



REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 22 July 2009

SUBJECT: A partnership approach to the planning, funding and delivery of 14-19 (25) provision in Leeds

EXECUTIVE SUMMARY

1. PURPOSE OF THE REPORT

To explain the development of 14 - 19(25) provision in Leeds and the structures and arrangements that will form the basis for the future planning, and delivery of 14 - 19(25) provision in Leeds.

2. BACKGROUND

From April 2010 Local Authorities will be responsible for all 14 - 19 learning and skills provision. This transfer of responsibilities from the LSC is happening at the same time as major national reform of 14-19 education and training. Education Leeds on behalf of Leeds City Council are currently part way through implementing a new 14-19 Curriculum with the phased roll out of Diplomas and the new Foundation Learning Tier. These new programmes along with Apprenticeships will form part of a new National Entitlement for all Learners by 2013.

3. MAIN ISSUES

The Leeds 14-19 Plan will play a central role in supporting the local authority, schools, FE colleges and other providers and other stakeholders in Leeds in making robust future decisions around the use of revenue and capital. Each autumn a Statement of Priorities will be produced based on the information and analysis contained within the Plan. This is a key document that will be used to both guide the development of and assess the validity of provider delivery plans.

Individual providers have to assess their capacity to respond to the Plan. Over the last couple of years groups of schools, FE colleges and other partners have been working closely together as part of a growing series of partnerships to support the implementation and roll out of each of the Diplomas. School and college leaders together have recognised that more significant partnerships are needed to ensure appropriate quality and choice to learners, but that these must build upon existing local arrangements that were working well. More recently schools, FE Colleges and other providers have come together on an area basis as 14+ partnerships to work together and to provide a forum for testing out the proposed delivery plans.

4. RECOMMENDATIONS

The Executive Board is asked to note the contents of this report and agree to:

- Note the development of partnerships of post 14 providers;
- Note the implications for the partnership approach to the planning, funding and delivery of 14-19 (25) provision in Leeds;
- Receive the 14-19 Statement of Priorities for approval every Autumn;
- Receive a further report in December that will address the Local Authority's readiness to assume the responsibilities transferring from the LSC.



Agenda Item:
Originator: Pat Toner
Telephone: x75613

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SUBJECT: A partnership approach to the planning, funding and delivery of 14 - 19 (25) provision in Leeds

Electoral wards Affected:
All
<input type="checkbox"/> Ward Members Consulted (referred to in report)

Specific Implications For:
Equality & Diversity <input checked="" type="checkbox"/>
Community Cohesion <input checked="" type="checkbox"/>
Narrowing the Gap <input checked="" type="checkbox"/>

Eligible for Call-in

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

1.0 PURPOSE OF THE REPORT

To explain the development of 14 - 19(25) provision in Leeds and the structures and arrangements that will form the basis for the future planning, and delivery of 14 - 19(25) provision in Leeds.

2.0 BACKGROUND INFORMATION

2.1 From April 2010 Local Authorities will be responsible for all 14 - 19 learning and skills provision, and 14 - 25 provision for learners with learning difficulties and disabilities via local Children's Trusts. The Local Authorities are also expected to work collaboratively with one another both sub-regionally and regionally.

2.2 This transfer of responsibilities from the LSC is happening at the same time as major national reform of 14-19 education and training. Education Leeds on behalf of Leeds City Council are currently part way through implementing a new 14-19 Curriculum with the phased roll out of Diplomas and the new Foundation Learning Tier. These new programmes along with Apprenticeships will form part of a new National Entitlement for all Learners by 2013.

- 2.3 By 2013 all young people will have to continue in education or training until aged 17 and until aged 18 by 2015. Education Leeds on behalf of Leeds City Council must also ensure provision is high quality, financially viable and sustainable and reflect the skills demands of the local economy.
- 2.4 The 14-19 Plan will help ensure more learners achieve better outcomes in terms of skills, qualifications and progression routes into further and higher education, training and employment through the more efficient and effective use of available resources.
- 2.5 No single provider (school, college, or work based provider) will be able to deliver all the learning options to deliver the National Entitlement for all Learners. Education Leeds has been supporting individual providers to develop a more responsive, locally based collaborative approach to the planning and delivery of learning provision and services in Leeds. This new way of working was reflected in the partnership planning and funding discussions with schools and colleges this year by the LSC shadowed by colleagues from Education Leeds. Through this approach further collaborative working between schools, colleges, and other providers is developing that will lead to improved quality of provision and ensure the long-term viability and sustainability of provision.
- 2.6 Annex 1 provides a glossary of the terminology.

