

CREATING OPPORTUNITIES AND TACKLING INEQUALITIES SCRUTINY COMMITTEE	Agenda Item No. 5
12 NOVEMBER 2012	Public Report

Report of the Executive Director of Children's Services

Contact Officer(s) – John Holdich – Cabinet Member for Education, Skills and University
Jonathan Lewis, Assistant Director – Education and Resources
Contact Details – jonathan.lewis@peterborough.gov.uk / 01733 863912

PORTFOLIO PROGRESS REPORT - CABINET MEMBER FOR EDUCATION, SKILLS AND UNIVERSITY

1. PURPOSE

1.1 To provide Members with a progress report from the Children's Services Portfolio Holder.

2. RECOMMENDATIONS

2.1 Members are asked to scrutinise the progress made on the Cabinet Members' Portfolio by providing challenge where necessary and to suggest ideas and initiatives to support improvements in performance.

3. LINKS TO THE SUSTAINABLE COMMUNITY STRATEGY

3.1 Single Delivery Plan - Programme 1 – Creating jobs through growth and improved skills and education.

4. BACKGROUND

4.1 The key service areas included within the Cabinet Portfolio are as follows –

- Ofsted review of Children Educated other than at School
- School Place Planning and Early Years Provision
- English as an Additional Language within Peterborough
- Review of special education needs provision within the city
- Schools Funding Reform
- Skills Service
- City College
- Young People Not in Employment, Education or Training
- Recruitment and retention of teachers within schools

4.2 In addition, the committee has requested an update on the following areas -

- Update on Pupil Referral Service
- A strategy on recruitment and selection of school governors as part of the improving attainment

4.3 The pace of change within the Education division is significant and additional resources have been made available to support the Assistant Director – Education and Resources to drive forward change promptly.

5. KEY ISSUES

Ofsted Review of Children Educated other than at School

- 5.1 In the week commencing the 1st October, Ofsted undertook a thematic inspection exploring local authorities' practice relating to the provision of suitable full time education at school or otherwise than at school for those children and young people who may not for otherwise receive suitable education. These children and young people may include those who are ill and those who are excluded from school. The inspection is undertaken to advise the Department for Education on future policy in this area.
- 5.2 Their inspection in Peterborough involved a series of meetings with officers and key partners who provide services to these groups, headteachers and with parents / carers. They also visited Peterborough Pupil Referral Unit (across 3 sites).
- 5.3 Overall Peterborough received a positive response with verbal feedback being very encouraging. Further feedback will come at the end of the autumn. The inspectors commented on all of the work that had been done over the past 12 months and clearly felt we were making good progress in supporting the most vulnerable groups within the city. Further work was needed around listening to the child's voice and embedding new arrangements on access to services but actions were already in hand which have not yet impacted.
- 5.4 Within the PRU, the inspectors commented on the strengths of provision commenting "there is a real sense among pupils, parents and staff this school is making a difference". They identified a clear vision and values and a real sense of CAN DO optimism across the school to find and nurture individual pupil potential. Parents feel they are working alongside the school. There was evidence of good working relationships with schools – school partners speak very highly of the more integrated and flexible style of working that has developed over the last year.
- 5.5 Areas for development including the need for more support for the re-integration of excluded pupils back into mainstream settings. There was also a need for schools to be more accountable for developing an extended curriculum which can meet better meet different learning needs and styles.
- 5.6 The inspector team noted the pressures that a very fluid population presents in Peterborough especially around different cultures and the huge variety of languages spoken in the city.

