by Carmarthenshire and in north by Ceredigion. The total population is 117 086.

In Pembrokeshire, 22.9% of people over the age of three say they can speak Welsh compared to the Wales average of 26.3%.

The employment rate in Pembrokeshire was 67.3% compared to the Wales average of 66.7%. There were 16.8% of children living in workless households. Of the working population in Pembrokeshire, 13.8% have no qualifications, which is higher than the Wales average of 12.1%.

The percentage of pupils of compulsory school age eligible for free school meals is 17.5%, lower than 19.3% nationally. This level of eligibility is the eighth lowest in Wales compared to other local authorities, where first is the lowest free-school-meals figure and 22nd is the highest (PLASC 2012). Only four of the 71 areas in Pembrokeshire are now in the 10% most deprived areas in Wales (WIMD 2011).

As of 31 March 2011, Pembrokeshire had 155 children being looked after by the authority. There were 90 children on the Child Protection register.

Ethnic minorities account for 1.9% of the population, lower than the Wales average of 3.6%.

### Financial Context

The Welsh Government's Standard Spending Assessment (SSA) per head of population for Pembrokeshire County Council in 2012-2013 is £1,725 per head, which is above the Wales average of £1,681. A net revenue budget of £199.1 million (excluding specific grants) has been set, which is 1% more than the previous year.

The Council set its overall budget at 94.3% of SSA, the lowest in Wales and it set the education budget at a level of 96.6% of its indicator based assessment (IBA), below the Wales average of 98.7%. It should be noted that the IBA is not a spending target, but a mechanism for determining the allocation of Welsh Government support for individual authorities. The net education budget per pupil was £4,934 compared with the all Wales average of £4,813. The budget delegated to primary schools is £4,500 per pupil and that for secondary schools is £4,687 per pupil. Both budgets are above the respective all Wales averages of £4,114 and £4,589.

## Summary

### **Overall judgement: Unsatisfactory**

The local authority's education services for children and young people are unsatisfactory because:

- performance in primary schools does not compare well to that of similar schools in other authorities across Wales;
- although there have been improvements in attendance, too many primary schools are in the lower half in comparison with similar schools on the free-school-meal benchmarks;
- the authority's arrangements for supporting and challenging schools are not robust enough and have not had enough impact on improving outcomes;
- the authority has not made enough progress in the management and governance of safeguarding by embedding the changes that officers and elected members have made to practices to provide adequate assurance that the improvements necessary are being delivered; and
- the authority is responding too slowly to the increasing level of surplus places in the secondary sector.

However:

- performance in secondary schools improved at a faster rate than Wales in 2012 and compares well to that of schools in other authorities across Wales on those indicators that include English or Welsh first language and mathematics;
- the authority has a comprehensive range of youth support services that provide young people with good access to their entitlements and enable them to attain well on a wide range of non-formal qualifications; and
- the authority has been successful in building the capacity of schools to address the needs of most pupils with additional learning needs in mainstream settings.

### **Capacity to improve: Unsatisfactory**

The local authority has unsatisfactory prospects for improvement because:

- corporate leaders and senior elected members have been too slow to recognise key issues in safeguarding and to change the culture in, and improve, education services;
- leadership at directorate and service level is weak;
- elected members have found it difficult to scrutinise decisions adequately and hold services to account;
- operational and partnership plans do not consistently identify relevant outcome measures and milestones to enable officers to track progress, accountability and performance effectively;
- performance management arrangements in the education directorate are not robust enough to sustain and drive improvement;
- self-evaluation arrangements lack rigour and do not identify accurately areas in need of further improvement;

- the authority has made limited progress in addressing recommendations from previous inspections; and
- the authority does not mobilise key strategic partnerships well enough to make best use of resources and achieve specific corporate aims.

