



SCRUTINY BOARD (CHILDREN AND FAMILIES)

Meeting to be held in 6 & 7 - Civic Hall, Leeds on
Thursday, 26th April, 2018 at 9.45 am

(A pre-meeting will take place for ALL Members of the Board at 9.15 a.m.)

MEMBERSHIP

Councillors

- J Akhtar - Hyde Park and Woodhouse;
- S Bentley (Chair) - Weetwood;
- D Cohen - Alwoodley;
- N Dawson - Morley South;
- J Elliott - Morley South;
- C Gruen - Bramley and Stanningley;
- M Iqbal - City and Hunslet;
- P Latty - Guiseley and Rawdon;
- A Ogilvie - Beeston and Holbeck;
- K Renshaw - Ardsley and Robin Hood;
- B Selby - Killingbeck and Seacroft;

Co-opted Members (Voting)

- Mr E A Britten - Church Representative (Catholic)
- Mr A Graham - Church Representative (Church of England)
- Vacancy - Parent Governor Representative (Primary)
- Ms J Ward - Parent Governor Representative (Secondary)
- Ms J Hazelgrave - Parent Governor Representative (Special)

Co-opted Members (Non-Voting)

- Ms C Foote - Teacher Representative
- Ms M Owen - Teacher Representative
- Mrs S Hutchinson - Early Years Representative
- Ms C Hopkins - Young Lives Leeds
- Ms C Bewsher - Looked After Children and Care Leavers

Principal Scrutiny Adviser:
Sandra Pentelow
Tel: (0113) 37 88655

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A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25* of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded).</p> <p>(* In accordance with Procedure Rule 25, notice of an appeal must be received in writing by the Head of Governance Services at least 24 hours before the meeting).</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <ol style="list-style-type: none"> 1. To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report. 2. To consider whether or not to accept the officers recommendation in respect of the above information. 3. If so, to formally pass the following resolution:- <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:</p> <p>No exempt items have been identified.</p>	

3	LATE ITEMS	To identify items which have been admitted to the agenda by the Chair for consideration.	(The special circumstances shall be specified in the minutes.)
4	DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS	To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.	
5	APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES	To receive any apologies for absence and notification of substitutes.	
6	MINUTES - 15 MARCH 2018	To approve as a correct record the minutes of the meeting held on 15 March 2018.	1 - 8
7	SCRUTINY INQUIRY - THE IMPACT OF CHILD POVERTY ON ACHIEVEMENT, ATTAINMENT AND ATTENDANCE - DRAFT SCRUTINY INQUIRY REPORT	To consider the report of the Head of Governance and Scrutiny Support and the appended draft inquiry report which is presented to the Scrutiny Board for consideration and agreement.	9 - 56
8	LEARNING PLACES FOR LEEDS OVERVIEW	To consider the report of the Director of Children and Families which summarises the work undertaken to ensure the council's statutory duty to provide sufficient learning places is being met. The report also outlines the challenges to overcome in the future.	57 - 84

SPRINGWELL LEEDS - SPECIALIST SOCIAL, EMOTIONAL AND MENTAL HEALTH (SEMH) PROVISION

The consider the report of the Director of Children and Families which provides an update on the SEMH services in Leeds, with particular reference to the partnership work with the Wellspring Academies Trust.

DATE AND TIME OF NEXT MEETING

June 2018. Precise date to be confirmed.

THIRD PARTY RECORDING

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts on the front of this agenda.

Use of Recordings by Third Parties – code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

SCRUTINY BOARD (CHILDREN AND FAMILIES)

THURSDAY, 15TH MARCH, 2018

PRESENT: Councillor S Bentley in the Chair

Councillors J Akhtar, D Cohen, J Elliott,
C Gruen, M Harland, M Iqbal, P Latty,
A Ogilvie, K Renshaw and B Selby

CO-OPTED MEMBERS (VOTING)

Mr E A Britten – Church Representative (Catholic)
Mr A Graham – Church Representative (Church of England)
Ms J Ward – Parent Governor Representative (Secondary)

CO-OPTED MEMBERS (NON-VOTING)

Ms C Foote – Teacher Representative
Ms M Owen – Teacher Representative
Ms C Hopkins – Young Lives Leeds

75 **Late Items**

There were no late items of business.

76 **Declaration of Disclosable Pecuniary Interests**

There were no declarations of disclosable pecuniary interests.

77 **Apologies for Absence and Notification of Substitutes**

Apologies were received from Councillor Dawson. Councillor Harland attended the meeting as substitute. Apologies were also received from co-optees S Hutchinson and J Hazelgrave.

78 **Minutes - 15 February 2018**

RESOLVED – That the minutes of the meeting held on 15th February 2018 be confirmed as a correct record

79 **Leeds Safeguarding Children's Board - Transitional Arrangements**

The report of the Independent Chair, Leeds Safeguarding Children Board, provided an update on the developments of multi-agency safeguarding arrangements in Leeds.

The following were in attendance:

- Mark Peel, Independent Chair, Leeds Safeguarding Children Board
- Phil Coneron, Assistant Manager, Evaluation and Analysis, Leeds Safeguarding Board
- Councillor Jonathan Pryor, Deputy Executive Member, Children and Families
- Saleem Tariq, Deputy Director, Children and Families

The Independent Chair, Leeds Safeguarding Children Board, advised of the transitional arrangements for Leeds in response to the new safeguarding

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arrangements to be established by September 2019 under the revised “Working Together To Safeguard Children (WTSC) 2018”, following the Wood Report, and changes to the Children and Social Work Act 2017. The key issues of note being:

- West Yorkshire Police, the Health sector and LCC Department of Children and Families will assume equal statutory responsibility for safeguarding children.
- Agreement had been reached to retain the LSCB Business Unit during 2018/19 to support the three agencies with the Independent Chair retaining his scrutiny role.
- A 4 year time span had been introduced for the office of the Independent Chair. Mr Peel expressed his own personal support of this action to ensure that independence was not eroded over time. He advised that his own tenure would end in September 2019.