School Place Planning and Early Year Provision

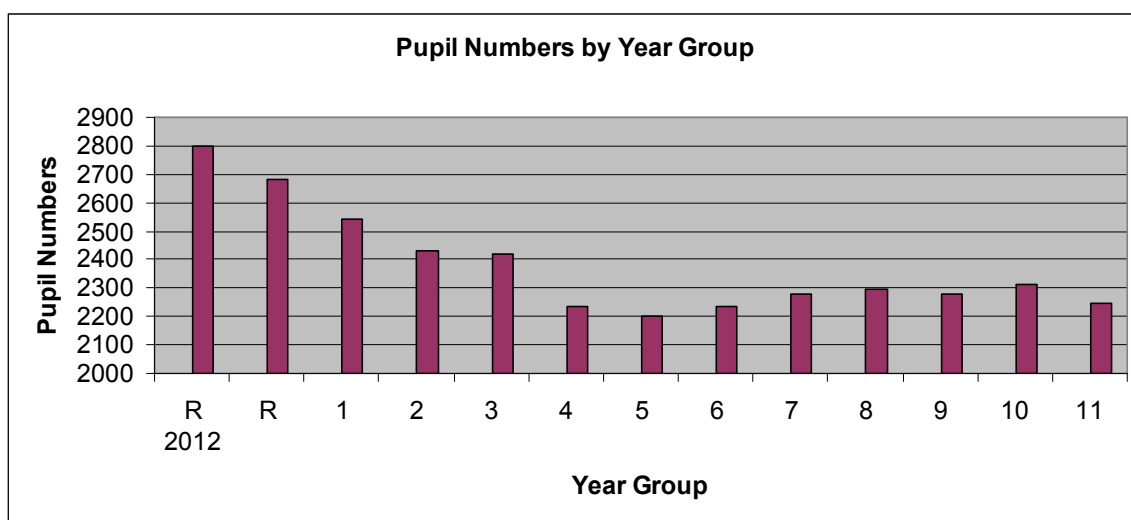
- 5.7 After a period of declining pupil numbers, the last 4 years have seen a significant increase in pupil numbers within the city. This can be attributed to a number of issues -
- Birth rates - Peterborough was recorded in 2011 as having the 6th highest fertility rates (live births per 1,000 women aged 15-44) in England and Wales. Its rate of 86.8 per 1000 places it above the England average of 65.7 and was only exceeded by Barking and Dagenham, Slough UA, Waltham Forest, Brent, Newham.
 - Migration – continues to have a significant impact but is more difficult to measure as we don't capture information of previous place of residence. However Peterborough exceeds all our statistical neighbours in terms of National Insurance number registrations for migrant workers and in terms of new GP registrations from those people living overseas. The number of languages spoken within the city continues to grow and now exceeds 100.
 - Economic growth / stability / employment – the buoyant local economy continues to retain workers whilst in other parts of the country, there has been significant return migration.
 - The quality of our schools continues to attract students from other local authorities. Peterborough is a net importer of children overall.

- 5.8 In terms of school place planning, we are trying to achieve the following -
- Local Places for Local Children – a child should be able to access their local neighbourhood schools
 - Parental Choice – parents can access schools outside of their catchment to meet the government agenda around choice.
 - Offer a range of different schools for all parts of the community including community school, foundation schools, trust school, faith schools and academies.

- 5.9 There are a number of limiting factors around meet these objectives –
- The availability of resources to support these objectives. Peterborough only received £2.6m in 2012-13 to support ‘basic needs’ around pupil numbers from the Department for Education last year.
 - The availability of land to create school places especially in certain areas of the city. We are now looking at more creative solutions to finding suitable accommodation.
 - The balance between short term pressures against longer term sustainability – empty schools are not successful and an inefficient use of public funding.

5.10 Since the 20th July, over 1,300 applications for school places (4.5% of current school population) have been received. 80% are new arrivals to the city. This growth from outside the city equates to 2 large primary schools or 1 secondary school. As a city, we are now below the 5% surplus threshold on all year groups in the city with significant pressures in Year 1 and Year 11.

5.11 The chart below shows the growth in numbers coming into the school system -



5.12 The chart shows the growth result from rising birth rates and how they are impacting upon primary schools. This growth will work its way through into secondary schools in the next few years. This was predicted and allowed for the opening of the City of Peterborough Academy.

5.13 The trend for increasing birth rates is shown in the early census information where cohorts are expected to rise again significantly –

	0 - 4	5 - 9	10 - 14
Number of Children	13,900	11,400	11,400
Average Cohort Size	3475	2850	2850
Change	22%		

5.14 This is a huge growth and is placing significant pressures on the school system in Peterborough. Significant investment has been made in recent years to keep pace with these increases. The September 2012 reception cohort increase was matched with building projects. We currently anticipate that we need around £117m in the next 9 years to keep pace with

demand creating in excess of 6,000 places – this will be reviewed in November when the more detailed census information is released.