However:

- corporate leaders have recently begun to understand and engage more fully with the challenges facing education in Pembrokeshire and have taken appropriate actions to initiate improvement;
- key elected members, together with senior corporate officers, are influencing a steady cultural change, which is contributing to a more open, realistic and productive approach to working with others such as the Ministerial Board and inspectorates;
- the authority has taken recent steps to rationalise and strengthen its partnership arrangements; and
- the authority manages its budgets prudently and has delivered efficiency savings while limiting the impact of efficiencies on services to schools.

## **Recommendations**

- R1 Continue to strengthen arrangements for safeguarding and the oversight of them by elected members and officers, including the handling of cases of alleged professional abuse.
- R2 Continue to work to raise standards at all key stages and for all groups of learners.
- R3 Monitor and challenge all schools and use the full powers available to the authority to improve leadership and management in underperforming schools.
- R4 Implement an appropriate strategy to identify and meet demand for Welsh medium education.
- R5 Continue to improve scrutiny arrangements so that elected members can challenge the performance of the authority's services, and its schools and safeguarding arrangements.
- R6 Make and implement a comprehensive and robust single planning process that identifies appropriate levels of accountability and performance management.
- R7 Strengthen self-evaluation and planning to evaluate more systematically how services and partnership working are improving outcomes for learners.

### **What happens next?**

Pembrokeshire County Council will produce an action plan to show how it will address these recommendations within 50 working days of receipt of the report.

Estyn is of the opinion that the authority falls into the follow-up category of requiring special measures and will inform the Welsh Government of this recommendation.

During all core inspections, the inspection team will consider whether the local authority needs any follow-up activity.

There are five types of follow-up activity:

- 1 good practice case study;
- 2 link inspector monitoring;
- 3 Estyn monitoring visit;
- 4 significant improvement; and
- 5 special measures.

Any follow-up inspection work will be planned in consideration of other inspection and regulatory activity within an authority. All follow-up inspections will be fed into the Local Authority Regulatory Calendar to avoid duplication and take advantage of any opportunities to work more closely with the Wales Audit Office (WAO) and the Care and Social Services Inspectorate Wales (CSSIW).

## Main findings

### Key Question 1: How good are outcomes?

Adequate

#### Standards: Adequate

In 2012, performance in Pembrokeshire secondary schools improved at a faster rate than that of Wales overall. In both key stage 3 and key stage 4, performance compares well to that of schools in other authorities across Wales on those indicators that include English or Welsh first language and mathematics. However, performance in primary schools does not compare as well to that of similar schools in other authorities. The percentage of learners gaining the Foundation Phase indicator is below the average for Wales. In key stage 2, the percentage gaining the core subject indicator is similar to the Wales average having been above this average in previous years. In all key stages, more able pupils do not attain as well as expected on the higher national curriculum levels and GCSE grades.

When compared to performance levels of similar schools on the free-school-meal benchmarks in 2012, performance in key stage 3 is good. Half of Pembrokeshire secondary schools are in the top quarter and no schools are in the bottom quarter. This is an improvement on previous years. Provisional data for 2012 suggests that performance is well above average on many of the main indicators at key stage 4. On three of these indicators there are no schools in the bottom quarter. This, too, is an improvement on previous years, although on the level 1 threshold over 60% of schools are below the average and too many schools are in the bottom quarter. Performance in Pembrokeshire primary schools is below average in the Foundation Phase and well below average in key stage 2. In both the Foundation Phase and key stage 2, too many schools are in the bottom quarter. In key stage 2, too few schools are in the top quarter and 64% of schools are in the lower half. This is a deteriorating picture compared to previous years.

In 2011, performance in Pembrokeshire schools met the key stage 3 Welsh Government expected benchmark based on free-school-meal entitlement and nearly met one of the key stage 4 benchmarks. However, it did not reach the capped points score benchmark. Figures for 2012 are not yet available, although provisional data suggests an improvement in performance.

In 2011, the percentage of Pembrokeshire learners leaving school without any recognised qualification was the second worst figure in Wales and a deterioration from the previous year. Unverified data for 2012 suggests that this figure has improved.

