



REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 16 May 2007

SUBJECT: Review of 14-19 Provision in Leeds

EXECUTIVE SUMMARY

1.0 PURPOSE OF THE REPORT

- 1.1 The purpose of this report is to inform Executive Board of progress on the Review of 14-19 Provision in Leeds and to seek approval for the next stage of development. The report proposes a vision and approach to the transformation of 14-19 provision in Leeds that will provide the foundations for developing a detailed implementation plan in conjunction with key partners.

2.0 BACKGROUND INFORMATION

- 2.1 This report on 14-19 provision builds on the report of 24 January 2007 and considers the options for the future delivery of 14-19 learning in Leeds.
- 2.2 Because the statutory responsibilities for 14-19 learning are shared by the Local Authority (DCS)/Education Leeds and the LSC, both parties have been working closely on a shared strategy to address the challenges we face. Decisions around the future configuration of FE provision and accompanying capital investment of up to £200 million in the FE estate will play a major part in the future delivery of 14-19 learning in Leeds.
- 2.3 This report makes recommendations around the strategies and structural changes to educational arrangements for 14-19 years olds that will be developed in tandem with work being done to further improve information, advice and guidance (i.e. the Connexions Service). It is also intended that a report on developments within youth services as part of the whole development of 14-19 services (in the context of the newly required Youth Offer) will shortly be brought to a future Executive Board meeting.
- 2.4 The way forward recommended by this report will transform Level 2 and 3 outcomes; increasing participation in Post-16 learning; reducing the number of young people not in employment, education or training; and developing the highly skilled workforce the city needs to compete in a global economy.

3.0 PROPOSALS

The key proposals contained in this report are:

- Support for a re-structuring of the FE sector into fewer colleges
- Further exploration of possibilities around joint development of a number of Post 14 Centres between the LA/school sector and the LSC/FE sector to deliver significant elements of Post 14 vocational provision on a local basis.
- That steps are taken to ensure that Post 16 provision in the city is high quality, viable, sustainable, cost effective and that Post 16 provision in schools is linked to the new FE infrastructure and the Post 14 Centres.
- The strengthening and further development of 14-19 Partnerships across the city including the development of a new Partnership/Trust arrangement for Central Leeds.

4.0 RECOMMENDATIONS

Executive Board is asked to:

- Agree the vision and approach outlined in this report.
- Approve the development of a detailed implementation plan based on the model proposed in the report.



Agenda Item:

Originator: Gary Milner/Dirk Gilleard

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Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality & Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in
(Details contained in the Report)

1.0 PURPOSE OF THE REPORT

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2.0 BACKGROUND INFORMATION

- 2.1 This report on 14-19 provision builds on the report of 24 January 2007 and considers the options for the future delivery of 14-19 learning in Leeds.
- 2.2 This report takes into account the findings of the Cambridge Education Review of 14-19 Provision in Leeds, further work around options for the FE estate commissioned by the LSC, recent reports from the DfES and other strategic bodies and considers these along with the outcomes of recent consultation with key stakeholders and detailed analysis of local data.

- 2.3 Because the statutory responsibilities for any change arising from this report are shared by the Local Authority (DCS)/Education Leeds and the LSC, there has been continuous dialogue and information exchange between the parties over recent months.
- 2.4 The Education and Inspection Act 2006 gives the local authority the strategic lead for securing the 14-19 entitlement for young people, with the essential role of making sure that schools and colleges between them make the full range of opportunities available in the area.
- 2.5 Against the backdrop of Legislative changes through the Children Act 2004, the Childcare Act 2005 and the Education and Inspection Act 2006, Leeds has exciting opportunities to embrace changes that can transform outcomes for young people. There is considerable potential to customize improved services to support our vision of delivering a universal offer that addresses the aspirations of young people and their families and personalizes their learning and support.
- 2.6 As such, many of the developments currently taking place or proposed need to be seen in the broader context of this vision. This report makes recommendations around the strategies and structural changes to educational arrangements for 14-19 years olds that will be developed in tandem with work being done to further improve information, advice and guidance (i.e. the Connexions Service) which provides a framework for young people and their families to choose what they want to study, understand what these choices mean for their personal futures and subsequently make informed decisions.
- 2.7 It is also intended that a report on developments within youth services as part of the whole development of 14-19 services (in the context of the newly required Youth Offer) will shortly be brought to a future Executive Board meeting. Such developments of course have a crucial relationship with learning as well as addressing issues around things to do and places to go for young people. Members are therefore asked to keep this context of support, guidance and activities for young people in mind when giving regard to the issues raised and recommendations made in this report.
- 2.8 There are significant national pressures that will play a role in shaping the future of 14-19 learning in Leeds:
- the current national 14-19 curriculum reform programme;
 - the Leitch Review focusing on the steps we need to take to raise the skills levels of the workforce;
 - the recent DfES consultation on a demand-led 14-19 funding system that is based around minimum performance standards that will eliminate poor quality and inefficient provision;
 - the recent Green paper on compulsory participation in learning until 18.
- 2.9 The recommendations contained in this report will shape the future delivery of 14+ learning in the city and as such will have a major impact on the lives of thousands of young people schools, colleges and other providers here in Leeds.

