

Young People's Education and Skills Board

Thursday 16 November, 15.00 – 17.00

Location: London Councils, Meeting room 1, 59½ Southwark Street, SE1 0AL

Contact Officer: Hannah Barker

Telephone: 020 7934 9524

Email: hannah.barker@londoncouncils.gov.uk

Agenda

1. Welcome and introductions
2. Declarations of interest
3. Notes of last meeting and matters arising
4. Annual Statement of Priorities - For decision
(*paper – Peter O'Brien*)
5. Provisional results GCSE/A Level and post-16/Destination Measures - For information
(*paper – Yolande Burgess*)
6. Do The Maths - For decision
(*Paper – Hannah Barker*)
7. Regular updates:
 - Raising the Participation Age (*report - Peter O'Brien*) - For decision
 - Policy update (*report - Hannah Barker*) - For information
 - The Mayor's vision: A City for All Young Londoners (*verbal update*) - For discussion
 - ESF (*verbal update - Peter O'Brien*) - For information
 - London Ambitions (*verbal update - Yolande Burgess*) - For information
8. Any other business

Date of next meeting: Thursday, 22 February 2018, 3-5pm, London Councils SE1 0AL

Blank Page

Young People's Education and Skills Board

Date 6 July 2017 **Venue** London Councils
Meeting Chair Cllr Peter John OBE
Contact Officer: Hannah Barker
Telephone: 020 7934 9524 **Email:** hannah.barker@londoncouncils.gov.uk

Present

Dr Caroline Allen OBE	AoC/NATSPEC
Mary Vine-Morris	Association of Colleges (AoC) London Region
David Andersson	Department for Work and Pensions (on behalf of Derek Harvey)
Yolande Burgess	London Councils Young People's Education and Skills
Caroline Boswell	Greater London Authority (GLA) (for Joanne McCartney)

Guests and Observers

Michael Heanue	LEAP officer
----------------	--------------

Officer(s)

Peter O'Brien	London Councils Young People's Education and Skills
Hannah Barker	London Councils Children and Young People Services

Apologies

Cllr Peter John OBE	London Councils Executive member for Business, Skills and Brexit (Chair)
Gail Tolley	Association of London Directors of Children's Services
Arwell Jones	Association of School and College Leaders
Zeena Cala	Skills Funding Agency
Derek Harvey	Department for Work and Pensions
Tim Shields	Chief Executives London Committee
Dr Graeme Atherton	AccessHE

1 Welcome and introductions

1.1 Yolande Burgess welcomed attendees to the Board meeting and apologies were noted.

2 Declarations of Interest

2.1 No interests were declared.

3 Notes and Matters Arising from the last meeting

3.1 The notes of the last meeting were agreed; all actions were either closed or progressing.

4 Policy Update

- 4.1 Hannah Barker talked to the policy update paper circulated prior to the meeting.
- 4.2 The Board discussed the seriousness of the situation regarding children and young people's mental health and the implications of the curriculum being squeezed and the limited funding available for mental health support.

Action: YPES to consider and propose to the Board actions on mental health and wellbeing

5 Technical Education

- 5.1 Yolande Burgess gave a presentation reminding the Board of the background on the Skills Plan, as no further information had been provided by the Department for Education.
- 5.2 The Board discussed the changing needs and nature of the labour market and the need for further engagement in the development of T levels to ensure that the qualifications keep pace with this. Yolande reported that she had asked for London to be involved in the development of T levels, especially the construction and digital pathways. It was noted that the launch of the construction academy in October fits well with the ask to collaborate on the construction pathway.
- 5.3 Michael Heanue offered to present Dame Asha with a set of asks and offers from the Board.

Action: Michael Heanue to work with Yolande Burgess to draft a set of 'asks and offers' on technical education for Dame Asha on behalf of the Board

6 Do The Maths

- 6.1 Hannah Barker talked to a paper on Do The Maths, London Councils annual publication on school places planning and capital funding for schools. Hannah briefly set out the key aims, methodology and messages in Do The Maths (as described in the paper) and raised the question as to whether post-16 education should be included in the next iteration, which is due to be published in September 2017.
- 6.2 This was followed by a discussion, the conclusions of which were as follows:
 - 6.2.1 There was broad support for the idea of including post-16 education in the publication.
 - 6.2.2 Michael Heanue said that the argument for extending devolution to 16 to 18 skills provision would be supported by the GLA
 - 6.2.3 Mary Vine-Morris said that it would be helpful to get a London picture on demand going forward. Currently, providers only have access to projections for the boroughs in which they are situated, and do not see the full picture of demand in neighbouring boroughs.
 - 6.2.4 It was agreed that this had a close relationship to teacher / lecturer recruitment and retention, and that this should be referenced in the report. On the topic of recruitment and retention, Mary Vine-Morris highlighted that it would be useful for the GLA's work on this to cover teachers and lecturers in the FE sector as well as in schools, which is also a challenge.
 - 6.2.5 The Special Educational Needs and Disabilities (SEND) review will help with data when the results are published.

6.2.6 The GLA intelligence unit are looking at cross-border data on a pan-London basis. It may be possible to obtain relevant data from this source.

6.2.7 Yolande Burgess proposed that, due to time constraints, a strong marker for FE should be put down in this year's Do The Maths, including the key messages, and more data could be sought out for the next iteration.

Action: Caroline Boswell and Mary Vince-Morris liaise over work on recruitment and retention for school teachers and lecturers in the FE sector

Action: Hannah Barker to incorporate the Board's comments into Do The Maths

7 Raising the Participation Age (RPA)

7.1 Peter O'Brien talked to the paper circulated in advance of the meeting.

7.2 The Board discussed the function of the report and agreed that it was a useful summary that Board members could share with colleagues.

8 Regular updates

European Social Fund (ESF) update

8.1 Peter O'Brien reported that the third Programme Information Exchange event organised by the Young People's Education and Skills team for the European Programmes Management Unit had taken place the week before. While there was concern about the numbers of people who had signed up and not attended, the event was successful.

8.2 Peter reported that the meeting organised with the Education and Skills Funding Agency on the performance of the ESF Youth Programme has been postponed.

London Ambitions update

8.3 Yolande Burgess said that there is still a piece of work to do in re-contextualising the key themes in London Ambitions and writing a new forward.

8.4 Caroline Boswell offered to gather case studies from the London Ambitions Careers Clusters

8.5 The Board received an embargoed copy of a survey commissioned by London Councils that looked at work experience from an employers' perspective highlighting work experience and other opportunities that employers make available to young people in London. The report also highlights the support that employers would find useful to enable them to create more opportunities. The survey can support with the re-contextualisation of London Ambitions.

8.6 Michael Heanue reported that he will be leading a task and finish group on careers, starting in the autumn. The task and finish group will be part of a wider set of groups on areas such as apprenticeships and advanced learner loans. This group could potentially develop a companion piece to London Ambitions for adults, and there was broad-ranging support for this.

8.7 Caroline Allen highlighted that it would be important for issues relating to SEND to be running through each of the groups to ensure that children and young people with SEND were fully included in the work of the task and finish groups.

Action: Caroline Boswell (through her team) to gather case studies from the London Ambitions Careers Clusters

Action: All Board members to share London Councils Work Experience report; Yolande Burgess to ensure London Councils communications team links with the GLA communications teams

9 AOB

- 9.1 Mary Vine-Morris made Board members aware of an email she had received regarding proposals for Institutes of Technology, which she would forward to the group.

Action: Mary Vine-Morris to share note of call for colleges to submit proposals for Institutes of Technology for the funding in 2018/19 (to be circulated to the group)

DRAFT

Actions and Matters Arising from 6 July 2017 Young People's Education and Skills Board meeting

ACTION POINTS	ACTION OWNER	STATUS	UPDATE
YPES to consider and propose to the Board actions / influence on mental health and wellbeing	YPES	In progress	YPES to work with key stakeholders to identify and promote existing support
Michael Heanue to work with Yolande Burgess to draft a set of 'asks and offers' on technical education for Dame Asha on behalf of the Board	Michael Heanue/ Yolande Burgess	In progress	To be considered alongside the up-coming consultation on T-Levels
Caroline Boswell and Mary Vine-Morris liaise over work on recruitment and retention for school teachers and lecturers in the FE sector	Caroline Boswell/ Mary Vine-Morris	Open	
Hannah Barker to incorporate the Board's comments into Do The Maths	Hannah Barker	Closed	Comments incorporated
Caroline Boswell (through her team) to gather case studies from the London Ambitions Careers Clusters	Caroline Boswell	In progress	Being gathered through the Careers Clusters network meetings
All Board members to share London Councils Work Experience report; Yolande Burgess to ensure London Councils communications team links with the GLA communications teams	All	Closed	Work experience report shared
Mary Vine-Morris to share note of call for colleges to submit proposals for Institutes of Technology for the funding in 2018/19 (to be circulated to the group)	Mary Vine-Morris	Open	
ACTION POINTS FROM PREVIOUS MEETING(S)			
<p><i>From 23.02.17:</i> Young People's Education and Skills team, working through the Apprenticeship Sub-Group (and Heads of HR Group where appropriate) to;</p> <ul style="list-style-type: none"> a) Ascertain the information that has been collated regarding borough targets, including at sector level b) Request and collate the apprenticeship target borough returns that are being completed for the Skills Funding Agency, and c) Gauge interest in developing a pan London strategic Market Position Statement (for both available standards and standards that London may wish to develop). 	YPES	In progress	London Councils is working with boroughs through the Apprenticeship Sub Group. London Councils has received almost a full complement of annual borough returns for 2016-17. We are also working with boroughs to gather information on workforce plans, and will subsequently be in a position to ascertain the viability of a London MPS.
<i>From 23.02.17:</i> YPES to work with GLA to secure a fresh Mayoral foreword to London Ambitions	Yolande Burgess/ Michael Heanue	In progress	To be put to the Skills for Londoner's task and finish group on the all age careers strategy
OTHER MATTERS ARISING			
DECISIONS TAKEN BY CHAIR TO BE REPORTED			

Blank Page

Young People's Education and Skills Board

Annual Statement of Priorities 2018/2019

Item No: 4

Author: Peter O'Brien **Job title:** Regional Commissioning Manager

Date: 16 November 2017

Telephone: 020 7934 9743 **Email:** peter.obrien@londoncouncils.gov.uk

Summary	This paper presents an outline of the Annual Statement of Priorities for 2018/2019 and seeks the Board's views on the content and tone of the statement. It also proposes the process for the Statement's approval and subsequent publication.
Recommendations	<ul style="list-style-type: none">- That the Board discusses and agrees the outline of the Annual Statement of Priorities (Annex A)- That the Board agrees with the approach to the formulation of the Annual Statement of Priorities (paragraph 2) and the method for approval (paragraph 3).

1 Background

- 1.1 The vision for young people's education and skills in London (*Vision 2020*) was agreed by Board Members and published in March 2017. The Board intended that the vision should be implemented through publishing annual statements of priorities through which the sector can pinpoint the precise actions that will accelerate progress towards the vision.
- 1.2 The Board has previously agreed that technical education and apprenticeships, and narrowing participation and achievement gaps for disadvantaged young people, should feature prominently in this year's statement.
- 1.3 The Operational Sub-Group has discussed and agreed a 'framework' for this year's Annual Statement of Priorities – essentially setting out the areas of work that are of greatest importance and impact.

2 Approach

- 2.1 This year we are presenting to the Board an outline of the Annual Statement of Priorities rather than a first full draft. This is because:
 - a. There are still some critical areas (such as careers education and guidance and technical education) in which government policy, strategy and investment remain unclear at present.
 - b. There are other important areas (the Apprenticeship Levy, for example) where new arrangements are insufficiently embedded to judge with any real conviction whether or not they present a risk to young Londoners' chances in life.

- 2.2 We would like the Annual Statement of Priorities to play its distinct role alongside other pan-London strategies, especially the Skills for Londoners Taskforce that has been charged by the Mayor of London to develop a London Skills Strategy. We further intend to reflect some of the strategies emerging from the Partnership for Young London. It would be prudent to allow sufficient time for this work, which is currently being developed, to come to fruition so that we can demonstrate synergy between these important strategies and the Annual Statement of Priorities, rather than to attempt to anticipate what emerges from our partners' work. This will provide both the Board and our partners with the confidence that strategies lock together appropriately in the interests of Londoners, that there is no risk of duplication of effort and that any intentional overlaps (for example due to differing statutory requirements) are well managed.
- 2.3 Provided that the Board is content with the outline of the Annual Statement of Priorities, we propose to hold an open conversation until the end of December 2017 during which time Board members and partners will be able to contribute to its drafting. This will enable us to prepare a full draft for debate at the February 2018 Board meeting, which will be followed by a final period for Board comments prior to publication. We anticipate that this year's statement will be shorter than in previous years due to the recent publication of *Vision 2020*.

3 Approval

- 3.1 If the Board agrees to the above approach, we will submit a draft Annual Statement of Priorities to the February 2018 meeting of the Board for discussion and, following that meeting, to have a limited period of time for Board members to provide their final comments and amendments.
- 3.2 Taking into account the borough elections next year, we propose that approval be delegated to the Chair and Deputy Chair so that the final version of the Annual Statement of Priorities can be published before the start of the purdah period (15 March 2018).

4 Recommendation

- 4.1 It is recommended that
- 4.1.1. The Board discusses and agrees the outline of the Annual Statement of Priorities shown at the annex to this paper.
- 4.1.2. The Board agrees with the approach to the formulation of the Annual Statement of Priorities (paragraph 2) and the method for approval (paragraph 3).

**Participation, Achievement and Progression:
The Priorities for
Young People's Education and Skills
In London
2018 to 2019**

**An outline for consideration by the
Young People's Education and Skills Board**

(Inner cover – blank)

Foreword by Chair and Vice Chairs

To follow

Councillor Peter John
London Councils Deputy Chair and executive
member for business, skills and Brexit

Gail Tolley
Association of London Directors of
Children's Services

Foreword by Chair and Vice Chairs	
Vision 2020 – the vision of education and skills for young Londoners	
Executive summary (to follow).....	
Partnership working:	
Context	
Sector context	
Customer context	
What London needs	
Access and participation	
Quality learning experiences.....	
Achieving results	
Our principles	
Signposts to action	
Measures of success.....	
Abbreviations	
References.....	

Vision 2020 – the vision of education and skills for young Londoners

Our vision is that education and skills for young Londoners should be:

- **Experiential**, built on a sound foundation of learning from the earliest age
- **Inclusive**, ensuring that all young people have the chance to develop to their full potential
- **Equal**, aiming to eliminate access, achievement and progression gaps between those who are disadvantaged and those who are not
- **Enabling**, helping the current generation of young people to take advantage – independently – of opportunities that come their way
- **Aspirational**, ensuring young Londoners participate in world class education and skills provision that leads to them achieving the skills, experience and qualifications they need to get on in life, and play a full part in the rich cultural life of London and its economy

Executive summary (to follow)

Partnership working

With representatives across all the organisations with an interest in young people's education and skills, our Board is able to take a comprehensive view of the needs of young Londoners and the current issues impacting on the education and skills sector.

Working together for London

We will continue to work with London's local authorities, sub-regional partnerships and the Mayor of London to deliver a comprehensive package of devolution to London – including the devolution¹ of education and skills budgetsⁱ. We have an especially close working relationship with the Mayor of London and the Greater London Authority (GLA) in the further development and implementation of *London Ambitions*ⁱⁱ, which remains our principal means of improving careers education and guidance to children and young people. We encourage local authorities to promote London Ambitions to the schools and colleges operating in their areas. We encourage these institutions to register on the London Ambitions portal and to sign-up to its pledge and we encourage businesses to offer young people experience of the world of work.

The Young People's Education and Skills Board are also members of the London Economic Action Partnershipⁱⁱⁱ and the Mayor of London's Skills for Londoners Taskforce^{iv}. The Board strongly supports the work of these bodies and the principal of greater devolution to London.

There are other partnerships that have a great impact on the success and well-being of young Londoners, including Partnership for Young London that we are looking to sustain and prioritise over the next year.

Technical education: T levels

The then government introduced the Post-16 Skills Plan in July 2016 in response to the report of the Independent Panel on Technical Education (the Sainsbury Report, April 2016), but it was not until after the 2017 general election that the new government published the *Post-16 technical education reforms T level action plan*^v (October 2017). The government's approach aims to ensure that young people in this country have the chance to acquire leading-edge skills that put them on a par with the best skilled people in the world in an increasingly international labour market. By doing so, the government also hopes to address Britain's problems with low productivity.

Whereas the 'academic' route to further and higher education in England is highly regarded and well understood, the same cannot be said about technical education.

The government has proposed that there will be 15 occupational routes that apply across the T level programme and apprenticeships (four of the routes will be primarily delivered through apprenticeships) and each route will comprise similar occupations with pathways that reflect that occupation's different specialisms. The government has also proposed a phased introduction of T levels as shown below in table 1:

¹ Either London Councils or APPG?

Table 1: Proposed roll-out of T levels (DfE, October 2017)

Date	Occupational route	
2020	Digital	Limited pathways
	Construction	
	Education and Childcare	
2021	Digital	Full routes
	Construction	
	Education and Childcare	
	Legal, Finance & Accounting	
	Engineering & Manufacturing	
	Health & Science	
2022	Hair & Beauty	Full routes
	Agriculture, Environment & Animal Care	
	Business & Administrative	
	Catering & Hospitality	
	Creative & Design	
	Transport & Logistics	Apprenticeship Only
	Sales, Marketing & Procurement	
	Social Care	
	Protective Services	

We encourage London-based learning institutions to work with the Department for Education (DfE) in shaping the T level programme, testing the appropriateness of the proposed qualifications, which will be at level 3 and provide progression pathways to level 4, 5 and beyond, and utilising every possible opportunity to ensure T levels are fit for purpose in London.

Apprenticeships

Alongside the introduction of T levels, we continue to support the expansion of apprenticeships. London's local authorities and other public sector partners are very much engaged in delivering the government's "public sector target for apprenticeships" and are promoting apprenticeships throughout their supply-chains and other channels of influence. Although London's councils are responding very well to the challenge of these targets – apprenticeships in local councils has increased by XXX since 2010 – they are very concerned about the achievement of the target at a time when budgetary pressures are leading to streamlining and not to the recruitment of apprentices as the government's target implies.

More broadly, the changes to apprenticeship funding (through a levy of large employers) also raise some key challenges for London and we support efforts to ensure that apprenticeship funds generated in London are spent in London and for the benefit of young Londoners. We encourage businesses and apprenticeship providers to help develop apprenticeship standards that address skills gaps and shortages in London and to prepare for emerging jobs and markets.

Context

Economic context

We will refer here to the London Datastore, especially the latest London Economic Outlook from GLA Economics.

For example, this is an extract from the spring 2017 Outlook^{vi}

Although the economic environment is more uncertain in the first half of 2017 than in the first half of 2016, the outlook for the London economy remains generally positive for the coming few years. A higher but still moderate level of inflation over the coming year or so is quite likely given the inflationary impact of the depreciation of sterling. Given this it is possible that growth in real income will be less strong in the coming few years than in the previous couple of years and puts a slight restraint on household spending which has been a significant driver of economic growth until now. Still, and unlike what was expected a year or so ago, UK monetary policy is likely to remain loose by historical standards for longer than was thought thus continuing to support the economy. Sterling remains low and businesses and consumers remain generally confident about the short-term future economic outlook after suffering some jitters immediately after the referendum. The Government's fiscal consolidation is also likely to be slower than was expected at the time of the last Comprehensive Spending Review. Of the sectors of the UK economy, Business services and finance continues to grow and given its size in London, this should provide some foundation to London's economy. Taking account of all these factors both output and employment should see continued growth in the next few years although at a rate reduced to that which was expected at the beginning of last year.

We will also refer to the London Labour Market forecast. This is an extract from the 2017 forecast:

The central projections estimate that employment in London will grow at an annual average rate of 0.78 per cent, equivalent to 49,000 jobs per annum, to reach 6.907 million in 2041. Similarly to the previous projections, jobs in the professional, real estate, scientific and technical sector is expected to grow strongly, accounting for over a third of the total increase expected in London to 2041. Strong employment growth is also expected in the administrative and support service, accommodation and food service, information and communication sectors, education and health sectors – collectively accounting¹ for nearly three fifths of the expected total London increase to 2041.

Boroughs with areas within the Central Activities Zone² account for 35 per cent of the annual projected growth in jobs, or 16,900 jobs per annum. The annual growth rate in jobs, however, is almost identical with that for London as a whole at 0.77 per cent. It is differences between boroughs which is more pronounced whether for those with an area in the Central Activities Zone, or for all boroughs in London. For example, in the central zone Kensington and Chelsea is one of the London boroughs with relatively low growth in jobs³, while Tower Hamlets has the strongest growth in absolute terms of all London boroughs. However, over the projection period all boroughs are expected to see a growth in their jobs numbers

Policy context

We will provide a summary of the main policies that affect young people's education and skills, together with a brief assessment of their impact in London. We hope that some key policy intentions will have become clearer by the time that the first full draft of the annual statement of priorities is prepared, such as

- Greater precision about the planning and introduction of T levels
- More data on the impact of the reforms to young people's education and skills that have been introduced by recent Secretaries of State
- Clarity on the government's approach to careers education and guidance
- The effects of the introduction of the National Funding Formula in London, especially as they affect young people with Special Educational Needs and / or Disabilities (SEND)
- The government's response to issues around teacher recruitment and retention in London

We will also provide an overview of Mayoral strategies that impact on young people's education and skills and particularly the Mayor's strategy *City for All Londoners*.

This will enable us to determine whether there are any further urgent issues for London that should be addressed in the annual statement of priorities

Sector context

We will take into account the Budget and reflect on its impact on London's education and skills system, relying largely on London Councils' analysis of the Budget. Previously, we have commented on the pressures being felt by London's learning institutions and the points in the system that are most critically affected by particularly tight funding settlements.

In the past we have reported on some of the key issues in schools that have an impact on post-16 education and skills. This year, for example, there have been many changes in GCSEs that will have an effect on young people's post-16 choices (the main changes that we will reflect are: most GCSEs will be awarded through end-of-course exams rather than completion of modules during the lifetime of the course being studied; more exam questions will require answers in the form of essays, the content of GCSEs will be more challenging; and a new grading system is being introduced)

The area review process was completed in London and its results published in sub-regional reports. The process has resulted in some rationalisation of provision and merging of FE structures. To that extent, it seems to have partially met the government's objective of creating a more financially secure FE sector, but it has not led to the development of a more coherent and future-looking curriculum offer that partners involved in the process originally set out to achieve – and, given the effort put into the process by a diverse range of partners, could be regarded as a missed opportunity.

We propose to capture experiences and results of area reviews

We will provide a brief commentary, in close cooperation with institutions' membership organisations and their representatives on the Board, on the key issues for London from their perspective.

Customer context

We will provide an overview of the key statistics, current at the time of publication (i.e. either based on the last quarter in 2017 or on January 2018 monthly figures), covering:

- Participation
- Achievement
- Progression

Our principal source of data will be *Intelligent London*^{vii}, which itself provides an analysis of the position of London based on national published data. Where more detailed analysis is necessary, we may also refer to the London Datastore or the national statistics hub^{viii} if additional details is required.

What London needs

Vision 2020: the future of young people's education and skills in London^{ix} sets out bold ambitions for the education and skills sector in the capital so that it better equips young people for the future:

Access and participation: Providing sufficient and suitable places, meeting diverse needs, so that all young people have access to world-class education and training; and young people are empowered to make informed choices of the learning and career path through impartial, independent and personalised careers education, information, advice and face-to-face guidance.

This means that London needs to accelerate its relentless determination to close the remaining gaps in participation that are based on different characteristics of young people.

Quality Learning Experiences: A dynamic curriculum offer – available to all young Londoners, irrespective of their background or needs - informed by employers, with learning institutions and the business community working better together to enable more young people to succeed; and a teaching and training workforce that can deliver the curriculum of the future, in a modern educational estate, that convinces more people to stay in learning after the age of 17 and to acquire higher level, technical and professional qualifications.

This means ensuring that the government's reforms of technical education really work for young Londoners and make a difference to their prospects.

Excellence achieving results; Young people are better prepared for adult life and, especially at 17 and 19, for progression to further and higher education and employment.

This means that more young Londoners, from diverse backgrounds, are able to compete for the type of highly-skilled jobs that are likely to dominate the labour market in the future.

Access and participation

The annual statement of priorities will start by demonstrating that London is the national leader in levels of participation at 16 and 17. However, this is based on the average of London's boroughs and there remains some disparity between boroughs and even within some relatively high performing boroughs there are neighbourhoods where participation is relatively poor.

We will refer to the closing gap between participation at 16 and at 17; between those not receiving free school meals (FSM) and those who do receive FSM; between those with SEND and those without SEND. We will suggest that, in the case of access and participation, London's priority is to focus on intra-London gaps

We will demonstrate this as an issue by examining the patterns of participation across different parts of London. We will also examine ethnicity data to identify any specific issues.

We will also pick up from London Councils' latest publication on the availability of places (*Do the maths*^x) and provide our assessment of the effects of changes in the funding system and level of funding on the availability of places. We propose to restate the Board position on encouraging more institutions (especially schools) to offer three year A level courses and on restoring full funding for 18 year-olds

We will comment on transition options into T levels (which are at Level 3) for those young people without a full Level 2 at 16

We will look at the levels of young people who are not in education, employment or training (NEET), those aged 16 and 17 whose participation status is not known to their local authority and early leavers from education and training² (ELET). In particular, we will start to raise the case for NEET in the context of Brexit.

² The term "early leaver from education and training" has replaced the former term "early school leaver" in Eurostat, the European statistics portal. It refers to a person aged 18 to 24 who has completed - at most - lower secondary education and is not involved in further education or training.

Quality learning experiences

We will provide a summary of the curriculum offer and its match to London's future economy, demonstrating London's appetite and demand for high quality technical education and apprenticeships.

We will provide an overview of Ofsted inspections in London compared with other parts of England.

We will provide an update on London Ambitions and its future direction. We will emphasise that all young people should receive 100 hours of experience of the world of work before they are 16.

We will support learning institutions who are developing work placements as an essential component of new T levels, to ensure the credibility, integrity and quality of the technical learning route.

Achieving results

We will compare London's position - at key stage 4, key stage 5 and the attainment of level 3 qualifications by 19 year-olds – with other regions and, where possible, with other world cities. We will comment on how that has changed in recent years.

We will also provide an analysis of London's relative performance on the English and maths post-16 funding requirement³ and commentary on the effect of linear A levels. At this moment, we are unclear whether or not data will be available to judge the effect of changes in grades.

We will summarise progression to HE and the successes of young people who make that journey (using the latest *Higher Education Journey for Young Londoners*)

We will also refer to progressions to employment.

³ The condition of post-16 funding is that students must study maths and/or English as part of their study programme in each academic year. This applies to students aged 16 to 18 and 19 to 25 with an Education, Health and Care Plan (EHCP) who do not hold a GCSE grade 9 to 4, A* to C or equivalent qualification in these subjects. This applies to students starting, or who have already started, a new study programme of 150 hours or more, on or after 1 August 2014.

Our principles

Shared vision and values

Inspirational leadership at all levels (working in partnership)

Innovative and creative solutions (evidence-based)

Beliefs

- Every young person deserves the best possible start in life
- Every young person has to value learning
- Every young person should have at least 100 hours of experiences of the world of work while in school and receive high-quality face-to-face careers guidance at key transition points in their journey to adulthood
- Young people who would benefit from a three-year programme of study to achieve a Level 3 qualification should be able to do so, with their learning institution being assured of full funding
- The value of institutional collaboration

Signposts to action

Ambition	Priority	Result
Access and participation	<ol style="list-style-type: none"> 1. Intra-London disparities 2. Places and funding 	<ol style="list-style-type: none"> 1. Participation and combined NEET / 'not known' measure 2. Development of T levels in London
Quality learning experiences	<ol style="list-style-type: none"> 1. Quality of the curriculum 2. London Ambitions 3. Introduction of T levels 	<ol style="list-style-type: none"> 1. Ofsted inspection results 2. London Ambitions registrations and number of young people receiving 100 hours of experience 3. Work placements as part of T levels
Achieving results	<ol style="list-style-type: none"> 1. Achievements at KS4 and KS5 2. Destination measures 	<ol style="list-style-type: none"> 1. GCSE and A level results and level 3 attainment by age 19 2. Levels of pupils or students going to or remaining in an employment and / or education destination in the academic year after completing their key stage 4 or key stage 5 studies

Measures of success

		2015/16 (Actual)	2016/17 (Provisional)	2017/18 (Anticipated)	2018/19 (Target)
Participation					
Participation of 16 and 17 year-olds (annual measure in December)		Target is 93.6% 96.4%	94.6%	94.8%	
Combined NEET and activity not known of 16 and 17 year-olds ⁴ (annual measure in December)		New measure 3.2%			
Apprenticeships starts: 16-18 year-olds		Target is 10,100 10,650	22,000	33,900	
Achievement					
A-Level point score per entry ⁵		Target is 30.71 32.05 ↓↓	31.99	33.28	
Percentage of students achieving two or more passes at A-Level		Target is 92.2% 77.8%	92.3%	92.5%	
Apprenticeship achievements: under 19 year-olds (full academic year)		Target is 5,656 5,430	12,540	19,660	
Level 2 attainment at 19	All	Target is 90% 71%	91%	92%	
	FSM	82% 58%	84%	86%	
	Non FSM	91% 76%	92%	93%	
	Gap	9 pcp 17 pcp	8 pcp	7 pcp	
Level 3 attainment at 19	All	65% 65%	66%	67%	
	FSM	55% 54%	57%	59%	
	Non FSM	68% 69%	69%	70%	
	Gap	13 pcp 15 pcp	12 pcp	11 pcp	
Progression					
Key Stage 4 Destination Measure		Target is 93% 94%	94%	95%	
Key Stage 5 Destination Measure		Target is 72% 88% ↓↓	74%	75%	
Proportion of 16-18 cohort progressing to university		Target is 59% 61%	62%	65%	

(Source: Intelligent London and DfE)^{xi}

Where the symbol ↓↓ is shown, London's outturn in 2015/16 is below the national average.

⁴ Excludes young people who are not participating and whose status is known to the local authority

⁵ Point scores shown here take into account changes in government policy and other methodological changes that came into effect in 2016. The targets have been revalorised to the new methodology.

Abbreviations

DfE	Department for Education
EHCP	Education, Health and Care Plan
ELET	Early Leaver from Education or Training
ESFA	Education and Skills Funding Agency
FSM	Free School Meals
GLA	Greater London Authority
NEET	Not in Education, Employment or Training
SEND	Special Educational Needs and Disabilities

References

ⁱ Insert here a link either to the London Councils paper on devolution or the APPG paper

ⁱⁱ <https://londonambitionsportal.london.gov.uk/> (checked 1/11/17)

ⁱⁱⁱ <https://lep.london/> (checked 7/11/17)

^{iv} <https://www.london.gov.uk/what-we-do/business-and-economy/skills-and-training/skills-londoners-taskforce> (checked 7/11/17)

^v https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/650969/T_level_Action_Plan.pdf (checked 1/11/17)

^{vi} <https://www.london.gov.uk/sites/default/files/leo-spring-2017-final.pdf> (checked 1/11/17)

^{vii} <http://www.intelligentlondon.org.uk/> (checked 1/11/17)

^{viii} <https://www.gov.uk/government/statistics>

^{ix} <http://www.londoncouncils.gov.uk/download/file/fid/20220> (checked 1/11/17)

^x <http://www.londoncouncils.gov.uk/node/32443> (checked 1/11/17)

^{xi} Checked 7/11/17

Blank Page

Young People's Education and Skills Board

GCSE, A level and other level 3 results

Item no: 5

Report by: Hannah Barker **Job title:** Principal Policy and Project Officer

Date: 16 November 2017

Telephone: 020 7934 9524 **Email:** hannah.barker@londoncouncils.gov.uk

Summary	On 12 October 2017, the Department for Education published Statistical First Releases covering achievement at GCSE, GCE, Applied GCE A/AS level and other equivalent qualifications in 2016/17 (provisional data). This paper provides a headline summary of London region and borough performance for these qualifications.
Recommendations	Board members are asked to note the content of this report.

1 Background

- 1.1 The latest national statistics on GCSE, GCE, Applied GCE A-level and other equivalent results for 2016/17 produced by the Department for Education (DfE) were released on 12 October 2017. These figures are provisional data and are subject to change with finalised data sets to be published in early 2018. Destination Measures for 2016 were also published.
- 1.2 This paper summarises some of the headline data contained in the Statistical First Releases (SFRs). For more detailed analysis of the data please visit [Intelligent London](#).

2 Context

- 2.1 In 2017, pupils sat reformed GCSEs in English language, English literature and mathematics for the first time, graded on a 9 to 1 scale. New GCSEs in other subjects are being phased in for first teaching over 3 years: from September 2016, 2017 and the remaining few from 2018.
- 2.2 Only the new GCSEs will be included in secondary school performance measures as they are introduced for each subject (for example, only reformed GCSEs in English and mathematics will be included in 2017 measures).
- 2.3 DfE has advised statistics users to exercise caution when comparing headline measures between 2017 and 2016. In 2017, Attainment 8 scores have been calculated using slightly different point score scales in comparison to 2016, in order to minimise change following the introduction of 9 to 1 reformed GCSEs. This means that Attainment 8 scores are likely to look different in 2017, as a result of changes to the methodology. Where possible, 2017 Attainment 8 scores have been compared to 2016 shadow data (which mapped 2017 point scores onto 2016 results) by DfE.
- 2.4 The threshold for the English and maths and EBacc attainment headline measures has risen in 2017 to include a grade 5 or above in English and maths, following the introduction of 9 to 1 reformed GCSEs in these subjects. In this statistical release,

pupils must achieve grades 5 or above for English and maths to achieve these threshold attainment measures. Additional measures have been published alongside these threshold measures where the threshold is set to achievement of grade 4 or above in English and maths in order to allow for comparisons to 2016.

2.5 The 2017 headline accountability measures for secondary schools are:

- Attainment 8
- Progress 8
- attainment in English and mathematics at grades 5 or above
- English Baccalaureate (EBacc) entry and achievement (including a grade 5 or above in English and mathematics), and
- destinations of pupils after key stage 4.

2.6 The provisional release looks primarily at the 2017 headline measures, with comparisons made to 2016 results wherever possible. As noted in paragraph 2.4, in addition to the headline measures DfE has also published attainment at grades 4 or above in the threshold measures which will allow for comparisons over time.

3 GCSE Performance in London

3.1 The SFR for GCSE examinations and other accredited qualifications is based on data collated for the 2017 Secondary School Performance Tables. The data is based on pupils reaching the end of Key Stage 4, typically those starting the academic year aged 15. **All figures cover achievements in state-funded schools only.**

3.2 Attainment 8 measures the average achievement of a pupil across 8 subjects including maths (double weighted), English (double weighted if the combined English qualification, or both language and literature are taken), three further qualifications that count in the English Baccalaureate and three further qualifications that can be GCSE qualifications (including EBacc subjects) or any other non-GCSE qualifications on the DfE approved list.

3.3 Progress 8 captures the progress a pupil makes from the end of key stage 2 to the end of key stage 4. Progress 8 is calculated for individual pupils only to calculate a school's Progress 8 score. A Progress 8 score of 1.0 means pupils in the group make on average a grade more progress than the national average; a score of -0.5 mean they make on average approximately half a grade less progress than average.

3.4 2016/17 headline performance for London is as follows:

- **Attainment 8:** The average Attainment 8 score for London for 2016/17 is 48.6. This represents a drop of -3.3 points compared to the 2015/16 shadow data. The national average Attainment 8 score for 2016/17 is 46.1. This represents a drop of -4.0 points compared to the 2015/16 shadow data (Appendix 1).
- **Progress 8:** The average overall Progress 8 score for London for 2016/17 is 0.22, compared to an average for 2015/16 of 0.16 (the national average overall Progress 8 score is -0.03). Sixteen London boroughs achieved an overall Progress 8 score higher than the London average, with five boroughs achieving more than twice the London average. Five London boroughs show a negative overall Progress 8 score for 2016/17 (Appendix 2).
- **Attainment in English and mathematics at grades 5 or above:** The new headline attainment measure requires pupils to achieve a grade 5 or above in either English language or literature (with no requirement to take both) and to achieve a grade 5 or above in EBacc maths. To allow comparison to 2016 figures,

the percentage of pupils achieving grade 4 or above in English and maths is also shown in the SfR.

In 2016/17 in London, the percentage of pupils who achieved a 9 to 5 pass in English and maths GCSEs is 47.7 per cent. The percentage of pupils who achieved a 9 to 4 pass in English and maths GCSEs is 67.3 per cent. In 2015/16 the percentage of pupils who achieved A* to C in English and maths GCSEs was 66.4 per cent.

The national percentage of pupils who achieved a 9 to 5 pass in English and maths GCSEs in 2016/17 is 42.4 per cent. Nationally, the percentage of pupils who achieved a 9 to 4 pass in English and maths GCSEs is 63.3 per cent. This result is stable compared to 2016 using this measure, because the bottom of a grade 4 in reformed GCSEs maps onto the bottom of a grade C of unreformed GCSEs in these subjects (Appendix 3).

- **English Baccalaureate (EBacc):** In London, for 2016/17 the percentage of pupils at the end of key stage 4 entered for the EBacc was 49.8 per cent (the same percentage as 2015/16). For 2016/17 nationally, the percentage of pupils at the end of key stage 4 entered for the EBacc was 38.2 per cent (a -1.2 percentage point drop compared to 2015/16).

The new headline EBacc achievement measure requires pupils on the English language and English literature pathway to enter both language and literature, and achieve a grade 5 or above in either qualification. Pupils must also achieve a grade 5 or above in EBacc maths and a grade C or above in the science, humanities and language pillars of the EBacc. To allow a year-on-year comparison, the percentage of pupils achieving the EBacc with a grade 4 or above in English and maths and a grade C or above in unreformed subjects is also shown in the SfR.

In London, 28.5 percent of pupils achieved the EBacc achievement headline measure (grade 5 or above in EBacc maths and grade C or above in legacy subjects). Nationally, 21.2 per cent pupils achieved the EBacc achievement headline measure.

In London in 2015/16, 31.9 per cent of pupils achieved the EBacc; this compares to 31.7 per cent of pupils achieving the EBacc with a 9 to 4 pass in English and maths in 2016/17.

4 A Level and other level 3 results

- 4.1 Following the introduction of a new 16 to 18 school and college accountability system in 2016, which introduced new headline measures and changes to the methodology for calculating 16 to 18 results, there are further additions in 2017. Tech certificates and other level 2 vocational qualifications studied by 16 to 18 year olds are published for the first time as headline measures.
- 4.2 Due to government policy reforms and methodological changes to the 16 to 18 performance measures in 2016, it is not possible to directly compare all results since 2016 to those published in the previous SfR series 'A level and other level 3 results', covering 2015 and earlier.
- 4.3 The five headline measures are:
 - **Progress:** The progress of students is the main focus of the new accountability system. This measure is a value added progress measure for academic and Applied General qualifications, and a combined completion and attainment measure for Tech Level and level 2 vocational qualifications.

- **Attainment:** The attainment measure shows the average point score (APS) per entry, expressed as a grade and average points. Separate grades are shown for level 3 academic (including a separate grade for A level), Applied General, Tech Level and level 2 vocational qualifications, including a separate grade for Tech Certificate qualifications.
- **English and maths progress (for those students who have not achieved a standard pass at GCSE at the end of key stage 4 – from 2017 a grade 4 or above):** This measure shows the average change in grade separately for English and maths, for those students who did not achieve a good pass at GCSE. The methodology for the measure is closely aligned with the condition of funding rules, which means that students that do not achieve a standard pass are required to continue to study English and/or maths at post-16.
- **Retention:** As the participation age has increased to 18 it is important that all young people access suitable education and training opportunities that they see through to completion. The retention measure therefore shows the proportion of students who are retained to the end of their main programme of study.
- **Destinations:** This measure is based on activity in the year after the young person took their A Level or other level 3 qualifications.

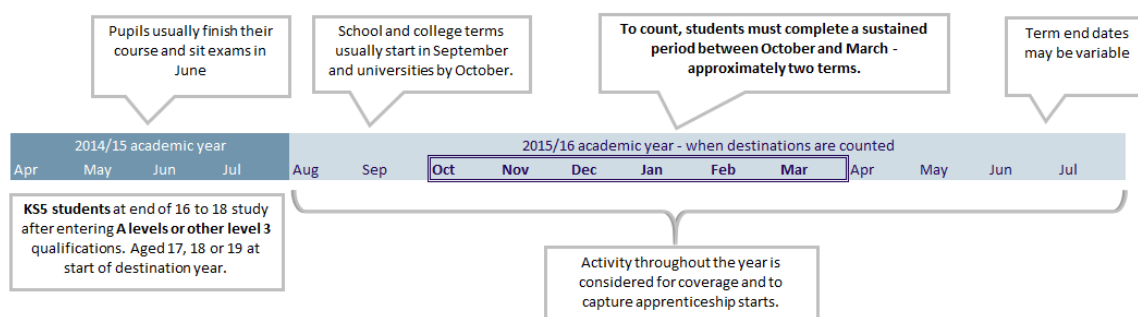
4.4 2016/17 headline performance for London for students aged 16 to 18 in schools and colleges entered for approved level 3 qualifications is as follows:

- London's APS per entry for all level 3 students of 32.05 is marginally lower than the national figure national of 32.12 (Appendix 4).
- Academic students:
 - APS per entry 31.28 (31.04 national)
 - APS per entry expressed as a grade: C (C national)
- Tech level students:
 - APS per entry 32.77 (32.23 national)
 - APS per entry expressed as a grade: Dist- (Dist- national)
- Applied general students:
 - APS per entry 34.34 (35.61 national)
 - APS per entry expressed as a grade: Dist (Dist national)
- A level students
 - APS per entry 31.16 (30.85 national)
 - APS per entry expressed as a grade: C (C national)
 - APS per entry, best 3, 34.13 (33.70 national)
 - APS per entry, best 3 as a grade: C+ (C+ national)
 - 11.2 per cent of students achieved 3 A* to A grades or better at A level in London, compared to 10.7 per cent nationally. There is an increase in this measure both regionally and nationally (0.8 percentage points and 0.2 percentage points respectively).
- There were 65,971 level 3 students in London in 2016/17. This includes:
 - Academic students: 48,520
 - A Level students: 47,916 (73 per cent of all Level 3 students, compared with 50 per cent in 2015/16)

- Tech level students: 7,312
 - Applied general students: 19,658
- 4.5 2016/17 headline performance for London for students aged 16 to 18 in schools and colleges entered for approved level 2 qualifications is as follows (Appendix 5):
- Level 2 vocational qualifications:
 - APS per entry 5.51 (5.69 national)
 - APS per entry expressed as a grade: L2Merit- (L2Merit- national)
 - Level 2 technical certificate qualifications:
 - APS per entry 5.57 (5.74 national)
 - APS per entry expressed as a grade: L2Merit- (L2Merit- national)

5 Destination measures

- 5.1 There is a time lag between students completing their key stage and destination measures being published. A year has to elapse during which young people are participating in their chosen destination, and datasets have to be combined before measuring sustained participation in education, training or employment, which causes this time lag.
- 5.2 The SfR for Destination Measures shows the percentage of young people progressing to specified destinations in 2015/16. These are young people who completed key stage 4 (KS4) and key stage 5 (KS5) in 2014/15.
- 5.3 The KS4 measure is based on activity the year after the young person finished compulsory schooling.
- 5.4 The KS5 measure is based on activity in the year after the young person took their A Level or other level 3 qualifications.
- 5.5 Destination measures show the percentage of pupils or students going to or remaining in an education and/or employment destination in the academic year after completing their KS4 or KS5 studies.
- 5.6 To be counted in a destination, young people have to be recorded as having sustained participation throughout the 6 months from October 2015 to March 2016. This means attending for all of the first two terms of the academic year at one or more education provider; spending 5 of the 6 months in employment or a combination of the two.



Destinations from state-funded mainstream schools in the year after taking KS4 (2014/15)

- 5.7 94 per cent of young people were recorded as being in a sustained education or employment/training destination in the year after KS4, which is the same as the

national figure (this has remained static both regionally and nationally compared to the previous year).

- 5.8 92 per cent of young people were recorded as being in a sustained education destination, which compares to 90 per cent nationally (a one percentage point drop both regionally and nationally compared to the previous year).
- 5.9 School Sixth Form remains the most popular destination for young Londoners with 55 per cent moving to this destination, a one percentage point increase on the previous year. This also remains the most popular destination nationally, although the national figure of 39 per cent is significantly lower (unchanged from the previous year).
- 5.10 The next most popular destination was further education college at 25 per cent (a one percentage point drop on the previous year), compared to 38 per cent nationally (unchanged from the previous year).
- 5.11 12 per cent of young people were studying in a sixth form college, compared to 13 per cent nationally (both unchanged from the previous year).
- 5.12 3 per cent were taking an Apprenticeship, compared to 6 per cent nationally (both unchanged from the previous year).
- 5.13 2 per cent of young people were recorded as being in sustained employment and/or training, compared to 3 per cent nationally (both unchanged from the previous year).
- 5.14 5 per cent of young people, both regionally and nationally, did not remain in education or employment/training for the required two terms and 1 per cent of young people, both regionally and nationally, were not captured in the destination data (all unchanged from the previous year).
- 5.15 Appendix 6 and 7 provide a borough by borough analysis of the KS4 destinations and a breakdown of the type of destinations.