In key stage 2, the gap in performance between boys and girls is smaller than that across Wales in 2012. This is also the case on two of the five main indicators at key stage 4 although in other key stages the gap in performance is larger than across Wales. In 2011, the gap in performance between pupils entitled to free school meals and other pupils was smaller than the national average in key stage 2 and key stage 3 although it was larger than the national average at key stage 4. Data for 2012 is not yet available.

Where officers evaluate the performance of particular groups of learners, including vulnerable groups and those with additional learning needs, these learners generally attain at their expected levels. However, this analysis is not consistently available for all groups.

In primary schools, most learners who receive support to improve their literacy skills make good progress and many maintain this improvement to the end of key stage 2. The authority has introduced a reading test across all its schools. These tests indicate that only a few learners leave primary school below functional literacy levels.

Performance in Welsh first and second language is better overall in secondary schools than in primary schools. However, in all key stages too few learners gain the higher levels.

Young people attain well on a wide range of non-formal qualifications.

### **Wellbeing: Adequate**

Participation rates in physical activity and leisure programmes for learners in Pembrokeshire are broadly in line with other areas in Wales. Young people who receive counselling or have access to other support services generally benefit from this support and improve their emotional wellbeing and participation in learning.

Attendance is adequate. In 2011, although attendance in primary schools was in line with the Wales average, when compared to similar schools on the free-school-meal benchmarks, about two-thirds of primary schools were in the lower half. Unverified data for 2012 shows an improvement in attendance. Attendance in secondary schools has improved in the last two years and was above the Wales average in 2012. However, in 2011, the most recent year for which comparative data is available, only one school was in the top quarter and four of the eight schools were in the lower half when compared with similar schools.

There have been no permanent exclusions in recent years from Pembrokeshire secondary schools and fixed-term exclusions of six days or more were the lowest in Wales in 2011. However, although the rate of shorter fixed-term exclusions improved in 2011 the authority does not compare well enough with other authorities in Wales. The average number of days lost for all fixed-term exclusions has fallen in the last few years, although the average number of days lost to longer exclusions is too high.

The percentage of Year 11 learners who continue in full-time education improved in 2011. The percentage of Year 11 leavers not in education, training or employment has decreased in recent years and is better than the average for Wales.

Children and young people participate constructively, for example through youth forums and school councils, to making decisions about issues that affect them and their local communities.

<b>Key Question 2: How good is provision?</b>
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<b>Unsatisfactory</b>
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### **Support for school improvement: Unsatisfactory**

The authority's arrangements for supporting and challenging schools are not robust enough and have not had enough impact on improving outcomes.

The authority uses the regional consortium's support and challenge framework to categorise its schools against clearly explained criteria. Headteachers are aware of the category their school is in, although they are less clear about the specific support they will receive. In a minority of schools, the categorisation is over generous and does not reflect shortcomings in the quality of leadership. The authority has not made good use of consortium system leaders to improve underperforming leadership in schools.

The use of the support and challenge framework has contributed to greater consistency in the arrangements for link visits to schools. Officers are using data more consistently to challenge the performance of schools and to identify specific groups of pupils for mentoring and support. However, officers rely too much on a narrow range of data and do not always identify under performance quickly enough, for example by comparing performance with that of similar schools.

Processes to quality assure the work of officers lack rigour and do not ensure that they provide consistent challenge to schools. The quality of written reports to schools varies too much. They are mainly descriptive and do not provide clear evaluations of the quality of leadership and management. Many reports do not identify explicitly areas for improvement. As a result, schools are not clear about what they need to do to improve and too many schools do not improve quickly enough. Since the last inspection, one primary school has been placed into special measures and another primary school has been identified as requiring significant improvement.

There are effective initiatives to improve learners' basic skills in literacy in primary schools although support for numeracy is at an early stage of development.

The authority provides good support for new leaders in schools. Governors have access to an appropriate training programme. However, this is not targeted specifically on governing bodies of underperforming schools.