Mr Peel reassured the Board of his intention to ensure that smooth transition for the Leeds Safeguarding Partnership which will be fit for purpose by September 2019. During the transitional year, work would be undertaken to assess the new review framework; negotiate funding arrangements and secure parity for the three statutory bodies within the partnership. Additionally, he referenced the current working arrangements between Leeds and Kirklees Councils, to reassure the Scrutiny Board that the management and leadership of children’s services in Leeds had not weakened

The key areas of discussion raised by the Board were:

- The necessary funding arrangements between partners.
- Arrangements between LSCB and Leeds Adults Safeguarding Board.
- Working arrangements with Kirklees MDC.
- The role of schools and educationalists within the partnership framework.
- The attributes required of a future Independent Chair.

Having considered the report of the Independent Chair of the Leeds Safeguarding Children Board, the Scrutiny Board

RESOLVED –

- a) To thank the Independent Chair for his presentation at the meeting
- b) To note the contents of the report and discussions at the meeting
- c) To support the new arrangements over the 2018/19 period
- d) To request the Leeds Safeguarding Children Partnership provide a further update on progress during the 2018/19 transitional year.

80 Youth Service - Review of Impact and Outcomes Since Service Reconfigurations.

Further to minute 73 of the meeting held 15th February 2018 when this matter was deferred, the Board considered a report providing a summary of improvements to Targeted and Specialist Youth Work practice and monitoring since reconfiguration of the service in 2013. The report outlined the changes

to the service in terms of budget; resources, reach; and impact and specifically the targeted youth work offer.

The following information was supplied with the report:

- Framework for Geographically Targeted Youth Work
- YoWAT Stars Assessment
- Youth Service Locality South/South East Quarterly Report July – September 2017
- Geographically Targeted Youth Work – A Summary for the City 1st April to 31st December 2017
- Youth Work Review – Consultation Feedback

The following were in attendance:

- Andrea Richardson – Head of Service, Learning for Life
- Jean Ellison – Youth Offer Lead
- Councillor Jonathan Pryor – Deputy Executive Member for Children and Families
- Saleem Tariq, Deputy Director, Children and Families

The following key issues were highlighted:

- The service reconfiguration in 2013 and the devolved Youth Activities Fund to Community Committees to support the universal offer
- The current review, to be implemented by April 2019
- Resources, provision and outcomes, noting the reduced overall Youth Service budget
- The use of case studies and the YoWAT assessment for individual case analysis to provide quality assurance

The key areas of discussion raised by the Board were:

- How young people were identified as recipients of targeted youth work
- Partnership working between the Youth Service Officers and relevant agencies, such as West Yorkshire Police, the anti-social behaviour teams and mental health practitioners
- The partnership working established between the service and Third Sector/Voluntary Sector providers to ensure the best possible value is made from available resources
- How provision is managed in areas where there are no voluntary or third sector providers, or there is little engagement.
- Provision and monitoring of the impact of the Information, Advice and Guidance service, noting a comment that this was inconsistent across the city.
- The development of relationships with secondary schools and education establishments
- The need to quality assure, monitor and evidence the output and impact of the service, particularly where there could be a correlation between the work of the service and the Authority's performance figures in relation to school attendance, under 18 alcohol related hospital admittance and teenage pregnancy.

Having considered the report of the Director of Children and Families, the Board

RESOLVED – To make the following recommendations:

- a) To thank officers for the work undertaken by the Youth Service and to note the ongoing service review with implementation of the findings anticipated by April 2019
- b) Noted the comments made during consideration of the performance information
- c) Noted that further development of performance information will be undertaken to produce outcome and impact information.

(Councillor Akhtar left the meeting for a short while)

81 One Adoption West Yorkshire

The report of the Head of One Adoption West Yorkshire provided a summary of the first 9 months of operation of the One Adoption agency operating and included an overview of the progress made since April 2017.

The report included the following documents:

- Practice Improvement Framework (Draft May 2017)
- Quarterly Performance Report July to September 2017

The following were in attendance:

- Julie Chew – One Adoption Yorkshire
- Councillor Jonathan Pryor, Deputy Executive Member, Children and Families
- Saleem Tariq, Deputy Director, Children and Families

The key areas of discussion raised by the Board were:

- The resources to support One Adoption and the impact of rationalisation of adoption panels through the establishment of One Adoption
- The number of households currently supported through the process
- Numbers of children for adoption are currently exceeding the number of potential adoptive families
- Clarity regarding the number of adoption arrangements breaking down
- Keeping the child(ren) as the focus, reviewing their needs alongside those of the adopting family, including health and social support throughout the adoption process. Support remains in place for 12 months afterwards and following review, from Adoption Support Services with formal intensive support withdrawn incrementally
- The take-up of the Pupil Premium by adoptive families

RESOLVED –

- a) To note the contents of the report and the discussions at the meeting
- b) To continue to support the work of One Adoption and the recruitment of adopter's in West Yorkshire.

82 Support for Foster Carers

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The report of the Director of Children and Families outlined the range of support provided for approved foster carers and their families by the fostering service and key partners. The report included the document 'Child Friendly Leeds: Supporting Enrichment Opportunities for Foster and Kinship Families' produced by the Enrichment Team, detailing support to carers and their families.

The following attended the meeting:

- Jeanette Scott, Service Delivery Manager, Children's Social Work Services
- Marie Proctor – Leeds Foster Carers Association -
- Councillor Jonathan Pryor – Deputy Executive Member for Children and Families
- Saleem Tariq, Deputy Director, Children and Families

The key areas of discussion raised by the Board were:

- The Foster Carers allowance scheme; which was structured around competencies, skills and assessments with Level 1 carers being primarily kinship carers/supported lodgings providers and fell within a different assessment scheme
- The scope for Level 1 Foster Carers to receive an allowance subject to their personal development. Level 1 Carers undertook basic training which included modules on health and safety, child protection. Many did progress to Level 2 and 3, with some Level 3 Kinship Foster Carers acting as mentors for new carers
- The impact of the 'Bedroom Tax' and the work undertaken to enable prospective Foster Carers living in Council Housing to access larger homes to accommodate future foster placement.
- The successful outcomes from Kinship care.

