



A documentary analysis of the most significant changes to have taken place in education policy since 2010, and of assessments of their impact

**Review for the Office of the Children’s Commissioner for England**

Prepared by:

Fergus Crow, Director of Partnerships and Programme Director for Education and Learning, National Children’s Bureau [fcrow@ncb.org.uk](mailto:fcrow@ncb.org.uk)

Lisa Payne, Independent Policy Consultant and NCB Policy Associate  
[l.payne858@btinternet.com](mailto:l.payne858@btinternet.com)

Registered Charity Number 258825.  
8 Wakley Street, London EC1V 7QE. Tel: 020 7843 6000

December 2013

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## **Introduction**

The aim of this review is to produce a comprehensive digest of the major policy changes related to education which have taken place in England since the general election in May 2010, and to summarise any assessments or evaluations that have been made of their impact. The digest of reforms focuses on policy proposals that have led to action - education initiatives that have been or are due to be implemented.

Following the previous government's approach to education policy within the overarching framework of the Every Child Matters (ECM) programme, a singular focus on education policy is one of the most notable aspects of the current government's recent education reforms.

In addition, cross-Government priorities have had an impact on education policy. These include: deficit reduction and the introduction of austerity measures; cuts to public spending, particularly in local government; the removal of the National Indicator set and rationalisation of accountability measures; the reduction in the volume and level of detail in official guidance; and the intention to devolve decision-making responsibilities to practitioners which, in the case of education policy, has at times appeared to be in conflict with some of the more centralising elements of the Government's reform programme including the expansion of academies and free schools and their particular relationship with central (rather than local) government administration.

### **1. General education policies and reforms**

The Coalition Government's overarching education policy was outlined in its 2010 white paper, *The Importance of Teaching* (DfE, 2010g), and this statement of intent has continued to provide the framework for nearly all of the major education reforms that have taken place since the 2010 general election. The same Secretary of State has been in post throughout.

The white paper priorities for reform of the education system in England were:

1. Workforce and Leadership - attract and retain more excellent teachers; ensure sufficient supply of high quality school leaders; give teachers and head teachers professional autonomy and responsibility to improve their own practice.
2. Improve behaviour and discipline, strengthen teachers' and head teachers' authority; improve the quality of alternative provision for pupils who are excluded.
3. Reform curriculum assessment and qualifications so that the content of education and the standards pupils achieve are among the best in the world and increase England's economic competitiveness.
4. Support a new schools system - expand the Academies Programme so that all schools can choose to benefit from academy-style freedoms; promote innovation by inviting providers to open free schools; give local authorities a strong strategic role.
5. Sharpen accountability mechanisms to set out clear expectations of schools, inform and influence parents' decisions and allow everyone

(including teachers, governors and the public) to benchmark schools' performance.

6. Support school improvement - give teachers and head teachers responsibility and freedom to drive improvements within individual classrooms and schools, and to lead system-wide change.
7. Move towards a more transparent and fair funding system for schools' revenue and capital costs.

In addition, the white paper referred to a separate green paper on special educational needs and disability that was published in 2011 (DfE, 2011g), with those reforms in the process of being implemented.

The DfE has also published a 'Need-to-Know' implementation timeline on major education reforms, differentiating between those that are mandatory and those that are optional. This information covers all state-funded schools including academies and free schools, as well as 16-19 providers.<sup>1</sup>

## **1.1 Data sources and further information**

### ***(DfE) Education and training statistics for the United Kingdom 2013***

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/255083/v01-2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/255083/v01-2013.pdf)

### ***(DfE) Schools, pupils and their characteristics, January 2013***

Annual publication. Includes numbers of pupils, and numbers and types of all schools

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/207670/Main\\_text- SFR21\\_2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/207670/Main_text- SFR21_2013.pdf)

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## **2. Methodology**

The review comprises an information digest of education reforms taken forward in England from May 2010 to 29 November 2013 inclusive. Where of direct relevance, these are supplemented by reference to policies and legal duties related to the reforms that have been reframed or are no longer in place since May 2010.

Coverage focuses on compulsory participation in education in the state-funded sector, meaning:

- Children and young people from reception age [4-5] up to and including 18
- Local authority maintained schools and pupil referral units
- Academies and free schools
- Sixth form and further education colleges
- University technical colleges and studio schools
- Work-based training/apprenticeships

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<sup>1</sup> <http://www.education.gov.uk/schools/toolsandinitiatives/cuttingburdens/b00216133/need-to-know-schools/mandatory>

Policy reforms not included are:

- Early education and childcare, unless of specific relevance to children in reception class
- Elective home education
- Independent schools
- Specific subject areas in the curriculum
- Teacher pay and conditions

A preliminary categorisation framework of the education policy areas reviewed was identified through an initial scan of over 1000 summaries of education policy, law and research listed in NCB's weekly *Policy and Parliamentary Digest (PPID)* from May 2010 to 29 November 2013.

PPID provides summaries of government press releases and policy announcements, consultation papers, government responses to public consultations, Select and Joint Committee reports, Ofsted frameworks and reports, legislative developments and parliamentary proceedings, statistical publications, and research/evaluation reports relating to children and young people.

To augment and enhance the PPID summary information, we undertook searches of:

- Relevant government websites including gov.uk, DfE, and BIS [which is now on gov.uk] as well as the websites for DfE executive agencies such as the National College for Teaching and Leadership
- Relevant parliamentary websites including the Education Select Committee, Business Innovation and Skills Committee, Joint Committee on Human Rights, and Public Accounts Committee
- For Acts and Explanatory Notes to Acts, the UK legislation website, legislation.gov.uk
- Relevant NDPB websites including Ofsted and Ofqual
- Think tank websites including ippr, Policy Exchange, Centre for Social Justice, and the Sutton Trust
- The NFER and NatCen websites
- NCB Information Service database
- The British Education Index (BEI)/ERIC bibliographic databases
- For specific news items, the education and further education site pages of the BBC, Guardian online, Times Educational Supplement and Times Higher Educational Supplement, and Telegraph
- Third sector organisations working on specific areas of education including Barnardo's, The Children's Society and the NSPCC

The bulk of the review is made up of the digest of summary pages which, when information is available, cover the following for each policy initiative:

- The name and date of the policy
- A description of its contents, intended outcomes, and agencies involved in implementation
- Its legal basis

- The current state of implementation (to Nov 2013)
  - The timeline for further implementation
  - Financial resources attached to the change
  - Details and outcome of any impact assessment or evaluation either commissioned or completed, with a summary of any completed evaluation
  - Details of publicly available data sources
  - References for further information on the policy (organisational and web-based)
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### **3. Schools, academies and free schools**

#### **3.1 Academies and free schools**

##### 3.1.1 Background

The Academies Programme started under the Labour Government in 2002, aiming to improve educational attainment in deprived areas by replacing existing schools that were poorly performing, or building new schools where more school places were required. The original objectives of the programme were to:

- Raise the educational achievement of their pupils
- Provide inclusive, mixed-ability schools, and
- Contribute to raising aspirations and standards in the local community

As at 31 August 2010, there were 203 academies. Overall, both the National Audit Office (NAO, 2010) and Ofsted (Ofsted, 2010) judged that the original Academies Programme was performing impressively against those policy aims. Total spending on the original Academies Programme (2002-2010) was around £3.2 billion – the majority of this was core funding that would have been spent on schools whether or not they were academies, but also included £288 million in start-up grants for new academies (NAO, 2010).

##### 3.1.2 Education reform

- Expansion of the academies programme and commencement of the free schools programme

In May 2010, the Government announced plans to extend the Academies Programme to allow all schools – including, for the first time, primary and special schools – to seek academy status. Unless they were in deficit, schools judged outstanding by Ofsted were to be fast-tracked through the application process. Other schools were to be considered on a case by case basis. However, through the Academies Act 2010 and Education Act 2011 [see details below], the Secretary of State gained additional powers enabling the DfE to accelerate the programme, first by requiring maintained schools that are ‘eligible for intervention’ to become academies or be closed; then by introducing a presumption that any new school will be an academy.

The Academies Programme has a growing number of strands. There are:

- Converter academies - existing schools which transfer to academy status, the majority of which were 'outstanding' or 'good' schools.
- Sponsored academies - set up to replace maintained schools that are underperforming. Their sponsors are responsible for establishing the academy trust, the governing body and the appointment of the head teacher. Outstanding schools and academies may themselves become sponsors. The Academies Commission (2013) differentiates between 'sponsored academies' and 'enforced sponsored academies' - the latter comprising underperforming maintained schools that the DfE required to convert to academy status.
- Studio schools - secondary academies that offer a mixed academic and vocational curriculum. Each is sponsored by local businesses and employers, and is designed to be small, with a maximum of 300 students normally aged 14-19, open year-round and operating on a 9-5 working day.
- University Technical Colleges - technical academies for 14-19 year olds. They specialise in subjects that require technical and modern equipment, for example, engineering, product design, health sciences, construction, and land and environmental services.
- Free Schools - new schools set up by parents, teachers, charities, universities, business, community or faith groups where there is parental demand.

### 3.1.3 Policy aims and intended outcomes

"The purpose of academies is to raise academic attainment for pupils. They do so by using their freedom from regulation to adopt innovative approaches to management, governance, teaching and the curriculum. . . . Academies are freer than other schools to focus their efforts on teaching and learning and push up attainment as a consequence." (DfE, 2010a)

In his May 2010 letter to outstanding schools (DfE, 2010h), the Education Secretary identified a set of 'academy freedoms', including:

- Freedom from local authority control<sup>2</sup>
- The ability to set their own pay and conditions for staff
- Freedom from having to follow the National Curriculum
- Greater control of their budget
- Greater opportunities for formal collaboration with other public and private organisations
- Freedom to change the length of terms and school days
- Freedom to spend the money the local authority currently spends on their behalf

### 3.1.4 Legal basis

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<sup>2</sup> The New Schools Network defines this as being held accountable through a contractual arrangement with the Government, and so 'free from the local authority'. (Local Schools Network, 2011)

Section 1 of the Academies Act 2010 gives the Secretary of State the power to 'make arrangements' with another person (the governing body in the case of a maintained school) to establish and run an academy. These arrangements take the form of an 'academy agreement' for schools converting to academy status, or 'arrangements for academy financial assistance' (grants) for free schools. When a maintained school is 'eligible for intervention' (ie, under special measures), s.4 gives the Secretary of State the power to require it to convert to an academy.

When considering conversion, governing bodies of existing schools (s.5) and those promoting a new Free School (s.10) are required to 'consult those persons whom they think appropriate' before entering into funding arrangements with the Secretary of State. This requirement does not specify who should be consulted, e.g. local parents or the local authority. When considering approving a new academy, the Secretary of State must take into account the impact on existing schools, further education and alternative education institutions in the area (s.9, as amended by s.60 of the Education Act 2011.)

From the date of conversion, the local authority ceases to maintain the school, and any school surplus transfers to the school (s.7). The Secretary of State has the power to make a 'property transfer scheme' (s.8) which allows a school to retain existing contracts for, for example, computers, cleaning or catering. There are number of technical arrangements in place concerning land transfers. Under s.12, academy proprietors will be treated as charities, but are regulated by central government rather than the Charity Commission. The Secretary of State must publish an annual report (s.11) detailing the academy arrangements entered into over the previous year as well as the performance of academies during the year.

With the exception of special schools, academies must provide:

- A broad and balanced curriculum
- Education for pupils who are wholly or mainly from the area
- For pupils of different abilities, and
- Special educational needs, school admissions and school exclusions obligations equivalent to those that apply to maintained schools

Under s.6, faith schools may retain their religious character upon conversion to academy status, and selective schools are able to keep their selective status upon conversion.

The Education Act 2011 introduced a number of changes to the academies legislation. Among these is the presumption that new schools set up by local authorities will be academies (s.37 and schedule 11, inserting s.6A into the Education and Inspections Act 2006). The local authority is responsible for providing the site for the new school and meeting all associated capital and pre-/post-opening costs.

Section 53 allows for the establishment of three different types of academies: mainstream academy schools, which can be primary or secondary, converter or sponsored; 16-19 academies which provide education including vocational, social, physical and recreational training; and alternative provision academies.

S.44 gives the Secretary of State the power to order the closure of maintained schools that are 'eligible for intervention'. In addition, under s.56 he has the power to intervene when a governing body of a maintained school does not consult on conversion to academy status. S.64 allows the schools adjudicator to deal with objections relating to an academy's admissions arrangements.

### 3.1.5 Implementation

All documents outlining the application and funding agreement processes, as well as safeguarding, land transfer and insurance requirements, are accessible via the [www.gov.uk](http://www.gov.uk) website. Applications for free schools are available through the DfE website, with information and advice provided by the New Schools Network, under contract to the DfE to provide this service. All free schools have a pre-registration inspection and are inspected within two years of opening.

Having initially prioritised 'outstanding' schools at the inception of the new Academies Programme, the DfE widened the criteria to include schools rated 'good with outstanding features' in November 2010 (as rated by Ofsted), and then schools that were 'performing well' in April 2011. 'Performing well' was a new category based on: the three previous years' exam results for the school; latest Ofsted inspection judgments; and the school's financial management. Those that the DfE decided did not meet these criteria could still convert but only as part of a chain or, in the case of those below the floor standard<sup>3</sup>, with a suitable sponsor. (NAO, 2012)

As at September 2013, there were:

- 3304 academies (consisting of 2446 converter academies and 858 sponsored academies. Of these, there were 1464 primary academies, 1736 secondary academies, 89 special academies, and 15 Pupil Referral Unit academies)
- 174 free schools
- 16 studio schools
- 17 University Technical Colleges

Schools can convert to academy status as Single Academy Trusts or as part of an academy chain. Schools that apply to be stand-alone converters are expected to commit to supporting another named school in raising its performance. (DfE, 2013c) However, the DfE does not monitor whether they follow through on this commitment. (NAO, 2012)

Chains include 'sponsored academy chains' where there is a lead sponsor for three or more academies; or converter academies opting to convert as part of a formal partnership or chain arrangement. (Hill et al, 2012) There are three forms of academy chains endorsed by the DfE:

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<sup>3</sup> In primary schools, 60% of pupils at the end of Key Stage 2 achieving level 4 or above in English and maths, and in secondary schools, 40% of pupils gaining five GCSEs A\*-C (including English and maths), a figure that will rise to 50% in 2015.

1. Multi-Academy Trusts (MATs): A single legal entity with two layers of governance: an overarching academy trust and a board of directors or governors. The Multi-Academy Trust has a master funding agreement with the Secretary of State and a supplementary funding agreement for each academy within it. The trust is responsible for the performance of all the academies within it. Examples include: the Collaborative Academies Trust sponsored by EdisonLearning; the Tollbar Family of Academies; and the Tri Borough Alternative Provision Trust.<sup>4</sup>
2. Umbrella trusts: This is a looser arrangement where a faith body or a group of schools sets up an overarching charitable trust, which establishes individual or multi-academy trusts to run the schools coming under the umbrella of the overarching trust. Each individual academy trust has a separate funding agreement with, and articles of association approved by, the Secretary of State. Examples include: the Aspire Academy Trust; and the Link Umbrella Trust [in development].<sup>5</sup>
3. Collaborative partnerships: Schools convert as Single Academy Trusts but agree to work together in areas where they see some mutual benefit. Each academy has a separate funding agreement with the Secretary of State, and its own governing body. Hill gives the example of 10 primary schools in the London borough of Bromley which came together through a joint procurement process when converting to academy status, which developed into an ongoing collaboration. (Hill, 2012, p18)

As at November 2012, there were 312 academy chains, and 39% of the 2456 academies that were open were in some sort of chain - meaning 61% were operating as 'singletons'. (Academies Commission, 2013)

Academy trusts are companies limited by guarantee as well as exempt charities, and are therefore subject to the duties and responsibilities of charitable trustees and company directors. Academy governors have wide discretion over their use of the academy's funds but are responsible for the proper stewardship of those funds and for ensuring economy, efficiency and effectiveness in their use. (DfE, 2013)

In terms of accountability, the system is complex. As outlined by the National Audit Office (2012):

- The DfE has overall responsibility for education and children's services, including the policy framework and oversight of the school system. It authorises and establishes new academies. Its Accounting Officer is accountable to Parliament for ensuring regularity, propriety and value for money in the work of the Department and its agencies, and in the system through which it funds academies.

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<sup>4</sup> <http://collaborativeacademiustrust.org/>  
<http://www.tollbaracademy.co.uk/tollbar-multi-academy-trust/>  
<http://www.tes.co.uk/employer/tri-borough-1065889/>

<sup>5</sup> <http://www.aspireacademytrust.org/index.php/en/frequently-asked-questions>  
<http://www.shawridgeprimary.org.uk/documents/ConsultationJuly2013-FINALBIGDOCUMENT.pdf>

- The Office of the Schools Commissioner (within the Department) monitors academies' academic performance, intervenes in failing academies and identifies potential sponsors.
- The Education Funding Agency (EFA, an executive agency of the Department) funds open academies, and monitors their finances and governance. The EFA's Accounting Officer is responsible for grants provided to academies, and requires assurance over how they spend these funds. The EFA is also responsible for handling complaints about open academies and free schools, and has published a document outlining the procedure for how they deal with complaints. (EFA, 2013c)
- Academy trusts are responsible for the performance of the academies they manage. Their accounting officers are accountable to Parliament and the DfE for the public funding they receive.
- Ofsted assesses the quality of education in all state-funded schools (including academies). All types of academies and free schools are subject to the Framework for School Inspection (Ofsted, 2013e) unless they are exempt because they were judged to be 'outstanding' overall at the most recent inspection, or the predecessor school of a converter academy achieved an 'outstanding' grade overall.
- Local authorities retain statutory responsibility for the overall adequacy and sufficiency of local education provision.

Following the high-profile failures of individual schools (Adams, 2013) such as the Al-Madinah free school in Derby and the Discovery new school in Crawley, and chains such as the Priory Federation chain in Lincoln - each investigated over financial mismanagement - it has been reported that the Secretary of State is considering creating a 'middle tier' of school regulators [see Local Authorities and Education].

In November 2013, the DfE published its framework for assessing value for money in the academies and free school programme (DfE, 2013d). The Department will look at three elements:

### *Inputs*

- How much has been spent on the programmes over time, additional to what would have been spent in their absence. This will include looking at the costs of administering the programmes, the transitional costs associated with start-up and implementation and any additional ongoing operating costs, as well as what the DfE has done to ensure costs of the programme are being minimised to secure efficiencies.

### *Outputs*

- How academies and free schools are using their increased freedoms; and the extent to which they are improving the quality of education as judged by Ofsted, particularly where existing schools in need of improvement have become academies.
- Over the longer term, how the nature and quality of education being delivered in academies and free schools is improving their attractiveness to parents and pupils and thereby increasing choice.

## Outcomes

- Raising attainment in the education system is the main measure of effectiveness. DfE will examine whether academies and free schools are improving their performance over time and in comparison with similar schools. It will also consider what impact they are having on reducing the extent of educational failure and closing attainment gaps, as well as the wider impact they are having on education standards across the schools system.
- Over the longer term, take into account the subsequent economic and social impacts that are expected to follow on from improving educational attainment.
- Assess the extent to which raising pre-16 attainment could impact on longer term post-16 education and labour market outcomes.
- Consider the implications of flow-through impacts such as reducing involvement in crime, improving health outcomes, increasing civic participation and other things.
- Comparing the totality of investment with the estimated economic benefits arising from improving education, to estimate the net present value of the reform programme.

<b>Timeline implementation</b>	<b>for</b>
26 May 2010	Academies Bill published Secretary of State writes to all schools inviting them to become academies
18 June 2010	Secretary of State outlines the process for setting up free schools
27 July 2010	Academies Bill receives Royal Assent
29 July 2010	Academies Act 2010 brought into force All primary, secondary and special schools become eligible to apply to become academies
17 Nov 2010	Government invites good schools with outstanding features to convert to academy status
Jan 2011	Government invites applications from outstanding special schools to convert to academy status
7 Sept 2011	The first 24 free schools, 1 university technical college and 3 studio schools open
1 Feb 2012	s.6A Education and Inspections Act 2006 (the academies/free school presumption) comes into force for all new schools except Pupil Referral Units (PRUs)
April 2012	Over 50% of secondary schools are or have applied to be academies
1 Sept 2012	s.6A Education and Inspections Act 2006 (the academies/free school presumption) comes into force for PRUs
8 Nov 2013	DfE announces it has intervened in 34 out of 912

	sponsored academies, 2 of which have received warning notices
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### 3.1.6 Financial resources

Since the beginning of the programme, the DfE has said it aims to provide each academy or free school with the equivalent core funding it would receive as a maintained school in the same local authority area. This means that the EFA tries to replicate the relevant local authority calculation, called the General Annual Grant (GAG), and pays it directly to academies. It then tries to recoup it from the local authority in order to avoid double-funding. In addition, academies receive a Local Authority Central Spend Equivalent Grant (LACSEG) to purchase services that would have been provided by the local authority. From 2011-12, a proportion of the funding that would have been provided by the Department for Communities and Local Government (DCLG) was transferred to the DfE for redistribution to academies. (NAO, 2012)

The items that remain the responsibility of the local authority are: home to school transport; educational psychology, SEN statementing and assessment; the monitoring of SEN provision and parent partnerships; the sanctioning of or prosecution of parents who fail to ensure their children attend school; additional SEN resources for pupils with rare conditions; and the provision of PRUs or education otherwise for a pupil who is no longer registered at an academy.

- *Academies:*

The Impact Assessment published alongside the Academies Bill (DfE, 2010b) estimated that each academy conversion would cost an average £66,000 excluding VAT, or a total of £17 million per year over a four-year period. That estimate was based on 200 schools converting a year, with an additional 200 free schools being set up each year - a total of £462 million over four years. Instead, while 195 schools converted in year one (2010-11), 1103 converted in year two (2011-12).

When the numbers rose exponentially, the rising costs associated with academy conversion and the opening of new free schools became subject to criticism. The DfE established an Academies Funding Policy Unit in July 2011 (NAO, 2012).

As noted by the National Audit Office (NAO, 2012), by mid-2011 the DfE was forecasting a £500 million overspend on the Programme for 2011-12. It was unable to find sufficient funds from within the schools settlement, so drew an additional £105 million from a separate contingency fund. An additional £160 million was redirected from previously allocated discretionary budgets, the largest element of which was £95 million that had been allocated to school improvement.

DfE figures show that, in 2011-12:

- Per pupil income was £6340 for secondary academies with KS4, compared with £5620 for maintained secondary schools with KS4.
- Per pupil income was £5301 for secondary academies without KS4, compared with £4642 for maintained secondary schools without KS4.

- Per pupil income for special academies was £23,000, compared with £22,120 for maintained special schools.
- Per pupil income was £4713 for primary academies, compared with £4294 for maintained primary schools. (DfE, 2013m)

The per pupil amounts for both income and expenditure in the academy and maintained sectors, however, are drawing closer when compared to the figures for the previous year.

DfE spending plans for 2012-13 included a notional figure for academies which assumed no change in the annual cost for the next three years. Any funding increases required will have to come from savings within the Academies Programme, or transfers from elsewhere in the DfE's budget.

- *Free schools:*

On 18 June 2010, the Education Secretary announced £50 million funding from the Harnessing Technology Grant would be reallocated to create a Standards and Diversity fund, and this would be used to provide the capital for free schools up to 31 March 2011. In 2011 and 2012, a total of almost £60 million was spent on set-up and operating costs for 72 free schools. (Burns, 2013)

The DfE began to publish information on free school funding in June 2013, following a Freedom of Information ruling. There are three components: capital funding and, for those free schools which opened in 2011 and 2012, pre-opening expenditure, as well as, for those which opened from September 2012, post-opening expenditure.

For those opening in 2011 and 2012, pre-opening expenditure was delivered through two grants: one for lead-in costs such as recruitment, marketing, administration, and salaries, and the other for project management. Free schools which opened in September 2012 received post-opening funding in addition to their per pupil funding. Post-opening funding is designed to enable schools to cover essential initial costs, such as buying books and equipment, and other costs such as the full cost of a head teacher and other senior staff.<sup>6</sup>

In a more recent report on free schools, the National Audit Office (2013b) estimates that the cost of the free school programme to March 2014 is £1.1 billion, including £0.7 billion capital expenditure. The average unit cost of premises is more than double the DfE's original planning assumption, though the NAO notes that free schools' core day-to-day funding is provided on a broadly equivalent basis to other types of school.

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<sup>6</sup> The spreadsheets detailing expenditure in each of these areas are available via the DfE website.

Capital funding

<http://education.gov.uk/aboutdfe/departmentalinformation/transparency/b00222175/open/capital-expenditure>

Pre-opening expenditure

<http://education.gov.uk/aboutdfe/departmentalinformation/transparency/b00222175/open/pre-opening-expenditure>

Post-opening expenditure

<http://education.gov.uk/aboutdfe/departmentalinformation/transparency/b00222175/open/post-opening-expenditure>

The National College for School Leadership (now the National College of Teaching and Leadership) published a survey-based review of free schools (Dunford et al, 2013), drawing out lessons relating to process and emphasising the challenges that promoters and principals were having to face, including:

- The length of time negotiations with the DfE was taking
- Particular challenges for principals who have not previously been head teachers, or for those leading new schools that are not part of chains or groups - the proportion of principals of new schools opening in 2012 with no previous headship experience was significantly higher than the proportion for schools that opened in 2011
- Pupil recruitment, particularly when there were no premises to show to parents, where the normal process of school admissions had already taken place, or where other local schools were strongly opposed to the creation of the new school
- Being a small school, adding pressures on staff who were having to wear several hats and be prepared to turn their hand to anything
- Transferring from being a promoter to a governor of the new school - noting an acute need for training for governors
- Difficult relationships with other schools; variable relations with local authorities; and isolation from local networks

Leaders of the new schools were accessing professional and leadership development through four routes: coaches and mentors; buying into programmes from the National College; working with leaders of other schools; and networking with leaders of other new schools. (Dunford et al, 2013)

### 3.1.7 Assessment of impact

“The changes that have taken place have resulted in the school-based education system in England changing radically from a national system, local administered via democratically elected local education authorities, to a centrally controlled system with the Secretary of State having legally binding contractual arrangements with an increasing number of private education providers. (West and Bailey, 2013, p138)

In the two years from April 2010 to March 2012, the DfE spent £8.3 billion on academies - £1 billion of which was not originally budgeted for this purpose. “It needs to ensure that accountabilities, roles and responsibilities are clear, and that it has robust mechanisms for identifying and tackling academies of financial failures in academies. Furthermore, the DfE has yet to establish effective school-level financial accountability for academies operating within chains.” (Public Accounts Committee, 2013c) Other areas of concern highlighted by the Committee include the failure to recover funds from local authorities, the cost of academy insurance, and the need to ensure the sustainability of local authority services such as SEN support. “. . . the Department could not clearly demonstrate that academies are funded on a genuinely equivalent basis to other schools.” (para 8)

In its first annual report to Parliament on the Academies Programme, the DfE (2013c) reported higher levels of pupils with some kind of special educational need or eligibility for Free School Meals (FSM) in sponsored secondary

academies than maintained secondary schools. It also reported better results for both FSM and SEN pupils in sponsored academies. Sponsored academies had higher levels of minority ethnic pupils than the national average, with the biggest difference seen in the proportion of black pupils, and their results improved faster than in maintained secondary schools. The DfE was unable to provide comparable data on converter academies.

There are a handful of evaluations published, some of which express strong views either for or against the expanded academy programme. Many explore the process issues attached to converting to academy status, and there is only limited information as yet regarding attainment levels, pupil intake, and issues round admissions and exclusions.