### **Support for additional learning needs: Adequate**

The authority meets statutory requirements regarding support for pupils with additional learning needs. It provides a generous level of funding for additional learning needs and limits statements appropriately to pupils with more complex needs. A multi-agency team provides comprehensive assessment of needs for early years pupils. Parents have confidence in the authority to meet their child's needs and appeals to tribunals have been minimal over the last five years.

The broad range of inclusion services is effective in building the capacity of schools to address the needs of most pupils within mainstream settings, without the necessity for a statement. Special schools provide good outreach support. The authority provides suitable in-county support for most pupils with additional learning needs, thus making good use of resources.

Inclusion and school improvement teams are beginning to work together more cohesively to support and challenge schools. However, this aspect of the authority's work is not well enough developed to make sure it improves the outcomes for all learners.

Schools and individual services collect and monitor information regularly on the progress made by individual pupils. However, the authority does not use this information well enough to evaluate the progress of different groups of learners. In addition, it does not analyse well enough the effectiveness of specific interventions and the allocation of resources to inform strategic planning.

The authority is increasing its provision to meet identified and changing needs. It has also undertaken a recent review of its additional learning needs services to improve the effectiveness of service delivery.

The authority has made good progress in improving parents' access to mediation services to assist them to get the level of support they need. The authority provides good support for parents of pupils with ALN.

### **Promoting social inclusion and wellbeing: Unsatisfactory**

Since the last inspection in June 2011, the authority has conducted a review of its inclusion services. As a result of this review, the authority has recently brought together a range of services, including pupil support services and Team around the Child, into one management structure. This is appropriately intended to improve the capacity of individual schools to provide suitable support for children and young people.

At present, the effectiveness of the new arrangements is unclear. The authority has not identified appropriate performance measures or started to monitor the impact of the new arrangements in supporting schools in this work.

The authority has improved its use of data to identify individual pupils and schools in need of most support. Pupil support officers have worked closely with families of schools to improve attendance. As a result, officers have a better understanding of the factors causing poor attendance and are supporting schools more effectively to improve attendance.

Overall, the behaviour support service provides appropriate support to schools to help them reduce exclusions and their impact on children and young people. The Engage service works appropriately with schools to help young people at risk of not engaging in education and training to achieve useful qualifications. The service works appropriately with partner agencies to help these young people move onto further education, employment or training.

Although the authority has improved information gathering about incidents of bullying in schools, this does not allow officers to evaluate the impact of anti-bullying strategies effectively.

The authority and its partners deliver a good range of programmes, which offer accreditation or recognition of learning and participation to children and young people outside of school. These programmes include music examinations, national governing body sport awards, the Duke of Edinburgh's Award, first aid training and adventurous activity awards.

## **Safeguarding<sup>1</sup>**

Although the awareness of safeguarding issues has been raised over the past year, the Council has not made enough progress in the management and governance of safeguarding by embedding the changes that officers and elected members have made to practices to provide adequate assurance that the improvements necessary are being delivered.

The local authority has put in place a comprehensive action plan in response to substantial concerns about the quality of safeguarding. It has reviewed and updated the action plan regularly. As a result, the authority now has new policies and procedures in place. These policies and procedures have improved levels of awareness about safeguarding among officers, elected members, headteachers and some partners. However, the authority has spent too much time on taking remedial action to deal with the shortcomings identified in inspection reports, without tackling the cultural issues which led to the unsatisfactory judgments in the reports in the first place.

Despite the shortcomings in safeguarding identified by the authority in their self-evaluation and by the inspectorates, the local authority has judged itself too positively, as having improved significantly.

However, reports to the overarching management groups, to senior officers and elected members, and to cabinet and scrutiny, focus too much on reporting on tasks achieved, without analysing the impact of changes to practice at service level, or identifying improvements in the knowledge, attitudes or competence of teachers and officers in dealing with the management of safeguarding well enough. This has been a weakness, which has hindered progress in this area.

However, in the few weeks just prior to this inspection, the local authority has begun to identify more clearly for itself the areas for improvement that need to be addressed in relation to the shortcomings identified in the various inspection reports.