The Board also heard from Marie Proctor, Leeds FCA who commented on the following:

- Recognition for the support available through Leeds FCA and the value of legal cover.
- Welcomed the fact that the Fostering Service recognised Foster Carers as professionals, although not every service/relevant agency did. The link between the Fostering & Adoption Service and West Yorkshire Police was identified as an area where further work could be done to build better relationships.
- The positive impact the establishment of Leeds Virtual School had on relationships between Foster Carers and education providers.
- The activities offer negotiated with LCC and external partners to Foster and Kinship Carers and looked after children.
- The decision making process and support available in the event of a placement breakdown.

RESOLVED –

- a) To receive and note the contents of the report
- b) To continue to support the work of the fostering service and it's approved foster carers

- c) To promote the best possible outcomes for fostered children and young people.

(Councillor Iqbal left the meeting at the conclusion of this item)

83 Ofsted - Outcome of the focused visit to Leeds City Council Children's Services, January 2018

The Head of Governance and Scrutiny Support submitted a report on the outcome of a two day visit conducted by Ofsted 30 – 31st January 2018 reviewing the Authority's arrangements for the quality of matching placement and decision-making for children in care. A copy of the letter from Mr N Parks, HM Inspector, summarising the findings, to the Director of Children and Families was appended to the report.

The following attended the meeting:

- Councillor Jonathan Pryor – Deputy Executive Member for Children and Families
- Saleem Tariq, Deputy Director, Children and Families

The Board noted the two areas highlighted by the Inspector for consideration and the responses offered:

- The presentation of information in Performance Management reports. The Department had agreed to review the way material was presented.
- The variable quality of Personal Education Plans. The Headteacher, Virtual School was leading on work to address the comments of the Inspector which related to the way information was recorded and shared amongst relevant agencies.

The Chair reported comments made previously by the Representative of the Church of England, a Head Teacher, and his experience of the different approaches taken to PEPs and the supportive approach by Rochdale Children's Services.

In conclusion, the Chair thanked the Team for their work in this particularly challenging area and welcomed the Inspectors comments regarding staff turnover and the pride the social work staff took in their work.

RESOLVED –

- a) To note the findings of Ofsted as detailed in appendix 1, and the information presented verbally at the Scrutiny Board meeting.
- b) To recommend that the areas identified as requiring improvement during this recent visit be included in the next scrutiny review of progress against Ofsted improvement areas.

84 Work Schedule

The Head of Governance and Scrutiny Support submitted a report which invited Members to consider the Board's Work Schedule for the remainder of the current municipal year.

It was reported that the Annual Standards Report would not be available for the April Board meeting, but would be presented early in the 2018/19

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Municipal Year. The Board agreed that a report on SEMH provision discussed at the June 2017 meeting, would now be presented to the April Board meeting
RESOLVED – That the work schedule be agreed following amendments as discussed.

85 Date and Time of Next Meeting

Thursday 26th April 2018 at 9.45 am. (with a pre-meeting for Board Members at 9.15 am).

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Report author: Sandra Pentelow
Tel: 37 88655

Report of Head of Governance and Scrutiny Support

Report to Scrutiny Board (Children and Families)

Date: 26 April 2018

Subject: Draft Scrutiny Inquiry Report – The Impact of Child Poverty on Achievement, Attainment and Attendance.

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

- 1 Leeds City Council has an ambition to be the best council in the UK: fair, open, compassionate and welcoming with an economy that is both prosperous and sustainable so all of our communities are successful. The City’s vision encompasses the aim to be a Child Friendly City by 2030.

- 2 In June 2017 the Scrutiny Board (Children and Families) resolved to undertake an inquiry which would consider child poverty and the impact it has on the educational attainment and achievement of children and young people. The Board wanted to identify how child poverty impacted on the school day, particularly with regard to school attendance.

- 3 Terms of reference for the inquiry were agreed on the 20 July 2017 when the Scrutiny Board established that the purpose of the inquiry would be to make an assessment of and, where appropriate, make recommendations on the following areas:
 - How child poverty is defined by Leeds City Council and the Children and Young Peoples Trust Board.
 - The legislative framework and the duties on Local Authorities and other delivery partners in England to tackle child poverty, conduct a local needs assessment, and produce a child poverty strategy.

- The prevalence of child poverty in Leeds and the trend over the past 5 years to identify the scale of the challenge. The statistical data and trends that link poverty to poor achievement, attainment and attendance, and the statistical data that links poverty to vulnerable children.
 - National research about the link between poverty and educational outcomes and the steer and focus this has provided in the delivery of services for children in Leeds.
 - The strategic approach in Leeds to minimise the impact of child poverty on attainment, achievement and attendance. How this is this being driven, co-ordinated and if it is maintaining momentum. The aims, objectives and outcomes defined which will support children and young people to do well in education. The plan in place and how this is communicated, monitored and reviewed.
 - The initiatives currently in place in Leeds to build resilience and support for learning through schools and partners in areas of high deprivation.
- 4 The inquiry was conducted over five evidence gathering sessions which took place between July and December 2017, when a range of evidence both written and verbal was received. Members of the Board also visited three schools and one Cluster Partnership in November 2017 to speak to practitioners. A meeting was also attended with the LCSB Education Reference Group on the 3 October 2017.
 - 5 Scrutiny Board Procedure Rule 13.2 states that "where a Scrutiny Board is considering making specific recommendations it shall invite advice from the appropriate Director(s) prior to finalising its recommendations. The Director shall consult with the appropriate Executive Member before providing any such advice. The detail of that advice shall be reported to the Scrutiny Board and considered before the Board's recommendations are finalised and published on the Council's website". Advice has been sought from the Director of Children and Families and the Director of Communities and Environment and is reflected in the current draft report presented to the Scrutiny Board.
 - 6 A further opportunity for the provision of advice from the Officers of Leeds City Council is available at the meeting on the 26 April 2018 and the Scrutiny Board is recommended to consider this before agreeing its report.
 - 7 Once the Board publishes its final report, the appropriate Director(s) will be asked to formally respond to the recommendations defined in the Scrutiny Board's report within three months.