Destinations from state-funded schools and colleges in the year after taking A Level or other Level 3 qualifications (2014/15)

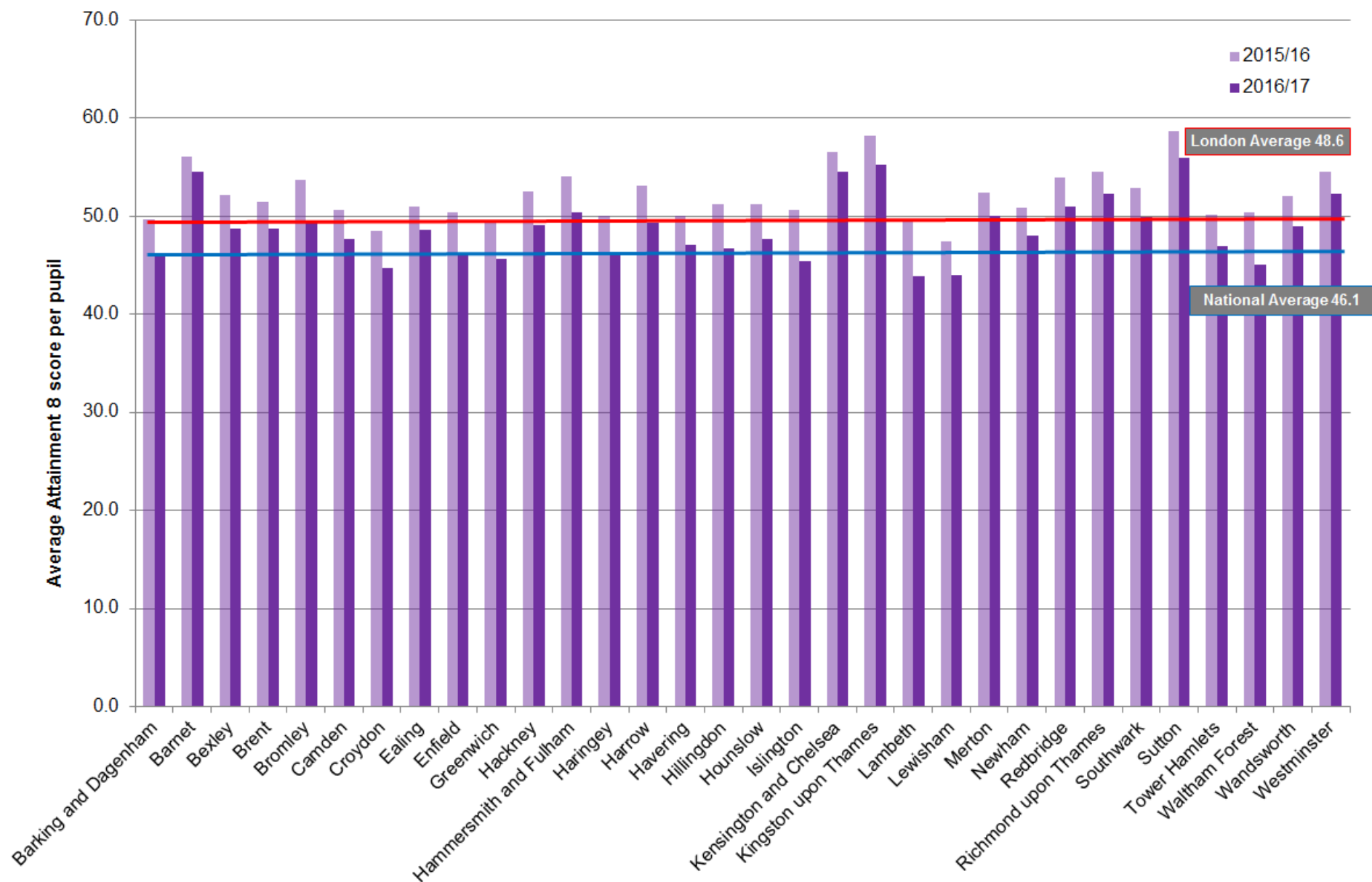
- 5.16 88 per cent of young people were recorded as being in a sustained education or employment/training destination in the year after they took their A Level or other level 3 qualification, which compares to 89 per cent nationally (an increase of two percentage points regionally and one percentage point nationally on the previous year).
- 5.17 74 per cent of young people were recorded as being in a sustained education destination, which is above the national figure of 66 per cent (an increase of two percentage points regionally and one percentage point nationally on the previous year).
- 5.18 10 per cent were studying in a further education college, which compares to 13 per cent nationally (a drop of two percentage points regionally and one percentage point nationally on the previous year).
- 5.19 4 per cent were taking an Apprenticeship, compared to 7 per cent nationally (both unchanged from the previous year).
- 5.20 61 per cent went to a Higher Education (HE) Institution, up three percentage points, compared to 51 per cent nationally (also up three percentage points). 25 per cent studied at the top third of HE Institutions (up three percentage points), compared to 18 per cent nationally (up one percentage point). Included within this top third, the Universities of Oxford and Cambridge attracted 1 per cent regionally and nationally. The Russell Group of Universities (including Oxford and Cambridge) accounted for 14 and 12 per cent respectively (up one percentage point regionally and nationally).

- 5.21 14 per cent of young people were recorded as being in sustained employment and/or training (a one percentage point drop), compared to 23 per cent nationally.
- 5.22 8 per cent of young people, both regionally and nationally, did not remain in education or employment/training for the required two terms (a drop of one percentage point regionally and nationally).
- 5.23 4 per cent of young people were not captured in the destination data, compared to 3 per cent nationally.
- 5.24 Appendix 8 and 9 provide a borough by borough analysis of the KS5 destinations and a breakdown of the type of destinations young people pursued.

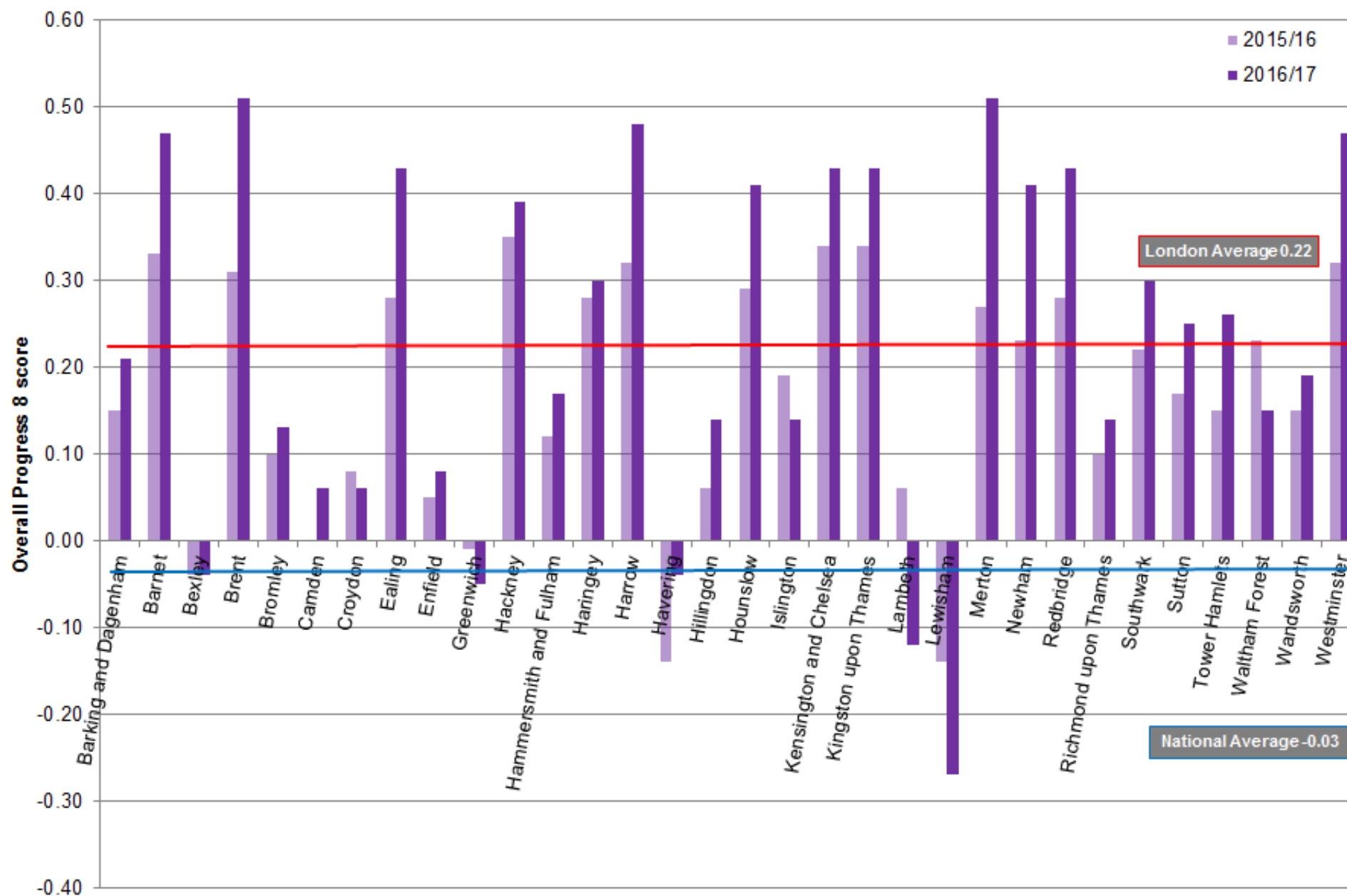
6 Recommendations

- 6.1 Board members are asked to note the content of this report.

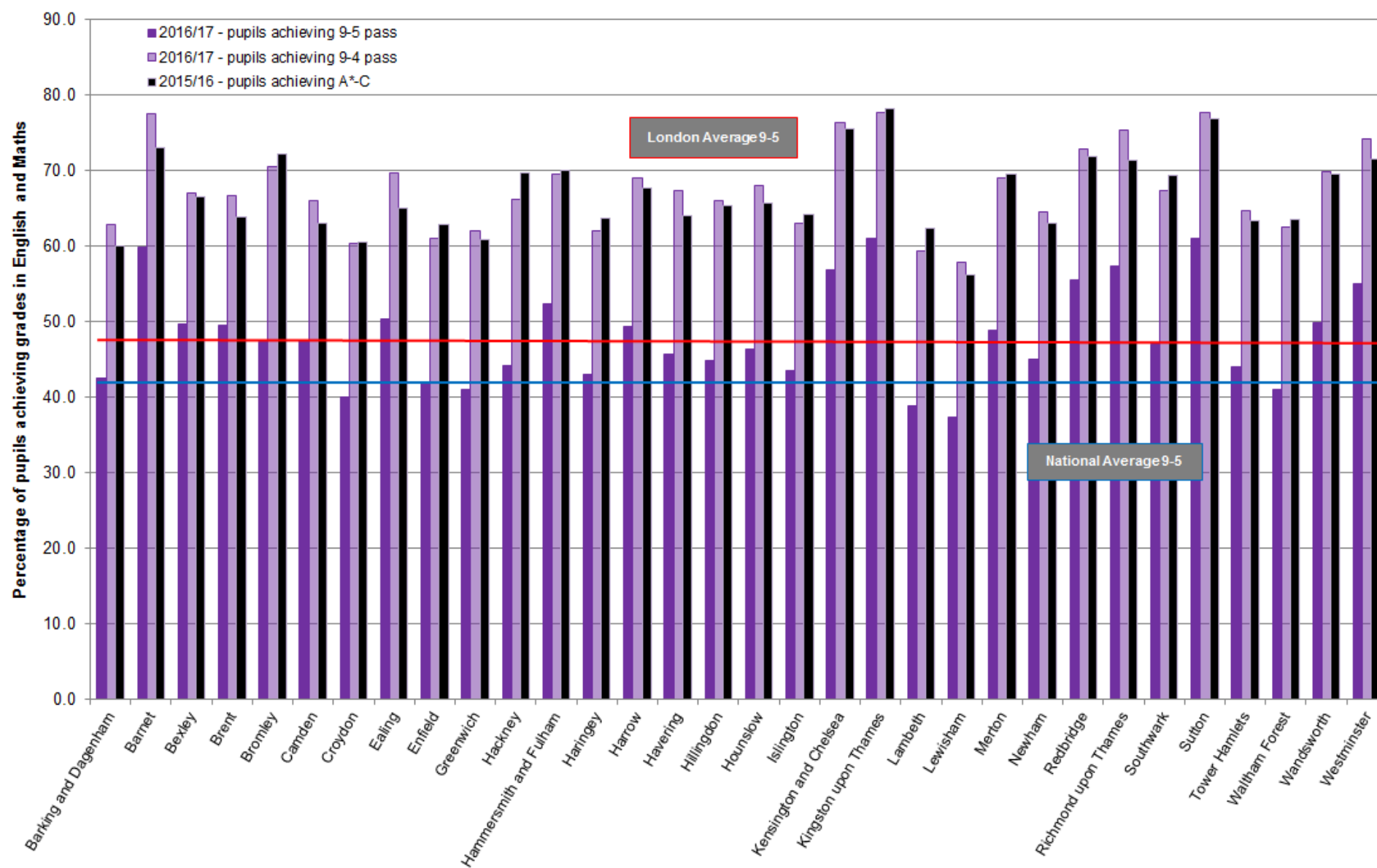
Appendix 1: Average Attainment 8 score per pupil (2016/17) (state funded only)



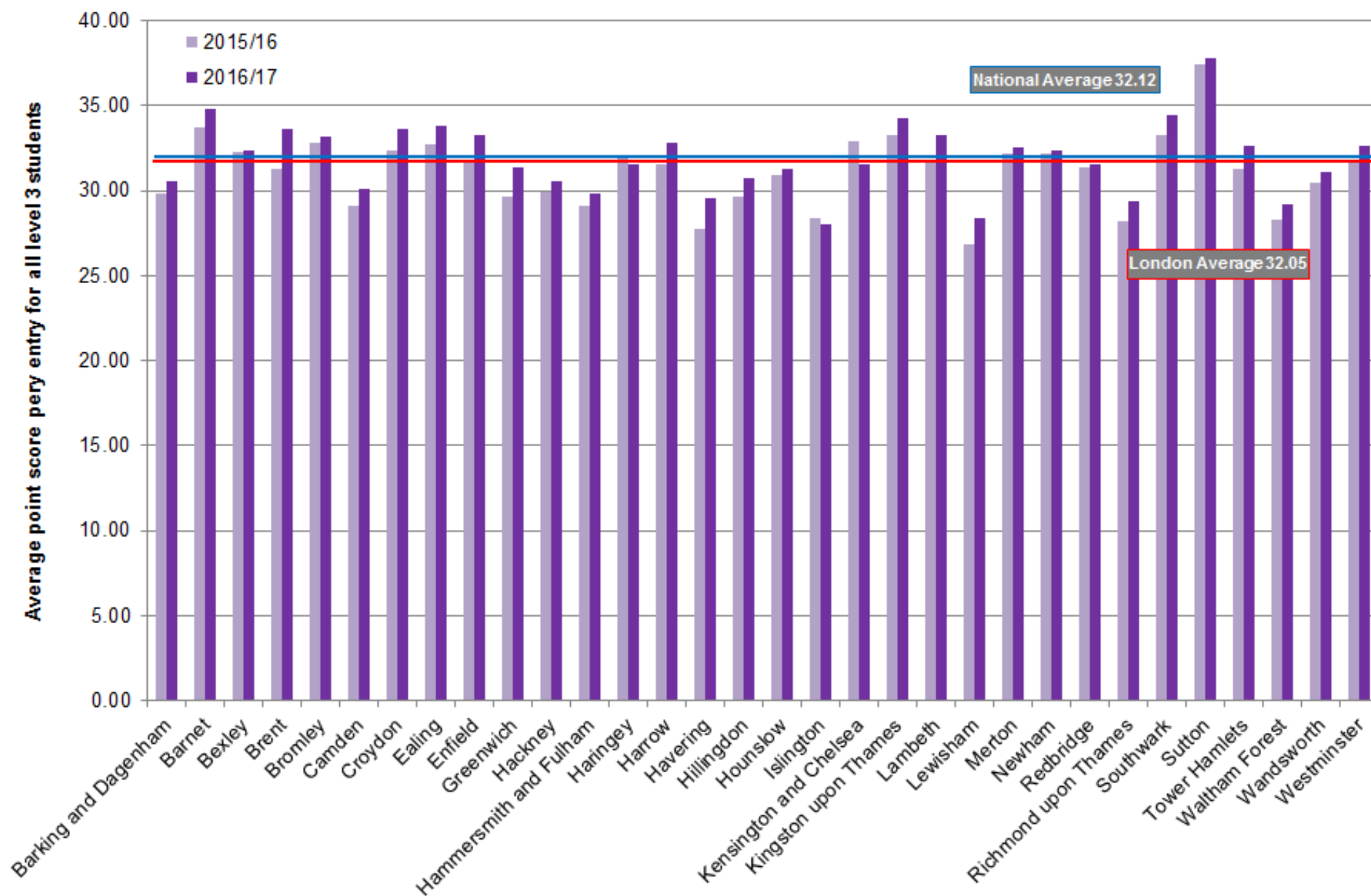
Appendix 2: Overall Progress 8 score (2016/17) (state funded only)



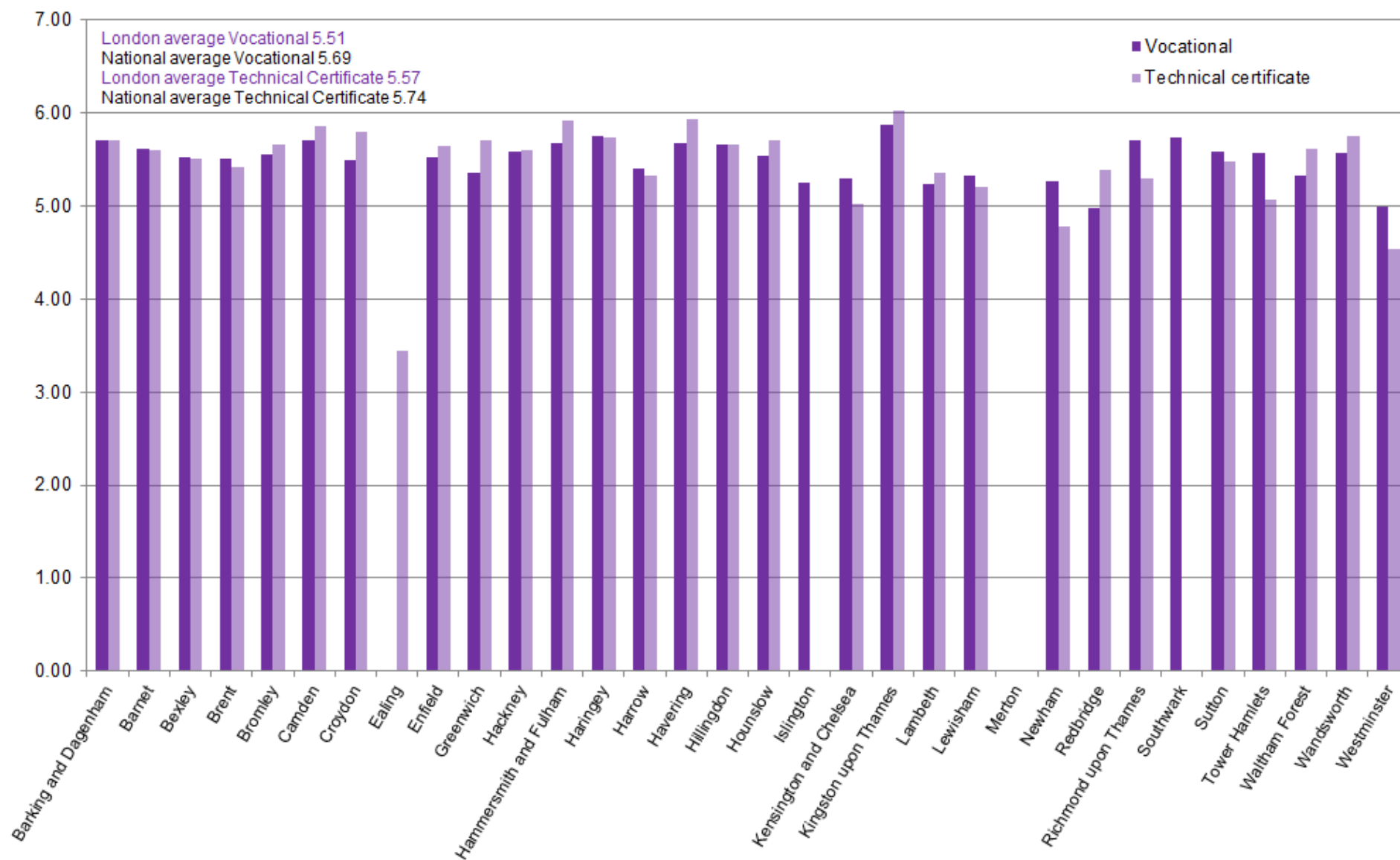
Appendix 3: Percentage of pupils achieving grades in English and Maths (2016/17) (state funded only)



Appendix 4: Average point score per entry for all level 3 students (2016/17) (state funded only)

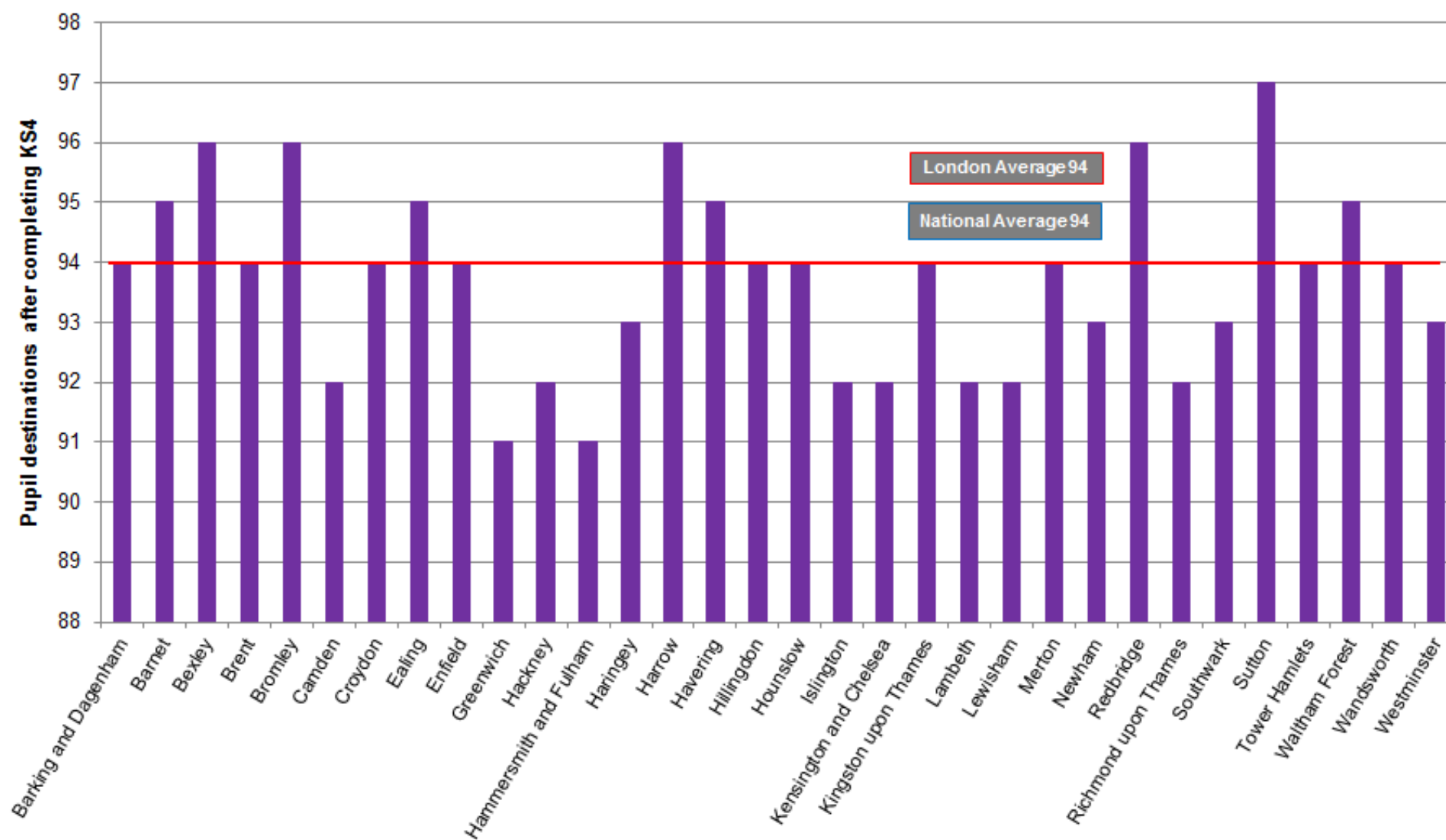


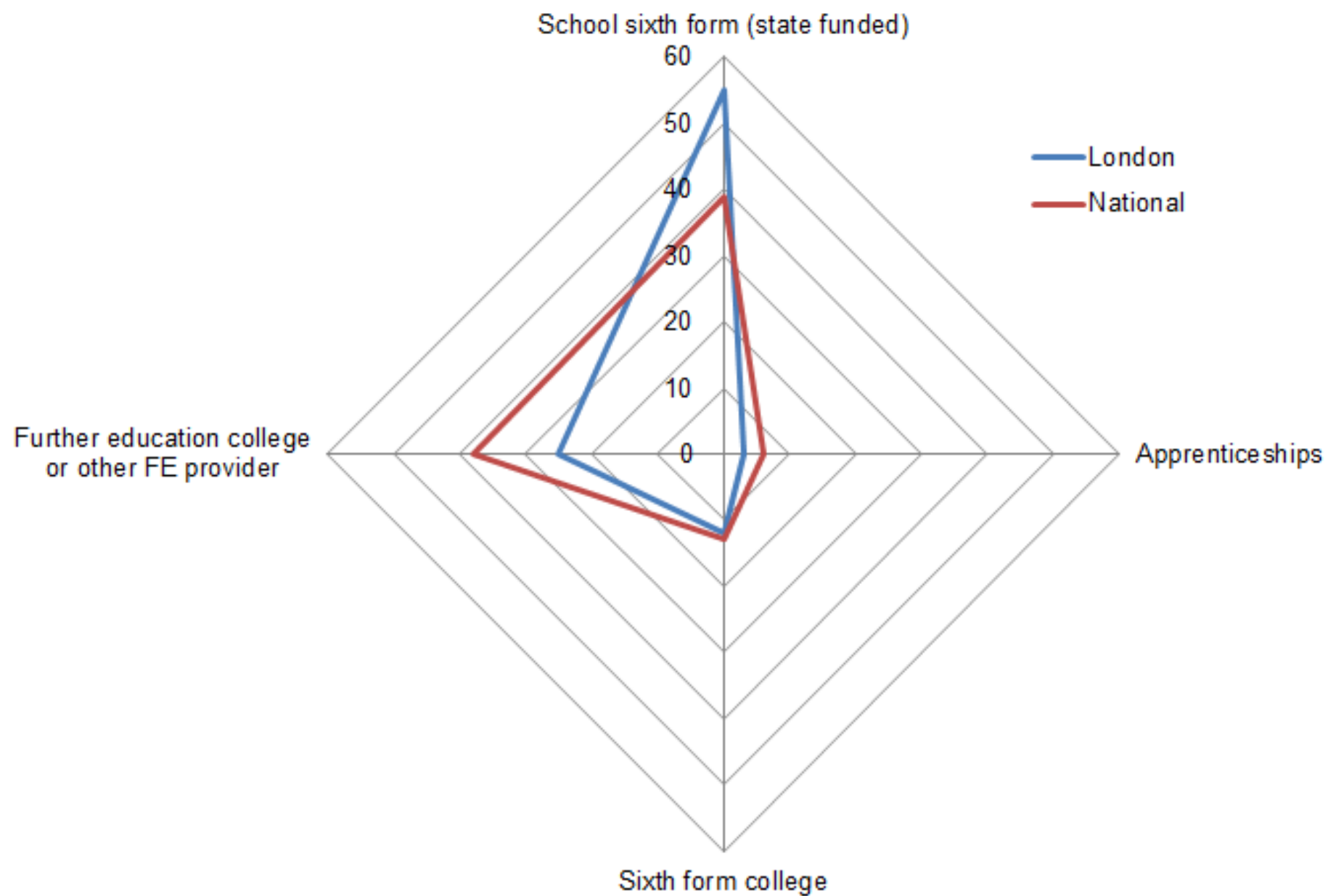
Appendix 5: Average point score per entry for all level 3 students (2016/17) (state funded only)



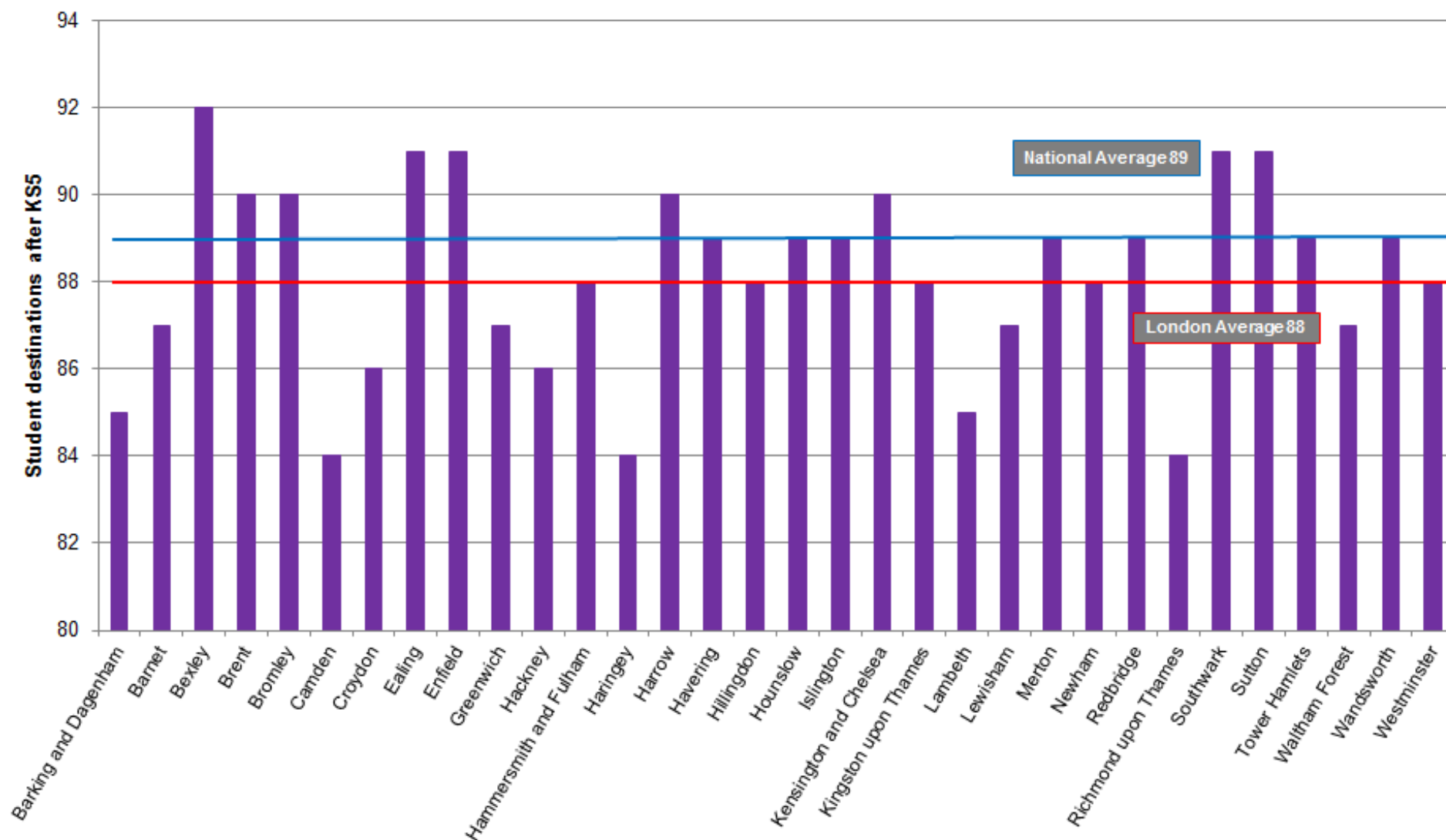
* Scores are not provided for boroughs where figures have been suppressed as the underlying numbers are small, or the measure is not applicable (no students were entered for the qualification)

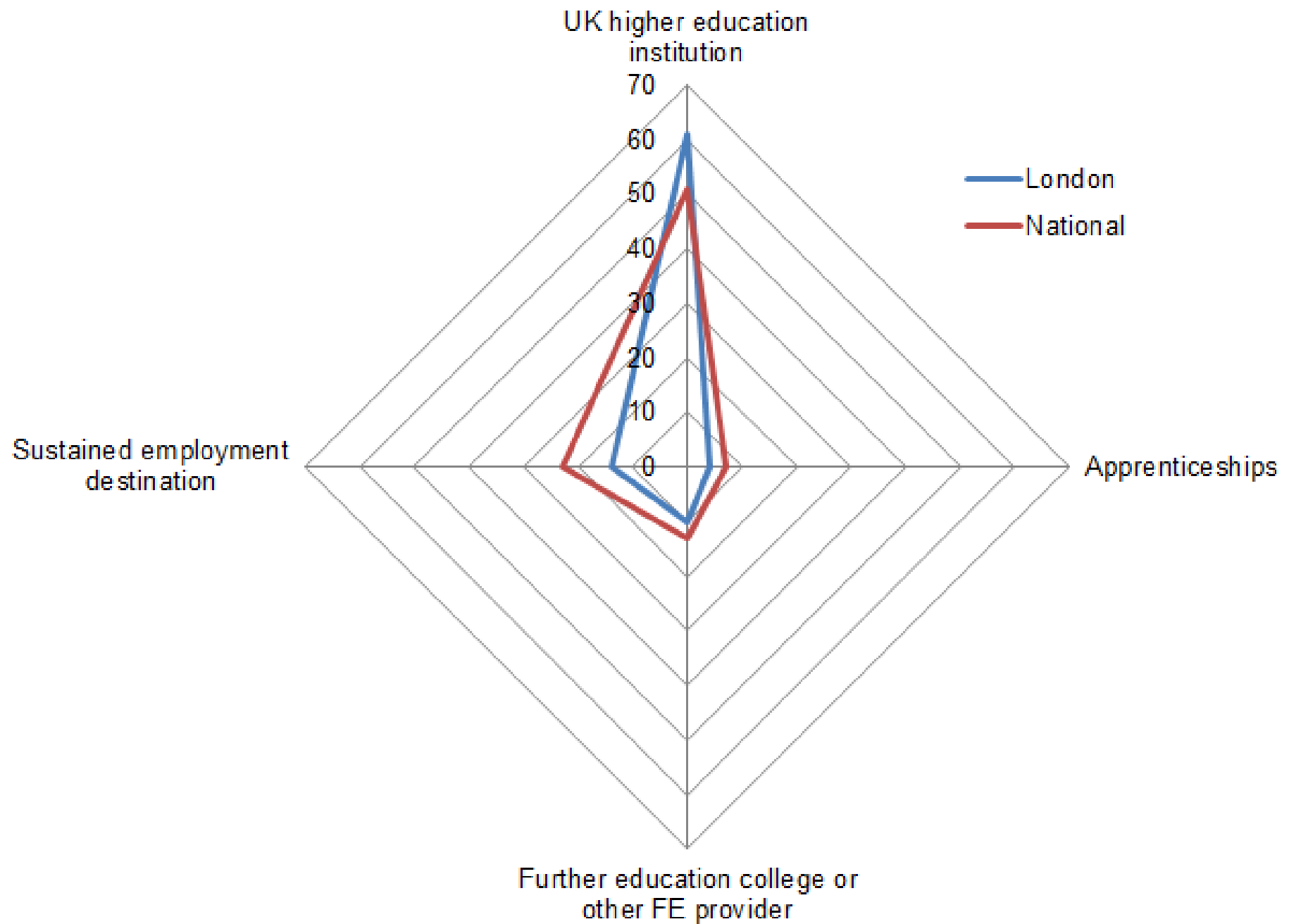
Appendix 6: Pupil destinations after completing KS4 (2015/16)





Appendix 8: Student destinations after completing KS5 (2015/16)





Young People's Education and Skills Board

Do The Maths

Item: 6

Date: 16 November 2017

Contact: Hannah Barker

Telephone: 020 7934 9524

Email: hannah.barker@londoncouncils.gov.uk

Summary This paper summarises the content of the 2017 edition of *Do The Maths* 2017, London Councils annual school places report, particularly the findings and recommendations relating to Special Educational Needs and Disabilities (SEND) places planning and further education (FE).

Recommendations Board members are asked to:

1. **note** the information in this paper;
2. **identify** any areas that could be added or expanded for the 2018 edition;
3. **consider** what further evidence could be sourced to support the recommendations put forward.

1 Background

- 1.1 *Do The Maths* is an annual report published by London Councils which looks into the pressures facing the school places planning system in London. The full report is attached as Appendix A.
- 1.2 The report uses robust data analysis to describe the scale of the challenge facing London's schools and local authorities in terms of ensuring sufficient school places for a growing number of pupils. It sets out a series of asks for government to address in order to enable local authorities to continue to guarantee that every child in London has a school place.
- 1.3 *Do The Maths* has previously focussed on school places planning for pupils under 16. This year's edition includes a section on further education, as agreed at the last Board meeting in July. It also includes a more substantial and robust section on special educational needs and disabilities (SEND) places planning.

2 Basic Need and Free Schools Programme

- 2.1 The key findings highlighted in the sections on Basic Need and the Free Schools Programme are as follows:
 - 2.1.1 63,710 additional school places will be needed in London until 2022/23 - 27,376 at primary and 36,335 at secondary

- 2.1.2 London will need an estimated additional £1 billion of capital funding between 2019/20 and 2022/23 to meet demand for mainstream places
- 2.1.3 Basic Need allocations from central government only meet 56 per cent of costs incurred by councils.

3 Special Educational Needs and Disabilities

3.1 The report highlights:

- 3.1.1 The demand for places for pupils with SEND is increasing exponentially in London. The number of pupils with statements or Education, Health and Care Plans has risen by 22 per cent since 2010 in London, and the complexity of need is increasing. This is putting considerable strain on the education system, as creating school places for children with SEND costs an average £69,055 per place, around three times as much as a mainstream school place. Now that demand for new primary mainstream schools is diminishing, the Free Schools Programme should focus on ensuring that new special schools are created to meet SEND demand.
- 3.1.2 Since the 2016 edition of *Do The Maths*, the government has made greater effort to support boroughs to meet SEND demand. Every borough received an allocation from the Department for Education's (DfE) £215 million SEND capital funding budget, and five London boroughs were successful in the DfE's recent round of applications for special free schools.
- 3.1.3 However, a recent London Councils' survey has revealed that 26 out of 31 London boroughs are collectively overspending on their high needs revenue allocation from central government by £100 million and are overspending on transport for children with SEND by on average £1 million per borough. Clearly, SEND provision needs both greater revenue and capital investment by government to put it on a sustainable footing. Investing capital funding in supporting the creation of further specialist provision locally through special free schools would reduce the amount boroughs spend on expensive independent and out-of-borough placements, helping to ease some of the pressure on the SEND revenue budget.
- 3.1.4 There are accountability issues in relation to schools refusing to admit, or off-rolling, pupils with SEND. A recent London Councils survey highlighted that 19 out of 24 boroughs had experienced academies resisting or refusing to admit a child with SEND, while 13 out of 21 had experienced academies inappropriately off-rolling pupils with SEND. This challenge is particularly acute for academies, as local authorities do not have the powers to intervene when an academy takes this kind of approach.

3.2 The report calls on the government to:

- 3.2.1 Distribute capital funding for SEND on a permanent formulaic basis, taking into account the actual cost of delivering new SEND places and expected demand.
- 3.2.2 Work with local authorities to create new special free schools in areas of high demand for SEND places.
- 3.2.3 Ensure that academies enrol children with SEND where they have capacity, create special units where the school location and infrastructure allows it, and intervene when academies inappropriately off-roll pupils with SEND.

3.3 The provisional school revenue funding allocations for 2018-19 were published on 14 September, including high needs revenue allocations. These confirmed additional funding within the High Needs Block of £124 million in 2018-19 nationally (£27 million

for London). In the context of the existing revenue shortfall, the additional £27 million for London boroughs will not be sufficient to cover likely levels of spend. It is probable that the revenue funding issues highlighted above will continue over the coming years. There has not been any announcement relating to capital funding for SEND since the £215 million capital allocation earlier this year.

4 Further Education

- 4.1 The benefits of including a section on further education (FE) in *Do The Maths* going forward was established in the Operational Sub-Group (OSG) meeting this June and the Board meeting this July. OSG and Board member comments were incorporated into the final version of the report. The discussions at these meetings highlighted that post-16 places planning is more complex than pre-16 due to the number of factors that must be taken into account. Consequently it was established that it was too late to collect sufficient data for all boroughs to accurately capture demand and supply on a pan-London basis for this year's *Do The Maths*. However, there was a general consensus that this should be worked on for the 2018 iteration and a short section in this year's edition was agreed to be a good starting point.
- 4.2 The report highlights the following:
 - 4.2.1 Demand for FE provision is expected to rise from 2020 due to previous demand in primary and secondary moving through the system. This is particularly significant in light of the introduction of Raising the Participation Age, which legislates that all young people must remain in education or training until the age of 18 and requires local authorities to ensure that there is sufficient provision to meet demand.
 - 4.2.2 The government's focus on technical education (including Apprenticeship reforms and the introduction of T levels) will place significant capital requirements on providers, which need to be accounted for and met in funding allocations.
 - 4.2.3 Local authorities have responsibility and powers relating to FE in maintained schools but do not have access to the same levers to influence and guarantee the provision offered by other types of providers. London Councils is advocating that the quality and availability of post-16 provision should be improved by devolving responsibility and funding for 16 to 18 provision to London local government.
- 4.3 The report calls on the government to:
 - 4.3.1 Invest in the FE sector to ensure that the costs of meeting future demand for provision are fully met, including covering the capital costs of delivering provision supporting technical pathways and apprenticeships.
 - 4.3.2 Devolve 16 to 18 provision and vocational capital investment to London local government in order to ensure consistent and appropriate delivery of FE across all provider types.

5 Recommendations

- 5.1 Board members supported the inclusion of a short section on FE in this year's *Do The Maths*, highlighting the key issues and challenges for the sector. The general consensus was that detailed evidence would be hard to source before September 2017. London Councils would like to work with the boroughs and partners to understand how more robust and detailed evidence could be sourced, and to identify more specific asks, before the 2018 iteration of *Do The Maths*. It would be helpful to

understand how the paper reflects boroughs and stakeholders concerns and whether there is further collaboration that could take place to provide more robust analysis.

5.2 Board members are asked to:

5.2.1 **note** the information in this paper;

5.2.2 **identify** any areas that could be added or expanded for the 2018 edition;

5.2.3 **consider** what further evidence could be sourced to support the recommendations put forward.

Do the Maths 2017

London's school places challenge



September 2017



Contents

Foreword	4
Executive Summary	6
• Key facts	9
1. Mainstream schools	10
• Shortfall	10
• Funding	15
2. Meeting demand through expansion of existing schools	18
3. Meeting demand through free schools	19
4. Special Educational Needs and Disabilities (SEND)	27
5. Further Education (FE)	35
6. Appendix - shortfall analysis methodology	39

Foreword

Making sure that there are enough school places locally to meet demand is one of the most important roles that local authorities play in relation to education. Without sufficient places available locally children face the prospect of ongoing uncertainty and disruption, long journeys to school, or, at worst, no school place at all. I'm pleased to say that London local government has done a fantastic job in securing enough places for all school children during a period of unprecedented demand. This growth is set to continue in secondary schools and special schools for the foreseeable future.

Demand for secondary schools is expected to rise by 36,335 places by 2022/23. However, our analysis of the most recent local authority forecasting data shows that for the first time in over a decade, the boroughs are now experiencing a slowing of additional demand for primary places. This overall trend masks differences between the boroughs, several of which are expecting to experience a rise in demand in the long term due to significant growth within the area.

From conversations with boroughs across London where demand is slowing we know that this is happening for a variety of reasons. Boroughs have delivered a considerable number of new places in recent years, helping to reduce the shortfall significantly. There was a 2.3 per cent decrease in the number of births between 2012 and 2013, reducing demand for reception places this year. Furthermore, a rapid increase in house prices in London has been forcing families out of some areas of the capital, and the decision to leave the EU seems to be beginning to have an impact on changing local populations. Any permanent change or reduction in numbers will only be seen clearly when the details of the decision to leave the EU are more certain.

The unpredictable nature of the factors involved means that many local authorities are finding it more challenging than ever to forecast demand. However, we have successfully managed the shifting demand caused by the dramatic improvement in the quality of London's schools in the last two decades and are confident that we shall rise to these new challenges.

Local authorities are increasingly reliant on free schools to meet need, as basic need funding from the government is insufficient and opportunities to expand existing schools dry up. Many London boroughs have worked closely with the Education and Skills Funding Agency (ESFA) and free school providers to ensure that the local community ends up with an appropriate school that meets their needs. However, the free schools programme at present does not always work in this way and we are still seeing a number of schools set up where there is no need for places. This risks undermining the whole local school system. At a time when there are significant funding pressures facing all schools, half full classes could lead to schools becoming unviable in some areas. This is why we are calling on the government to reshape its free school programme to work closely with local authorities from the outset and to ensure that any new free schools are set up in areas of need for new places.

