

[redacted]

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**From:** [redacted]  
**Sent:** 27 March 2017 15:38  
**To:** Deputy First Minister and Cabinet Secretary for Education and Skills  
**Cc:** Robertson FMG (Fiona); Hicks C (Clare); [redacted]  
**Subject:** FW: Newlands Junior College  
**Attachments:** NJC Bid.doc

[redacted]

As discussed, here's the email from Keir Bloomer & the NJC proposal which he promised to send me today O/R from my leave

Grateful if you could copy down what you've received from Mr McColl today - From what you & Mr Bloomer say, it is the same document but a slightly different tone in the covering note.

I'll have a look at this & give some further advice in the course of tomorrow.

[redacted]

[redacted]

Empowering Schools Unit | People and Infrastructure | Learning Directorate | 2A South | Victoria Quay | EH6 6QQ  
~~[redacted]@gov.scot | 0131 244 [redacted] | [redacted]~~

-----Original Message-----

From: Keir Bloomer [mailto:[redacted]]

Sent: 27 March 2017 12:22

To: [redacted]

Subject: Newlands Junior College

Dear [redacted],

Here is the bid for additional government support for Newlands Junior College. Although it mentions future junior colleges, Jim McColl has decided to seek support first for NJC. He will be sending a copy of this paper direct to John Swinney later today.

I should be grateful if you would take whatever steps are necessary to have the bid discussed. Although Mr. McColl will certainly be taking a very close personal interest in this matter and is likely to want to be personally involved at some stage in the discussions, I should be grateful if you would respond to me in the first instance.

I look forward to hearing from you.

Best wishes

Keir

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Keir Bloomer  
[redacted]

[redacted]

t: [redacted]

e: [redacted]

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# **Promoting and funding junior colleges**

## **A proposal for the Scottish Government**

### **1 Background**

Newlands Junior College (NJC), the first establishment of its kind, has now been operating for two and a half years. There is steadily accumulating evidence of its success in re-motivating young people who were alienated from education; raising their aspirations and setting them on a path towards worthwhile qualifications, future employment and more fulfilled lives. (See section 2 below)

NJC is designed to cater for 60 students. The cost of refurbishing existing premises to a high standard from a derelict building has been £1.85m while running costs are of the order of £900k per annum. The Scottish Government contributed £500k towards a variety of start-up costs while Glasgow City Council has subscribed £100K per year towards running costs in return for the right to enrol up to 60 Glasgow pupils. Other local authorities have paid on an ad hoc basis to enroll a small number of young people.

NJC has thus attracted an amount of public funding that is significant but covers only a small proportion of expenditure to date. Twenty-one private sector companies have donated to the college. However, the viability of the project has depended on the contribution of ClydeBlowers Capital. The current funding arrangements will not ensure the continuation of NJC to the end of its initial trial period of five years, still less provide a basis for a longer-term future.

This paper, therefore, seeks the assistance of the Scottish Government to establish a financial model that would allow the continuation of NJC and potentially provide a basis for the establishment of more junior colleges in the future.

### **2 Experience to date**

NJC admitted its first students in November 2014. The great majority came from areas of disadvantage. Later intakes have followed a similar pattern. 73% of current students come from homes in the most disadvantaged SIMD quintile. All students are at risk of educational failure at the time of their admission. Their former schools consider them unlikely to achieve academic success or to go into positive destinations after school. NJC aims to help them develop positive attitudes and the means of accessing good jobs and leading fulfilled lives. In so doing, NJC is playing its part in closing the attainment gap and taking forward the principles of *Developing Scotland's Young Workforce*.

NJC is a small institution. It caters for no more than 30 students in each of third and fourth year. It has a small staff of eleven (including six teachers). This staff team is able to build close and trusting relationships with each individual student. Experience since NJC opened demonstrates that the quality of these relationships is the crucial

factor in giving the young people a more positive view of education and a desire to succeed. Following their visit in September 2015 Her Majesty's Inspectors commented that the young people who had spoken with them, "described how the helpful approaches taken by all staff at Newlands Junior College have encouraged them to learn effectively and re-engage in their studies. They particularly appreciate having positive and supportive relationships with teachers."