Recommendations

- 8 The Scrutiny Board (Children and Families) is recommended to consider and agree the appended report following its inquiry into The Impact of Child Poverty on Achievement, Attainment and Attendance.

Background documents

9 None used¹

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Draft Scrutiny Inquiry Final report

The Impact of Child Poverty on Achievement, Attainment and Attendance

Draft V4

26 April 2018



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Desired Outcomes and Recommendations

Desired Outcome – Understanding the range and effectiveness of services provided to mitigate the impact of Child Poverty to inform the provision and commissioning of services and ensure appropriate investment of council resources.

Recommendation 1 – That the Director of Children and Families maps the range of Council wide services to reduce the impact of child poverty in order to:

- provide a clear overview of activity and the effectiveness of that activity,
- identify the gaps in service provision
- inform commissioning of council services
- inform the need for Third Sector support

Desired Outcome – To review and update the Directors Sub Delegation Scheme

Recommendation 2 – That the Director of Children and Families and the Leader of Leeds City Council:

- reviews the Directors Sub Delegation Scheme for the Director of Children and Families, with reference 'Specific Delegations' part 4(a), Child Poverty.
- ensures that the lead officer for mitigating the impact of Child Poverty remains a specific delegation for the Director of Children and Families.

Desired Outcome – To aid continued support and challenge by the Scrutiny Board with regard to the 'Challenging Child Poverty' Priority

Recommendation 3 – Following adoption of the refreshed CYPP, that the Director of Children and Families includes performance management information pertaining to 'Challenging Child Poverty' priority, in all future performance reports presented to the Scrutiny Board.

Desired Outcome – To aid continued support and challenge by the Scrutiny Board with regard to mitigating the impact of Child Poverty

Recommendation 4 – That the Director of Children and Families and the Chair of the CPIB provides the Scrutiny Board (Children and Families) with a comprehensive report which details

- the purpose and priorities of the CPIB
- an overview of the aims, objectives and targets of the CPIB.
- details of how the CPIB will ensure cross Council and Partnership commitment and action in order to reduce the impact of Child Poverty



Desired Outcomes and Recommendations

Desired Outcome – Review how further support can be provided to mitigate the impact of Child Poverty through commissioning, procurement and third sector support.

Recommendation 5 – That the Director of Children and Families:

- a) investigates how reducing the impact of child poverty can be included in service specifications to support the Council's Social Value Charter
- b) considers how a set of commonly understood priorities and targets to mitigate the impact of Child Poverty can be created, shared and implemented with Third Sector Partners and wider organisations who support families in Leeds. .

(see also recommendation 1(d))

Desired Outcome – To narrow the learning gap for disadvantaged children at KS1 and KS2

Recommendation 6 – That the Director of Children and Families commissions independent analysis and research by a recognised educational research organisation in order to identify the fundamental reasons for the widening of the learning gap during KS1 and KS2, so that the Local Authority, Schools and support organisations can respond collectively to the challenges raised.

Desired Outcome – To narrow the learning gap for disadvantaged children at KS1 and KS2

Recommendation 7 – That the Director of Children and Families undertakes detailed analysis of the schools in Leeds where disadvantaged pupils are making good progress to better understand the drivers for this, and identifies if the strategic and operational approaches can be adopted by schools who are in need of further support to narrow the gap for disadvantaged pupils.

Desired Outcome – To increase take up of FSM for those children who are entitled to receive one.

Recommendation 8 – That the Director of Children and Families works in partnership with the Director of Communities and Environment (Financial Inclusion Team) to identify those schools where pupil take up of FSM is below average and work with those schools to identify what improvement measures can be put in place.

Desired Outcome – To help support families out of poverty

Recommendation 9 – That the Director of Children and Families works in partnership with the Director of Communities and Environment (Financial Inclusion Team) to further equip front line staff in Children's Services with the skills to recognise debt and poverty, and to help or signpost families to manage their finances.



Desired Outcomes and Recommendations

Desired Outcome – To reduce holiday hunger and ensure children are ready to learn when they return to school.

Recommendation 10 – That the Director of Children and Families investigates what school holiday food provision is available for children who would usually access FSM, and how this support can be expanded in areas of high deprivation in Leeds.

Desired Outcome – To broker consistent and mutually beneficial relationships between schools and the Police/PCSO's, which were previously highly valued by the schools visited.

Recommendation 11 – That the Director of Children and Families works in partnership with West Yorkshire Police to improve effective and consistent relationships to support schools in areas of high deprivation. Particularly for schools in areas which include a high proportion of families receiving targeted support.

Desired Outcome – To ensure that disadvantaged children are placed in a learning environment within 4 weeks.

Recommendation 12 – That the Director of Children and Families investigates the perceived backlog situation for in-year moves and the resources provided to support in-year school admissions and reports back to the Scrutiny Board in July 2018 detailing what action will be taken to ensure that waiting times for disadvantaged children beyond 4 weeks is minimised.

Desired Outcome – To highlight poverty proofing initiatives to schools in Leeds to aid and support reducing the impact of Child Poverty.

Recommendation 13 – That the Director of Children and Families communicates child poverty initiatives such as 'Poverty Proofing the School Day' delivered by Children North East and the North East Child Poverty Commission, and/or the Manchester 'toolkit', to all Leeds Schools.