- 5.15 In addition to school place planning for those children of statutory school age, Local authorities are required by legislation to make available sufficient free early education places offering 570 hours a year over no fewer than 38 weeks of the year (15 hours per week) for every eligible child in their area from their third birthday until they reach compulsory school age and to ensure that every place is provided free of charge. The provision should be of suitable quality and flexible in terms of meeting parents working hour requirements. The vast majority of early years provision is made by the Private, Voluntary and Independent providers (PVI).
- 5.16 Child population is predicted to rise in all areas of Peterborough over the next five years. Based on current levels of supply, this is expected to cause significant pressure on the childcare market for 0 to 4-year-olds in the Dogsthorpe, East, Hampton, Orton, Rural, Stanground and Voyager (Bretton North, Paston and Walton wards) sub-local authority areas.
- 5.17 From 2014, the government is proposing to extend free entitlement (15 hours) to 2 year olds. This support will be targeted at 40% of the children nationally with eligibility criteria focused on economic disadvantaged and those with SEN. In Peterborough this is expected to apply to 50% of children. This increased entitlement will place pressure on the Local Authorities to ensure sufficiency of placement. £100m has been made available nationally to support expanding provision. As information on future funding emerges, plans for dealing with the sufficiency shortfall will be developed alongside the PVI settings.

English as an Additional Language within Peterborough

- 5.18 As previously outlined, migration is placing a significant pressure upon schools within the city. The current profiles of pupils with English as an additional language (EAL) is shown in the tables below. Currently 11 primary schools have over 50% of their children classed as EAL.

5.19 Primary Phase – Pupils of Compulsory School Age

School Census	No. of pupils with EAL	All pupils	% of Pupils with EAL	Stat. Neighbour Average
January 2006	2,477	13,000	19.1%	12%
January 2007	2,850	12,960	22.0%	
January 2008	3,163	13,120	24.1%	
January 2009	3,493	13,080	26.7%	
January 2010	3,814	13,260	28.8%	
January 2011	4,132	13,450	30.7%	
January 2012	4,621	13,900	33.2%	17%

5.20 Secondary Phase – Pupils of Compulsory School Age

School Census	No. of pupils with EAL	All pupils	% of Pupils with EAL	Stat. Neighbour Average
January 2006	2,050	13,180	15.6%	9%
January 2007	2,310	13,170	17.5%	
January 2008	2,467	13,027	18.9%	
January 2009	2,715	13,210	20.6%	
January 2010	2,843	13,180	21.6%	
January 2011	2,968	13,462	22.0%	
January 2012	3,240	13,625	23.8%	14%

5.21 The impact on standards is shown in the table below –

Key Stage 2 - % of pupils achieving Level 4+ in both English and mathematics

	2007	2008	2009	2010	2011	Average
EAL Children	54%	57%	59%	58%	58%	57%
Non EAL Children	72%	73%	72%	70%	74%	72%
Difference	18%	16%	13%	12%	16%	15%

Key Stage 4 - % of pupils achieving 5+ A*-C including English and mathematics

	2007	2008	2009	2010	2011	Average
Peterborough	26%	27%	29%	32%	35%	30%
Non EAL Children	39%	39%	42%	48%	53%	45%
Difference	13%	12%	13%	16%	18%	15%

5.22 The council is engaging support from London authorities which have had a similar rise in their EAL cohorts. This work includes -

- Research into initial assessment centre for EAL
- Diagnostic of EAL patterns within City – specific groups that are underperforming to allow targeted work in future years.
- Central Beginners Course
- Supporting EAL in the classroom – TA EAL course
- Training for Governors
- Lead Staff Network
- Masters Level Course in EAL
- Opportunities for tailored courses for INSET training over 5 twilight sessions (pilot in 2 schools)
- Basic ESOL (English for Speakers of Other Languages) courses for parents to increase engagement in schools.

Review of special education needs provision within the city

5.23 In 2011, the Department for Education launched a green paper entitled 'Support and aspiration: A new approach to special educational needs and disability'. This has marked a significant change around special education needs (SEN) and how support is offered in schools. It is expected the proposals will come into operation in 2013 as part of a new SEN code of practice.