The Inspectors also reported in very positive terms on parents' perceptions of the difference NJC had made to their children. "All parents and carers who met with inspectors... felt that since starting at Newlands Junior College, their children had a much improved attitude towards their learning and had clear goals for their future." One outcome has been improved attendance; up from a very low baseline for many students (in some cases around 30%) to 80% in 2014/15 with a further significant increase to 89% currently.

The first cohort of students left NJC in June 2016. Their academic performance far exceeded that predicted at the time of their enrolment. The 19 students who graduated gained the following passes:

	<b>National 3</b>	<b>National 4</b>	<b>National 5</b>
English	2	17	4
IT		19	
Maths	1	18	
Physics	3	16	
Laboratory science			19
<b>Total</b>	<b>6</b>	<b>70</b>	<b>23</b>

There are strong indications that the performance of the second cohort will surpass that of the first. For example, 2 students passed National 5 English at the end of their first year and numerous students have passed most or all of their assessments at National 4 in all of the subjects on offer. Two students have been verified as having passed all of the units for Higher English and one is likely to sit the exam with a good chance of obtaining the qualification in S4.

Through the personal development programme, young people have already assembled an impressive array of awards. Seven of the twenty students in the first cohort achieved the ASDAN Gold Award and all but one of the remainder succeeded at either Bronze or Silver levels. This is an exceptional record, possibly unprecedented in Scotland. Success rates in other awards include Fearless (70%), Heart Start (65%), the National Navigation Award (80%), the John Muir Discovery Environmental Award (70%), Outward Bound Trust certificate (60%), the Duke of Edinburgh Award (80%) and the SQA Employability Certificate (95%). Inspectors were clearly impressed. "Almost all young people have shown resilience and responsibility to gain a range of personal achievement awards" Again, the signs are that the students in the second and third cohorts will out-perform the original intake.

Most of the vocational programme is run in close collaboration with the City of Glasgow College. In addition, NJC has highly successful partnerships with the Riverside Studio and Glasgow Training Group (GTG), part of the Arnold Clark

organisation. The links with the college represent an outstanding example of school/college collaboration. The link with GTG enables students following an engineering course at the college to take an additional option on motor vehicle engineering.

A unique feature of NJC is the strength of its links with business and industry. Several large businesses have given financial backing as well as providing work experience and mentoring. Close partnership with employers has ensured that a sufficient number of places was available for all those seeking jobs (or apprenticeships) in the summer of 2016 and similar arrangements will be put in place in future years.

All of those who graduated from NJC in 2016 entered positive destinations. Eight went into employment, three are pursuing engineering courses at City of Glasgow College and seven are participating in other college courses. One has left his college course and NJC is seeking a new destination for him.

NJC has a high rate of success in keeping in touch with former students and provides assistance to those former students wishing to change direction or in need of further support. It is becoming clear that this kind of service plays an important part in ensuring that positive destinations are sustained. A small institution like NJC with very detailed knowledge of every individual student is much better placed to provide it than mainstream schools.

In summary, indications to date are that NJC can achieve a high success rate with students deemed likely to be heading for failure at the time of their admission. It is very unlikely that similar levels of success would have been achieved had the students remained in mainstream education. The next section explores issues of cost. It is important to bear in mind that a higher level of expenditure that secures positive outcomes represents a much better investment than a cheaper option that brings with it an unacceptable level of failure. This argument is borne out in the appended letter from Sir Harry Burns to Jim McColl.

### **3 Costs**

In 2013/14 the average cost of education a secondary pupil in Scotland was £6738. This average figure conceals wide variations. More senior pupils cost more than younger ones. Small schools in disadvantaged areas (like the ones from which many NJC pupils come) are disproportionately expensive. Pupils requiring additional support or engaged in the programmes widely on offer in Glasgow to pupils at risk of dropping out and failing incur significant extra expenditure. Although it is not possible to provide figures it is clear that the cost in mainstream schools for disaffected S3 and S4 pupils of the type that attend NJC is substantially above the £6738 figure quoted above.