Aside from growth in demand for secondary places, the boroughs are also experiencing rising demand for places for children with Special Educational Needs and Disabilities (SEND). It is vital that local authorities have sufficient resources to be able to meet this demand. Similarly, we are predicting that the current wave of additional demand will hit 16-19 provision from 2020 onwards, so we need to start planning now to ensure that our young people have access to appropriate education and training provision at this time.

We are living in uncertain times and it is not surprising that this is having an impact on demand for school places across the capital. I'm confident though that London local government, with the right support from the Department for Education, will continue to rise to the challenge of providing sufficient, high quality places for all our children.



Cllr Peter John

London Councils' Deputy Chair and Executive Member with responsibility for education

Executive Summary

Do The Maths 2017 is the eighth edition of London Councils' annual report on the pressures facing the school places planning system in London.

Mainstream provision

Demand for school places has risen significantly over the past decade. However, the number of on-time applications for reception places for 2017/18 fell by 3.3 per cent across London, which is likely to further reduce estimates of the overall shortfall over the next six years.

Nevertheless, current projections still highlight a shortfall of 63,710 places across primary and secondary schools in London until 2022/23, and some boroughs are witnessing rising demand due to factors such as planned housing developments.

A vast array of factors influence the number of school places needed in London boroughs, meaning that demand is extremely unpredictable. Each year local authority school places planning teams take into account factors as diverse as birth rate, planned housing developments, house prices, welfare reforms, and internal and external migration, in order to predict the likely demand.

The last year has seen shifts in a variety of areas which have had an unforeseen impact on future demand for places. Since June 2016 we have witnessed the decision to leave the EU referendum; an ongoing reduction in the birth rate; welfare reforms; and rising house prices in London – all of which affect families' choices about where to live and where to send their children to school. In particular, some boroughs have experienced changes in demand as increases in the costs of property

have priced families out of certain areas and altered traditional migration patterns. Other local authorities report changes in demographics and communities in certain areas, potentially as an early impact of the EU referendum. All of these factors, combined with a decrease in the birth rate, have contributed to a reduction in demand for places across London.

Nevertheless, it is important not to lose sight of the need for additional places in some areas, particularly at secondary level where demand is expected to rise by 36,335 by 2022/23. This type of demand is predicted to increase each year, with 9,417 secondary school places needed across London just in 2022/23 alone. This predicted increase is largely due to expectations that the wave of additional pupils entering primary schools over the last decade will reach secondary schools in the majority of London boroughs from this year onwards.

Meeting demand through expansion and free schools

The reduction in the overall shortfall in places makes it even more important that free schools are opened in areas where there is demand for school places. Given the current financial climate, it is vital to ensure that education funding is invested where it is most needed. Schools have experienced significant financial pressures over the past few years and London Councils' modelling estimates that the total cost pressures on schools in England will be around £5.6 billion between 2017/18 and 2021/22. The Secretary of State has promised to invest £1.3 billion in school budgets over the next two years, but it is unclear what this means for London schools. In this context it is critical that classrooms are not left half empty due to a surplus of school places in a certain

area, and that funding is not invested in creating schools where there is no demand.

London Councils has consistently argued that new free schools should be prioritised in areas of need. Local authorities are best equipped to understand demand in their local area, and the Education and Skills Funding Agency (ESFA) needs to work closely with councils on plans for free schools from the outset to ensure that new schools meet basic need and are not at risk of closure due to limited demand and financial pressures, as we saw happen to Southwark Free School earlier this year.

The recent Public Accounts Committee (PAC) report highlighted several issues with the way the ESFA is running the free schools programme that resonate with the experience of boroughs in London. These include inconsistency in the ESFA's approach to engaging with and listening to local authorities when planning for free schools, the poor quality of some of the new schools, and the uncompetitive rates that have been paid for sites. The free schools programme presents a particular risk to local authorities due to the uncertainty and lack of local authority control over delivery timescales as well as the inconsistency in compensating local authorities for the cost of delays. Furthermore, local authorities incur considerable costs to support free school projects for which no compensation is received from central government.

Councils also seek to expand current provision where this is the most cost effective option, and boroughs are successful in meeting basic need in this way. However, several boroughs have experienced issues with schools refusing to expand, particularly academies. While local

authorities would not choose to force any school to expand, this is sometimes necessary to meet basic need in the local area. Councils have no formal levers to direct academies to expand, and London Councils calls on the government to enable Regional School Commissioners (RSCs) to direct academies to expand where this is necessary to meet local demand.

Special Educational Needs and Disabilities (SEND)

While the shortfall for mainstream school places across London has reduced, the demand for places for pupils with Special Educational Needs and Disabilities (SEND) is increasing exponentially. The number of pupils with Statements or Education, Health and Care Plans (EHCPs), requiring specialist provision to meet their needs, has risen by 22 per cent since 2010 in London, and the complexity of these needs is increasing. This is putting considerable strain on the education system, as creating school places for children with SEND costs an average £69,055 per place, which is around three times as much as a mainstream school place. Now that demand for new primary mainstream schools is diminishing, the Free Schools Programme should focus on ensuring that new special schools are created to meet SEND demand.

Since the 2016 edition of *Do the Maths*, the government has made greater effort to support boroughs to meet SEND demand. Every borough received an allocation from the Department for Education's (DfE) £215 million SEND capital funding budget, and five London boroughs were successful in the DfE's recent round of applications for special free schools. However, a recent London Councils' survey has revealed that 23 out of 28 London

boroughs are collectively overspending on their high needs revenue allocation from central government by £94 million – equivalent to a 13.6 per cent funding gap – and are overspending on transport for children with SEND by on average £1 million per borough. Clearly, SEND provision needs both greater revenue and capital investment by government to put it on a sustainable footing. Investing capital funding in supporting the creation of further specialist provision locally through special free schools would reduce the amount boroughs spend on expensive independent and out-of-borough placements, helping to ease some of the pressure on the SEND revenue budget.

These are steps in the right direction, but SEND demand shows no signs of abating and London local authorities are still overspending significantly on their high needs budgets. London Councils urges the government to commit to providing capital funding consistently to fully meet the costs of creating this provision, and to hold a further round of applications for special free schools in order to support all authorities across London to ensure that demand for SEND is met within their boroughs.

Further Education (FE)

Another area that is expected to experience significant pressures in the coming years is further education (FE). Demand for FE provision is expected to rise due to previous demand in primary and secondary moving through the system. This is particularly significant in light of the introduction of Raising the Participation Age, which legislates that all young people must remain in education or training until the age of 18 and requires local authorities to ensure that there is sufficient provision to meet demand.

Furthermore, the government's focus on technical education and the multitude of reforms including the apprenticeship levy and the introduction of T levels will place significant capital requirements on providers. Local authorities have responsibility and powers relating to FE education in schools but do not have access to the same levers to influence and guarantee the provision offered by other types of providers. London Councils is advocating that the quality and availability of post-16 provision should be improved by devolving responsibility and funding for 16 to 18 provision to London local government.

Key recommendations:

London Councils calls on the government to:

Mainstream provision

- Provide London with additional funding for school places of £1 billion over the next six years – through a combination of additional basic need funding and the central funding of places through the free school programme.
- Ensure that London receives a proportionate and sufficient share of the basic need pot in line with its share of demand for places.
- Provide four year basic need allocations to enable local authorities to be able to plan for secondary school places in sufficient time.

Meeting demand through expansion and free schools

- Enable Regional School Commissioners to direct academies to expand their provision where they have capacity and there is demand locally for more places.
- Undertake a shift in the way it is managing the roll out of the free school programme by:

- Ensuring strategic join-up between local government and the ESFA on free schools and land acquisition from the outset to ensure better value for money and delivering of sufficient school places.
- Only approving free schools where they meet basic need.
- Recognising and covering the costs to councils in working on free schools.
- Compensating local authorities for all contingency costs when a free school has been delayed.
- Aiming for all new secondary free schools to be no smaller than six forms of entry.

Special Educational Needs and Disabilities (SEND)

- Distribute capital funding for SEND on a permanent formulaic basis, taking into account the actual cost of delivering new SEND places and expected demand.
- Work with local authorities to create new special free schools in areas of high demand for SEND places.
- Ensure that academies enrol children with SEND where they have capacity, create special units where the school location and infrastructure allows it, and intervene when academies off-roll pupils with SEND inappropriately.

Further Education (FE)

- Invest in the FE sector to ensure that the costs of meeting future demand for provision are fully met, including covering the capital costs of delivering provision supporting technical pathways and apprenticeships.
- Devolve 16 to 18 provision and vocational capital investment to London local government in order to ensure consistent and appropriate delivery of FE across all provider types.

KEY FACTS

- 63,710 school places will be needed in London until 2022/23 – 27,376 at primary and 36,335 at secondary
- London will need an estimated additional £1 billion between 2019/20 and 2022/23 to meet demand for mainstream places.
- Basic Need allocations from central government only meet 56 per cent of costs incurred by councils.
- Across London there are plans in place to meet 88 per cent of projected demand for school places until 2023.
- London boroughs are expecting free schools to provide 54 per cent of forms of entry required at secondary level in London between 2017 and 2023.
- The number of pupils with Education, Health and Care Plans (EHCPs) in London increased by 4.2 per cent between 2016 and 2017, around three times the rate of the general pupil population.
- Between 2010 and 2017 there was a 22 per cent increase in children and young people with EHCPs in London, compared to a 5.7 per cent increase in the rest of England.
- The average cost of creating a dedicated SEND school place in London is £69,055, around three times higher than the cost of a mainstream place.
- 19 out of 24 London boroughs surveyed have experienced at least one academy resisting or refusing to admit a child with SEND and 14 out of 23 have experienced at least one academy inappropriately off-rolling pupils with SEND.
- The 16 to 19 population is expected to rise by 23 per cent between 2020 and 2030.

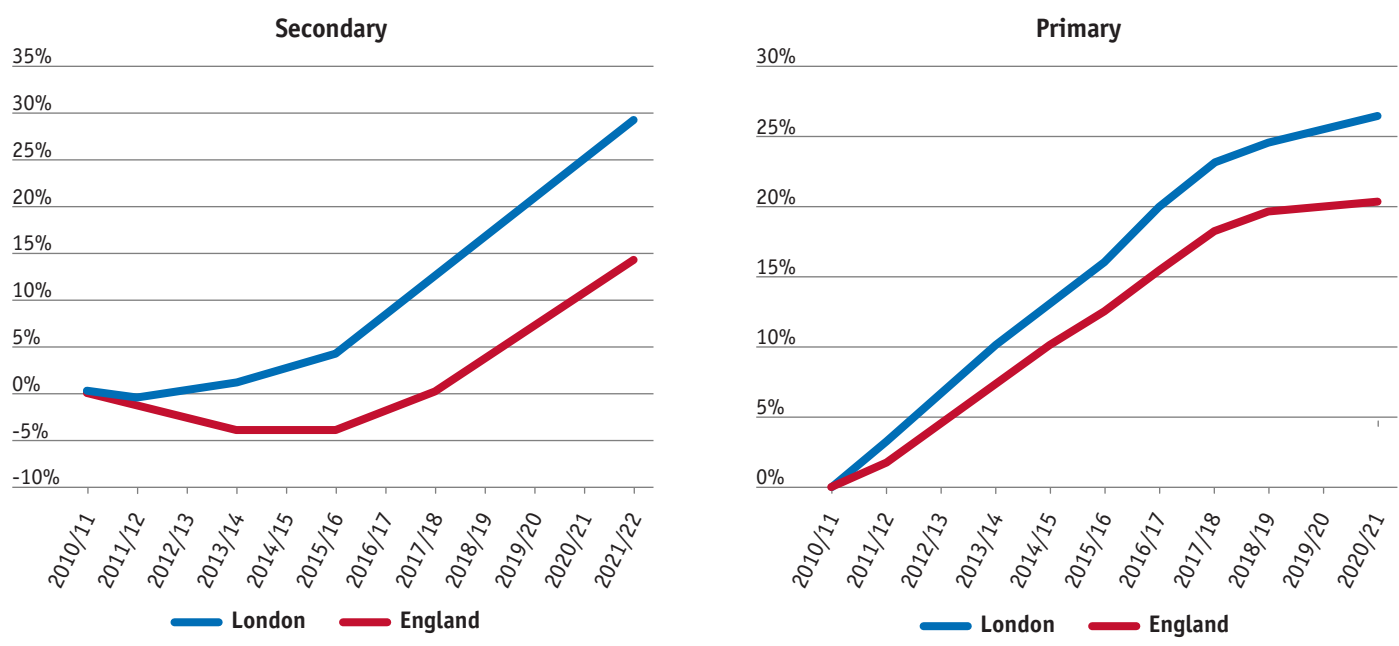
Mainstream schools – shortfall

Each year, London Councils produces a detailed model to estimate the number of new mainstream school places required to meet demand in the capital. This section outlines the main trends in the pupil numbers and capacity data underpinning this model, before outlining the main findings¹.

Pupil numbers

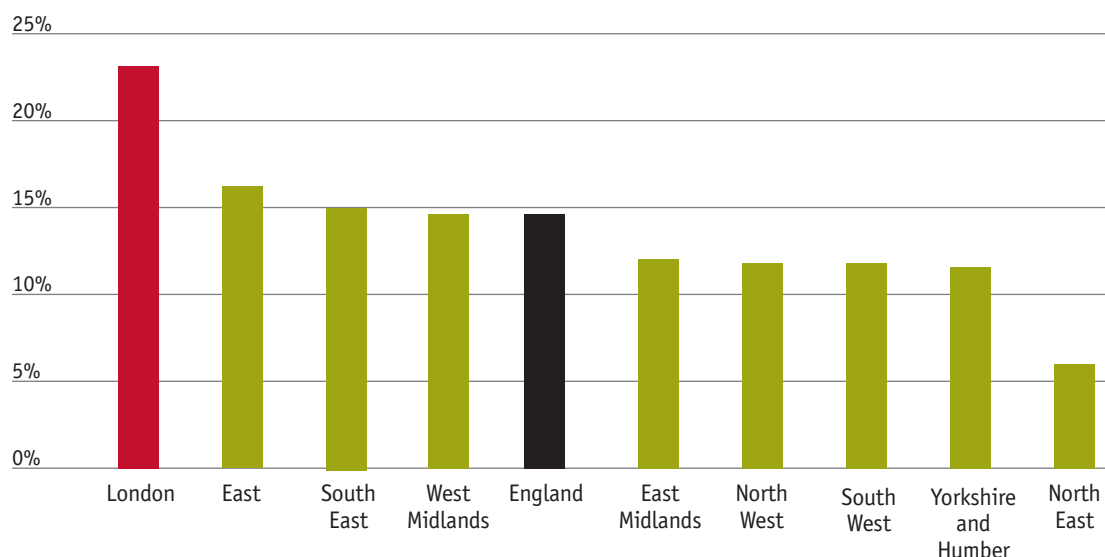
London continues to experience faster rates of pupil growth than the rest of England at both primary and secondary level. Between 2010/11 and 2019/20, overall pupil numbers are set to have grown by 23 per cent in London – compared to 14.5 per cent nationally (figure 2):

Figure 1: Cumulative pupil growth at primary and secondary level



1 The source for all tables and graphs in this section is the *School capacity survey (SCAP) 2015 to 16*, DfE, <https://www.gov.uk/government/publications/school-capacity-academic-year-2015-to-2016>

Figure 2: Pupil growth by region (2010/11 to 2019/20)



Preliminary evidence from the 2017/18 admissions round suggests that the number of pupils at primary level in some London boroughs is starting to fall much earlier and faster than expected; between the 2016/17 and 2017/18 academic years, pan-London on-time primary applications fell by around 3.3 per cent. The extent to which this recent trend will impact on the primary shortfall in future depends on the scale and location of any new capacity created.

There are likely to be multiple drivers of the apparent fall in primary numbers in some areas and different factors will apply in different sub-regions. For example, house prices may affect traditional patterns of migration or drive families out of certain boroughs; in other areas there may be an early demographic impact from the Brexit referendum. These factors will continue to play out as the political landscape changes in the coming years, and boroughs will continue to monitor and adapt to future developments.

As these changing patterns of demand at primary level materialise, there will be new challenges for boroughs to manage. An over-supply of places reduces the viability of existing schools and, in the most severe cases, could result in reduced curriculums or even the closure of some schools. And if this change is happening at the same time as uncoordinated delivery of new schools via the free school programme we could be looking at significant oversupply of places in some areas, particularly at primary. This is why, as is highlighted in the next section, it is so important that free schools are only set up in areas where there is demand for new places.

Capacity

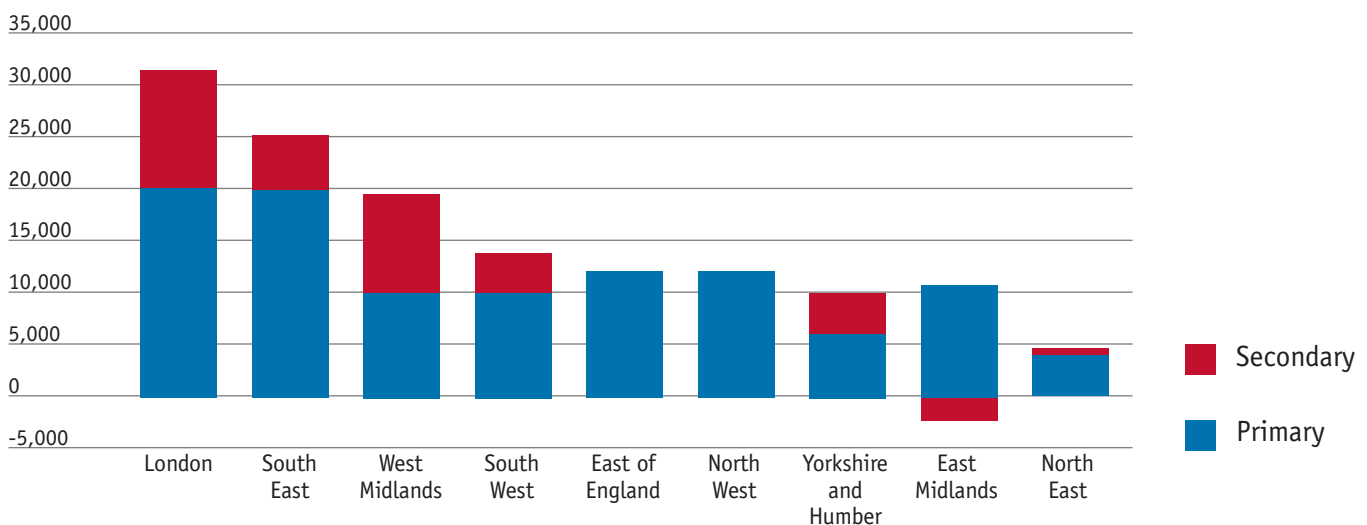
Despite significant challenges around land and funding, boroughs have played a central role in the delivery of significant new school capacity. Between May 2015 and May 2016, school capacity in London increased by over 30,000 (figure 3). 35 per cent of all new secondary school capacity was delivered in

London, reflecting the distinct demographic pressures of London compared to the rest of the country.

While this new capacity has met a substantial share of the demand identified in previous editions of *Do the Maths*, a shortfall in places still persists. A combination of new schools and expansion projects will therefore be essential for the foreseeable future. Boroughs

already have plans in place to deliver 88 per cent of forecast need at secondary level, with 66 per cent of plans across London already classed as “secure” (i.e. funding secured and, for new schools, a confirmed site). Especially as demand increasingly focuses on more costly secondary provision, boroughs will only be able to meet the remaining shortfall in places with an adequate level of funding from central government.

Figure 3: Change in school capacity (May 2015 to May 2016)



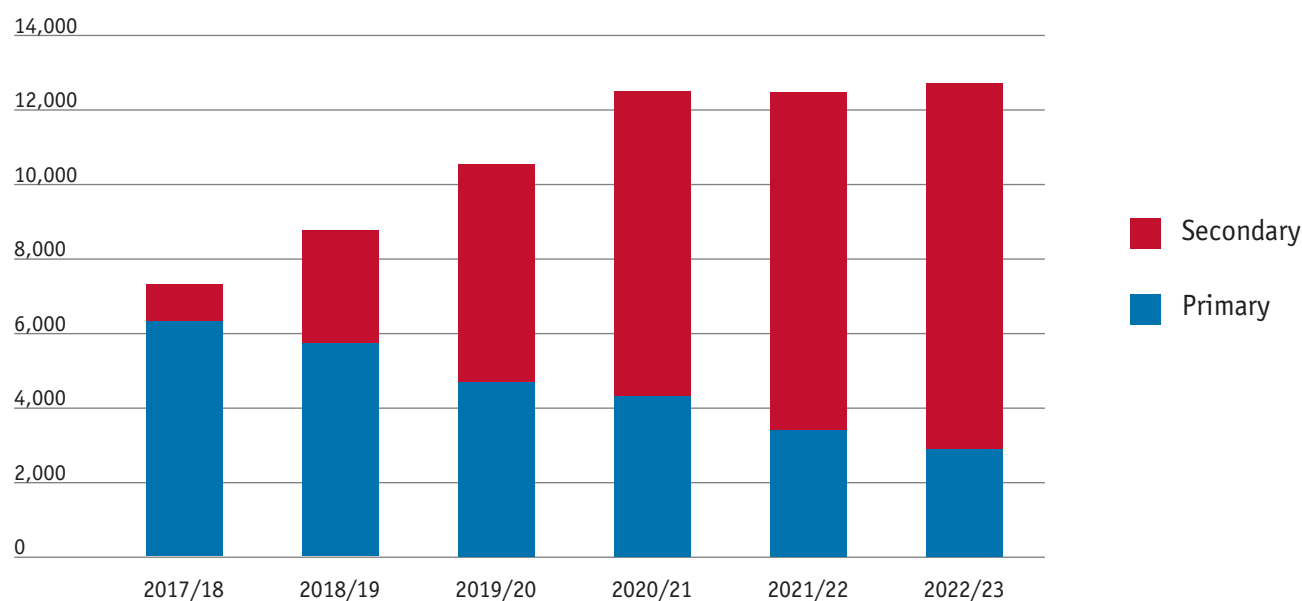
Main shortfall

Combining the pupil numbers and capacity data, our most recent analysis suggests that 63,710 new school places will be required in London over the next six years, with demand increasingly focused on the more costly and complex secondary phase. For the first time in recent years, the secondary shortfall is set to overtake primary demand in 2019/20 (table 1 and figure 4). The methodology used is set out in the appendix.

Table 1: London shortfall by year

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	Total (17/18 to 2021/22)
Primary	6,290	5,830	4,616	4,261	3,376	3,002	27,376
Secondary	1,099	2,896	5,628	8,159	9,137	9,417	36,335
Total	7,389	8,726	10,244	12,419	12,513	12,420	63,710

Figure 4: London school places shortfall by year



These pan-London trends mask variation across different parts of London, and trends in the demand and supply of school places will vary between and even within boroughs. As already outlined, primary level forecasts are expected to be particularly subject to change and should be treated with caution.

Figure 5 shows the results of the *Do the Maths 2017* primary model by borough. At this more granular level of analysis, shortfall projections are particularly uncertain and subject to

change. However, the map illustrates that the easing of the primary shortfall is not uniform across London. East London boroughs in particular will continue to face a substantial shortfall in primary places, often driven by large-scale new developments.

Figure 5: Primary shortfall 2017/18 to 2022/23

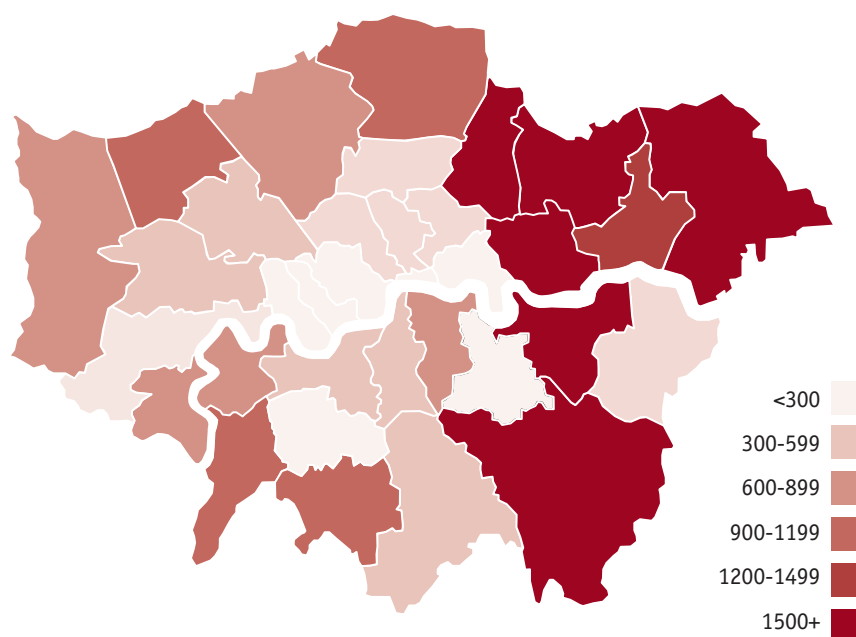
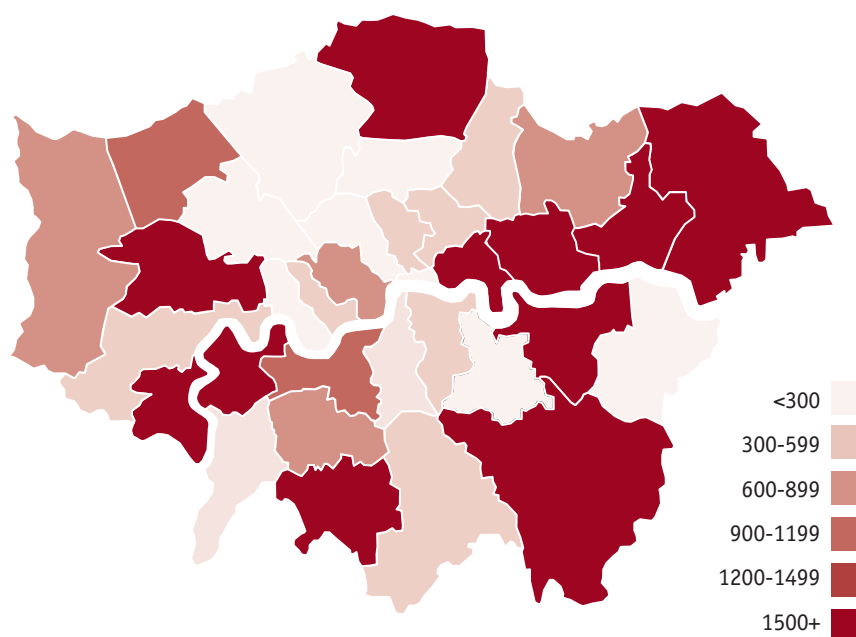


Figure 6 shows that the regional trends at secondary level are more mixed, but there is a similar area of high demand in East London.

Figure 6: Secondary shortfall 2017/18 to 2022/23



Mainstream Schools – Funding²

Boroughs are facing unprecedented reductions in core funding at the same time as demand for key local government services is rising. It is therefore essential that the funding allocated by central government to meet the estimated shortfall covers the true cost of delivering new school places in the capital.

The Department for Education allocates Basic Need funding to councils for the delivery of new school places. There has been a significant increase in the funding per place applied within the Basic Need methodology in recent years, bringing the funding provided more closely in line with actual costs. However, as the National Audit Office found in their recent *Capital Funding for Schools* report, “Basic need funding still does not fully cover the costs that local authorities incur in creating new school places”.

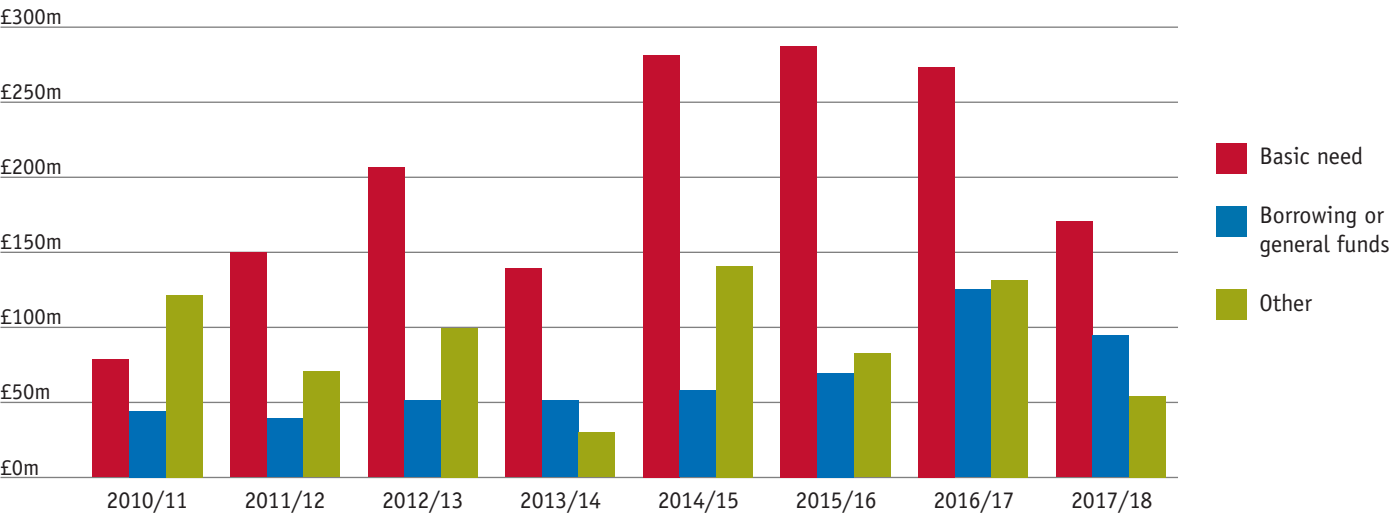
London Councils collected individual project data from 23 boroughs, which is submitted to and verified by DfE as part of the annual school capacity survey (SCAP). This data shows that the cost per place provided through Basic Need still does not meet the actual cost of providing new places, despite increases in recent years (table 3). It is likely that the actual cost per place will rise as lower-cost expansion options, such as adapting underused classrooms, are exhausted.

Individual project data also demonstrates the extent to which local authorities are topping-up Basic Need funding in order to meet the funding shortfall (figure 7).

Table 2: Cost per new school place

	Cost per place	Basic need funding rates (London)
Primary	£21,147	£16,495 - £17,577
Secondary	£27,299	£21,444 - £22,850

Figure 7: Aggregated funding sources for new places by year (936 projects across 23 boroughs)



2 The source data for this section is the unpublished capital spend data submitted by boroughs to DfE as part of the 2015 to 16 school capacity survey (SCAP)
3 <https://www.nao.org.uk/wp-content/uploads/2017/02/Capital-funding-for-schools.pdf>

Across 936 projects with delivery dates between 2010/11 and 2017/18, basic need funding⁴ only covered 56 per cent of actual costs. Boroughs have therefore had to find other sources of funding, including general council funds, borrowing, developer contributions and maintenance funding (table 2).

Table 3: Source of funding for new school places (2010/11 to 2017/18)

Basic need/TBN	General funds	Borrowing	Developer contributions	Maintenance	Other
56%	11%	8%	6%	3%	17%

In total, £521 million of general funds or borrowing was used to provide new places between 2010/11 and 2017/18, equivalent to an average of £65 million per year. Extrapolating these figures out to cover all 32 boroughs gives an estimation of around £90 million per year. Given the pressure on council budgets, the use of general council funds and borrowing will not be a sustainable source of funding for new school places.

Overall cost per place and funding shortfall

Combining the cost per place analysis with capacity shortfall analysis, it is possible to estimate the amount of funding required in London over the next six years. Between 2017/18 and 2022/23, London requires an estimated £1.6 billion to meet the shortfall in mainstream school places.

Basic need allocations have been published for the first three years of this timeframe (figure 6). London boroughs will receive

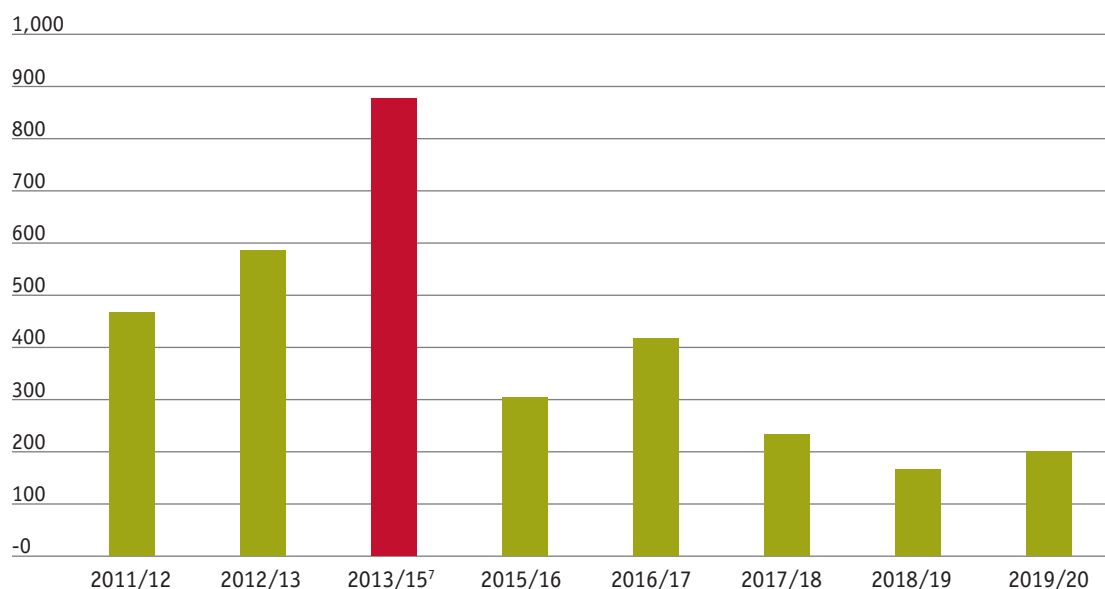
around £600 million through Basic Need between 2017/18 and 2019/20⁵. Around a further £1 billion of funding will therefore be required – either through the basic need grant itself or through the creation of new free schools in areas of demand – to meet the shortfall. Like the capacity estimates on which they rely, these funding estimates are inherently uncertain and potentially subject to change as the trends at primary level become clearer.

Three-year basic need allocations were introduced by DfE in 2013 and have enabled boroughs to make longer-term plans for the delivery of new school places. Secondary projects are larger and more complex than primary projects, which typically leads to longer timescales for delivery. An extension of multi-year basic allocations to a fourth year would provide boroughs with the certainty needed to make longer-term planning decisions at secondary level.

⁴ Includes Basic Need and Targeted Basic Need funding

⁵ Lambeth 2019/20 figures have not yet been published. For the purposes of reaching a comparable pan-London figure over time, Lambeth allocations for 2019/20 are assumed to be the same as 2018/19.

Figure 8: London Basic Need allocations⁶



The way forward

Boroughs can only deliver a sufficient number of new school places with a sufficient level of funding. While the cost per place allocated through the Basic Need grant has increased significantly in recent years, the level of funding available does not fully meet the actual cost of delivery. This is confirmed by the significant and unsustainable amount of funding boroughs currently provide to top-up basic need allocations, including out of borrowing and general council funds.

Recommendations

As demand at primary eases, boroughs are increasingly required to deliver more complex and costly secondary projects. To meet this challenge, London Councils is calling on government to:

- Provide London with additional funding for school places of £1 billion over the next six years – through a combination of additional basic need funding and the central funding of places through the free school programme.
- Ensure that London receives a proportionate and sufficient share of the basic need pot in line with its share of demand for places.
- Provide four year basic need allocations to enable local authorities to be able to plan for secondary school places in sufficient time.

6 Source: Basic Need allocations, DfE, <https://www.gov.uk/government/publications/basic-need-allocations>

Meeting demand through expansion of existing schools

Local authorities meet demand through expanding existing provision or working with free school providers to create new schools.

Expansion of existing schools

Expansion is often the more cost-effective option to provide additional school places, particularly when dealing with changing levels of demand and scarcity of land, but the capacity of existing schools, particularly at secondary level, is limited and councils are restricted by how much basic need funding they receive from government.

Even where funding is available and schools have capacity, it can be difficult for local authorities to convince these schools to expand, particularly when they are academies. Given that over 60 per cent of the secondary schools in London are now academies and demand for secondary places is rising significantly, there will be increased pressure for local authorities to secure academy expansions in order to meet their statutory duty to deliver sufficient school places locally. Without formal levers this can be difficult, as many London boroughs are already reporting. This is why we call on the government to give the Regional School Commissioners (RSCs), who oversee academy performance, clear powers to direct academies to expand where there is urgent demand for new places and capacity has been identified. This would require close working between RSCs and local authorities to ensure that they have the latest information on forecast need. This lever is unlikely to be used regularly, as many academies already work with local authorities to expand, but it would open up new expansion options in some areas with intense demand for school places and aid local authorities' efforts to ensure every child has a school place.

Meeting demand through free schools

Meeting demand for places

As options for expanding existing schools become exhausted local authorities will rely increasingly on free schools to provide additional school places. The funding for these places is often supplied by the Education and Skills Funding Agency (ESFA) which helps over-stretched local authorities to fulfil their statutory duty without having to subsidise more places. The London boroughs are expecting free schools to provide 54 per cent of the forms of entry required at secondary level in London between 2017 and 2023. This proportion is likely to rise as further free schools are approved.

Many councils are working closely with free school providers and the ESFA to ensure that suitable new free schools are opened locally to meet need, recognising that free schools can extend choice for parents and potentially enhance the educational quality in the area. However, many London local authorities have expressed concerns about the way in which the free school programme is currently managed and the impact this has on the ability of councils to meet need for places locally. Uncoordinated delivery of new schools by the ESFA, together with the pace of expansion and the pressure this places on teacher recruitment, could place the high quality of London education at risk.

The free school programme, as it currently operates, presents a high level of risk to the ability of councils to meet basic need. The major risk to councils is the uncertainty and lack of control over delivery timescales. In some areas of high demand for school places

no free school providers have come forward at all. 35 per cent of the approved free schools for London do not currently have a site secured and those with sites are increasingly facing planning challenges, which means that these schools are not yet guaranteed to open on time or at all. Lack of confirmed sites remains the single biggest factor delaying or preventing free school delivery.

Finding appropriate sites

The difficulty of managing the delivery of new schools is exacerbated by the unprecedented pressure on land in London, which creates challenges for London boroughs around how to deal with competing priorities for sites. Councils have nevertheless worked pro-actively to try to secure sites for new schools in areas where there is clear demand for them. In addition to securing land or funding through section 106 and Community Infrastructure Levy (CIL), boroughs are increasingly seeking to include site allocations for secondary schools within their Local Plan. This increases the likelihood of securing sites in non-compliant areas. It also enables boroughs to have greater influence over the location and size of new school sites and supports alignment to other policy priorities such as access to community facilities. Councils have also used prudential borrowing to purchase sites and worked with the ESFA to juggle or swap sites.

ESFA land acquisition

The ESFA has been purchasing land to overcome some of the difficulty in finding appropriate sites in advance of approving free school bids. It has recently set up its own property company LocatED in order to buy up sites at the most competitive rates.

The London Borough of Ealing: A proactive planning approach

Like many London boroughs, Ealing experiences a considerable challenge in securing sites for schools in the borough, particularly at secondary level. Rather than take the risk of the ESFA purchasing unsuitable sites in the wrong areas of the borough, council officers decided to work proactively with the ESFA to meet this need. They agreed to produce a Planning for Schools Development Plan Document (DPD) as an element of the wider Local Plan. The aims of the DPD were to meet the challenge of delivering primary and secondary school places in areas of need within timescales required; to provide a specific evidence base to support site allocations; and to reduce the time and potential risks associated with delivery. The DPD also endeavoured to promote good design and space standards for schools in safe and accessible locations, and enabled officers to ensure that as far as possible site allocations supported wider council planning and place priorities. Ealing produced a list of potential sites, conducted a full consultation and issued calls for sites from key partners including the ESFA. The draft DPD was subject to a rigorous review by the Planning Inspectorate, which praised the council's proactive and collaborative approach to meeting demand for school places. The DPD was formally adopted by the council in May 2016.

The PAC concluded in its report *Capital Funding for Schools*⁷ that on average, the Department has paid nearly 20 per cent more for land for free schools than official valuations. The Department spent £863 million on 175 sites for free schools between 2011 and 2016. The average cost of these sites was £4.9 million, but 24 sites cost more than £10 million each, including four that cost more than £30 million in London. This represents a significant proportion of the school capital budget. As well as not representing value for money, these land purchases are not necessarily aligned to need. It is important that LocatED focuses its efforts on purchasing land in areas of high demand for schools, as well as providing value for money.

Surplus schools

In some London boroughs, uncoordinated delivery has already led to a surplus of school places in the area, while in other boroughs a

surplus looks likely to arise given the location of free schools in the pipeline, unless the free school programme undergoes a shift.⁸ While the DfE recommends a small surplus to support parental choice, in some authorities the surplus is such that some schools, including the new free schools, operate well below capacity, placing them under financial strain and threatening their long term viability. These financial challenges are likely to be exacerbated by the current funding pressures facing schools, which could mean that schools with half full classes become financially unviable. For example, a situation could emerge where good schools with falling rolls cannot continue to operate despite forecasts showing that those places are likely to be needed in the future.

Where free schools delivery creates a significant school place surplus and financial pressures for schools, education quality is likely to suffer. Surplus schools

often cause pupil mobility to rise steeply. Subsequent financial pressures can mean that curriculum delivery and support, together with professional development, has to be reduced; and there can be a greater reliance on inexperienced or unqualified teachers. All of this can have a significantly detrimental impact on the quality of education on offer.

Given the uncertainty around forecasting demand at present, with the number of reception applications dropping in some areas of London, it is important now more than ever that the ESFA does not create surplus schools as this could further destabilise the local school system.

Delays and uncertainty

The ESFA has been working constructively with the some local authorities to ensure that new schools are aligned to basic need, however this is not always the case. Many London boroughs have reported that their views on the size, timing and location of new schools have been overlooked by the ESFA in approving a free school. Some new schools have been approved despite local authorities implementing plans to meet basic need through expansion. This puts councils in a very difficult position – they have a duty to secure sufficient school places but do not want to waste scarce resources on expanding schools if new capacity is being created elsewhere. In addition, they often have to support temporary provision at short notice for free schools before a permanent site is secured.

It is vital that the ESFA works with local authorities from the outset when planning any new free school provision to overcome these potential pitfalls and ensure that the new school meets the needs of the local community.

The ESFA provides additional basic need funding for local authorities when planned free school provision does not materialise, but this funding is lagged which means that councils may have already had to put in temporary provision. In some cases boroughs have reported that they have not received any subsequent reimbursement from the ESFA. Therefore, London Councils is calling on the ESFA to ensure that boroughs receive adequate funding in a timely manner to address any problems arising from planned free schools not opening on time or at all.

Cost to councils

While the capital costs for the vast majority of free schools are borne by the ESFA, there are still considerable costs to councils arising from these projects. Aside from the direct costs of land purchases and transfer, and the time required to put together contributions to the Local Plan or land deals, boroughs report that there are very significant calls on the time of officers across the council from the Free School Delivery team at the ESFA. There is currently no direct funding to support these costs. Basic Need funding calculations do not include the costs of land purchase, and the Education Services Grant, which may have supported some of this work previously, has been significantly reduced.

Given local authorities have experienced considerable cuts from government to their core funding, they have very little available resource to be able to support free school developments locally. It would help local authorities facilitate free schools in their area if the government were to compensate councils for these costs.

The London Borough of Havering: Free school delays

In September 2014, a primary free school with three forms of entry was due to open in Romford to meet basic need in the area. The London Borough of Havering worked closely with the ESFA and the potential sponsor on the bid for the school.

In August 2014, a month before the school was due to open, the local authority was notified that the project was going to be delayed due to issues with land purchase. The council was forced to find school places for over 40 children who were set to start at the school the next month. The following year the sponsor decided not to take on the project after all, and the school's opening was delayed again while the ESFA sought a new sponsor. In 2016 the school was opened with a single form of entry on a temporary site, forcing the sponsor to organise bus services for the children to travel a few miles to attend school.

The local authority has been forced to add last-minute bulge classes to existing schools in the area for three years while waiting for the free school to open. This has put a significant amount of pressure on surrounding schools. Havering has coped through working quickly with a strong community of schools that understand the demand and the challenge, but the situation is unsustainable due to rising demand for places. Furthermore, some parents do not want to send their children to the school on a temporary site and the reputation of free schools more generally in the local area has been tarnished by this situation.

While some of the issues causing the delays were unavoidable, the ESFA could have provided better support to Havering to deal with the consequences. The lack of transparency and last minute communication with the local authority meant that Havering was left with little time to rectify the situation to meet its statutory duty to provide sufficient places for local children. The borough also had to use funding from other capital budgets to create places in neighbouring schools, as the Basic Need allocations provided by the DfE did not include additional funding to compensate the council for the costs of the delay.

The local authority is hopeful that the school will open on a permanent site in 2018 – four years later than planned.

The London Borough of Hounslow: Free School sites

Nishkam All Through Free School is currently delivering primary provision from a temporary location. Prior to opening, the Nishkam Trust had purchased a long lease on a site (Site A) which was designated Metropolitan Open Land (MOL), which confers certain protections on the site and makes it much harder to build on.

Subsequently, the council identified a council owned MOL site (Site B) as the only possible location for another new free school due to open in 2018, Bolder Academy School. A rugby club occupied the premises, which prevented the development of Bolder Academy from proceeding. The only possible place to move the rugby club was to Site A, sharing the site with Nishkam Free School.

Having built a new clubhouse on Site B and secured sponsorship from a large media company based next door, the Rugby club had significant investment in its current site.