3 ISSUES FOR THE LOCAL AUTHORITY

3.1 The 14-19 Plan and the City Wide Leeds Statement of Need

- 3.1.1 The Leeds 14-19 Plan sets out a vision for the future of 14-19(25) Education in Leeds, and includes a strategic analysis of the current position and highlights where gaps or over supply of provision/services exists. The 14-19 Plan identifies priorities for improving learner outcomes, delivering the learner entitlement, and meeting the skills needs of the city. Each autumn a Statement of Priorities will be produced based on the information and analysis contained within the Plan. This is a key document that will be used to both guide the development of and assess the validity of provider delivery plans. Therefore it is important that the Statement of Priorities is agreed annually by Executive Board.
- 3.1.2 The 14-19 Plan will play a central role in supporting the local authority, schools, FE colleges and other providers and other stakeholders in Leeds in making robust future decisions around the use of revenue and capital. It will support the annual Post 16 planning process and other discussions around the planning of 14-16 Diploma, Young Apprenticeship and Foundation Learning Tier provision that the local authority will have with schools, FE colleges and other providers. The Plan will also be used to support the development of specifications for the open and competitive tendering of provision and services to support targeted groups of young people. The Leeds 14-19 Plan is recognised as one of the most comprehensive produced by any local authority and is regarded as an example of best practice. The Plan brings together information and data from a wide range of national and regional sources as well as input from local partners. In September and October there will be detailed consultation on the 2009/10 version of the Plan to test its completeness and the validity of the forecasts and assumptions it contains. Partnership arrangements will be used to facilitate this consultation process.

3.2 The planning and funding of provision

- 3.2.1 Through the 14-19 Plan and Statement of Priorities; schools, FE colleges and other providers will be supplied with agreed priorities and a strategic analysis of provision including detailed data relating to enrolments, success rates and progression for all programmes delivered in Leeds. Schools, FE Colleges and other providers will come together with the local authority at a partnership level to share their delivery plans as part of an open and transparent process. There will be the opportunity for providers to engage in a constructive and supportive dialogue with each other to explore opportunities for collaboration and assess the robustness of proposals.
- 3.2.2 Once delivery plans have been through this process they will be brought together to form a draft delivery plan for the city. These plans will then be subject to further scrutiny by the Leeds 14-19 Strategy Group, the Universal Services Commissioning Board, ISCB, and approved by the Authority prior to submission to the 14-19 Sub-regional Group. Plans will then go to the Regional Planning Forum for endorsement before finally going to the Young People's Learning Agency (YPLA) for approval of the funding to support the Plans.
- 3.2.3 The YPLA allocation of post 16 funding is to a large extent the local implementation of a national system. Funding rates for each programme are set nationally. However, currently there are significant differences in the actual funding that different institutions receive due to funding protection. This will disappear over the next few years as all providers converge to a common level of funding. This will mean a levelling down in the funding for the majority of schools in Leeds. This is a major driver around the need to ensure financial viability of programmes and will necessitate institutions collaborating and reappraising their delivery of particular programmes.
- 3.2.4 The national minimum levels of performance that are currently in place for FE colleges and training providers (under Framework for Excellence) will also apply to schools to ensure baseline standards across the city. Success rates that currently apply are at least 75% for A levels and at least 60% for all other programmes. The application of minimum levels of performance will help improve outcomes for young people. This must be reflected in the proposed Statement of Priorities that will require approval annually by the Executive Board.

3.3 Future pattern of 14+ delivery

- 3.3.1 The nature of the 14+ curriculum is rapidly changing with the introduction of the 17 Diplomas at three levels (foundation, higher and advanced) and the development of the Foundation Learning Tier (FLT). By 2013 every young person will have access to all the Diplomas along with the FLT and Apprenticeships. This will be a key responsibility of the local authority. The raising of the participation age to 18 by 2015 requires that the authority considers programmes delivered pre 16 and post 16 separately as the associated funding arrangements are different.
- 3.3.2 The majority of young people in Key Stage 4 will continue to spend all or most of their time studying programmes delivered in their home school. The number of young people accessing external programmes has been relatively stable for a number of years and is now around 2,500. The majority of these young people

are currently accessing vocational and work-related learning programmes at entry and foundation level. This is forecast to change over the coming years as more young people operating at level 2 start to access Higher level Diplomas. The majority of this will be through other schools in a local cluster or through accessing specialist facilities in one of the FE Colleges, City Learning Centres, or in a few cases other providers.