5.24 The provision for pupils with SEN is under review and a new SEN strategy will be developed and it will look at addressing a number of issues including the following –

- Peterborough has the third highest rate of statementing in the country and further work is required to support children within the need for undertaken statutory review processes and this draws vital support and expertise from providing support e.g. education psychologist
- Too much funding is being targeted at high needs children. This money is arguably better spent in early intervention services.
- We have a number of enhanced resource provision in schools supporting particular needs such as autism and behaviour. These need reviewing.
- We do not have specialist support / provision for primary aged children with severe behaviour difficulties
- Our special schools are full and their specialist provision needs to be reviewed in light of the changing needs across the city.
- Outcomes for children with SEN need to be improved.
- We are sending too many children to out of city placements – there may be better options to support them within the city.

- Ensure the LA is providing the best quality services for schools around SEN – be these provided in house or commissioned externally.

The new strategy is being developed and will be shared with this panel in January during the consultation phase. Significant work has already been undertaken with parents and schools to help shape this approach.

Schools Funding Reform

5.25 During the spring, the DfE have consulted Local Authorities on changes to the funding of schools. Historically, Local Authorities have set their own funding formulas to fund individual schools to recognise that schools within their area have different needs and hence require different levels of funding. This has been perceived by the DfE as being a complicated system and the DfE have introduced a standard funding formula across the country to try and make the funding systems more transparent. Schools will now receive funding on the following headings –

- Basic per pupil entitlement
- Deprivation – driven by FSM and socio-economic measures
- Looked After Children
- Low Cost, high incident special education needs – measured by failure to achieve certain standards levels
- English as an additional language – for first 3 years in school system
- Lump Sum – to cover fixed costs and premises
- Rates and PFI – funded at actual costs
- Pupil Mobility – recording starters and leavers.

5.26 The DfE have also changed responsibilities around retaining funding by local authorities, the operation of schools forum (group to decide funding for schools) and the funding of infant class sizes.

5.27 The Schools Forum is currently considering the new funding formula and has consulted with schools across the autumn. The new funding formula was submitted to the DfE at the end of October and it will lead to significant turbulence across individual schools in 2013/14 when it is introduced. There will be protection for schools that lose more than 1.5% of their budget from one year to the next.

Skills Service

5.28 Peterborough Skills Service is a pioneering brokerage scheme between employers and education centres. It facilitates the delivery of work-related activities such as mentoring, careers talks, classroom sessions and work experience placements for young people.

5.29 In the first year of operation, the skills service worked with 513 employers who provided work experience placements for 892 students from 23 schools/centres. These centres range from secondary schools to out of city secondary schools and include the Pupil Referral Unit and Clare Lodge.

City College

5.30 Peterborough City Council Children's Services provides adult and community learning provision through City College Peterborough. Under contract to the Skills Funding Agency, it provides accredited and non-accredited programmes in further education, learning for personal and social development, family literacy, language and numeracy, and wider family learning. Other government-funded contracts are held with the University for Industry, the Young People's Learning Agency and the National Apprenticeship Service to provide learn-direct courses, Foundation Learning programmes for learners aged 16-18 and apprenticeships.