3.0 MAIN ISSUES

3.1 Challenges and Opportunities

3.1.1 The 14-19 curriculum reform programme and the emerging skills agenda present real challenges and opportunities for Leeds. The Learning and Skills Council has made it clear that, provided an appropriate model can be agreed, the FE estate will attract a capital investment that will transform the FE estate. At the same time, Leeds is implementing a major building programme across the secondary estate through PFI and Building Schools for the Future (BSF) programmes.

3.1.2 Discussions over recent months have revealed a broadly held commitment amongst partners to help the young people of Leeds achieve much more. There is an emerging consensus that the scale of these new ambitions will require a fundamental improvement in provision so that more of our learners are inspired, engaged and committed.

3.1.3 The challenges and opportunities can be summarised as :

- Maximising and aligning the opportunities posed by FE investment, PFI, BSF, Academies and 14-19 funding streams to create a city wide investment programme to transform the learning landscape
- Re-affirming and delivering the Leeds Learner Entitlement and seeking feedback from young people on their experiences so we can be more sure that provision is raising aspirations, securing engagement and meeting their needs and expectations
- Providing choice and diversity for all learners through relevant and accessible pathways that lead to further learning and employment opportunities
- More systematically nurturing the skills needed for all our people to meet the five outcomes of Every Child Matters and to better provide for those learners with special educational needs
- Developing stronger partnerships across the city, addressing underachievement by focusing on the areas of greatest need, to drive the standards agenda and achieve the following outcomes by 2015:
 - 80% of 16 year olds achieving the level 2 standard
 - 95% of our young people progressing to further learning beyond 16
 - 60% of 19 year olds achieving the level 3 standard
- Developing leadership and governance models to deliver these ambitions by focussing the combined expertise of partners and achieving a more collective ownership of the outcomes achieved by all young people in the city.

A more detailed list of key outputs and outcomes we must deliver is given in Appendix 1.

3.2 **Vision and Values**

3.2.1 Discussions with stakeholders have highlighted particular priorities and aspirations. This section attempts to identify these notions as a series of vision statements. They are offered here to assist in building a consensus on what needs to be achieved.

3.2.2 We will create a network of brilliant learning places across Leeds. Learning places that are:

- inclusive, improving and good at what they do;
- at the heart of their communities supporting regeneration and lifelong learning;
- centres of extended services, tackling underachievement, poor attendance, anti-social behaviour and health inequalities;
- creative, inspiring, innovative centres of excellence;
- viable and sustainable learning environments;
- working together to share their expertise and deliver services and pathways in partnership;
- committed to developing a coaching, mentoring and nurturing culture for all young people;
- working with the Leeds FE colleges, the University of Leeds, Leeds Metropolitan University, other HEIs and providers together with the business community to meet the social, environmental and skills needs and aspirations of Leeds and the region.
- committed to listening to and involving all stakeholders including young people and their parents and carers

3.2.3 We want to work with partners who share our enthusiasm, passion, commitment and energy and will help us drive forward the partnerships needed to deliver a transformation in the outcomes achieved by young people.

3.3 **Coherent infrastructure development and city-wide planning**

3.3.1 We plan to ensure the coherent development of the Post 14 learning infrastructure in Leeds through the creation of learning environments that would better meet the needs of young people and establish greater connectivity between education, skills, employment and regeneration.