### **Access and school places: Adequate**

Pembrokeshire currently has the second lowest percentage of surplus places for primary schools in Wales and the eighth lowest for secondary schools. It has reorganised its primary schools successfully. However, surplus places remain above Welsh Government targets and are continuing to increase significantly in the secondary sector. The authority is responding too slowly to this challenge. Its current planning, including secondary school reorganisation in Pembroke and Haverfordwest and the relocation of council services onto school sites, is only designed to restrict this growth and not to reduce it appropriately.

The authority continues to forecast pupil numbers accurately for both primary and secondary schools. However, as it does not measure demand for Welsh-medium

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<sup>1</sup> The evidence for this section draws upon the work of the Wales Audit Office Special Inspection report on the implementation of safeguarding arrangements (to be published 17 December 2012) and from Her Majesty's Inspectorate for Constabulary (HMIC) and the Care and Social Services Inspectorate Wales (CSSIW) Joint Review of Arrangements to Safeguard Children Subject to Alleged Professional Abuse (published in September 2012).

The Judgements in this section have been agreed by these inspectorates.

education or have alternative methods to gather that information, the authority does not know the true level of need. Without that knowledge, it cannot plan effectively to ensure sufficient capacity. This is an important shortcoming.

The authority manages admissions well. Officers deal promptly with the few appeals in the secondary sector and manage late admissions appropriately.

The early years team has good knowledge of the capacity and demand for childcare in Pembrokeshire and co-ordinates access well. Surplus space in schools is being adopted appropriately for early years use in line with the authority's strategy to develop a strong community focus and provide a wider range of community services and facilities. The authority has identified the resources and provision to continue to ensure sufficiency in early years and play. It works well with Carmarthenshire County Council to provide community play resources across both counties.

Pembrokeshire has a comprehensive range of youth support services. As a result, young people have good access to their entitlements. The number of organisations delivering services either wholly or partly in Welsh has continued to increase since the last inspection.

<b>Key Question 3: How good are leadership and management?</b>	<b>Unsatisfactory</b>
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### **Leadership: Unsatisfactory**

Corporate leaders and senior elected members have been too slow to recognise key issues in safeguarding and to secure continuous improvement across education services. Previously, elected members have found it difficult to scrutinise decisions adequately and hold services to account. As a result, the authority's strategic and operational leadership has not been good enough.

Leadership at directorate and service level is weak. Opportunities to lead effective internal and strategic partnership working have not been taken. The authority's vision for its education services is often unclear. The lack of clear strategic planning has contributed to inadequate leadership on important aspects of the authority's work, for example in the development of planning for Welsh-medium education, and in services for those with additional learning needs and school improvement.

Current arrangements for strategic planning, both corporately and with partners, do not dovetail well enough to make sure that all strategic priorities are delivered and monitored fully across services and partners. Operational and partnership plans do not consistently identify relevant outcome measures and milestones to enable officers to track progress, accountability and performance effectively. Operational level plans are not comprehensive and do not help officers deliver necessary service improvements and better outcomes.

However, the authority is now in a period of significant change. This is evident in the appropriate actions senior leaders are taking to initiate improvement and the quickening pace of change. Corporate leaders have recently begun to understand and engage fully with the challenges facing education in Pembrokeshire. They recognise the need for a considerable change in approach, greater accountability,

and the mobilisation of capacity across the council and through working with local and regional partnerships. Recently, and over a short period of time, corporate leaders are paving the route to improvement by strengthening partnerships within and outside the local authority, enhancing the capacity of the education directorate and developing more robust performance management processes. Importantly senior officers, including the Chief Executive, are now taking a more proactive role in order to better understand the areas for development in the education department and to improve working across the council.

Elected members also accept the need to change and increase the level of challenge to officers and schools in order to raise standards, safeguard children and young people and make accountability processes more robust. Key elected members including the leader and portfolio holder, together with senior corporate officers, are influencing a steady cultural change.

Already, this cultural change at senior level is contributing to a more open, realistic and productive approach to working with others such as the Ministerial Board and inspectorates.