Once NJC is operating near to full capacity, the average cost per student per year will be around £15,000. The evidence provided in the previous section suggests that, of the 20 students who completed the NJC course in June 2016 and entered positive

destinations, at least ten and perhaps as many as fifteen would have failed at school and become unemployed thereafter had they remained in mainstream.

It is also worth bearing in mind that overall educational expenditure on those who leave school at the earliest opportunity is much lower than on those who stay on, especially if they subsequently move into further or higher education. Thus, looking only at the period from the start of secondary education, total costs are as follows:

	Cost
Statutory leaver	£26,952
NJC leaver (2 years in mainstream + 2 years at NJC)	£43,476
Staying on to S6 and then taking an honours degree	£76,482

Thus, a university graduate has incurred educational costs more than £30,000 higher than an NJC student. Given this context, the additional expenditure over two years on disadvantaged young people attending Newlands does not seem unreasonable.

In addition, there are other less direct costs that require to be taken into account. School failure is strongly correlated with numerous aspects of disadvantage, including poverty and dependence on benefits, poor health and involvement with the criminal justice system. Each of these involves substantial costs. Any intervention, such as attendance at NJC, that helps a number of young people likely to fail to achieve some measure of success, brings great financial benefits to the state as well as even more important benefits to the individual. The most sustained research relevant to this issue – the long-term longitudinal studies of the Headstart programme in the USA – suggest that each \$1 of expenditure can bring returns of the order of \$14.

The case for extending the kind of opportunities offered by NJC is, of course, not primarily an economic one. The Scottish Government is committed to closing the poverty-related attainment in order to make Scotland a fairer society and improve the lives of disadvantaged young people. This is also the mission of NJC.

#### 4 The proposed model

The proposed model takes as its starting point the fact that the young people would otherwise be educated in the public system at an average cost of £6738 per year. It would be reasonable for this sum to be paid into the college by the relevant local authority in respect of each student. However, this would only account for less than half of the total cost.

The argument for a further input of public resources is that junior colleges will help to implement two significant government educational priorities; ‘Closing the Gap’ and taking forward the recommendations of the Wood Commission report, *Developing Scotland’s Young Workforce*.

The Scottish Attainment Challenge initially focused on closing the gap during primary education. Funding was made available for all primary schools in seven particularly disadvantaged local authorities (later extended to nine) and in 57 individual schools serving disadvantaged communities in less deprived council areas.

More recently the Pupil Equity Fund has been established to distribute resources direct to all schools – secondary as well as primary – on the basis of the number of disadvantaged pupils they contain. The Scottish Government has also invested in extending pre-school education and childcare to vulnerable two year olds and puts resources into promoting wider access to university education for disadvantaged applicants.

As demonstrated above, NJC has already achieved significant success in raising the level of attainment of its students and thus in closing the gap. It has transformed the attitudes of students and made them much more ready for the demands of working life. In these circumstances, investing in giving NJC a sustainable future would seem an appropriate further extension of the Challenge.

*Developing Scotland's Young Workforce* is concerned with entry to positive destinations. The success of the first NJC cohort in this respect speaks for itself. In addition, *Developing Scotland's Young Workforce* seeks to promote innovative and flexible routes from school into advanced education, training and employment. In this respect also NJC is playing an important role. Through its partnerships with the City of Glasgow College and Skills Development Scotland, it has pioneered a Foundation Apprenticeship course. Even more importantly, the whole curriculum structure of NJC is designed to produce a synthesis of academic and vocational education with personal development in a way that is uniquely adapted to the needs of the student body.

As NJC is successfully taking forward two key government priorities, it would be reasonable to argue that government funding (above the average cost of secondary schooling) to meet a substantial proportion of the extra cost of a place at NJC can be easily justified. This additional spend will also serve to secure the continuation of a worthwhile measure of financial support from the private sector. Were government to contribute on the same basis as the local authority, this would amount to a total public expenditure of £13,476 per student, leaving £1,524 to be met from private contributions.