3.3.2 We will ensure that all young people and adults are able to achieve their full potential through a personalised learning pathway built on access to the widest possible range of high quality learning opportunities.

3.3.3 Collaboration between the LA/Education Leeds and the LSC will ensure the investment in the Building Schools for the Future programme and the capital investment in the Further Education sector will result in a world class environment for the delivery of inclusive 14-19 learning in Leeds.

3.3.4 Work is currently underway on the development of a Leeds Curriculum Framework that will ensure that Leeds is able to meet the statutory requirement to ensure that all young people can access all 14 specialised Diploma lines by 2013 and deliver the Leeds Learner Entitlement (see Appendix 3). This framework will ensure an agreed 14-19 curriculum offer for the city where all programmes have clear progression routes.

3.3.5 The foundations of city-wide planning of the 14-19 curriculum are currently being supported through a number of other developments including:

- The Leeds on-line Area Prospectus that will be available from October 2007 and include details of all programmes delivered by schools, colleges and other providers in the city. It will also contain opportunities available for young people through the integrated youth offer and include extensive impartial information and advice that will support learner choice.
- A Common Application System for Post 16 courses that is being piloted during the 2007-8 academic year and will be available to all learners from September 2008. This will simplify the application process for the learner and provide valuable management information for the tracking of learners and the planning of the curriculum.
- Development is about to commence on the creation of a city-wide electronic Individual Learning Plan that will be use by all learners aged 9 to 19 to support personalised learning.
- Further development of the central co-ordination and quality assurance of the 14-16 vocational learning offer to include minimum performance standards to ensure that poor quality provision is eliminated.
- The development of a cross sector city-wide e-learning strategy to enable learners to access learning resources from a number of different locations.

3.4 **Partnership and collaboration**

3.4.1 Partnerships and collaborations that add value are essential at many levels if we are to create a viable and sustainable learning infrastructure. We will be seeking to build on existing successful 14-19 Local Delivery Partnerships between schools and FE and utilise the good practice that has developed over recent years. Currently around three quarters of schools and a number of FE colleges are involved in 14-19 partnerships with shared management, timetabling and other supporting arrangements. Support will be provided to ensure these partnerships arrangements develop to include all schools and other providers.

3.4.2 *Central Leeds Learning Trust*

3.4.2 These arrangements will be further strengthened for inner Leeds schools through the creation of a Central Leeds Learning Trust that will complement existing arrangements and galvanise the support of key strategic partners for schools facing the greatest challenge.

3.4.3 Education Leeds has secured the interest of several existing and potential partners for this agenda. We aim to develop a trust or partnership arrangement which will capture, nurture, engage and strategically direct programmes to transform attainment across the city of Leeds. We will pursue expressions of interest from the following partners.

- Leeds FE colleges;
- Leeds Metropolitan University;
- University of Leeds;
- BBC;
- RM;
- liC;
- E4L;
- business organisations;
- voluntary organisations;
- faith groups;
- community groups
- work-based learning providers.

3.4.4 We propose to form four clusters of high school in the centre of the City. One in the centre, one in the east, south and west. These clusters would build on existing Local Delivery Partnerships but be realigned around the new FE sector and proposed new Post 14 Centres (see para 4.3).

3.4.5 It is envisaged that the 'Central Leeds Learning Trust' would:

- sponsor and support educational programmes and initiatives;
- have a role in the governance of the proposed Post 14 Centres;
- play a major role in developing the Leeds post 14 Learning Strategy;
- create a framework to maximise funding streams to support learning;
- harness the talents of everyone who shares the vision for learning in Leeds;
- be a strong partner for schools and other providers across the whole of Leeds

3.4.6 Our overall vision for the future structure of 14-19 Partnership arrangements is shown in Appendix 2.

3.6 **Skills development**

3.6.1 As part of its transformational agenda, Education Leeds is working with schools and other partners to review the place of skills in the curriculum. The Qualifications and Curriculum Authority has published a Personal Learning and Thinking Skills Framework for 11-18 year olds and is keen to work with local authorities on how to further this agenda. We believe that the development of these 'soft skills' is central

to the transformation we are seeking.