Desired Outcome – To provide greater voice of influence for disadvantaged children and to aid schools in the development of initiatives that will reduce the impact of Child Poverty in the learning environment.

Recommendation 14 – That the Director of Children and Families:

- a) engages with schools to develop (in partnership) a poverty proofing audit toolkit, to support schools in mitigating the impact of child poverty on learning.
- b) considers how children can raise their concerns about poverty and the impact it has on their education and how the solutions they propose can be implemented.



Introduction and Scope

Introduction

1 Leeds City Council has an ambition to be the best council in the UK: fair, open, compassionate and welcoming with an economy that is both prosperous and sustainable so all of our communities are successful. The City's vision encompasses the aim to be a Child Friendly City by 2030. The methodology for delivering this vision is defined in The Children and Young People's Plan (CYPP) which details five headline outcomes. These outcomes are:

- All children and young people are safe from harm
- All children and young people do well at all levels of learning and have the skills for life
- All children and young people enjoy healthy lifestyles
- All children and young people have fun growing up
- All children and young people are active citizens

2 At our meeting on the 15 of June 2017, we considered potential sources of work for the 2017/18 municipal year. Following discussion with the Executive Board Member (Children and Families) and representatives from Children's Services, we resolved to undertake an inquiry which would consider child poverty and the impact it has on the educational attainment and achievement of children and young people. We also wanted to identify how child poverty impacted on the school day, particularly with regard to school attendance.

3 We felt it important to establish how the services provided by Children's Services, Schools and the wider Local

Authority sought to mitigate the negative impact on the lives of children, and what actions are being taken to improve their situation and the circumstances of their associated family.

Scope of the Inquiry

4 Combating child poverty and raising aspirations was the focus of a previous scrutiny inquiry in 2012, however we felt that the educational outcomes of children living in poverty required specific attention following the receipt of the Annual Standards Report 2015/16 at our meeting in April 2017. This brought to our attention the extent of the attainment gap in Leeds between disadvantaged children, including those living in poverty, and their peers.

5 Terms of reference for the inquiry were agreed on the 20 July 2017. We resolved to conduct an inquiry which sought to establish how child poverty impacts on a child's education, and how this is being challenged strategically and practically. Our objective was to consider if more could be done in order to narrow the attainment/achievement gap and improve school attendance.

6 We concluded that the purpose of the inquiry would be to make an assessment of and, where appropriate, make recommendations on the following areas:

- How child poverty is defined by Leeds City Council and the Children and Young Peoples Trust Board.
- The legislative framework and the duties on Local Authorities and other delivery partners in England to tackle child poverty, conduct a local needs



Introduction and Scope

- assessment, and produce a child poverty strategy.
 - The prevalence of child poverty in Leeds and the trend over the past 5 years to identify the scale of the challenge. The statistical data and trends that link poverty to poor achievement, attainment and attendance, and the statistical data that links poverty to vulnerable children.
 - National research about the link between poverty and educational outcomes and the steer and focus this has provided in the delivery of services for children in Leeds.
 - The strategic approach in Leeds to minimise the impact of child poverty on attainment, achievement and attendance. How this is this being driven, co-ordinated and if it is maintaining momentum. The aims, objectives and outcomes defined which will support children and young people to do well in education. The plan in place and how this is communicated, monitored and reviewed.
 - The initiatives currently in place in Leeds to build resilience and support for learning through schools and partners in areas of high deprivation.
- 7 In order to achieve this, we determined that we would seek evidence with regard to:
- Understanding the City picture, areas of high deprivation, numbers of disadvantaged children, how this correlates with achievement, attainment and attendance and the connection with disadvantaged learners.
 - Identifying and understanding barriers and how these are overcome such as:
 - a) inclusion in the school community and extra-curricular activities due to cost.
 - b) ability to be able to provide school uniform or adequate clothing.
 - c) ability to provide adequate nutrition (child hunger).
 - d) take up of free school meals and the use of pupil premium
 - e) ability to provide stable learning support in the home and at school.
 - f) fitting in with peers in the school or learning environments.
 - Coping and support strategies of education providers in areas of high deprivation. Cluster strategies in areas of high deprivation, and identifying any educational establishments where children are making good progress despite the challenges of child poverty.
 - Identifying the challenge provided through School Improvement and Governor support services and how those service areas are drivers for strategic and practical change to reduce the impact of child poverty in education.
 - Identifying how child poverty strategies & plans in Leeds inform Children's Services commissioning and resources allocation for children and families in poverty, to support attainment, achievement and attendance.
 - Identifying if there is targeted intelligence gathering through the Voice and Influence team, and how this information is gathered, utilised, and acted upon.



Introduction and Scope

- 8 During the course of our inquiry, we felt it necessary and appropriate to give greater focus than planned to the strategic approach to minimising the impact of child poverty in Leeds. We considered that there was a lack of evidence to provide reassurance, distinction and clarity in the initial stages of our investigations.
- 9 The inquiry was conducted over five evidence gathering sessions which took place between July and December 2017, when we received a range of evidence both written and verbal. We also visited three schools and one Cluster Partnership in November 2017 to speak to practitioners. A meeting was also attended with the LCSB Education Reference Group on the 3 October 2017. We are grateful for the open and significant contribution they made and we would like to thank them for giving up their valuable time to support this inquiry.

Best Council Plan

- 10 The scope of the inquiry fulfils some of the best council outcomes and priorities as defined in the Best Council Plan for 2018/19 – 2020/21, tackling poverty, reducing inequalities. This includes the aspiration for everyone to do well at all levels of learning and have skills for life. With specific reference to becoming a child friendly city, the plan defines the priority of ‘Improving educational attainment and closing achievement gaps for disadvantaged learners.’