The successful delivery of these two schools was therefore co-dependent and faced a number of significant obstacles. The development of Bolder Academy on Site B could not be taken forward until Site A had been secured for Nishkam and the Rugby club currently occupying Site B had been persuaded to move to Site A. Meanwhile, the MOL for Site A was not initially owned by the free school Trust or the ESFA and there was strong local opposition to any development of this land as a school. The Nishkam Trust had purchased the lease for the school in advance of opening and therefore it was initially difficult to demonstrate that the requisite assessments had been undertaken.

Working with the ESFA and the rugby club, the council was able to relocate the rugby club to Site A, and the separate planning applications for a school and rugby club on Site A were approved by Hounslow's Planning committee. The ESFA is now proceeding with construction plans and hopes to open the school in its new site in 2018.

The planning application for Bolder Academy was subject to similar hurdles. The Bolder Academy proposal grew out of the close working relationship between the council and its schools. There is a risk that the delays to the development and inevitable demands on the time of the sponsor schools will impact negatively both on standards in existing schools and on the relationship with the local authority. Headteachers from local schools have worked together to put together a local solution to mitigate these risks to the local area.

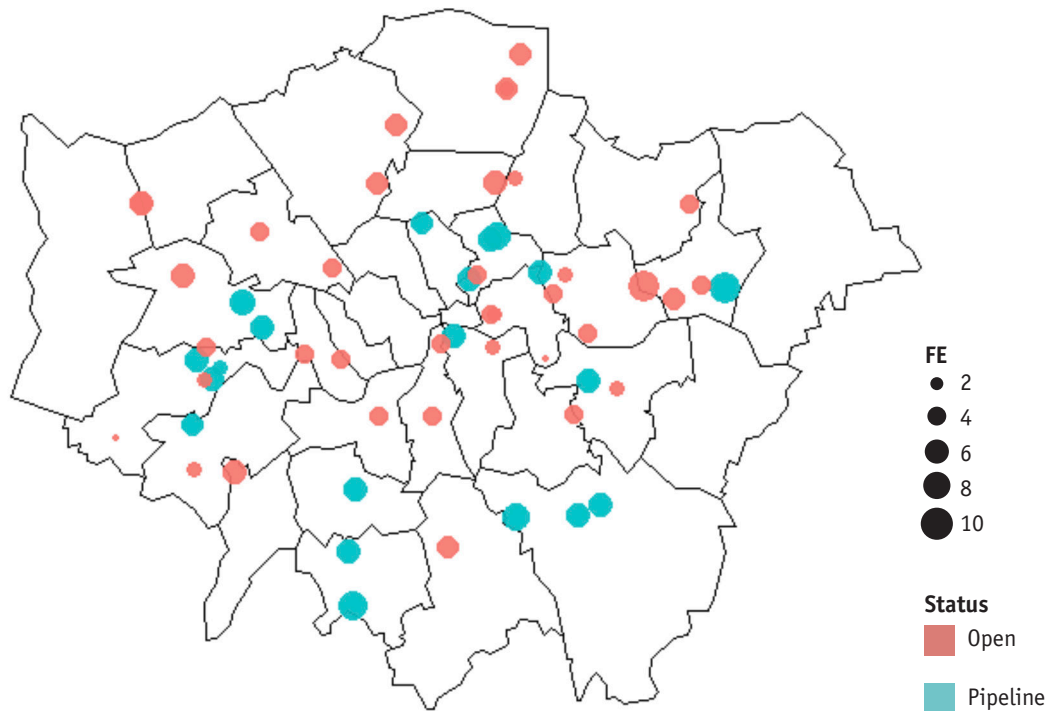
The complexity of these projects, and the significant financial and time investment required by the local authority to overcome the challenges highlights the fact that free schools are not a cost neutral option for councils.

Small schools

The map below shows the location of open and planned secondary free schools compared to forecast demand for secondary places over the next six years. The source data was collected from boroughs in early 2017 and excludes any planned free schools where a postcode was not available.

While this is therefore not based on a comprehensive list of schools, it clearly shows that free schools in the pipeline tend to be larger than existing free schools: 17 out of 20 planned free schools are 6 forms of entry (FE) or larger, compared to just six out of 36 open secondary free schools.

Figure 9: Secondary free schools by size



The difficulty in securing large sites has led to many small secondary schools opening in London. While the map at figure 7 above shows that fewer small secondary free schools are being approved than previously, there are still some in the pipeline. Small secondary schools can encounter considerable issues around financial sustainability and their ability to offer a wide and enriching curriculum offer, particularly at secondary level. This is why London Councils is calling on the ESFA to stop approving secondary schools in London that are smaller than 4FE, with an aim to ensure that none are less than 6FE.

Furthermore, a trend is starting to emerge whereby revenue funding pressures are causing some schools to consider reducing their Published Admissions Number (PAN). If schools know they will not fill every place at a certain PAN, they may seek to reduce the number of forms of entry in order to ensure that the school is as financially viable as possible. This is likely to put additional pressure on demand for school places in the area.

Quality

Local authorities in London are concerned about the quality and suitability of many free schools that have recently been established in the capital. For example, there is evidence of primary schools that do not have adequate outdoor space for sports, which will restrict the ability of the school to provide an appropriate level of PE. Similarly concerns have been raised when free schools are located in buildings that have previously been used for other purposes, such as offices or police stations. These buildings have to be substantially altered to make them appropriate for schools, often at considerable cost.

The PAC recognised this issue in its *Capital Funding for Schools* report and has called the DfE to report back to the committee on how it is measuring quality and suitability of free school buildings. London Councils supports these calls for greater accountability around new free school developments to ensure that they are of high quality.

The way forward

London Councils has raised the issues highlighted here with the DfE and PAC, and is pleased to note that the recommendations in the PAC's *Capital Funding for Schools* report echo London borough concerns. In particular, the PAC highlighted how the way in which the free schools programme is currently being managed lacks coherence and is not cost-effective. It called on the DfE to demonstrate how it will work effectively with local authorities to meet demand for places through free schools in the future.

London Councils is advocating a reshaping of the free school programme to ensure that all free schools are aligned with demand for places and that the ESFA works closely with the relevant local authorities from the outset to ensure that all new schools provide value for money and meet the needs of the local community. Councils can help facilitate the delivery of free schools in areas of need through a range of interventions, such as by finding appropriate sites; linking with local schools, the wider community and planning processes.

London Borough of Southwark: Changing relationship with the ESFA

In 2012 a free school was set up in London Borough of Southwark. The local authority expressed strong concerns that the new school was being created in an area of low demand and that the uptake would not be sufficient to ensure the long term sustainability of the school. The ESFA approved the sponsor's bid despite Southwark's advice and the school was forced to close in January 2017 due to limited demand and financial pressures.

Over the last two years, the ESFA has been working more closely with Southwark, prioritising free school bids which the local authority supports and where demand can be proven. This collaboration has resulted in a number of new free schools. For example, Southwark recently worked with the ESFA and a free school sponsor, the City of London, to support the creation of the City of London Galleywall Primary Academy, in an area of high demand, which successfully opened in September 2016 and was oversubscribed. The borough council and ESFA are also working closely on a new secondary free school in East Dulwich, which has opened on a temporary site, and which the ESFA has commissioned the local authority regeneration team to project manage on its behalf.

Southwark's experience shows that the ESFA is now working effectively with some local authorities on plans for new free schools. However, this is not the case in all boroughs, and it is important that the ESFA takes a consistent approach across the capital.

At a time when schools are struggling to deal with a range of additional cost pressures such as increases to pension contributions and the introduction of the apprenticeship levy, it is vital that every pound spent on the free schools programme provides value for money. This is why we are calling for all free schools to meet basic need – this should be an essential criterion before a free school is approved. There is still significant pressure for places for secondary and SEND pupils in London, therefore we would expect to see the bulk of new free schools meet basic need in these areas in the future.

Recommendations

London Councils calls on the government to:

- Enable Regional School Commissioners to direct academies to expand their provision where they have capacity and there is demand locally for more places.
- Undertake a shift in the way it is managing the roll out of the free school programme by:
 - Ensuring strategic join-up between local government and the ESFA on free schools and land acquisition from the outset to ensure better value for money and delivering of sufficient school places.
 - Only approving free schools where they meet basic need.
 - Recognising and covering the costs to councils in working on free schools
 - Compensating local authorities for all contingency costs when a free school has been delayed.
 - Aiming for all new secondary free schools to be no smaller than six forms of entry.

Special Educational Needs and Disabilities (SEND)

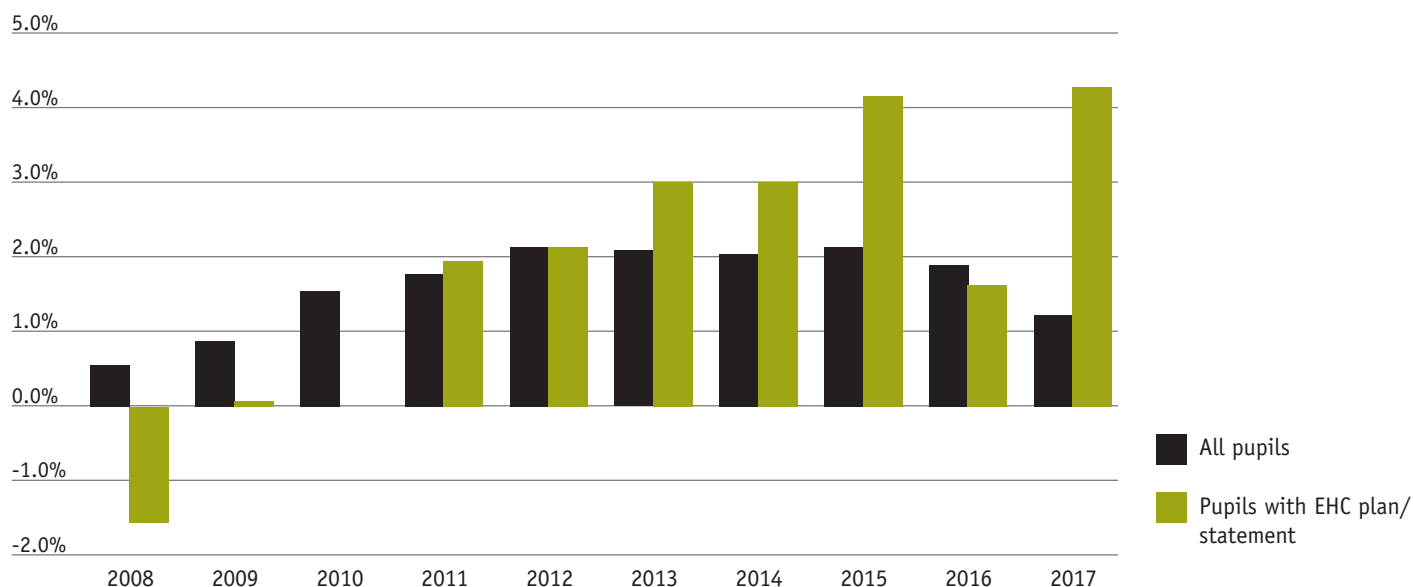
The local authority duty to secure sufficient school places applies to all children, including those with Special Educational Needs and Disabilities (SEND). For these children, extra or specialised provision may be needed in order to access education.

Planning for SEND places requires an understanding of the existing needs of local children with SEND, likely future trends and analysis of whether local schools have the facilities as well as specialist services needed to support these pupils' access to education. Securing school places for children with SEND therefore requires more sophisticated planning compared to planning mainstream primary and secondary school places.

Overall demand for SEND places

London has experienced a very rapid increase in demand for SEND places in recent years, far exceeding growth in other regions and among London's mainstream population. Figure 8 shows that the number of pupils with Education, Health and Care Plans (EHCPs) or Statements has grown at a faster rate than the general London pupil population over the past five years. Between 2016 and 2017, the number of pupils with EHCPs grew by 4.2 per cent, around three times the 1.3 per cent growth rate for the general pupil population.

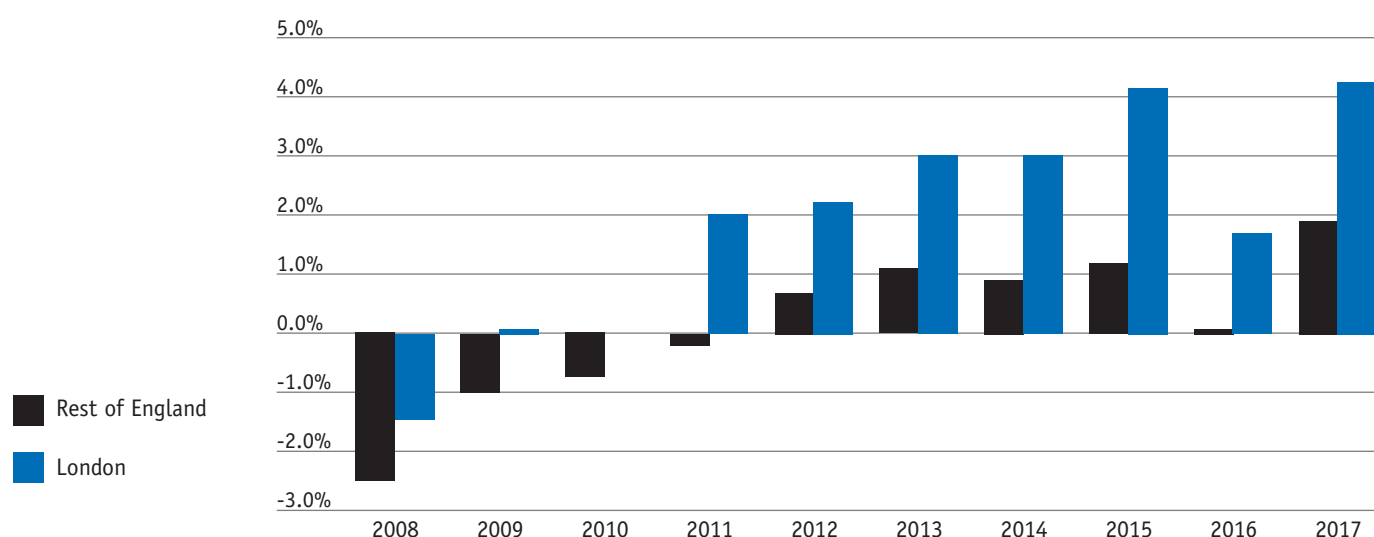
Figure 10: London pupil population growth



Like the general pupil population, the number of pupils with EHCPs has consistently grown at a faster rate in London than the rest of England. The 22 per cent increase in pupils

with EHCPs or Statements in London between 2010 in 2017 compares to growth of only 5.7 per cent in the rest of England over the same period (figure 9).

Figure 11: Annual change in number of pupils with EHC plans / statements



The demand for SEND places is expected to continue to increase in the coming years as a result of statutory protections for young people up to the age of 25. 19 to 25 year-olds who would not have been eligible for Statements in the past can now apply for EHCPs, causing an increase in the number of young people at FE colleges with an EHCP.

Types and complexity of need

Pressure on SEND places has been compounded by the very rapidly changing characteristics of SEND pupils and the subsequent requirements for dedicated provision. Table 4 shows significant changes in the characteristics of pupils with SEND attending special schools in London over the last seven years.

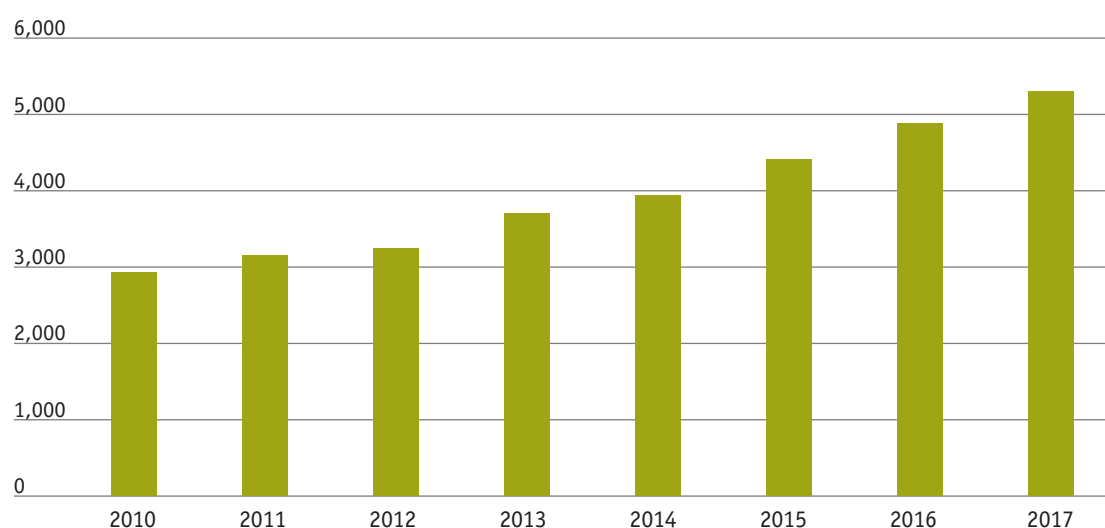
Table 4: Type of need in London special schools

	Type of need - London special schools			
	2010	2017	Change (2010 to 2017)	per cent
Autistic Spectrum Disorder	2910	5390	2,480	+85%
Severe Learning Difficulty	2540	3154	614	+24%
Profound & Multiple Learning Difficulty	1140	1558	418	+37%
Speech, Language and Communications Needs	680	874	194	+29%
Specific Learning Difficulty	100	214	114	+114%
Multi-Sensory Impairment	40	60	20	+50%
Visual Impairment	220	226	6	+3%
Hearing Impairment	190	182	-8	-4%
Moderate Learning Difficulty	1850	1617	-233	-13%
Physical Disability	680	390	-290	-43%

The rapid rise in prevalence rates for Autistic Spectrum Disorder is particularly acute in London (figure 12). Between 2010 and 2017

the number of pupils with ASD in special schools increased by 85 per cent .

Figure 12: number of pupils in London special schools with Autistic Spectrum Disorder



These changes have significant implications for local authority places planning teams. Schools that were previously designed to suit children with certain needs are now required to meet entirely different needs. On top of this, the types of need that are on the rise are increasingly complex, requiring more specialist provision. This places further demand on local authorities to source and identify funding for appropriate provision for a wide range of complex and changing needs.

Cost of providing SEND places

School places for children with SEND are significantly more expensive than mainstream places. The average cost per place for new dedicated SEND places is around three times higher than the cost per mainstream place, according to analysis by London Councils (table 5)⁸. However, the funding needed to provide a SEND place varies hugely depending on the type of need and the provision required, with some provision for more complex needs costing over £100,000 per place.

Table 5: average cost per place

	Mainstream	SEND
Average cost per place	£22,190	£69,055

⁸ This is calculated by comparing the aggregate spend on SEND places to the aggregate number of SEND places across data from 23 boroughs. Therefore, this overall mean figure masks significant variation between the cost of different types of SEND provision.

.....

The funding provided by central government for local authorities to deliver places for children with SEND does not cover the full costs incurred by councils. The lack of funding to meet rising need for places in-borough means that councils are having to pay high prices out of their revenue budgets for independent and out-of-borough provision. Local authority revenue overspends on high needs could be significantly reduced if central government were to provide sufficient capital funding to local authorities on a consistent basis to ensure that demand is met locally.

The DfE recently provided every local authority in the country with a capital funding allocation of at least £500,000 to support provision of SEND places. London will receive £62 million from the £215 million SEND capital provision fund, covering the years 2018/19 to 2020/21. Local authorities are able to use the new funding to either improve existing facilities or create new places in mainstream schools, special schools, nurseries, colleges and other provision.

This is a step in the right direction and will provide much needed funding for boroughs across London. Based on the cost per place analysis above, this new funding could enable boroughs to create around 900 new SEND places; in practice, the exact figure is highly dependent on existing spare capacity and types of need. The increase in demand shows no signs of abating, and it seems unlikely that 300 places a year will be sufficient to keep pace with future demand. Furthermore, investment is needed on a more consistent basis to ensure that local authorities can plan strategically to address future demand.

The DfE should work with local government to understand the true costs of providing SEND places and devise a formula to provide allocations on a permanent basis, taking into account overall demand, types of need, and full costs of provision.

Different types of provision

School places for children with SEND can be provided in a variety of types of provision⁹. In 2017, 56 per cent of pupils with an EHCP or Statement were educated in a special school, special unit, or additional resourced provision. The majority of dedicated SEND places continue to be provided by dedicated special schools, but there has also been strong growth in dedicated SEND places provided in a mainstream context. Special units and Additional Resourced Provision (ARP) provide dedicated SEND places within a mainstream school, catering for a specific type of SEND need. ARPs provide SEND places predominantly within mainstream classes – although pupils may still require specialist facilities – while special units mainly provide separate classes to meet SEND need.

The Children and Families Act 2014 enshrines parents' and young people's rights to express a preference for a provider on an EHCP. Councils focus on delivering places across a range of provider types to give parents and young people a choice. In so doing, local authorities are striving to strike a balance between inclusion in mainstream schools and the requirement for specialist provision for children with more complex needs.

Boroughs have successfully created SEND places across different provider types to meet

9 London Councils analysis of *Special Educational Needs in England: January 2017*, DfE, <https://www.gov.uk/government/statistics/special-educational-needs-in-england-january-2017>

demand, but this has not always been an easy task. The separate challenges experienced in relation to the provision of SEND places in specialist and mainstream settings are highlighted in the sections below.

Challenges for delivering SEND places in specialist settings

Creating specialist provision can take a long time, and requires significant capital investment. Changing demand and limited capital funding from central government mean that several boroughs are unable to deliver all of the required specialist provision within the local authority boundary. This means that several boroughs rely on independent special schools, or specialist maintained settings that are located out of the borough. London has a higher proportion of children with SEND educated in independent provision than the rest of England, which accounts for 9.2 per cent of all SEND places in London compared to 6.6 per cent nationally¹⁰. Almost all boroughs in London indicate a need to reduce dependency on independent placements and placements in out of borough secondary schools.

The cost of placements in independent provision and out-of-borough maintained provision is placing significant pressures on high needs budgets in London. Independent provision is much more expensive than maintained provision. Out-of-borough placements also incur significant costs, as local authorities are required to meet the travel costs for children attending a setting where they cannot walk due to distance or special needs. A recent London Councils survey showed that 23 out of 28 boroughs are collectively spending £94 million more

on high needs than received from central government – equivalent to a 13.6 per cent funding gap. In addition, there is an estimated average overspend of £1 million per borough on transport for children with SEND. These financial pressures could be significantly reduced if boroughs were supported and financed to provide more specialist maintained provision within the local authority boundary.

The DfE recently approved plans for 20 special free schools across the country, including five in London. For example, Havering is working with the DfE to create a new school specialising in supporting children with ASD and Social, Emotional and Mental Health needs, which will increase the choice of provision for parents of children with these needs, as well as reducing pressure on the council which currently funds a high number of independent and out-of-borough placements.

The DfE's commitment to working alongside local authorities to target free schools that meet specific need in the local area is a move in the right direction. Given the rise in demand, changing types of need, and large overspend on high needs budgets, another round of new special free schools would be a cost-effective way to meet specialist SEND need in the capital. Seventeen out of 16 London boroughs said that they would be likely to put in an application for a special free school if the DfE were to run another round of applications¹¹. London Councils has argued that free schools should be prioritised where they meet need, and the slowing of demand for mainstream places means that the free schools programme should focus more

10 <http://lginform.local.gov.uk/reports/view/send-research/local-area-send-report>

11 This data is taken from a survey undertaken by London Councils in August 2017

The London Borough of Croydon: Working with parents on special free school design

Croydon was successful in the DfE's recent round of applications for new special free schools and is preparing to open a new school specialising in ASD in September 2020, admitting children aged 2-19 years.

Croydon's vision is for children and young people with special educational needs to have the opportunities they need to gain independence and employment in or near their local community. To achieve this vision the council has a plan to provide a continuum of good or outstanding state-funded specialist education. The proposed new DfE-funded free special school for children and young people with autism spectrum disorder and learning difficulties is an important step forward.

Critical to successful beginnings for Croydon's new state-funded free special school is the engagement of councillors, our parent/carer forum, other special school head teachers, and the local community. We are expecting our new school to provide outstanding communication and behaviour-based teaching and learning; promote intergenerational cohesion and work in partnership with the local authority and other schools.

The council believes that the quality of the new school building is extremely important, both to ensure children learn in the best possible learning environment and to ensure the facilities are designed to best meet each child's needs.

Croydon will be working closely with parents/carers throughout the planning and designing stages of the new special free school. The local authority will invite bids from interested providers and will work with a parent advocate group to determine who is best placed to deliver the school. Croydon will also ensure that the local authority, provider, and parents' panel all work in partnership to design the school. This means that the school building and environment will reflect the needs of both parents and children.

This approach will need to be coupled with sufficient investment from the DfE to fund a high quality build that will reduce pressure on expensive placements and provide much-needed specialist SEND places in the local area.

on addressing the shortfall in affordable and local dedicated SEND places.

Challenges for delivering SEND places in mainstream settings

Central government has a clear intention to promote inclusion of children with SEND in mainstream settings where possible. Boroughs work with schools to create special units and ARPs so that a child can attend a mainstream setting where this is the preference of the

parent, and councils have had much success in creating more dedicated SEND places in mainstream schools.

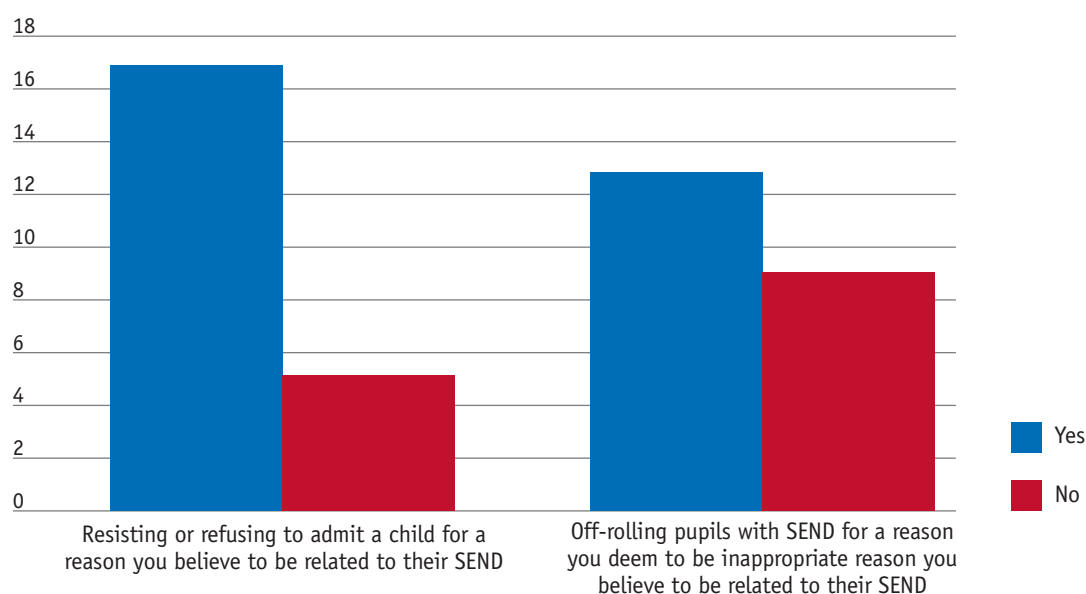
However, many boroughs have experienced issues with schools refusing to admit or keep children with SEND at their schools, despite there being a legal requirement to do so. Recent research on high needs funding carried out by the ISOS Partnership on behalf of the DfE also highlighted evidence that

schools are not adhering to this requirement, mainly because of the potential impact on exam results and, to a lesser extent, the costs of the provision and more specialist staff¹².

This research reflects the experience of local authorities in London. Nineteen out of 24 London boroughs who responded to a London Councils survey had experienced academies resisting or refusing to admit a child with SEND (figure 11). 14 boroughs reported that

they had come across this situation on more than 4 occasions. Furthermore, 13 out of 23 boroughs had come across academies off-rolling pupils with SEND inappropriately, about half of which have experienced this more than four times. The fact that these practices are common across a range of boroughs suggests that action needs to be taken to enforce inclusive practice more consistently.

Figure 13: Number of London boroughs who have experienced academies within the borough exhibiting the following behaviours in relation to children with SEND



While local authorities can experience resistance from maintained schools as well as academies, the challenge is particularly great in relation to academies because councils do not have the power to direct an academy to change their approach, as they would a maintained school. Furthermore, there

is little evidence that inclusive practice is being enforced via central government. Local authorities report instances of having worked successfully with individual schools and governors to change their approach, but in many cases councils have been forced to find alternative provision for the child in question,

¹² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/445519/DFE-RR470_-_Funding_for_young_people_with_special_educational_needs.pdf

either because the school's approach has caused parents to seek an alternative provider or because the school has simply continued to refuse to change its behaviour. Given the lack of local authority control over academies, it is vital that Regional School Commissioners work with councils to understand the scale of this issue and to address individual cases by directing academies that are acting inappropriately. This will ensure that maintained schools and academies are both held to account in relation to their approach to supporting children with SEND.

The way forward

The distinctive challenges of providing sufficient SEND places are not currently recognised by the school capital funding system. The lack of a sophisticated funding mechanism to capture the complexities of funding SEND places coupled with the proportionately higher number of children with SEND in London in comparison to elsewhere in the country means that London has been and continues to be considerably underfunded for SEND places.

The allocations that boroughs have received from the DfE's £215 million capital fund for SEND are welcome and will help to meet the shortfall in funding for SEND places. However, it is vital for local authorities to have the certainty of sustained capital funding for SEND so that they can plan for the changing demand and needs of the future, and ensure that the right provision is in place at the right time.

In order to maximise the extent to which local authorities can offer the best options for children, parents and young people, it is crucial that they are provided with the funding and powers to ensure that provision

can be created across a range of provider types. Therefore, the DfE should continue to work with local authorities to fund and support the creation of new special free schools, which will reduce pressure on high needs and SEND transport budgets and ensure that parents and young people have a choice of provision within the borough.

Furthermore, in order to ensure that local authorities can create appropriate provision in mainstream schools, the system of accountability needs to be significantly improved to ensure that academies are supporting inclusive practice by admitting children with SEND when appropriate, allowing special units to be created at the school, and ensuring that no pupils are off-rolled inappropriately. Regional School Commissioners need to work with local government to understand the scale of this issue and identify solutions, including directing academies to change their behaviour when necessary.

Recommendations

To address the issues highlighted in this section, London Councils calls on the government to:

- Distribute capital funding for SEND on a permanent formulaic basis, taking into account the actual cost of delivering new SEND places and expected demand.
- Work with local authorities to create new special free schools in areas of high demand for SEND places.
- Direct academies to enrol children with SEND where they have capacity, to create special units where the school location and infrastructure allows it, and to intervene when academies off-roll pupils with SEND inappropriately.

Further Education (FE)

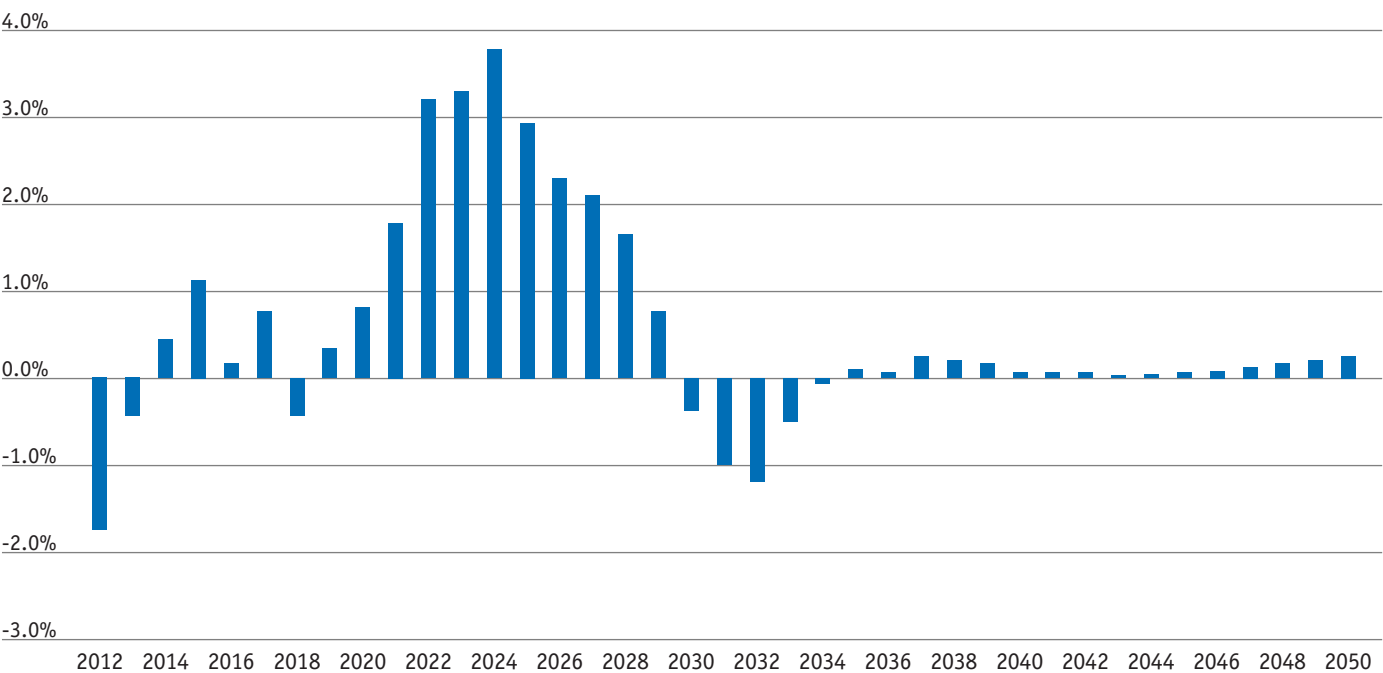
Since 2014, it has been compulsory for students leaving year 11 to remain in education or training until the age of 18. This policy, referred to as Raising the Participation Age (RPA), represents the government’s recognition of the importance of continued education after the age of 16. The introduction of RPA has not only increased demand for places in schools but also for colleges and other training providers as young people’s choices include both academic and technical learning post-16.

Changes in overall demand

As the first section of this report highlights, demand for secondary school places is

predicted to increase over the next six years, as the wave of children applying to primary schools over the last decade hits secondary level. The high pupil growth experienced at secondary level will feed through to the post-16 population in the 2020s. The 16 to 19 population is expected to increase by 23 per cent between 2020 to 2030, based on GLA long-term population projections (figure 13)¹³. Secondary school places take four years to create, and timescales can be longer for technical and vocational provision given the often complex capital requirements involved. Therefore it is important that the government plans and makes resources available for local authorities and providers well in advance to ensure that demand is met.

Figure 14: Annual growth rate - 16 to 19 population (London)



13 <https://data.london.gov.uk/dataset/2016-based-population-projections>

The complexity of the sector

The FE sector faces significant pressures across the country, but these pressures are particularly acute in London for several reasons.

The FE sector in London is affected by the rise in the number of young people with SEND who have or request an EHCP. Almost all boroughs have identified a need to expand post 16 SEND provision in response to the increased number of year 11 students seeking an EHCP assessment. This pressure is felt particularly by FE colleges in supporting young people with SEND aged 19 to 25.

Furthermore, London has significant skills gaps in key sectors and an employment rate that lags behind the rest of the UK. The FE system in particular faces high demand for basic skills. Meanwhile, London has a high number of young people choosing to undertake academic pathways with the aim of progressing on to higher education.

Since 2015 young people who achieve a near pass in English and Maths GCSEs are required to re-sit these exams, meaning that FE providers now need to include this in their offer to students. In 2016, 66 per cent of pupils in London achieved A* to C in English and Maths at the end of KS4. While this pass rate is higher than the national equivalent, it still leaves around 34 per cent of pupils entering FE without English or Maths and requiring further teaching and support in these areas to retake the exams.

The FE sector in London needs to be supported and equipped to balance these competing demands and pressures.

Further pressures on provision

The government is placing considerable emphasis on technical education as fundamental to ensuring that young people are equipped with the necessary skills to succeed in the workplace. The government's acknowledgement of the importance of technical education is welcome, but the wave of recent and upcoming reforms will place significant capital requirements on FE institutions which will need to be fully met by the DfE to ensure that providers continue to deliver high quality technical education that meets demand.

The recently introduced apprenticeship levy and the proposals for T Levels both involve training requirements that FE colleges will be expected to provide. While the government has announced £500 million of funding per year to support the work placement element of T levels, there is no recognition of the significant capital investment needed to bring parts of the sector up to industry standard and create more places. The ESFA acknowledges the increased operating expenses of technical programmes compared with academic programmes through 'programme weighting', and this will need to be factored in to capital costs as well as revenue costs going forward.

Pressure on FE places is likely to be further increased by the introduction of the transition year for students who are not ready to access technical education at the age of 16 (Post-16 Skills Plan). This will mean that more students will spend three years in education or training post-16, thus increasing the number of 18 year olds in the system, many of whom may be in need of additional support. The DfE will need to work with local authorities and FE providers to assess the

impact on demand for provision and ensure that the resulting capital costs are fully met. Moreover, it is vital that the government re-assesses the revenue funding for full time 18 year-olds in light of this proposal. The 17.5 per cent reduction in funding for full time 18-year old students introduced in 2013 affects providers' ability to deliver high quality provision. The government's own impact assessment identified the disproportionate impact of this policy on London¹⁴.

Nature of demand

Education post-16 is more varied than the school system for children up to the age of 16. At the end of year 11, young people can choose whether to attend a school, a general further education college, a sixth-form college, a training provider or start an

Apprenticeship. FE providers also establish their own entry requirements and policies, which can affect the choices available to young people across the different institutions.

It will be important to understand the effect of recent and upcoming policy developments, such as the structure of A levels and the changes to GCSE examinations and grading, on admissions policies and the options that are made available to pupils across the FE sector. This is because changes to admissions policies and young people's decisions about which type of setting to attend affect patterns of supply and demand in the sector. Local authorities need to be equipped to respond to these changing patterns in order to ensure that they deliver on their duty to provide sufficient places to meet demand.

Table 6: Distribution of KS4 and KS5 pupils

	Further education college or other FE provider	School sixth form - state funded	Sixth form college	Other education destinations	Sustained employment and/or training destination	Destination not sustained/activity not captured in data
Inner London	27.0%	49.0%	15.0%	1.0%	1.0%	6.0%
Outer London	25.0%	57.0%	10.0%	1.0%	2.0%	4.0%
England	38.0%	39.0%	13.0%	1.0%	3.0%	5.0%

Currently, the FE system lacks a body with overall oversight and responsibility. While councils have some controls over the funding for schools, they have no power or levers over private FE providers, which receive funding directly from central government. Furthermore, local authorities have very

limited access to data collected by the DfE on supply within the FE sector. This creates an additional challenge for local authorities who must plan provision to meet their sufficiency duty without access to critical information on supply.

¹⁴ Department for Education, 2014, Funding reduction for EFA-funded institutions and providers educating full-time 18-year olds, Impact Assessment

The way forward

London Councils believes that 16 to 18 provision should be devolved to London local government and greater control should be given to the capital over policy and commissioning. The Adult Education Budget (AEB) is due to be devolved to the Mayor of London by 2019/20 and FE capital funding is devolved to London and overseen by its Local Economic Partnership¹⁵. Devolution of 16 to 18 provision will allow London to take a much needed whole-systems approach that can reflect London's progression and economic priorities. Local government should have the funding and levers to support both schools and private FE institutions to ensure that young people can undertake their chosen course and that schools and colleges have appropriate funding to deliver high quality education and training.

London local government should also be given control over all vocational capital investment, including 14-19 capital provision and Institutes for Technology, alongside existing FE capital responsibilities. London government should be part of the decision-making process for the number and location of university technical colleges, technical free schools and Institutes of Technology. These two reforms would enable a more strategic, co-ordinated approach to investment.

London Councils believes that it is vital for the government to work closely with local authorities and providers to ensure that the full impacts of changes to the level and nature of demand are fully understood. The DfE needs to meet costs incurred by schools

and colleges as a result of RPA and reforms to technical education and ensure that providers are fully funded to offer an appropriate and varied range of provision for all young people.

Recommendations

To address the issues highlighted in this section, London Councils calls on the government to:

- Invest in the FE sector to ensure that the costs of meeting future demand for provision are fully met, including covering the capital costs of delivering provision supporting technical pathways and apprenticeships.
- Devolve 16 to 18 provision and vocational capital investment to London local government in order to ensure consistent and appropriate delivery of FE across all provider types.

¹⁵ Department for Education, 2014, Funding reduction for EFA-funded institutions and providers educating full-time 18 year olds, Impact Assessment

Appendix – shortfall analysis methodology

Shortfall analysis

The Department for Education calculates the shortfall in school places by comparing the capacity in existing schools against the forecast number of pupils for a particular year at a planning area level.

Capacity data in our model is taken from the annual school capacity survey (SCAP), while pupil numbers are taken from local authority forecasts of pupil numbers submitted to the Department for Education.

Local authority forecasts project the future pupil population using the local knowledge of school planning teams. For example, as well as looking at the birth rate, local authorities take into account:

- transfer rates (i.e. moving schools)
- cross borough in/out migration- particularly for faith schools
- patterns of intake
- popularity and parental preferences
- early capture of improving schools and therefore increasing popularity
- accuracy of past projections
- housing developments.

Some local authorities in London also use demographic analysis by the Greater London Authority (GLA) as a basis or comparator to their modelling.

London Councils' shortfall methodology compares capacity against pupil forecasts in every academic year and planning area, differentiated by individual year group. Each year, our methodology uplifts capacity to fully meet the previous year's places shortfall. This potentially under-estimates the true shortfall because it assumes that enough funding will be made available at the right

time to meet the places shortfall, despite the insufficient funding rates built into the system.

Our methodology models the capacity provided by new free schools as they fill up over time, rather than using the final intended capacity, and also allows any fluctuations within a funding period to be taken into account in the overall shortfall figure.

London Councils does not apply the 2 per cent uplift used by DfE to provide an operating capacity and encourage parental choice.

While secondary pupil forecasts are available up to 2022/23, primary pupil forecasts are only available up to 2020/21. London Councils have extrapolated local authority forecasts from SCAP underlying data to obtain primary pupil population figures beyond this, allowing pupil numbers in previous years to feed through the system while adjusting for the trend over time.

Young People's Education and Skills Board

Raising the Participation Age (RPA) – Participation Report

Item: 7(a)

Date: 16 November 2017

Contact: Peter O'Brien

Telephone: 020 7934 9743

Email: peter.obrien@londoncouncils.gov.uk

Summary	This paper seeks a decision on reporting young people's participation in education and training to the Board in the future.
----------------	-----------------------------------------------------------------------------------------------------------------------------

Recommendation	Board members are asked to decide on the report that it wishes to receive from 2018.
-----------------------	--------------------------------------------------------------------------------------

1 Background

- 1.1 As previously reported to the Board, we have been reviewing the presentation of statistics on participation with the Operational Sub-Group (OSG). At its last meeting, the OSG decided on a simplified report that better reflects the current national reporting regime.

2 Reports

- 2.1 Accompanying this paper are two versions of the Participation Report. The first version (R1) is the report in the existing format and the second version (Annex B) is the report in a format that reflects the current national reporting regime.

3 Recommendation

- 3.1 The Board is asked to decide which of the two versions of the Participation Report that it wishes to receive from 2018.

Young People's Education and Skills Board

Raising the Participation Age (RPA) - Participation Report R1

Report by:	Peter O'Brien	Job Title	Regional Commissioning Manager
Date	16 November 2017		
Telephone	020 7934 9743	email:	peter.obrien@londoncouncils.gov.uk

Summary	This paper provides information on London's position with regard to Raising the Participation Age.
----------------	----------------------------------------------------------------------------------------------------

Recommendations	Board members are asked to note the content of the report.
------------------------	------------------------------------------------------------

1 Background and introduction

- 1.1 This paper provides Board members with information on London's position with regard to Raising the Participation Age (RPA). All young people are required to continue in education and training until their 18th birthday (RPA does not apply if a young person has already attained a level 3 qualification).
- 1.2 Comparisons over time used in this report to the Board are from published data or data that has been recalculated on the basis of the revised guidance on participation and presented in National Client Caseload Information System (NCCIS¹). Participation figures are published quarterly by the Department for Education (DfE). Monthly data from NCCIS, which is not published, are available to local authorities.
- 1.3 Information from the published 16 to 24 NEET Statistics Quarterly Brief, which provides estimates of the proportion of 16 to 24, 18 to 24 and 19 to 24 NEET, is also included in this report.

2 Participation

- 2.1 On 12 October 2017 the DfE published 16 and 17 year old participation data that highlights where participation is rising, static or falling. The data also provides a breakdown by type of participation, age, gender and ethnic group. The report contains information up to June 2017 and the next update is due in March 2018.
- 2.2 London's participation in June 2017 was 93.2 per cent, a marginal improvement of 0.1 percentage point from the previous June and a small 0.2 percentage point decrease from the March 2017 position. London's participation is 2.8 percentage points above the national figure (see Table 1). The majority of 16 and 17 year olds in London (88.7 percent) were participating in full-time education and training, which is 5.2 percentage points higher than the national figure; although a smaller proportion than nationally were participating in Apprenticeships and employment combined with study (see Table 2). The percentage participating at age 16 in London was higher than those participating at 17 by 3.5 percentage points (see Table 3) – please note: Although the participation rate between June 2015 and June 2016 increased or was broadly static in the majority of London local authorities, it decreased in 8 boroughs and the largest decrease was 1.6 percentage points (see also Annex 1).

¹ Details held on NCCIS can be used by local authorities to compare and benchmark performance against other areas. The DfE uses this information for analysis and monitoring.