- 3.6.2 We want all our young people to have the skills they need to achieve the five outcomes: literacy and communication; numeracy; ICT; creativity; adaptability; innovation; design; enterprise; self and peer coaching; teamwork; empathy.
- 3.6.3 Projects have already been commissioned to develop the methodology required to nurture these skills. Several schools are contributing to these developments and piloting new approaches based on coaching and advocacy. Through these approaches we will raise aspirations; build self esteem and work to remove the barriers to learning. We will engage all our young people as successful positive lifelong learners.
- 4.0 **FUTURE DELIVERY INFRASTRUCTURE**
- 4.1 **Further Education**
- 4.1.1 We accept the views expressed in the Cambridge Education report that the current organisation of FE colleges will increasingly fail to meet Leeds' economic and social needs and there is a strong case for merger accompanied by substantial investment in the FE estate.
- 4.1.2 We support the proposals for the re-structuring of the FE sector into fewer colleges and recognise the opportunity it gives to create a truly world class vocational provision capable of delivering the skilled workforce we need to compete in a global economy. It would also ensure no wasteful duplication or competition around skill areas and support comprehensive and effective planning and clear structures for collaboration. This will facilitate a city-wide approach to the planning of provision and the creation of clear learning pathways that is not possible with the current arrangements.
- 4.1.3 The need to incorporate a strong locality based dimension that is linked closely to schools, employers and other organisations within the community is seen as particularly important.
- 4.1.4 Bringing coherence to the AS/A2 and general level 3 provision delivered by inner Leeds schools and the FE colleges is also seen as an essential part of the future model for the delivery of 14-19 in Leeds.
- 4.2 **School Sixth Forms**
- 4.2.1 When considering schools sixth forms we have taken into account the likely future offer, performance and financial viability of school post 16 provision along with other factors such as BSF proposals, the future demographic reduction in the Leeds cohort size and the impact of any new FE College(s) and Post-14 Centres. A summary of school performance data is included as Appendix 4.
- 4.2.2 We are working to ensure that all schools are helped to guarantee that all learners have access to the full range of learning opportunities available in the city. Where schools can deliver high quality financially viable and sustainable post 16 programmes either as individual schools or through Local Delivery Partnerships these arrangements will be fully supported as part of a city-wide offer. Where this is not the case other arrangements will be developed.

- 4.2.3 We need to look to develop the post 16 offer in a locality. Partnership arrangements between schools/ SILCs, the new post 14 centres, FE College(s) and other partners will ensure all learners would have access to the full range of Post 16 programmes available across the city.
- 4.2.4 It is widely recognised that current Post 16 provision in many inner Leeds schools delivers below average outcomes and inadequate choice, largely due to the very low student numbers that in most cases are unlikely to ever reach viable levels. Eleven schools currently have post 16 cohorts of around 100 learners or less and the vast majority of these schools have issues with post 16 academic standards. Recent research suggests there is a correlation between small sixth forms in schools and under achievement at Key Stage 4 and when such schools cease to offer post 16 programmes their KS4 performance often improves.
- 4.2.5 Changes to post 16 funding arrangements for school means that current delivery arrangements in many inner Leeds schools will not be financially sustainable in future. Removal of existing funding protection and a new funding mechanism based on the retention and achievement levels of individual schools means that inner Leeds schools will receive significantly reduced post 16 funding from 2008 onwards. Also, many courses currently delivered in inner Leeds schools would not be funded at all in future as they would not meet the minimum performance thresholds the LSC are introducing for all providers including schools.
- 4.3 Post 14 Centres**
- 4.3.1 The delivery of 14-16 vocational and work-related learning and the future delivery of the 14-19 specialised Diploma entitlement present a number of significant challenges around quality and accessibility. It is the view that the bulk of such delivery would probably be best met through the development of a small number of Post 14 Centres based at strategic locations around the city that are focused on delivering the practical elements of Level 0, 1 and 2 programmes for 14-19 year olds. These Centres would cater for all learners including those with special educational needs. The Centres would be collaborations between the LSC/FE Colleges and the LA/Schools/SILCs and would be a mixture of new build and enhancements of existing/planned facilities. Work is currently underway to identify prospective locations for these Post 14 Centres.
- 4.3.2 These Centres would support the delivery of the specialised Diplomas, Foundation Tier, Young Apprenticeship Programme, Junior Job Guarantee and other work-related learning programmes, together with providing the hub for partnership activities involving local employers. The majority of 14-16 year old learners currently attending external providers would be catered for through these Centres. However, there would still be a need for a number of other high quality providers, generally delivering programmes targeted at learners requiring more intensive support.
We are looking to raise the bar substantially around the deliver of 14-16 vocational and work-related learning programmes and will be introducing minimum performance thresholds for this area of provision.
- 4.3.3 Each Centre would probably have one or two particular specialisms usually linked to the specialist status of the partner institutions and local employment needs. They would also deliver the most popular vocational areas including the practical