Overall, the findings are:

- Academisation alone does not guarantee improvement - the academies that have seen the greatest success have used their academy status to strengthen their approach to school improvement. (Academies Commission, 2013)
- Despite the Government's expectation that converter academies would play a key role in supporting or sponsoring other schools, relatively few have taken on that role. (Academies Commission, 2013)
- As the programme develops, more school-led academy chains are emerging. (Hill et al, 2012; Academies Commission, 2013)
- Additional funding was reported as the prime motivator for the majority of schools converting to academy status, although educational autonomy and financial autonomy also scored highly. (Bassett et al, 2012)
- One survey, however, found that primary schools planning conversion reported that curricular freedom was the main benefit, followed by more money, and autonomy from the local authority. (BMG research, 2012)
- In another survey, more than 80% of head teachers of academies complained about a lack of clarity over funding, and more than half said they needed additional financial management support since becoming an academy. (Ipsos MORI, 2012)
- Schools Network academy members expressed concerns about the competence of the relevant agencies [Young People's Learning Agency - now the Education Funding Agency - and the DfE] in processing academy conversions. (Bassett, 2012)
- Academies found the 'overlapping legal requirements of charities law, companies law and education law' to be a source of uncertainty. (Bassett, 2012)
- Some governors of academies had insufficient understanding about their responsibility as company directors or for school improvement, and were not representative of the local community. (Academies Commission, 2013)
- There was a lack of clarity regarding the selection of or checks on potential sponsors by central government. The Academies Commission expressed concern that so little information about, for example, the criteria for selection, is available to the public. (Academies Commission, 2013)

- There was doubt as to the meaningfulness of present consultation processes when a proposal for an academy is being made. (Academies Commission, 2013)
- Many academies complained about the continuing regulation applied to them. (Bassett, 2012)

#### Admissions:

- The admissions policies of the first wave of free schools in 2011 did not reflect the local demographic profile, with only 9.4% of their pupils eligible for FSM compared with the national average of 16.7%. These free schools also tended to have low proportions of pupils with SEN. (Gooch, 2011)
- Respondents reported confusion over whether an academy could refuse to admit a pupil named in a statement since the academy can appeal to the Secretary of State to make a (different) determination. (Bassett, 2012)
- The majority of academies had no plans to alter the school day or year, nor to change their admissions policy. (Bassett, 2012)

#### Attainment:

- In 2011 and 2012 academy schools attained, on average, higher attainment outcomes and made more progress between Key Stage (KS) 2 and KS4 than non-academy schools. (Rutt and Styles, 2013)
- In analysing school-level GCSE data since 2007, no significant improvement was seen in the rate of improvement of GCSE results for academy schools over and above the rate of improvement in all schools. An association was seen in the 2011 GCSE results, but this disappeared in 2012. (Rutt and Styles, 2013)
- Any of the associations described above between academy status and GCSE attainment may not be due to academy status *per se* but could be due to other features of academies, for example, the quality of teaching or the effectiveness of school leadership. (Rutt and Styles, 2013)
- DfE research claims that GCSE results in 2011 for pupils in sponsored academies were broadly the same as in a group of similar (statistically matched) schools, and that this was the case for FSM and non-FSM pupils and also for pupils with and without SEN. In 2012, they found that results in sponsored academies were 1.2% higher (at 49.7%) than for pupils in similar schools. (DfE, 2012d; DfE, 2013g)

#### Behaviour and discipline / exclusions:

- There were breakdowns of local behaviour and attendance partnerships, with some academies reportedly refusing to cooperate with other local schools in relation to hard-to-place and excluded pupils, despite the legal requirements in place. (Academies Commission, 2013)
- There was evidence of significantly higher rates of exclusion within academies than in local authority maintained schools. In addition, the Academies Commission received evidence of cases of 'unofficial' or 'informal' exclusions within academies. (Academies Commission, 2013)

#### Curriculum:

- One-third of academies had made changes to their curriculum since becoming an academy, and another third planned to do so. The most common change was to stop providing ICT or design technology at KS4, and begin providing classes in computing and languages. 39% of academies believed that the National Curriculum already allowed them sufficient freedom. (Bassett, 2012)

In its report on the first two years of free schools, the National Audit Office (2013b) found:

- In total, the projected capacity of the existing free schools is nearly 82,000 places. The DfE anticipates an additional 62,000 places when a further 116 approved schools are open and full. Over a third of schools opened so far are in London.
- Around 70% of estimated primary and secondary places from open or approved free schools are in districts forecasting some need for places. Free schools already open are expected to provide an estimated 27,000 primary places in districts forecasting high or severe need but only 19% of secondary places in free schools are in such areas. The estimated total capital costs for free schools opened in districts with no forecast need for extra school places are at least £241 million out of a projected total of £950 million for mainstream schools. The DfE has received no applications to open primary free schools in half of all districts with high or severe forecast need.
- The DfE has been improving its selection and pre-opening processes. However, important information relating to sites, parental demand and key staff remains limited during the selection process. Fifteen approved projects have been cancelled or withdrawn, mainly because of problems with sites or concerns over proposers' capacity.
- The DfE's selection decisions have focused on individual schools more than on maximising the wider benefits of the Programme compared with costs. Cost has not been fully integrated into decisions about which applications to approve, primarily because cost information is constrained by uncertainty over sites. The Department faces a rising capital cost trend.
- By the end of October 2013, 25 free schools had been inspected by Ofsted, with 18 assessed as 'good' or 'outstanding', and two rated as 'inadequate'.
- Overall, free schools have opened with three-quarters of planned admissions in their first year, but there have been significant variations between years and between schools in each year.
- The DfE does not routinely capture data on the schools' use of freedoms or the pattern of local demand. It has yet to fully consider which factors have most impact on free school performance, for example, occupancy trends or the departure of head teachers. It has also yet to determine a full set of indicators to assess the impact of open free schools on other education provision in an area, or value for money.

### 3.1.8 Forthcoming assessment of impacts

On 6 November 2013, the Education Select Committee<sup>7</sup> announced an inquiry into the Academies Programme, with submissions invited addressing the following areas of interest:

- The effectiveness of academisation in narrowing the gap for disadvantaged children, and what further steps should be taken within the academies system to bring about a transformational impact on student outcomes
- The process for approving, compelling and establishing academies and free schools, including working with sponsors
- The role of the Secretary of State in intervening in and supporting failing academies, and how this role will work as the programme expands
- The functions and responsibilities in relation to academies and free schools of local authorities and other organisations operating between the Secretary of State and individual schools; what these functions and responsibilities should be; and what gaps there are in support for schools at this level
- What role academy chains play or should play in the new school landscape; how accountable they are; and what issues they raise with regard to governance arrangements
- The appropriateness of academy status for primary schools, what special factors apply and what evidence there is that academy status can bring value for money, either for individual primary schools or for the system as a whole
- What alternatives to sponsored academy status should be offered to failing primary schools

As a follow-up to the GCSE analysis undertaken by Rutt and Styles, the National Foundation for Educational Research (NFER) plans to carry out another evaluation of the 2013 and 2014 GCSE results, which will also examine the results for sponsored and convertor academies.

### 3.1.9 Data sources and further information

#### ***(DfE) Academies annual report to Parliament and supplementary volumes 2011/12***

Annual publication

<http://media.education.gov.uk/assets/files/pdf/a/academies%20annual%20report%20201011.pdf>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/206529/DFE-RR288.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/206529/DFE-RR288.pdf)

#### ***(DfE) Income and Expenditure in Academies 2011/12***

Annual publication

<http://www.education.gov.uk/schools/performance/download/SFR24-2013.pdf>

#### ***(DfE) Schools, pupils and their characteristics, January 2013***

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<sup>7</sup> Further details can be found at <http://www.parliament.uk/business/committees/committees-a-z/commons-select/education-committee/news/academies-and-free-schools/>

Annual publication. Includes numbers of pupils, and numbers and types of all schools

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/207670/Main\\_text-SFR21\\_2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/207670/Main_text-SFR21_2013.pdf)

<b>Organisations and websites</b>	
Academy conversion process	<a href="https://www.gov.uk/government/collections/academy-conversion-process">https://www.gov.uk/government/collections/academy-conversion-process</a>
Free school application process	<a href="http://www.education.gov.uk/schools/leadership/typesofschools/freeschools/b00222064/apply">http://www.education.gov.uk/schools/leadership/typesofschools/freeschools/b00222064/apply</a>
Independent Academies Association (IAA). <i>A membership body</i>	<a href="http://www.iaa.uk.net/">http://www.iaa.uk.net/</a>
New Schools Network <i>Provides advice to those interested in setting up free schools.</i>	<a href="http://www.newschoolsnetwork.org/">http://www.newschoolsnetwork.org/</a>
SSAT – the Schools Network Ltd. <i>A network of heads and teachers</i>	<a href="http://www.ssatuk.co.uk/">http://www.ssatuk.co.uk/</a>
Studio Schools Trust	<a href="http://www.studioschoolstrust.org/">http://www.studioschoolstrust.org/</a>
University Technical Colleges	<a href="http://www.utcolleges.org/">http://www.utcolleges.org/</a>

### **3.2 Alternative provision/Pupil Referral Units (PRUs)**

#### 3.2.1 Background

Alternative provision can be run by private companies, the voluntary sector and public sector organisations, as well as by colleges, independent schools and Pupil Referral Units (PRUs), which are themselves a form of alternative provision. PRUs are maintained by a local authority and are specifically organised to provide education for children who are excluded, sick, or otherwise unable to attend a mainstream or special maintained school. Schools can use alternative provision to try to prevent exclusions, or to re-engage students in their education. Schools and pupil referral units can use alternative provision for individuals or for groups, on a short- or long-term basis, and from half-a-day a week to full time. (Ofsted, 2011a)

#### 3.2.2 Education reforms

- PRUs able to become academies, and applications for PRU free schools encouraged (see Academies and Free Schools)
- Delegated budgets for state-funded schools to purchase a place for a pupil in alternative provision, including a PRU
- PRU management committees given delegated budgets and control of staffing
- Trainee teachers allowed to do some of their training in PRUs

#### 3.2.3 Policy aims and intended outcomes

To increase the autonomy, accountability and diversity of alternative provision by giving PRUs the same self-governing powers as community schools

To open up the alternative provision market to new providers and diversify existing provision by allowing PRUs to become academies or free schools

Teacher training in Pupil Referral Units will help new teachers to develop key skills in managing disruptive behaviour

### 3.2.4 Legal basis

The Education Act 2011 made a number of changes to enhance PRU autonomy. Section 53 allows for the establishment of alternative provision academies. Section 45 includes pupil referral units within the definition of 'maintained school' to ensure that each PRU in England receives a budget from the local authority that maintains it. In relation to governance, s.45(3)(aa) provides that references to a governing body in relation to PRUs are to be read as references to the local authority; and s.45(3)(ab) ensures that references to governors in relation to PRUs are to be read as references to members of the management committee.

The Pupil Referral Units (Miscellaneous Amendments) (England) Regulations 2012 changed the membership of the management committee, to ensure that the requisite category of 'community members' includes representatives of schools rather than local authorities. The rationale given is that schools can help drive improvement in the PRU - part of the Government's wider school-led improvement programme. The regulations also reintroduce the s.10 Children Act 2004 duty on PRUs to cooperate with their local authority to improve the well-being of children in that authority's area.

In September 2012, the Government announced its intention of commencing s.155 of the Education and Skills Act 2008, which would mean that the criminal offence for parents who fail to secure their children's regular attendance at school will be extended to include failure to attend alternative provision. Parents will be legally responsible for ensuring that their children of compulsory school age attend the alternative provision arranged for them.

The DfE issued statutory guidance in 2013, which [unless specified otherwise] covers all state-funded schools and makes it clear that any local authority consideration of a new PRU must invite proposals for the establishment of a PR academy (DfE, 2013e). The guidance states that all alternative provision should aim to achieve:

- Good academic attainment on par with mainstream schools – particularly in English, maths and science (including IT) – with appropriate accreditation and qualifications;
- That the specific personal, social and academic needs of pupils are properly identified and met in order to help them to overcome any barriers to attainment;
- Improved pupil motivation and self-confidence, attendance and engagement with education; and

- Clearly defined objectives, including the next steps following the placement such as reintegration into mainstream education, further education, training or employment.

### 3.2.5 Financial resources

Ofsted’s review (Ofsted, 2011a) suggests an alternative provider charges between £20 and £123 a day, with the average cost of a place being £50 - or £9500 for a full time place per year. The actual cost of places at PRUs is between £12,000 and £18,000 per year. (Taylor, 2012a)

From 1 April 2013, the PRU budget has been delegated to the head teacher. From the same date, in line with changes to 2013/14 school finance (see Funding), PRUs receive base funding of £8000 per place, to be topped up by funding from the commissioning local authority or school for each pupil admitted to the PRU. Comparing the Ofsted cost estimates with the allocated budget suggests that funding per placement will be insufficient, and that local authorities and schools would be expected to make up the deficit from their existing budgets.

### 3.2.6 Implementation

From 3 September 2012, the criminal offence for parents who fail to secure their children’s regular attendance at school was extended to include failure to attend at alternative provision. Parents are legally responsible for ensuring that their children of compulsory school age attend the alternative provision arranged for them.

From January 2013, PRUs and alternative provision academies have been inspected under the new Ofsted inspection framework. This makes it clear that pupils in PRUs and alternative provision academies and free schools are expected to make similar academic progress as their mainstream peers.

From 1 April 2013, primary responsibility for all decisions about the recruitment and management of staff (including appointing, appraising, suspending or dismissing members of staff) sits with the management committee of a PRU, rather than the local authority. However, the local authority remains the employer of staff in pupil referral units and will continue to be responsible for agreeing pay and conditions.

<b>Timeline implementation</b>	<b>for</b>
September 2012	Presumption that any new local authority PRU will be an academy comes into force
September 2012	Section 155 of the Education and Skills Act 2008 [failure to secure a pupil’s attendance] comes into force
January 2013	Removal of the requirement to review a placement every 30 days comes into force
April 2013	Delegated budgets to PRUs and responsibility for

	staff recruitment comes into force
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### 3.2.7 Assessment of impact

The majority of the reforms taken forward are based on the Ofsted report (2011a) and an overview commissioned by the Secretary of State from Charlie Taylor (2012a), the Government’s Expert Adviser on behaviour.

(For evaluation of exclusion pilots, see under Exclusions.)

### 3.2.8 Data sources and further information

#### ***(DfE) Schools, pupils and their characteristics, January 2013***

Annual publication. Includes numbers of pupils, and numbers and types of all schools

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/207670/Main\\_text-SFR21\\_2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/207670/Main_text-SFR21_2013.pdf)

#### ***(DfE) Permanent and fixed period exclusions from schools and exclusion appeals in England, 2011/12***

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/224893/SFR29-2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/224893/SFR29-2013.pdf)

<b>Organisations and websites</b>	
Advisory Centre for Education (ACE) <i>Adviceline for parents and staff training</i>	<a href="http://www.ace-ed.org.uk/">http://www.ace-ed.org.uk/</a>
Barnardo’s <i>Runs alternative provision services for young people excluded or at risk of exclusion from school</i>	<a href="http://www.barnardos.org.uk/what_we_do/our_projects/education.htm">http://www.barnardos.org.uk/what_we_do/our_projects/education.htm</a>
Coram Children’s Legal Centre <i>Legal advice for the public</i>	<a href="http://www.childrenslegalcentre.com/">http://www.childrenslegalcentre.com/</a>

## **3.3 Funding**

### 3.3.1 Education reform

- Over time, move to a simpler national funding formula for schools
- Secure better value for money from capital expenditure

### 3.3.2 Policy aims and intended outcomes

To protect the schools budget during a time when spending efficiencies must be made and deficit reduction is an urgent national priority

To make the school funding system more transparent, fairer and progressive

To allocate capital funds in a more cost effective way, targeting where there is most need

### 3.3.3 Legal basis

Since 2003, each local authority has been required to establish a schools forum (s.43 Education Act 2002), which advises it on the operation of the local Schools Budget. The forum has limited powers to make decisions about central expenditure by the local authority from the schools budget. (Featherstone et al, 2012) The Schools Forums (England) Regulations 2012 set out the required membership for Forums.

### 3.3.4 Financial resources

Total spending allocations for schools were announced in the 2010 Spending Review (DfE, 2010d) which laid out the schools budget and capital budget for the duration of the Spending Review period up to 2014-15.

<b>£ Billions</b>					
	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>
<b>Resource DEL</b>	50.8	51.2	52.1	52.9	53.9
<b>Capital DEL</b>	7.6	4.9	4.2	3.3	3.4
<b>Total DEL</b>	58.4	56.1	56.3	56.2	57.2

DEL = Departmental expenditure limit  
Table from DfE Spending Review (2010)

Per pupil funding allocations are announced to local authorities each year by the Secretary of State as part of the school revenue funding settlements.<sup>8</sup> In 2013-14, the way in which the information was presented changed. The Schools Block national per pupil figures for each year of this Parliament were listed as:

- 2010/11 - £4398.02
- 2011/12- £5082.54
- 2012/13 - £5082.54
- 2013/14 - £4550.54
- 2014/15 - £4550.54

Note: these figures do not include the Pupil Premium, high needs block funding, or the effect of the Minimum Funding Guarantee

In a statement to Parliament (HM Treasury, 2013b), the Chancellor announced that the DfE's overall budget would rise to £53 billion and that the schools budget would be protected. However, the Education Services Grant (ESG) which funds central services such as school improvement and behaviour support, will be cut by around £200 million in 2015-16.

### 3.3.5 Implementation

<sup>8</sup> DfE Schools Revenue funding pages  
<http://www.education.gov.uk/schools/adminandfinance/financialmanagement/schoolsrevenuefunding>

Since 2011-12, schools funding has been distributed to local authorities by the DfE through the Dedicated Schools Grant (DSG) - a grant that rationalised a system that formerly comprised a complex array of specific grants. Local authorities then distribute the majority of those funds to maintained schools using an agreed local formula. The local authority formula determines a local school's or academy's revenue budget, which determines how many teachers a school can employ, and what additional services it can afford to buy in. Academies and free schools receive what is meant to be an equivalent amount from central government. (see Academies and Free Schools for details)

As part of its intention to simplify the funding formula and move towards a national funding formula, the DfE published two consultations in 2011, and set in motion reforms over a series of phases, which are still being eased in. (DfE, 2011a; DfE, 2011b)

The 2013-15 reforms are intended to simplify the way that local authorities and the Education Funding Agency (EFA) currently funds schools and academies. Through these, the DfE aims to:

- Bring together funding for high needs pupils pre-16 and students post-16 – this will help support an integrated and coherent approach to planning educational provision for these pupils and students;
- Ensure that there is clarity, provided through the funding system and at the local level, as to what mainstream schools and mainstream further education providers are expected to provide for children and young people with SEN or learning difficulties and disabilities (LDD) from their own budgets. This will help make clear what mainstream schools and colleges will be expected to contribute towards support for these pupils and students from within their delegated budgets;
- Provide a base level of funding for specialist institutions on a place-led basis, so as to ensure equivalence between specialist and mainstream settings with the aim that young people receive the support and educational experience that is right for them and, where appropriate, to improve parental choice. The allocation of base funding will reflect local need and choice, thus ensuring that there is high-quality provision available; and
- Provide local authorities with an identified High Needs Block from which to commission provision and provide top-up funding to mainstream and specialist institutions. This will encourage better commissioning practice and accountability for pupils' and students' outcomes, thus contributing to improved provision and results for pupils and students. (DfE, 2013s)

Local authorities have been required to make changes to their local formulas, using a much reduced list of standard pupil characteristic factors. Those in place for 2013-14 are:

- a) A basic per-pupil entitlement – which allows a single unit for primary aged pupils and a single unit for each of KS3 and KS4 pupils
- b) A common measure of deprivation using only the Free School Meals (FSM) measure and/or Income Deprivation Affecting Children Index (IDACI)
- c) Looked after children
- d) Low cost, high incidence SEN

- e) English as an additional language for 3 years only after the pupil enters the school system
- f) A lump sum of up to £200,000
- g) Split sites
- h) Rates
- i) Private finance initiative (PFI) contracts
- j) For the five local authorities which have some but not all of their schools within the London fringe area, the DfE will allow flexibility to reflect the higher teacher cost in these schools
- k) Post-16 - while the core purpose of the DSG is not to fund post-16, many local authorities have used it for this purpose in the past. Where local authorities have used DSG for sixth forms in the past they will be allowed to honour this commitment in 2013-14 but no new commitments or increases in expenditure will be allowed
- l) Pupil mobility - local authorities will be able to apply a factor for pupil mobility that is based on the number of pupils entering schools at non-standard entry points

In 2013-14, local authority planned expenditure per pupil is £4350, and the DfE plans to spend £57.3 billion in total (excluding Annually Managed Expenditure). Of this, £4.0 billion is targeted for capital expenditure (spending on assets with a lasting value, such as buildings and equipment) primarily on schools via local authorities; and £44.6 billion on schools which comprises: the Dedicated Schools Grant (DSG), the Education Services Grant (ESG), grants paid direct to academies, and the Pupil Premium.

The formula factors which will be in place for 2014-15 will be mandatory factors. Local authorities can also apply to the DfE for permission to add in exceptional factors. Exceptional circumstances relate to premise issues, specifically listed buildings, buildings that are rented or boarding provision. Consideration of exceptional circumstances will only be given where it i) applies to less than 5% of schools in the local authority and ii) accounts for more than 1% of the budget of the school or schools affected.

The bulk of the funding relates to pupil numbers, as it did in the previous funding system. In addition, schools are protected from significant differences in their budget through the Minimum Funding Guarantee (MFG), which caps reductions in school budgets to 1.5% of the per pupil funding received in the previous year. The MFG is to continue in 2014-15 when the new funding system begins.

For 2014-15, the DfE (2013q) will require that:

- In all local authority areas, a minimum of 80% of delegated schools block funding is allocated through an appropriate and locally determined combination of the pupil-led factors
- That all local authorities set an Age Weighted Pupil Unit (AWPU) rate of at least £2000 for primary and at least £3000 for KS3 and KS4
- Starting in 2014-15, a 10% threshold will be applied to the mobility factor, so that it will only support schools which experience a significant change in their pupil numbers
- The maximum lump sum will be £175,000

- Local authorities, using top-sliced DSG funding, will be able to create a small fund to support schools with falling rolls in exceptional circumstances
- All Schools Forums include one elected representative from an institution (other than from a school or academy) providing education beyond age 16 (but which may also be providing education for 14-16 year olds)

In addition, the DfE will continue to consider the case for a new high needs formula factor. It intends to make the £6000 threshold a requirement in 2014-15 through the finance regulations. It also intends to limit per pupil funding for special schools to £10,000 under the “place plus” system, after which special schools will have to negotiate top-up funding with the ‘home’ local authority responsible for placing the pupil.

A separate document clarifies how the 2013-14 formula will impact on academies and free schools (DfE, 2012s). Local authorities will be required to delegate all DSG funding to schools and academies other than funding: for high needs pupils and early years; historical commitments (though no new funding will be allowed); for equal back-pay; and the funding of non-SEN places in independent schools. It will be a condition of grant that local authorities treat maintained schools and recoupment academies (in the case of high needs and early years, all academies) on equal terms in the use of central budgets.

Maximum delegation of central services budgets means that the element of Local Authority Central Spend Equivalent Grant (LACSEG) that is drawn from the Dedicated Schools Grant will be passed directly to academies through the simplified local formula in 2013/14. Maximum delegation will also mean that local authorities will no longer hold general contingency budgets for academies.

The Pupil Premium is paid on top of a school’s funding formula (see Pupil Premium section).

#### *Capital funding:*

In the 2010 Spending Review, the Government announced it was ending the Building Schools for the Future (BSF) programme, in which local authorities had worked with an arms-length body called Partnership for Schools. In June 2010, 231 school rebuilds or refurbishments were in construction or nearly in construction, and another 1000 in earlier stages of planning. When the scheme was ended, around 150 schools were uncertain whether or not their building work would proceed. The situation culminated in six local authorities taking the DfE to judicial review in February 2011, and the Secretary of State was ordered to rethink the decision to scrap those building projects. The Secretary of State decided not to fund the schools in the claim but, instead, to fund, in capital grant, the value of the claimant authorities’ proven contractual liabilities.

Early research into the impact of the BSF programme (Durbin and Yeshanew, 2010) indicated that, whilst it could not yet be shown that attainment at BSF schools was improving, there were some signs of improved attendance.

The Secretary of State commissioned Sebastian James (2011) to look at how school building could be carried out in the future. His review recommended that

new schools be built to standardised drawings; that capital allocation should be determined using objective information on the need for pupil places and on the condition of the local estate; and that a new central body be set up to negotiate contracts with the construction industry. The DfE set up the Property Data Survey Programme (PDSP) to look at the state of the capital stock. Partnerships for Schools was subsumed within the Education Funding Agency, which was tasked to lead on the delivery of the PDSP to survey educational establishments throughout England.

In March 2013, the DfE launched the Targeted Basic Need programme, overseen by the EFA, to provide additional funding for school places in areas that can demonstrate they need them. Local authorities were invited to bid for funding for new schools, or to expand existing outstanding and good schools. In July 2013, the Secretary of State announced that the programme would provide around £820 million to fund an additional 74,000 high-quality school places. They will be in 45 new schools and in 333 expanding schools that Ofsted has rated as outstanding or good. It is anticipated that the first additional pupil places under this programme will be available from September 2014 with the remainder being available from September 2015.

<b>Timeline implementation</b>	<b>for</b>	
June 2010		Announcement of the end of Building Schools for the Future
2011-2012		Series of consultations on new local funding formulas
March 2013		Launch of the Targeted Basic Need Programme - additional funding for school places in areas with shortages
April 2013		New local funding formulas come into effect
September 2014		First tranch of additional pupil places available
September 2015		Second tranch of additional pupil places available

### 3.3.6 Assessment of impact

In an IFS briefing note analysing the Spending Review announcements (Chowdry and Sibieta, 2011), the authors calculated that:

- Public spending on education in the UK grew by 5.1% per year in real terms between 1999-2000 and 2009-10. As a result, it rose to reach a high point of 6.4% in 2009-10. Going forwards, public spending on education in the UK will fall by 3.5% per year in real terms - or 13.4% in total over the four years between 2010-11 and 2014-15. This would return education spending as a share of national income back to 4.6% by 2014-15.
- Previously, the fastest-growing areas of education spending were capital spending on schools, early years spending and further education spending.
- All areas of public education spending are expected to see real-terms cuts between 2010-11 and 2014-15, but the severity of cuts will differ. Current

spending on schools will see the smallest real-terms cut (about 1% in total). The areas seeing the largest real-terms cuts will be current spending on higher education (40% in total) and capital spending (more than halved). Planned cuts to age 16-19 education spending are likely to be over 20%.

- As a result of the introduction of the Pupil Premium, only the most deprived schools are likely to see real-terms increases in funding per pupil in 2011-12. Compared with economy-wide inflation or an estimate of schools specific cost inflation, the majority of schools are expected to see real terms cuts in 2011-12. Although spending on the Pupil Premium will grow to £2.5 billion by 2014-15, given the continued freeze in other per-pupil spending this pattern looks set to continue up to 2014-15.
- Over the period covered by the 2010 Spending Review, the state-funded school population in England is expected to grow from 6.95 million in 2010-11 to 7.14 million children by 2014-15, and the commencement of Raising the Participation Age from 16 to 18 will have an impact. As a result, the declines in education spending over the next few years will be spread over an increasing population, so that resources per head will probably decline by even more than total spending.

The Child Rights Impact Assessment of the Budget undertaken by Landman Economics for the Office of the Children’s Commissioner (2013a) corroborated the 11% reduction in capital expenditure by 2015. It also referred to research from the Family and Parenting Institute (2012) which, focusing on how the austerity measures had affected eight local authorities, found that services to schools (school improvement, curriculum support, education welfare, behaviour support, school transport) accounted for around 30% of cuts to children’s services. Overall, the OCCE report concluded that: “Although the budget for schools has been ring-fenced, there have been substantial cuts in overall spending on education, with the biggest cuts falling on further and higher education, and significant reductions in capital budgets for schools, and in budgets for support services to schools. There has been some protection for spending on low income through the introduction of the pupil premium, and for some families this has offset other reductions.” (p56)

Concerns about the impact of pupil numbers and the need for new school places have been raised by the National Audit Office (2013a) and the Local Government Association (2013a). The NAO estimates that 256,000 new school places will be needed by 2014-15, 240,000 of which are in primary schools. The LGA has claimed that the pressures in some areas are leading to some schools having to convert non-classroom spaces, reduce playground space, or expand classes beyond the 30 child per class requirement.