Table 1: Participation - percentage over time: proportion of 16-17 year-olds in education and training, June 2017 (source: DfE)

Region	Jun 2016	Dec 2016	Mar 2017	Jun 2017	Percentage point change in the last 12 months	
England	91.0%	91.4%	92.1%	91.4%	0.4%	⬆
London	93.1%	92.5%	94.4%	94.2%	1.1%	⬆

Table 2: Participation - percentage by type of activity, June 2017 (source: DfE)

	Full-time education and training	Apprenticeship	Work-Based Learning	P/T education	Employment combined with study	Other	Total
England	82.5%	6.7%	1.0%	0.1%	0.8%	0.2%	91.4%
London	88.7%	4.5%	0.6%	0.0%	0.3%	0.1%	94.2%

Table 3: Participation - percentage by age and gender, June 2017 (source: DfE)

Region	Percentage 16 year olds recorded as participating in education or training			Percentage 17 year olds recorded as participating in education or training		
	Female	Male	Total	Female	Male	Total
England	94.9%	93.5%	94.2%	89.8%	87.6%	88.7%
London	96.8%	95.3%	96.0%	93.8%	91.2%	92.5%

3 NEET and Activity Not Known

- 3.1 The July 2017 NEET percentage for London was 2.1 per cent, below the national average of 3.2 per cent. The percentage of young people whose participation status was not known in July 2017 was 3.3 per cent. London is below the national average figure, which was 3.5 per cent in July 2017 (see Tables 4 and 5).
- 3.2 The percentage of 16 and 17 year olds who were NEET and activity not known varies significantly between boroughs, ranging from 1.0 per cent to 4.0 per cent for NEET and 0.2 per cent to 12.4 per cent for participation status not known (excluding the City of London) (see Annexes 2-5).
- 3.3 The three month average comparison between 2015/16 and 2016/17 (recalculated to take the new reporting requirements/definitions into account) shows lower percentages than last year of 16 to 17 year-olds in London who were NEET and whose participation status 'not known'.

Table 4: Percentage of 16-18 year olds who are NEET for the past three months for 2015-16 and 2016-17 (source: NCCIS)

Region	2016-17				2015-16			
	May-17	Jun-17	Jul-17	Ave	May-17	Jun-17	Jul-17	Ave
England	3.0%	3.1%	3.2%	3.1%	3.2%	3.3%	3.4%	3.2%
London	2.0%	2.0%	2.1%	2.0%	2.3%	2.3%	2.3%	2.3%

Table 5: Percentage of 16-18 year olds whose participation status is 'not known' for the past three months for 2015-16 and 2016-17 (source: NCCIS)

Region	2016-17				2015-16			
	May-17	Jun-17	Jul-17	Ave	May-17	Jun-17	Jul-17	Ave
England	3.0%	3.1%	3.2%	3.1%	3.2%	3.3%	3.4%	3.2%
London	2.0%	2.0%	2.1%	2.0%	2.3%	2.3%	2.3%	2.3%

4 16-24 NEET Statistics Quarterly Brief (SFR41/2017 dated 24 August 2017, Quarter 2 [April to June 2017] – latest available from gov.uk)²

- 4.1 Both the volume and percentage of 16 to 24 year olds who were NEET in Quarter 2 of 2017 in London increased since Quarter 1, but both were lower than the same quarter last year (see Table 6). The London NEET percentage is below the national figure by 2.0 percentage points (see Table 6 and Figure 1).
- 4.2 The percentage of 18 to 24 year olds who were NEET in Quarter 2 of 2017 in London decreased since the previous quarter and since last year – and the same is true of 19 to 24 year-olds who are NEET.

Table 6: Estimated number and proportion of 16-24 year-olds NEET (SFR41/2017)

Region	Quarter 2							
	2014		2015		2016		2017	
	Volume	%	Volume	%	Volume	%	Volume	%
England	810,000	13.5%	790,000	13.1%	727,000	12.0%	684,000	11.4%
London	107,000	11.7%	101,000	10.7%	112,000	11.5%	87,000	9.0%

Figure 1: Comparison between 16-24 NEET in London and England over time (SFR41/2017)

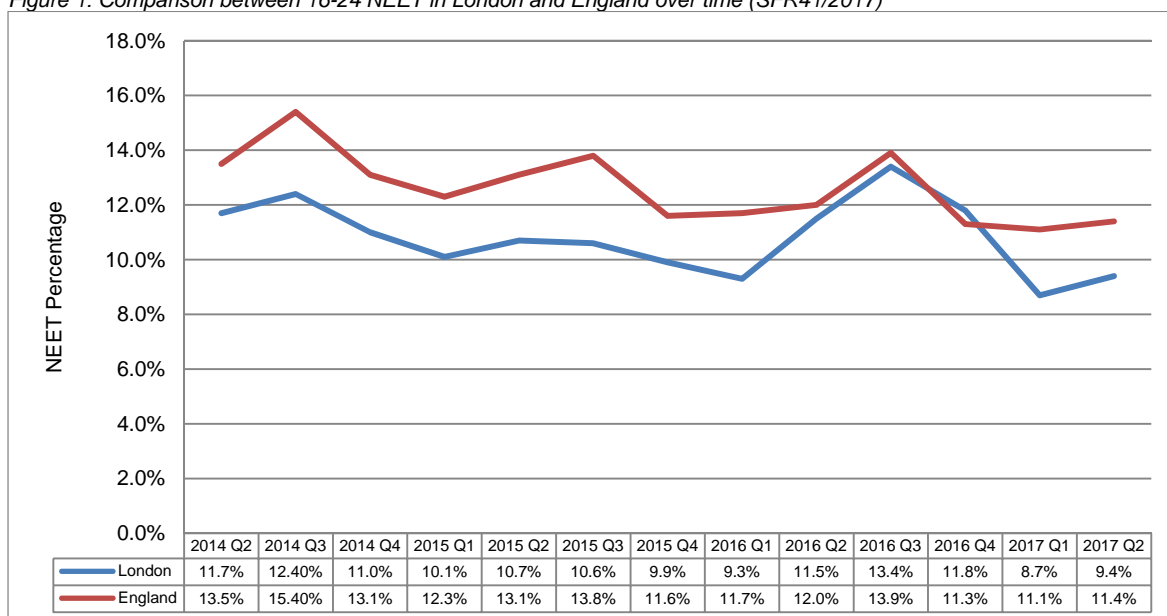


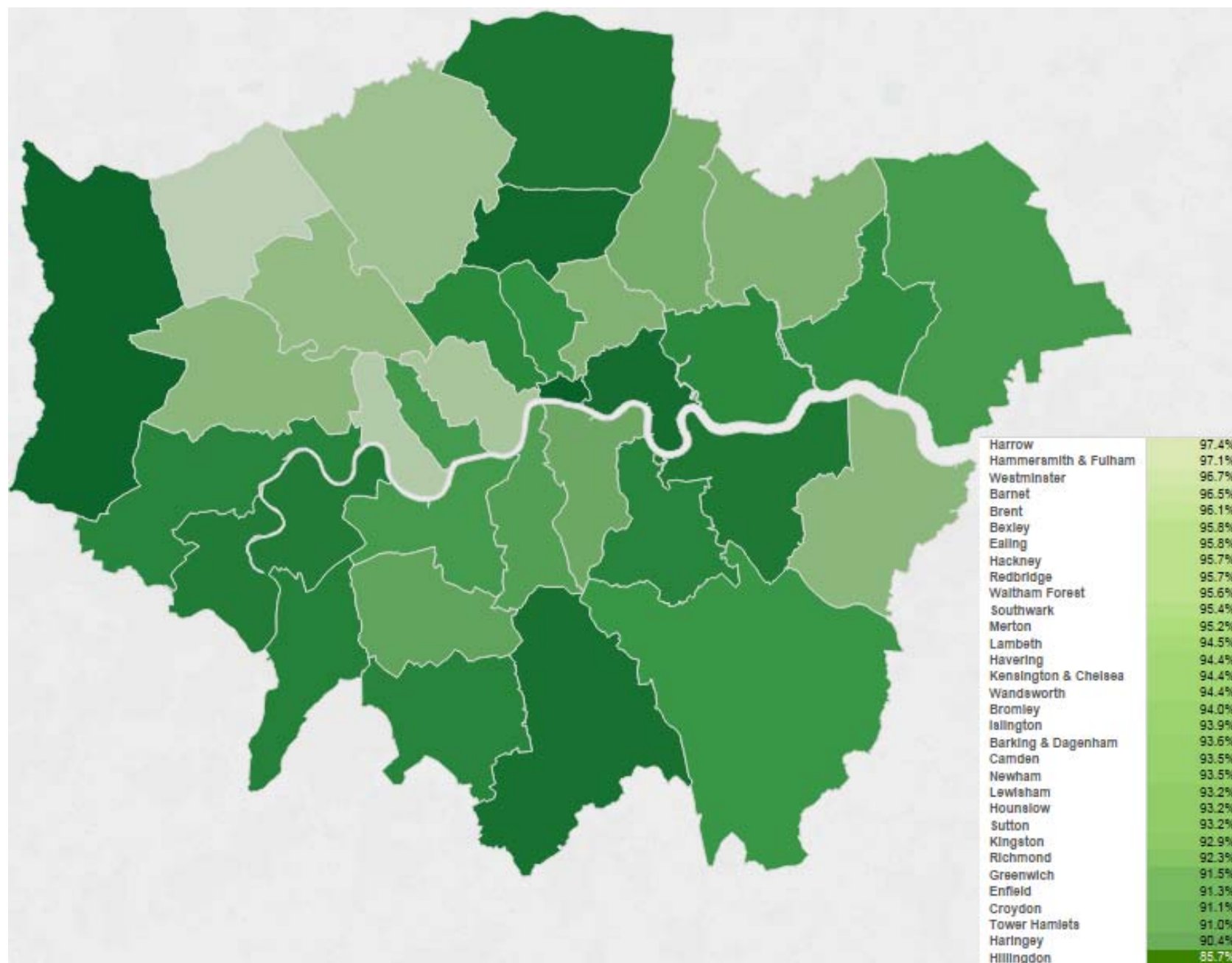
Table 7: Estimated number and proportion of 18-24 year-olds NEET (SFR41/2017)

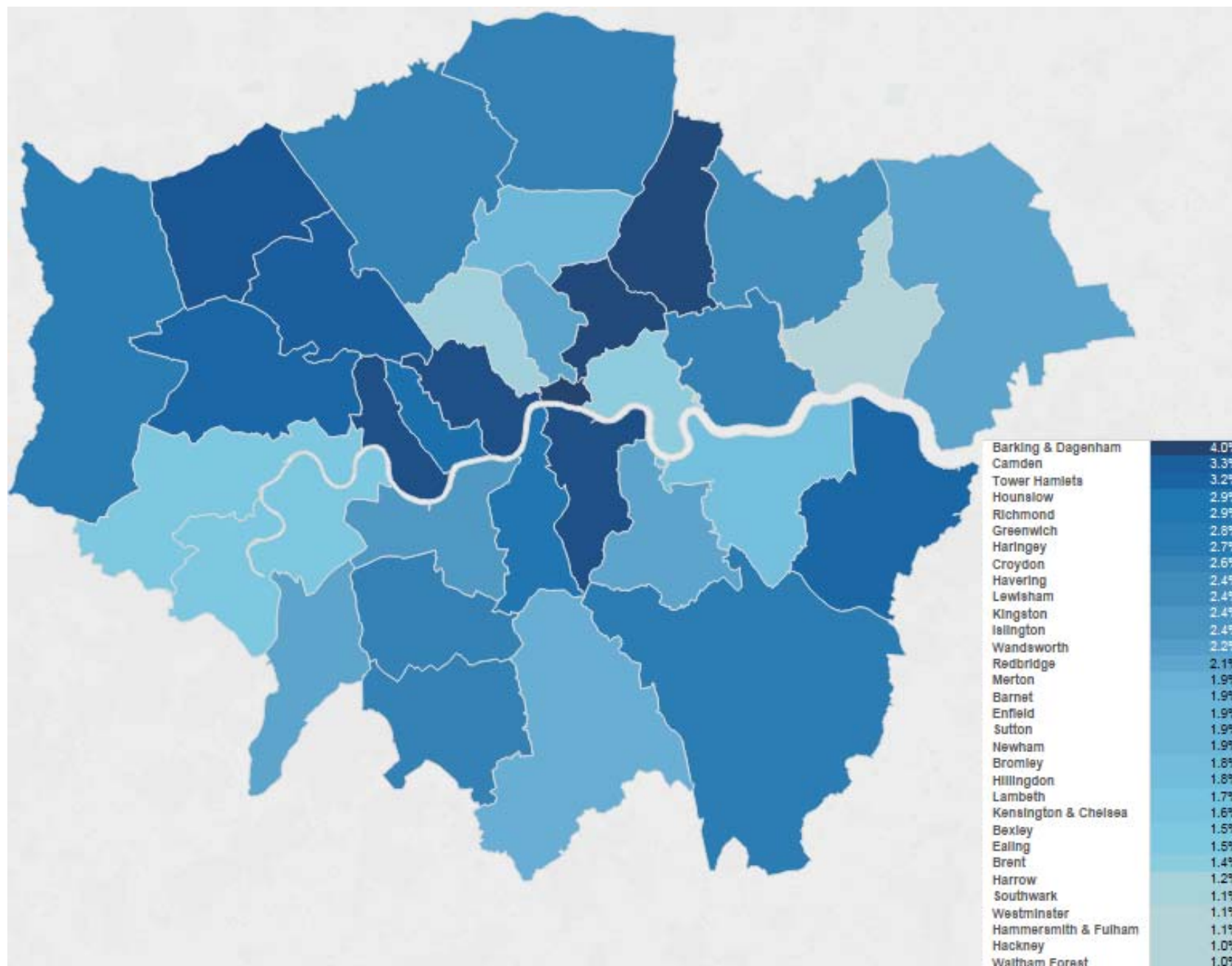
Region	Quarter 2							
	2014		2015		2016		2017	
	Volume	%	Volume	%	Volume	%	Volume	%
England	740,000	15.6%	727,000	15.3%	650,000	13.6%	607,000	12.7%
London	95,000	13.0%	90,000	12.0%	99,000	12.5%	79,000	9.9%

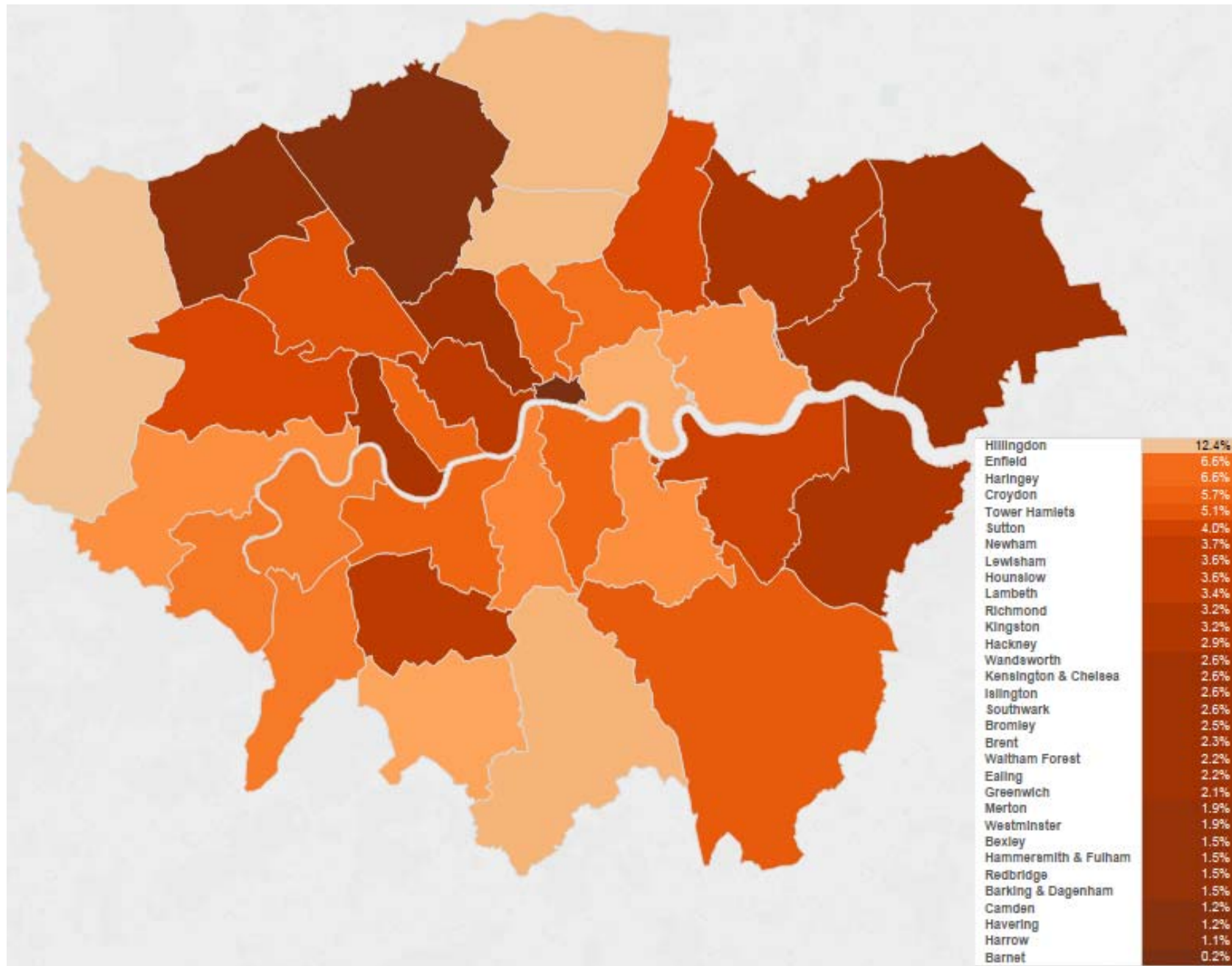
Table 8: Estimated number and proportion of 19-24 year-olds NEET (SFR41/2017)

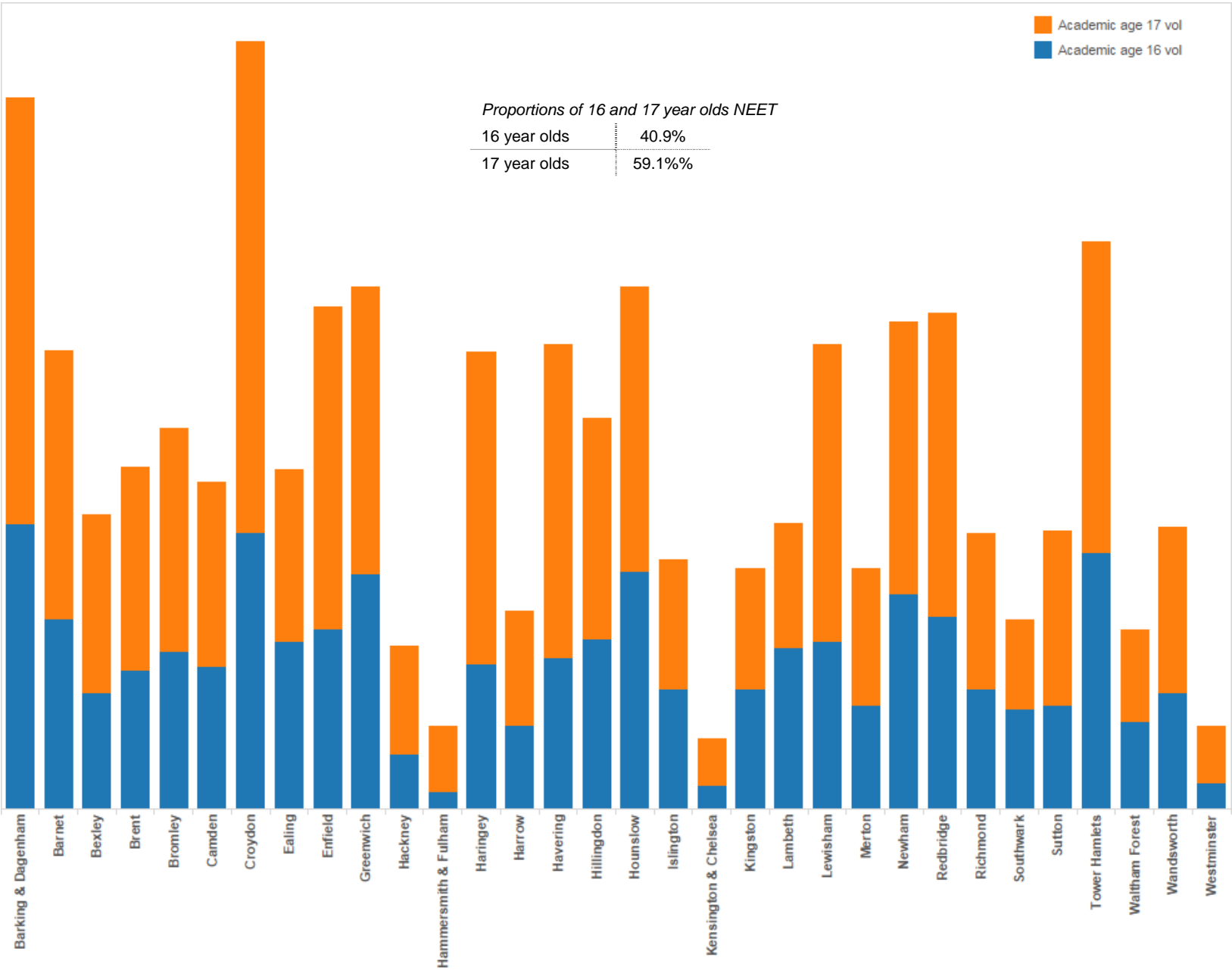
Region	Quarter 2							
	2014		2015		2016		2017	
	Volume	%	Volume	%	Volume	%	Volume	%
England	657,000	16.0%	648,000	15.7%	576,000	13.9%	530,000	12.7%
London	84,000	12.9%	80,000	12.2%	89,000	12.9%	69,000	9.7%

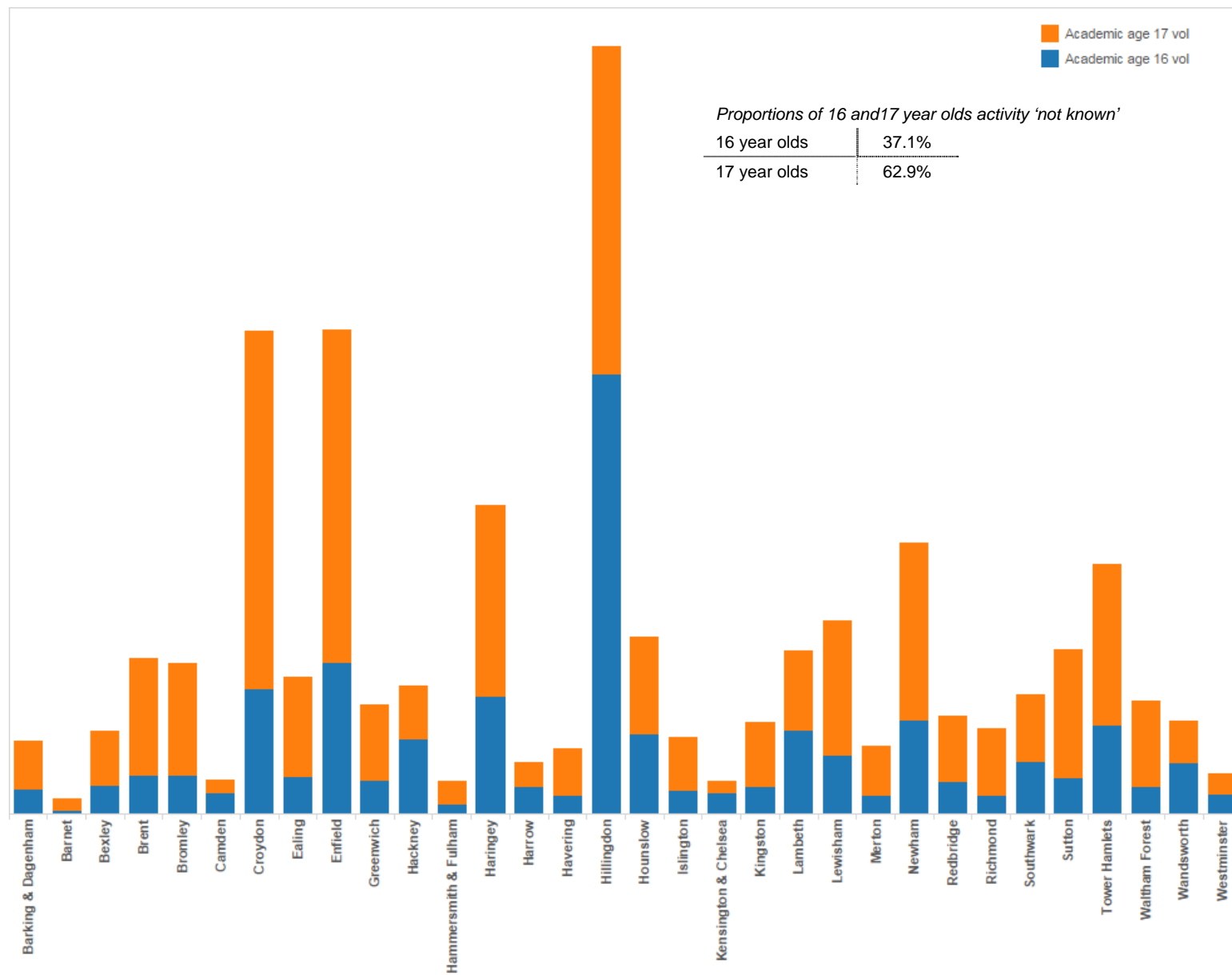
² The 16-24 NEET Statistics Quarterly Brief combines the Participation Statistical First Release, the Quarterly Labour Force Survey and 16-18 NEET statistics from NCCIS to create a profile of the NEET 16-24 age group. The next update is at the end of July.











Young People's Education and Skills Board

Raising the Participation Age (RPA) - Participation Report R2

Report by: Peter O'Brien **Job Title** Regional Commissioning Manager

Date 16 November 2017

Telephone 020 7934 9743 **email:** peter.obrien@londoncouncils.gov.uk

Summary This paper provides information on London's position with regard to Raising the Participation Age.

Recommendations Board members are asked to note the content of the report.

1 Background and introduction

- 1.1 This paper provides Board members with information on London's position with regard to Raising the Participation Age (RPA). All young people are required to continue in education and training until their 18th birthday (RPA does not apply if a young person has already attained a level 3 qualification).
- 1.2 Comparisons over time used in this report to the Board are from published data. Participation figures are published quarterly by the Department for Education (DfE). Monthly data from NCCIS, which is not published, are available to local authorities.

2 Participation

- 2.1 On 12 October 2017 the DfE published 16 and 17 year old participation data that highlights where participation is rising, static or falling. The data also provides a breakdown by type of participation, age, gender and ethnic group. The report contains information up to June 2017 and the next update is due in March 2018.
- 2.2 London's participation in June 2017 was 93.2 per cent, a marginal improvement of 0.1 percentage point from the previous June and a small 0.2 percentage point decrease from the March 2017 position. London's participation is 2.8 percentage points above the national figure (see Table 1). The majority of 16 and 17 year olds in London (88.7 percent) were participating in full-time education and training, which is 5.2 percentage points higher than the national figure; although a smaller proportion than nationally were participating in Apprenticeships and employment combined with study (see Table 2). The percentage participating at age 16 in London was higher than those participating at 17 by 3.5 percentage points (see Table 3) – please note: Although the participation rate between June 2015 and June 2016 increased or was broadly static in the majority of London local authorities, it decreased in 8 boroughs and the largest decrease was 1.6 percentage points.

Table 1: Participation - percentage over time: proportion of 16-17 year-olds in education and training, June 2017 (source: DfE)

Region	Jun 2016	Dec 2016	Mar 2017	Jun 2017	Percentage point change in the last 12 months	
England	91.0%	91.4%	92.1%	91.4%	0.4%	⬆️
London	93.1%	92.5%	94.4%	94.2%	1.1%	⬆️

Table 2: Participation - percentage by type of activity, June 2017 (source: DfE)

	Full-time education and training	Apprenticeship	Work-Based Learning	P/T education	Employment combined with study	Other	Total
England	82.5%	6.7%	1.0%	0.1%	0.8%	0.2%	91.4%
London	88.7%	4.5%	0.6%	0.0%	0.3%	0.1%	94.2%

Table 3: Participation - percentage by age and gender, June 2017 (source: DfE)

Region	Percentage 16 year olds recorded as participating in education or training			Percentage 17 year olds recorded as participating in education or training		
	Female	Male	Total	Female	Male	Total
England	94.9%	93.5%	94.2%	89.8%	87.6%	88.7%
London	96.8%	95.3%	96.0%	93.8%	91.2%	92.5%

3 NEET and Activity Not Known

- 3.1 New reporting arrangements have made changes in the NEET and 'not known' Scorecard this year. Previously the headline measure was the local authorities' NEET rate; but now DfE has introduced a new headline measure which combines authorities' NEET rate with their not known rate. Although the published report only covers the annual data (average of November 2015, December 2015 and January 2016 data), monthly updates are available through NCCIS and the July 2017 position is shown in Figure 1.
- 3.2 Local authorities are ranked according to the combined total of NEET and 'not known' and rated in five colour-coded bands ('quintiles') – the top 20 per cent of authorities in the country are rated 1 (dark green).

Figure 1: 16 -17 year olds by academic age NEET and not known by national quintiles, May 2017 (From NCCIS)

	Academic age 16-17						
	NEET	NEET % NEET / (cohort - 710 - 720)	Not known	% not known NK / (cohort - 710 - 720)	NEET and NK	% NEET and NK (NEET + NK) / (cohort - 710 - 720)	Quintile
ENGLAND	37,019	3.2%	40,678	3.5%	77,697	6.7%	
LONDON	3,533	2.1%	5,704	3.3%	9,237	5.4%	
Barking and Dagenham	222	4.0%	81	1.5%	303	5.5%	2
Barnet	143	1.9%	17	0.2%	160	2.2%	1
Bexley	92	1.5%	92	1.5%	184	3.1%	1
Brent	107	1.4%	174	2.3%	281	3.7%	1
Bromley	119	1.8%	168	2.5%	287	4.3%	1
Camden	102	3.3%	38	1.2%	140	4.6%	2
City of London	-	0.0%	-		-	0.0%	
Croydon	240	2.6%	539	5.7%	779	8.3%	5
Ealing	106	1.5%	153	2.2%	259	3.6%	1
Enfield	157	1.9%	540	6.6%	697	8.5%	5
Greenwich	163	2.8%	121	2.1%	284	4.9%	2
Hackney	51	1.0%	143	2.9%	194	3.9%	1
Hammersmith and Fulham	26	1.1%	37	1.5%	63	2.6%	1
Haringey	143	2.7%	344	6.6%	487	9.3%	5
Harrow	62	1.2%	58	1.1%	120	2.3%	1
Havering	145	2.4%	73	1.2%	218	3.7%	1
Hillingdon	122	1.8%	858	12.4%	980	14.1%	5
Hounslow	163	2.9%	198	3.6%	361	6.5%	4
Islington	78	2.4%	86	2.6%	164	4.9%	2
Kensington and Chelsea	22	1.6%	36	2.6%	58	4.2%	1
Kingston upon Thames	75	2.4%	102	3.2%	177	5.6%	3
Lambeth	89	1.7%	182	3.4%	271	5.0%	2
Lewisham	145	2.4%	215	3.6%	360	6.0%	3
Merton	75	1.9%	75	1.9%	150	3.9%	1
Newham	152	1.9%	302	3.7%	454	5.6%	3
Redbridge	155	2.1%	109	1.5%	264	3.6%	1
Richmond upon Thames	86	2.9%	95	3.2%	181	6.2%	3
Southwark	59	1.1%	133	2.6%	192	3.7%	1
Sutton	87	1.9%	183	4.0%	270	5.9%	3
Tower Hamlets	177	3.2%	278	5.1%	455	8.3%	5
Waltham Forest	56	1.0%	126	2.2%	182	3.1%	1
Wandsworth	88	2.2%	103	2.6%	191	4.9%	2
Westminster	26	1.1%	45	1.9%	71	2.9%	1

Young People's Education and Skills Board

Policy Update

Item:7b

Date: 16 November 2017

Contact: Hannah Barker

Telephone: 020 7934 9524

Email: hannah.barker@londoncouncils.gov.uk

Summary This paper outlines the key changes affecting 14 to 19 policy since the last Young People's Education and Skills Board.

Recommendation Board members are asked to note the information in this paper.

1 School Funding

- 1.1 The Secretary of State for Education, Rt. Honourable Justine Greening MP, made an Oral Statement on 17 July, setting out the government's school funding plans. She announced that the core schools budget will increase by £1.3 billion in 2018-19 and 2019-20. Every school will receive at least a 0.5 per cent a year per pupil cash increase, and schools classed as underfunded will receive a per pupil cash increase of up to 3 per cent per year.
- 1.2 The Department for Education (DfE) published the provisional funding allocations for schools as part of the National Funding Formula on 14 September.¹
- 1.3 The Secretary of State's announcement of a £1.3 billion investment in school budgets over the next two years represents a major success for London's school age children and indeed for the lobbying of London Councils and the boroughs it represents. London Councils has undertaken substantial lobbying activity since the initial consultation on the national funding formula (NFF) to call for the government to consider the funding pressures already facing schools across the country and to invest an additional £335 million in school budgets to ensure that no school loses out as a result of the introduction of the NFF. The additional investment in the schools budget will be vital in supporting London's schools to build on their current performance and continue to improve standards.
- 1.4 However, London Councils' analysis of the provisional allocations under the NFF shows that London's schools will receive a significantly lower proportion of the new money than any other region in the country. 63 per cent of schools in London will receive the minimum (0.5 per cent per pupil) funding increase in 2018-19, compared with just 35 per cent of schools across the rest of England. Ten boroughs will see more than 90 per cent of their schools receive the floor of 0.5 per cent per pupil in 2018-19.
- 1.5 The National Audit Office forecasts costs pressures of 1.6 per cent in 2018-19 and 1.8 per cent in 2019-20. Under the published allocations, the cost of ensuring all schools receive at least a 3.4 per cent funding increase by 2019-20 would be £99 million in London and £406 million in England.

¹ <https://www.gov.uk/government/publications/national-funding-formula-tables-for-schools-and-high-needs>

- 1.6 The impact of the savings and efficiencies on other programmes in the DfE is uncertain. For example, it is unclear how the proposed savings to the capital funding budget will affect the government's ability to help manage demand for school places in London, and what support and funding will be provided for councils creating new free schools via the local authority route.

2 T Level Action Plan²

- 2.1 The action plan for post-16 technical education reforms was published in October. The plan:

- 2.1.1 Confirms the timeline for the introduction of T Levels. In September 2020 the following pathways will be delivered in by a small number of providers by September 2020:

- Digital
- Construction
- Education and Childcare

Along with the above pathways, the following pathways will be launched as full routes in September 2021:

- Legal, Finance and Accounting
- Engineering and Manufacturing
- Health and Science

The following pathways will be launched in September 2022:

- Hair and Beauty
- Agriculture, Environment and Animal Care
- Business and Administrative
- Catering and Hospitality
- Creative and Design

- 2.1.2 Commits to confirming the process of determining which providers will deliver T levels from 2020 during the autumn. A similar process will be used to identify providers who will offer the routes that will be available from September 2021, with details to be published in spring 2018.

- 2.1.3 Reiterates the commitment to the introduction of a transition year for 16 year olds who leave the school system with low or no qualifications, and states that the government is currently considering what this year will consist of.

- 2.1.4 Recognises the importance of enabling individuals to move between the academic and technical options, which may require the study of additional 'bridging' content, and commits to providing more information about this content as the policy is developed.

- 2.1.5 Commits to the publication of a consultation later this year, which will include considering how the introduction of T levels will impact on current level 2 provision.

- 2.1.6 Commits to consulting further on the government's approach to vocational qualifications to ensure that awarding organisations, providers and others are able to input views on the approach.

² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/650969/T_level_Action_Plan.pdf

- 2.2 The table at Appendix A provides a high-level description of the academic and T Level options.
- 2.3 The government consultation on T Levels later this year will provide the Board with the opportunity to set out some of the key priorities for the city with regard to technical education. These priorities will be aligned to the work of the London Economic Action Partnership and the Skills for Londoners Taskforce.

3 London Councils/YouGov Survey: Parents' views on London education system

- 3.1 London Councils has commissioned YouGov to conduct a survey on parents' views on the London education system every September for five years, which includes questions on school funding, accountability, and the free school programme. This year's report was published on 2 November.
- 3.2 This year a set of questions relating to vocational education and careers education was added to the survey. The full report is attached as Appendix B; the section focussing on vocational education and careers can be found on pages 56 – 62.
- 3.3 The main findings were as follows:
 - 3.3.1 43 per cent of parents would prefer that their children took A Levels rather than vocational qualifications. Only four per cent would prefer that their child took vocational qualifications. These preferences are the same for parents with a child at a primary or secondary school.
 - 3.3.2 50 per cent of parents don't feel well informed about London's labour market in the context of supporting their child in making good career choices.
 - 3.3.3 50 per cent of parents feel unconfident that their child will receive a meaningful experience of the world of work by the age of 18.
 - 3.3.4 44 per cent of parents are not confident that their child will receive appropriate careers advice before they leave education at the age of 18.
 - 3.3.5 79 per cent of parents feel their child's school is providing a level of knowledge appropriate to their child for Maths; 76 per cent for Science; and 73 per cent for Digital Skills.
 - 3.3.6 A fifth of parents (19 per cent) are not confident that their child's school is providing a level of knowledge appropriate to their child for Digital Skills.

4 London Assembly Education Panel Investigation into Special Educational Needs and Disabilities provision

- 4.1 The London Assembly Education Panel conducted an investigation into the challenges of providing Special Educational Needs and Disabilities (SEND) provision in London. The deadline for responses was 18 October.³
- 4.2 London Councils submitted a response to the consultation (attached at Appendix C). The response highlighted the following:
 - 4.2.1 The prevalence and complexity of SEND has increased rapidly in London in recent years.
 - 4.2.2 Capital funding for SEND places is insufficient to meet demand.
 - 4.2.3 Government allocations for high needs do not reflect the actual costs of funding this provision. A recent London Councils survey reveals that overspends on the

³ <https://www.london.gov.uk/current-investigations/special-needs-education-london>

High Needs Block amounted to £100 million across 26 boroughs in 2016/17. There was also an average overspend of £1 million per borough on SEN transport last year. Furthermore, the lack of capital funding provided by government to secure dedicated SEND places in-borough also increases the number of expensive independent and out-of-borough placements, putting further pressure on high needs budgets.

- 4.2.4 There are accountability issues in relation to schools refusing to admit pupils with SEND, or inappropriately off-rolling them. A recent London Councils survey highlighted that 19 out of 24 boroughs had experienced academies resisting or refusing to admit a child with SEND, while 13 out of 21 had experienced academies inappropriately off-rolling pupils with SEND. This challenge is particularly acute with academies, as local authorities do not have the powers to intervene when an academy takes this approach.
 - 4.2.5 The number of exclusions amongst pupils with SEND is disproportionately high. Amongst other things, this highlights the need for further funding and support to address mental health needs in schools.
 - 4.2.6 The 2014 Children and Families Act introduced several significant changes for children and young people with SEND, and their parents, including giving them a greater voice, ensuring that provision supports aspirations and positive outcomes, and focussing on integrated provision.
 - 4.2.7 This major legislative change has created several challenges for local authorities, which are working hard to fulfil an increased number of duties for a greater number of children and young people (given the 0 to 25 age range), with increasingly limited budgets across education, health and care services.
 - 4.2.8 In terms of the Mayor's non-statutory role, the response notes that the Mayor could ensure that strategies across all of his policy areas take account of, and provide for, the needs of children and young people with SEND, for example, housing and employment strategies. All sporting and cultural activities initiated or promoted by the Mayor's office should accommodate a wide variety of needs and provide opportunities for all children and young people in the capital. Finally, the Mayor could support London Councils' lobbying for higher levels of capital and revenue funding for SEND and accountability for all schools.
- 4.3 The Education Panel is convening on 29 November to conclude its investigation into SEND. During the meeting the panel will try to establish the role of regional government. Councillor Peter John and Yolande Burgess have been invited to attend.

5 Good intentions, good enough? A review of the experiences and outcomes of children and young people in residential special schools and colleges⁴

- 5.1 In December 2016, the then Minister for Vulnerable Children and Families, Edward Timpson, commissioned Dame Christine Lenahan to lead an independent review of the experiences and outcomes of children and young people in residential special schools and colleges. Dame Christine, a social worker by background, asked Mark Geraghty, chief executive of the Seashell Trust, which runs an outstanding residential special school and college, to co-chair the review.
- 5.2 To inform the review, the review team ran a call for evidence from January to March 2017, receiving 221 responses, 43 per cent of which were from parent/carers. The team conducted fieldwork from March to July 2017, speaking to over 30 schools and

⁴ <https://www.gov.uk/government/publications/residential-special-schools-and-colleges-support-for-children>

colleges and over 20 local authorities across all regions of the country. They also met with officials from Ofsted and CQC, as well as the judiciary for the SEND Tribunal and two of the representative bodies of schools and colleges in the sector – the National Association of Independent & Non-Maintained Special Schools (NASS) and the National Association of Specialist Colleges (Natspec).

5.3 Dame Christine and Mark Geraghty reported the findings from the review in November 2017. The report concluded that:

5.3.1 There is huge potential for the residential special sector to transform the lives of some of the country's most vulnerable children and young people with its ability to provide an extended day curriculum, and access to holistic therapeutic support. However, despite evidence of excellent practice, experiences and outcomes for children and young people are too often not as good as they should be.

5.3.2 Experiences in local services are leading many to seek residential placement; too many children and young people currently feel the need to leave home to get the support they need, when they could and should be supported well in their local communities.

5.3.3 A significant contributor to negative experiences and outcomes is the “striking level of mistrust within the sector”. Throughout the review, the review team was consistently concerned by how the conflict that flows from this is affecting children and young people. Adversarial relationships between local authorities and providers leave children and young people caught in the middle and can cause delays in them receiving the right support, frustrating their families and exacerbating their needs.

5.3.4 Much of this mistrust seemed to “stem from a lack of understanding about the conflicting pressures that other parties are experiencing”. Local authorities are under significant financial pressure, and are faced with a high needs cohort increasing in number at a time when they may lack the capacity to plan strategically for them. Health and social care teams deal with similar pressures and have competing priorities for resource and funding. Residential special schools and colleges need to fill places, feel that children and young people are only referred to them at crisis point, when behaviours are ingrained, and can feel isolated from or excluded by the rest of the education sector.

5.3.5 Different attitudes and a better understanding of these pressures, and a more mature and collaborative approach from all involved, would be as significant an enabler of improvement as any policy change.

5.4 The review makes 16 recommendations to the DfE, three recommendations to the DfE and the Department of Health, one recommendation to local authorities and two to NASS and Natspec (see Appendix B).

5.5 The Secretary of State for Education has instructed officials to consider the recommendations, with a view to responding to them fully next year. The Secretary has also announced some actions that will be taken forward immediately:

- The DfE will establish a national leadership board for children and young people with high needs, reporting to the minister for children and families.
- The DfE has published updated guidance for local authorities, making clear their statutory responsibility to visit children and young people with SEND or health conditions in long-term residential settings⁵.

⁵ <https://www.gov.uk/government/publications/visiting-children-in-residential-special-schools-and-colleges>

- To improve how schools and colleges support children and young people with SEND, the DfE will publish a new resource, developed by ASK Research and Coventry University, setting out evidence on effective approaches for children and young people with SEND, and examples of current practice in good and outstanding schools and colleges.

6 DfE policy on exclusions in relation to removing pupils from school sixth forms

- 6.1 The DfE has reminded schools that it is unlawful to exclude pupils, including from a sixth form, once enrolled other than for disciplinary reasons.
- 6.2 This reminder was triggered by parents of sixth formers at a school in Bromley threatening judicial action after the school told some pupils that their results were not good enough to continue on to their second year of A Level study.
- 6.3 The DfE guide *Exclusions from schools and pupil referral units in England* states:
 “It would be unlawful to exclude, or to increase the severity of an exclusion for a non-disciplinary reason, such as academic attainment/ability, the actions of a pupil's parent or the failure of a pupil to meet specific conditions before they are reinstated.”⁶
- 6.4 London Councils Young People's Education and Skills has been highlighting the scale of this issue to the DfE since 2013/14 through its work with the Institute of Education.

7 Thrive London

- 7.1 Thrive London (Thrive LDN), the pan-London mental health campaign and programme led by the London Health Board, was launched on 3 July.
- 7.2 The campaign *Are we OK London?* ran until 24 September, with over 40,000 interactions, including 12 problem solving booths, seven community workshops, attendance at 35 festivals and events, press, poster and online campaigns and discussions. The next phase of the campaign will be about evaluating activities and exploring insights that have been gathered during the initial campaign.
- 7.3 Ongoing work in the Thrive LDN programme includes:
 - 7.3.1 Thrive LDN and partners have been successful in a funding bid which will see £600k invested in a London-based youth-focused, integrated social action and volunteering programme over the next three years.
 - 7.3.2 Thrive LDN has launched a research project to look at how Londoners who experience stigma and discrimination associated with mental health also experience additional forms of stigma and discrimination, and understand how interventions can be more appropriate and effective for people who experience multiple forms of stigma and discrimination.
 - 7.3.3 A Task and Finish Group on Suicide Prevention has just concluded, with specific aims identified for Education and Children.
 - 7.3.4 The Healthy London Partnership Suicide Prevention Toolkit for Schools has been produced separately - Thrive LDN aims to encourage use among Schools and Colleges.
 - 7.3.5 Thrive LDN is in the process of establishing a *Thrive LDN Champions Network* to form part of the citywide movement to improve the mental health and wellbeing of Londoners. Champions can challenge stigma proactively in their

³. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/641418/20170831_Exclusion_Stat_guidance_Web_version.pdf

communities by running activities and events, or attending external events and speaking up about their own experiences and how Thrive LDN can help, as well as passing on their knowledge and expertise to others to help grow the social movement.