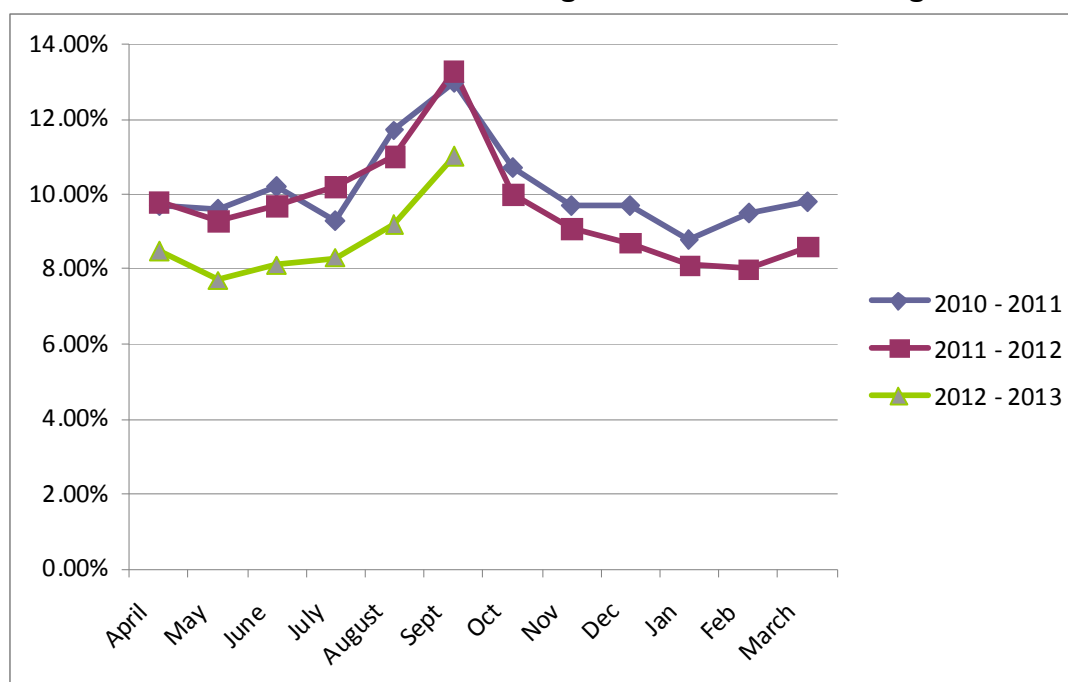
- 5.31 At its last inspection in October 2011, the college was graded good with some outstanding features.
- 5.32 Key areas of interest in the last 6 months include -
- Funding - All contracts achieved for 2011/12. Funding for 2012/13 has been secured and additional funding has since been awarded as we hold SFA status of an “over achieving provider”
 - Quality - Peer Review Group – City College is currently producing a Self Assessment Report which is validated via our self assessment process which is moderated amongst our peer review group (Peterborough, Suffolk, Norfolk, Essex, and Thurrock Local Authorities) and which also requires the approval of the Governing Board. The peer review development group referred to is an established partnership that aims to work collectively to improve quality across all their services. This group is held up as a national Best Practice model and is often asked to present at workshops across the country.
 - Key Initiatives –
 - Community Learning Trust (CLT) - City College has set up a Community Learning trust (CLT), non legal status, to support the Single Delivery Plan Programme 5, Empowering People and Creating Cohesive Communities. The college will supply the funding, be responsible for the public purse and quality, but the CLT made up of 10 representative organisation and groups from across the City, will define how the money is spent and what organisations will deliver the programmes. The organisation includes PCVS, Cohesion Board, the Neighbourhood Councils, a local employers and PREC.
 - Community Learning Innovation Fund (CLIF) The college has been successful in a tender to develop Community Culture boxes. These to be created by the community, for communities to use to understand and respect each other. Over 2600 tenders were received for this funding pot and we are one of only 112 organisations nationally to win this funding.
 - Neighbourhood Learning in Deprived Communities (NLDC) The college has again committed to funding to NLDC and are awarded 9 local charities circa £90,000 to fund leaning initiatives across the City
 - Flat One - The former nursery space at Brook Street is being converted into “Flat One” a living space of bedroom, bathroom, living room, kitchen/ diner, garden and classroom, that will be used to teach independent living skills to students from all walks of life including NEETS, LLDD students and older learners. This space is also going to support other local organisations for example Cross Keys. Behind this space we now have a chill out / sensory room for our students.

Young People Not in Employment, Education or Training (NEET)

- 5.33 The high level of young people who are NEET – not in employment, education or training – is one of the most serious social problems facing the country. For an individual, a period being NEET can lead to a lowering earnings long after they find employment. It also represents a significant drag on the economy through lost output, higher welfare payments and lower tax contributions. Yet there are important concerns that the NEET problem may worsen. Rapidly rising unemployment has reduced the number of entry-level jobs available for those leaving education.
- 5.34 The NEET performance for September 2012 is as follows:
- NEET - 11.3% = 435 young people (was 13.3% = 558 yp Sept 11)
 In learning - 48.4% (was 48.3% in Sept 11) Not known – 40.7% = 2828 young people (was 39.9% = 2809 yp Sept 12)

NEET performance is still 2% points below the performance for last year (see graph below).