- 3.3.3 The number of learners and delivery pattern for Foundation Learning Tier programmes is likely to remain broadly similar to that which currently exists for the entry and foundation level vocational and work-related learning programmes it will replace. The robust quality assurance system Education Leeds and providers have implemented over the last few years has led to major improvements in the quality of the learning experience and success rates achieved by providers.
- 3.3.4 The majority of external provision whether it be Diplomas, Foundation Learning Tier, or Young Apprenticeship Programme is likely to continue through central specialist provision at a FE College or other provider or through accessing provision in another local school within an easy travelling distance.
- 3.3.5 Pre 16 Diploma and vocational programmes in Leeds are supported by a robust internally developed funding model that encourages their take up and supports partnership delivery.

3.4 **Links to sub-regional and regional planning**

- 3.4.1 Leeds City Council is part of a West Yorkshire Sub-Region Group with Bradford, Calderdale, Kirklees and Wakefield. This is based on the 16-18 travel to learn patterns between these Local Authorities. It is also recognised that there will need to be linkage to other regional structures – notably the City Region developments. Due to the high volume of learner movement across the Leeds border a close working relationship with the other three sub-regions in Yorkshire and Humber will also be essential.
- 3.4.2 Proposals were submitted to DCSF through Government Office for Yorkshire and the Humber (GOYH) at the end of February 2009 outlining our plans for working together as a sub-region. The purpose of the sub-regions is to ensure that Local Authorities' Strategic Commissioning Plans each year are well-aligned with one another, and with regional priorities, so that:-
- Learners' and economic needs are met
 - Provision is not duplicated unnecessarily
 - Travel to learn patterns are respected
 - All provider sectors are treated equally and involved fully in planning
 - The pattern of provision is affordable and of good quality
 - Commissioning promotes flexibility, collaboration and looks across both sector and Local Authority boundaries
 - Learners' and employers' views have real influence in what is commissioned
 - There is a smooth and effective transfer of responsibilities and to minimise possible disruption or instability in the system for both learners and providers.
- 3.4.3 The key objective, shared by all Authorities in the sub-region, is to enable the formal planning cycle of work to be discharged efficiently at Local Authority level,

so that there is little or no 'unfinished business' which requires sub-regional resolution. The 2008-9 business cycle for post-16 funding has been led by the LSC, working closely with key officers from Education Leeds. However, for the 2009-10 business cycle, Education Leeds will lead the process on behalf of the Local Authority, with the LSC in a supporting role.

4.0 **ISSUES FOR PROVIDERS OF 14 - 19 (25) LEARNING AND TRAINING**

4.1 **Individual Providers - schools, colleges, work based providers, VCFS providers.**

4.1.1 All these providers have their own governance arrangements. The local authority has a formal role to play in some of these, for example through the appointment of local authority representatives as school governors. These various governance arrangements allow governors to set a strategic direction for the individual provider, act as a critical friend and hold professionals accountable for improving learning outcomes.

4.1.2 Individual providers have to assess their capacity to respond to the 14 - 19 Plan. Individual providers will have to consider how they can help meet the increased demand as the statutory participation rate increases to 17 and then 18. A key element of these considerations should be the providers' capacity to sustain viable, high quality provision and, from April 2010, there will be a role for Education Leeds on behalf of the local authority to validate such assessments.

4.2 **Partnership arrangements for the delivery of 14 - 19(25) provision**

4.2.1 Through local delivery partnerships in some parts of the city, schools are already collaborating to jointly plan and deliver post 16 provision together. Some of these partnerships involve colleges. These arrangements have largely operated to ensure the financial viability of minority A Levels and other similar courses. The responsibility for the quality of outcomes remains with the school that has the young person on its roll. However, these existing arrangements would not be able to deliver the new 14-19 Curriculum on their own.