A research briefing from the Reform think tank states categorically that there is no correlation at all between school spending and outcomes, and suggests that the ring-fence around the schools budget is damaging education, in part because it requires greater cuts in other public services that can benefit schools. (Thorpe, Trehitt, and Zuccollo, 2013)

### 3.3.7 Data sources and further information

#### ***(DfE) Schools revenue funding***

Gateway page on information relation to school funding

<http://www.education.gov.uk/schools/adminandfinance/financialmanagement/schoolsrevenuefunding>

**(DfE) National pupil projections: future trends in pupil numbers, March 2013**

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/221786/sfr11-2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/221786/sfr11-2013.pdf)

**(DfE) Planned expenditure on schools, education, children and young people's services by local authorities 2013-14**

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/244055/SR35-2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/244055/SR35-2013.pdf)

**(DfE) School capacity 2012**

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/219587/sfr01-2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/219587/sfr01-2013.pdf)

**(DfE) Schools funding settlement including pupil premium 2013-14**

Gateway page

<http://www.education.gov.uk/schools/adminandfinance/financialmanagement/schoolsrevenuefunding/a00218077/funding-settlement-2013-14>

<b>Organisations and websites</b>	
DfE website on Baseline designs for schools	<a href="http://www.education.gov.uk/schools/adminandfinance/schoolscapital/buildingsanddesign">http://www.education.gov.uk/schools/adminandfinance/schoolscapital/buildingsanddesign</a>
DfE funding strategy and programmes	<a href="http://www.education.gov.uk/schools/adminandfinance/schoolscapital/funding">http://www.education.gov.uk/schools/adminandfinance/schoolscapital/funding</a>
DfE schools financial management	<a href="http://www.education.gov.uk/schools/adminandfinance/financialmanagement">http://www.education.gov.uk/schools/adminandfinance/financialmanagement</a>
DfE schools revenue funding settlement pages	<a href="http://www.education.gov.uk/schools/adminandfinance/financialmanagement/schoolsrevenuefunding">http://www.education.gov.uk/schools/adminandfinance/financialmanagement/schoolsrevenuefunding</a>
EFA academies funding and finance	<a href="http://www.education.gov.uk/schools/adminandfinance/financialmanagement/efafundingfinance">http://www.education.gov.uk/schools/adminandfinance/financialmanagement/efafundingfinance</a>
Local Government Association future funding outlook for councils pages	<a href="http://www.local.gov.uk/finance;jsessionid=36B5149966F96DBC3F99D30FD566B2C6">http://www.local.gov.uk/finance;jsessionid=36B5149966F96DBC3F99D30FD566B2C6</a>

### 3.4 Inspections

#### 3.4.1 Education reform

- School inspection under a new framework with a clear focus on four things: pupil achievement, the quality of teaching, leadership and management, and the behaviour and safety of pupils
- Ofsted will adopt a highly proportionate approach to inspection

### 3.4.2 Policy aims and intended outcomes

Ofsted will refocus inspection on schools' core educational purpose - teaching and learning - and will release outstanding schools from all routine inspection

### 3.4.3 Legal basis

Section 40 of the Education Act 2011 amends s.5 inspections undertaken under the Education Act 2005, exempting some categories of schools from inspection. This section came into effect on 8 June 2012.

The grounds for exemption are laid out in the Education (Exemption from School Inspection) (England) Regulations 2012:

- That the school's overall effectiveness was awarded the highest grade in the school's most recent inspection under section 5 of the 2005 Act.
- In the case of a school which is an academy school that has not previously been inspected under s.5 of the 2005 Act and has a predecessor school
  - Its predecessor school's overall effectiveness was awarded the highest grade in its last inspection under s.5; or
  - If that academy school has two or more predecessor schools, each predecessor school's overall effectiveness was awarded the highest grade in its last inspection under s.5.

Exempt schools remain eligible for inspection under s.8 of the 2005 Act as part of Ofsted's programme of surveys of curriculum subjects and thematic reviews, including those focused on best practice provision in schools. Exempt schools may also be inspected when the Chief Inspector or the Secretary of State has concerns about the performance of the school.

Section 41 of the Education Act 2011 makes changes to the schools framework for Ofsted inspections. Under the new framework, the Chief Inspector is under a general duty to report on the quality of education provided in the school, in particular:

- The achievement of pupils at the school;
- The quality of teaching in the school;
- The quality of leadership in and management of the school; and
- The behaviour and safety of pupils at the school.

The Chief Inspector must also consider how well a school provides for different groups of pupils. Such groups include but are not limited to gender and minority ethnic groups, those eligible for free school meals and the pupil premium, looked after children and gifted and talented pupils. The Chief Inspector must in particular consider how well the school meets the needs of pupils with a disability and those with special educational needs. In addition, the Chief

Inspector must consider the school's provision for the spiritual, moral, social and cultural development of pupils. This section came into force in November 2011.

Section 44 gives the Secretary of State the power to direct the closure of a school when it has failed to comply with performance standards or a safety warning notice, or has been identified as requiring significant improvement and been issued with a notice to improve. This section came into force in November 2011.

Section 45 repeals s.206-224 of the Apprenticeships, Skills, Children and Learning Act 2009, thereby taking away responsibility for considering complaints received from parents and pupils about the internal management of maintained schools from the Local Government Ombudsman (LGO). This section came into effect in August 2012, and the complaints role was transferred to the DfE. The LGO is still able to investigate complaints about school admissions and allocations, school transport, some SEN issues, school exclusions and home tuition.

#### 3.4.4 Implementation

In 2012-13 Ofsted completed:

- 6690 maintained school inspections
- 663 monitoring visits to schools judged as requiring improvement
- 55 monitoring visits to schools judged to have serious weaknesses
- 1021 'special measures' and 197 'notice to improve' monitoring visits to maintained schools
- 11 new academy and 64 free school pre-registration visits two months prior to opening
- 86 full inspections and 23 monitoring visits of academies within their third year
- 12 inspections of service children's education schools (Ofsted, 2013a)

On 9 February 2012, Her Majesty's Chief Inspector of Education, Children's Services and Skills announced changes to Ofsted's school and college inspections from September 2012 (Ofsted, 2012d), with a slightly amended version published a year later. (Ofsted, 2013e)

The current school inspection framework covers all state-funded schools including all types of academy school. Inspectors are required to report on the quality of education provided in the school and must, in particular, cover:

- The achievement of pupils at the school
- The quality of teaching in the school
- The behaviour and safety of pupils at the school
- The quality of leadership in, and management of, the school.

In addition, inspectors must report on overall effectiveness, or the quality of the education provided in the school.

Among other things, when evaluating pupil achievement, inspectors are required to look at how well SEND pupils and those eligible for the Pupil Premium have

achieved since joining the school, as well as the moral, social and cultural development of all pupils at the school.

In line with the new inspection framework, Ofsted has produced a series of briefings which provide inspectors with background or further information on specific areas to which they are directed to pay attention. The current [Sept 2013] list includes:

- Additional provision to manage behaviour
- Concerns identified
- Coordinated inspection of hard federations and shared sixth forms
- English as an additional language
- Exploring the school's actions to prevent homophobic bullying
- Guidance for school self-evaluation
- Guide to Ofsted's house style
- Inspecting children's centres
- Inspecting equalities
- Inspecting e-safety
- Inspecting extended school provision
- Inspecting faith schools
- Inspecting primary school PE and school sport new funding
- Inspecting registered early years provision managed by the governing body
- Inspecting safeguarding
- Inspecting the effectiveness of partnerships
- Level 3 value added (L3VA)
- Pupils with medical needs

When judging the overall effectiveness of the school and when making the four key judgements about the achievement of pupils, the quality of teaching, the behaviour and safety of pupils, and the quality of leadership in and management of the school, inspectors will use the following scale:

- Grade 1: outstanding
- Grade 2: good
- Grade 3: requires improvement
- Grade 4: inadequate

Schools that are judged as 'requires improvement' will normally be monitored and re-inspected within a period of two years. If a school is judged as 'requires improvement' at two consecutive inspections and is still not 'good' at a third inspection, it is likely to be deemed 'inadequate' and to require special measures.

As outlined above, certain schools are exempt from s.5 inspection. Special schools (including maintained residential special schools and non-maintained special schools with residential provision), PRUs and maintained nursery schools cannot be exempt schools. Where Her Majesty's Chief Inspector (HMCI) or the Secretary of State has concerns about the performance of an exempt school, HMCI has powers to inspect at any time.

In 2012-13, 3274 complaints about schools were due a response, and Ofsted responded to 98% of these within 20 days. Of this number, 30 complaints

qualified for investigation under Ofsted’s powers. The majority of these complaints concerned the leadership and management of a school, and pupils’ well-being. On four occasions, Ofsted conducted an immediate inspection of a school as a result of a complaint. (Ofsted, 2013a)

In January 2013, Ofsted began the first in a wave of focused school inspections across local authority areas to establish the variations in the quality of education received in different parts of the country.

In 2013, Ofsted published an update to its Access and Achievement report on education inequalities (Ofsted, 2013p). This continues to provide a framework for the inspectorate to target more deprived areas, to respond to the finding that the proportion of good or outstanding schools in the most deprived areas is 20 percentage points lower than in the least deprived areas. The report also referred to one of the National College for Teaching and Leadership’s most high-profile programmes - National Leaders of Education - in which outstanding head teachers act as mentors to support schools in challenging circumstances.

<b>Timeline for implementation</b>	<b>for</b>
November 2011	Power of Secretary of State to order the closure of a school under certain circumstances comes into effect
June 2012	New grounds for exemption for some categories of schools/academies come into effect
August 2012	Responsibility for taking complaints about the internal management of maintained schools transferred from LGO to Secretary of State
September 2012	New school inspection framework comes into effect
January 2013	First wave of school inspections across a local authority area

#### 3.4.5 Financial resources

In 2010-11, Ofsted’s total budget was £193 million and it is set to reduce to £142 million in 2014-15. In 2013-14, the inspectorate was granted an additional £10 million from the DfE to support investment in HMCI’s reform programme to improve education, learning and skills and the social care services provided to children and young people. Where a provider is not rated as ‘good’, Ofsted will re-inspect with greater frequency to make sure the school or academy is making the required improvements. Between inspections, HMI will monitor progress and share good practice to help support improvement. (Ofsted, 2013a)

#### 3.4.6 Assessment of impact

Key findings from Ofsted quarterly statistics - April to June 2013:

- Of the inspected open schools over three quarters (78%, or 16,652) are currently judged to be good or outstanding.

- There has been a nine percentage point increase since August 2012 in the percentage of schools judged at their most recent inspection to be good or outstanding. This means over 5.6 million pupils are receiving a good or outstanding standard of education, over 600,000 more than in August 2012.
- The increase of nine percentage points in the proportion of schools judged to be good or outstanding at their most recent inspection represents a much more rapid improvement than that seen in previous years.
- The East of England has improved the least since August 2012 (six percentage points) and now has the lowest percentage of schools judged as good or outstanding of all the regions (72%). The West Midlands showed the highest increase (11%) alongside the North East. London schools performed particularly well.
- A third (7179) of all open schools have been inspected under s.5 of the Education Act 2005 and their reports published since the introduction of the revised school inspection framework at the beginning of the academic year (September 2012).
- In total, 7226 s.5 inspections were conducted in the 2012/13 academic year to June 2013 and published by August 2013. Of these, 39% improved (2789) since their last inspection, 41% remained the same (2945) and 18% declined (1314). In the 2011/12 academic year 32% of schools inspected improved.
- During the latest quarter, the overall number of schools in a category of concern decreased by 60.
- The number of monitoring inspections (927) increased by 16% compared to the previous quarter (798). (Ofsted, 2013n)

In relation to academies, in its annual report (2013o), Ofsted found that:

- Sponsor-led academies established in 2007/8 had tracked national improvements and narrowed the attainment gap by 8 percentage points. However, at 57%, the proportion of good and outstanding sponsor-led academies is still lower than the figure for all schools nationally.
- Some academy trusts now oversee more secondary schools than some local authorities.
- Converter academies are outperforming all non-academy schools although there is still a worrying disparity in the performance of pupils eligible for FSM to all pupils in all schools.

#### 3.4.7 Data sources and further information

##### ***(Ofsted) Quarterly statistics on maintained schools inspections and outcomes***

<http://www.ofsted.gov.uk/resources/latest-official-statistics-maintained-school-inspections-and-outcomes>

##### ***(Ofsted) The report of Her Majesty's Chief Inspector of Education, Children's Services and Skills: Schools***

Includes all state-funded schools.

<http://www.ofsted.gov.uk/resources/ofsted-annual-report-201213-schools>

<b>Organisations and websites</b>	
Local Government Ombudsman (LGO)	<a href="http://www.lgo.org.uk/schools/">http://www.lgo.org.uk/schools/</a>
Ofsted	<a href="http://www.ofsted.gov.uk/">http://www.ofsted.gov.uk/</a>

### **3.5 Local authorities and education**

#### 3.5.1 Education reform

- Remove the duty on schools and colleges to cooperate with Children’s Trusts [pending] and abolish the requirement for local authorities to produce a Children and Young People’s Plan
- Remove local authority duties to appoint School Improvement Partners
- Give the Secretary of State the power to revise local authority finance schemes

#### 3.5.2 Policy aims and intended outcomes

Leave schools and local authorities to make decisions for themselves in terms of cooperation and joint planning

Make schools responsible for school improvement

Ensure that local authorities play a critical new role: securing a wide range of education options for parents and families, ensuring there are sufficient high-quality school places, coordinating fair admissions, promoting social justice by supporting vulnerable children, and challenging schools which fail to improve

#### 3.5.3 Legal basis

Section 33 of the Education Act 2011 repeals s.5 of the Education Act 2006, which placed a duty on local authorities to appoint a School Improvement Partner for every school they maintained.

Section 46 of the Education Act 2011 gives the Secretary of State the power to revise a local authority’s financial schemes.

#### 3.5.4 Implementation

In 2010, the Secretary of State established a Ministerial Advisory Group (MAG) to consider the role of the local authority in relation to education and children’s services, and to enable dialogue between ministers and local authorities. The MAG includes elected members and officers from local authorities as well as school representatives, including representatives of academies.

The Government planned to remove schools and colleges from the Children Act 2004 ‘duty to cooperate’ in the Education Bill but was persuaded to retain the duty while interested parties work through how best to implement the reforms outlined in the Special Educational Needs and Disability Green Paper, with the legislative basis in train through the Children and Families Bill.

The power to revise a local authority's financial schemes came into force in February 2012.

In response to the changing school system and the growth of academies and free schools, the role of local authorities in education has changed rapidly. Representative bodies are publishing a number of thought pieces to press the point that local authorities "continue to have an invaluable, essential and direct contribution to make to the success of our schools and education more broadly". (SOLACE, 2012) There is a growing call for the creation of a 'middle tier' in education to ensure oversight of functions including admissions, school place planning, school improvement and accountability - which local authorities assert should be themselves. (Aston, H et al, 2013; Crossley-Holland, 2012; Hill, 2012; LGIU, 2012) However, early in December 2013 the Secretary of State advertised for regional schools commissioners to oversee academies and free schools. (Vaughan, 2013)

The Children's Improvement Board (CIB) was a partnership between the Local Government Association (LGA), the Association of Directors of Children's Services (ADCS) and the Society of Local Authority Chief Executives (SOLACE). DfE funding for the CIB was withdrawn in April 2013. Elements of the CIB's previous work programme have now been taken forward by the LGA as part of its sector-led improvement offer to councils, and the three organisations on CIB are continuing to work together in partnership to support improvement.

- *Inspection:*

In January 2013, Ofsted announced its intention to inspect and report on whether local authority arrangements for supporting school improvement are effective or not, and published a new framework in May 2013. These arrangements had not been inspected by Ofsted since 2004/05, when the former local education authority inspections by Ofsted were replaced by joint area reviews. (Ofsted, 2013h)

Ofsted does not intend to inspect all local authorities to a regular cycle or interval. Where inspections of schools or other providers, under either s.5 or 8 of the Education Act 2005, raise concerns about the effectiveness of a local authority's education functions or where Ofsted becomes aware of other concerns, an inspection may be carried out.

HMCI may cause a local authority to be inspected in relation to its support and challenge for schools and other providers, so that they improve, where one or more of the following apply:

- Where the proportion of children who attend a good or better school, pupil referral unit and/or alternative provision is lower than that found nationally
- Where there is a higher than average number of schools in an Ofsted formal category of concern and/or there are indicators that progress of such schools is not securing rapid improvement
- Where there is a higher than average proportion of schools that have not been judged to be good by Ofsted

- Where attainment levels across the local authority are lower than that found nationally and/or where the trend of improvement is weak
- Where rates of progress, relative to starting points, are lower than that found nationally and/or where the trend of improvement is weak
- Where the volume of qualifying complaints to Ofsted about schools in a local authority area is a matter of concern
- Where the Secretary of State requires an inspection of local authority school improvement functions

In judging the local authority’s effectiveness, inspectors will evaluate the effectiveness of arrangements to support school improvement and identify the strengths and weaknesses of support and challenge for schools and other providers. If it does not meet an acceptable standard, inspectors will consider whether or not the local authority requires re-inspection.

<b>Timeline implementation</b>	<b>for</b>
February 2012	Secretary of State power to revise a local authority’s financial schemes comes into force
May 2013	Ofsted framework for local authority arrangements for supporting school improvement comes into effect

### 3.5.5 Financial resources

Continuing discussions focus on the reductions in public funding to local authorities. In its most recent funding outlook to the end of the decade, the Local Government Association (2013b) finds that the overall local government funding gap in England is growing at around £2.1 billion a year. Funding over the course of the 2010 Spending Review has been reduced by 33% in real terms. A further 10% cut is confirmed for 2015-16, and a similar trajectory is projected for the period beyond. The Dedicated Schools Grant has been protected, but other local authority education funding has not.

There is also wide variation in local government allocations [the Local Government Grant Settlement] and spending (Hastings et al, 2013). This Joseph Rowntree Foundation report finds that cuts in spending power and budgeted spend have been systematically greater in more deprived local authorities than in more affluent ones with a difference of around £100 per head; and cuts have been generally greater in the North and Midlands than in the south of England.

In 2013-14, the total Schools Budget is £39 billion, and the total Other Education and Community Budget [local authority] £3.2 billion - a reduction of £0.1 billion from the previous year. Total Schools Budget is dominated by the Individual Schools Budget (ISB) which makes up close to 87% of the Totals Schools Budget (87% of gross and 87% of net planned expenditure).

### 3.5.6 Assessment of impact

Information about the impact academy conversion is having on local authority budgets indicates that the Government’s stated intention to have comparable per pupil funding is not yet being met. (see Academies and Free Schools) In

addition, the conversion process is costing local authorities, with the Association of Directors of Children’s Services (ADCS) claiming that local authority children’s services could lose at least £30 million due to academy conversions because budget surpluses transfer to converter academies, but deficits remain with the local authority. (Jozwiak, 2013)

Some sources have commented that the growth of academies and free schools has had knock-on effects on the ability of local authorities to meet their education obligations. For example, the Academies Commission commented: “Local authorities still retain over 200 statutory responsibilities in relation to pupils and schools; additional statutory responsibilities have been added in the last two years. However, in the case of academies, local authorities no longer have the power to compel them to comply (for example concerning admissions, place planning, special provision or school improvement practice). Where a large proportion of schools in an area are academies, this potential impediment to the local authority’s statutory responsibilities may be particularly acute.” (Academies Commission, 2013, p92) The RSA report confirms this finding, devising a slightly different list: planning of school places, admissions and vulnerable children, competition and collaboration, and a lack of strategy for primary pupils. (Hill, 2012)

In his survey of head teachers on school leadership, Earley (2012) found that 41% had stopped or intended to stop using services provided by their local authority, and 69% of those asked said that they were already collaborating or planned to collaborate with other schools to fund aspects of the local authority improvement service to ensure specific services were sustained.

In order to demonstrate that local authorities are able to respond to the new challenges, the LGA and SOLACE have published a set of case studies of emerging models of school improvement. (LGA/SOLACE, 2013)

In 2012, the DfE’s Ministerial Advisory Group published its review on the evolving role of the local authority in education (Parish, 2012). Among its findings:

- One of the chief concerns of local authorities are the challenges associated with ensuring that school places match demand in a system in which, with the growth in academies, many more schools are free to set their own admissions numbers. They had particular issues about: free schools, and the increasing diversity of the post-16 landscape.
- All local authorities are currently working in the context of a mixed economy of schools. Continuing to balance the demands of being a maintaining authority, and the responsibilities that that entails, with the development of a different type of role as a facilitator and enabler within a more diverse and devolved school system is a tension that had been felt quite acutely in some instances.
- In the context of ongoing budget cuts, tighter focus and prioritisation on the part of local authorities is a subtext that underlies all other activity.
- Local authorities recognise that without the power to direct schools over particular issues, their ability to carry out certain functions is likely to depend on their capacity to motivate, persuade and exercise principled leadership. This carries the risk that the effectiveness of the education

system could become too dependent on specific individuals who are in post and who have developed effective ways of working together over a period of time.

- Local authorities continue to hold democratic accountability for securing good outcomes for all children and young people in a local area, and a statutory duty in exercising their education and training functions to do so with a view to promote high standards and promote the fulfilment of learning potential. They are unsure how they can ensure that a school-to-school support model is coherent and comprehensive; that every school has a wide range of high quality support to draw upon; and that every school receives the external support and challenge that is crucial in securing improvement or sustaining outstanding quality.
- Issues around systems of accountability for school improvement, and whether there is sufficient intelligence in a more devolved system to identify schools where performance is declining.
- Overall, authorities appear to be less confident that, together with schools, they will continue to be able to offer good quality support for the most vulnerable children than they are in their capacity to establish a strategic direction, ensure a sufficient supply of school places or contribute to school improvement.
- There is a fear among some local authorities that the climate of increased autonomy could lead to individual schools deciding to opt out of taking their fair share of students who face multiple challenges and are consequently hard to place. Some local authorities also reflected that the pressure of forced academisation for schools at or near the floor target increased their reluctance to accept pupils who might have a negative impact on the school's results. A further complicating factor is that disputes with academies which are referred to the Education Funding Agency are not being resolved quickly enough.
- Local authorities believe that schools are not as confident in commissioning services for the most vulnerable pupils as they are in commissioning services for school improvement, and there appears to be a narrower and less well-established range of provision in many areas for vulnerable children and young people than there is for school improvement.

### 3.5.7 Data sources and further information

#### ***(DfE) Income and expenditure in local authority maintained schools in England 2011-12***

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/219504/sfr35-2012\\_001.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/219504/sfr35-2012_001.pdf)

#### ***(DfE) Neighbourhood statistics: small area pupil attainment and absence by pupil characteristics in England, 2011-12***

Annual publication

<https://www.gov.uk/government/publications/neighbourhood-statistics-small-area-pupil-attainment-and-absence-by-pupil-characteristics-in-england-academic-year-2010-to-2011>

***(DfE) Planned expenditure on schools, education, children and young people’s services and social care by local authorities 2013-14***

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/244055/SR35-2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/244055/SR35-2013.pdf)

***(DfE) Schools, pupils and their characteristics, January 2013***

Annual publication. Includes numbers of pupils, and numbers and types of all schools

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/207670/Main\\_text- SFR21\\_2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/207670/Main_text- SFR21_2013.pdf)

<b>Organisations and websites</b>	
Association of Directors of Children’s Services (ADCS)	<a href="http://www.adcs.org.uk/">http://www.adcs.org.uk/</a>
DfE Ministerial Advisory Group	<a href="http://www.education.gov.uk/childrenandyoungpeople/strategy/b0065429/mag">http://www.education.gov.uk/childrenandyoungpeople/strategy/b0065429/mag</a>
Local Government Association (LGA)	<a href="http://www.local.gov.uk/home">http://www.local.gov.uk/home</a>
Local Government Association future funding outlook for councils pages	<a href="http://www.local.gov.uk/finance;jsessionid=36B5149966F96DBC3F99D30FD566B2C6">http://www.local.gov.uk/finance;jsessionid=36B5149966F96DBC3F99D30FD566B2C6</a>
Local Government Information Unit (LGIU)	<a href="http://www.lgiu.org.uk/">http://www.lgiu.org.uk/</a>
SOLACE	<a href="http://www.solace.org.uk/">http://www.solace.org.uk/</a>

### **3.6 School admissions**

#### 3.6.1 Education reform

- Repeal the local authority duty to have an admissions forum overseeing local school admissions
- In relation to complaints, remove the power of the Schools Adjudicator to investigate the school’s admissions policies and require that changes be made
- Allow anyone to refer an objection about a school’s admissions arrangements to the Schools Adjudicator
- Enable the Schools Adjudicator to deal with objections relating to an academy’s admissions arrangements
- Update the Admissions Code and Admissions Appeals Code

#### 3.6.2 Policy aims and intended outcomes

Simplify the Code so that it is easier for schools and parents to understand and act upon, while maintaining fairness as the Code’s guiding principle

Retain the principles and priorities of the previous Code, which means that looked after children and pupils with a statement of Special Educational Needs which names a particular school (including academies and free schools) will continue to be guaranteed a place at the school of their first choice

By removing the requirement for local authorities to establish an Admissions Forum and provide annual reports to the Schools Adjudicator, enabling local authorities to set up arrangements that work best for their area

### 3.6.3 Legal basis

Sections 34 and 35 of the Education Act 2011 legislate for the changes to school admissions outlined above, including the removal of the duty to have an admissions forum. Section 64 gives the Schools Adjudicator the power to respond to objections about an academy's admission arrangements, as they already do for maintained schools. Amendments to s.88 of the School Standards and Framework Act 1998 allows any person or body to make objections, and the Secretary of State can also make a referral to the Adjudicator. Requirements relating to an academy's admission arrangements, including the application of the School Admissions Code, are set out in the academy agreement between the Secretary of State and an academy. Regulations to the Act are found in the School Admissions (Admission Arrangements and Co-ordination of Admission Arrangements) (England) Regulations 2012.

New versions of the School Admissions Code and School Admission Appeals Code were published and came into force in February 2012. The Admissions Code applies to the arrangements for the admission of pupils in the 2013/14 school year and later.

### 3.6.4 Financial resources

The Admissions Appeals Code (DfE, 2012l, para 1.24) stipulates that local authorities must allocate reasonable funds to governing bodies of maintained schools which are admission authorities to meet admission appeals costs, including training for panel members, unless the school and local authority agree that the local authority will carry out the administration on the governing body's behalf. Academies receive funding in accordance with their funding agreements.

### 3.6.5 Implementation

The purpose of the statutory Admissions Code is to ensure that all school places for maintained schools (excluding maintained special schools) and academies are allocated and offered in an open and fair way. It stipulates that academies are required by their funding agreements to comply with the Code and the law relating to admissions, though the Secretary of State has the power to vary this requirement where there is demonstrable need. (DfE, 2012m, para 4)

All schools must have admission arrangements that clearly set out how children will be admitted, including the criteria that will be applied if there are more applications than places at the school. Admission arrangements are determined annually. Once all arrangements have been determined, arrangements can be objected to and referred to the Office of the Schools Adjudicator (OSA) who must consider whether admission arrangements comply with the Code and the law relating to admissions. Decisions of the Schools Adjudicator are binding and enforceable.

Schools Adjudicators have five main functions. In relation to all state-funded schools adjudicators, they rule on objections to and referrals about determined school admission arrangements. In relation to maintained schools adjudicators, they: decide on requests to vary determined admission arrangements; determine appeals from admission authorities against the intention of the local authority to direct the admission of a particular pupil; resolve disputes relating to school organisation proposals; and resolve disputes on the transfer and disposal of non-playing field land and assets. (Office of the Schools Adjudicator, 2012)

At 31 August 2012 there were 12 Schools Adjudicators, including the Chief Adjudicator. The OSA is a tribunal, and all adjudicators work within tribunal legislation and procedure.

Under the updated admissions arrangements, Fair Access Protocols continue to be in place and are binding on maintained schools and academies. The DfE published non-statutory advice on Fair Access Protocols in November 2012 (DfE, 2012j). If an academy refuses to admit a child under the agreed arrangements, the Education Funding Agency will act on behalf of the Secretary of State to consider whether due process has been followed in applying the provisions of the Fair Access Protocol.

All free schools, University Technical Colleges and Studio Schools can choose to be outside the local coordination of admissions in the first year they are set up, in recognition of the accelerated timescales involved in establishing such schools. (Academies Commission, 2013)

Other changes include: giving adopted children who were previously in care the same highest priority for places as looked-after children; giving greater freedom to schools to increase the number of places they are able to offer to parents; allowing infant classes to exceed the statutory limit where the 31st child is a twin or from multiple births, or of armed forces personnel; allowing academies to prioritise disadvantaged children who are eligible for the Pupil Premium; and allowing schools to take direct applications from parents to help reduce delays in finding a school place once term starts.