The key point is the need to balance levels of expenditure with prospects of success. It seems self-evident that a public investment of £13,476 with a high level of success represents wiser spending than expenditure of £6,738 with an unacceptable level of failure among disadvantaged young people. Spending relatively small additional sums on giving young people access to an institution like NJC with a proven record of success and achieving positive outcomes makes more sense than spending much larger sums later in an ad hoc manner to try to rectify – often unsuccessfully - the consequences of educational failure.

For the financial year 2017/18 we are seeking government support for NJC on the basis of the current average cost per secondary pupil. Using the figure of £6738 which was the 2013/14 average cost and the average number of students attending NJC during the 2017/18 financial year, the total support requested would be £343,638.

## 5 Conclusion

The proposal contained in this paper is intended to:

- Ensure the financial viability of NJC during the financial year 2017/18
- Establish a model that can be used to enable its longer-term sustainability and the possible establishment of further junior colleges in the future.

The value of such an approach is that it will:

- Help to take forward the government's educational priorities of raising attainment for all and closing the poverty-related attainment gap
- Offer a model of how important aspects of the recommendations of *Developing Scotland's Young workforce* can be taken forward successfully
- Enable the further development of the already successful approaches used in NJC for alleviating the educational consequences of disadvantage
- Improve the levels of attainment and enhance the life chances of the students currently attending NJC and those who will be enrolled in 2017.

24.3.17



## **Appendix: Note from Sir Harry Burns**

One of the best ways to avoid being poor as an adult is to get a good education. Unfortunately, it is difficult to get a good education if you are poor as a child. Understanding why educational outcomes vary so much across the socioeconomic spectrum is important if we are to develop effective remedies.

A number of factors such as class sizes, school resources, teacher incentives and curriculum design have all been shown to be factors which influence educational outcome in children. However, the social context in which children are raised and which they experience in their home environments has a profound effect on their behaviour, risk of mental illness and learning potential.

Children who experience adverse events in early life can be at greatly increased risk of failure in a number of areas as they grow into adulthood. Their experience of problems in the home may include domestic violence, physical or emotional neglect, parental mental illness or absence through imprisonment. Such adversity can lead to a young person being significantly more likely to become addicted to drugs or alcohol, be convicted of offences associated with violence and experiencing significant mental illness. There is a growing body of biological evidence that links inadequate parenting to these adverse outcomes in young people. As a result of disordered neuropsychological development, children raised in chaotic circumstances are more emotionally labile, less likely to be able to suppress inappropriate behaviour, and are less well able to learn than children raised in stable, nurturing environments. At school, they are more likely to behave poorly, be excluded from school and are less likely to succeed in academic pursuits.

A number of studies have indicated that there are ways of improving the life chances of those who have experienced such difficulties in childhood. The Harvard Center of the Developing Child has identified interventions which enhance their educational potential. These include learning in a safe environment with a high adult to child ratio. Of particular importance is learning in small groups which encourage warm and supportive interactions between the teachers and young people. Pupils are also liable to do better if they consider the educational curriculum is relevant to their needs.

A number of other studies point to the importance of having a sense of purpose in one's life as an important aspect of creating resilience in young lives. Taken together, these features will do much to restore the potential of children to achieve good educational outcomes.

The aim of Newlands Junior College is to help young people who are disengaged from education to make a success of their lives and contribute to society. Disengagement from education is most likely to occur as a result of the social context in which children have been raised. The pattern of teaching and support available to young people alienated from traditional patterns of education includes several elements which are strongly evidence based. From observation, the interaction between pupils and teachers is cordial and this view is supported by the fact that pupils and teachers come in to school voluntarily during holidays. The pupils obviously see the school as a safe and welcoming environment. Perhaps the most important feature of the model is guaranteed destination at age 16. Having a sense that

they have a productive future ahead of them gives purpose and meaning to their lives. Many young people see school as a waste of time. They feel they have no prospects and are unlikely to succeed in any career. Why should they try at school? Entry to Newlands College tells them they have a future and the support of adults they learn to trust and respect gives them a sense of agency. Their control their lives, they are not at the mercy of external events.