4.2.2 FE colleges also collaborate around their offer to schools through Leeds Further Forward. These arrangements are currently helping support around 2,500 14-16 year olds accessing off-site programmes and around 900 post 16 learners accessing another schools or provider for part of their programme.

4.2.3 School and college leaders recognise that more significant partnerships are needed to ensure appropriate quality and choice to learners, but that these must build upon existing local arrangements that were working well. Over the last couple of years groups of schools, FE colleges and other partners have been working closely together to develop partnership arrangements that can support the implementation and roll out of each of the Diplomas. In addition Education Leeds on behalf of Leeds City Council began to facilitate the development of wider partnership arrangements which led in December 2008 to the approval by Executive Board to a local approach that included the encouragement of partnership arrangements referred to as confederations of 14-19(25) providers. Their primary role will be to support coherent planning of 14-19 provision and the support required by individual learners at an area level.

4.2.4 A further report will be presented to Executive Board in December that will

address the Local Authority's readiness to assume its new statutory responsibilities from April 2010. This will comment upon the development of these partnerships.

5.0 **IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**

- 5.1 The new responsibilities for 14-19 (25) Strategic Commissioning rest with the local authority and the Director of Children's Services within Children's Trust Arrangements. New and pending legislation in the Education and Skills Act and the Apprenticeship, Skills, Children and Learning Bill establish a duty to cooperate for schools and FE colleges. There will also be changes in the inspection and performance frameworks to include consideration of how they will contribute to wider partnership working and the Every Child Matters agenda. In return, schools and colleges are named as relevant partners with statutory rights to representation within the Children's Trust arrangements.
- 5.2 Leeds City Council as the Children's Services Authority has to make appropriate arrangements for partners to fulfil this duty to cooperate. Schools have been required to collaborate, often with other children's services providers, in localities to deliver the extended services core offer. This is leading to the emergence of new governance arrangements in localities or clusters such as Trusts. Similar joint working arrangements and partnerships are beginning to emerge at an area or wedge level. In all these arrangements providers have recognised the importance and value of ensuring that the local authority is able to contribute and has sought a role for the local authority in the governance arrangements being established.
- 5.3 It is particularly important that joint needs assessment and planning work, and, any action to change provision within areas or clusters is conducted within an open, transparent and accountable system. Area Committees and local elected members need to be able to engage in and inform those processes; and the governance arrangements (power to act, accountability, probity and regularity) for this type of "bottom up" work need to be clearly established. This is important given:-
- i) the inclusion of autonomous institutions and their governance arrangements (principally governing bodies and incorporated boards);
 - ii) the amount of resources which are passported to those bodies and which must play their part in the wider children's services agenda; and
 - iii) the requirement to develop new types of provider collaboration across areas and within clusters.
- 5.4 Establishing area and cluster working within this framework has implications for the Council's overall approach to locality working. This includes the role and remit of area committees, the emerging role for elected members of Children's Champions, the drive to ensure elected members sit on emerging Cluster Management Groups looking at team around the child issues, and new types of provider governance most notably Trusts. Therefore the approach outlined in this paper specifically dealing with the new 14-19 agenda in the context of a commissioning model of public service delivery, needs to be considered within a wider framework. This must set out working arrangements for commissioning – both at city wide and locality level and in terms of our 'One Council' approach to commissioning and area delivery planning.
- 5.5 The West Yorkshire Sub-regional Group are currently working on the

development of a Memorandum of Understanding and detailed policies, procedures and governance arrangements that will underpin sub-regional and regional working. This will be presented to the Executive Board in December in a further report that will address the Local Authority's readiness to assume its statutory responsibilities for all 14 - 19 (25) issues.

6.0 LEGAL AND RESOURCE IMPLICATIONS

6.1 To help support these new arrangements for the transfer of responsibilities to the local authority, the DCSF have proposed that 12 staff will transfer from the LSC to Leeds. The allocation of staff to Leeds is significantly more than other local authorities in the sub-region/region in recognition of the size and complexity of post 16 delivery in Leeds. Work is currently underway to establish the roles that those staff transferring from the LSC will undertake. Discussions will continue with LSC colleagues, who have a significant contribution to make to new arrangements.