16-18 academic age NEET in Peterborough



5.35 There has been a significant amount of projects under way to reduce these numbers –

- Young Peoples' Work Club
- Tracking and monitoring those young people who fall into NEET and giving them 1:1 support
- Working closely with the work based learning providers and to provide flexible starting dates on programmes to support the needs of young people.
- Running effective programme – Prince's Trust Team Programme, Moving Forward Programme with Mears and Cross Keys Homes
- Shifted the focus of youth work to include one to one support for NEET
- Strong working relationships with Enterprise for work experience programmes
- Red/Amber/Green ratings for all young people who are NEET and a tailored programme to meet their needs dependent on their rating.
- Weekly monitoring of young people who are NEET and intervening on a 1:1 basis where appropriate.
- Links with training providers – such as Amber Train – who move a number of young people into employment in the rail industry.

Information continues to be collected on a monthly basis and figures alter significantly at the end of the academic year but it is hoped the actions outlined above will continue the trend for reduced numbers of NEET's

Recruitment and retention of teachers in Peterborough

5.36 The National College for School Leadership has identified Peterborough as being a cold spot in the country for the recruitment of teachers and initial teacher training. The city has for several years had difficulties in recruitment and the authority and schools are currently considering developing a SCITT (School Centred Initial Teacher Training) centre. The key difference with a SCITT for teacher training is that rather than a teacher training course being set-up and run by a University, a SCITT course is set-up and is run by schools within a consortium. The consortium will be able to award qualified teacher status and potential work with an higher education partner to further develop other opportunities such as masters qualification and

middle / senior leadership development. The Peterborough schools and Local Authority see this development as part of a strategy of raising attainment for all children in the city. This brings significant benefit for an area such as Peterborough. Key benefits include –

- Raising aspirations for the population of Peterborough.
- Producing “home grown” Peterborough based ‘outstanding’ teachers to meet the challenge of raising standards of attainment across all schools.
- Trainees knowing the Peterborough context as part of their training.
- The dynamics of cross phase training will contribute to high quality provision specifically in addressing issues of SSP (Systematic Synthetic Phonics), literacy, SEND (Special Educational Needs and Disability), EAL (English as an Additional Language), transition and behaviour.
- Ability to fill Gaps in Secondary provision exist eg Secondary English Baccalaureate subjects.
- Targeting specific shortage of early years practitioners to meet the demand for the Foundation stage.
- Peterborough is experiencing a significant increase in population. The Local Authority estimate the number of Reception children will double within the next 4 years. This increase will therefore impact upon the future recruitment of Primary teachers and Secondary teachers.
- A specific population characteristic of Peterborough is the significant increase in migrants in the last 10 years and this is expected to continue over the next 10 years. Therefore we need to develop teachers who can meet the challenges and aspirations of these students.

5.37 A provisional bid to set up a SCITT has been agreed and further work is underway to develop this proposal for full agreement. It is hoped recruitment of students can take place from 2014.

Pupil Referral Service (PRS)

5.38 Children’s Services are committed to raising standards for all pupils but especially those from vulnerable learners groups who have experienced substantial life challenges resulting in their inability to engage with mainstream education. The Pupil Referral Service has 6 core functions/features -

1. Provision of full time education for children and young people aged 5-16 years, who live within the City of Peterborough and who have been permanently excluded from school, or are at risk of permanent exclusion, or for some other reason are unable to access mainstream provision
2. Primary Outreach Behaviour Support which includes work in schools and the provision of part-time sessions within the Primary Unit with the aim of preventing exclusion
3. Provision of dual registered placements as part of an intervention package with the home school, with the aim of preventing exclusion
4. Provision of home tuition on medical grounds both in the home and on the hospital ward
5. Undertake the Local Authority’s statutory role, functions and duties surrounding permanent exclusions and Fair Access
6. Providing a review / safeguarding function around elective home education placements.