<input type="checkbox"/> <b>Timeline for implementation</b>	
February 2012	New School Admissions Code, and Admissions Appeals Code, come into force for the 2013/14 school year

### 3.6.6 Assessment of impact

At a seminar organised by the LGA, participants made the point that, although the regulatory framework for Admissions Forums has been removed, local authorities will continue to need a mechanism to coordinate admissions. This could be the existing Admissions Forum, or some other arrangement, depending on local circumstances. Seminar delegates also emphasised the importance of recording decisions in case of challenge. (Local Government Association, 2012)

In its 2011-12 Annual Report, the OSA reported that, overall, it was too early to draw any firm conclusions about the impact of the new Admissions Code on strengthening fair access. However, specific findings included:

- Despite the mandatory requirements of the Code admission authorities are not publishing their arrangements promptly once determined. Far too many own admission authorities do not comply fully with publishing complete admission arrangements.
- Appeals against a local authority’s notice to direct a maintained school to admit a child formed a small part of the OSA’s work. Cases continue to be found to be out of jurisdiction because the local authority has not complied fully with the requirements of the School Standards and Framework Act 1998.
- Admission authorities have responded promptly to amending their arrangements to give the highest priority in their oversubscription criteria to children who were previously looked after as well as looked after children.
- The application of fair access protocol procedures are mainly working well in placing children who do not have a school place in a school that best meets their needs. However, while some schools work well with their local authority in ensuring a place is available, there are a small minority of other schools that are uncooperative and employ delaying tactics or resist even to the point where action has to be taken to direct the school to admit.

The previous year, the Schools Adjudicator had recommended that “requests to vary the determined admission arrangements of Academies should be referred to the Adjudicator, as they already are with other schools.” This was not accepted by the Education Secretary. The Schools Adjudicator repeated the point in its annual report: “I remain concerned that although objections to the admission arrangements of all maintained schools are referred to the Adjudicator, requests for a variation to determined arrangements are referred to the Adjudicator for maintained schools and to the Education Funding Agency (EFA) on behalf of the Secretary of State for academy schools.” (Office of the Schools Adjudicator, 2012, para 24)

### 3.6.7 Data sources and further information

<b>Organisations and websites</b>	
Education Funding Agency	<a href="http://www.education.gov.uk/aboutdfe/executiveagencies/efa/b00199952/efa">http://www.education.gov.uk/aboutdfe/executiveagencies/efa/b00199952/efa</a>
Office of the Schools Adjudicator	<a href="http://www.education.gov.uk/schoolsadjudicator">http://www.education.gov.uk/schoolsadjudicator</a>

## **3.7 School food**

### 3.7.1 Background

Food and nutrient-based standards for maintained schools in England became statutory in primary schools from 2008, and secondary schools and special schools from 2009. Evidence from the School Food Trust (Nelson, 2010; Nelson,

2011) showed that the nutritional quality of school food had improved significantly since the standards were launched. The original reform is due to be reversed following additional research cited below.

### 3.7.2 Education reforms

- Funding contracts for newly-established academies and free schools would no longer include a requirement to abide by the food and nutrition standards
- Cap the amount local authorities and governing bodies of maintained schools are able to charge for the provision of free school meals and milk

### 3.7.3 Policy aims and intended outcomes

Head teachers of academies can be trusted to deliver the best for their pupils

### 3.7.4 Legal basis

Section 35 of the Education Act 2011 amends s.512ZA and 533 of the Education Act 1996, and introduces a cap on the amount local authorities and governing bodies of maintained schools are allowed to charge for the provision of school meals and milk. It also allows maintained schools to charge different groups of pupils different prices, which would enable them to charge less to disadvantaged pupils who are not entitled to free school meals.

### 3.7.5 Implementation

On 4 July 2012, the Secretary of State announced the appointment of restaurateurs Henry Dimbleby and John Vincent to lead a review of school meals. They commissioned NatCen to undertake a survey of head teachers' and senior managers' perceptions of school food to inform the review. (Kitchen et al, 2013)

The review was published in July 2013 (Dimbleby and Vincent, 2013), and included a list of actions which the Government had agreed to take forward in advance of publication. These included:

- The development of a new set of food-based standards for all state-funded schools, to be completed by January 2014 and then put out for consultation - the aim is for them to come into force for all maintained schools by September 2014, and to be part of the funding contracts of new academies and free schools shortly thereafter
- Cooking and food now an entitlement in KS1 to KS3 of the national curriculum
- Include food and nutrition in training for head teachers - agreed with the National College for Teaching and Learning
- Public Health England to promote policies which improve children's diets in schools, including food quality and tackling childhood obesity
- Ofsted to consider behaviour and culture in the dining hall and the way a school promotes healthy lifestyles in its guidance for school inspectors

The DfE has agreed to measure progress under these criteria:

1. Take up of school lunches at primary and secondary schools
2. Nutritional quality of what children eat - the percentage of a representative sample of schools meeting food standards
3. Morale of the workforce - the percentage of a representative sample of catering staff who say they would recommend their job to a friend
4. Number of schools winning awards from the Food for Life Partnership and Children’s Food Trust
5. The percentage of 16 year olds able to cook five savoury dishes

In September 2013, the Deputy Prime Minister announced that all children in reception class, year 1 and year 2 in state-funded schools will receive a free school lunch from September 2014. (Deputy Prime Minister’s Office, 2013) Disadvantaged students at sixth form colleges and further education colleges will also be eligible for free school meals from September 2014.

<b>Timeline implementation</b>	<b>for</b>
4 July 2012	Secretary of State announces that Henry Dimbleby and John Vincent appointed to review school food
July 2013	Launch of the School Food Plan
13 September 2013	Nick Clegg announces free school lunches for state-funded primary schools and disadvantaged students at sixth form and FE colleges
January 2014	Development of a new, simpler set of food standards for all state-funded schools
September 2014	Introduction of the new standards in schools
September 2014	Commencement date of free school commitment made by Deputy Prime Minister

### 3.7.6 Financial resources

Until 2011, local authorities were given a £10.17 ring-fenced ‘school lunch grant’ per child per year. This money is no longer ring-fenced, but many councils have continued to give it to schools with instructions to spend it on food. As of 2013, under delegated funding, all schools are responsible for managing their own food budgets.

As part of its commitments made under the School Food Plan, the DfE has said it will provide £11.8 million of seed funding over the next two years to enable independent experts to work with schools to increase their school meals take-up and help them break-even on costs.

It has also committed to providing £3.15 million over the next two years to increase healthy breakfast provision for children who are arriving at school hungry. Providers that win the contracts will have to match this funding, bringing the total investment to around £6 million. The funding will be directed to schools with 40% or more FSM entitlement. Based on an estimated cost of £6000 per school to establish a breakfast club, the DfE estimates that £6 million

would allow for the establishment of clubs in 500 schools over two years. (Dimbleby and Vincent, 2013)

The extension of FSM to all pupils in reception class, year 1 and year 2 in state-funded schools, and disadvantaged students at sixth form colleges and further education colleges will cost approximately £600 million. Full details on funding were announced in the Autumn Statement 2013, with the Government saying it would provide new revenue funding of £450 million in 2014-2015 and £635 million in 2015-2016 to the DfE to fund the commitment for young children [but no word about 16-19 students]. It has also committed to make £150 million of capital available to ensure that schools can build new kitchens or increase dining capacity where necessary – £70 million of this is new money, and £80 million is to come from unspent DfE maintenance budgets. (HM Government, 2013a)

### 3.7.7 Assessment of impact

In a study of the food provision at six randomly-chosen academies, the Children’s Food Trust (Nelson, 2012a) concluded that they were doing no worse than other secondary schools in complying with the food-based standards at lunch - and were sometimes doing better. However, in a separate survey (Nelson et al, 2012b), academies were significantly more likely than maintained schools to serve unhealthy but profitable snacks at mid-morning break.

A survey undertaken by the Children’s Society (Rodrigues, 2012) found that 90% of teachers in academies and free schools agreed that their schools should have to adhere to the school food standards, while 93% of all teachers surveyed supported this.

### 3.7.8 Data sources and further information

<b>Organisations and websites</b>	
Children’s Food Trust [formerly the School Food Trust]	<a href="http://www.childrensfoodtrust.org.uk/">http://www.childrensfoodtrust.org.uk/</a>
Public Health England	<a href="https://www.gov.uk/government/organisations/public-health-england">https://www.gov.uk/government/organisations/public-health-england</a>

## **3.8 School sports**

### 3.8.1 Education reforms

- Discontinue the Labour Government’s Physical Education and Sports Strategy, which had £162 million funding and which included 2 hours a week of sports for all pupils in maintained schools, sports college funding, PE and school sports targets
- End ring-fenced funding for School Sport Partnerships (SSPs)
- Relax the regulations affecting the sale of state-funded school playing fields
- Launch a cross-government youth sport strategy

### 3.8.2 Policy aims and intended outcomes

To encourage more competitive sport in schools

To raise the proportion of 14-25 year olds who play sport and to establish a lasting network of links between schools and sports clubs in local communities so that people keep playing sport up to and beyond the age of 25

To protect school playing fields and land for academies

### 3.8.3 Legal basis

Section 63 (schedule 14) of the Education Act 2011 amends the Academies Act 2010, making it clear that the requirement to obtain Secretary of State consent to dispose of community school land includes all land in which a freehold or leasehold interest is held by the local authority and which has been used for any school (including any academy) in the last 8 years.

In November 2012, the DfE issued new non-statutory advice for all state-funded schools regarding school playing fields and land for academies. (DfE, 2012b) When either approaches a minister for disposal of land or property, the criteria for a decision should be the same for maintained schools and academies. The advice emphasises the DfE's "general presumption against the need to change the current pattern of school playing field provision by disposal or change of use". (DfE, 2012b, para 9) Its annex included non-statutory guidelines for the [reduced] recommended size of playing fields. The School Premises (England) Regulations 2012 specify only that a school's outdoor space must be 'suitable'.

### 3.8.4 Implementation

In January 2011, the Government announced that Sport England would help set up 4000 community sports clubs on secondary school sites.

The following year the Secretary of State for Culture, Media and Sport published the Government's youth sport strategy, to be delivered in partnership with Sport England. (DCMS, 2012) Its school-focused aims were to:

- Build a lasting legacy of competitive sport in schools, mainly through the School Games competition<sup>9</sup> (delivered in partnership with Sainsbury's), and PE as part of the National Curriculum
- Improve links between schools and community sports clubs

Schools will be held to account for how they spend the sport funding through Ofsted and a requirement to publish details of the sports provision on a school's own website. Ofsted has strengthened its coverage of sport and PE within the Inspectors' Handbook and supporting guidance. (Ofsted, 2013c; Ofsted, 2013h) The addition to the handbook asks inspectors to consider how well the school uses its sport premium to improve the quality, breadth of its PE and sporting provision.

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<sup>9</sup> School Games gives all schools the opportunity to get involved in a year-round sporting calendar involving 30 sports, specifically designed to get young people competing at intro-school and inter-school levels, and culminating in local, regional and national events.

At the same time as announcing a new primary sport premium [see below], the Government also announced a pilot of 120 new primary teachers trained with a specialism in PE, to begin work in schools in September 2013.

<b>Timeline implementation</b>	<b>for</b>
October 2010	Secretary of State announces the end of ring-fenced funding for School Sports Partnerships to take effect after August 2011
May 2012	First School Games national final
Sept 2013	First year of primary school funding for sports

### 3.8.5 Financial resources

When the Secretary of State announced the demise of School Sports Partnerships, there was a pronounced level of opposition which led to the DfE keeping funding in place to August 2011, and to make additional funding available to encourage the take-up of competitive sport. A further £65 million was allocated to enable secondary schools to release one PE teacher for a day a week in school years 2011/12 and 2012/13 to help with sport in primary schools.

In March 2013, the Government followed this up by announcing new ring-fenced funding of £150 million per annum for two years from school year 2013/14 for primary school sport. The funding is jointly provided by three Departments— Education; Health; and Culture, Media and Sport. The funding is worth, on average, around £9250 per school.

### 3.8.6 Assessment of impact

In response to a Freedom of Information request, the DfE confirmed that it had approved the selling off of 19 school playing fields since May 2010. (DfE, 2012k)

Ofsted (2011c) published a selection of 12 good practice case examples in order to ensure that schools did not lose the lessons learned through the School Sport Partnership programme.

In 2012, following Freedom of Information requests, Shadow Minister for the Olympics Tessa Jowell reported a 60% decline in the amount of time dedicated to organising school sport and a 37% decline in the number of School Sport Partnerships. (Labour Party, 2012)

In its assessment of school sports since the Olympics, the Education Committee found clear evidence that the ending of the school sport partnerships funding has had a negative impact, including on the opportunities for young people to access competitive sporting opportunities in school. (Education Committee, 2013c)

### 3.8.7 Forthcoming assessments of impact

After the first year of the primary school grant, Ofsted will carry out a survey reporting on the first year's expenditure of additional funding and its impact.

### 3.8.8 Data sources and further information

<b>Organisations and websites</b>	
School Games	<a href="http://www.yourschoolgames.com/">http://www.yourschoolgames.com/</a>
Sport England	<a href="http://www.sportengland.org/about_us/what_we_do.aspx">http://www.sportengland.org/about_us/what_we_do.aspx</a>
Youth Sport Trust	<a href="http://www.youthsporttrust.org/">http://www.youthsporttrust.org/</a>

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## **4. Safety, behaviour and discipline**

The new Ofsted framework for school inspection (2013e) sets out the statutory basis for inspections. One of the four main criteria is 'the behaviour and safety of pupils at the school'. In evaluating a school's behaviour and safety, the inspection team is asked to consider:

- Pupils' attitudes to learning
- Pupils' behaviour around the school and in lessons, including the extent of low-level disruption
- Pupils' behaviour towards, and respect for, other young people and adults, and their freedom from bullying, harassment, and discrimination
- Pupils' attendance and punctuality at school and in lessons
- How well teachers manage the behaviour and expectations of pupils to ensure that all pupils have an equal and fair chance to thrive and learn in an atmosphere of respect and dignity
- The extent to which the school ensures the systematic and consistent management of behaviour
- Whether pupils feel safe and their ability to assess and manage risk appropriately and to keep themselves safe
- The extent to which leaders and managers have created a positive ethos in the school.

Inspectors will also consider the behaviour and safety of pupils attending on-site and off-site alternative provision.

Ofsted's Executive Board considers reports on health and safety incidents quarterly. In 2012-13, there were 34 reported incidents, with only one being serious enough to report to the Health and Safety Executive. This is a decrease on the previous year, when there were 50 incidents and two were reported to the Health and Safety Executive. (Ofsted, 2013a)

### **4.1 Behaviour policies**

#### 4.1.1 Education reforms

- Remove the requirement for schools to be part of a Behaviour and Attendance Partnership (BAP)
- Extend the powers of staff in maintained schools and further education institutions to search pupils and confiscate items

- Repeal of the school's duty to give parents 24 hours' written notice of a detention
- Remove the requirement for schools to record the use of force

#### 4.1.2 Policy aims and intended outcomes

The Government believes that the best way to achieve improvements in behaviour is to give schools as much freedom as possible to make their own decisions, including the freedom to choose the partnerships they form.

#### 4.1.3 Legal basis

Sections 2 and 3 of the Education Act 2011 extend the powers of staff in maintained schools and further education institutions to search pupils and confiscate items without consent. Existing powers (Part 2, Education Act 1996) allowed staff to search for and confiscate items on suspicion of pupils possessing weapons, alcohol, illegal drugs and stolen property. Under the new legislation, staff may search for items that the staff member 'reasonably suspects' have been or could be used to commit an offence, cause personal injury or damage property, or items which are banned in the school rules.

Section 2(3)(a) allows staff to use reasonable force, except during searches for items banned in the school rules. Requirements to ensure that searches be undertaken by a staff member of the same sex as the pupil, and in the presence of another member of staff, are relaxed. The DfE issued non-statutory 'advice' on this power rather than guidance. (DfE, 2012p)

In the Apprenticeships, Skills, Children and Learning Act 2009 (Commencement No.2 (Amendment) and Transitional Provision) Order 2010, the Government removed the commencement date for a statutory duty to record and report the use of force to parents. In Sept 2011, following a review requested by the Secretary of State, Charlie Taylor - the DfE's expert adviser on behaviour - supported the Government's decision, advising that the legislation was overly bureaucratic and unnecessary. In its advice on the use of force, the DfE confirms that "It is up to schools to decide whether it is appropriate to report the use of force to parents." (DfE, 2012p, para 8.1) In 2013, the DfE issued revised non-statutory advice on the use of force which also covers the power to search pupils without consent. (DfE, 2013x)

Section 5 of the Education Act 2011 repeals the requirement to give notice of detention to a parent in England. Section 6 repeals the duty for the governing body of a maintained secondary school, or the proprietor of an academy, to enter into a behaviour and attendance partnership.

#### 4.1.4 Implementation

As one of his first tasks for government, the DfE's expert adviser on behaviour issued a behaviour checklist on the basics of classroom management for teachers. (Taylor, 2011)

In January 2012, the repeal of the detention notice and behaviour and attendance partnerships came into force. Changes to the power to search pupils came into effect from April 2012.

<b>Timeline implementation</b>	<b>for</b>
4 April 2011	Secretary of State appoints Charlie Taylor his expert adviser on behaviour
January 2012	Schools no longer required to give notice of detention or be part of a behaviour and attendance partnership
April 2012	Power of staff at schools to search pupils comes into force

#### 4.1.5 Assessment of impact

In his commentary to the latest Ofsted annual report, HMCI highlighted behaviour issues in some schools. “We have accepted for far too long minor disruption and inattention in schools. Around 700,000 pupils attend schools where behaviour needs to improve. Unless this changes, teachers will struggle to create an environment in which all children learn well. Furthermore, if teaching becomes a daily struggle to maintain order in the classroom, not only will standards decline but good teachers will leave the profession.” (Ofsted, 2013b, p9)

#### 4.1.6 Data sources and further information

The DfE stopped producing its statistical reports on Behaviour in Schools in 2011.

#### ***(Ofsted) Maintained Schools Inspections and Outcomes***

Quarterly

<http://www.ofsted.gov.uk/resources/latest-official-statistics-maintained-school-inspections-and-outcomes>

#### ***(Ofsted) The report of Her Majesty’s Chief Inspector of Education, Children’s Services and Skills: Schools***

Includes all state-funded schools

<http://www.ofsted.gov.uk/resources/ofsted-annual-report-201213-schools>

<b>Organisations and websites</b>	
DfE page on School behaviour advice and guidance	<a href="http://www.education.gov.uk/schools/pupilsupport/behaviour/behaviourpolicies">http://www.education.gov.uk/schools/pupilsupport/behaviour/behaviourpolicies</a>
Gov.uk page on Improving behaviour and attendance in schools	<a href="https://www.gov.uk/government/policies/improving-behaviour-and-attendance-in-schools">https://www.gov.uk/government/policies/improving-behaviour-and-attendance-in-schools</a>
Ofsted webpage listing its reports on behaviour and attendance in schools	<a href="http://www.ofsted.gov.uk/inspection-reports/our-expert-knowledge/attendance-and-behaviour-schools">http://www.ofsted.gov.uk/inspection-reports/our-expert-knowledge/attendance-and-behaviour-schools</a>

## 4.2 Bullying

### 4.2.1 Education reforms

- Commission Ofsted to undertake a survey of effective and ineffective practices which address bullying and make this information, as well as case studies from the most effective schools, available to all
- Focus Ofsted inspection more strongly on behaviour and safety, including bullying, as one of four key areas of inspections (see Safety, behaviour and discipline)

### 4.2.2 Policy aims and intended outcomes

To empower head teachers to take a strong stand against bullying, especially racist, homophobic and other prejudice-based bullying

### 4.2.3 Legal basis

In the schools white paper, the Government singled out the various pieces of guidance on behaviour and bullying when undertaking to reduce the volume of official instruction. This led to the publication of revised guidance for schools on tackling bullying that was 8 pages in length, revised in 2013 (DfE, 2013q). The guidance applies to maintained schools and academies. Academies are required to draw up and implement anti-bullying guidance through the Independent Schools Standards Regulations 2010.

### 4.2.4 Implementation

The revised guidance includes a section on cyber-bullying, referring to the search powers in the Education Act 2011 which give teachers stronger powers to tackle cyber-bullying by providing a specific power to search for and, if necessary, delete inappropriate images (or files) on electronic devices, including mobile phones.

It also states that, as part of the revised Ofsted framework, schools should be able to demonstrate the impact of anti-bullying policies.

### 4.2.5 Data sources and further information

<b>Organisations and websites</b>	
Anti Bullying Alliance (ABA)	<a href="http://www.anti-bullyingalliance.org.uk/">http://www.anti-bullyingalliance.org.uk/</a>
Beatbullying	<a href="http://www.beatbullying.org/">http://www.beatbullying.org/</a>
Kidscape	<a href="http://www.kidscape.org.uk/">http://www.kidscape.org.uk/</a>
Mencap	<a href="http://www.mencap.org.uk/">http://www.mencap.org.uk/</a>
NSPCC	<a href="http://www.nspcc.org.uk/help-and-advice/worried-about-a-child/online-advice/bullying/bullying-a_wda87098.html">http://www.nspcc.org.uk/help-and-advice/worried-about-a-child/online-advice/bullying/bullying-a_wda87098.html</a>
Stonewall	<a href="http://www.stonewall.org.uk/">http://www.stonewall.org.uk/</a>

## **4.3 Exclusions**

### 4.3.1 Education reform

- Replace independent appeals panels for exclusion with independent review panels - the review panels will no longer have the power to reinstate pupils who have been permanently excluded
- Remove access to legal aid for those seeking to challenge a school exclusion

### 4.3.2 Policy aims and intended outcomes

Amend the Education Act 2002 to abolish independent appeal panels and replace them with review panels. This is to help head teachers maintain their authority, and teachers to maintain an orderly and safe environment in the school

Target legal aid at the most serious cases which have sufficient priority to justify the use of public funds

### 4.3.3 Legal basis

Section 4 of the Education Act 2011 inserts s.51A (Exclusion of Pupils: England) into the Education Act 2002. Head teachers of maintained schools and teachers in charge of PRUs retain the power to exclude any pupil from school on disciplinary grounds for a fixed period or permanently. Much of the detail appears in the School Discipline (Pupil Exclusions and Reviews) (England) Regulations 2012.

Section 51A(4) deals with the new review panels. If a review panel finds that a school's decision to exclude a pupil was flawed, it is able to direct the school to reconsider its decision, but has no power to order reinstatement. Section 51A(12) provides a regulation-making power to allow the Secretary of State to apply new section 51A and regulations made under it, to academies.

The reformed exclusion process is outlined in statutory guidance on exclusions (DfE, 2012h) which applies to maintained schools, academies and free schools, alternative provision academies and PRUs, and to which head teachers, governing bodies, local authorities, academy trusts, independent review panel members, independent review panel clerks, and special educational needs experts must have regard when carrying out their functions in relation to exclusions.

The guidance makes it clear that: permanent exclusion should only be used as a last resort; the decision to exclude a pupil must be lawful, reasonable and fair; schools should intervene early in order to reduce the need for an exclusion; emphasises the importance of reintegration following a fixed-term exclusion; and that schools should take reasonable steps to set and mark work for pupils during the first five school days of an exclusion, and must arrange alternative provision from the sixth day.

The most significant change relates to the new panels. “An independent review panel does not have the power to direct a governing body to reinstate an excluded pupil. However, where a panel decides that a governing body’s decision is flawed when considered in the light of the principles applicable on an application for judicial review, it can direct a governing body to reconsider its decision - which it must do within 10 days. If the governing body does not subsequently offer to reinstate a pupil, the panel will be expected to order that the school makes an additional payment of £4000. This payment will go to the local authority towards the costs of providing alternative provision.” (DfE, 2012h, p4)

Under the Regulations, parents have the right to request a special educational needs expert to attend the review panel if they feel SEN was relevant to the exclusion.

The provisions of the Legal Aid, Sentencing and Punishment of Offenders (LASPO) Act 2012 came into force in April 2013, removing the right to legal aid to challenge a school exclusion.

#### 4.3.4 Implementation

The new exclusions guidance and regulations came into force 1 September 2012.

In September 2011, the DfE set up pathfinders to assess the implementation of the transfer of responsibility for the commissioning of alternative provision from local authorities to schools. In the view of the DfE, this is the most significant change to exclusions policy and practice: that the school, rather than the local authority, will take statutory responsibility for ensuring that suitable full-time education is provided to pupils from the sixth day of exclusion. Schools will be responsible for selecting and commissioning the most appropriate placement for the pupil, and will be required to arrange regular reporting on the pupil’s academic and behavioural progress. (DfE, 2012n) Between September 2011 and March 2012, the DfE set up the infrastructure and systems, and planned to commence the pilot on a staggered basis with full implementation due to take effect during 2013. They wanted around 300 schools in 11 local authorities to take part, with the trial concluding in July 2014.

The following local authorities are taking part in the trial: Darlington, East Sussex, Hartlepool, Lancashire, Middlesbrough, Redcar & Cleveland, Sefton, Wiltshire, Hampshire, Hertfordshire and Leeds.

<b>Timeline implementation</b>	<b>for</b>
September 2011	School exclusions trial begins
1 Sept 2012	Exclusions guidance and regulations come into force
April 2013	Legal aid changes come into force
July 2014	School exclusion trial due to conclude

#### 4.3.5 Financial resources

There is no additional funding for the school exclusion trial. Local authorities involved in the trial will devolve a proportionate amount of Dedicated Schools Grant for individual schools to fund the commissioning of alternative provision for excluded pupils.

#### 4.3.6 Assessment of impact

In its inquiry into Behaviour and Discipline in Schools, the Education Committee (2011b) disagreed with the proposal to remove the independent appeal panels for exclusions. When commenting on the Education Bill, the Joint Committee for Human Rights (2011) said that the review panel proposals represented a breach of Articles 6 and 13 of the ECHR.

As part of its Teacher Voice Omnibus, NFER asked seven questions about the new guidance on behalf of the OCCE which informed the findings in its school exclusions inquiry (Smith, Aston and Pyle, 2012; OCCE, 2013b).

In its first interim report evaluating the school exclusion trial, London University's Institute of Education and the NFER (2013) found some evidence of changes already being implemented by the participating schools, including:

- Changes to school processes (the introduction of new school-wide policies and strategies; the employment of new staff in specialised roles in schools; allocated budgets for alternative provision)
- Additional training for existing staff
- Changes to the types of interventions offered (increased support for pupils at risk of permanent exclusion, including external alternative provision and in-school provision).

There was also qualitative evidence from the participating local authorities that:

- Partnership working between schools has increased and processes have been made more rigorous
- Some schools are directly commissioning alternative provision
- Some PRUs have closed and the role and offer of others has changed to meet the needs of schools more closely
- There has been an increase in the use of 'dual roll' where students remain on the school roll but are also registered with an alternative provision provider
- Schools are taking increased responsibility for pupils at risk of exclusion
- Schools are preparing to offer a broader curriculum to meet the needs of all of their pupils
- Some secondary schools are working in partnership with primary schools on transition issues to support pupils at risk of permanent exclusion

The report also raised the following issues related to the trial itself. These were:

- Ensuring that schools had the capacity and expertise to commission, manage and monitor alternative provision, and
- Increasing the extent of early intervention at the first sign of difficulties.

In addition, there was concern about the availability of sufficient, local, flexible, high quality alternative provision to meet the needs of students, particularly at KS3 and Level 2.

#### 4.3.7 Forthcoming assessment of impact

The final evaluation of the school exclusion trial is due in spring 2015.