If we are to narrow the attainment gap in Scottish schools, more attention needs to be paid to the social context of the pupils as a determinant of success. The model in use at Newlands Junior College clearly does this.

Harry Burns  
9 March 2017

[redacted]

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**From:** [redacted]  
**Sent:** 28 March 2017 09:15  
**To:** Robertson FMG (Fiona); Hicks C (Clare)  
**Cc:** [redacted]  
**Subject:** FW: Newlands Junior College, A proposal for the Scottish Government  
**Attachments:** NJC Bid FINAL 270317.doc  
  
**Importance:** High

Fiona  
Clare

You may have seen my note (27/3 at 15.38) to Private Office forwarding on a "bid" on Newlands which Keir Bloomer sent me yesterday on behalf of Jim McColl. At the same time Mr McColl had sent DFM email (below) which I'd asked [redacted] to bounce onto me – however, he's not copied you in.

I said I'd send DFM some initial advice today, [redacted].

Can we have a chat once when I've had a chance to read through the paper & see exactly what they are looking for.

Thanks

[redacted]

[redacted]

Empowering Schools Unit | People and Infrastructure | Learning Directorate | 2A South | Victoria Quay | EH6 6QQ  
[\[redacted\]@gov.scot](mailto:[redacted]@gov.scot) | 0131244 [redacted] | [redacted]

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**From:** [redacted] **On Behalf Of** Deputy First Minister and Cabinet Secretary for Education and Skills

**Sent:** 27 March 2017 15:55

**To:** [redacted]

**Subject:** FW: Newlands Junior College, A proposal for the Scottish Government

**Importance:** High

[redacted],

Covering email as requested,

[redacted] | Private Secretary Depute to John Swinney MSP | Deputy First Minister of Scotland and Cabinet Secretary for Education and Skills | Scottish Government | St Andrew's House | Edinburgh | EH1 3DG | 0131 244 [redacted] / Blackberry - [redacted]

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**From:** James A. McColl [[mailto:\[redacted\]](mailto:[redacted])]

**Sent:** 27 March 2017 10:55

**To:** Deputy First Minister and Cabinet Secretary for Education and Skills

**Cc:** [redacted]

**Subject:** Newlands Junior College, A proposal for the Scottish Government  
**Importance:** High

Dear John,

Please find attached the information that has been sent to [redacted]. It outlines the request for funding of £343,638 for the financial year 2017/18. It would be really very helpful if this could be paid as early in April as possible.

Kind Regards

**Jim McColl**

Founder, Chairman & CEO

PA [redacted] T: [redacted] | E: [redacted]

**Clyde Blowers Capital IM LLP** | 3 Redwood Crescent | East Kilbride | Glasgow G74 5PA | Scotland

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[redacted]

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**From:** [redacted] on behalf of Deputy First Minister and Cabinet Secretary for Education and Skills  
**Sent:** 29 March 2017 13:41  
**To:** [redacted]; Deputy First Minister and Cabinet Secretary for Education and Skills  
**Cc:** DG Learning & Justice; Robertson FMG (Fiona); Hicks C (Clare); Bell D (Donna); Bruce A (Andrew); [redacted]; [redacted]; [redacted]; [redacted]; [redacted]; [redacted]; McAllister C (Colin)  
**Subject:** RE: Newlands Junior College Promoting & Funding Junior Colleges Proposal for the Scottish Government

[redacted],

As discussed with [redacted], DFM has confirmed he is content to proceed and discuss with the Keir Bloomer.