5.39 The Pupil Referral Service currently supports 201 pupils and operates across 3 sites which are split into Key Stage 1 and 2 (St Georges), Key Stage 3 (Fletton) and Key Stage 4 (Honeyhill). A new head of the PRU was appointed in September 2011 and it came under the remit of the Assistant Director – Education and Resources. A management committee oversees the operation of the PRS and is chaired by the Assistant Director – Education and Resources but include membership from schools, health, community parents and local members.

5.40 In September 2011, Ofsted graded the provision as satisfactory with good features and since this time the service has been working hard to meet the shortcomings of this report and provide a high quality services for vulnerable pupils across the city. A restructure has been completed

in May and a new delivery structure will be in place for September. Positive feedback has been received from schools on progress.

- 5.41 In terms of outcomes, 45 pupils in year 11 sat examinations in the summer 2012. 89% achieved an English and Maths qualification. This is an increase on 53% in 2011. 69% achieved English, Maths, IT, Sport and a Work skills qualification such as catering, construction or motor vehicles. Only 30% achieved this last year level last year.

Recruitment and selection of school governors as part of the improving attainment

- 5.42 A Governing bodies have 3 core functions –
- Setting strategic direction - delegating operational matters to the Head, engaging parents and other stakeholders and ensuring statutory duties are met
 - Managing school performance - holding the executive accountable for rising standards, using data to challenge as well as support and ensuring pupils are safe from harm
 - Ensuring financial probity. through rigorous audit and risk management with a strong focus on value for money and the efficient use of resources
- 5.43 Under the 2007 constitution regulations, governing bodies are constituted of individuals who represent groups who have a vested interest, or a stake, in the effective delivery of education and care in a school. The traditional groups represented are staff, community, parents and the Local Authority. Each group has a voice in how their schools operate.
- 5.44 Local Authority (LA) governors are appointed by the local authority that maintains the school. In Peterborough, the appointments have never been made to reflect any political make. Whilst some nominations do come from the local political parties, others are nominated by the governing body or the Local Authority. All such governors are primarily appointed with a view to their commitment to raise standards at the school concerned.
- 5.45 From September 2012, the new regulations give more freedom to governing bodies to decide their constitution and membership. It places a much greater emphasis on the skill set of the governing body rather than stakeholder representation. This requires authority governors to be appointed by the school governing body from nominations made by the local authority in accordance with eligibility criteria set by the governing body. The new regulations also allow for the appointment of only one local authority governor thereby substantially reducing the local authority representation on most governing bodies.
- 5.46 An authority governor does not represent the views of the local authority but is a representative of the local authority and the wider community. An authority governor therefore needs to become well informed about the various views on an issue such as the legislation and Peterborough's priorities.
- 5.47 The LA does not mandate its appointees with the role of providing the LA's views, governors are not personally accountable to a political party nor the LA no matter who nominated them. There is no obligation to advocate LA policies or to report back. However, it is expected that the LA will be made aware of certain situations such as:
- Any decision that profoundly impinges on LA priorities
 - Any decision affecting other local schools
 - Any concerns that the governing body, headteacher or Chair are not taking the appropriate action in the event of:
 - Addressing declining standards
 - Handling a Health and safety/safeguarding issue
 - Addressing staffing issues
 - Irregularities in finance
 - Taking illegal actions
- 5.48 The role of the governor services team is to ensure that high quality governors are appointed although this sits in the remit of individual schools to choose. Training and advice is given on

identifying where skill gaps exist (via audit tools) and how to source suitable candidates. The governor services team hold regular recruitment events where they target key employers in the city to encourage members of their staff groups to join governing bodies and bring expertise. The governor services team provides a wide range of training opportunities for governors to develop their skills and to ensure they can support, challenge and develop their school effectively.

6. IMPLICATIONS

- 6.1 It is anticipated that the Scrutiny Committee will comment on and make recommendations relating to the updates provided in this report in order that delivery potential is maximised for the benefit of children and families.

7. CONSULTATION

- 7.1 No consultation has taken place with regard to this report.

8. NEXT STEPS

- 8.1 Comments and recommendations made by Scrutiny Committee members will be considered as part of the ongoing development and delivery of children's services.

9. BACKGROUND DOCUMENTS

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

- 9.1 None

10. APPENDICES

- 10.1 None

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