#### 4.3.8 Data sources and further information

##### **(DfE) Performance tables 2012**

Annual publication

<http://www.education.gov.uk/schools/performance/>

##### **(DfE) Permanent and fixed period exclusions from schools and exclusion appeals in England, 2011/12**

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/224893/SFR29-2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/224893/SFR29-2013.pdf)

<b>Organisations and websites</b>	
Advisory Centre for Education (ACE) <i>Adviceline for parents and staff training</i>	<a href="http://www.ace-ed.org.uk/">http://www.ace-ed.org.uk/</a>
Coram Children's Legal Centre <i>Legal advice for the public</i>	<a href="http://www.childrenslegalcentre.com/">http://www.childrenslegalcentre.com/</a>
IPSEA <i>Advice on SEND issues, including appeals to the SEN Tribunal</i>	<a href="http://www.ipsea.org.uk/what-you-need-to-know/exclusion">http://www.ipsea.org.uk/what-you-need-to-know/exclusion</a>

## **4.4 Safeguarding**

There has been little reform activity in relation to safeguarding in schools. The most significant changes relate to the new inspection framework, the revision of the *Working Together to Safeguard Children guidance* (HM Government, 2013d), and the introduction of the Disclosure and Barring Service, which scales back the criminal records and barring systems to more proportionate levels whilst ensuring that they continue to provide effective protection for those who need it. (HM Government, 2012a)

### 4.4.1 Education reforms

- Update guidance on safeguarding children in schools
- Protect teachers from malicious allegations – speeding up investigations and legislating to grant teachers anonymity when accused by pupils (DfE, 2010g, p10)

#### 4.4.2 Policy aims and intended outcomes

Part of the Government's programme to reduce the volume of guidance

Teachers are particularly vulnerable to false allegations of abuse or other misconduct, and an allegation can have a serious impact on both the private and professional lives of an individual who is involved

#### 4.4.3 Legal basis

Teachers and those who work in schools are involved in a regulated activity as defined in the Safeguarding Vulnerable Groups Act 2006, so are covered by the highest level of vetting under the Act [ie 'enhanced' with a child barred list check].

Section 13 of the Education Act 2011 amends s.141 of the Education Act 2002. This measure makes it an offence to report or publish any information that could lead to the identification of a teacher who is subject to an allegation of a criminal offence made by, or on behalf of, a registered pupil at the same school. The information can include the teacher's name or the school where s/he works, or anything that helps to identify the individual. 'Publication' covers any form of publication, including social media. The perpetrator would face prosecution or a £5000 fine. Statutory guidance has been published covering all state-funded schools as well as further education colleges. (DfE, 2012e) This outlines the process and procedures for dealing with allegations of abuse.

Despite changes to the vetting and barring system, the guidance on staff recruitment has not been updated, with the 2006 volume still in use (DfES, 2006). However, the overarching safeguarding guidance (HM Government, 2013d) has been revised and, in paragraph 2.6 makes it clear that safeguarding duties apply to academies and free schools as they do to maintained schools and further education institutions.

#### 4.4.4 Implementation

In 2011, Ofsted published a best practice guide on safeguarding for schools, based on school inspections that took place between Sept 2009 and July 2010 where safeguarding was judged to be outstanding (Ofsted, 2011b).

Ofsted inspections look at safeguarding within the Behaviour and Safety judgement, specifically:

- Managing safeguarding arrangements to ensure that there is safe recruitment and all pupils are safe, including for example, the effective identification of children in need or at risk of significant harm, including:
  - Maintaining the single central record and appropriate arrangements for child protection
  - The rigour with which absence is followed up
- How well safe practices and a culture of safety are promoted through the curriculum

There is also a reference to safeguarding in the Leadership and Management judgement, which will be judged to be adequate if “the school’s arrangements for safeguarding pupils do not meet statutory requirements and give serious cause for concern.” (Ofsted, 2012d)

In 2012, the Criminal Records Bureau (CRB) and Independent Safeguarding Authority (ISA) merged to become the Disclosure and Barring Service (DBS) - the body now responsible for vetting applicants for particular types of employment. Under the Safeguarding Vulnerable Groups Act 2006, it is a legal requirement in the UK for regulated activity<sup>10</sup> employers to refer safeguarding concerns to the DBS. It is illegal for anyone barred by the DBS to work, or apply to work within the sector (children or adults) from which they are barred. It is also illegal for an employer to knowingly employ a barred person in the sector from which they are barred.

Following the launch of the DBS, the NSPCC (NSPCC, 2013) updated its workbook for designated senior staff in schools.

<b>Timeline for implementation</b>	<b>for</b>
1 October 2012	Section 141F of the Education Act 2002 banning publicity of allegations against teachers come into force
1 December 2012	Launch of the Disclosure and Barring Service

#### 4.4.5 Data sources and further information

**Ofsted** briefings and information for use during inspections of maintained schools and academies <http://www.ofsted.gov.uk/resources/briefings-and-information-for-use-during-inspections-of-maintained-schools-and-academies>

<b>Organisations and websites</b>	
Childline	<a href="http://www.childline.org.uk/Pages/Home.aspx">http://www.childline.org.uk/Pages/Home.aspx</a>
DfE safeguarding pages	<a href="http://www.education.gov.uk/childrenandyoungpeople/safeguardingchildren">http://www.education.gov.uk/childrenandyoungpeople/safeguardingchildren</a>
Disclosure and Barring Service	<a href="https://www.gov.uk/government/organisations/disclosure-and-barring-service">https://www.gov.uk/government/organisations/disclosure-and-barring-service</a>
NSPCC - Childline schools service	<a href="http://www.nspcc.org.uk/what-we-do/the-work-we-do/childline-services/childline-schools-service/childline-schools-service_wda90513.html">http://www.nspcc.org.uk/what-we-do/the-work-we-do/childline-services/childline-schools-service/childline-schools-service_wda90513.html</a>
TES Connect safeguarding pages	<a href="http://www.tes.co.uk/article.aspx?storyCode=6355783">http://www.tes.co.uk/article.aspx?storyCode=6355783</a>

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<sup>10</sup> Regulated activity is a term used to describe specific activities which involve working with children and vulnerable adults. It includes any form of work paid or voluntarily carried out for the purposes of a setting or establishment which involves contact with children or vulnerable adults on a frequent, intensive or overnight basis.

## **5. Curriculum, assessment and qualifications**

### 5.1 Education reforms

- Review and reform the National Curriculum
- Introduce the English Baccalaureate
- Set a new minimum, or 'floor', standard which all schools will be expected to meet
- Work with Ofqual to reform GCSEs and raise A-level standards

### 5.2 Policy aims and intended outcomes

To reduce prescription and allow schools to decide how to teach curriculum subjects, and to use other time available in the school day to range beyond the national curriculum specifications

Ensure there is proper assessment of pupils at each transitional stage of their education, at ages 6, 11 and 16

Introduce the English Baccalaureate to encourage schools to offer a broad set of academic subjects to age 16, whether or not students then go down an academic or vocational route

Support underperforming schools such as those below the new floor standards and transform the results of the lowest-performing through conversion to academy status

To make exam standards in England match the highest standards overseas and tackle grade inflation

### 5.3 Legal basis

Section 20 of the Education Act 2011 amends s.538 of the Education Act 1996, and gives the Secretary of State the power to direct the governing bodies of maintained schools to take part in international surveys, including PISA. This power came into force in February 2012.

Section 25 of the Education Act 2011 abolished the Qualifications and Curriculum Authority and transferred its exam administration and assessment functions to the Teaching Agency and Standards and Testing Agency. In April 2013, the Teaching Agency merged with the National College for School Leadership to become the National College for Teaching and Leadership.

Part 4 of the Act makes a number of changes to Ofqual, creating a Chief Regulator of Qualifications and Examinations and making a number of changes to its enforcement powers. Section 22 sets out a new objective for Ofqual, which is to secure that regulated qualifications:

- a) Give a reliable indication of knowledge, skills and understanding; and
- b) Indicate a consistent level of attainment (including over time) between comparable regulated qualifications, and, in addition,

- c) Indicate a consistent level of attainment (but not over time) between regulated qualifications and comparable qualifications which Ofqual does not regulate, including qualifications awarded outside the UK.

This came into force in February 2012.

#### 5.4 Implementation

- *Review of the National Curriculum:*

On 20 January 2011 the Secretary of State for Education announced a review of the national curriculum in England (Gove, 2011a), saying that the new national curriculum would set out “only the essential knowledge that all children should acquire, and give schools and teachers more freedom to decide how to teach this most effectively and to design a wider school curriculum that best meets the needs of their pupils”. He established an Expert Panel, chaired by Tim Oates, and Advisory Committee.

The Expert Panel published a framework document in December 2011 (DfE, 2011d) in which it recommended that:

- The National Curriculum should set out only the essential knowledge (facts, concepts, principles and fundamental operations) that all children should acquire, and leave schools to design a wider school curriculum that best meets the needs of their pupils and to decide how to teach this most effectively
- The content of our National Curriculum should compare favourably with curricula in the highest performing jurisdictions
- The National Curriculum should embody rigour and high standards and create coherence in what is taught in schools, ensuring that all children have the opportunity to acquire a core of knowledge in the key subject disciplines
- The National Curriculum should provide young people with the knowledge they need to move confidently and successfully through their education, taking into account the needs of different groups, including the most able and pupils with special educational needs and disabilities (SEND)
- The National Curriculum will continue to be a statutory requirement for maintained schools but will also retain its importance as a national benchmark of excellence for all schools

The report also emphasised the importance of distinguishing between the National Curriculum and the wider school curriculum, and recommended that the National Curriculum should not absorb the majority of teaching time in schools.

The DfE also set up a series of stakeholder consultations on specific subjects which are beyond the scope of this review and, throughout 2011, Ofsted published a series of reviews on each subject area of the national curriculum.

Following ministerial consideration of advice received from the Expert Panel, Advisory Committee and stakeholder groups, the next phases of the review involved a public consultation on draft programmes of study in early 2012 which led to the development of statutory and non-statutory programmes of study,

depending on the subject under consideration. There was a second public consultation on the draft programmes of study in 2013.

Whilst this was taking place, the existing national curriculum requirements for both primary and secondary schools remained in force.

In June 2013, the Secretary of State announced that, as part of the national curriculum reforms, the current system of 'levels' used to report children's attainment and progress would be removed, saying that "Prescribing a single detailed approach to assessment does not fit with the curriculum freedoms we are giving schools." (DfE, 2013f) Schools will be able to introduce their own approaches to formative assessment, to support pupil attainment and progression. The DfE is working with the National Association of Head Teachers to develop this new approach to assessment.

In September 2013, the Secretary of State published the new national curriculum framework, (DfE, 2013n) the majority of which will come into force from September 2014, giving schools a year to prepare to teach it. From September 2015, the new national curriculum for English, mathematics and science will come into force for years 2 and 6; and English, mathematics and science for KS4 will be phased in from the same month. The DfE has advised schools that, under the new curriculum, beyond the tests at KS2 and GCSEs at KS4, it will be for schools to decide how they assess pupils' progress.

In 2013-14, the Secretary of State disapplied the current national curriculum, as well as assessment at KS3. 'Disapplied' means that, although schools will still teach the subjects of the national curriculum, they are not required to follow the programmes of study.

The National College for Teaching and Leadership has produced an online tool to help schools to prepare for curriculum change.

- *Changes to assessment and qualifications:*

The schools white paper linked the Government's new minimum performance standards for schools - the floor standards - with the push to ensure that failing schools were converted to academy status (DfE, 2010g, p74). In the school quality indicator set, indicator 16 relates to the number of primary schools below the floor standard, and 17 to secondary schools.

The floor standard for primary schools is that at least 60% of pupils at the end of KS2 achieve a level four or above in both English and mathematics and not be below the median school scores for the percentage of pupils making expected progress between KS1 and KS2 in English and in mathematics. The previous target was 55% of pupils. Under the 60% measure, in 2012 the median school score for English was 92% and for mathematics 90%. The 2012 performance tables indicate there were 476 open, maintained mainstream primary schools that were below the floor standard.

The floor standard for secondary schools is that at least 40% of pupils at the end of KS4 achieve five or more GCSEs at grade A\*-C or equivalent, including GCSEs in both English and mathematics, and not be below the median school score for

the percentage of pupils making expected progress between KS2 and KS4 in English and in mathematics. The previous target was 35% of pupils. Under the 40% measure, in 2011/12 the median school score for pupils making expected progress in English and in mathematics was 70% for each subject. The 2011/12 performance tables indicate there were 195 open, state-funded mainstream schools that were below this floor standard.

The English Baccalaureate (EBacc) was introduced as the key performance measure in the 2010 performance tables, but is not a qualification in itself. The measure recognises where pupils have secured a C grade or better across a core of academic subjects – English, mathematics, history or geography, the sciences and a language.

**Table 1**

**Uptake of the EBacc in 2011 and 2012**

Figures show proportion of schools with each level of pupil uptake of the EBacc

Base: All schools with valid data (2012 = 586, 2011 = 630)

	2012 %	2011 %
<i>Pupil uptake (% Year 9 pupils choosing to take EBacc combination at GCSE)</i>		
10% or less	6	7
Over 10% up to 25%	12	15
Over 25% up to 50%	36	35
Over 50% up to 75%	30	28
Over 75% up to 100%	15	15
<b>% Year 9 pupils taking EBacc subjects</b>	<b>48</b>	<b>46</b>

Source: Ipsos MORI

[from Ipsos MORI survey for DfE; Greevy et al, 2013]

From 2014, in line with changes to the way in which qualifications are recognised in performance tables<sup>11</sup>, the Secretary of State has decided there should be greater alignment between the EBacc measure and other performance measures. Qualifications that are regulated by Ofqual and approved by the DfE for inclusion in KS4 performance tables will count towards the EBacc measure if they: are in an accepted EBacc subject; enable progression to relevant 'facilitating' A level subject(s); and are graded in the same way as GCSEs (A\*-G for level 1 and level 2; A\*-C for level 2).

The Standards and Testing Agency is an executive agency of the DfE, and is responsible for the development and delivery of all statutory assessments from early years to the end of KS3. In 2013-14, due to the national curriculum reforms, KS3 assessment arrangements have been disapplied. All subjects have been disapplied at all key stages, except for English, mathematics and science for pupils in years 1, 2, 5 and 6. (DfE, 2013h)

The first new KS2 tests in English, mathematics and science, based on the new national curriculum, will be sat by pupils for the first time in the summer of 2016. Sample questions will be available from summer 2014, and sample full

<sup>11</sup> DfE pages on school performance tables are accessible through <http://www.education.gov.uk/schools/performance/index.html>

tests will be available from the summer of 2015. Primary academies and free schools will also take the new KS2 tests. Following the review of the national curriculum, new standards are to be set in statutory tests and teacher assessments, and new ways of reporting attainment are planned for 2016.

In February 2013, the Secretary of State announced that GCSEs would be retained but reformed. For this purpose, his delivery agency is Ofqual, which was established as the independent regulator of qualifications, examinations and assessments in England under the Apprenticeships, Skills, Children and Learning Act 2009.

The Secretary of State articulated how he wished to take forward GCSE reform, describing their primary purpose, which is: to evidence pupils' achievement against demanding and fulfilling content, as well as providing a strong foundation for further academic and vocational study, and a basis upon which schools will be held accountable. He stressed that: "GCSEs must prioritise stretching assessment, which truly tests the breadth and depth of pupils' knowledge and abilities." (Gove, 2013b)

<b>Exam reform in England</b>		
	<b>Current GCSE</b>	<b>New GCSE</b>
<b>* WALES AND NORTHERN IRELAND ARE KEEPING GCSES, BUT WILL NOT ADOPT THE CHANGES OUTLINED ABOVE. SCOTLAND HAS ITS OWN SYSTEM.</b>		
Style	Modular courses with coursework plus exams. Exams taken throughout the course as modules are completed. However, from Sep 2012, coursework and modules were reduced or reformed	Modular courses scrapped, new course content, reduced coursework but GCSE brand retained. Controlled assessments scrapped. Most exams taken after two years rather than at the end of modules. More demanding essay-style questions
Exam board	Multiple exam boards	Multiple exam boards
Timeframe	Two year course period; exams can be taken at the end of each module	Exams taken at the end of two year period, with first exams in summer 2017
Subjects	The existing form of GCSE will continue for subjects outside the core group of new GCSEs	Reforms will be applied to core subjects - English, maths, sciences, history and geography - with others to follow.
Grading	A* - G	Numbers 8 (top) to 1 (bottom). Pass mark to be pushed higher

## Exam reform in England

	Current GCSE	New GCSE
Accountability	Schools judged by pupils achieving five A*-C passes including English and maths	Still under consultation, but under proposals could be based on the number of pupils in a school reaching an attainment threshold in English and maths. Average point score would be based on a range of eight GCSEs

[from BBC website] <http://www.bbc.co.uk/news/education-22854908>

From September 2013, GCSEs will be examined at the end of the course rather than at the end of each unit, but the qualifications are still modular in their design.

Over the longer term, Ofqual plans to regulate for new GCSEs to be developed and introduced for first teaching in September 2015 in the following subjects: English language, English literature, mathematics, biology, chemistry, physics, combined science (double award), history and geography. Together they represent about two-thirds of all GCSE entries. Other subjects will follow in further tranches in subsequent years.

In parallel, Ofqual will reform the key design features of GCSEs: modularisation, tiering, assessment and grading. The use of tiering is to be limited to 'suitable' subjects - initially, mathematics, biology, chemistry, physics and combined science. Ofqual also proposes to increase the minimum requirement for written exam assessment, and that non-exam assessment in speaking and listening skills for GCSEs in English and English language be reported separately. These developments are to take place over 2013-14.

Ofqual has confirmed that: "Reformed GCSEs will be materially different from the qualifications they replace, and we do not assume that performance standards will be comparable between current and reformed GCSEs in England. Instead, performance standards that meet public expectations and that compare well with good international standards will need to be set." (Ofqual, 2013)

In a letter to Ofqual (Gove, 2013a), the Secretary of State set out how he intended to take forward A-level reforms, and confirmed that the Russell Group of universities<sup>12</sup> was planning to create an A-level Content Advisory Group to provide advice to Ofqual, focusing on those A-levels which are most commonly required for entry to leading universities. A-levels are to remain about the same size as now, and accessible to the same proportion of students. The AS level is to be decoupled from the A-level as a stand-alone qualification. The subjects for

<sup>12</sup> Birmingham, Bristol, Cambridge, Cardiff, Durham, Edinburgh, Exeter, Glasgow, Imperial College London, King's College London, Leeds, Liverpool, London School of Economics, Manchester, Newcastle, Nottingham, Oxford, Queen Mary, Queen's University Belfast, Sheffield, Southampton, University College London, Warwick, York

the first of the reformed A-levels are still being decided, with teaching due to start in September 2015. Ofqual does not propose to change the A-level grading structure.

Both DfE and Ofqual have published consultation papers on A-level reforms<sup>13</sup>, with response dates of 20 Dec 2013 and 17 January 2014 respectively.

<b>Timeline implementation</b>	<b>for</b>	
January 2011		EBacc introduced as performance measure for schools
January 2011		Secretary of State announces the Review of the National Curriculum and publishes a Call for Evidence
December 2011		Expert Panel publishes the National Curriculum framework document
February 2012		Education Act 2011 changes to Ofqual commence
February 2012		Secretary of State power to direct schools to take part in international surveys commences
June 2012		DfE publishes draft Programmes of Study for national curriculum subjects
February 2013		DfE issues second consultation on draft Programmes of Study for national curriculum subjects
February 2013		Secretary of State announces plans for GCSE reform
		September 2013, GCSEs will be examined at the end of the course rather than at the end of each unit
September 2013		DfE publishes the new National Curriculum framework
September 2014		The majority of the new National Curriculum comes into effect
September 2015		The new National Curriculum for English, maths and science comes into effect
September 2015		First teaching for new GCSEs begins in English, biology, chemistry, physics, combined science, history and geography
September 2015		First teaching in new A-levels begins
September 2016		First KS2 tests in English, maths and science begin

## 5.5 Assessment of impact

In its most recent survey of teachers, parents and pupils on the EBacc (covering 2012, and comparing their findings with 2011), Ipsos MORI found: (Ipsos MORI, 2012)

<sup>13</sup>

<http://www.education.gov.uk/schools/teachingandlearning/qualifications/examsadmin/news/a00229409/alevelconsultation>  
<http://comment.ofqual.gov.uk/a-level-reform/>

- In 2012, 47% of teachers anticipated that the EBacc would have an impact on their curriculum and 48% reported changes to their option blocks. However, the proportion anticipating further changes to the curriculum or option blocks was significantly lower
- Just over a quarter (27%) said that some courses have been withdrawn or failed to recruit enough pupils for the 2012/13 academic year due to the EBacc. The most commonly withdrawn subjects were drama and performing arts, which had been dropped in nearly a quarter of schools where a subject had been withdrawn (23%), followed by art (17%) and design technology (14%). BTECs had also seen a decline (dropped in 20% schools where subjects have been withdrawn). Just over half the schools surveyed said the EBacc had no influence on the curriculum (53%) or option blocks (52%) offered to their Year 9 pupils
- 30% of teachers indicated the EBacc has led to staffing changes at their school - the findings suggested that some teachers were redeployed to teach their secondary (EBacc) subject
- The proportion of schools offering early entry to GCSE for their current Year 9 pupils had dropped from 81% in 2011 to 70%
- 16% said the EBacc was directed at higher attaining pupils, 6% that they had created a two-tier pathway, and 7% that the EBacc was compulsory for at least some pupils. Other responses indicated that some subjects, or classes of subjects, were now compulsory for the first time, including geography/history/humanities (9% of schools), and languages (6% of schools)
- The great majority of schools had provided information or advice to both pupils (93%) and parents/carers (94%) about the EBacc
- Schools with lower levels of uptake of the EBacc were more likely than schools with high uptake to be providing information about the EBacc to pupils and parents/carers. Conversely, schools with relatively high levels of uptake were more likely to have told pupils that the EBacc subjects were optional. Many of the pupils who were studying towards the EBacc had selected these subjects naturally; teachers and parents/carers explained that more academic pupils gravitated towards this selection without needing the added inducement of the EBacc
- The overriding considerations when pupils are selecting their GCSE options are to select subjects that they enjoy and are good at and, where pupils have a career path in mind, that will help towards their preferred career. These factors were more important than the EBacc in guiding GCSE choices
- Most parents/carers felt that they already had enough information about school performance without needing the EBacc; several stressed that they judge school performance on many factors – such as the school ethos and atmosphere – rather than purely on measures of academic success
- Some parents/carers were concerned about the narrow academic focus of the EBacc, and the detrimental impact it might have on the uptake of non-EBacc subjects. A few parents/carers felt the EBacc was a useful performance measure and helped to steer schools and pupils away from prioritising 'softer' subjects

## 5.6 Data sources and further information

**(DfE) Performance tables 2012**

<http://www.education.gov.uk/schools/performance/>

**(DfE) National curriculum assessments at Key Stage 2 in England, 2013 [provisional]**

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/245737/SFR34\\_2013\\_KS2\\_Text.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/245737/SFR34_2013_KS2_Text.pdf)

**(DfE) GCSE and Equivalent results in England 2012/13 [provisional] [includes Key Stage 3 assessments]**

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/251184/SFR40\\_2013\\_FINALv2.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/251184/SFR40_2013_FINALv2.pdf)

**(DfE) A level and other Level 3 results in England, academic year 2012 to 2013 [provisional]**

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/250145/SFR41\\_October\\_2013\\_text\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/250145/SFR41_October_2013_text_FINAL.pdf)

<b>Organisations and websites</b>	
DfE School quality indicators	<a href="http://www.education.gov.uk/researchandstatistics/statistics/keystatistics/b00214300/school-quality">http://www.education.gov.uk/researchandstatistics/statistics/keystatistics/b00214300/school-quality</a>
National Association of Head Teachers (NAHT)	<a href="http://www.naht.org.uk/">http://www.naht.org.uk/</a>
National Curriculum programmes of study from Sept 2014	<a href="https://www.gov.uk/government/collections/national-curriculum">https://www.gov.uk/government/collections/national-curriculum</a>
National College for Teaching and Leadership	<a href="https://www.nationalcollege.org.uk/signin?indexidol=no&amp;url=http%3A//www.nationalcollege.org.uk/index">https://www.nationalcollege.org.uk/signin?indexidol=no&amp;url=http%3A//www.nationalcollege.org.uk/index</a>
Ofqual Q&A page on changes to GCSEs	<a href="http://www2.ofqual.gov.uk/help-and-support/94-articles/821">http://www2.ofqual.gov.uk/help-and-support/94-articles/821</a>
Ofqual Timeline page on changes to GCSEs	<a href="http://www2.ofqual.gov.uk/help-and-support/94-articles/839-timeline-for-the-introduction-of-changes-to-gcse">http://www2.ofqual.gov.uk/help-and-support/94-articles/839-timeline-for-the-introduction-of-changes-to-gcse</a>
Standards and Testing Agency	<a href="http://www.education.gov.uk/aboutdfe/executiveagencies/b00198511/sta">http://www.education.gov.uk/aboutdfe/executiveagencies/b00198511/sta</a>
Secondary School League Tables <i>Data.gov.uk site for information on individual schools</i>	<a href="http://data.gov.uk/apps/secondary-school-league-tables">http://data.gov.uk/apps/secondary-school-league-tables</a>

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**6. 14-19 education and training**

**6.1 Careers guidance**

6.1.1 Education reform

- Creation of an all-age careers service, the National Careers Service, funded jointly by the Department for Education and the Department for Business, Innovation and Skills
- Transfer of responsibility for careers guidance from local authorities to schools, FE colleges and sixth form colleges
- Removal of duty on maintained schools to provide careers education

In 2010, the Skills Minister based the changes on the assumption that “individual schools and colleges know their own learners and are better placed to assess their needs than anyone else. Close partnerships whereby schools work together with expert, independent advisers, must be at the heart of our new arrangements.” (Hayes, 2010)

### 6.1.2 Policy aims and intended outcomes

That young people benefit from access to better, more consistent careers guidance that will help them to make the right decisions at key transition points and set them on the road to success

Transferring the duty from local authorities to schools is expected to create choice for schools in terms of providers, and create opportunities for private and third sector providers

As part of the implementation of Raising the Participation Age (see under NEETs), local authorities are expected to be able to spend more time addressing the support needs of disadvantaged young people

### 6.1.3 Legal basis

Section 29 of the Education Act 2011 requires maintained schools, academies, free schools and PRUs in England to secure independent careers guidance for pupils in the school year in which they reach the age of 14 (Year 9) until they have ceased to be of compulsory school age. The guidance must be presented in an impartial manner, provided in the best interests of the student and offer information on all 16-18 education or training options, including apprenticeships. Schools are no longer required to provide careers education or work-related learning. This duty came into force in Sept 2012.

In statutory guidance (DfE, 2013t) and the Careers Guidance in Schools Regulations, the DfE extended the duty to cover registered pupils in Year 8 and Years 12 and 13. The guidance makes it clear that it is up to schools to decide how they will comply with the duty, and the DfE published a guide (DfE, 2012q) to illustrate good practice. Schools will be held to account for the destinations of their leavers through the annual publication of Destination Measures.

Additional guidance issued by BIS and DfE extended the requirement to secure independent careers guidance to cover further education colleges and sixth form colleges through their funding agreements. (BIS/DfE, 2013) The new requirement applies to all students in colleges up to and including the age of 18, as well as 19-25 year olds with a current Learning Difficulty Assessment in place under section 139a of the Learning and Skills Act 2000. The careers guidance

should: inspire young people about the full range of education, training and employment opportunities available to them; be provided in an impartial manner; and promote the student's best interests. This duty came into force in Sept 2013.

Although local authorities are no longer expected to provide a universal careers service, they retain their statutory responsibility to 'encourage, enable and assist the participation of young people in education or training' (s.68 Education and Skills Act 2008). The DfE has advised that local authorities will be required to assist the most vulnerable young people and those at risk of disengaging with education or work.

The 2012 version of the *Statutory Guidance for School: Careers Guidance* (DfE, 2012r) was described as "both too slight and too vague to provide schools with much in the way of guidance on quality." (Hooley, 2012) The Association for Careers Education and Guidance (ACEG) responded by publishing its own framework, which sets out a series of learning outcomes designed to inform a curriculum-led approach, though its use is voluntary (ACEG, 2012).

#### 6.1.4 Financial resources

The Impact Assessment of the Education Bill 2011 (DfE, 2011e) estimated additional implementation costs for schools of £12.5 million in 2012-13 and £7.5 million in 2013-14. These costs would be associated with workforce development, TUPE transfers<sup>14</sup> and enabling schools to choose from the best providers of guidance.