7.4 Upcoming work for Thrive LDN includes:

7.4.1 Following the public campaign Thrive LDN will produce a findings report. The findings will be triangulated with existing expert recommendations and evidence for what works best for London.

7.4.2 Thrive LDN has strong links and engagement with philanthropic organisations, and is in a position to potentially broker funding opportunities with these organisations.

7.4.3 Thrive aims to:

- Provide ongoing support and advice across several areas (e.g. research, project management, communications)
- Provide a communications toolkit, and ongoing resources
- Offer training and train-the-trainer courses to local Thrive hub members
- Offer opportunities for local Thrive hubs to build connections and share learning
- Support the development of partnership projects (between local hubs or between Thrive LDN and local hubs)

7.5 In October, the government published a response to the joint inquiry carried out by the Education and Health Committees into children and young people's mental health and the role of education.⁷

8 Select Committee Reports

8.1 The new members of the Education Select Committee were appointed in September:

- Robert Halfon MP (Chair) – Con, Harlow
- Lucy Allan MP – Con, Telford
- Michelle Donelan MP – Con, Chippenham
- Marion Fellows MP – SNP, Motherwell and Wishaw
- James Frith MP – Lab, Bury North
- Emma Hardy MP – Lab, Kingston upon Hull West and Hessle
- Trudy Harrison MP – Con, Copeland
- Ian Mearns MP – Lab, Gateshead
- Lucy Powell MP – Lab, Manchester Central
- Thelma Walker MP – Lab, Colne Valley
- William Wragg MP – Con, Hazel Grove

8.2 No Select Committee reports have been published since the last Board meeting. However, some relevant inquiries have recently been announced and are currently ongoing.

⁷ <https://publications.parliament.uk/pa/cm201719/cmselect/cmeduc/451/451.pdf>

Public Accounts Committee Inquiry into the DfEs Accounts

- 8.3 The Public Accounts Committee (PAC) is conducting an inquiry into the DfEs accounts (the deadline for responses was 3 October).⁸ The PAC suggests its focus will be on school funding; teacher numbers; failures in local authority Children's Services; availability of early years places related to the extension of the free entitlement for 3 and 4 year olds; and the impact of the recent withdrawal of funding from Learndirect on Apprenticeship schemes.
- 8.4 London Councils submitted a response to the inquiry, highlighting the insufficiency of funding for:
- School budgets (see paragraph 1 above)
 - High Needs (see paragraph 2 above)
 - School places (see Item 4 of this meeting's agenda *Do The Maths*)
 - Early Years
 - Children's Social Care

Economics of higher, further and technical education

- 8.5 The House of Lords Economic Affairs Committee is conducting an inquiry into the economics of higher, further and technical education.⁹ The deadline for submissions was in September.
- 8.6 London Councils submitted a response to the inquiry. This response highlighted the following:
- 8.6.1 The impact of government investment in skills is hampered by:
- Information failures, with insufficiently granular labour market intelligence; patchy careers information, advice and guidance (IAG); and limited data sharing.
 - Misaligned incentives, with provider funding driven by delivery of qualifications rather than outcomes and not linked to learner progression or responding to business demand.
 - A series of coordination and engagement failures.
- 8.6.2 16 to 18 education is delivered in a range of settings, including schools, colleges and other vocational settings and it is not clearly joined up.
- 8.6.3 Careers IAG is patchy, inconsistent and limits the ability of Londoners to make informed choices.
- 8.6.4 The Apprenticeship Levy offers an important opportunity to deliver a step change in Apprenticeship numbers, yet there are flaws emerging in how it operates that may restrict its potential.
- 8.6.5 Britain's decision to leave the European Union also necessitates a different approach to skills. This is particularly true in London.
- 8.7 The response called on the government to:

⁸ <http://www.parliament.uk/business/committees/committees-a-z/commons-select/public-accounts-committee/inquiries/parliament-2017/department-education-accounts-17-19/>

⁹ <http://www.parliament.uk/business/committees/committees-a-z/lords-select/economic-affairs-committee/inquiries/parliament-2017/economics-of-higher-education-further-education-and-vocational-training/>

- 8.7.1 Devolve all 16 to 18 provision to London with the capital given greater control over policy and commissioning as part of a whole systems approach that can reflect London's progression and economic priorities.
- 8.7.2 Give London government control over all vocational capital investments, including 14 to 19 capital and Institutes of Technology, alongside existing further education (FE) capital responsibilities.
- 8.7.3 Invest in the FE sector to ensure that the costs of meeting future demand for provision are fully met, including covering the capital costs of delivering provision supporting technical pathways and Apprenticeships.
- 8.7.4 Review the Apprenticeship Levy after 12 months to assess how it operates in London, and devolve unspent Apprenticeship Levy funds generated in the capital to London government.
- 8.7.5 Devolve unspent Apprenticeship Levy funds generated in the capital to London government to develop a comprehensive support package for employers to help them create more Apprenticeship opportunities. This should be the first step towards London government taking full responsibility over Apprenticeships policy (like the devolved administrations in Scotland and Wales).
- 8.7.6 Development of an all-age London Careers Service, accessed through a single portal, offering face-to-face guidance, easily accessible outcomes data and an offer of 100 hours experience in the world of work for all Londoners. Devolve existing funding streams to London to build this.
- 8.7.7 Improve data sharing between HMRC, the Department for Education and London government on learners' job outcomes. This will enable London government to better monitor whether Londoner's completing certain qualifications get decently paid jobs and publish this information to support better learner choice.
- 8.7.8 Devolve European Social Fund replacement funding to London government when Britain leaves the EU to ensure the continuity of skills provision.¹⁰

¹⁰ £420m was allocated to London through the European Social Fund for 2014-2020, some of which was spent on skills development

Programmes	What are they?	Who are they for?
1. Academic option	<p>Study programmes in this option will include academic subject based qualifications at level 3 that require in-depth study and whose primary aim is to prepare individuals for academic higher education. It includes A levels and AS levels. The academic option also includes Applied General qualifications (AGQs), which feature more applied learning and which meet the requirements of some higher education courses, either by themselves when taken alongside A levels or other level 3 qualifications.</p> <p>As the first new A levels became linear from 2015, the related AS level was decoupled so that AS marks do not count towards the final A level grade. In almost all subjects it will continue to be possible for students to take an AS before deciding whether to continue at A level. Students may also take a stand-alone AS to increase the breadth of their studies.</p> <p>Study programmes within the academic option will generally be taught full-time over 2 years in school sixth forms, sixth form colleges and in some further education colleges.</p>	<p>Generally taken by 16 to 19 year olds who have a longer term aim to progress to:</p> <ul style="list-style-type: none"> – Higher academic education – Degree apprenticeships
2. Technical option a) a T level programme b) an Apprenticeship	<p>A provider-based technical education route: The technical option will be designed, through close engagement with employers and others, to meet the needs of skilled employment. The technical option includes study programmes based around T levels and apprenticeships.</p> <p>a) A T level programme</p> <p>Study programmes based around a T level will generally be studied over 2 years and will include a new technical qualification, which may be taught in a classroom, workshop or simulated work environment. The programme will include a substantial work placement of up to 3 months as well as English, maths and digital content.</p> <p>A T level is designed to train young people with the knowledge, skills and behaviours they need to enter skilled employment in a particular occupational area, for example software development, or to continue to study that technical subject at a higher level.</p> <p>The content of the T level will be based on the same occupational standards, which extend the provider-based route similarly to apprenticeships, with content defined by employers and others.</p>	<p>T levels will generally be taken by 16 to 19 year olds³, but will take account of the needs of adult learners when considering the design of the programme.</p> <p>T levels are for students who want to develop work-related knowledge and skills, but are not yet clear about the specific occupation they want to work in. They are for students who want to get the specialist knowledge and skills they need to progress to:</p> <ul style="list-style-type: none"> – Employment in a highly skilled occupation (including higher degree apprenticeships) – Higher levels of technical study, including degree courses with substantial technical content. <p>Apprenticeships are for anyone over the age of 16 who wants to enter work and train on the job, in an occupation that they are clear they</p>

Programmes	What are they?	Who are they for?
	<p>The T level programme for 16 to 19 year olds will generally be taught full-time in a college or other provider, with time spent on a work placement. Individuals will be assessed at the end of the programme to test and certify their skills. Students who pass all parts of the programme will be awarded a T level certificate.</p> <p>b) Apprenticeship</p> <p>A work-based technical education route: An apprenticeship is a job which includes a significant training component to allow an individual to develop the knowledge, skills and behaviours needed to competence in their chose occupation. Individuals will be assessed at the end of the programme to test and certify their skills.</p> <p>The content of apprenticeship training is set out in apprenticeship standards, which are designed by employers and others.</p> <p>An apprenticeship is a real paid job, which is expected to last a minimum of a year and with 20% of the training to take place off the job.</p>	<p>want to pursue.</p> <p>They are for students who want to get the specialist knowledge, skills and behaviours they need to progress to highly skilled employment in an occupation whilst in the workplace. They may also help students to progress to:</p> <ul style="list-style-type: none"> – A higher apprenticeship (including a degree apprenticeship) – Higher level technical training



Ask the Parents: The Fifth Year

Report prepared for
London Councils

November 2017

**LONDON
COUNCILS**

YouGov[®]
What the world thinks

Table of Contents

Executive summary	4
2 Change in parents views on key measures over time	9
Introduction	11
1 Background	11
2 Sample profile	12
Section 1: Standards, accountability and intervention	14
3 Ensuring standards in education	14
4 Accountability for school performance	16
5 Intervention from local councils	17
6 Trust	21
7 Whistleblowing	22
8 Intervention in declining schools	24
Section 2: School places and admissions	26
9 School places	27
10 Admissions	31
11 Quality of school buildings and facilities	32
Section 3: Funding and financial accountability	34
12 Objectives for allocating school funding	34
13 Responsibility for school funding	36
14 Financial auditing of school spending	37
15 Funding pressures	42
16 Future funding pressures	46
17 School budget reductions	46
18 Perceptions of government spending on education	49
19 Sponsorship of inadequate Maintained schools	50
Section 4: Perspectives on the control of the education system in England	52
20 How centralised or localised is the education system?	52
21 London parents' support for Academies and Free schools	54
Section 5: Careers and vocational education	56

Perceptions of careers advice and work experience	56
Choice between A levels and vocational qualifications	60
Confidence in schools providing knowledge to children	61

Executive summary

Introduction

- 1.1.1 This report presents the findings of a London Councils commissioned project to investigate parents' views on various aspects of the education system in London. This is the fifth wave of the research study, and findings are compared throughout the report to results from the four previous years' research which were all conducted in the month of September.
- 1.1.2 The total sample size of this study was 1,030 parents of children aged 5-16 living in Greater London and fieldwork was undertaken between 24th August and 7th September 2017. The data has been weighted to be representative of the London population by gender, ethnicity, social grade and inner and outer London location.

Standards, accountability and intervention

- 1.1.3 The vast majority (78%) of parents in London feel that their local council plays an important role in ensuring high education standards in schools. This remains higher than the proportion who feel central government plays an important role – although the gap has closed over the past three years.
- 1.1.4 A consistent view over the past five years of this research has been that a fifth (20%) of parents feel that the local council is held to account for the performance of Academies and Free schools - when the local council has no statutory powers over these schools.
- 1.1.5 It also remains the case that only a minority of parents in London make the link that central government is directly accountable for the performance of Academy and Free schools – with 29% thinking that central government is accountable for the performance of Academies and 21% for the performance of Free schools.
- 1.1.6 As found over the past five years, there remains a degree of confusion from parents of children in Academies and Free schools as to the influence that local councils have. In fact 44% of parents with a child in an Academy and 63% of those with a child in a Free school believe that local councils have the power to influence or intervene if the school were to be underperforming.

- 1.1.7 Since 2013, the powers that local councils are believed to hold over failing schools have all remained fairly consistent, although the proportion of parents who think local councils have the powers to restrict funding has increased from 29% to 40%.
- 1.1.8 The majority of parents think that local councils should have powers of influence and intervention over Free schools (70%) and Academies (68%). This opinion has become more prevalent since 2013, when 62% thought councils should have these powers over both Free schools and Academies.

School places

- 1.1.9 Since 2013, there has been a strengthening in the opinion that local councils should be able to influence schools in their area to find more places or expand.
- 1.1.10 In 2017, 81% agree that local councils should have this power, an increase of five percentage points since 2013. Furthermore, half (49%) of parents in London believe that Academies should be forced to expand to take on more children if the local council requires it. The number of parents agreeing with this statement has increased since 2013 when 44% agreed.
- 1.1.11 The vast majority of parents (77%) agree that local councils should have the final say in the location of new schools within their authority boundary, with two thirds (66%) agreeing that Free schools should be set up in areas where there is demand for places.
- 1.1.12 Almost two thirds of parents (65%) think it would be a better use of the government's money to invest more in existing schools in an area with no additional demand for local places, whereas a fifth (20%) think it would be better to create a new school to increase choice.

Allocating and monitoring school funding

- 1.1.13 In relation to reforms of the school funding system by central government, meeting local needs remains the number one ranked need of any reform – with 51% ranking this their number one objective.

- 1.1.14 Over the course of the past four years there has been a gradual decrease in the proportion of parents who feel the Department for Education should be primarily responsible for allocating funding to schools, from 49% in 2014 to 41% in 2017. The emphasis has shifted slightly in the direction of the local council and Ofsted. A gap of 15% in 2014 between the Department for Education and local council in who should be primarily responsible for allocating funding to schools has been reduced to a difference of only 4% in 2017.
- 1.1.15 The vast majority (81%) of London parents feel it is important that Maintained schools have their spending scrutinised by local councils, with 47% feeling it is very important. Although parents are most likely to state this opinion about Maintained schools, they feel nearly equally strongly about the importance of local councils being able to scrutinise the spending of Academies (74%) and Free schools (75%).
- 1.1.16 Over the past five years, parents have become much more likely to believe that local councils should be ensuring Maintained schools are spending their money responsibly, rising from 44% in 2013 to 55% in 2017. In turn, parents are significantly less likely in 2017 to believe that the Department for Education should be ensuring the responsible spending of Maintained schools, with this figure decreasing from 42% to 35%.
- 1.1.17 In comparison with five years ago, London parents have also become more likely to think that local councils should be ensuring the responsible spending of Academies and Free schools (40% and 42% respectively in 2017, compared with 34% and 35% in 2013).

School funding pressures

- 1.1.18 Awareness of funding pressures for London schools is prevalent; four in five London parents (80%) indicate that they are aware of pressures on funding at their child's school.
- 1.1.19 More than a third of all London parents have been made aware of funding pressures through a letter from the school alerting them of these (38%) or asking for parental contributions (35%). This is the most common way through which parents are being notified.
- 1.1.20 Consistent with 2016, the most commonly identified impact of school funding seen by parents is parents paying for activities more than previously, reported by more than half (55%) of London parents aware of pressures.

- 1.1.21 In comparison with 2016, there has been a significant increase in the overall proportion of London parents who feel their child's school does *not* receive sufficient funding/resources to operate effectively, rising sharply from 25% to 38%. Notably, the proportion within this group who say this funding is not at all sufficient has doubled over the past year, from 5% to 10%.
- 1.1.22 The vast majority of London parents (75%) feel that the UK government should increase the amount of money it spends on education and schools. A third (33%) believe it should increase by a great deal and 41% by a fair amount.
- 1.1.23 The vast majority of parents (84%) believe that if their child's school budget were to be reduced, it would have a negative impact on the quality of the education the school provides.

Central and local control

- 1.1.24 Parents are more likely to feel that the education system is more centrally controlled (34%) than locally controlled (12%).
- 1.1.25 Opposition from parents in London to the idea of moving towards more Academies and Free schools has increased over the past five years. The proportion of parents opposing the growth in Academies and Free schools has increased by six percentage points from the 2013 survey, with opposition now standing at 35%, compared with 29% who are in favour.

Careers and Vocational Education

- 1.1.26 Parents in London provide no majority consensus as to whether the education system prepares children well for the world of work. Four out of ten parents (41%) report that they think the system does prepare children well while three out of ten (30%) feel that the system prepares children poorly.
- 1.1.27 Views on careers advice are also somewhat divided, with 47% confident their child will receive appropriate careers advice and 44% not confident that this will happen before their child leaves education at the age of 18. Notably, parents with a child in secondary school are more confident than parents with a child in primary school that their child will receive adequate careers advice – with 52% reporting this compared with 46%.

1.1.28 When asked how they would feel if their child chose to work towards vocational qualifications rather than A levels, a very small minority of parents (4%) report that it would be their preference that their child took vocational qualifications, while four out of ten (43%) parents would prefer that their child took A levels. This opinion is consistent for parents of children at both primary and secondary level.

2 Change in parents views on key measures over time

Standards, accountability and intervention	2013	2014	2015	2016	2017	Change 2016/17 (+/-)	Five year change (+/-)
Local council* has an important role in ensuring education standards are high in schools	82%	83%	74%	79%	78%	-1%	-4% ↓
Central Government** has an important role in ensuring education standards are high in schools	84%	84%	64%	71%	74%	+3%	-10% ↓
Local council should have power of influence over Maintained schools if underperforming	77%	77%	76%	75%	79%	+4% ↑	+2%
Local council should have power of influence over Free schools if underperforming	62%	68%	70%	70%	70%	0%	+8% ↑
Local council should have power of influence over Academies if underperforming	62%	63%	67%	70%	68%	-2%	+6% ↑
School places and admissions	2013	2014	2015	2016	2017	Change 2016/17 (+/-)	Five year change (+/-)
Agree that local councils should have the ability to influence all schools in their area to find more school places or expand	76%	81%	78%	82%	81%	-1%	+5% ↑
Agree that Academies should be forced to expand to take on more children if the local council requires it	44%	49%	54%	50%	49%	-1%	+5% ↑
Funding and use of public funds	2013	2014	2015	2016	2017	Change 2016/17 (+/-)	Five year change (+/-)
Local borough councils should ensure academies are spending money in a responsible way	34%	34%	35%	41%	40%	-1%	+6% ↑
The control of the education system in England	2013	2014	2015	2016	2017	Change 2016/17 (+/-)	Five year change (+/-)
The idea of moving toward more Academies and Free schools - support	34%	31%	29%	26%	29%	+3%	-5% ↓
The idea of moving toward more Academies and Free schools - oppose	29%	32%	36%	41%	35%	-6% ↓	+6% ↑

↑ = statistically significant increase from one or five years ago
 ↓ = statistically significant decrease from one or five years ago

*In 2013 and 2014 the term 'Local Authority' was used, and in 2015 and 2016 the term 'local borough council' was used (applies all throughout)
 **In 2013 and 2014 the term 'Department for Education' was used

2.1.1 Over the past five years:

- There has been a fall in the proportion of parents who feel the local council and central government have an important role in ensuring standards are high in schools
 - The proportion of parents who feel central government has an important role in ensuring standards has fallen by 10 percentage points, greater than the fall in the proportion of parents who feel that the local council plays an important role (4%)

- In 2017 a greater proportion of parents report that they feel the local council plays an important role in ensuring education standards are high in schools than the proportion of parents who report that central government plays an important role
- There has been an increase in the proportion of parents who feel the local council should have power of influence over Free schools and academies if they are under-performing
- There has been an increase in the proportion of parents who agree that local councils should have the ability to influence all schools in their area to find more places or expand
- There has been an increase in the proportion of parents who agree that Academies should be forced to expand if the local council requires it
- There has been an increase in the proportion of parents who feel that local councils should ensure Academies are spending money in a responsible way
- There has been a fall in support for the idea of moving toward more Academies and Free schools, and an increase in opposition to this idea from parents in London

Introduction

1 Background

- 1.1.1 This report presents the results of a London Councils commissioned project undertaken to investigate parents' views on various aspects of the education system in London. This is the fifth wave of this research study, and findings are compared throughout the report to results from the previous four waves, which were conducted in September 2013, 2014, 2015 and 2016. This report represents a five year view of parental opinion in London about the education system.
- 1.1.2 The study tracks parental perceptions relating to complex and fundamental issues which are integral to the confidence parents have in the education system as a whole and how it can be relied on to produce the very best environment for the education of their children. These include complex and not often considered issues for parents which actually sit at the heart of how schools operate. For example: the impact of funding cuts, who is ultimately accountable for performance (especially in the context of Academies and Free schools), how decisions about new schools are made, and how intervention into failing schools is managed.
- 1.1.3 The purpose of this research was to have an informed conversation with London parents through a survey and use this information to gain a richer understanding of their views. To deliver this objective a deliberative research approach was used where parents responding to the survey were presented with information throughout the survey that discussed some of the complex points of debate which relate to the various issues in the survey. The purpose of this information was to help parents understand some of the complexities and then gauge their opinion.
- 1.1.4 To ensure the information was not leading parents to a predetermined conclusion care was taken to present balanced information that outlined the pros and cons of the different policy positions with the goal of providing contextual information rather than leading respondents.
- 1.1.5 Throughout the report we have highlighted the information that respondents were shown so readers can see this information, in most cases this is presented in the footnotes.

- 1.1.6 With this being the fifth year in which this research has been conducted, the report also includes some comparisons with the 2013 findings. As a note, in the 2013 survey the term 'local authority' was used instead of 'local borough council'.

2 Sample profile

- 2.1.1 The survey was carried out online and administered at random to members of the YouGov Plc GB panel of 800,000+ individuals who have agreed to take part in surveys. The total sample size was 1,030 parents of children aged 5-16 living in Greater London and fieldwork was undertaken between 23rd August and 11th September 2017.
- 2.1.2 The data has been weighted to be representative of the London population by gender, ethnicity, social grade and inner and outer London location. The table below provides a summary of the unweighted sample profile.

Gender	
Male	456
Female	574
Social grade ¹	
ABC1	791
C2DE	239
Age	
18-34	219
35-44	472
45-54	281
55+	58
Ethnicity	
White	572
BME	379
Prefer not to say	79
Location	
Inner	351
Outer	679
Total	1030

¹ As defined by the Market Research Society, social grades are a demographic classification based on the occupation of the head of the household. The categories are defined as follows: AB: upper middle and middle class; C1: lower middle class; C2 skilled working class; DE: working class and non-working class.

2.1.3 Where reference is made in the report to parents, this refers to parents in London. Further, where reference is made to the top five² and bottom five³ performing London boroughs this refers to the average GCSE performance in terms of the percentage of pupils gain 5 or more GCSE's at A* to C.

² Kingston upon Thames, Sutton, Kensington and Chelsea, Barnet, and Bromley (source: SFR01_2017_LA_Tables)

³ Brent, Croydon, Greenwich, Barking and Dagenham, and Lewisham (source: SFR01_2017_LA_Tables)

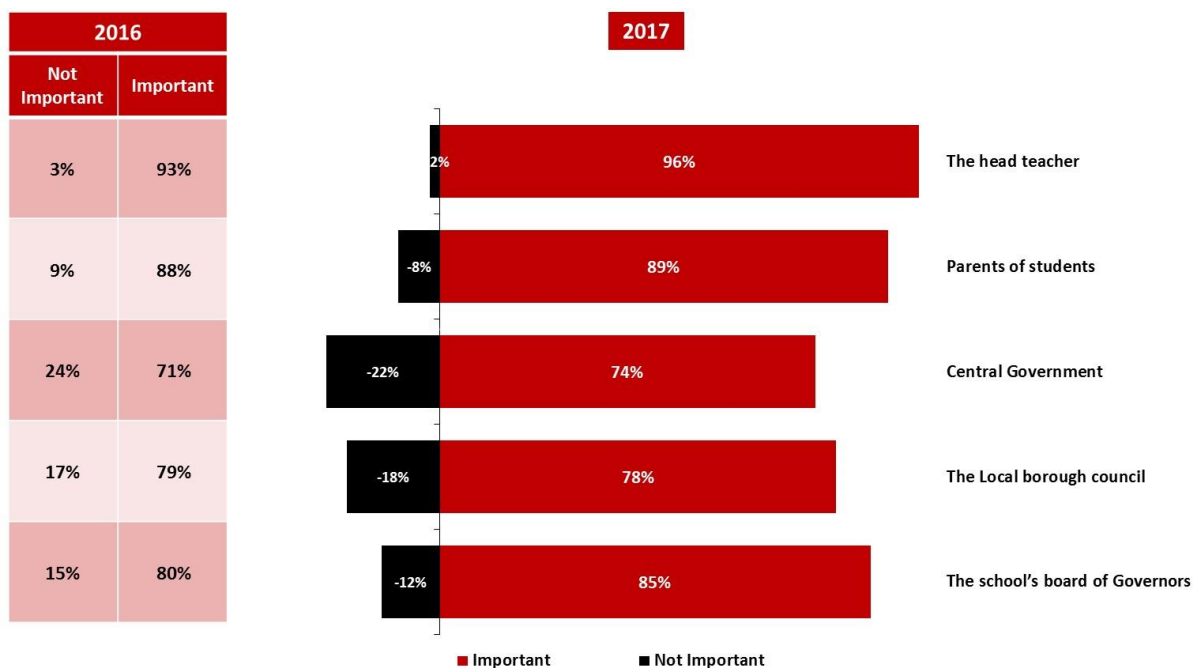
Section 1: Standards, accountability and intervention

The first section of this report looks at attainment across schools, levels of education standards and who should be accountable when schools are underperforming or failing.

3 Ensuring standards in education

- 3.1.1 Overall, 78% of parents in London feel that their local council plays an important role in ensuring high education standards in schools. However, the proportion of parents who hold this opinion has declined from 2013 when 82% of parents felt that the local council played an important role in ensuring education standards are high.
- 3.1.2 However, the proportion of parents who feel that the local council plays an important role in ensuring high standards in schools remains higher than the proportion who feel central government plays an important role.
- 3.1.3 The proportion of London parents who report that central government plays an important role in ensuring education standards has risen from 71% in 2016 to 74% in this research. Compared to five years ago, the proportion of parents who feel central government plays an important role in ensuring education standards are high has fallen from 84% in 2013 to 74%.
- 3.1.4 When comparing data between 2016 and 2017, we see a very consistent picture in parents' views on who plays an important role in ensuring education standards. Almost all parents are in agreement (96%) that headteachers play an important role in ensuring high education standards in schools.

Figure 1: Perceived levels of importance each group plays in ensuring high education standards⁴



Base: All London Parents (2017 n=1030; 2016 n=1022)

Note: Figures for don't know have not been shown.

⁴ London has seen strong improvement in GCSE results and some groups have argued that collaboration between schools, and leadership from within schools and by the local authority played a key role in this improvement.

Although in recent changes to the education system the role of Local Authorities has been diminished and Academies and Free schools have much more flexibility to deliver outside of local authority control.

4 Accountability for school performance

- 4.1.1 London parents are significantly more likely to recognise the accountability of the local council over the performance of Maintained schools, at almost half (49%), compared to 22% at religious schools, 20% at both Free schools and Academies, and 11% at fee-paying schools respectively. These figures remain consistent with in the findings of the 2013 research and it remains interesting that a fifth (20%) of parents feel that the local council is held to account for the performance of academies and Free schools when the local council has no statutory powers over these schools.
- 4.1.2 Parents are more likely to hold central government responsible for the performance of Academies than other school types, at 29% compared with 25%, 21%, 16% and 12% at Maintained schools, Free schools, religious schools, and fee-paying schools respectively. However, this indicates that a majority of parents do not think that central government is directly accountable for the performance of Academies (71%) and Free schools (79%).
- 4.1.3 Parents are most likely to believe that the headteacher would be held to account for the performance of all school types. This view is particularly held with regards to the governance of fee-paying schools in particular, with 69% stating this, followed by religious schools at 68%. The headteacher is also believed to be held to account for school performance at Academies (67%), Maintained schools (63%), and Free schools (63%) by nearly two thirds of parents.
- 4.1.4 The perception of the headteacher being held accountable has risen for all school types since the first research was undertaken in 2013, when 64% believed this for fee-paying schools, 59% for religious schools, 58% of Academies, and 57% for both Maintained schools and Free schools. Parents of students are more likely to be considered to be held accountable for the performance of Free schools than for other school types, with nearly a third (30%) saying this. This suggests that the messaging around parents being able to have a role in leading Free schools may be permeating through.-.

5 Intervention from local councils

- 5.1.1 The majority of parents (76%) correctly identify that the local council has the power to influence or intervene with Maintained schools if they are underperforming. This is slightly higher than the proportion of parents who identified this in the 2016, 2015, 2014 and 2013 surveys.
- 5.1.2 Four out of ten parents believe local councils have the power to influence/intervene with underperforming Academies (40%) and Free schools (39%), both of which have increased significantly since last year's survey. Sixteen per cent believe local councils can intervene in a fee paying school.
- 5.1.3 As found in previous surveys, there remains a degree of confusion amongst parents of children in Academies and Free schools as to the influence that local councils have. In fact 44% of parents with a child in an Academy and 63% of those with a child in a Free school believe that local councils have the power to influence or intervene if the school was underperforming.
- 5.1.4 In addition 44% of parents who live in outer London think that a local council has the power to intervene in underperforming academies, this is higher than the 35% of parents from inner London who feel this.

Figure 2: Proportion of parents who believe the local borough council has the power to influence/intervene if a school was underperforming – by school type⁵

	2013 Total n=1019	2014 Total n=1052	2015 Total n=1002	2016 Total n=1022	2017 Total n=1030	Parents with a child in.....		
						A maintained school n=468	An academy n=396	A free School n=201
Academy	37%	34%	33%	31%	40%	39%	44%	37%
Free school	37%	35%	31%	34%	39%	32%	39%	63%
Maintained school	73%	72%	74%	73%	76%	84%	74%	59%
Fee paying school	15%	15%	10%	14%	16%	13%	18%	20%
None of the above	9%	11%	11%	11%	10%	8%	9%	13%

Base: All London Parents (2017 n=1030; 2016 n=1022; 2015 n=1002; 2014 n=1052; 2013 n=1019)

5.1.5 Those who thought local councils had power over failing schools were then asked which, if any, powers they felt they have:

- Six in ten (62%) report sending in inspectors;
- Just over half (54%) report placing the school under special measures;
- Just over half (53%) report issuing warning notices;
- Four out of ten (42%) report restructuring schools;

⁵ Please imagine the following types of school fell within the boundary of your Local Authority. In which, if any, do you think the Local Authority has the power to influence or intervene if the school were underperforming?

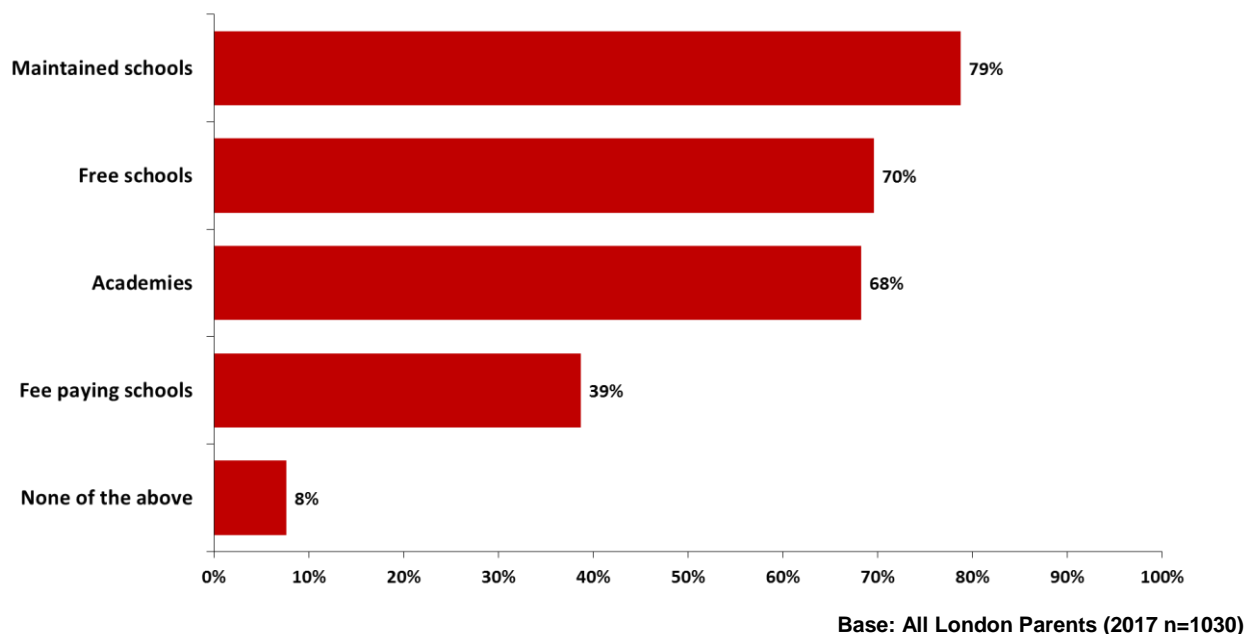
- Four out of ten (40%) report restricting funding;
- Four out of ten (38%) report shutting the school down;
- Three out of ten (31%) report removing senior teaching staff;
- Nearly a quarter (23%) report restricting the number / quality of new teachers.

5.1.6 Since 2013, the powers that local councils are believed to hold have all remained fairly consistent, although the proportion of parents who think local councils have the powers to restrict funding have increased from 29% to 40%.

5.1.7 After ascertaining parents' responses on powers they think local councils have, a detailed description was provided of powers they actually have⁶. Respondents were then asked over which schools, if any, they feel local councils should have powers of influence and intervention. The majority (79%) state Maintained schools, seven out of ten (70%) state Free schools, two thirds Academies (68%) and four out of ten fee-paying schools (39%).

⁶ Local borough councils can issue warning notices to failing maintained schools in their area, upon which the school is obliged to act. Historically, this power has been rarely used as the council worked collaboratively with all schools in the area to improve performance. Prior to the Education Act 2011, the local borough council also had a duty to provide improvement services, this was removed by the 2011 Act. The 2011 Education Act also removed power from local borough councils to issue these warning notices to Academies. Now, if a council is concerned about the performance of an Academy the only formal action they can take is to write to the Secretary of State for Education to ask Government to intervene directly. Local borough councils do still, however, have the duty to hold all state funded schools in their area, including Academies and Free Schools, to account in terms of performance. They are obliged to take action where they are concerned about a school's performance but have no statutory powers over Academies and Free Schools.

Figure 3: Schools the local borough council SHOULD HAVE the power to influence⁷



5.1.8 These findings are on par with those in the 2016 report and show that a majority of parents in London feel that local councils should have powers of influence and intervention over Academies and Free schools.

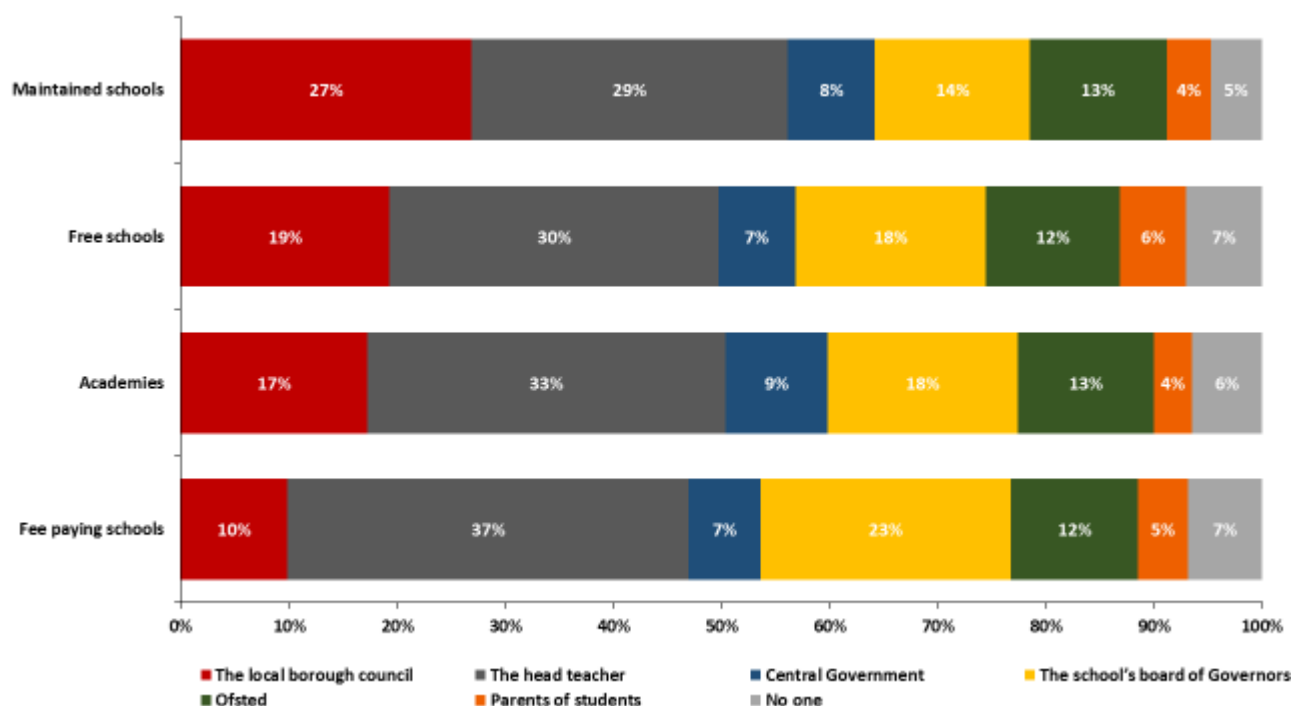
5.1.9 The perception that local councils should have powers of influence and intervention over Maintained schools (79%) has remained consistent since the research in 2013, when 77% said this. The idea that they should have powers over Free schools, Academies and fee-paying schools have all significantly increased, from 62% to 70% for Free schools, from 62% to 68% for Academies, and from 33% to 39% for fee-paying schools.

⁷ Please imagine the following types of school fell within the boundary of your Local Authority. Over which, if any, of the following schools do you feel local borough councils should have powers of influence and intervention? Please tick all that apply.

6 Trust

- 6.1.1 Parents were also asked who they trust to hold schools to account for their performance. Headteachers are ranked top when it comes to all school types, and particularly for fee-paying schools (37%). This has remained consistent since 2013.
- 6.1.2 A quarter of parents trust local councils to be held accountable for the performance of Maintained schools, on par with results seen five years ago. Furthermore a fifth of parents trust local councils to be held accountable for the performance of Free schools (19%) and Academies (17%). This reflects a strengthening of trust in local councils over the past five years, when 12% of parents trusted local councils to be held account for the performance of Academies and 13% for the performance of Free schools.
- 6.1.3 London parents are least likely to trust central government and parents of students to be held accountable for all schools (Maintained schools: 8%/4% respectively; Free schools: 7%/6%; Academies: 9%/4%; Fee paying schools: 7%/5%).

Figure 4: Trusted to be held accountable for school performance



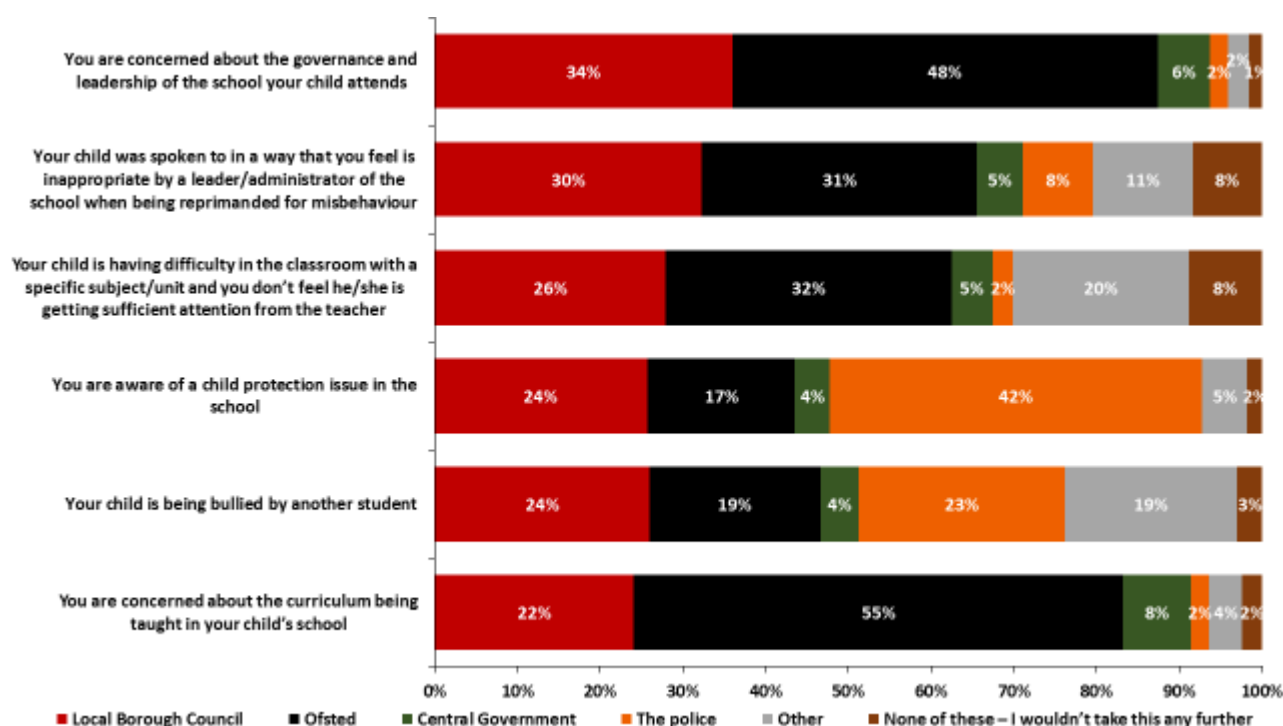
Base: All London Parents (2017 n=1030)

7 Whistleblowing

- 7.1.1 When London parents are asked who they would trust most to handle a series of hypothetical concerns related to their child's school, they indicate that they would trust Ofsted more than any other organisation to resolve complaints regarding the curriculum being taught (55%), the school's governance or leadership (48%), and their child not getting sufficient attention from a teacher (32%). In each of these cases, the local council would be their second most trusted point of contact.
- 7.1.2 Since last year, there has been a shift in the trust London parents imagine they would have in local councils versus Ofsted to handle a situation where their child was spoken to inappropriately for misbehaviour. In 2016 parents were more likely to trust local councils (34%) than Ofsted (23%) to deal with this, while this year they would be more or less equally likely to trust the two organisations (30% and 31% respectively).
- 7.1.3 Thinking about hypothetical concerns regarding the bullying of their child by another student, parents would be most likely to trust their local council to resolve their complaint, with around a quarter of parents (24%) stating this. This is followed closely by the police (23%).
- 7.1.4 When considering issues related to child protection, the police (42%) are trusted more than any other organisation or institution by a significant margin. Secondly, a quarter of parents (24%) would most trust their local council to resolve the complaint.
- 7.1.5 Notably, for each of these hypothetical issues, London parents would be considerably more likely to trust their local council than central government.
- 7.1.6 Furthermore, interesting findings emerge by school type, with parents of children at Maintained schools being more likely than those with children at Academies/Free schools to say they would trust their local council most to resolve a complaint about the curriculum being taught (26% compared with 20%) or the governance/leadership of the school (38% compared with 30%).

7.1.7 However, although parents of children at Maintained schools are most likely to say they would be trust their local council to resolve a complaint about the governance and leadership of their child's school, parents of children at Academies/Free schools would also be considerably more likely to turn to their local council (30%) than to central government (8%).

Figure 5: Most trusted organisation/institution for help resolving a complaint about an issue at their child's school

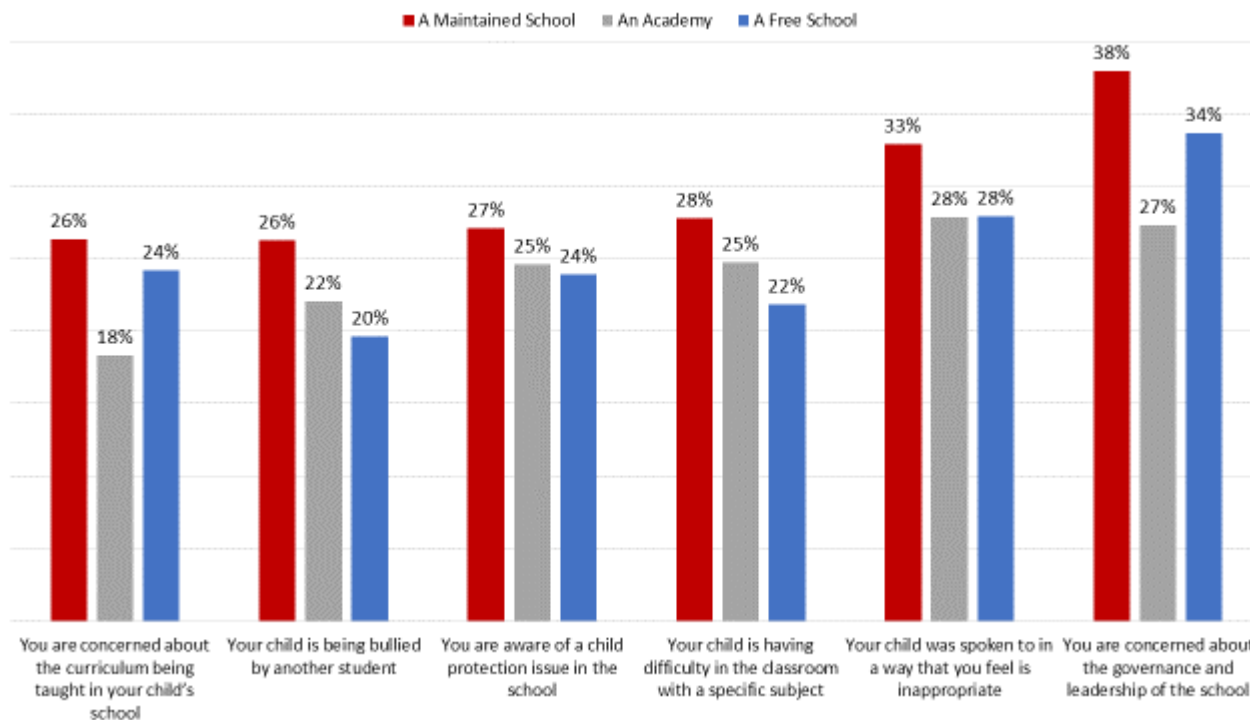


Base: All London Parents (2017 n=1030)

Note: Figures for 'Don't know' have not been shown

7.1.8 Parents with a child at a Maintained school are more likely than those with a child at an Academy or Free school to say they would most trust their local council to resolve any of the six hypothetical situations they might have a complaint about.