Desired Outcomes, Added Value and Anticipated Service Impact

- 11 In conducting this inquiry we considered the challenge of providing high support in a climate of reducing financial resources, when there continues to be a gradual increase in the number of children resident in Leeds, who are predominantly living in areas of high deprivation.
- 12 During our inquiry into Children’s Centres, we were advised of the extremely poor housing conditions that families were having to endure. This was again brought to our attention during this inquiry when we were advised about whole families living, eating, sleeping and washing in one room and other families ‘sofa surfing’. We find this to be completely unacceptable in our city and consider that this warrants specific scrutiny focus in the future. In the meantime we are hopeful that improving living standards for children and their families in Leeds will continue to be an area of urgent focus and action for the Council and its partners. (see recommendation 4)
- 13 Our recommendations require a number of improvement measures. Such measures may require additional local authority resources and/or support from relevant partners across the city.
- 14 We understand that the influence of our inquiry has already brought about positive change, which is reflected in the current draft CYPP and in the reintroduction of the Child Poverty



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Impact Board (previously known as the Child Poverty Outcomes Group). Our overarching desire is to draw further attention to the negative impact of child poverty, and how that manifests in the lives of children across Leeds. We also hope to highlight the collective efforts that are already in practice and the work required to bring about change at a faster pace. We consider that Local Authority focus in Leeds specifically on child poverty has not been sufficiently prominent since 2015 and this is reflected in the lack of a coherent and evidence based approach to reducing child poverty since that time. We are hopeful that our findings will continue to prompt further positive action to change this.

Equality and Diversity

- 15 The Equality Improvement Priorities 2016 – 2020 have been developed to ensure that the Council meets its legal duties under the Equality Act 2010. The priorities help the council to identify work and activities that help to reduce disadvantage, discrimination and inequalities of opportunity.
- 16 Equality and diversity issues have been considered throughout this Scrutiny Inquiry. The evidence submitted and the topics debated in this inquiry have highlighted that children who live in an area of high deprivation face additional challenges that can hinder their development and education in comparison to their peers.
- 17 The Childcare Act 2006 places a duty on Local Authorities to improve outcomes for young children and their families and reduce inequalities between families in greatest need and

their peers. During our inquiry into Children's Centres we ascertained that Sure Start Children's Centres (established nationally from 2010) were intended to provide services targeted at families with greatest need. The intention for Sure Start Children's Centres was to be: "... the key mechanism for improving outcomes for young children, reducing inequality in outcomes between the most disadvantaged and the rest, and help bring an end to poverty." (DfES 2006).

- 18 Some children and young people are statistically more likely to have relatively poor educational outcomes, such as those with learning difficulties and disabilities; those from some ethnic minority backgrounds; some of those with English as an additional language (EAL); those living in deprived areas; poor school attenders; and those involved in the social care system.
- 19 Department of Education research (2015) has identified the following common themes nationally; schools with a higher proportion of pupils from white British ethnic backgrounds were associated with lower performance among disadvantaged pupils. Primary schools with higher proportions of pupils with special educational needs (SEN) were associated with lower performance among disadvantaged pupils.¹
- 20 The child population in Leeds is growing and changing. The greatest growth in the child population has been concentrated in areas of high deprivation. There are also a higher proportion of children with special

¹ Supporting the attainment of disadvantaged pupils: articulating success and good practice, Department for Education, November 2015



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educational needs and disabilities in deprived populations.

- 21 In all inquiries, where a Scrutiny Board has made recommendations and these are agreed, the individual, organisation or group responsible for implementation or delivery should give due regard to equality and diversity and where appropriate an equality impact assessment should be carried out.

Draft



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Background

- 22 In 2015/16, 4 million (30%) UK children were found to be living in relative poverty. In 2014, 37,200 (22.7%), almost a quarter of the child population in Leeds under the age of 20 were living in relative poverty.
- 23 We identified that that 67% of all dependent children under the age of 20, who were living in relative poverty in 2014/15, were from a household where at least one person was in work. If this is applied to Leeds, it can be estimated that almost 25,000 children were affected by in-work poverty. This highlighted to us that the route out of poverty is not always through employment. During our visits, concern was expressed by education professionals that many parents, who are working, are living on the breadline and that many families are financially worse off in work. We were advised that the shame and stigma of poverty can prevent families from asking for help.
- 24 It was evident that the term 'disadvantaged' is used throughout research and policy to describe children who are living in poverty, based on their eligibility to Free School Meals (FSM). We acknowledge however that this group will include children looked after, albeit to a lesser extent.
- 25 We were advised that the principal measure to identify if a child is living in poverty is based on relative income. Child poverty in an area is identified by the proportion of children living in families, with a reported income which is less than 60 per cent of national median income. This government measure is the one widely adopted however it has been considered to be deeply flawed and a poor test of whether children's lives are genuinely improving.²
- 26 We were concerned to hear that there have been significant changes to the national picture of reported poverty. During the recession, there had been a reduction in the national median of earnings which resulted in people, previously considered to be in relative poverty no longer being recognised as living in poverty, despite being no better off financially.
- 27 Family income and access to benefits informs a child's eligibility to FSM, which is subsequently used to assess whether a child's school receives additional funding in the form of Pupil Premium funding (see page 25). Therefore, within the school setting, FSM eligibility is often used as a proxy measure for addressing the needs of the school population.
- 28 The Office for National Statistics (ONS) released a national measure of deprivation by geographic Lower Super Output Area (LSOA) called the Index of Multiple Deprivation (IMD). This index ranks LSOAs in order of deprivation; with common measures being the 20%, 10% or 3% most deprived nationally. In 2015, Leeds was ranked 25 out of 152 local authorities³ in terms of the proportion of LSOAs, and contains 105 neighbourhoods ranked in the most 10% deprived nationally by IMD.
- 29 We were advised that 31% of Leeds statutory school aged pupils, or 33,640 children and young people are resident in the neighbourhoods in Leeds which

² <https://www.gov.uk/government/news/government-to-strengthen-child-poverty-measure>

³ 1 = highest level of LSOA's



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are in the 10% most deprived LSOA's nationally. We also wanted to understand the city picture in terms of areas of deprivation, the number of disadvantaged children in Leeds, and where they are residing. To identify this we requested extensive data, which has been utilised to inform our conclusions.