The structure of scrutiny function has recently been reformed with additional support capacity. Scrutiny members have received training to promote more effective exercise of their responsibilities. However, whilst the range and quality of data reported to members has improved, Children and Young People's Scrutiny do not receive suitably evaluative information on the directorate's work that would enable them to challenge appropriately and ensure accountability. The Safeguarding Scrutiny committee is beginning to have an impact.

### **Quality improvement: Unsatisfactory**

There is a clear corporate process and agreed timescales for the co-ordination of self-evaluation and improvement planning across the council. This process currently focuses more on progress against performance indicators rather than evaluating the effectiveness of actions. However, the process is not implemented consistently enough to be fully effective in providing a strategic view across all the council's services. Education service improvement plans are not evaluated thoroughly enough to identify accurately areas in need of further improvement.

The authority provided a self-evaluation report before the inspection. Although, in a few areas, the report is evaluative and based on first-hand evidence, it is mainly descriptive and generally does not identify areas for improvement accurately enough. Assertions are not always supported well enough with reliable evidence. The education directorate did not include stakeholders, other agencies or young people in making judgements about quality and standards.

The authority collects a wide range of data on the performance of learners. However, it does not analyse this data thoroughly in order for officers to know where to target interventions and to know whether provision is meeting the needs of different groups of learners appropriately. Although there are useful evaluation reports for a few initiatives, generally these are not evaluated well enough to indicate where they are most effective. The authority has not developed a clear strategy to measure the extent to which young people develop healthy lifestyles.

In the education directorate, performance management arrangements are not robust enough to drive the necessary improvement. Officers are not held to account effectively in order to make sure that underperformance is identified and addressed. Two primary schools have been identified as schools causing concern at inspection during the last year. However, the authority has not used any of its statutory powers in order to improve persistently underperforming schools.

The authority has made limited progress in addressing recommendations from the last inspection. Parents now have better access to mediation services. Performance in secondary schools has improved and attendance levels are higher although further improvement is needed. There has been recent progress in improving the working of the safeguarding overview and scrutiny committee. However, there has only been partial progress on other recommendations. This includes areas that were also the subject of recommendations in the inspections of education services and youth support services in 2008. These recommendations relate to safeguarding, to providing a consistent and appropriate challenge to schools, to improving planning at service level and to strengthening self-evaluation. Progress on these important issues has been too slow. However, in the few weeks just prior to this inspection, the authority has begun to identify more clearly the areas for improvement to address the shortcomings in safeguarding identified in the various inspection reports.

### **Partnership working: Adequate**

The authority has taken recent steps to rationalise its partnership arrangements and established a new central team with responsibility for planning, collaboration and scrutiny support. This has led to improvements in the available capacity and created a more influential position from which to lead the arrangements for single planning. However, these changes are only beginning to influence strategic planning arrangements.

The authority is now engaging more fully and developing constructive relationships with partners. Recently, and to reflect the emerging positive culture of collaboration within the authority, appropriately senior officers are making links across the region to improve the availability of expertise and resources. However, overall the authority does not mobilise key strategic partnerships well enough to make best use of resources and achieve specific corporate aims.

The Local Service Board is maturing as a body and key public and voluntary sector partners are developing more transparent working relationships. The Local Service Board has begun to overcome particular barriers to progress, for example by bringing about greater consistency across organisations in the way Criminal Records Bureau checks are updated. Nevertheless, the Local Service Board does not effect change quickly enough or identify accountability clearly to secure collective outcomes for learners in line with identified priorities.

Relationships within the 14-19 Network are strengthening and senior officers are engaging appropriately in focused discussions on aspects of its work. The useful joint governance agreements between partners have led to an increase in the range of courses available to learners. However, the authority has not worked strategically with its partners or taken effective action to bring about equity of entitlement to all post-16 learners and make significant efficiencies in delivery.

## **Resource management: Adequate**

The Council's medium-term financial plan identifies projected future funding and helps the authority to understand budget pressures clearly. It manages its budgets prudently and has delivered efficiency savings while limiting the impact on services to schools.