It is estimated that the careers guidance element of the Connexions service received funding of £196m in 2010/11; none of this has been passed on to schools. In its evidence to the Education Committee, Careers England reported on a survey of its members which indicated that only one in six schools had the same level of investment in careers activities as they did a year ago. No school reported increasing the level of investment. (Education Select Committee, 2013a)

#### 6.1.5 Implementation

The all-age National Careers Service (NCS) was launched on 5 April 2012, replacing the Next Step service for adults and the Connexions Direct helpline and online support for young people. The Skills Funding Agency is responsible for the delivery, design and development of the NCS.

NCS is a web-based service which offers access to online tools for people aged 13 and over in England. The website advertises a telephone helpline and web chat service staffed by careers advisers: one for young people aged 13 to 18, the other for adults. Ofsted reports that, between April 2012 and March 2013, the helpline handled 67,383 contacts from young people.

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<sup>14</sup> Meaning, Transfer of Undertakings (Protection of Employment) Regulations 2006

Neither the guidance for schools nor the guidance for FE colleges and sixth form colleges prescribes how educational establishments should provide the service. However, the FE guidance makes recommendations about ways colleges can fulfill the duties by, for example, facilitating access to employers, coaching and mentoring, workplace visits, careers fairs, and open days at higher education institutions. The importance of ensuring access to information about vocational, academic, work-based routes and volunteering is emphasised, as is the importance of face-to-face support.

The guidance for FE colleges and sixth form colleges states that the Government is keen to extend partnership working between the National Careers Services and colleges, as well as schools. The National Association of Colleges has published a guide on how colleges and the NCS can work together. (National Association of Colleges, 2013)

During 2012-13, NCS added new resources for young people, and links to young people’s websites such as the government-funded *plotr* and *mykindacrowd*.

In March 2011, Careers England was commissioned by the Careers Profession Task Force to create the kitemark that is now known as QiCS (the Quality in Careers Standard). The QiCS covers a range of areas including: staff training and qualifications, engagement of school leadership in the programme, impartiality, the centrality of career education and curriculum interventions, the importance of career and labour market information, the value of work with external partners, families and carers, and the importance of monitoring, evaluation, review and development of the programme (Careers England, 2011).

<b>Timeline implementation</b>	<b>for</b>
4 November 2010	Skills Minister announces all-age careers service
5 April 2012	Launch of National Careers Service
September 2012	Duty on schools to secure access to independent, impartial careers guidance for their pupils on the full range of 16-18 education and training options comes into force
September 2013	Duty on schools extended to cover pupils in Years 8 and 12-13
September 2013	Requirement for FE and sixth form colleges to secure independent careers guidance comes into force
September 2013	DfE/BIS publish the Careers guidance action plan

#### 6.1.6 Assessment of impact

In early 2013, the Education Select Committee published an inquiry into the anticipated impact of the new careers guidance duty on schools during the period in which schools were preparing to deliver it. Overall, it found that, “the careers advice and guidance service to young people is deteriorating.” (Education Committee, 2013a, para124)

In his review of apprenticeships, Richard (2012) expressed particular concern about the quality of information made available to secondary school students about apprenticeships. “. . . the most commonly cited barrier to demand for learners was the perceived lack of impartial information and advice, which includes information on apprenticeships, available to all learners, especially though not exclusively at school, and offered early enough to inform subject choices at GCSE.” (Richard, 2012, p127)

In its exploration of careers education and guidance, the Pearson Think Tank (Hooley et al, 2012) noted how often teachers are ill-equipped to advise their students on the local labour market and specific requirements of different career options.

Ofsted reviewed the first six months of the implementation of the duty on 60 secondary schools and academies (Ofsted, 2013g):

- Only one in five schools were effective in ensuring that all its students in Years 9, 10 and 11 were receiving the level of information, advice and guidance they needed to support decision-making. The highest priority was given to providing careers guidance to Year 11 students and to focusing support on vulnerable students.
- Too few of the schools visited had adequate arrangements to provide an individual careers guidance interview by a qualified external adviser to all the students in Years 9, 10 and 11 that needed one.
- Not enough of the schools visited worked well with local authorities to support their more vulnerable students in making choices, including those who had special educational needs or who were disabled. Most of the work focused on ensuring that support was available for vulnerable students after they left Year 11. Very few of the vulnerable young people interviewed were clear about how different career pathways could help them to achieve their potential.
- In the weakest provision, teachers were often required to deliver careers guidance in tutorials and assemblies but they had not had sufficient training or briefing on the range of career options available. As a result, students did not have opportunities to explore their ideas thoroughly or have access to enough information.
- A small number of the schools visited demonstrated that it is possible for any type of school to provide very effective careers guidance. In these schools, leaders and governors had made careers guidance a high strategic priority.
- The National Careers Service does not focus sufficiently on supporting young people up to the age of 18. More specifically, its website and the telephone services were not promoted well in the schools visited and were considerably under-used. Very few schools were aware that the service could provide local and national labour market information as well as updated information on the full range of further and higher education provision and vocational training, including apprenticeships.
- Links between careers guidance and local employment opportunities were weak. Too few schools used partnerships with employers, local enterprise partnerships and other organisations to ensure that the career guidance given to students was in line with the broad range of career pathways available locally and nationally. Employer networks were not taking

enough initiative in making links with schools. Very few of the schools visited had local or national employers on their governing bodies.

- The extent to which schools promoted opportunities available at other providers, including vocational training and apprenticeships, varied considerably. While some schools provided a wide range of taster courses and well-planned visits by post-16 external education and training providers, others only disseminated the dates of a local college open day. The promotion of other post-16 options was particularly weak in many 11 to 18 schools.
- Only just over a third of the 43 individual careers guidance interviews observed by inspectors were conducted well enough. In the better interviews, the students were given practical, realistic advice and clear follow-up actions. Weaker interviews focused too much on providing prospectuses for further and higher education and training courses and directing students to websites.
- About four out of five schools visited did not evaluate the quality of their careers guidance effectively. They did not monitor the individual guidance sessions or explore the impact of the careers guidance to evaluate and improve the quality of the service they provided. Very few of the schools reported systematically to their governing body on how well they were meeting their new statutory duty.
- Not all the schools visited had accurate and complete data on students' actual destinations and too few of these schools were using destination data well to analyse the range of further and higher education and training opportunities taken up by their students.

Young people interviewed by Barnardo's commented on the inadequate information being provided by schools about vocational courses, apprenticeships, or options beyond the more traditional route of school sixth form and A-levels, and how it was too often gender-specific (Evans and Rallings, 2013). Their research also questioned assumptions about the level of young people's digital literacy: ". . . although all those we spoke to were using the internet regularly, in most cases this was only to access social media via smartphones. Almost none had considered searching the internet to find more advice on pursuing a career." (p3) The cost of calling careers helplines from mobile phones was also prohibitive. It appeared that the young people who would most likely miss out on careers guidance were not the NEET group, but those just above this group in terms of attainment.

#### 6.1.7 Forthcoming assessment of impacts

The National Careers Service will use the next phase of its Careers 2020 reviews to establish how schools are already responding to the changes and how they plan to respond in the future.

#### 6.1.8 Data sources and further information

**(DfE) Destinations of Key Stage 4 and Key Stage 5 pupils, 2010/11** described as experimental statistics (most recent 2010/11)

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/207749/Main\\_text\\_-\\_SFR19\\_2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/207749/Main_text_-_SFR19_2013.pdf)

<b>Organisations and websites</b>	
Association of Colleges	<a href="http://www.aoc.co.uk/">http://www.aoc.co.uk/</a>
Careers England	<a href="http://www.careersengland.org.uk/">http://www.careersengland.org.uk/</a>
National Careers Council (NCC)	No website
National Careers Services young people’s website	<a href="https://nationalcareersservice.direct.gov.uk/youngpeople/Pages/Youngpeople.aspx">https://nationalcareersservice.direct.gov.uk/youngpeople/Pages/Youngpeople.aspx</a>
MyKindaCrowd website for young entrepreneurs	<a href="http://www.mykindacrowd.com/">http://www.mykindacrowd.com/</a>
Plotr website for young people	<a href="https://www.plotr.co.uk/">https://www.plotr.co.uk/</a>

## **6.2 14-19 study programmes and inspections**

### 6.2.1 Background

Once young people complete their GCSEs, the majority attend one of three main types of educational institution. DfE figures show that the proportion of 16-18 year olds in full-time education fell from 68.6% in 2011 to 67.2% in 2012. The proportion in part-time education rose slightly, from 5.5% to 5.8%, over the same period. Overall participation in education and work-based learning fell by 1.1 percentage points to 78.2%. This is the first time it has fallen since 2001. (Skills Funding Agency/BIS, 2013) The largest number – 34% of 17-year-olds – attended general FE colleges. The next largest group – 28% of 17-year-olds – attended state-funded school sixth forms. Another 10% went to sixth form colleges, and a small proportion attended independent learning providers. Despite providing for the largest share of learners aged 16-18, the number of general further colleges is relatively small, at just over 220. (Ofsted, 2013a)

The Coalition Government pledged funding for an extra 250,000 adult and young people apprenticeships over the course of this Parliament. There has been significant recent growth in the total number of apprenticeship starts for adults, but a reduction in the number of 16-19 year olds participating in apprenticeships from 129, 900 in 2011/12 to 114,500 in 2012/13. (Ofsted, 2013a; Skills Funding Agency/BIS, 2013)

### 6.2.2 Education reforms

- Exempt high-performing FE institutions from inspection
- Reform vocational education through new 16-19 programmes of study
- Reform the Apprenticeships system and introduce Traineeships
- Introduce more rigorous vocational qualifications

### 6.2.3 Policy aims and intended outcomes

To create a Further Education (FE) system which will deliver a lifelong approach to learning, nurturing, sustainable economic growth and social renewal

### 6.2.4 Legal basis

Section 42 of the Education Act 2011 amends s.125 of the Education and Inspections Act 2006, to make some categories of FE establishments exempt from inspections with details outlined in the Further Education Institutions (Exemption from Inspection) (England) Regulations 2012 - that the institution was awarded the highest grade for its overall effectiveness in its most recent inspection.

HMCI retains the power to inspect exempt institutions in circumstances where there are concerns about the performance of an exempt institution, and also to inspect them as part of a programme of surveys on curriculum subjects and thematic reviews, or when requested to do so by the Secretary of State. This section commenced in February 2012.

Sections 66-68 and schedules 16-17 of the Education Act 2011 abolished the Young People's Learning Agency (YPLA) which funded learning for 16-19 year olds. Its functions were transferred to the Secretary of State, and are now carried out by the Education Funding Agency (EFA), which is an executive agency of the DfE. This came into force in April 2012.

Sections 69-71 of the Education Act 2011 amend the Apprenticeships, Skills, Children and Learning Act 2009. The Act requires the Chief Executive of Skills Funding to prioritise the provision of apprenticeships for certain groups of young people:

- All 16-18 year olds
- 19-24 year old care leavers
- 19-24 year olds with a disability or learning difficulty

This replaces a similar duty introduced by the Labour Government which had not been commenced. The Act limits the scope of the apprenticeship offer to specify that the funding under the offer applies to one completed apprenticeship at each apprenticeship level. Skills funding must make reasonable efforts to secure employers' participation in apprenticeship learning. This came into effect in February 2012.

Sections 30-31 repealed the entitlement - which had not been commenced - for 16-18 year olds and for those studying at KS4 to take a diploma (a qualification combining academic and vocational learning), thereby giving schools and education providers the choice as to whether they offer the qualification.

#### 6.2.5 Implementation

- *Programmes of Study and qualifications:*

In 2011, BIS announced it would deregulate the curriculum for the learning and skills sector to allow colleges to tailor their provision to meet more specifically the needs of various community groups, local residents, businesses and employers in their locality. (BIS, 2011) This came into effect the same year.

Also in 2011, the Secretary of State for Education commissioned Alison Wolf to undertake a review of vocational education, later accepting all of her recommendations (for example, a per-student funding formula; education in

English and mathematics; restricting vocational specialisation at KS4; activating the legal right of colleges to enrol students under 16; reforming apprenticeships and promoting workplace experience for young people (Wolf, 2011). The DfE publishes an annual progress report on the implementation of the recommendations (DfE, 2013y).

On 22 April 2013, the Secretary of State announced the introduction of a Technical Baccalaureate performance table measure that records achievement of students taking advanced (Level 3) programmes which include a DfE-approved occupational qualification, core mathematics and an extended project.

From September 2013, new study programmes for 16-19 year olds came into effect. The 16-19 study programmes:

- Aid progression to a higher level than students' prior attainment;
- Include substantial qualifications that provide a recognised route into employment, or higher education;
- Require students to work towards GCSE A\*-C grades in mathematics and English;
- Provide work experience to help students get the experience and skills they will need for future work or education.

In addition, the Government has said that in future only high value Level 3 vocational qualifications which meet pre-defined characteristics will be recognised in performance tables for 16-19 year olds, inviting awarding organisations to submit those they believe would meet the criteria in September 2013. The first list of those qualifications will count in the 2016 performance tables. (BIS, 2013)

From September 2013, further education colleges and sixth form colleges have been able to enrol and be directly funded by the EFA for 14 to 16-year-olds who wish to study high-quality vocational qualifications. The 14 to 16 centres offer a combination of vocational and academic subjects for students of all abilities who want early access to more practical forms of learning, or wish to train for a technical profession or trade and who wish to study in a college environment. 'Good' or 'outstanding' colleges inspected after September 2012 when the Common Inspection Framework was implemented will be eligible to apply for direct funding from the EFA for the provision; those that are 'satisfactory' will be subject to further scrutiny. Those that require improvement will not be eligible.

The 14-16 centres will follow the 16-19 funding formula with some modifications. Pupil Premium eligibility will remain in place.

Other requirements are that:

- While the education will take place all around the college there should be a designated and identifiable area or 'Centre' for the sole use, when appropriate, for the provision of education and support for 14-16 year olds
- There should be an identifiable leadership individual who is accountable and responsible for the education and pastoral support of EFA funded 14-16 provision and students
- The curriculum provided by the college to 14-16 year olds shall be broad and balanced.

Data on 14-16 student examination performance will be routinely collected in the same way as 16-18 performance, but will be reported on a college and a national basis within the 2014 performance tables and thereafter on an annual basis. (DfE, 2013k)

Young people who are seeking advice on different courses, qualifications and financial support are expected to access that information through their school or the National Careers Service (NCS).

The Skills Funding Agency is responsible for funding and promoting post-19 further education (FE) and skills training in England, including traineeships and apprenticeships. It is also responsible for maintaining the FE Choices website, which allows young people and adults to search for courses by local authority, region, or organisation type.

There is a confusing array of different types of financial support available, depending on the young person's circumstances and the subject they plan to study. In most cases, Levels 1 and 2 English and maths courses are free of charge through Learndirect.

- *Apprenticeships and Traineeships:*

In June 2012, the Secretaries of State for Education and Business, Innovation and Skills commissioned Doug Richard to look at apprenticeships for young people and adults. He made a number of recommendations to raise the quality of the programme (Richard, 2012), which were accepted by the Government, with plans for implementation laid out in a recent report. (HM Government, 2013) Among the commitments:

- The purpose of an apprenticeship will be to train those aged 16 and above to achieve the Apprenticeship standard
- Apprenticeships will be based on standards designed by employers
- Employer-led Apprenticeships will meet the skills requirements of small businesses and be simple for them to access
- The government will set a small number of criteria that all new Apprenticeship standards will need to meet
- An apprentice will need to demonstrate their competence through independent assessment, focused primarily on testing their competence at the end of their apprenticeship
- The government will introduce grading to apprenticeships - pass, merit and distinction
- All apprenticeships will be required to last at least 12 months, off-the-job training will continue to be a requirement, and English and maths requirements will be stepped up gradually
- Trailblazers in a range of sectors will develop new Apprenticeship standards and assessment approaches
- From 2017/18, all new apprenticeship starts will be based on the new standards

Traineeships were introduced in August 2013. There are available for young people aged 16-24 and for young people with Learning Difficulty Assessments up

to 25. Traineeships are intended for young people who are not currently in a job and have little work experience, but who are focused on working; are qualified below Level 3 (16-19 year olds) or Level 2 (19-24 year olds); and whom providers and employers believe have a reasonable chance of being ready for employment or an apprenticeship within six months of engaging in a traineeship. (DfE/BIS, 2013) In 2013/14, the delivery of traineeships is limited to those providers who have achieved an Ofsted inspection grade of outstanding or good. Employers are not required to pay young people for the work placement under the traineeship, and they fall under an exemption to the National Minimum Wage. Trainees are eligible to apply to the 16-19 Bursary Fund.

- *Inspections:*

In 2012-13 Ofsted completed:

- 116 college inspections, and 34 focused monitoring visits
- 7 'requires improvement' college visits
- 14 inspections of the welfare arrangements in further education colleges with residential provision
- 243 inspections of work-based learning and 23 focused monitoring visits to independent learning providers or employers offering apprenticeships and other vocational learning (Ofsted, 2013a)

The new Common Inspection Framework for Further Education and Skills came into effect in September 2012. (Ofsted, 2012c) It applies to the inspection of provision either wholly or partly funded by the Skills Funding Agency (SFA) [adult] or Education Funding Agency (EFA) [16-19] in:

- Further education colleges, sixth form colleges and independent specialist colleges
- Independent learning providers: companies
- Community learning and skills providers: local authorities, specialist designated institutions and not-for-profit organisations
- Employers
- Higher education institutions providing further education
- Providers of learning in the judicial services

The different types of provision inspected are for learners aged 16-18, 19+, and 14-16 year olds in colleges. They are: apprenticeships, community learning, the National Careers Service, learning programmes leading to a qualification, learning provision in the judicial services, employability programmes, and Foundation Learning.

Providers are graded as either: grade 1/outstanding; grade 2/good; grade 3/requires improvement; or grade 4/inadequate. The judgement on overall effectiveness is based on how effective and efficient the provider is in meeting the needs of learners and other users, and why. In particular, inspectors use available evidence and take into account judgements on:

- Outcomes for learners
- The quality of teaching, learning and assessment
- The effectiveness of leadership and management

<b>Timeline implementation</b>	<b>for</b>
March 2011	DfE publishes the Wolf review of vocational education
February 2012	16-18 apprenticeships made a priority group for provision
February 2012	Power to exempt outstanding FE colleges from inspection comes into force
April 2012	Young People’s Learning Agency (YPLA) abolished and functions moved into DfE and delivered through the Education Funding Agency (EFA)
September 2012	New inspection framework for further education and skills comes into effect
April 2013	DfE/BIS announce the Technical Baccalaureate
August 2013	DfE/BIS announce Traineeships programme
September 2013	New Programmes of Study for 16-19 year olds commence
2016	TechBacc performance tables will commence
2017/18	New apprenticeships standards come into effect

#### 6.2.6 Financial resources

The National Apprenticeship Service is offering at least 40,000 incentive payments of £1500 for small businesses to take on their first apprentices between the ages of 16 and 24. Payments will be made in two stages, the first payment shortly after recruitment and the second timed to incentivise progression into ongoing employment. (National Apprenticeship Service, 2013)

#### 6.2.7 Assessment of impact

In its most recent annual report (Ofsted, 2012a), the Chief Inspector gave an overall verdict of the learning and skills sector. “Providers must from now on concern themselves more with the quality and relevance of their provision and the real value of their courses and qualifications. English and mathematics are the top priority. Currently, these are among the weakest areas in the learning and skills sector. Success rates in the new functional skills qualifications are low: 47% in level 2 functional English and 55% in functional mathematics. Poor quality is attributed to weak leadership, insufficient staff development and tutors who lack specialist skills in these areas. . . . The learning and skills sector needs re-orientating towards a moral determination to provide high quality and relevant provision, which should include reputable apprenticeship opportunities for young people.” (p15)

When the inspectorate looked at the curricular freedoms and local accountability in colleges in 2012 (Ofsted, 2013k), it found that: the majority of FE colleges and sixth form colleges surveyed had had made some changes to their curriculum structure and provision to align these more closely with perceived local needs, and to enhance learners’ skills for employment. However, a lack of coherent, consistent sector-wide measures of all learners’ destinations, and systems to track their progression over time, hampered the colleges’ ability to

demonstrate how effectively they developed learners’ wider skills and supported their progression to sustainable employment. There was a deficiency in labour market intelligence, which could affect their ability to provide effective careers support.

#### 6.2.8 Data sources and further information

***(DfE) Level 1 and 2 attainment in English and mathematics by 16-18 students, 2012***

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/249092/SFR\\_38\\_2013\\_Post16EM\\_091013\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/249092/SFR_38_2013_Post16EM_091013_FINAL.pdf)

***(DfE) Level 2 and 3 attainment by young people in England measured using matched administrative data: attainment by age 19 in 2012***

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/221793/sfr13-2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/221793/sfr13-2013.pdf)

***(Skills Funding Agency/BIS ) Further Education & Skills: Learner Participation, Outcomes and Level of Highest Qualification Held 2012-13 [provisional]***

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[http://www.thedataservice.org.uk/NR/rdonlyres/0FD0BFEB-EB53-47C4-847B-6A1AE6CEF219/0/SFR\\_commentary\\_October\\_2013.pdf](http://www.thedataservice.org.uk/NR/rdonlyres/0FD0BFEB-EB53-47C4-847B-6A1AE6CEF219/0/SFR_commentary_October_2013.pdf)

<b>Organisations and websites</b>	
Association of Colleges	<a href="http://www.aoc-create.co.uk/">http://www.aoc-create.co.uk/</a>
DfE gateway to FE statistics	<a href="https://www.gov.uk/government/collections/statistics-attainment-at-19-years">https://www.gov.uk/government/collections/statistics-attainment-at-19-years</a>
FE Choices website	<a href="http://fechoices.skillsfundingagency.bis.gov.uk/Pages/home.aspx">http://fechoices.skillsfundingagency.bis.gov.uk/Pages/home.aspx</a>
Gov.uk FE pages (replacing the BIS section on further education)	<a href="https://www.gov.uk/further-education-courses">https://www.gov.uk/further-education-courses</a>
Learn Direct website	<a href="http://www.learndirect.com/">http://www.learndirect.com/</a>
National Careers Service course search	<a href="https://nationalcareersservice.direct.gov.uk/advice/courses/Pages/default.aspx">https://nationalcareersservice.direct.gov.uk/advice/courses/Pages/default.aspx</a>
Skills Funding Agency	<a href="http://skillsfundingagency.bis.gov.uk/">http://skillsfundingagency.bis.gov.uk/</a>

### **6.3 16-19 Funding**

#### 6.3.1 Background

The Education Maintenance Allowance (EMA) was piloted and then introduced under the Labour Government in 2004 as an incentive to participation in education and training beyond school to age 18. It increased participation rates from 65% to 69% for eligible 16 year olds and from 54% to 61% for eligible 17 year olds. It was offered on a sliding scale to young people whose household income fell below £30,810. When it was last rolled out, 642,748 young people were in receipt of between £10 and £30 weekly while they were following a course. EMA paid £560m in benefits to young people each year. (Evans, 2012)

### 6.3.2 Education reforms

- To reform the 16+ funding system and move it towards 'per student' funding
- Abolition of the Education Maintenance Allowance, replacing it with the discretionary 16-19 bursary fund

### 6.3.3 Policy aims and intended outcomes

To end the disparity in funding for 16-18 year olds so that schools and colleges are funded at the same levels

To cut overall costs, reduce administrative costs and better target financial support for young people 16-18 in education or training

### 6.3.4 Implementation

In January 2011, the DfE announced that it intended to end the Education Maintenance Allowance (EMA), and published a consultation on the proposed replacement in March of the same year, using this opportunity to announce the new 16-19 bursary. (DfE, 2011c)

Funding for education and training provision for 16-19 year olds is provided to schools, colleges and training providers by the Education Funding Agency (EFA).

The 16-19 Bursary is also overseen by the EFA. Applicants must be 16 and under 19 at the start of their course, and can be taking part in either part- or full-time further education or training. They are eligible for a 'vulnerable student bursary' - worth up to £1200 - if they are in or have recently left local authority care; or receive Income Support or Universal Credit; or are disabled and receive both Employment Support Allowance and Disability Living Allowance or Personal Independence Payments. If the young person is not eligible for a vulnerable student bursary, they can apply to their college or training provider for a discretionary bursary. The education or training provider can set conditions which, if broken, can lead to a stop in payment. Unless unwaged, young people on apprenticeships cannot apply for a bursary. (EFA, 2013b) In Year 1 (2011-12) of the bursary, NatCen estimated that 27,400 young people received the Defined Vulnerable Group (DVG) Bursary, and 251,800 young people received discretionary bursaries. (Callanan, 2013)

In May 2013, the DfE consulted on some changes to the way in which the 16-19 Bursary is allocated for 2014-15. (DfE, 2013b) If their proposals go ahead, they will be making some changes including estimating disadvantage by looking at the numbers of pupils previously eligible for the Pupil Premium, and adding extra weighting for students who live in rural areas to reflect the additional cost of transport.

<b>Timeline implementation</b>	<b>for</b>	
January 2011		Secretary of State announces the end of the Education Maintenance Allowance (EMA)
March 2011		DfE announces the 16-19 bursary fund

### 6.3.5 Financial resources

An IFS analysis in 2011 found that there would be a 20% real-terms reduction in 16-19 education spending between 2010/11 and 2014/15. Further reductions have been identified, including a Spending Review 2015/16 announcement of a £260 million cut to further education. In 2013-14, the DfE has allocated £7.7 billion to support for 16-19 year olds.

For 2013-14, the Education Funding Agency announced that it would replace the previous formula with funding per student. This does away with the former allocation system which was based on courses and course numbers. The 2013-14 formula also includes a weighting for the higher costs of some subject areas, another for retention of students, plus a single allocation for each institution for disadvantaged students. The EFA also uplifts the whole allocation by an area costs adjustment where applicable. On top of these allocations there is also: funding for each institution for those individual students with learning difficulties or disabilities with the highest needs, funding for bursaries, care standards funding and other financial support for students. (EFA, 2013b) In recognition of the radical nature of the funding reforms, the EFA committed to ensuring that no institution loses any funding per student for at least three academic years up to 2015/16 inclusive.

The government made £180 million available for the 16-19 Bursary Fund in 2013-14.

### 6.3.6 Assessment of impact

A 2011 Education Committee inquiry (Education Committee, 2011c) listed a number of concerns about changes to vocational education for 14-16 year olds. For example: some FE colleges were reporting a fall in vocational learning of up to 80% due to reductions in school funding and changes to performance measurement, as well as a decline in joint working between schools and colleges to provide vocational study opportunities for these young people. The largest number of submissions to the inquiry criticised the abolition of the Education Maintenance Allowance, and the way it was handled by ministers.

A NatCen report on the first year of the 16-19 bursary fund (Callanan, 2013) found:

- The numbers of recipients of Defined Vulnerable Group (DVG) Bursaries was much higher in FE and sixth form colleges than in other provider types, with the majority of these young people on Income Support or in care.
- The majority of providers used income-related criteria to determine eligibility for Discretionary Bursaries, with FSM entitlement, household income and household benefit receipt being the most common criteria, although some providers responded to specific financial needs, transport costs and equipment needs.
- The most commonly mentioned purposes for Discretionary Bursaries were transport costs and educational equipment - the amount allocated to

individual discretionary awards varied from under £10 to more than £2000, though the median average was £395 per recipient.

- 60% of the providers surveyed had spent less than 90% of their funding allocation - they found it difficult to predict demand in the first year of the fund, but also some students were failing to meet the conditions attached to receipt of Bursaries. Only 20% of providers had access to additional funds to top-up their Bursary Fund provision.
- 62% of Bursary awards were paid directly to students; 27% were a combination of direct payments and in-kind awards; and 12% were in-kind awards only.
- Bursary awards were conditional on attendance in most (96%) providers. Other conditions set by providers included compliance with behaviour standards (63%) and completion of course assignments (48%).
- Providers had publicised the Bursary Fund to young people using written materials (97%), word of mouth (75%) and events such as open days (68%). 90% of colleges had publicised the Bursary Fund on their websites but only 40% of school sixth forms had done this.
- 58% of providers thought that the Bursary Fund was having a positive impact on young people's participation and 54% said the same of their engagement in learning. 68% thought it was effective in targeting young people facing the greatest barriers to participation.
- Special schools were less likely than other types of provider to have positive views of the Bursary Fund.