elements of between six and eight specialised Diplomas generally at level 1 & 2. Any level 3 provision in these Centres would generally be limited to the Centre's specialism(s).

- 4.3.4 Most schools in the locality would utilise the Centres for the delivery of some element of post 16 provision and for many central Leeds schools they would provide a major element of their post 16 offer.
- 4.3.5 We would look to ensure any new-found capacity created in schools through the proposed model is utilised in collaboration with colleges to support the adult and community learning delivery as part of the extended schools agenda along with providing accommodation for the extended service provision and the youth offer.
- 4.3.6 The centres would have a significant role around curriculum planning and CPD for their area and across the city.
- 4.3.7 Further work is required around the governance and management, staffing, capital and revenue funding, and other features of the proposed Post 14 Centres, before the vision can become a reality.

4.4 **Academies**

- 4.4.1 Education Leeds will explore with partners the value that could be added by introducing an academy in each of the central clusters (Central, South and West) to complement the David Young Academy in the East.
- 4.4.2 We would want to ensure that each academy offered a distinctive ethos and a specialism reflecting that of the proposed post 14 centre for the area and local employment needs. In this way, each academy would form an integral part of the central partnership/trust.
- 4.4.3 The Local Authority would look to be a co-sponsor of each academy to ensure the programme across Leeds makes best use of available expertise and the efficient and effective use of resources.

5.0 **IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**

The strategy proposed through this paper is intended to make a major contribution to Council policy on raising standards, closing the gap and regeneration. It also aims to develop a 14-19 infrastructure appropriate for a regional capital. There are significant implications for the development of an appropriate governance model for 14-19 provision which clarifies the Local Authority's relationship with a reformed Learning and Skills Council. This will need to embrace the role of the LA in a demand-led skills system; particularly through the offices of an Employment and Skills Board as proposed by the Leitch Review of Skills.

6.0 **LEGAL AND RESOURCE IMPLICATIONS**

In relation to 14-19 education and training the Government announced in the recent FE White Paper that it wants “local authorities to play the strategic leadership role, consistent with their leadership role in children’s services overall, ensuring the integration of the delivery of 14-19 reform with the wider agenda of children and young people in the locality”. Further work may be required to address the legal issues arising from agreed changes. The proposed Implementation Plan will also clarify how existing resources, and future investments, will be used to achieve the desired transformation of learning outcomes.

7.0 **CONCLUSIONS**

7.1 Delivering the major improvements in achievement and progression that will ensure Leeds has the highly skilled workforce it needs to continue to compete in a global economy is only possible through major transformational change. Taking forward the recommendations in this report represents the best opportunity we will ever have to transform learning in Leeds and deliver the step change in outcomes required to secure the long term prosperity of our great city.

The key strategies proposed are:

- Support for a re-structuring of the FE sector into fewer colleges
- Further exploration of possibilities around the joint development of a number of Post 14 Centres between the LA/school sector and the LSC/FE sector to deliver significant elements of Post 14 vocational provision on a local basis
- That steps are taken to ensure that Post 16 provision in the city is high quality, viable, sustainable, cost effective and that Post 16 provision in schools is linked to the new FE infrastructure and the Post 14 Centres.
- The strengthening and further development of 14-19 Partnership across the city including the development of a new Partnership/Trust arrangement for Central Leeds.

7.2 A detailed implementation plan will be developed after further discussion with key stakeholders and this will be brought to Executive Board for approval. This will be followed by formal public consultation on the proposals.

8.0 **RECOMMENDATIONS**

8.1 Executive Board is asked to:

- Agree the vision and approach outlined in this report.
- Approve the development of a detailed implementation plan based on the model proposed in the report