The authority has allocated and aligned resources to particular priorities and can point to specific improvements in performance as a result. However, it is not using well enough the expertise and resources available to it through the regional consortium, for example to strengthen support for schools.

The authority makes good use of comprehensive data about the quality of buildings to target its capital resources to ensure buildings are suitable for learning. Over the last three years, the authority has invested £30.4 million in school buildings. It received the second highest grant from Welsh Government for its 21st Century Schools bid.

The authority provides effective financial management support to primary schools using financial benchmarking data appropriately to help these schools manage their budgets. The authority has reversed a rising trend in primary school surplus balances although the level in several schools remains too high. Schools are required to explain high balances and to plan appropriately for a reduction in these surpluses.

Funding to support pupils with additional learning needs is used well to deliver positive outcomes. The authority augments this budget with additional monies to help fund unexpected medical needs.

Overall, the authority does not use quality-assurance processes and data consistently to analyse the impact of its work on learner outcomes. This means that it does not always know where resources and services should be directed to best effect. As a result, the authority does not have a complete overview of whether all services for learners are delivering good value.

Given the levels of spending within the education budget and the outcomes achieved overall, the education service provides adequate value for money.

## Appendix 1

### The inspection team

John Thomas	Reporting Inspector
Mererid Stone	Deputy Reporting Inspector
Stephen Lamb	Team Inspector
Betsan O'Connor	Team Inspector
Liam Kealy	Team Inspector
Robert Davies	Team Inspector
Gerard Kerslake	Team Inspector
Pauline Preston	Team Inspector
Louise Fleet	WAO
Katy Young	CSSIW
Ian Budd	Peer Inspector
Lynette Jones	Peer Inspector
Martin Lloyd	Nominee

### Copies of the report

Copies of this report are available on the Estyn website ([www.estyn.gov.uk](http://www.estyn.gov.uk))

## Glossary of terms

### National Curriculum

#### Expected National Curriculum levels

- By the end of the key stage 1, at the age of seven, learners are expected to reach level 2 and the more able to reach level 3.
- By the end of the key stage 2, at the age of eleven, learners are expected to reach level 4 and the more able to reach level 5.
- By the end of the key stage 3, at the age of fourteen, learners are expected to reach level 5 and the more able to reach level 6 or level 7.

#### Core subject indicator in all key stages

The core subject indicator relates to the expected performance in English or Welsh first language, mathematics and science, the core subjects of the National Curriculum. Learners must gain at least the expected level in either English or Welsh first language together with mathematics and science to gain the core subject indicator.

#### External examinations at key stage 4 or post-16

**Core subject indicator** – as above.

**Level 1 qualification** – the equivalent of a GCSE at grade D to G.

**The Level 1 threshold** – learners must have gained a volume of qualifications equivalent to five GCSEs at grades D to G.

**Level 2 qualification** – the equivalent of a GCSE at grade A\* to C.

**The Level 2 threshold** – learners must have gained a volume of qualifications equivalent to five GCSEs at grade A\* to C.

**The Level 2 threshold including English or Welsh first language and mathematics** – learners must have gained level 2 qualifications in English or Welsh first language and in mathematics as part of their threshold.

**Level 3 qualification** – the equivalent of an A level at A\* to C.

**The Level 3 threshold** – learners must have gained a volume of qualifications equivalent to two A levels at grade A\* to E.

The **average wider points score** includes all external qualifications approved for use in Wales at the relevant age – for example at age 16 or 18. To calculate this, the total points gained by all learners in the cohort is divided by the number of learners.

The **capped average points score** only includes the best eight results for each pupil from all qualifications approved for use in Wales at age 16.

### **All-Wales Core Data sets**

Schools and local authorities may refer to performance relative to their family of schools. These families of schools have been created to enable schools to compare their performance to similar schools across Wales. Families include schools with similar proportions of pupils entitled to free school meals, living in 20% most deprived areas of Wales, having special education needs at school action plus or statemented and with English as an additional language acquisition less than competent.