Figure 6: Proportion who would trust the local borough council most about an issue at their child's school



Base: All London Parents with a child in a Maintained school (n=468), an Academy (n=396), and a Free school (n=201)

8 Intervention in declining schools

- 8.1.1 When asked which organisation they would turn to if their child's school showed signs of declining education standards, three in ten (29%) parents opt for their local council, a fall from a third (34%) in 2016. Ofsted is by far the most likely organisation parents would contact at 55%, a significant increase from 47% last year. Both far outstrip central government, an option chosen by only 6% of parents.
- 8.1.2 These views are consistent for parents with children in Maintained, Academy, Free or independent schools. Therefore, along with parents of children at Maintained schools, those with children in Academies/Free schools would be significantly more likely to turn to their local council in this situation (29%) than to central government (8%).
- 8.1.3 Parents were also asked about important attributes of an organisation that ought to intervene if a school showed signs of declining standards. The attributes most frequently deemed important by parents are: the ability to draw upon experience of successfully

improving other schools (61%), the ability to respond quickly (59%), and access to a team of improvement support (59%). The least important factor cited is a national perspective (19%).

- 8.1.4 Parents of children at Maintained schools are significantly more likely than those of children at Free schools to deem local knowledge of the area/community as being important (50% compared with 33%). Parents of children in a Maintained school are also more likely than parents of a child in an Academy or Free school to state that it is important that an organisation has the ability to draw upon experience of successfully improving other schools – with 68% reporting this compared with 59% of parents of a child in an Academy and 50% of those with a child in a Free school.
- 8.1.5 Parents of children who attend a Maintained school are also most likely to believe that close links with other local service providers is an important attribute of an organisation who should intervene if a school is showing signs of declining standards (42% compared with 37% among Academy parents and 29% among Free school parents).

Section 2: School places and admissions

The second section of this report looks at the level of demand for school places, expansion of schools, ease of the school applications process and quality of schools. Again, the questions reported on within this section include a large amount of deliberative text to inform respondents. As a result this has been displayed as an image within the section rather than a footnote (as in the previous sections).

Figure 7: Question Introduction Text

Demand for school places

Councils have a statutory duty to provide sufficient school places for all children and young people in their jurisdiction. As demand increases, funding levels in London don't keep pace and the easier, less costly ways of creating school places are used up, and councils are finding it more difficult to find enough places to meet this demand.

There will be significantly more school places needed in London for new pupils starting school in the coming years. Currently boroughs are predicting that 63,710 new places will be needed across primary and secondary schools in London until 2022/23.

Process of finding new school places

The local borough council acts as the admissions authority for all maintained schools in their area. This means that they preside over appeals from parents and, importantly, ensure that every child in their area has a place. While councils seek to achieve this by collaborating with schools in the local area, this may involve directing schools under their control to take more children if there is demand in the area and schools are refusing to cooperate.

Under the 2011 Education Act, all new build schools are to become Academies or Free schools. Existing and new build Academies and Free schools act as their own admissions authorities and can decide not to expand when they have reached full capacity. The local borough council has some influence in being able to put pressure on Academies and Free schools to take more children but ultimately they can appeal to the Department for Education.

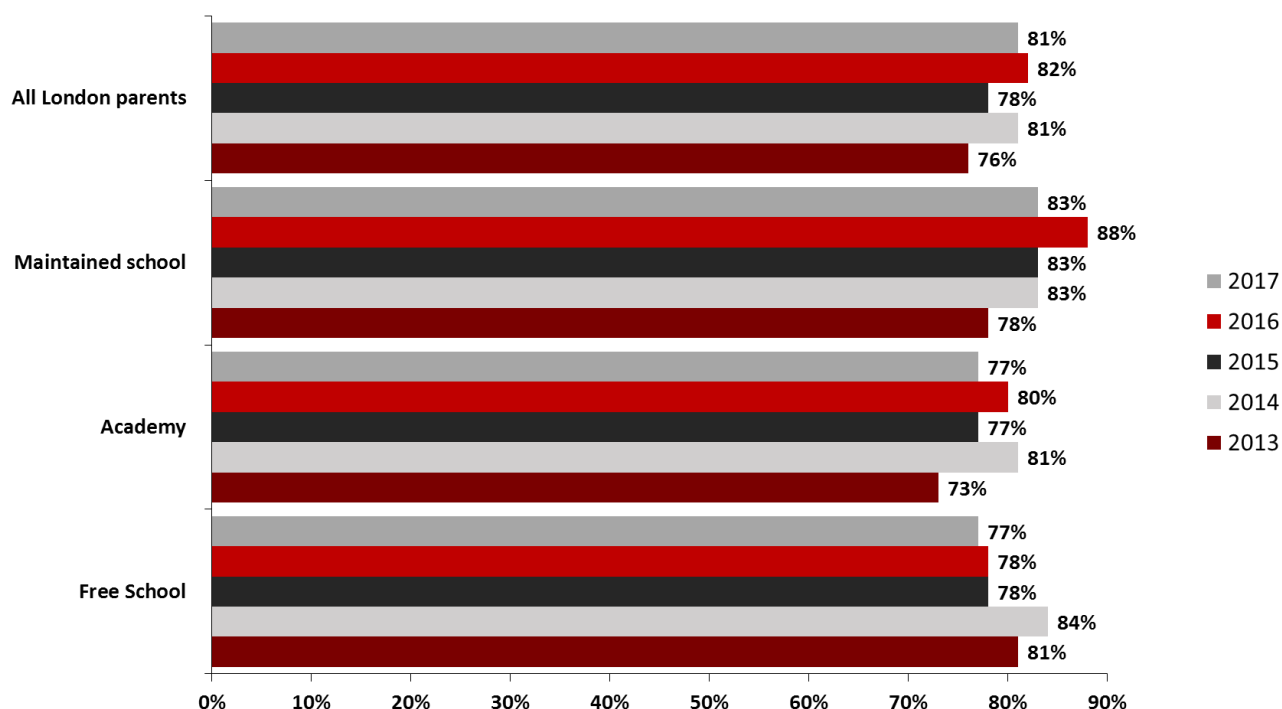
Academies are required through their funding agreements to participate in the local authority's co-ordinated admission arrangements. Free Schools are exempt from this requirement in the first year of opening.

When a school becomes an Academy it becomes its own admissions authority, which means that it will manage its own admissions process, including periodic consultation, regularly publishing the school's admission arrangements, and conducting the admission process as part of wider Local Authority coordination.

9 School places

- 9.1.1 Following the detailed information parents were provided with about demand for school places and the process of creating new school places, they were asked *'To what extent do you agree or disagree that local borough councils should have the ability to influence all schools in their area to find more school places or expand?'*
- 9.1.2 Four fifths of London parents (81%) agree that local councils should be able to influence schools in their area to find more places or expand, and a minority (10%) disagree. Compared with five years ago opinion has strengthened, as in 2013 76% of parents agreed that local councils should be able to influence all schools to find more places or expand.
- 9.1.3 Regardless of the type of school their children attend, parents are much more likely to agree than disagree that local councils should have the ability to influence the expansion of all schools in their area.

Figure 8: Proportion who agree that local borough councils should have the ability to influence all schools in their area to find more school places or expand by type of school in which parents have a child

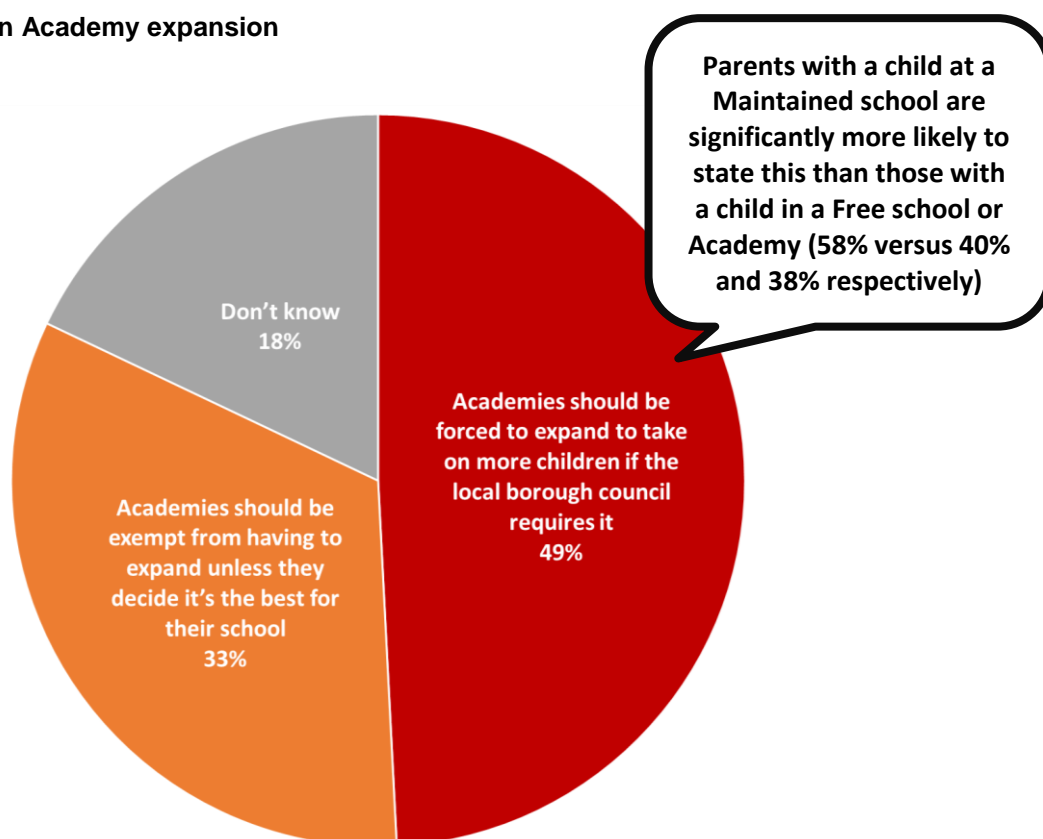


Base: All London Parents (Total n=1,030; Maintained n=468; Academy n=396; Free school n=201)

- 9.1.4 On the topic of school expansion, 49% of parents believe that Academies should be forced to expand to take on more children if the local council requires it⁸. This figure peaked in 2015, when 54% of parents agreed. On the whole however, the number of parents agreeing with this statement has increased since 2013 when 44% agreed.
- 9.1.5 Parents with a child in a Maintained school are significantly more likely to take this viewpoint than those with a child in an Academy or Free school (58% compared with 40% and 38% respectively).
- 9.1.6 Conversely 33% of London parents believe that Academies should be exempt from having to expand unless they decide it's the best for their school. This continues the gradual decrease since 2013 when the proportion of parents who felt this way was 38%.

⁸ Respondents were presented with the following introduction before answering this question: Academies and Free Schools are given an exemption from having to expand for the first year after opening. They also cannot be directed to expand at any point by the local borough council, unlike maintained schools. Some feel this is unfair as they are in a better position to maintain high standards and performance by not having to expand. Others feel that Academies should be given the freedom from local borough council control to offer the best services to their pupils.

Figure 9: Views on Academy expansion



Base: All London Parents (2017 n=1030)

Figure 10: Question Introduction Text

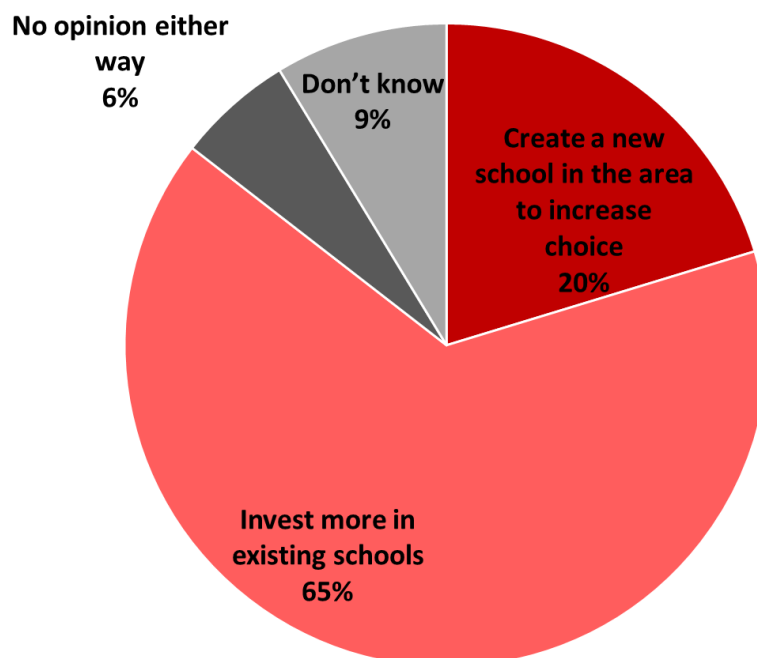
Local borough councils have a statutory duty to secure sufficient school places. To meet this duty, local borough councils prioritise creating school places in areas of basic need. This is determined by looking at where there will be more children than school places in a local area.

Where there is a shortfall, the local borough council seeks to secure places nearest to those areas to support parents' access to schools nearest to them. Following the Education Act 2011, local borough councils do not have any control over where new schools are set up in the local borough.

Instead, for all new schools, it is the responsibility of the Secretary of State for Education to approve where new schools should be set up in each local borough. New schools, known as Free Schools, can be set up by a range of different individuals/organisations that include businesses and charities as well as community and faith groups. The Department of Education usually looks for evidence that a specific school is wanted by local communities rather than prioritising basic need. This evidence takes the form of a survey that parents (or young people for 16-19 schools) sign a document expressing support for the school.

- 9.1.7 Two thirds of parents (66%) agree that Free schools should be set up in areas of basic need (i.e. looking at shortfalls between future demand for school places compared with the existing capacity). A minority (16%) disagree with this. These findings are consistent with 2016, when 65% of parents agreed with the statement and 17% disagreed.
- 9.1.8 The vast majority of parents (77%) agree that local councils should have the final say in the location of new schools within their authority boundary. Only 10% disagree with this.
- 9.1.9 Almost two thirds of parents (65%) think it would be a better use of the government's money to invest more in existing schools in an area with no additional demand for local places, whereas a fifth (20%) think it would be better to create a new school to increase choice. A minority of parents have no opinion either way (6%), or don't know (9%).

Figure 11: Perception of what would be a better use of the government's money if there was no demand for school places in their area



Base: All London Parents (2017 n=1030)

9.1.10 Parents with a child in a Maintained School (70%) are more likely to think it would be better to invest more in existing schools, compared to parents with a child in an Academy (63%) or a Free school (49%).

10 Admissions

10.1.1 The majority of parents in London (82%) found the process of applying to primary or secondary school very/ fairly easy, while 14% found it fairly/ very difficult. These views on admissions are broadly unchanged over the past three years.

Figure 12: Ease of application process

		2017		2016		2015	
		Easy	Difficult	Easy	Difficult	Easy	Difficult
All London Parents	n	1030		1022		1002	
	%	82%	14%	79%	17%	79%	17%
Maintained school	n	468		497		429	
	%	84%	14%	81%	17%	80%	16%
Academy	n	396		353		327	
	%	84%	13%	83%	15%	81%	17%
Free School	n	201		176		140	
	%	74%	20%	75%	21%	74%	20%

Base: All London Parents (2017 n=1030)

11 Quality of school buildings and facilities

11.1.1 Almost three quarters (73%) of parents rate the quality of the classrooms at their child's school as very good or good. This increases to 77% for parents with a child at a Maintained school. Parents living in inner London (80%) are more likely rate the quality of the classrooms as very good or good, compared to parents living in outer London (68%).

11.1.2 Three in five parents rate the quality of the playing areas (61%) and other facilities (59%) at their child's school as very good or good. Examples of other facilities include the school canteen, main hall, toilets, school carpark and entrance.

Figure 13: Parents' impressions of the quality of their child's school

		Classrooms		Playing areas		Other facilities	
		Good	Poor	Good	Poor	Good	Poor
All London Parents	n=1030	73%	3%	61%	9%	59%	7%
Maintained school	n=468	77%	1%	63%	10%	62%	6%
Academy	n=396	75%	4%	62%	7%	60%	8%
Free School	n=201	72%	1%	67%	9%	60%	5%

- 11.1.3 About a third of parents think the quality of playing areas (36%), classrooms (32%) and other facilities (31%) have improved over the past three years at their child's school.
- 11.1.4 Over half of parents think the quality of classrooms (61%), playing areas (56%) and other facilities (60%) has stayed the same at their child's school over the past three years. Only a minority of parents think the quality has got worse for classrooms (7%), playing areas (8%) and other facilities (9%) over the past three years.

Section 3: Funding and financial accountability

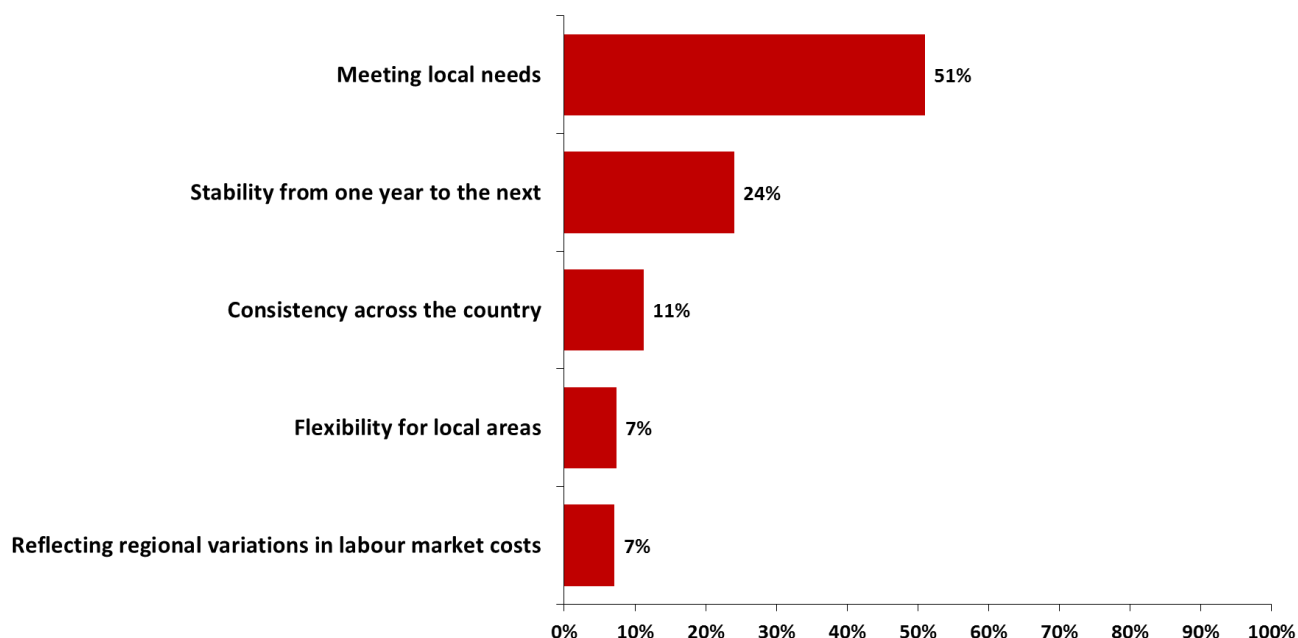
This third section of the report looks at London parents' perceptions of school funding processes and opinions on schools' financial accountability.

12 Objectives for allocating school funding

- 12.1.1 Parents were provided with an introduction to the school funding process and informed that the Department for Education is seeking to reform the system so that it is more transparent and easier to understand⁹.
- 12.1.2 Parents were then asked to rank what they think the most important objectives should be in allocating school funding. As figure 14 shows, meeting local needs is ranked as the most important objective by 51% of parents, consistent with the level of priority it was given in 2016.
- 12.1.3 As second priority, a quarter of parents (24%) rank stability from one year to the next as the most important objective in allocating school funding, also on par with 2016. Parents with children in secondary school (28%) are somewhat more likely than those with children in primary school (23%) to feel that stability from one year to the next should be the top priority.
- 12.1.4 Relatively, however, parents place less importance on flexibility for local areas (7%), as well as on consistency across the country (11%) and reflecting regional variations in labour market costs (7%).

⁹ The Department for Education funds schools to provide education to children and support them in fulfilling their potential. Funding for schools is allocated through the use of a formula that includes a range of determining indicators. The Department for Education is seeking to reform the school funding system so that it is transparent, easy to understand and sufficiently meets to needs of pupils in schools.

Figure 14: Ranking of most important objectives in allocating school funding (% ranked first)



Base: All London Parents (2017 n=between 1017 and 1023, due to question being optional)

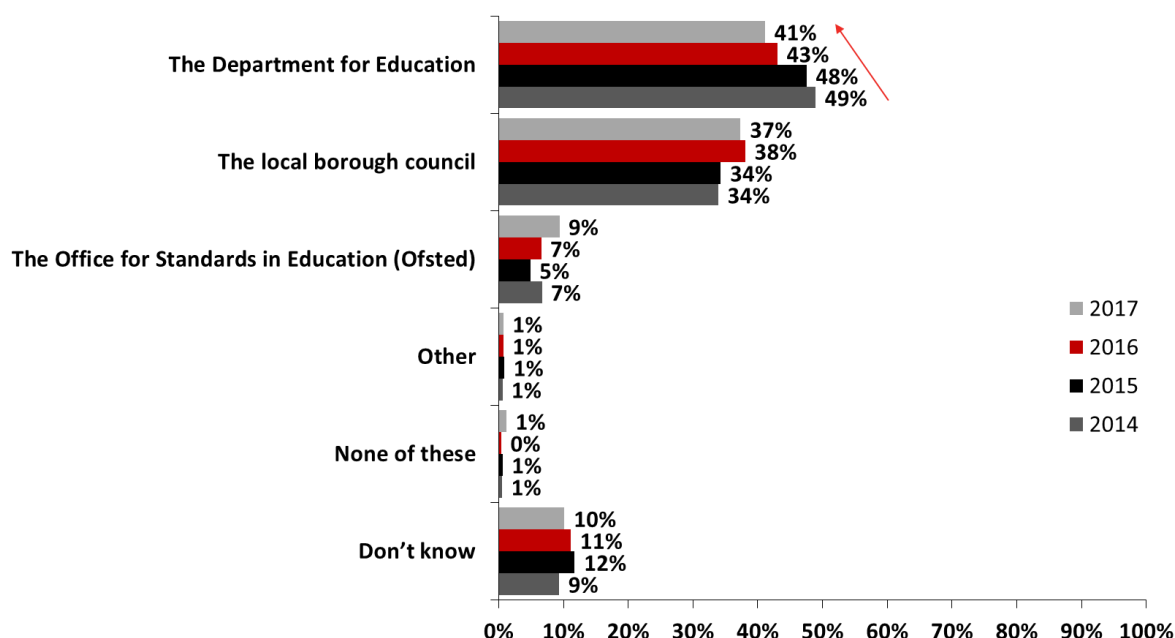
	Ranked first	Ranked second	Ranked third	Ranked fourth	Ranked fifth
Meeting local needs	51%	22%	14%	8%	6%
Stability from one year to the next	24%	28%	22%	18%	9%
Consistency across the country	11%	12%	16%	22%	38%
Flexibility for local areas	7%	25%	31%	25%	12%
Reflecting regional variations in labour market costs	7%	14%	17%	27%	34%

Base: All London Parents (2017 n=between 1017 and 1023, due to question being optional)

13 Responsibility for school funding

- 13.1.1 When asked who they think should be primarily responsible for allocating funding to all schools, two in five (41%) London parents express the belief that the Department for Education should have this role, while the local council follows as a close second (37%).
- 13.1.2 However, as shown in figure 15, over the course of the past four years there has been a gradual decrease in the proportion of parents who feel the Department for Education should be primarily responsible for allocating funding to schools, from 49% in 2014 to 41% in 2017. The emphasis has shifted slightly in the direction of the local borough council and Ofsted. A gap of 15% between the Department for Education and local council in 2014 has been reduced to a difference of only 4% in 2017.
- 13.1.3 Parents of children in a Maintained school (42%) are significantly more likely than those with children in an Academy (34%) or Free school (33%) to believe that the local council should have primary responsibility for allocating funding to all schools. Additionally, parents of a higher social grade (43% AB and 38% C1) more commonly express this belief than those from the lower social grades (26% C2 and 34% DE).

Figure 15: Views on which organisation should be primarily responsible for allocating funding to all schools



Base: All London Parents (2017 n=1030; 2016 n=1022; 2015 n=1002; 2014 n=1052)

14 Financial auditing of school spending

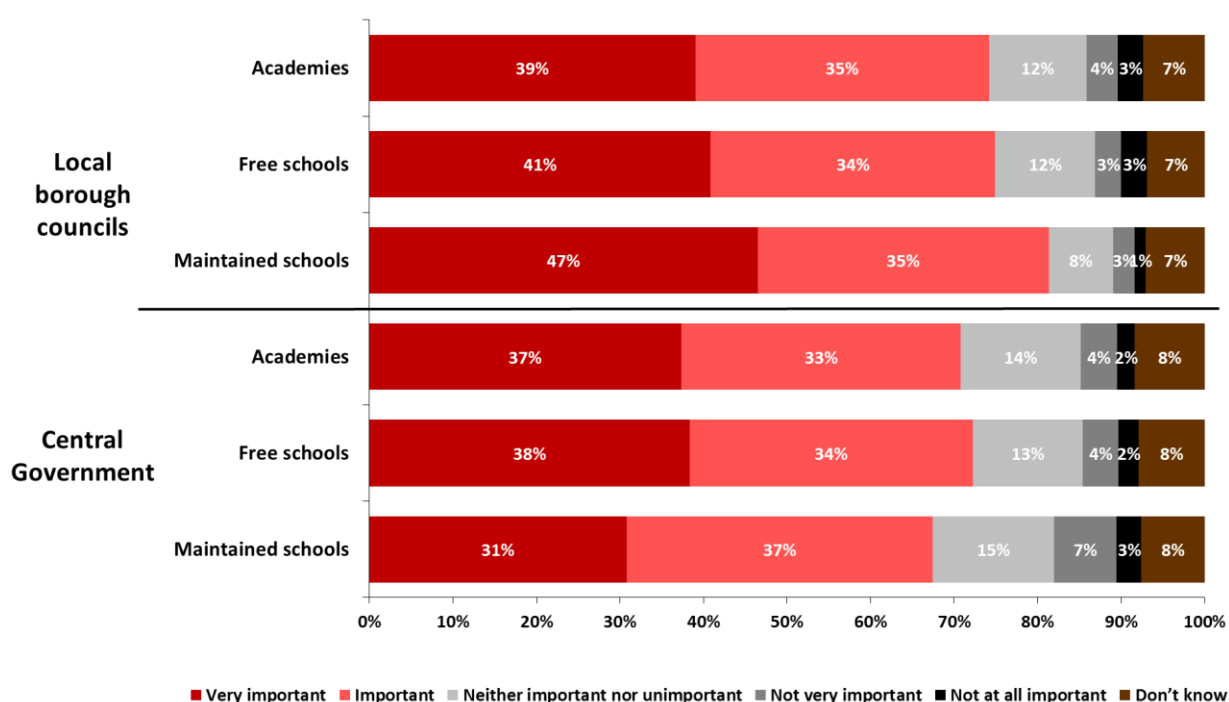
Scrutiny of spending

14.1.1 The vast majority (81%) of London parents feel it is important that Maintained schools have their spending scrutinised by local councils, with 47% feeling it is very important¹⁰. These findings are consistent with 2016. Although parents are most likely to state this opinion about Maintained schools, they feel nearly equally strongly about the importance of local councils being able to scrutinise the spending of Academies (74%) and Free schools (75%).

¹⁰ Respondents were presented with the following introduction before answering this question: Maintained schools are funded by local borough councils by grants they receive from the government. They are required to make a financial return to their local borough council at the end of the financial year who will scrutinise the way money is spent and check that public money is being spent wisely. They will do this, in part, by compiling a borough wide analysis of financial performance, using benchmarked data to compare how each school is performing. Academies and Free schools are set up with a funding agreement between the school and central government (the Department for Education) and report back to central government who scrutinise their accounts. These arrangements mean local borough councils have no say in the way Academies and Free Schools spend their money and have less local ability to scrutinise the public value for money. Some groups have argued that these changes to how some schools are held accountable for spending at a local level has reduced the ability of councillors to hold schools accountable and that this is having a negative impact.

- 14.1.2 When considering the importance of central government scrutinising the spending of schools, the findings for Academies (71%) and Free schools (72%) are comparable to the proportion who believe it is important for local councils to scrutinise their spending.
- 14.1.3 However, it is not consistent for Maintained schools; 67% of parents believe that it is important for central government to scrutinise the spending of Maintained schools, significantly lower than the proportion who believe it is important for local councils to be scrutinising their spending (81%). This finding is also consistent with 2016.
- 14.1.4 Five years on from when this survey was first conducted in 2013, there has been a significant decrease in the proportion of London parents who believe that it is important for Maintained schools to have their spending scrutinised by central government, falling from 74% to 67%.

Figure 16: Perceptions of the importance of different school types having their spending scrutinised by local and central government



Base: All London Parents (2017 n=1030)

14.1.5 Where parents feel it is important that local councils scrutinise the spending of Academies and Free schools, they are most likely to think this because they expect local councillors to be accountable for the use of public funds locally (55%). Half of parents in London also feel it is important that local councils scrutinise Academy and Free school spending because they want local officials to do this on behalf of taxpayers (53%) or that local borough councils should have more information to benchmark local school spending (49%).

Ensuring responsible school spending

14.1.6 When thinking about Academies and Free schools, London parents are most likely to feel that Governors (45%) should be ensuring that money is being spent in a responsible way. Subsequently, they believe that local borough councils should be ensuring this (40% and 42% respectively).

14.1.7 When considering Maintained schools, a majority of parents (55%) believe that local councils should be ensuring they spend their money in a responsible way, on par with 2016. They are significantly more likely to state this opinion for local councils than for any other group, with 43% believing this accountability should sit with Governors and 35% with the Department for Education.

Figure 17: Views on who should ensure each type of school is spending its money in a responsible way

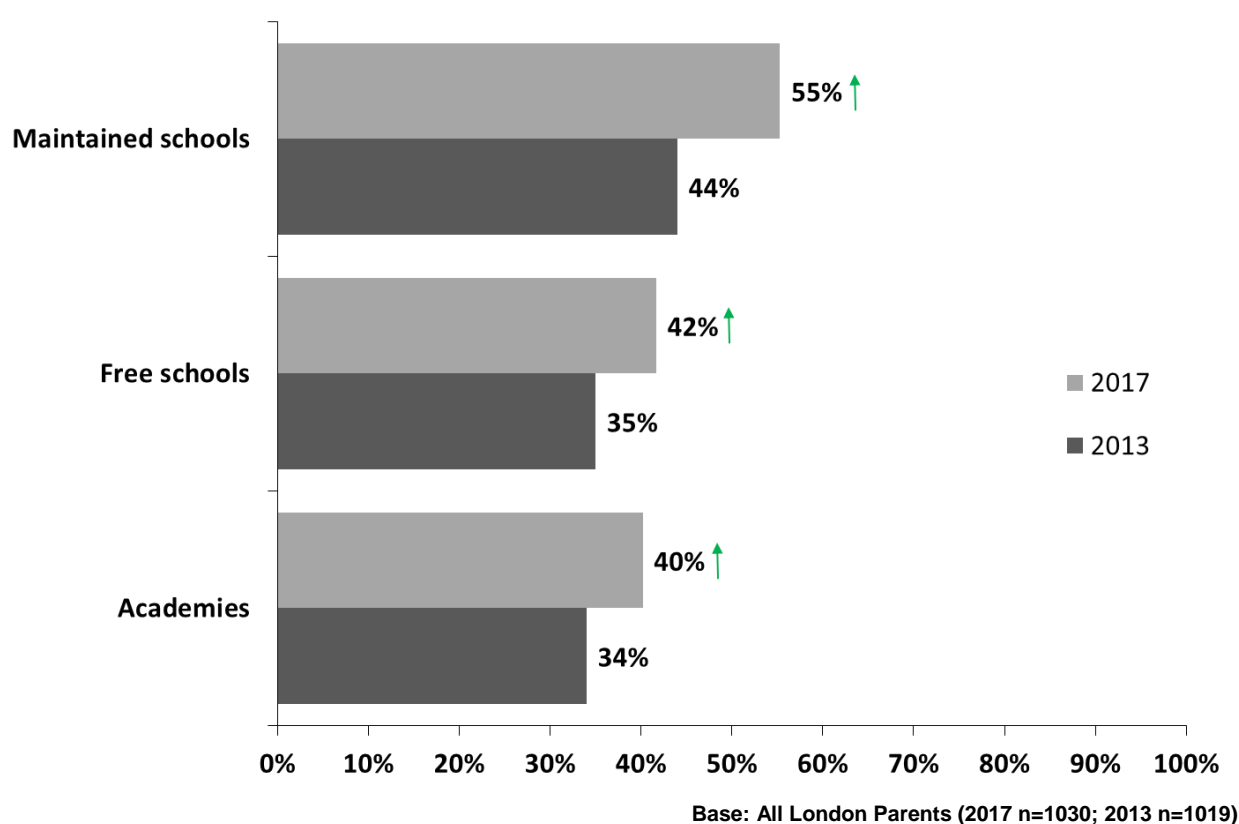
	Academies	Free schools	Maintained schools
Local borough councils	40%	42%	55%
Governors	45%	45%	43%
Department for Education	37%	34%	35%
Parents	19%	22%	18%
Central government	20%	18%	18%
Private accountants	13%	13%	9%
Other	2%	1%	2%
No one	0%	1%	0%
Don't know	11%	10%	11%

Base: All London Parents (2017 n=1030)

- 14.1.8 Five years on from the first wave of this research conducted in 2013, there have been some significant shifts in London parents' opinions on the role that local councils should play in monitoring the spending of schools.
- 14.1.9 Parents have become much more likely to believe that local councils should be ensuring Maintained schools are spending their money responsibly, rising from 44% in 2013 to 55% in 2017. In turn, parents are significantly less likely in 2017 to believe that the Department for Education should be ensuring the responsible spending of Maintained schools, with this figure decreasing from 42% to 35% over the last five years. Where there was only a 2% gap between local councils and the Department for Education in 2013, five years later this has grown to 20%.

14.1.10 In comparison with five years ago, London parents have also become more likely to think that local councils should be ensuring the responsible spending of Academies and Free schools. As shown in figure 18, while two in five report in 2017 that they feel local councils should have this role (40% and 42% respectively), these figures were recorded as 34% and 35%, respectively, in 2013.

Figure 18: Proportion who think local councils should ensure each school type is spending money in a responsible way – 2013 vs. 2017



14.1.11 A broader trend can be observed throughout these findings in that over recent years parents appear to have become less inclined to believe that the Department for Education should be primarily responsible for allocating funding to schools or accountable for ensuring the responsible spending of Maintained schools. Instead, the emphasis has shifted in the direction of the local council. There has been an increase in the proportion of parents who feel the local council should be primarily responsible for allocating school funding, and they have become much more likely to believe that local councils should be ensuring Maintained schools are spending their money responsibly.

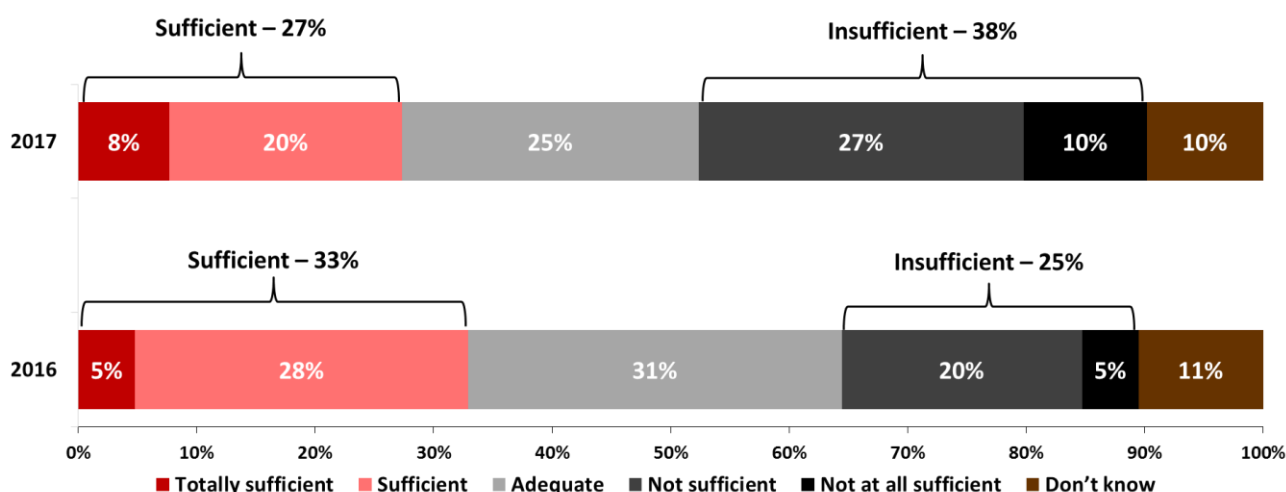
15 Funding pressures

- 15.1.1 Four in ten (38%) parents in London feel that the current level of funding their child's school receives is insufficient. Higher than the one in four London parents (27%) who feel that the current level of funding/ resources their child's school receives is sufficient for what it needs to operate effectively, and a roughly equal proportion (25%) feel it is adequate.
- 15.1.2 Parents of children who attend a Free school (42%) are significantly more likely than those with children at Maintained schools (24%) or Academies (30%) to feel the level of funding is sufficient, as are parents who live in Inner London (33%) as opposed to Outer London (23%).
- 15.1.3 Notably, parents who believe the level of funding/ resources their child's school receives is not enough to operate effectively are more likely to live in one of the bottom five performing boroughs based on 2015/16 GCSE results¹¹ (48% compared with 34% among the top five¹²).
- 15.1.4 In comparison with 2016, there has been a significant increase in the overall proportion of London parents who feel their child's school does *not* receive sufficient funding/resources to operate effectively, rising sharply from 25% to 38%. Notably, the proportion within this group who say this funding is not at all sufficient has doubled over the past year, from 5% to 10%.
- 15.1.5 As a result, significantly smaller proportions of parents than in 2016 believe the funding their child's school receives is enough to operate effectively. While 27% feel it is sufficient and 25% that it is adequate, these figures have decreased from 33% and 31% respectively since last year.
- 15.1.6 In fact, this year there is now a larger share of parents who think the funding/resources their child's school receives is insufficient than those who believe it is sufficient.

¹¹ The bottom five performing London boroughs in 2015/16 based on GCSE performance were: Brent, Croydon, Greenwich, Barking and Dagenham, and Lewisham.

¹² The top five performing London boroughs in 2015/16 based on GCSE performance were: Kingston upon Thames, Sutton, Kensington and Chelsea, Barnet, and Bromley.

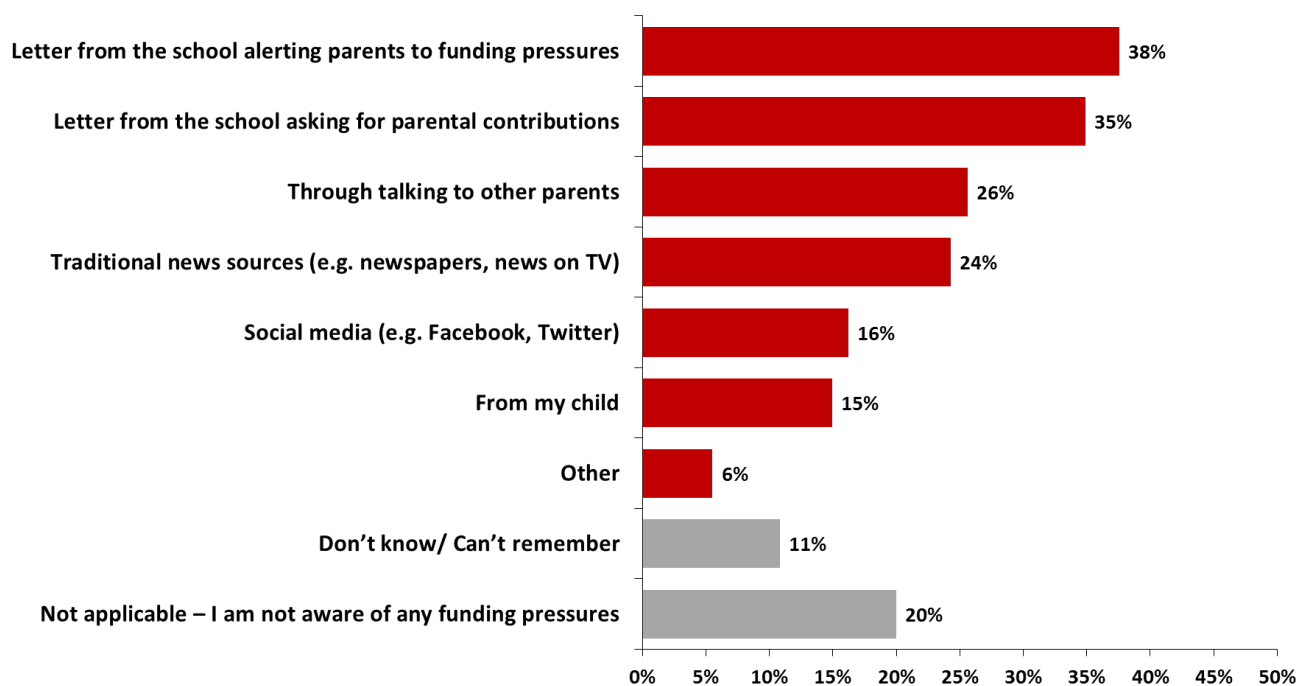
Figure 19: Perception of whether or not the current level of funding/ resources their child's school receives is sufficient for what it needs to operate effectively



Base: All London Parents (2017 n=1030; 2016 n=1022)

- 15.1.7 Awareness of funding pressures for London schools proves to be prevalent. Four in five London parents (80%) indicate that they are aware of funding pressures at their child's school.
- 15.1.8 Overall, parents with a child at a Maintained school (84%) are more likely than those with children at an Academy (78%) or Free school (74%) to report being aware of these pressures.
- 15.1.9 London parents were asked how, if at all, they have been made aware of funding pressures at their child's school. As shown in figure 21, more than a third of all parents have received a letter from the school alerting them of these pressures (38%) or asking for parental contributions (35%) – the most common way through which they are being notified. Among parents with a child at a Maintained school, these figures rise to 43% and 40% respectively.
- 15.1.10 A quarter of parents have also heard about funding pressures at their child's school through talking to other parents (26%) and news sources like newspaper and TV (24%).
- 15.1.11 Somewhat less commonly, London parents have been alerted to funding pressures through social media (16%) or by hearing the news from their child (15%).