Thanks,  
[redacted]

[redacted] | Deputy Private Secretary to John Swinney MSP | Deputy First Minister of Scotland and Cabinet Secretary for Education & Skills | Scottish Government | St Andrew's House | Edinburgh | EH1 3DG | T: 0131 244 [redacted] | E: [DFMCSE@gov.scot](mailto:DFMCSE@gov.scot)

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**From:** [redacted]  
**Sent:** 28 March 2017 15:03  
**To:** Deputy First Minister and Cabinet Secretary for Education and Skills  
**Cc:** DG Learning & Justice; Robertson FMG (Fiona); Hicks C (Clare); Bell D (Donna); Bruce A (Andrew); [redacted]; [redacted]; [redacted]; [redacted]; [redacted]; [redacted]; McAllister C (Colin)  
**Subject:** Newlands Junior College - Promoting & Funding Junior Colleges - Proposal for the Scottish Government

Deputy First Minister

You asked for initial advice in response to the proposal we both received yesterday from Newlands Junior College (NJC) – yours under cover of an e mail from Jim McColl & mine from Kier Bloomer – about promoting and funding “junior colleges”. This follows your telephone conversation with Mr McColl on 3 March 2017 in which you indicated that if NJC is looking for funding support from SG, it would need to submit a formal proposal/business case for consideration.

## Background

The concept is to provide an alternative for students disengaged or alienated from mainstream education. It admits students at S3 stage for 2 years and provides vocational training in



collaboration with the City of Glasgow College. It has also established partnerships with other employers in the Glasgow area, such as the Arnold Clark Group.

NJC admitted its first students in November 2014 and at the time the Scottish Government provided a one-off grant of £500k towards start-up costs. In addition, Glasgow City Council has subscribed £100k/year towards running costs in return for the right to enrol up to 60 Glasgow students; other local authorities have paid on an ad-hoc basis to enrol small numbers of students. All other costs have been met by contributions from 21 private sector companies, the most significant from Mr McColl's own company, ClydeBlowers.

NJC estimate the current running cost of the college is in the order of £900k/year. However, NJC also state that the current funding arrangements will not ensure the continuation of the college to the end of its initial trial period of five years, nor provide a sustainable basis for it going forward.

The paper seeks the assurance of the Scottish Government to "establish a financial model that would allow the continuation of NJC and potentially provide a basis of the establishment of more junior colleges in the future.

## **Proposal**

NJC states that when operating at full capacity, the costs of education its students will be around £15k/year – this compares with an average cost (in 2013/14) of some £6.7k/year to provide education for a secondary pupil in Scotland. It proposes that Scottish Government and local government should each contribute £6.7k/year/pupil towards the £15k total, with the private sector contributing £1.5k.

NJC then estimates that on the basis of around 50 students in 2017/18, this would gross up to a Scottish Government contribution of £343k – this represents some 45% of the overall running cost for the school; with local government also contributing 45%, this would leave the private sector contributing 10%.

The proposal indicates that the Government contribution would ensure the financial viability of NJC during the financial year 2017/18 but says nothing about future years other than it wishes to establish a model that can be used to enable its longer-term sustainability and possible establishments of further junior colleges in the future.

## **Consideration**

Although Mr McColl's e mail to you indicates that "it would be really helpful if this [£343k] could be paid as early in April as possible", there are a number of issues and further due diligence around the proposal that needs to be considered before a decision can be reached.

1. [redacted]

2 If a grant payment is made to NJC, we would need to identify appropriate legal powers to enable us to do that - [redacted].

3 We need to establish with NJC precisely what they expecting from Scottish Government going forward. [redacted].

4 We need to establish with NJC whether they have secured the support from local authorities for their share [redacted]

5 We need to clarify with NJC what its governance arrangements will be going forward the model proposed is quite different from the current model.



6 There could be an element of double funding from the public sector – for example we are providing resources to local authorities for the purposes of education through the block grant; if that resource is then being used to fund students at NJC along with a similar SG contribution, that could be considered as double funding/additionally, which we would need to check.

7 DYW colleagues advise that there has been no evaluation of the benefits or added value that NJC brings to the sector in comparison to the other colleges.

8 [redacted]

## **Recommendation**

[redacted]

[redacted]

[redacted]

[redacted]

Empowering Schools Unit | People and Infrastructure | Learning Directorate | 2A South | Victoria Quay | EH6 6QQ [\[redacted\]@gov.scot](mailto:[redacted]@gov.scot) | 0131 244 [redacted] | [redacted]