Barnardo's published its own evaluation of the Bursary Fund after its first year of implementation, with more direct input from young people. (Evans, 2013) Among its findings:

- The four categories of vulnerable young people are defined by benefits, social support or other provision already being received. This raises the question of young people from low income households who do not fit into the categories.
- The remainder of the allocation is distributed to other students at the discretion of the college, school or training provider. This is the element that most providers found difficult to administer for these reasons: the amount of funds available was small; and the guidance given to training providers was minimal, leaving the method of distribution entirely up to them. A young person might qualify for funding with one provider, but not another.
- Worries about young people managing on insufficient payments led some providers to subsidise payments to ensure they were adequate. For some providers this was not sustainable.
- Now that funding has been reduced, many young people were unable to meet their basic needs. Some were not eating at lunchtime.
- Some courses and programmes were under threat because of falling numbers of trainees and confusion over setting up funding relationships.
- Interviews with managers and administrators found that the administration of the new system is complex and confusing with the extra workload and costs falling to individual training providers. Colleges and other training providers also had to pay for publicity and raising awareness of the Fund, and were unsure about auditing requirements associated with the Fund.

### 6.3.7 Forthcoming assessment of impact:

The 2013-14 phase of the 16-19 bursary evaluation, undertaken by NatCen for the DfE, will include a survey of young people, longitudinal case studies of providers and further surveys of providers.

### 6.3.8 Data sources and further information

#### ***(DfE) A level and equivalent results in England, 2011/12 [revised]***

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/219329/sfr05\\_202013\\_20main\\_20text.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/219329/sfr05_202013_20main_20text.pdf)

#### ***(DfE) Level 1 and 2 attainment in English and Mathematics by 16-18 students***

Experimental statistics

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/249092/SFR\\_38\\_2013\\_Post16EM\\_091013\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/249092/SFR_38_2013_Post16EM_091013_FINAL.pdf)

#### ***(DfE) School and college Key Stage 5 performance tables in England: academic year 2011 to 2012***

Annual statistics

<https://www.gov.uk/government/publications/school-and-college-key-stage-5-performance-tables-in-england-academic-year-2011-to-2012>

#### ***(DfE) Level 2 and 3 attainment by young people in England measured using matched administrative data: attainment by age 19 in 2012***

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/221793/sfr13-2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/221793/sfr13-2013.pdf)

<b>Organisations and websites</b>	
DfE webpages on 16-19 funding allocations	<a href="http://www.education.gov.uk/aboutdfe/executionagencies/efa/funding/fundinga/b00204972/16-19-allocations">http://www.education.gov.uk/aboutdfe/executionagencies/efa/funding/fundinga/b00204972/16-19-allocations</a>
DfE webpages on the 16-19 bursary fund	<a href="http://www.education.gov.uk/aboutdfe/executionagencies/efa/funding/b00203061/16-to-19-bursaries">http://www.education.gov.uk/aboutdfe/executionagencies/efa/funding/b00203061/16-to-19-bursaries</a>

## **6.4 NEETs/Raising the participation age**

### 6.4.1 Education reform

- Raising the participation age to 17 in 2013 and 18 in 2015

### 6.4.2 Policy aims and intended outcomes

All young people should receive help to develop the aspirations and skills they need to participate and succeed in learning, and overcome any specific barriers they may face

### 6.4.3 Legal basis

Part 1 of the Education and Skills Act 2008 places a duty on young people in England to participate in education or training until the age of 18 (or until attaining a Level 3 qualification if earlier) - commonly known as 'Raising the Participation Age'. Section 10 of the Education and Skills Act 2008 places a duty on local authorities to ensure that their functions are exercised so as to promote the effective participation in education or training of persons belonging to its area to whom the Part 1 duty applies [ie, 16 and 17 year olds]. This is to ensure that those young people fulfil the duty to participate in education or training. Local authorities must also make arrangements to identify the young people in the area to whom the duty applies, but who are failing to participate in education or training.

Section 74 of the Education Act 2011 amends the commencement provisions of the 2008 Act to give the Secretary of State more flexibility regarding the implementation of the duty.

While the requirement to participate in some form of education or training comes into force for 16 year olds in 2013, and 17 year olds in 2015, the Government is delaying the introduction of the enforcement mechanisms for young people and parents. These included enforcement and penalty notices, and the potential of criminal proceedings for non-compliance.

The Government's rationale for doing so is that, although young people will be under a duty to participate, the onus is on the system to offer young people the tailored education and training programmes and targeted support they need to engage. (HM Government, 2011) Further details regarding the definitions for full-time education or training appear in the Duty to Participate in Education or Training (Miscellaneous Provisions) Regulations 2013.

Statutory guidance (DfE, 2013v) makes it clear that the Government's approach to the duty is "to give local authorities freedom and flexibility to decide how to fulfil their statutory duties." (p3) However, it does specify key activities to help them achieve this.

Section 13 of the Education and Skills Act 2008 places a duty on all educational institutions (maintained schools, academies, colleges, and education and training providers – including apprenticeship providers) to tell a local authority when a young person is no longer participating.

### 6.4.4 Implementation

In December 2011, the Government published a paper setting out its vision for Raising the Participation Age. (HM Government, 2011) RPA was piloted in, initially, 10 and then 14 local authorities between September 2009 and March 2012, with a series of evaluation reports undertaken by NFER.

In order to comply with the duty, young people can choose: full-time education, such as school, college or home education; an apprenticeship; or full-time work with part-time education or training.

The guidance for local authorities specifies that they are to:

- Collect information to identify young people who are not participating, or who are at risk of not doing so, to target their resources on those who need them most. The information collected must be in the format specified in the Client Caseload Information System (CCIS) Management Information Requirement
- Continue to work with schools to identify those who are in need of targeted support or who are at risk of not participating post-16. They will need to agree how these young people can be referred for intensive support, drawn from the range of education and training support services available locally
- Lead the September Guarantee<sup>15</sup> process, which underpins the delivery of this duty
- Pay particular attention to young people who are not in any form of education, employment or training. This includes working with the Youth Contract providers to develop provision
- Continue to maintain close links with Jobcentre Plus to ensure that young people who are NEET and receiving benefits get support that is appropriate to their needs. This responsibility is best met by the development of local partnership agreements
- 16-17 year olds are, in certain circumstances, eligible to claim Job Seeker's Allowance (JSA), Income Support (IS) or Employment Support Allowance (ESA). Whilst decisions about the payment of benefits will be made by Jobcentre Plus, any under-18 wishing to make a claim must first register with the local authority as a condition of entitlement
- Support young people through local authorities' wider functions wherever possible and practical, including: transport arrangements, wider children's services including Youth Offending Teams and Troubled Families Teams, and the SEND local offer

In addition, an annex to the statutory guidance (DfE, 2013v) clarified duties on school and sixth forms, colleges and other training providers. The relevant duty on schools was to provide careers guidance. Sixth forms, FE colleges and other training providers are required to promote the good attendance of 16 and 17 year olds, and inform the local authority if the young person drops out of learning. The Government has not commenced Education and Skills Act 2008 duties on employers to enable the young person's to participate in education or training.

In Sept 2013, Skills Minister Matthew Hancock wrote to Directors of Children's Services to launch the Raising the Participation Age duties, including the new 16-19 Study Programmes and changes to post-16 funding. In this letter, he made it clear that "we expect your officers to be working now to make sure that all 16 and 17 year olds have an offer of a suitable place in education or training for the start of the new academic year through the September Guarantee. Your authority should also be working with your regional Youth Contract provider, to . . . ensure that the most hard to help are supported to meet their duty to

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<sup>15</sup> Government commitment to all 16 and 17 year olds that they will be offered a suitable place in education or training, including in schools, colleges or work-based training

participate.” The importance of tracking participation through the Client Caseload Information Service (CCIS) was also emphasised. (Hancock, 2013)

<b>Timeline implementation</b>	<b>for</b>
September 2009 - March 2012	Trial period for RPA locally-led delivery projects
September 2013	Duty to participate in force for all 16 year olds
September 2015	Duty to participate in force for all 17 year olds

#### 6.4.5 Financial resources

Funding for education and training provision for 16-19 year olds is provided to schools, colleges and training providers by the Education Funding Agency (EFA). Local authorities are expected to meet any costs incurred in the delivery of these duties from their overall budgets, including central government grants such as the Business Rates Retention Scheme. Where local authorities feel that there is a specific gap in provision which cannot be addressed by existing providers, they may submit evidence to the EFA.

In addition to EFA funding for education and training provision, local authorities will receive a budget through the Dedicated Schools Grant (DSG) for costs associated with high needs students aged 16-24 for the 2013-14 financial year. This will be combined with the pre-16 high needs budget to create one all-age budget which can be used to fund specialised provision for young people with high needs who enter the system as a result of RPA.

The 16-19 Bursary Fund (see 16-19 Funding) provides targeted support to help young people to overcome any specific financial barriers to participation. This funding is administered by schools, colleges and training providers. Local authorities can work with providers in their area to coordinate and support the delivery of the Bursary.

There may also be some local re-engagement programmes funded by the European Social Fund and the Youth Contract.

#### 6.4.6 Assessment of impact

To support the implementation of this policy the DfE funded 10 local authorities, later joined by an additional 4 local authorities, to lead trials and locally-led delivery projects (LLDPs) over four years, with the Phase 4 projects forming the last phase of work in 2012/13. Case studies of good practice were published alongside the final evaluation report. (Maguire and Newton, 2013)

The evaluation precedes the commencement of the Raising the Participation Age duties. However, the DfE expects the lessons learned to influence the ways in which local authorities deliver the duty. Among the findings:

- Successful strategic planning and local implementation of RPA is built upon strong collaborative links between local authorities and their key local stakeholders.

- Respondents felt that the ongoing programme of restructuring within local authorities, as a result of budget cuts, was directly impacting on staffing and services. This process, in itself, had led to a diminution of the priority given to the implementation of RPA, in some areas, due to competing pressures within local authorities. Also, in the majority of local authorities, the funding allocated to youth services and information, advice and guidance services (previously Connexions Services) had been drastically reduced, thereby heightening the challenge to achieve full participation among the 16-17 year old cohort.
- Planning and intervention around mapping and tracking, as well as data sharing, was invariably linked to the introduction of the KS4 Destination Measure for schools and colleges.
- The ability to accrue accurate data had been compromised by the duty on schools and colleges to make their own careers guidance arrangements, as this placed some local authorities 'at arm's length' from working with young people considering their post-16 destinations.
- Supporting transitions through the provision of dedicated support workers was identified by local authority respondents as constituting effective practice. Some common critical success factors for delivering early and preventative interventions included the appointment of skilled staff with attributes such as patience, tenacity and resilience, to reach out and sustain support to young people. These staff also needed to be capable of developing networks and securing collaboration to bring about positive outcomes for young people.
- The focus on NEET young people was problematic as some young people who do not have characteristics that make them obvious targets for additional support may still be at risk. This can be addressed by using local intelligence in parallel with data driven tools.
- A range of approaches is likely to be required to support vulnerable groups. Some of these may be tailored to particular types of vulnerability or disadvantage, while others are more generic. In designing approaches, it is crucial to understand the match, or lack of it, between local provision and young people's aspirations.
- Retaining 17 year olds in education and training had received less attention than work to identify and support those at risk of NEET pre-16, despite this being a growing concern among Phase 4 local authorities. There was a need to understand more fully the reasons for disengagement among 17 year olds, whose reasons for disengaging differ from those at risk of non-participation pre-16.

In a 2012 survey of local authorities' preparations for the implementation of RPA, NatCen found that: 67% of local authorities had a written strategy in place and 93% had been in touch with other local authorities to share best practice. Although the majority reported it was easy to engage with maintained schools, special schools and FE colleges, they had not found it easy to engage with employers or parents/carers. (Kitchen, 2012)

In a paper recommending greater local authority centrality to post-16 education and training, the Local Government Association (2013c) echoed some of the RPA trial findings, commenting that: "Commissioning services in this way, through different supply chains and in isolation from local services, reduces the overall

effectiveness of services to individuals and increases duplication and competition. This increases the chances that vulnerable young people fall through the gaps in provision, particularly at transition points, where they are most vulnerable.” (p21)

An Ofsted survey of further education and sixth form colleges undertaken in 2012 (Ofsted, 2013k) found that there was little evidence of clear collaborative planning between schools and the post-16 sector for how they would ensure that all 16 year olds would be directed towards purposeful and relevant programmes from September 2013.

#### 6.4.7 Data sources and further information

##### **(DfE) NEET statistics July-Sept 2013**

Quarterly

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/263766/Quarterly\\_Brief\\_NEET\\_Q3\\_2013-Final.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/263766/Quarterly_Brief_NEET_Q3_2013-Final.pdf)

##### **(DfE) Participation in Education, Training and Employment by 16-18 Year Olds in England 2012**

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/209934/Participation\\_SFR\\_end\\_2012\\_FINALv2.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/209934/Participation_SFR_end_2012_FINALv2.pdf)

##### **(DfE) Destinations of Key Stage 4 and Key Stage 5 pupils, 2010/11**

Described as experimental statistics

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/207749/Main\\_text\\_-\\_SFR19\\_2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/207749/Main_text_-_SFR19_2013.pdf)

<b>Organisations and websites</b>	
DfE RPA pages	<a href="http://www.education.gov.uk/childrenandyoungpeople/youngpeople/participation/rpa">http://www.education.gov.uk/childrenandyoungpeople/youngpeople/participation/rpa</a>
NFER Participation in learning gateway	<a href="https://www.nfer.ac.uk/research/participation/">https://www.nfer.ac.uk/research/participation/</a>

## **7. Education inequalities/Special educational needs and disability**

### **7.1 Equality duties**

#### 7.1.1 Education reform

- Implementation of the Equality Act measures as they apply to all state-funded and independent schools

#### 7.1.2 Policy aims and intended outcomes

Schools cannot unlawfully discriminate against pupils because of their sex, race, disability, religion or belief or sexual orientation. The new duties [see below]

should not be overly burdensome on schools, but neither should they be a tick-box exercise. (DfE, 2012g)

### 7.1.3 Legal basis

On 1 October 2010, the Equality Act 2010 rationalised and replaced all existing equality legislation. The Act makes it unlawful for the responsible body of a school to discriminate against, harass or victimise a pupil or potential pupil:

- In relation to admissions
- In the way it provides education for pupils
- In the way it provides pupils access to any benefit, facility or service
- By excluding a pupil or subjecting them to any other detriment

It is unlawful for a school to discriminate against a pupil or prospective pupil by treating them less favourably because of their: sex, race, disability, religion or belief, sexual orientation, gender reassignment, pregnancy or maternity. It is also unlawful to discriminate because of the sex, race, disability, religion or belief, sexual orientation or gender reassignment of another person with whom the pupil is associated.

These are exceptions which apply to schools with a religious character and single sex schools.

The Equality Act 2010 introduced a single Public Sector Equality Duty (PSED) which applies to public bodies, including all state-funded and independent schools and bodies such as Ofsted. The PSED came into effect in April 2011.

In carrying out their functions, public bodies are required to have due regard to the need to:

- Eliminate discrimination and other conduct that is prohibited by the Act
- Advance equality of opportunity and foster good relations between people who share a protected characteristic and people who do not share it
- Publish equality objectives and information to demonstrate how they are doing this

The Equality and Human Rights Commission (EHRC) can enforce this duty by issuing a compliance notice to order a school to meet the duty within a certain timescale. (DfE, 2013j)

### 7.1.4 Implementation

In 2012, the EHRC published a guide for schools (EHRC, 2012) on the public sector equality duty, which is to be read in conjunction with non-statutory guidance published by the DfE (2013i). Schools had until 6 April 2012 to publish their initial information and first set of objectives, after which they are required to update the published information at least annually and to publish objectives at least once every four years.

In its guide for schools, the EHRC uses a number of areas to illustrate how the Act can help improve outcomes for pupils, including attainment, participation in

school activities, pupils engaging in learning, exclusions and careers. Its advice is that the equality duty should support good education and improve pupil outcomes. It can help a school to identify priorities such as underperformance, poor progression, and bullying by requiring it to collate evidence, take a look at the issues and consider taking action to improve the experience of different groups of pupils. It then helps it to focus on what can be done to tackle these issues and to improve outcomes by developing measurable equality objectives.

<b>Timeline implementation</b>	<b>for</b>
October 2010	Equality Act 2010 comes into force
5 April 2011	Public sector equality duty comes into force

#### 7.1.5 Assessment of impact

In 2011, the EHRC published a report providing baseline evidence regarding how maintained schools were implementing the requirements of the specific gender, disability and race duties in England and Wales, and evidence of progress in wider equality issues (Bukowski et al, 2011). It found that schools were most likely to say that the main barriers to fulfilling the equality duties were a lack of time (30%) and a lack of money (27%). There were also barriers around convincing parents and carers to take the equality duties on board, a lack of guidance, a lack of relevant training and confusing legislation. Special schools/PRUs were most likely to cite a lack of CPD for school staff as a barrier. Schools in the most deprived areas of England were more likely to have difficulties in convincing parents or carers to take the equality duties on board compared with schools overall. The researchers also found that some schools remain to be convinced of the duties’ relevance to them.

When comparing schools’ duty-based action on the three equality duties (gender, disability and race), it was evident that schools were most engaged with the disability duty. Responses in terms of the broader areas of equality that schools were asked about (religion or belief, human rights, sexual orientation, gender reassignment, and pregnancy and maternity) varied: for example, 93% of schools covered religion or belief in their equality policies or schemes compared with just 26% that covered pregnancy and maternity.

On 5 May 2012, the Home Secretary announced a review of the public sector equality duty as part of the Government’s Red Tape Challenge, and its report was published in Sept 2013 (Government Equalities Office, 2013). “The Steering Group believes it is too early to make a final judgement about the impact of the PSED, as it was only introduced in April 2011 and evidence, particularly in relation to associated costs and benefits, is inconclusive.” (para15)

A search of 78 free school websites undertaken on behalf of Race on the Agenda assessed how well they satisfy the requirements of the public sector equality duty. (Bolloten, 2013) Race on the Agenda found that:

- The vast majority (87%) of free schools are not complying with the statutory regulations on the PSED specific duties.
- Only two free schools are fully meeting the requirement to publish equality information, and specific and measurable equality objectives.

- Only six free schools (7.7%) have published at least one equality objective. This is a poorer level of compliance than maintained schools and academies.
- Most free schools appear to be unaware of the Equality Act 2010 and the PSED, with less than a quarter (23.1%) making reference to the Act in key policies and documents.
- Two-fifths of free schools (39.7%) are failing to identify prejudice-related bullying and/or derogatory language in their policies on anti-bullying or behaviour.

#### 7.1.6 Data sources and further information

<b>Organisations and websites</b>	
Equality and Human Rights Commission (EHRC)	<a href="http://www.equalityhumanrights.com/">http://www.equalityhumanrights.com/</a>
DfE Equality Act webpages	<a href="http://www.education.gov.uk/aboutdfe/advice/f00215460/equality-act-2010-departmental-advice">http://www.education.gov.uk/aboutdfe/advice/f00215460/equality-act-2010-departmental-advice</a>

## **7.2 Pupil Premium**

(For further information relating to Free School Meals, see section on School Food)

### 7.2.1 Education reform

- Introduce a Pupil Premium to provide per-pupil additional funding to all state-funded schools on the basis of the numbers of children entitled to and registered for Free School Meals (FSM), looked after children, and the children of service personnel

### 7.2.2 Policy aims and intended outcomes

The expectation is that this additional funding will be used to support Pupil Premium eligible pupils and close the attainment gap between them and their peers

Schools have been given autonomy to decide how the funding is spent, and what kinds of provision will make a difference to their Pupil Premium eligible pupils

### 7.2.3 Legal basis

Under the School Information (England) (Amendment) Regulations 2012, schools are required to publish details of: the amount of the school's allocation from the Pupil Premium grant in respect of the current academic year; details of how it is intended that the allocation will be spent; details of how the previous academic year's allocation was spent; and the effect of this expenditure on the educational attainment of those pupils at the school in respect of whom grant funding was allocated.

The Children and Families Bill will require every local authority to have a Virtual School Head to champion the education of children in the authority’s care. They will be given specific responsibilities relating to the spending the Pupil Premium for looked after children.

#### 7.2.4 Implementation

The Pupil Premium is allocated to schools for pupils who have been recorded as eligible for Free School Meals (FSM) at any point in the last six years, and pupils who have been looked after continuously for more than six months by the local authority, as well as children of service personnel. From April 2014, looked after children will be eligible for the Pupil Premium from their first day in care. (DfE, 2013a)

Under the new Ofsted inspection framework (Ofsted, 2013e), inspectors look for evidence of what the Pupil Premium has been spent on and how this has impacted on pupil attainment. From September 2013, schools that are identified by Ofsted as requiring improvement, and where disadvantaged pupils do particularly poorly, will be required to work with an outstanding leader of education with a track record of narrowing attainment gaps to draw up new Pupil Premium spending plans. Ofsted will look at these plans when monitoring progress and re-inspecting the school.

A teaching and learning toolkit produced by the Sutton Trust and EEF provides guidance for teachers and schools on how best to use the Pupil Premium to improve the attainment of disadvantaged pupils. [see Organisations and Websites in this section]

Schools are also accountable to parents and carers – they must publish information about their use of the Pupil Premium on their school website, and school performance tables show the performance of Pupil Premium eligible pupils compared with their peers. The DfE has also announced that it plans to extend the role of the Virtual School Head to work with schools to manage the Pupil Premium Plus. (DfE, 2013a)

The DfE has acknowledged that the eligibility criteria would have to be reconsidered because of the pending introduction of Universal Credit. (DfE, 2012o)

In 2012, the DfE used part of the total Pupil Premium funding to work with local authorities to set up summer schools for disadvantaged pupils who were transferring to secondary school. A total of 1763 Summer Schools were held across England between July and September 2012.

<b>Timeline implementation</b>	<b>for</b>
May 2010	The Pupil Premium is a commitment in the Coalition’s Programme for Government
July 2010	Publication of the consultation on a Pupil Premium
20 October 2010	Announcement of the Pupil Premium

April 2011	Pupil Premium introduced
September 2013	Schools requiring improvement are required to work with others to draw up their Pupil Premium spending plan
April 2014	Eligibility requirements for children in care change

### 7.2.5 Financial resources

Funding of £625 million was provided for the Pupil Premium in 2011-12. This increased to £1.25 billion in 2012-13 and then £1.875 billion in 2013-14. The budget is set to increase to £2.5 billion nationally by 2014-15. In 2013, £50 million of the pupil premium was used to fund a Summer School Programme for disadvantaged pupils to support their transition to secondary schools in September 2013, and another £50 million has been allocated for 2014.

Schools received £488 per eligible pupil in 2011-12, £623 per eligible pupil in 2012-13, and £900 per eligible pupil in 2013-14. The allocations for the children of service personnel were: £200 in 2011-12, £250 in 2012-13, and £300 in 2013-14. The per pupil funding is due to rise to £1300 for primary school children in 2014-15 (House of Commons, 17 July 2013); the allocations for secondary school children have not yet been announced. Recently the DfE announced the creation of a Pupil Premium Plus for looked after children which will more than double the funding to £1900 per pupil starting from April 2014. (DfE, 2013a)

For the main Pupil Premium, funding is paid directly to maintained schools, academies and free schools. In the case of looked after children, the money is paid to the local authority which looks after the child, but the local authority is required to pass on the funding to the schools. In the case of the children of service personnel, the money goes to the local authority where the service child is educated.

### 7.2.6 Assessment of impact

In 2012, the DfE compared data on benefit receipt and FSM figures and estimated that nationally around 200,000 children aged 4-15 'appear to be entitled' but are not claiming FSM. This implies that around 14% of pupils entitled to FSM are not claiming them. This rate was highest for those at either end of this age range, affecting 21% of 4 year olds and 22% of 15 year olds. (Iniesta-Martinez and Evans, 2012)

To date, Ofsted has undertaken two reviews of the Pupil Premium (Ofsted, 2012f; Ofsted, 2013m). The first indicates that the majority of maintained secondary schools in the survey were in favour of the Pupil Premium, but believed that the FSM eligibility criteria does not capture all pupils who could benefit - other factors, such as family background and home environment were better indicators of need. The second survey looked at how schools were using the money, and showed that many primary and secondary schools were concentrating additional resources on the core areas of literacy and numeracy to break down the main barriers to accessing the full curriculum. They were also focusing on the key stages of a child's development in their school career.

A Teacher Voice Omnibus survey for the Sutton Trust (Ager and Pyle, 2013) showed that the top priorities for Pupil Premium spending were early intervention schemes and more one-to-one tuition.

In a recent study commissioned by the DfE and which involved maintained schools and academies (Carpenter et al, 2013), all of the schools were aware that they were expected to pay particular attention to the needs of the pupils who attracted the Pupil Premium but were reluctant to use the FSM entitlement as the only criterion for making additional provision.

Specifically:

Definition of disadvantage:

- Most schools surveyed (91% of PRUs, 90% of special schools, 84% of primary schools and 78% of secondary schools) aimed their support at all disadvantaged pupils (according to their definition of disadvantage) but a minority targeted specific groups or individuals – most commonly those with low attainment or not making good progress. Most primary and secondary schools (69% and 73% respectively) had different support for different age groups.
- Over three-quarters of schools surveyed (88% of primary schools, 84% of secondary schools, 78% of special schools and 75% of PRUs) had encouraged families to register for FSM since the introduction of the Pupil Premium. In most cases this was an activity they would have undertaken anyway and was not done because of the Pupil Premium.

Types of support:

- These were determined by the needs of the pupils. Some schools had evidence-based systems for assessing the needs of pupils. Not all support was directly aimed at raising attainment. Some support focused on wider issues in children's and families' lives, particularly where schools perceived these to be a 'barrier to learning' and felt that dealing with them would lead to improved attainment.
- All schools in the survey were offering a range of different types of support to help pupils they considered to be disadvantaged such as: additional support both inside and outside the classroom (including one-to-one tutoring and small group teaching); additional staff (which may include teaching assistants, extra teachers, learning mentors and family support workers); school trips; out of hours activities; provision of materials or resources; parental support; and support from specialist services. This range of support had been built up over time, not introduced since Pupil Premium funding began.
- The biggest items of expenditure amongst surveyed schools were support for pupils focused on learning in the curriculum and social, emotional and behavioural support. Secondary schools and PRUs also had a substantial amount of expenditure on alternative learning pathways and curriculum.
- Many schools were pooling Pupil Premium funding with other budgets. Some schools might be able to say directly what they had spent the Pupil Premium on but in other cases, the specific items funded by the Pupil Premium would not necessarily be defined separately in schools' financial data and so would be difficult to provide.

#### Monitoring:

- In general, schools had been providing support for pupils they saw as disadvantaged before the introduction of the Pupil Premium and the most common resource they used when deciding how to spend the Pupil Premium was their own experience of what works (used by over 90% of schools surveyed). The case studies suggest that this evidence often included careful monitoring of the impacts of support on these pupils. However, schools were using other resources: academic research (45% or more) or evidence from other schools (70% or more).
- Almost all schools surveyed (95% or more) were monitoring the impact of the support they were providing for the pupils they targeted – in particular they were looking for improvements in attainment but also improvements in attendance, confidence and behaviour and, for secondary schools and PRUs, reductions in exclusions and in pupils being NEET after leaving school.

#### Provision:

- Most schools surveyed (around 70% or more) were working with other schools, their local authority and/or external providers in order to provide support for pupils, and many schools were pooling budgets with other schools when doing so. The case studies found that external providers (including the local authority) were important for providing services the school itself would not be able to offer, such as educational psychologists.
- Over 80% reported that the Pupil Premium alone was not enough to fund the support they offered for disadvantaged pupils, including a wider group of pupils than those eligible for Pupil Premium funding. However, with the exception of PRUs, at least two thirds agreed it allowed them to maintain services they might not have been able to provide without Pupil Premium funding.

#### Funding:

- Over 60% of schools surveyed reported reduced overall budgets between 2010-11 and 2011-12. Even more schools expected to experience reduced budgets between 2011-12 and 2012-13.
- Pupil Premium funding constitutes a relatively small proportion of schools' total income – in 2011-12 it was, on average, between 3.8% for primary schools with high levels of FSM and 1.0% for secondary schools with low levels of FSM. However, the case studies found that, despite being a relatively small amount of funding, it was often significant in that it was earmarked for spending on disadvantaged pupils and so helped schools to maintain (or even increase) their support for these pupils, in the face of pressures on budgets.
- Many surveyed schools (60% of secondary schools, 49% of PRUs, 40% of primary schools and 40% of special schools) were planning on increasing their support for disadvantaged pupils (according to their definition of disadvantage) over the coming year, while most of the rest were planning to continue at the same level.