Figure 20: Ways through which parents have been made aware of funding pressures at their child's school



Base: All London Parents (2017 n=1030)

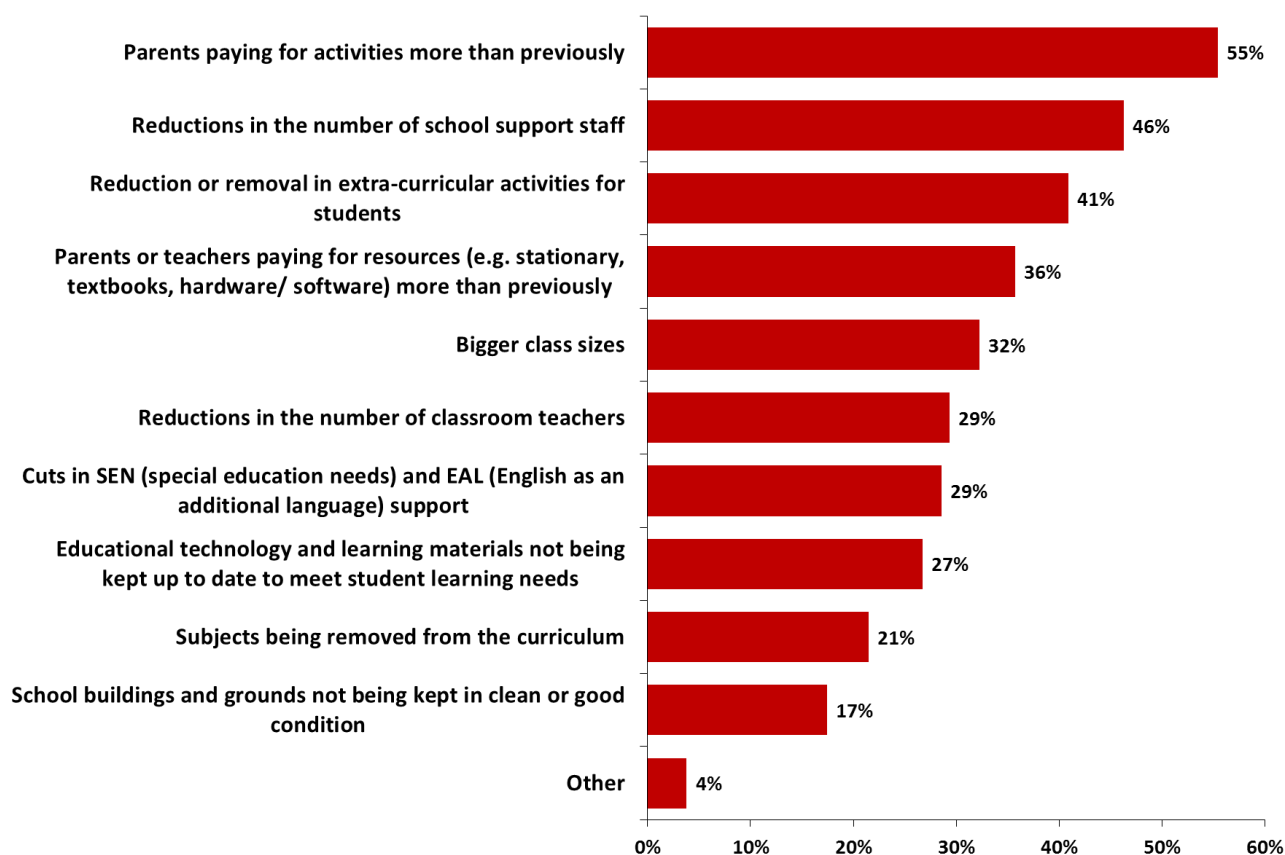
15.1.12 Parents aware of pressures on funding at their child's school were asked to think about the impacts they've seen at the school over the last three years as a result. Consistent with 2016, the impact identified most often is parents paying for activities more than previously, reported by more than half (55%) of London parents aware of pressures.

15.1.13 Other commonly mentioned impacts of funding pressures are reductions in the number of school support staff (46%), reductions in/ removal of extra-curricular activities for students (41%), and parents/teachers paying for resources (36%).

15.1.14 Notably, parents of children at Maintained schools (50%) and Academies (46%) are significantly more likely than those with children at Free schools (30%) to observe that school support staff have been reduced as a result of pressures on funding.

15.1.15 Relatively, parents are less likely to report subjects being removed from the curriculum (21%) and school buildings/grounds not being kept in good condition (17%) as impacts of funding pressures at their child's school.

Figure 21: Parents' perceptions of the impacts that pressures on funding are having on their child's school



Base: All London Parents who are aware of pressures on funding in their child's school (2016 n=667)

15.1.16 In the context of all London parents, including those not aware of any funding pressures at their child's school¹³, roughly a third (35%) believe that an impact of stress on funding has been parents paying for activities more than previously. Additionally, more than a quarter of all London parents associate reductions in the number of school support staff (29%) and reduction/removal of extra-curricular activities (26%) as impacts of pressures on funding at their child's school.

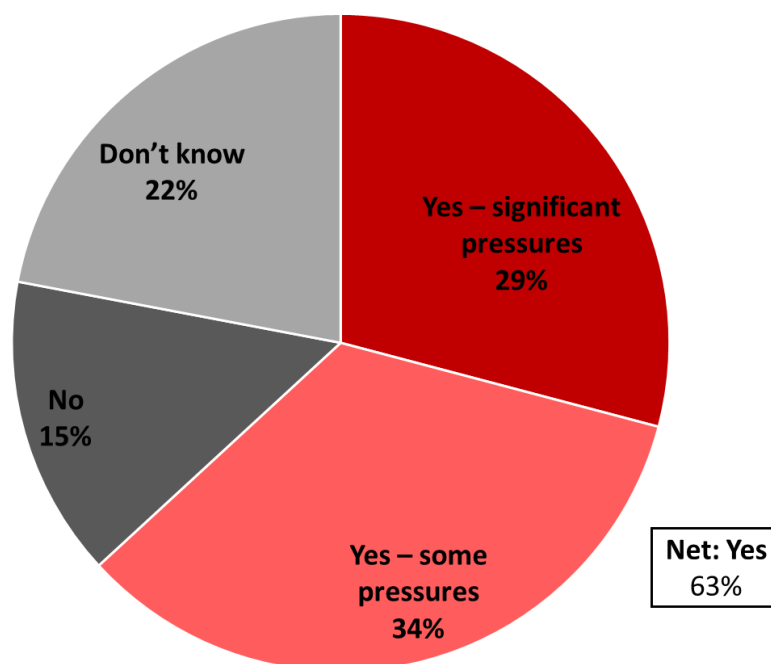
¹³ This question was not asked to parents who are not aware of any funding pressures at their child's school, so the data has been re-calculated to account for them

16 Future funding pressures

16.1.1 Looking into the future, nearly two thirds of London parents (63%) believe their child's school is facing upcoming funding pressures. This is a perception particularly pronounced among parents with children in a Maintained school (70%), while somewhat less common among those with children in an Academy (62%) or Free school (54%).

16.1.2 A significant proportion of parents are unsure about whether or not their child's school is facing upcoming funding pressures (22%). In fact, only 15% believe that the school is not facing these pressures.

Figure 22: Parents' awareness of whether their child's school is facing future pressure on funding



Base: All London Parents (2017 n=1030)

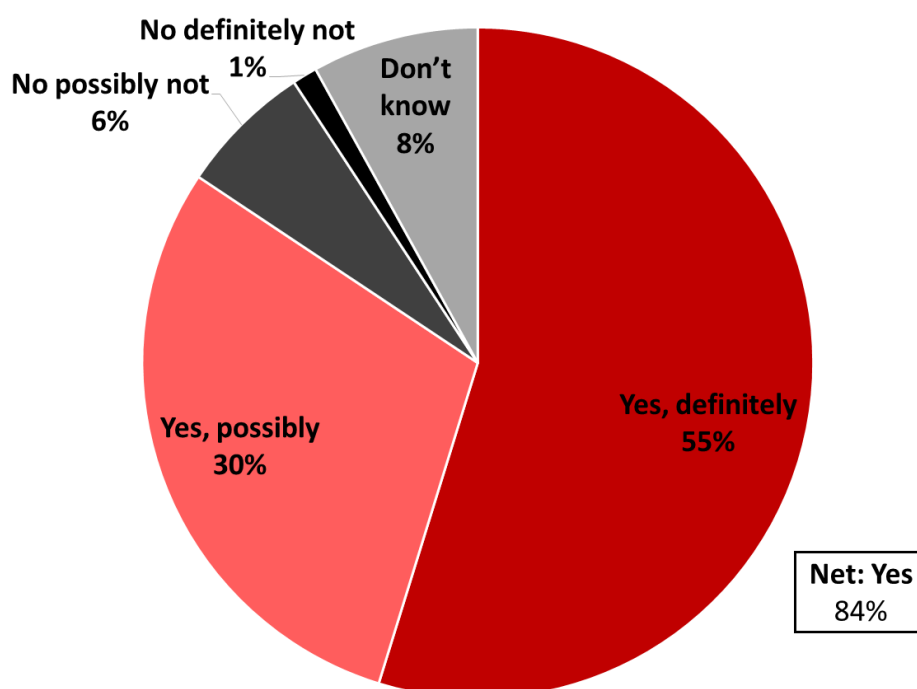
17 School budget reductions

17.1.1 The vast majority of parents (84%) believe that if their child's school budget were to be reduced, it would have a negative impact on the quality of the education the school provides. Only a small proportion (7%) feel it would *not* have a negative impact. These findings are on par with 2016.

17.1.2 Parents of children in a Maintained school (60%) are significantly more likely than those with children in an Academy (52%) or Free school (40%) to believe that a reduction in budget would definitely have a negative impact on the quality of the education.

17.1.3 Additionally, parents of a higher social grade are significantly more like than those of a lower social grade to believe that it would have a negative impact on the quality of the education (89%/88% among AB/C1 compared with 75%/78% among C2/DE).

Figure 23: Perception of whether or not a reduction in their child's school budget would have a negative impact on the quality of the education the school provides

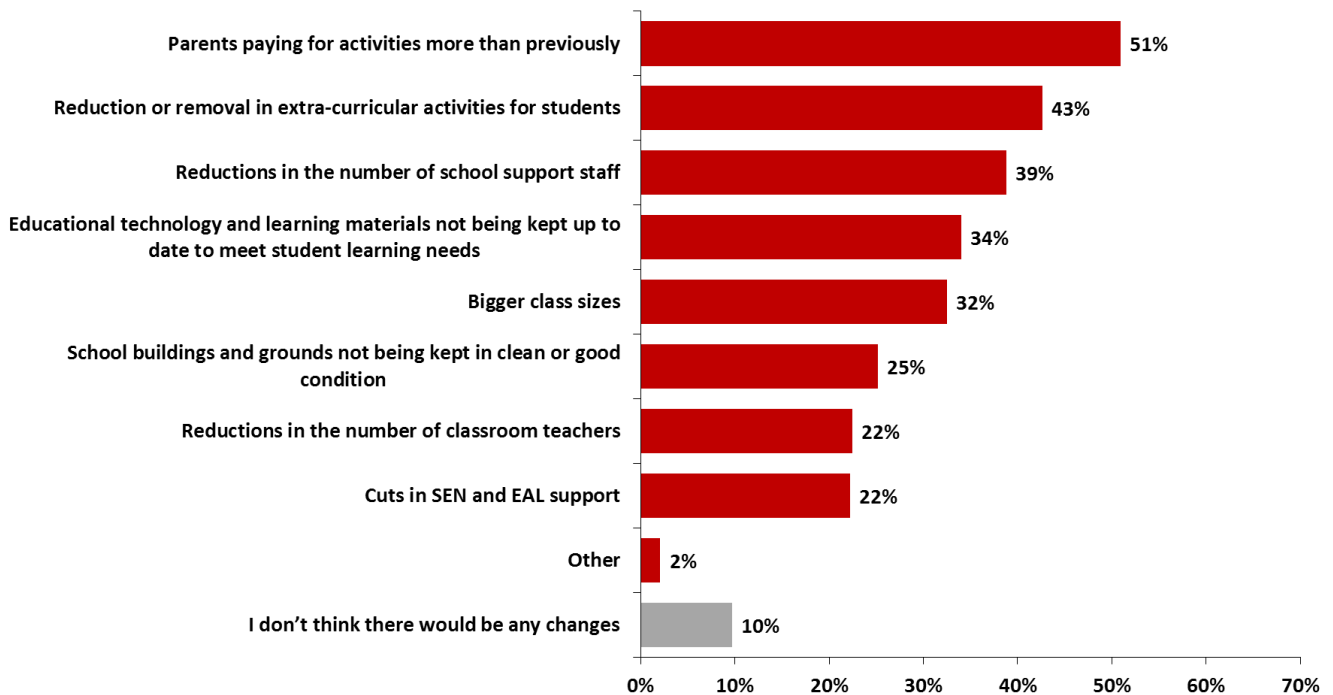


Base: All London Parents (2016 n=1030)

17.1.4 One-in-two parents (52%) believe that if there were to be a reduction in the level of funding their child's school receives, an outcome would be parents paying for activities more than previously. Consistent with 2016, it is the response stated most often. This finding mirrors the top impact of funding pressures reported by parents aware of these issues at their child's school.

- 17.1.5 The second most commonly perceived impact of a potential reduction in funding is reductions in the number of school support staff (45%). Notably, since 2016 there has been an increase in the proportion of parents expecting this possible outcome, rising from 39%.
- 17.1.6 Parents also often suggest that parents/teachers paying for resources (42%) and the reduction in/removal of extra-curricular activities (39%) could be likely outcomes of a reduction in the level of funding their child's school receives.
- 17.1.7 Parents of children at Maintained schools are significantly more likely than those with children at Academies and Free schools to view several outcomes as likely in the event of a reduction in school funding, including educational technology and learning materials not being kept up to date, cuts in SEN and EAL support, and school buildings/grounds not being kept in good condition.
- 17.1.8 Consistent with 2016, one-in-ten parents (10%) do not think there would be any changes if there was to be a reduction in their child's school funding. Parents of children at Free schools (17%) are most likely to report this.

Figure 24: Perceptions of where changes could be made if there was to be a reduction in the level of funding their child's school receives



Base: All London Parents, excluding those who said 'Don't know' (2017 n=854)

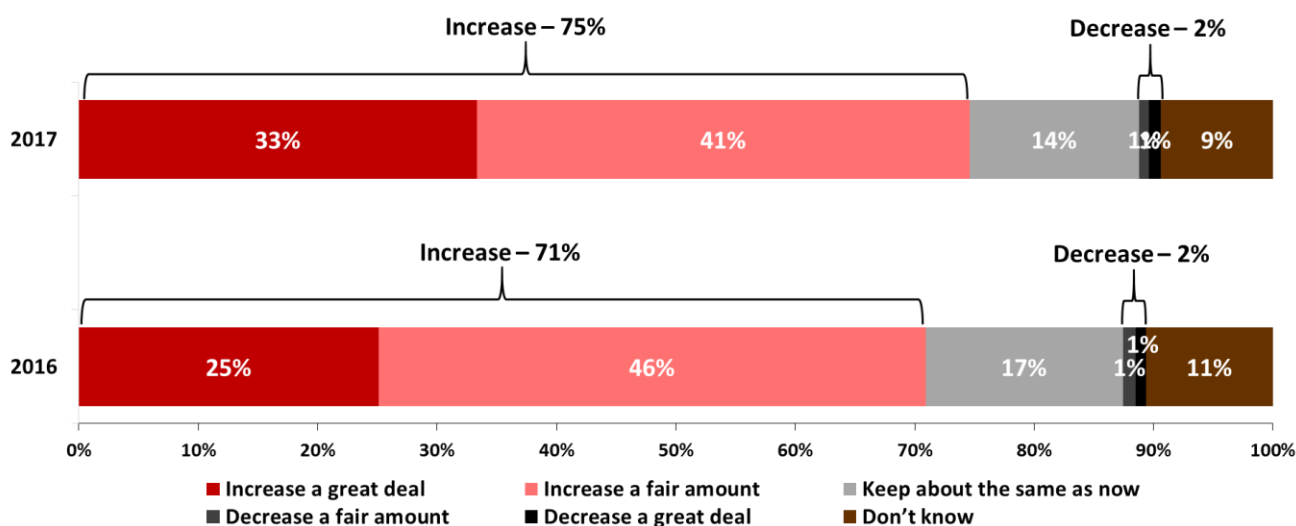
18 Perceptions of government spending on education

18.1.1 The vast majority of London parents (75%) feel that the UK government should increase the amount of money it spends on education and schools. A third (33%) believe it should increase by a great deal and 41% by a fair amount.

18.1.2 As shown in figure 26, since last year there has been a slight rise in the proportion of London parents who believe that the government should increase spending on education and schools, from 71% to 75%. Looking within these attitudes there has also been a strengthening of opinion with a third of parents (33%) now reporting that the government should increase a great deal the amount it spends on education and schools – an increase from the quarter (25%) who felt that way in 2016.

18.1.3 Only a very small proportion (2%) believe the UK government should decrease the amount of money it spends. The remainder feel it should be kept the same as now (14%) or are unsure (9%). These findings are on par with 2016.

Figure 25: Opinion on whether the UK government should increase, decrease, or maintain the amount of money it spends on education and schools



Base: All London Parents (2017 n=1030; 2016 n=1022)

18.1.4 Parents with children in a Maintained school (79%) are significantly more likely than those with children in an Academy (72%) or Free school (67%) to feel that the UK government should increase its spending on education. This tells a story that is consistent with earlier findings indicating that parents of children in Maintained schools more commonly believe the level of funding/ resources their child's school receives is not enough to operate effectively.

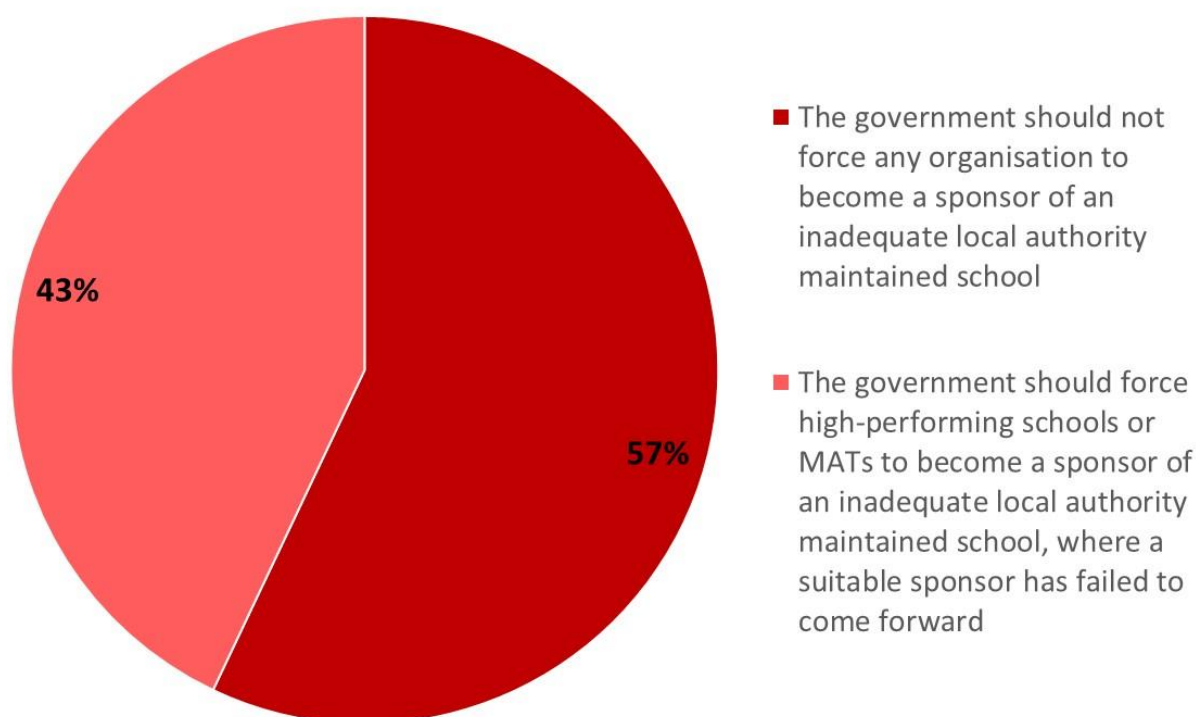
19 Sponsorship of inadequate Maintained schools

19.1.1 Parents were provided with an introduction¹⁴ explaining that the Department for Education can force a Maintained school to convert to an Academy if it has been rated inadequate by Ofsted, and that a sponsor needs to be identified in order to do this.

¹⁴ Where a local authority maintained school has been rated as inadequate by Ofsted, the Department for Education can force it to convert to an academy. In order to do this a sponsor needs to be identified. A sponsor is an organisation or person responsible for the performance and finances of the school, recruiting the head teacher, and selecting the governing body. Often academy sponsors are responsible for a number of schools and these are called Multi Academy Trusts. Many high-performing schools and Multi Academy Trusts have taken on sponsorship of failing schools, but currently the government does not force organisations to become sponsors for a school and instead waits for a willing volunteer. Sometimes it is hard to find a volunteer sponsor because there is a concern that taking on a failing school will damage the reputation of an organisation or individual. This means that some schools are left for long periods of time without a sponsor, which can result in a lack of oversight, governance and leadership.

- 19.1.2 When asked their stance on whether or not the government should force an organisation to become a sponsor of an inadequate Maintained school, the most common response was that it should not. However, a significant proportion were also unsure.
- 19.1.3 When looking only at those who agreed or disagreed that the government should force high-performing schools or Multi Academy Trusts (MATs) to become a sponsor, the dominant sentiment is that no organisation should be forced to sponsor an inadequate Maintained school. Just over half (57%) state this belief, in comparison with 43% who think high-performing schools or MATs should step in.
- 19.1.4 In this scenario, parents of children at Maintained schools are not significantly more or less likely than those of children at Academies or Free schools to support one argument or the other.

Figure 26: Parents views on whether the government should force an organisation to become a sponsor of an inadequate school



Base: All London Parents, excluding those who selected another organisation or were unsure (2017 n=683)

Section 4: Perspectives on the control of the education system in England

The fourth section of the report delves into London parents' perspectives on control in the education system.

20 How centralised or localised is the education system?

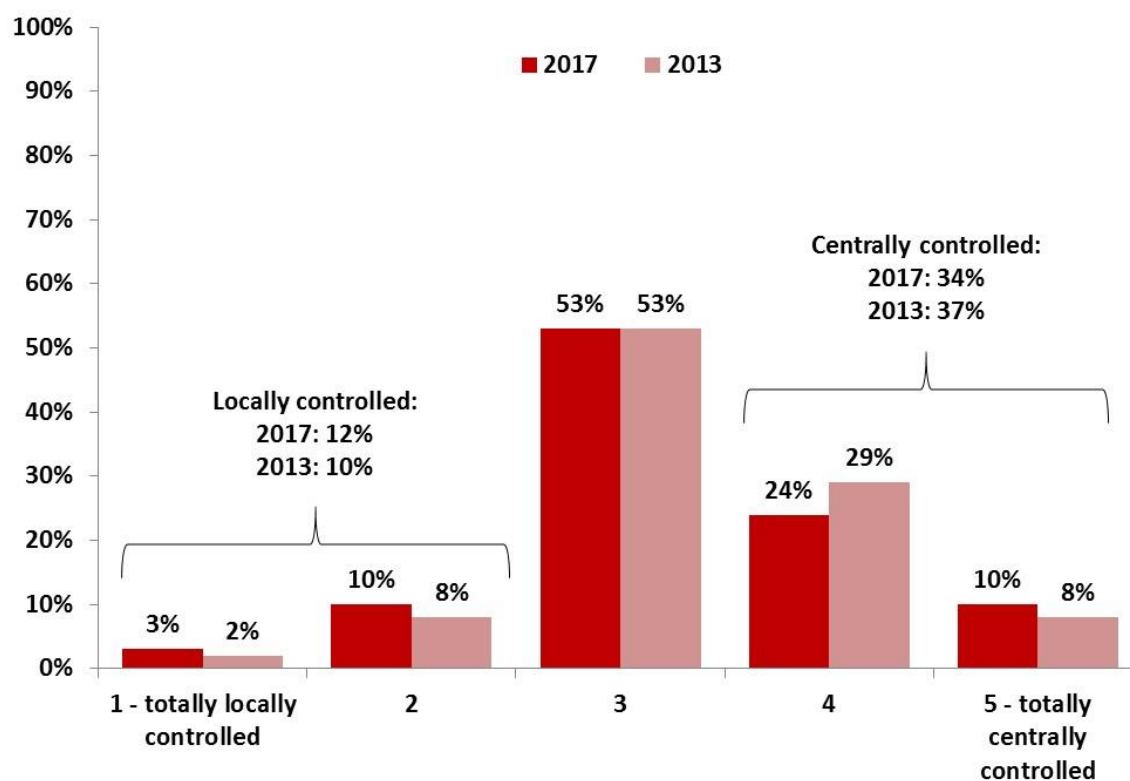
20.1.1 After working through the survey, parents were asked to what extent they believe the education system is under central or local control, in line with the deliberative method used throughout the research.

20.1.2 As figure 28 shows, parents are more likely to feel that the education system is more centrally controlled (34%) than locally controlled (12%). When compared to the first year of this research (2013) we find that five years on views remain fairly consistent with a small decrease in the proportion of parents who feel that the education system is under central control.

20.1.3 Although, just over half of parents in London (53%), when asked at the end of the survey, are in the middle ground on whether the English education system is centrally or locally controlled¹⁵.

¹⁵ Respondents were presented with the following introduction before answering this question: Some people feel that with the introduction of Academies and Free schools the education system in England is now more centralised as the extent of local borough councils' control over these schools in its area has been diminished and the Secretary of State is directly responsible for individual schools. Others feel that Academies and Free schools give more control to local people in the decisions made over the education the children receive.

Figure 27: Thinking of the education system in England, how centralised (i.e. under central government control) or localised (i.e. under local control) do you think the system currently is? – asked at end of the survey



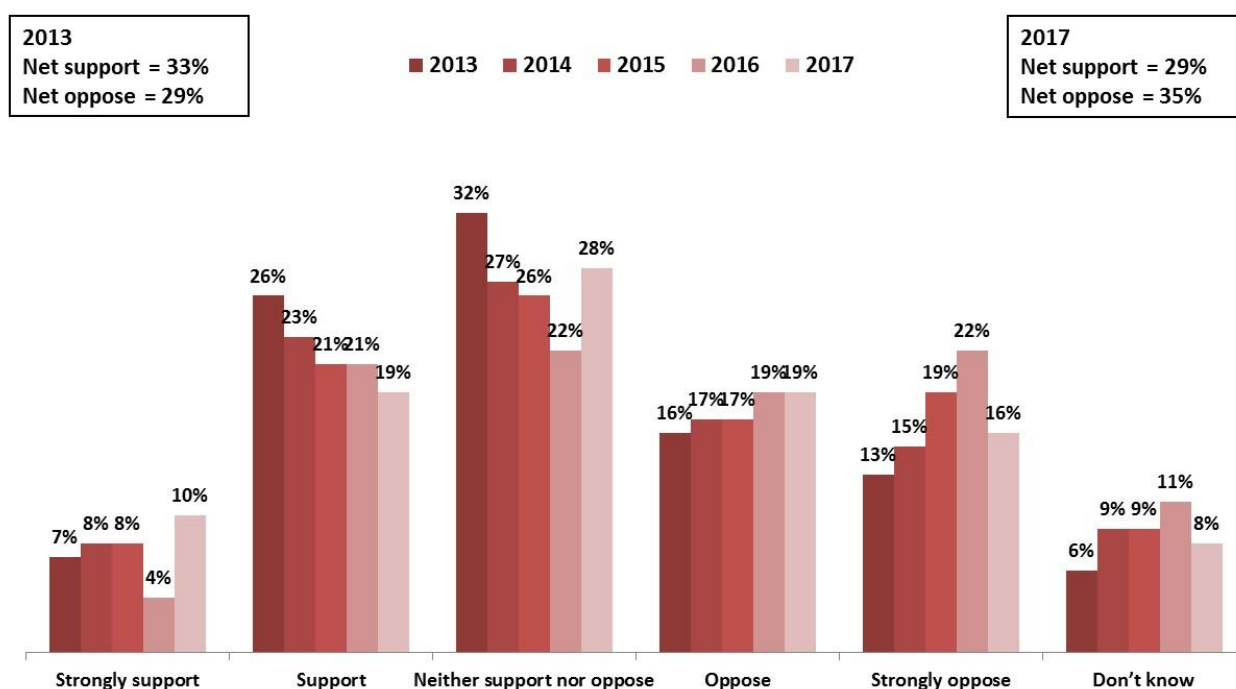
Base: All London Parents (2017 n=1030, 2013 n=1019)

21 London parents' support for Academies and Free schools

21.1.1 Opposition from parents in London to the idea of moving towards more Academies and Free schools has increased over the past five years. The proportion of parents opposing the growth in Academy and Free schools has increased by six percentage points from the 2013 survey, with opposition now standing at 35%.

21.1.2 Currently, three out of ten (29%) support the growth of Academies and Free schools and a similar proportion (28%) neither support nor oppose. The proportion who neither support nor oppose has increased by six percentage points from 2016, so there is still a large amount of uncertainty on the growth of Academies and Free schools.

Figure 28: To what extent do you support or oppose the idea of moving toward more Academies and Free schools?



Base: All London Parents (2017 n=1030; 2016 n=1022; 2015 n= 1002; 2014 n=1052; 2013 n=1019)

Note change from 2013 to 2016 shown in brackets.

21.1.3 Opposition to the idea of more Academies and Free schools remains higher from those from a higher social grade, with 41% of those from an AB social grade in opposition to the idea of more Academies and Free schools compared with 22% of those from a DE social grade. Opposition from parents is also higher for those living in a London Borough in the bottom 5% performers for attainment (45%) than from those who live in the top 5% performing boroughs (30%).

21.1.4 By school type we also find that parents with a child in a Maintained school remain significantly more likely to oppose more Academies and Free schools than those parents with a child in an Academy or Free school. As can be seen below:

- Maintained schools – 22% of parents support more Academies and Free schools and 46% oppose
- Academy schools – 36% of parents support more Academies and Free schools and 27% oppose
- Free schools – 44% of parents support more Academies and Free schools and 16% oppose

Section 5: Careers and vocational education

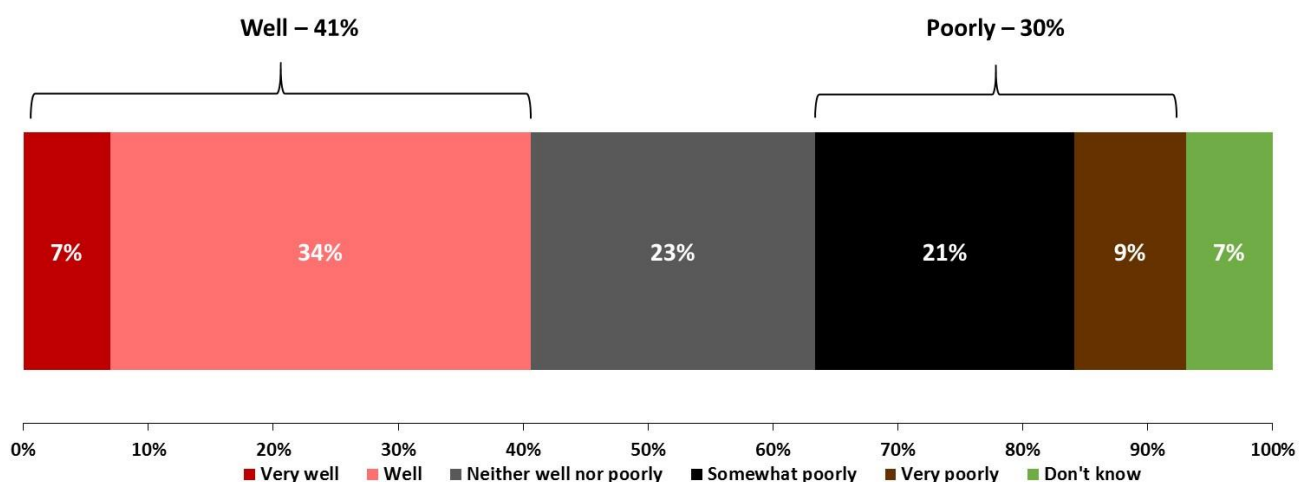
The fifth and final section of this report examines parents' views on the relationship between the education system and the world of work.

Perceptions of careers advice and work experience

21.1.5 Parents in London provide no majority consensus as to whether the education system prepares children well for the world of work. Four out of ten parents (41%) report that they think the system does prepare children well for the world of work and three out of ten (30%) feel that they system prepares children poorly. It should be noted that a further three out of ten (30%) have no opinion either way or do not know.

21.1.6 There are no differences in the views of parents with a child at primary school and those with a child at secondary school as to how well or poorly the education system prepares children for the world of work.

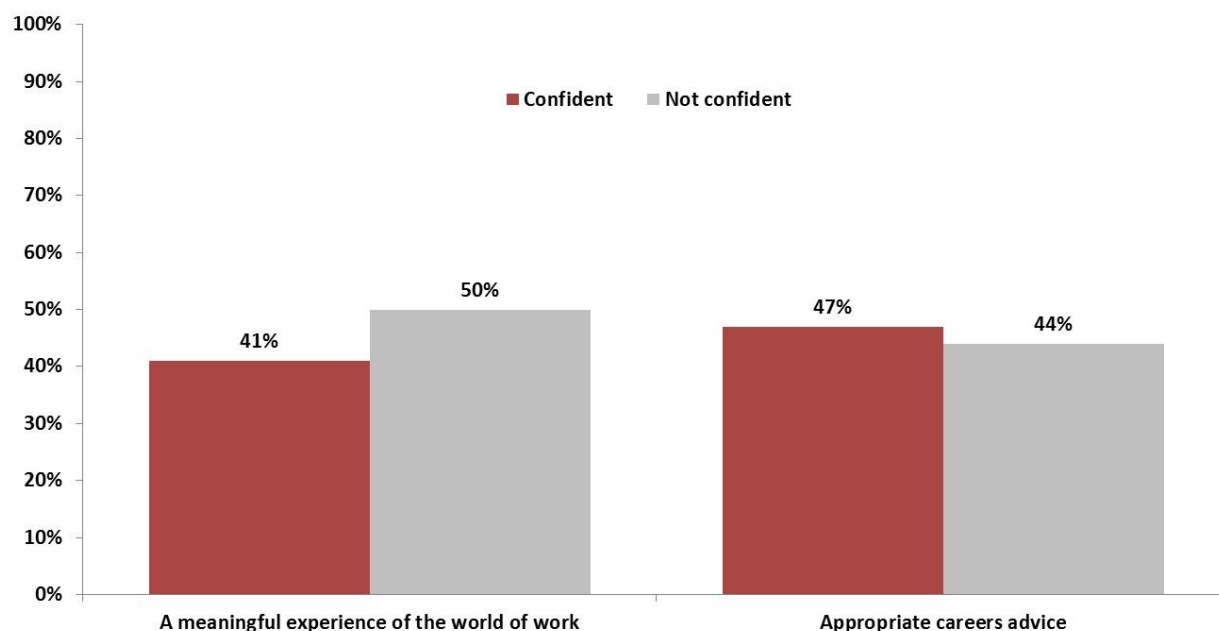
Figure 29: Opinion on whether the education system up to the age of 18 prepares children well or poorly for the world of work



Base: All London Parents (2017 n=1030)

- 21.1.7 Parental views on how well the education system prepares children for the world of work are broadly consistent across the type of school that parents have children in. However, younger parents aged 25-34 (53%) are significantly more likely than those aged 35-44 (37%), 45-54 (39%) and 55+ (35%) to feel that the education system prepares children well for the world of work – possibly reflecting young parents' more recent and better experience of the education system.
- 21.1.8 As figure 31 shows, parents in London were also asked to comment on how confident they are that their child will receive appropriate careers advice and a meaningful experience of the world of work before leaving education or training at the age of 18.
- 21.1.9 There are concerns from some parents that their child will not receive a meaningful experience of the world of work, with half (50%) of parents not confident that this will happen before their child leaves education.
- 21.1.10 Views on careers advice are divided, with 47% confident their child will receive appropriate careers advice and 44% not confident that this will happen before their child leaves education at the age of 18. Parents with a child in secondary school are more confident than parents with a child in primary school that their child will receive adequate careers advice – with 52% reporting this compared with 46%.

Figure 30: Parents confidence that their child will receive appropriate careers advice and a meaningful experience of the world of work before leaving education or training at the age of 18



Base: All London Parents (2017 n=1030)

21.1.11 There are some differences by demographics in whether parents are confident that their child will receive appropriate careers advice and a meaningful experience of the world of work.

- Child will receive appropriate careers advice
 - Fathers (53%) are more confident than mothers (43%)
 - Parents in inner London (53%) are more confident than those in outer London (43%)
 - Parents with a child at a Free School (62%) are more confident than those with children at LA maintained (46%) and Academy (51%) schools
- Child will receive a meaningful experience of the world of work
 - Fathers (49%) are more confident than mothers (37%)
 - Parents aged 25-34 (59%) are more confident than those aged 35-44 (37%), 45-54 (37%) and 55+ (36%)
 - Parents in inner London (47%) are more confident than those in outer London (37%)

- Parents from a BME background (53%) are more confident than those from a white background (36%)
- Parents with a child at a Free School (60%) are more confident than those with children at LA maintained (38%) and Academy (45%) schools

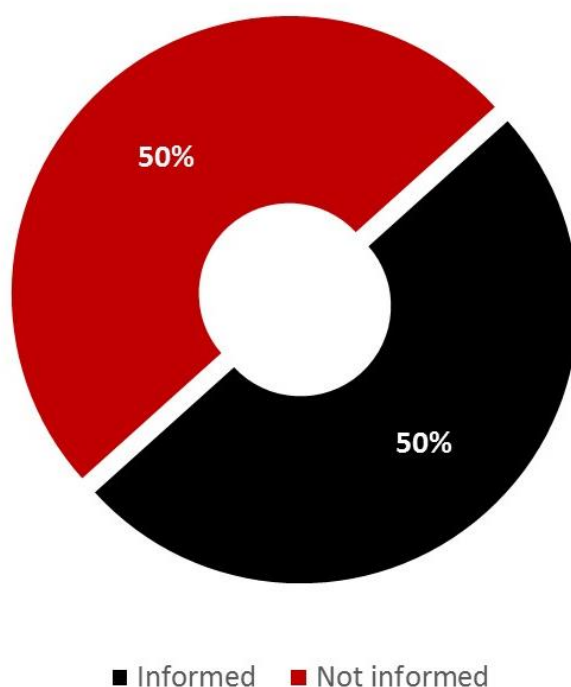
Advising children on good career choices

21.1.12 Thinking about how informed parents in London are about London's labour market in the context of supporting their child in making good career choices, parents are evenly split between feeling informed (50%) and not informed (50%).

21.1.13 Parents from a higher social grade (AB) are significantly more likely to feel informed about London's labour market than those parents from a lower social grade – with 59% of those from a AB group feeling informed compared with those from a C1 (47%), C2 (44%) and DE (39%) social grade.

21.1.14 Following the trend in this chapter on careers and work experience, fathers (59%), those aged 25-34 (60%), those living in inner London (60%) and those with a child in a Free school (62%) feel most informed about London's labour market.

Figure 31: How well informed parents are about London's labour market in the context of supporting their child in making good career choices



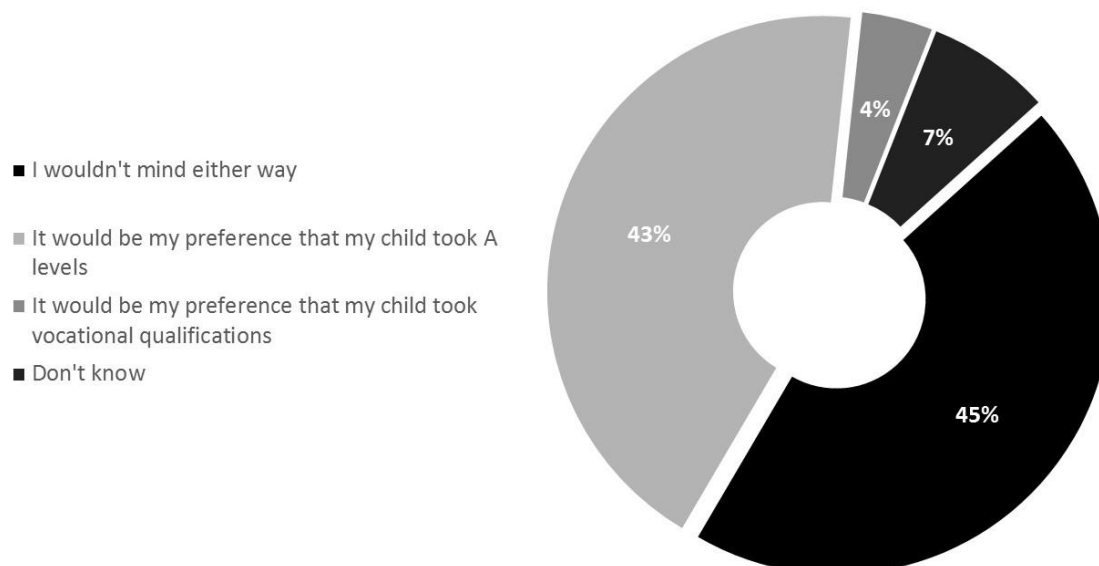
Base: All London Parents (2017 n=1030)

Choice between A levels and vocational qualifications

21.1.15 Parents were asked how they would feel if their child chose to work towards vocational qualifications rather than A levels. A very small minority of parents (4%) report that it would be their preference that their child took vocational qualifications. Four out of ten (43%) parents would prefer that their child took A levels but a similar proportion (45%) would not mind if their child took vocational qualifications or A levels.

21.1.16 There are no differences between the views of parents with a child in primary school and those with a child in secondary school as to whether they have a preference for their child to study A levels or vocational qualifications.

Figure 32: Sentiment on their child choosing whether to take A Levels or vocational qualifications

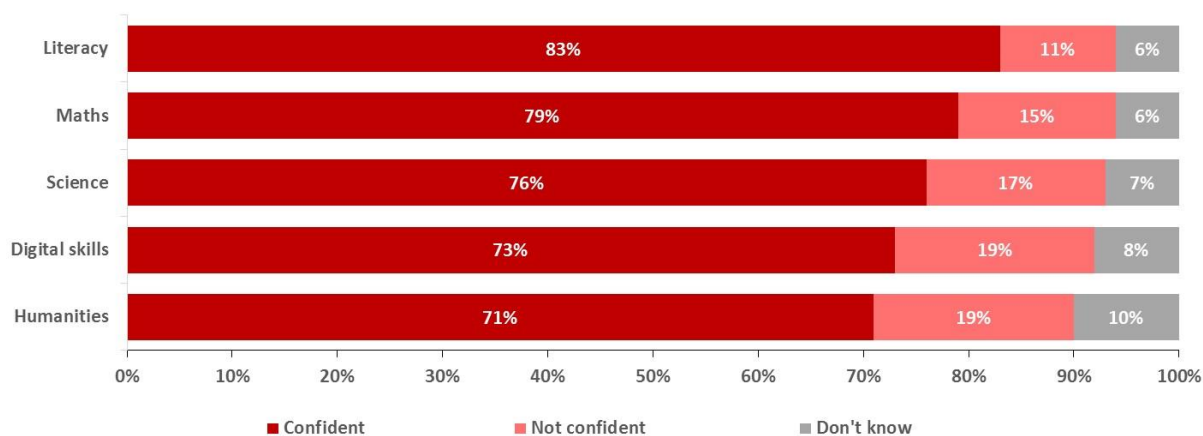


Base: All London Parents (2017 n=1030)

Confidence in schools providing knowledge to children

21.1.17 As figure 34 shows, overall a majority parents are confident that their child's school is providing their child with an adequate level of knowledge across a range of subjects. Parents are most confident that their school is providing an adequate level of knowledge in literacy. While in a minority, a fifth (19%), of parents are not confident their school is providing their child with an adequate level of knowledge in digital skills and humanities.

Figure 33: Parent's confidence that their child's school is providing a level of knowledge appropriate to your child in each of the following subject areas



Base: All London Parents (2017 n=1030)

Recommendations for DfE

- The DfE should consider how the mainstream school and college workforce can improve their understanding of the reasons for challenging behaviour, and the proactive steps they can take to reduce it for children with autism and SEMH.
- The DfE should develop a strategy to ensure mainstream schools and colleges can meet the needs of children and young people with SEND. This should include providing greater incentives to schools and colleges to do their best for this cohort, and ensuring that leaders in mainstream have the skills and vision to meet these children and young people's needs.
- The DfE should ensure that LAs are offering sufficient short breaks to the families of children and young people with SEND.
- The DfE should support LAs, working with CCGs as necessary, to make the best use of data and forecast need effectively, and give them an avenue through which to create new provision where a requirement is identified. Providers should also be involved in these discussions.
- The DfE should work with LAs to improve understanding of when is and isn't appropriate to contest a parents' or young person's choice of placement, and the SEND Tribunal should produce a regular digest of significant cases to reinforce this learning.
- The DfE publishes LA visiting guidance, setting out expectations for when LAs should visit children and young people in residential special schools and colleges.
- The DfE should clarify how the Public Contracts Regulations apply to independent/non-maintained special schools.
- The DfE should replace the national minimum standards for residential special schools with national quality standards.
- The DfE should clarify who is responsible for the safeguarding of children placed within area by another LA.
- The DfE should consider what more can be done to promote and support school improvement in special schools. This should include promoting and facilitating greater links between mainstream and special schools.
- The DfE should improve the supply of quality school leaders to the special schools and colleges sector.
- The DfE should require independent schools with state-funded pupils to complete the school census for those pupils.
- The DfE should publish destinations data for children and young people that have attended residential special schools and colleges, taken from the longitudinal educational outcomes dataset.
- The quality standards recommended above should require that schools demonstrate how they are achieving ambitious outcomes for children and young people, particularly those set out in EHC plans.
- The quality standards recommended above should include significant focus on how schools and colleges are ensuring progress against the four PfA domains.

- The DfE should create a national leadership board for children and young people with high needs, reporting to the Minister for Children and Families, to take forward the recommendations of this review, provide strategic oversight to the services they need, and support collaborative working between LAs, CCGs and providers. Links should be made with other boards for vulnerable children as appropriate.

Recommendations for DfE and DH

- The DfE and DH should, in response to the upcoming green paper on children and young people's mental health, set out how mental health support will be delivered for children and young people with SEND.
- The DfE and DH should explore, with a view to piloting, how accountable care systems can lead to more coherence across education, health and care for children and young people with SEND.
- To provide an evidence base on which discussions about fees can be based, the DfE and DH should, through research, establish the average costs of services provided to children and young people with high needs.

Recommendations for local authorities

- Local authorities, working regionally with CCGs, parents and young people, should plan and commission provision strategically to meet upcoming patterns of demand, locally where possible. To support this, local authorities should build understanding and data about local and regional trends in SEND needs.

Recommendations for NASS and Natspec

- NASS and Natspec should encourage their members to be flexible on the fees they charge, and work with them to develop open-book accounting.
- NASS and Natspec should ensure their members know where to access school improvement expertise.