- 30 We were presented with a map which highlighted the proportion of primary aged pupils living in the 10% most deprived areas of the city (appendix 1). This provided an understanding of which areas of Leeds presented the greatest challenge in terms of child poverty.
- 31 We recognise that nationally there is a consensus throughout research that children and young people, who are considered to be disadvantaged, are more likely to experience lower educational outcomes than their peers, and the longevity of that disadvantage makes a difference. Other characteristics in addition to disadvantage can also impact on progress rates such as special educational needs, disability or English as an additional language.
- 32 We were advised that in August 2017 The Education Policy Institute (EPI) published a report which focused on how well the education system is serving economically disadvantaged children. The report considered pupils who were:
- Disadvantaged – pupils eligible for free school meals in last 6 years
 - Persistently disadvantaged – pupils eligible for FSM for 80% of their time in school

33 Key conclusions, outlined in appendix 2, arising from analysis of the period 2007 to 2016 were that:

- Nationally disadvantaged pupils finish primary school over 9 months behind non disadvantaged and finish secondary school over 19 months behind. This gap is greater in Leeds.
- Disadvantaged pupils fall behind by around two months each year over the course of secondary school.
- Progress is slower and the gaps are greater for pupils who have been eligible for free school meals 80% or more of their time, with a 24.3 month average gap between persistently disadvantaged children and their non-disadvantaged peers at the end of secondary school.

34 The report highlights that at the current rate of progress, it would take a full 50 years to reach an equitable education system where disadvantaged pupils did not fall behind their peers during formal education to age 16.

35 We were also informed that during 2017, the Fisher Family Trust (FFT) published a series of analysis by former Director of Research, Mike Treadaway⁴, on the impact of long term disadvantage on educational outcomes. The analysis found a strong correlation between pupils' attainment and progress, and the percentage of their time spent eligible for FSM. In addition the analysis identified that schools with a higher than average proportion of disadvantaged pupils, have to work harder to close the gap, even with pupil premium funding.

36 Leeds has a higher proportion of children and young people who are

⁴<https://educationdatalab.org.uk/tag/long-term-disadvantage/>



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eligible for FSM compared to the national figure. In addition Leeds learning gaps are larger than those reported nationally and we continue to be concerned about the current progress rate of disadvantaged pupils. To narrow gaps, disadvantaged pupils need to be making better progress in their learning than their peers. We were advised that this is very rarely the case in schools, in local areas or nationally.

Child Poverty - Legislation, Governance and Strategy

37 During our preliminary investigations we sought to understand the framework of legislation, governance and strategy that defines and influences the provision of statutory support and non-statutory services provided to children living in poverty.

38 We established that the Child Poverty Act 2010 introduced a requirement for local authorities and their partners to cooperate to reduce, and mitigate the effects of, child poverty in their local areas. This included carrying out a child poverty needs assessment and developing and delivering a child poverty strategy, with a target to eradicate child poverty by 2020. In 2011, Leeds City Council launched the Child Poverty Strategy 2011-15, and accompanying local needs assessment.

39 The Welfare Reform and Work Act 2016 made a number of amendments to the Child Poverty Act 2010, including the removal of the legal duty for local authorities to carry out a local needs

assessment and deliver a child poverty strategy. We consider that the reduced prominence of child poverty within government legislation has a direct correlation to the reduced prominence of child poverty in our own Council strategies and policies since 2016. We also determined that there has been a reduction in the monitoring and understanding of the effectiveness of our own services, partnerships and commissioning in order to mitigate and reduce the impact of child poverty, particularly in education.

40 We are aware that after the introduction of the Welfare Reform Act a number of other local authorities did continue to develop and maintain child poverty strategies. Children North East have worked with a number of local authorities, including large City Council's, to produce strategies and accompanying action plans to mitigate the impact of child poverty on educational outcomes. Children North East have been working to introduce initiatives in partnership with Local Authorities, such as 'Poverty Proofing the School Day', which is highlighted later in this report.

41 The reduced prominence of child poverty within national legislation in our view does not reduce the challenge, nor does it mean that reducing child poverty is any less important. We do acknowledge that some national initiatives are fortunately still in place which support child poverty reduction for example Troubled Families (Families First), Pupil Premium and Education Endowment Foundation research.

42 We established that following the introduction of the Welfare Reform Act,



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Leeds City Council did not continue to develop or revise the previously introduced child poverty strategy or accompanying needs assessment. We are also aware that the multi-agency Child Poverty Outcomes Group effectively ceased to function in 2015.