In 2013, the DfE published an evaluation of its 2012 summer school programme (Martin et al, 2013). 94% of the schools surveyed considered their Summer School to be a success. Staff felt that the greatest impact was on pupils' social

and emotional well-being. Half of the disadvantaged pupils invited to a Summer School attended at least once. Getting pupils to attend was one of the most common challenges identified by schools. The schools that took part had two main aims for their Summer Schools: to prepare disadvantaged pupils socially and emotionally for transition, and to secure general improvements in pupils' learning engagement. Fewer Summer Schools were set up specifically to improve pupils' academic attainment. The most common Summer School activities were team-building, arts and sports. The median cost per pupil per week was £185, which was within the Department's funding allocation of £250 per week for disadvantaged pupils.

### 7.2.7 Data sources and further information

<b>Organisations and websites</b>	
DfE Pupil Premium webpages	<a href="http://www.education.gov.uk/schools/pupil-support/premium/a0076063/pp">http://www.education.gov.uk/schools/pupil-support/premium/a0076063/pp</a>
DfE summer schools programme pages	<a href="http://www.education.gov.uk/schools/pupil-support/premium/summer/a00216636/summer-schools-programme">http://www.education.gov.uk/schools/pupil-support/premium/summer/a00216636/summer-schools-programme</a>
Education Endowment Foundation (EEF)	<a href="http://educationendowmentfoundation.org.uk/toolkit/">http://educationendowmentfoundation.org.uk/toolkit/</a>
Sutton Trust Toolkit	<a href="http://www.suttontrust.com/who-we-are/impact-and-influence/toolkit/">http://www.suttontrust.com/who-we-are/impact-and-influence/toolkit/</a>

## **7.3 Special educational needs and disability (SEND)**

### 7.3.1 Background

In March 2011, the Government published its SEN green paper (DfE, 2011g) followed by a Next Steps document in 2012 (DfE, 2012r). Legislation to underpin these changes is still going through Parliament, so any assessment of impact is commenting on the proposals as they develop.

### 7.3.2 Education reforms

- The development of a single statutory assessment process and a single Education, Health and Care Plan to replace SEN statements and learning disability assessments
- A local offer of all services available to support children who are disabled or have SEN, and their families
- A personal budget for all families with children who have a statement of SEN or - when it commences - an Education, Health and Care Plan
- Parents of children with SEN will be able to express a preference for any state-funded school, including academies and free schools
- Encourage the opening of special free schools and academies

### 7.3.3 Policy aims and intended outcomes

In order to support better life outcomes for young people from birth to adulthood, help professionals to:

- Identify and meet children’s needs early by ensuring that health services and early education and childcare are accessible to all children
- Join up education, health and social care to provide families with a package of support that reflects all of their needs
- Work in partnership with parents to give each child support to fulfil their potential, including employment
- Let parents know what they can reasonably expect from their local school, college, local authority and local services
- Give parents confidence in the system by giving them more control over the support their family receives

#### 7.3.4 Legal basis

Section 75 of the Education Act 2011 gives the Secretary of State the power to establish pilots to test the use of direct payments for persons with a statement of SEN, those who are subject to a learning difficulty assessment, or those who use home to school transport.

Part 3 of the Children and Families Bill covers children and young people in England with special educational needs, and is still progressing through Parliament. Key aspects of the Bill include:

- New requirement for local authorities, health and care services to commission services jointly, to ensure that the needs of children and young people are met
- Local authorities to publish a local offer of services to support children and young people from birth to 25
- Replacement of SEN statements with an Education, Health and Care (EHC) Plan, with the threshold for assessment remaining the same as for statements, and the right of appeal remaining the same but to include further education
- Academies and free schools to have the same SEN duties as maintained schools
- A duty to cooperate to meet the education, health and care needs of children and young people with SEN - partners include all state-funded schools and colleges, local authorities, alternative provision and key health agencies
- A duty on health commissioners to deliver the health elements of the EHC plans
- Offering the option of a personal budget for families and young people with a plan
- Giving young people 16-25 the right to request a particular institution named in their EHC plan
- A requirement for local authorities to take the views of children and young people with SEN and their families into account

The draft Code of Practice (DfE, 2013i), with draft regulations and draft guidance, are out for consultation.

#### 7.3.5 Implementation

In September 2011, the Children and Families Minister announced a pathfinders programme, made up of 31 local authorities which are testing out the main proposals in the SEND green paper. The pilot is subject to a full evaluation programme, and is due to finish in September 2014. The evaluation runs to March 2015.

Their remit is to develop effective approaches to implementing:

- A local offer of services
- Integrated assessments and Education, Health and Care Plans
- Personal budgets
- The involvement of the voluntary and community sector

<b>Timeline implementation</b>	<b>for</b>
March 2011	SEND green paper published
September 2011	20 pathfinders begin to test out the ideas in the SEND green paper
November 2011	Pathfinder delivery partners announced
September 2012	Draft SEN provisions issued for consultation
February 2013	Children and Families Bill published
March 2013	Pathfinder champions announced
May 2013	The Council for Disabled Children (CDC) is selected to be the DfE's strategic reform partner
October 2013	Draft Code of Practice, Regulations and transitional arrangements released for consultation
September 2014	Implementation of the SEND reforms

### 7.3.6 Financial resources

When outlining its approach to funding, the DfE has referred to the overall changes to funding (see section on Funding), specifying that “the principles of this new approach will apply to all high needs provision in the SEN, LDD and AP sectors. The new funding arrangements will bring about greater alignment of the existing pre-16 and post-16 high needs education funding arrangements. Under this reformed approach, provision for high needs pupils and students will be funded on a mixture of place- and pupil-led funding. As a result of this, we have called this new approach ‘place-plus’.” (DfE, 2012o, para 5.58) A number of the pathfinders are developing and testing proposals for a national banded funding framework alongside EHC plans and the local offer.

Each pathfinder area has been allocated up to £150,000 per local authority per year. According to the most recent pathfinder evaluation report (SQW, 2013), the median estimated total cost per area was £333,018 over the first 18 months of the pathfinder, including both financial and in-kind expenditure. However this varied substantially by area, from a minimum of £205,138 in one area to a maximum of £559,149 in another.

### 7.3.7 Assessment of impact

In its response to the SEN green paper, the Council for Disabled Children questioned one of the government's core arguments: that there is a bias toward inclusion in special needs education. "The experience of parents tells us that there is no inherent bias towards inclusion. Nor do we recognise any bias towards inclusion in the legislation: the legislation requires the individual consideration of every child; it supports parents in securing a place for their child in a mainstream school, but falls away if they do not want a mainstream place." It also reminded the Government of the importance of the disability discrimination duties in the Equality Act 2010, especially for disabled young people aged 16-25. The proposals for Raising the Participation Age caused concern as well: "To provide choice for pupils who do not meet some of the current requirements for entry to school sixth forms, there will need to be significant development of school-based and further education provision in order to provide appropriate opportunities for continuing education and training." (Council for Disabled Children, 2011) Concerns about post-16 education for young people with SEN have been echoed by the Public Accounts Committee (2012).

A survey undertaken by Every Disabled Child Matters indicated a high level of concern about the proposed reforms, in particular: how the new system will support disabled children and young people who do not have a statement of SEN; doubts about the strength of the duties on health and social care agencies to deliver what is set out in a statutory plan; questions about whether the Education, Health and Care Plan is truly integrated, meaning it can be triggered by any of these three areas of need; concerns about what accountability mechanisms will be in place; and whether sufficient funding will be available. (Every Disabled Child Matters, 2012)

A local government perspective of the green paper (George, 2011) indicated broad support for the proposals with some concerns about how the single Plan would work in practice. These related to accountability; the different working cultures in education, health and social care; whether one agency has overall responsibility for the integrated Plan; and the monitoring/review systems attached to it. Those interviewed said they saw little difference between the concept of 'greater parental choice' and current practice.

In its pre-legislative scrutiny of the special educational needs sections of the Children and Families Bill, the Education Committee pointed out that the Government is relying too heavily on the duty of joint commissioning between local authorities, health and social care, with particular concerns about ensuring that the NHS is involved in commissioning, delivery and redress. The Committee supported extending the integrated Education, Health and Care assessments and provision to disabled children, and to young people undertaking apprenticeships, and asked how the proposals would accommodate the needs of SEN young people who move in and out of education. (Education Committee, 2012b)

In its scrutiny of the Children and Families Bill, the Joint Committee on Human Rights highlighted how the SEN measures enhance some of the relevant rights of children and young people, but raised a number of issues regarding untested assumptions in relation to: the presumption in favour of education in a mainstream setting; how realisable the 'local offer' will be in relation to health

and social care; and the absence of a unified appeals process. (Joint Committee on Human Rights, 2013)

Evaluation findings from the first 18 months of the SEND pathfinder programme (SQW, 2013) indicate positive developments in practice in relation to engaging with children and families, the local offer, the personalisation and multi-agency involvement in assessment and planning, and personal budgets. However, the programme has also demonstrated how much time workforce development and culture change can take; and the need for a strategic approach to joint commissioning, service planning and market development.

Specifically:

- Families are noticing a difference and reporting: greater understanding of the process; feeling more involved and listened to; improved joint working across services; having better information; and being more satisfied with the service that they are receiving. They appear to prefer the new process to the old SEN statementing approach, finding it broader-based and more long term in focus.
- However, the survey found no consistent evidence to illustrate an improvement in outcomes had occurred as yet.
- The positive impacts appear to be linked to a range of factors but especially the involvement of a 'key worker' or 'group of individuals' who have delivered the new process.
- There remain issues around the information available to families.
- While parents feel much more involved, this has not transferred to the same extent to young people.
- While joint working is improving, the flows of information between services could be better.
- The pathfinder approach used with the initial cohort of families appeared to involve, on average, 42 hours compared to 30 hours for non-pathfinder families (completing the comparative SEN statementing process), although there was a wide variation across and within areas.

#### 7.3.8 Data sources and further information

##### ***(DfE) Special educational needs in England, January 2013.***

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/225699/SFR30-2013\\_Text.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/225699/SFR30-2013_Text.pdf)

##### ***(DfE) Children with special educational needs 2013: an analysis.***

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/251728/SFR42-2013Introduction.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/251728/SFR42-2013Introduction.pdf)

<b>Organisations and websites</b>	
Council for Disabled Children	<a href="http://www.councilfordisabledchildren.org.uk/">http://www.councilfordisabledchildren.org.uk/</a>
Special Educational Consortium	<a href="http://www.councilfordisabledchildren.org.uk/sec">http://www.councilfordisabledchildren.org.uk/sec</a>
SEND pathfinder website	<a href="http://www.sendpathfinder.co.uk/">http://www.sendpathfinder.co.uk/</a>

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## **8. Teaching**

### 8.1 Education reforms

- Increase the number of National and Local Leaders of Education
- Reform Initial Teacher Training, and cease to fund ITT for graduates who do not have a 2.2 or better degree; increase the time trainees spend in the classroom
- Develop a national network of Teaching Schools
- Expand the Teach First programme
- Reform Teaching Standards
- Allow academies and free schools to employ unqualified teachers
- Offer financial incentives to attract teachers into shortage subjects

### 8.2 Policy aims and intended outcomes

Improve the quality of teaching

Encourage schools to lead teacher training and development

Facilitate the development of a 'self-improving' school system

### 8.3 Legal basis

The Education Act 2011 abolished a number of arms-length bodies, transferring their functions to the Secretary of State.

Sections 7-12 and schedules 2-3 abolished the General Teaching Council for England, conferring functions to deal with teacher misconduct to the Secretary of State - a role undertaken by the Teaching Agency in April 2012 until it merged with the National College for School Leadership in April 2013 to become the National College for Teaching and Leadership (NCTL).

Sections 14-17 abolished the Training and Development Agency for Schools, enabling the Secretary of State to carry out functions relating to teacher training, including providing financial assistance to trainee teachers. This came into force in April 2012.

Section 18 abolished the School Support Staff Negotiating Body, in force from February 2012.

New regulations relating to teacher appraisals and were passed. The Education (School Teachers' Appraisal) (England) Regulations 2012 revoke the Education (School Teacher Performance Management) (England) Regulations 2006, and cover maintained schools only. Among other things, the new regulations require governing bodies and local authorities to: have a written document setting out the appraisal process; set objectives for each teacher; and assess teachers annually. These regulations came into effect from 1 September 2012.

The Education (Specified Work and Registration) (England) Regulations 2012 allows qualified teachers from Australia, Canada, New Zealand and the United States to teach in schools as qualified teachers without undergoing further training or assessment.

#### 8.4 Implementation

The National College for Teaching and Leadership (NCTL) – a merger of the National College for School Leadership and the Teaching Agency – was created to support the development of a self-improving, school-led system. It began its work on 2 April 2013.

NCTL has two key aims: improving the quality of the education workforce; and helping schools to help each other to improve. It oversees School Direct, described as “a school-led training path where you can apply to train as a teacher with the expectation of a job once you qualify”; offers a leadership curriculum for middle and senior leaders as well as head teachers and Chairs of governing bodies; supports teaching school alliances; and facilitates school to school support through a number of online forums.

- *School leadership:*

The National College for Teaching and Leadership oversees a set of qualifications for school leaders including the National Professional Qualification for Middle Leadership (NPQML), the National Professional Qualification for Senior Leadership (NPQSL), and the National Professional Qualification for Headship (NPQH). None of these are mandatory, but they are recommended. In addition, the College runs a number of programmes for school and academy leaders including school business managers and Chairs of governing bodies.

As part of its school improvement agenda, the schools white paper (DfE, 2010g) laid out plans to increase the number of National Leaders of Education (NLEs) from 400 in 2010 to 1000 in 2014-15, and the number of Local Leaders of Education (LLEs) from 1400 to 2000 over the same time period. The National College says there are currently 800 NLEs.

National leaders of education (NLEs) are outstanding head teachers or principals who use their skills and experience to support other schools in challenging circumstances to develop their leadership capacity and help raise standards. NLEs are designated with their school which becomes a national support school (NSS). Only heads who have at least three years’ experience of leading a successful school are invited to apply. All newly designated NLEs are invited to attend an induction workshop and have access to regular system leader network meetings throughout the programme.

- *Teacher training:*

In November 2011, the DfE published its implementation plan for teacher training (DfE, 2011h), with many of the specific developments outlined below. It also announced it would allow trainees only two re-sits in literacy and numeracy tests; this came into force in September 2012 for trainees starting training the following autumn.

The NCTL is responsible for initial teacher training. The clear steer from the schools white paper (DfE, 2010g) was to move teacher training into schools. In November 2011, the Secretary of State announced that “Universities that do not demonstrate extensive school involvement in their initial teacher training provision may cease to be able to offer such courses.” (quoted in Cunnane, 2011) In its overview of ITT allocations for 2014/15, the NCTL states that: “As well as the 22,900 provider places allocated to higher education institutions (HEIs), they are also in partnership with schools to deliver 10,800 School Direct places, for which they receive funding. Overall, HEIs are involved in delivering 82% of ITT provision.” (NCTL, 2013b, p3)

In a speech to the National College’s annual conference, the Secretary of State announced a change in the way in which ITT places would be allocated (Gove, 2012), pledging that only institutions rated outstanding by Ofsted would have guaranteed allocations at their existing level for the next two years, while institutions rated good or lower would have no guaranteed places and would be required to compete for training places through School Direct. He also announced that, from September 2013, School Direct would offer an employment-based strand for candidates who had already gained at least three years’ experience in other careers.

In the most recent version of the provider ITT allocations manual (NCTL, 2013a), the NCTL states clearly that it is seeking to promote and increase the extent of school-led ITT provision, through School Direct. In 2013-14, there were 9600 ITT places allocated to School Direct (compared with 6800 HEI undergraduate, 20,000 HEI postgraduate, and 2500 school-centred ITT providers or SCITT). In 2014-15, the allocation figures for School Direct increase to 15,400 (compared with 6700 HEI undergraduate, 16,200 HEI postgraduate, and 2900 SCITT). (NCTL, 2013a)

Schools and academies which apply to become Teaching Schools need to give evidence of successful partnerships as well as excellent leadership with a proven track record of school improvement. Only schools that are rated outstanding will be considered. A school can apply to become a teaching school in one of three ways:

- A single teaching school alliance: one designated teaching school leading one teaching school alliance
- Job-share teaching school alliance: two small/special schools jointly leading one teaching school alliance
- Multiple teaching school alliance: two or more designated teaching schools leading one teaching school alliance

Teaching Schools are expected to:

- Lead the development of a school-led ITT system, either through School Direct or by securing accreditation as an ITT provider
- Lead peer-to-peer professional and leadership development (continuing professional development)
- Identify and develop leadership potential (succession planning and talent management)

- Provide support for other schools
- Designate and broker specialist leaders of education (SLEs)
- Engage in research and development activity

In January 2011, the Secretary of State confirmed his intention that anyone starting teaching training from Sept 2012 would in general need to hold at least a second class degree of a UK higher education institution or equivalent qualification. (Gove, 2011b)

A new handbook for the inspection of initial teacher education was introduced in January 2013 (Ofsted, 2013i). The framework covers the inspection of initial teacher education (ITE) leading to qualified teacher status (QTS) for maintained schools and programmes of further education teacher training validated by higher education institutions. The inspections focus on three key areas: outcomes for trainees, the quality of training across the ITE partnership, and the quality of leadership and management of the ITE partnership. Inspectors should ensure that ITE partnerships are compliant with the Teacher Standards.

A new body, the National Induction Panel for Teachers, was set up by the Independent Academies Association and Freedom and Autonomy for Schools (FASNA) in September 2013 “to provide an alternative to the local authority in supporting and accrediting NQT Induction” with a particular focus on academies.

- *Teach First:*

Originally launched in 2002 as a social enterprise, Teach First was given a £4 million grant from the DfE in July 2010 to enable the programme to expand into primary schools.

Teach First recruits must have a 2.1 degree from a ‘good’ university, and be committed to working in schools in disadvantaged areas of the country. Graduates take part in a two-year programme: at the end of their first year, they gain newly qualified teacher status, and at the end of their second year, Teach First alumni can choose either to continue working in schools or move out of education. Its most recent figures indicate that around 54% of Teach First alumni stay in teaching, with a total of 2600 trained through the programme.

- *Troops to teachers:*

On 7 June 2013, the Secretary of State announced the launch of the Troops to Teachers scheme (DfE, 2013p), through which former members of the armed services can apply to train to become teachers. The programme provides them with benefits including salaries whilst training, £2000 bursaries and bespoke training. Although the first intake will focus on those who have degrees, from January 2014, those without degrees can apply and be qualified within two years.

- *Teachers’ standards:*

Teachers' Standards were introduced on 1 September 2012, replacing the previous standards for Qualified Teacher Status (QTS) and Core, and the GTCE's Code of Conduct and Practice for Registered Teachers in England (DfE, 2013w).

Parts 1 and 2 apply to maintained schools in England, though academies and free schools are advised to use Part 1 if they offer statutory teacher inductions, and are required to use Part 2.

Part 1 covers teaching, stipulating that a teacher must:

1. Set high expectations which inspire, motivate and challenge pupils
2. Promote good progress and outcome by pupils
3. Demonstrate good subject and curriculum knowledge
4. Plan and teach well structured lessons
5. Adapt teaching to respond to the strengths and needs of all pupils
6. Make accurate and productive use of assessment
7. Manage behaviour effectively to ensure a good and safe learning environment
8. Fulfil wider professional responsibilities

Part 2 covers personal and professional conduct.

- *Unqualified teachers:*

On 27 July 2012, the DfE announced what it described as ‘minor changes’ to the model funding agreement for academies that would enable them to employ unqualified teachers – a freedom already in place for free schools, studio schools and University Technical Colleges. (DfE, 2012a) Concerns were raised by teacher unions and higher education providers of teacher training courses.

<b>Timeline implementation</b>	<b>for</b>
April 2012	TDA functions transfer to DfE
September 2012	New Teacher Standards come into effect
September 2012	Initial Teacher Education (ITE) framework comes into effect
September 2012	School Direct introduced for 2012/13 academic year
April 2013	Launch of the National College of Teaching and Leadership [merger of the Teaching Agency and National College for School Leadership)
June 2013	Secretary of State launches the Troops to Teachers programme

## 8.5 Financial resources

In 2011, the DfE set up a National Scholarship Fund for Teachers to deepen their specialist or subject knowledge in English, maths, science and SEN/D. In the 2012 round, scholarships were worth up to £3500, and grants allocated to 387 teachers and 274 support staff. The support staff were developing their practice in SEN/D. (DfE, 2013o)

A tax-free bursary of up to £20,000 is available for individuals on the School Direct training programme, depending on factors such as subject choice and degree classification. However, in addition, there is a 25% premium paid on the

bursaries of School Direct trainees whose training is based in a school where more than 35% of pupils are eligible for free school meals. (Ofsted, 2013p)

## 8.6 Assessment of impact

A report from the Pearson Think Tank indicates that future problems with the supply and retention of teachers will hit socioeconomically disadvantaged schools hardest. (Howson, 2012)

Research on school leaders in England undertaken in 2011 (Earley et al, 2012) shows that:

- Just over a third are aged 55 years and over, and almost half take early retirement between the ages of 55 and 59.
- The typical structure for leadership teams in primary schools remains one head and one deputy, and in secondaries typically one head, one or two deputies and three or four assistants. Academies have larger Senior Leadership Teams with more deputies and assistant heads.
- Teachers with a background in humanities are still most likely to progress through to secondary headship.
- 83% of head teachers worked with a single governing body; 15% worked within a collaborative governance arrangement, either as part of a hard federation, a soft federation, or an academy chain (1%).
- Research identified significant anticipated changes in the external sources of support accessed by head teachers. In 2011, the local authority and the school improvement partner were reported to be the two most important sources of external support. It was among these two sources, however, that head teachers anticipated the greatest decline over the next 18 months.

A survey of its members undertaken by NASUWT focused on the qualified/unqualified teacher question. The union reported that: 59% of respondents said that unqualified staff in their schools were covering lessons, preparing students for external exams, developing the curriculum, and reporting on learning. Almost 72% believed that the situation would continue to change because schools cannot or will not pay for qualified teachers. (NASUWT, 2013)

A 2012 survey of newly qualified teachers (Teaching Agency, 2102) showed:

- For the primary sector:
  - 89% of NQTs rated the overall quality of their training as very good or good, with school-centred provision achieving higher ratings than employment-based or university-based provision
  - 79% rated their training in behaviour management as very good or good, with school-centred provision rated most highly
  - 54% rated their preparation to teach learners from minority ethnic backgrounds and work with learners with English as an additional language as very good or good, with the school-centred route rated most highly
  - 59% rated their SEN preparation as very good or good
  - 81% rated their welfare and safeguarding preparation as very good or good

- For the secondary sector:
  - 91% rated the overall quality of training as very good or good, with university-based provision receiving the highest rating
  - 76% rated their training in behaviour management as very good or good, with employment-based or school-based training rated most highly
  - 52% rated their preparation to teach learners from minority ethnic backgrounds as very good or good and 49% rated their preparation to teach learners with English as an additional language as very good or good
  - 65% rated their SEN preparation as very good or good, with school-based provision rated most highly
  - 86% rated their welfare and safeguarding preparation as very good or good

### 8.7 Data sources and further information

In 2010, the DfE introduced the School Workforce Census (SWF) which rationalises a number of previous workforce publications, and is meant to provide sufficient information on the deployment and qualifications of teachers, school leaders, and teacher demand modelling.

#### ***(DfE) Higher Education: national statistics releases***

Annual publication

<https://www.gov.uk/government/publications/higher-education-national-statistics-releases/higher-education-national-statistics-releases>

#### ***(DfE) Initial teacher training: trainee number census - 2013 to 2014***

Annual publication

<https://www.gov.uk/government/publications/initial-teacher-training-trainee-number-census-2013-to-2014>

#### ***(DfE) School workforce in England, November 2012***

Annual publication

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/223587/SFR15\\_2013\\_Text\\_withPTR.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/223587/SFR15_2013_Text_withPTR.pdf)

#### ***Access page to teacher training statistics***

<https://www.gov.uk/search?q=expenditure+on+teacher+training&tab=government-results>

<b>Organisations and websites</b>	
National College for Teaching and Leadership (NCTL)	<a href="https://www.nationalcollege.org.uk/signin?indexid=no&amp;url=http%3A//www.nationalcollege.org.uk/index">https://www.nationalcollege.org.uk/signin?indexid=no&amp;url=http%3A//www.nationalcollege.org.uk/index</a>
National Induction Panel for Teachers	<a href="http://nqtinduction.co.uk/">http://nqtinduction.co.uk/</a>
National Teaching Schools	<a href="http://www.education.gov.uk/nationalcollege/index/support-for-schools/teachingschools.htm?WT.ac=PP0">http://www.education.gov.uk/nationalcollege/index/support-for-schools/teachingschools.htm?WT.ac=PP0</a>

	<a href="#">39</a>
School Direct	<a href="http://www.education.gov.uk/get-into-teaching/teacher-training-options/school-based-training/school-direct">http://www.education.gov.uk/get-into-teaching/teacher-training-options/school-based-training/school-direct</a>
Teach First	<a href="http://www.teachfirst.org.uk/?gclid=CI7Ckc7xmLsCFQMhwwodEjkAJw">http://www.teachfirst.org.uk/?gclid=CI7Ckc7xmLsCFQMhwwodEjkAJw</a>
UCAS school-based teacher training pages	<a href="http://www.ucas.com/how-it-all-works/teacher-training/postgraduate-routes-teaching/training-in-schools">http://www.ucas.com/how-it-all-works/teacher-training/postgraduate-routes-teaching/training-in-schools</a>
UCAS HEI teacher training pages	<a href="http://www.ucas.com/how-it-all-works/teacher-training/postgraduate-routes-teaching/training-universities-or-colleges">http://www.ucas.com/how-it-all-works/teacher-training/postgraduate-routes-teaching/training-universities-or-colleges</a>

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- *DfE statistics*

Education and training

<https://www.gov.uk/government/collections/statistics-special-educational-needs-sen--2>

Early years foundation stage profile

<https://www.gov.uk/government/collections/statistics-early-years-foundation-stage-profile>

Phonics check

<https://www.gov.uk/government/collections/statistics-phonics-check>

Key Stage 2

<https://www.gov.uk/government/collections/statistics-key-stage-2>

Key Stage 3

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GCSEs/Key Stage 4

<https://www.gov.uk/government/collections/statistics-gcses-key-stage-4>

A/AS levels

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Exclusions

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Local authority/school finance data

<https://www.gov.uk/government/collections/statistics-local-authority-school-finance-data>

NEETs

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Destinations

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Pupil absence

<https://www.gov.uk/government/collections/statistics-pupil-absence>

Neighbourhood (absence and attainment)

<https://www.gov.uk/government/collections/statistics-neighbourhood-absence-and-attainment>

Pupil projections

<https://www.gov.uk/government/collections/statistics-pupil-projections>

School and pupil numbers

<https://www.gov.uk/government/collections/statistics-school-and-pupil-numbers>

School applications

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School capacity

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School workforce

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Special educational needs

<https://www.gov.uk/government/collections/statistics-special-educational-needs-sen>

16-19 attainment

<https://www.gov.uk/government/collections/statistics-attainment-at-19-years>

Teacher training

<https://www.gov.uk/government/collections/statistics-teacher-training>

- *Ofsted*

Maintained schools inspection outcomes

Independent schools inspection outcomes

Initial Teacher Training inspection outcomes

<http://www.ofsted.gov.uk/schools/for-all-other-users/statistics-for-schools>

Further education and skills inspection outcomes

<http://www.ofsted.gov.uk/further-education-and-skills/for-all-other-users/statistics-for-further-education-and-skills>

Each is released four times a year

Local authority school improvement inspection outcomes

<http://www.ofsted.gov.uk/resources/reports-following-inspection-of-local-authority-school-improvement-arrangements>

- *BIS*

Further education

<https://www.gov.uk/government/collections/further-education>

FE data library

[http://www.thedataservice.org.uk/Statistics/fe\\_data\\_library/](http://www.thedataservice.org.uk/Statistics/fe_data_library/)