6.2 Further work around leadership and coordination capacity to support partnership working is currently under development at an area level. The extent to which the Local Authority wishes to consider devolving some of its strategic responsibilities to area structures will require careful consideration in order to ensure that governance arrangements are fit for purpose. It will also be necessary to consider the implications for Children's Services providers of aligning arrangements with other local authority services. This will be addressed in a separate report to Executive Board.

7.0 RECOMMENDATIONS

The Executive Board is asked to note the contents of this report and agree to:

- Note the development of partnerships of post 14 providers;
- Note the implications for the partnership approach to the planning, funding and delivery of 14-19 (25) provision in Leeds;
- Receive the 14-19 Statement of Priorities for approval every Autumn;
- Receive a further report in December that will address the Local Authority's readiness to assume the responsibilities transferring from the LSC.

Background documents:

- Raising Expectations : Enabling the System to Deliver
White Paper
 - Next Steps (August 2008)
 - Next Steps (November 2008)
 - DCSF Transfer – Stage 2 Guidance note
 - DCSF/DIUS 16-19 and post 16 Funding Transfer; Bulletin no 5 (December 2008)
 - Young People's Learning Agency Blue Print (December 2008)
- Children, Skills and Learning Bill 2008
- Statutory Guidance on Duties of Directors of Children's Services (revised draft December 2008)
- 14-19 Partnership and Planning – DCSF (January 2009)
- 16-19 transfer – a framework for local authority functions (DCSF April 2009)

- Sept Exec Board Report - Children's Services Update and Framework for the City's Next Children and Young People's Plan/Young People's Plan.
- Dec Exec Board Report Machinery of Government & 14-19(25) Commissioning Arrangements
- March Exec Board Report – The National Challenge and Structural Change to Secondary Provision in Leeds

Glossary

LDPs	Local delivery partnerships involving a small group of schools working together to plan and deliver post-16 provision. LDP Managers provide resource for coordination.
Confederation	Emerging structures, involving a group of schools (based on existing geographical wedges) as well as FE colleges, representatives from the VCFS sector, HE links and work-based learning providers.
HE	Higher Education
FE	Further Education
VCFS	Voluntary, Community, Faith Sector
14-19 (25)	14-19 is the phase that begins with Key Stage 4 and continues until a learner's 19 th birthday. The responsibility for planning and delivering learning and support provision continues until age 25 for learners with learning difficulties and disabilities
LLDD	Learners with learning difficulties and disabilities
Diploma	New post 14 qualification delivered at three levels with strong applied learning dimension and functional skills embedded into the principal learning.
Foundation Diploma	Equivalent to 5 GCSEs (grades D-G)
Higher Diploma	Equivalent to 7 GCSEs (grades A*-C)
Advanced Diploma	Equivalent to 3.5 A levels (and accepted for entry to undergraduate university courses)
Progression Diploma	2.5 A levels
FLT	Foundation Learning Tier aims to improve the skills of learners working below level 2, aged 14 and over, through developing high-quality credit-based qualifications at Entry Level and Level 1 within the new Qualifications and Credit Framework (QCF).
Framework for Excellence	Learning and Skills Council approach to managing performance. It is a single, unified framework designed to increase both the quality of FE provision and the way in which that provision meets the needs of all users.
Apprenticeship	An apprenticeship is employment, paid work with training and a qualification at the end relating to a specific occupational sector.
ISCB	Integrated Strategic Commissioning Board – the part of the Children's trust arrangements in Leeds that has oversight of all children's services commissioning activity.
Universal Services Commissioning Board	A sub-group of ISCB responsible for the commissioning of universal and preventative services.
14-19 Strategy Group	Representatives from all key providers and stakeholders involved in planning, delivery and quality assurance of learning and support provision for 14-19 (25) year olds. The 14-19 Strategy Group is the owner of the 14-19 Plan for the city.
14-19 sub-regional group	Officers from five local authorities who meet to ensure that planning for 14-19 provision is coordinated across local authority borders. In Leeds the sub-regional cluster includes Bradford, Kirklees, Calderdale and Wakefield.
YPLA	Young Peoples' Learning Agency

Annex 1 - Glossary

LSC	Learning and Skills Council
LFF	Leeds Further Forward - enables FE Colleges to work together to offer flexible, high quality vocational learning opportunities to learners across the city who are on the roll of a school or other education provider (e.g. PRU) or are registered with the LEA and receiving alternative provision (e.g. home school).