- 43 Throughout our inquiry we sought to clearly identify the Council's current strategic approach to minimising child poverty in general. We wanted to understand how this is being driven and co-ordinated and if the approach is maintaining momentum. We wanted to be reassured that, despite the lack of a documented child poverty strategy and needs assessment, there are clearly considered, communicated and understood child poverty reduction objectives which inform service delivery. We asked if we are doing our best to make a difference in a co-ordinated and cost effective way.
- 44 We were advised that child poverty is multi-faceted, and therefore does not sit in isolation in any one area of the Council; that it needs to be embraced as a priority for all organisations and services that work with children and families in Leeds. We were also advised that aspirations for improving outcomes for all Leeds children and young people is reflected in the Best Council Plan, in the Health and Well-being strategy and the Children and Young People's Plan. We do not disagree with this assertion. However, our inquiry focus specifically relates to disadvantaged children living in poverty.
- 45 On closer scrutiny we found that the challenges relating to child poverty and disadvantage are clearly documented in the Best Council Plan. Similarly the challenge of child poverty and disadvantage is briefly identified in the Health and Wellbeing Strategy. The Best City for Learning Strategy specifies 'High Expectations for All' as one of its priorities, placing an emphasis on identifying approaches to be used to address the gaps which prevent disadvantaged children from achieving their potential.
- 46 We raised our concern that mitigating the impact of child poverty has very little prominence in the Children and Young Peoples Plan 2015 – 2019, with the only direct reference being the statement 'A child friendly city is also a city where the effects of child poverty are minimised and where the social and economic benefits of growth are enjoyed by all.' Child poverty was not explicitly mentioned in the obsessions, outcomes or priorities.
- 47 We were informed that tackling child poverty has been seen as implicit in our strategies and implicit across all directorates of the council. This was reinforced, in part, through contributions to the inquiry by the Financial Inclusion Service and the Employment and Skills Service. In response, we requested a clear and coherent overview of the delivery and impact of Leeds City Councils implied approach to child poverty reduction. We sought reassurance that the Council is not delivering a 'patchwork quilt' of services. In terms of responsibility for improving the lives of children who are living in poverty, we stated that this cannot be cross directorate and sought to establish which Director would be the responsible lead.



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48 With regard to services, it was confirmed that a clear overview of all activity was not currently established. We were advised that it would be advantageous to have an overview of all of the child poverty specific and general work conducted across the Council and the city, to map child poverty provision and strategies, which would help to inform commissioning and voluntary sector support.

49 Clarity regarding responsibility was obtained from the Council's Constitution in the Director's Sub-Delegation Scheme for the Director of Children and Families (26th May 2017) which defines the delegated function for Child Poverty, to establish local co-operation arrangements to reduce child poverty, including:-

- a) Preparation and publication of a local child poverty needs assessment; and
- b) Preparation of a local child poverty strategy.

50 Having established that a child poverty strategy and associated needs assessment are no longer a legal requirement, we surmise that this delegation reflects requirements under the Children's Act 2010. Whilst we consider the legislation change a backwards step in terms of child poverty focus, we conclude that the delegation may need to be updated. At the Executive Board meeting on the 21st of March 2018, the Chief Executive confirmed that there is a whole council approach to tackling child poverty, led by Children's Services. We therefore recommend that the delegation is updated, but a child poverty delegation to reduce child poverty remains with the Director of Children's Services.

Recommendation 1 – That the Director of Children and Families maps the range of Council wide services to reduce the impact of child poverty in order to:

- a) provide a clear overview of activity and the effectiveness of that activity,
- b) identify the gaps in service provision
- c) inform commissioning of council services
- d) inform the need for Third Sector support

Recommendation 2 – That the Director of Children and Families and the Leader of Leeds City Council:

- a) reviews the Directors Sub Delegation Scheme for the Director of Children and Families, with reference 'Specific Delegations' part 4(a), Child Poverty.
- b) ensures that the lead officer for mitigating the impact of Child Poverty remains a specific delegation for the Director of Children and Families.

51 Following our inquiry, we have seen a commitment to ensure that some strategic direction is restored. We considered the draft CYPP refresh in January 2018, when we were advised that achievement and attainment would be added to the obsession 'improving attendance'. In addition, 'challenging child poverty' has been incorporated to form one of the plan's central priorities. We are pleased that these initial changes have been made. It is our intention to monitor 'challenging child poverty' outcomes as part of our performance monitoring work, and therefore child poverty performance management information. We will expect this information to be incorporated into future performance



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management reports presented to the Scrutiny Board, once the refreshed CYPP has been adopted.

Recommendation 3 – Following adoption of the refreshed CYPP, that the Director of Children and Families includes performance management information pertaining to ‘Challenging Child Poverty’ priority, in all future performance reports presented to the Scrutiny Board

52 At the meeting of the Executive Board on 21st of March 2018, the Executive Board Member (Children and Families) announced the intention to reinstate the Child Poverty Outcomes Group, now renamed the Child Poverty Impact Board (CPIB). We feel this is an important step to ensure a truly collaborative approach to tackling and mitigating the impact of child poverty in Leeds. We hope that this Child Poverty Impact Board will provide challenge to ensure that the whole council is utilising available resources in the best and most efficient way to mitigate the negative impact of child poverty.

53 We acknowledge that there are a considerable amount of adult focused targeted initiatives in place to address the causes of poverty, such as promoting job growth, addressing low pay, skills gaps, financial and digital exclusion and debt management. The purpose of this inquiry has been to consider how poverty affects school age children; this goes beyond focusing on the causes. We have considered aspects of hunger, feelings of low self-worth, emotional instability, a lack of adequate equipment, lack of space at home and how this manifests in terms

of achievement, attainment and school attendance. We hope that the Child Poverty Impact Board will seek to address both the cause and effect of child poverty. We also hope that the CPIB will also utilise the evidence and findings outlined in this report to inform their priorities.

Recommendation 4 – That the Director of Children and Families and the Chair of the CPIB provides the Scrutiny Board (Children and Families) with a comprehensive report which details

- a) the purpose and priorities of the CPIB
- b) an overview of the aims, objectives and targets of the CPIB.
- c) details of how the CPIB will ensure cross Council and Partnership commitment and action in order to reduce the impact of Child Poverty

54 As stipulated in our terms of reference, we wanted to understand how child poverty strategies & plans in Leeds inform the commissioning of services by Children’s Services. We were informed that Children’s Services commission a range of services which focus on achieving the outcomes set out in the Leeds Children and Young People’s plan. These include services commissioned directly which broadly aim to prevent family breakdown, improve learning outcomes, and improve access to education and employment. The services commissioned are designed to take account of a range of needs including poverty, but are not services specifically commissioned to reduce child poverty.

55 It was identified that more could be done, as the Council could identify child



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poverty as one of a set of cross-cutting priorities that could be included in a wide range of service specifications as part of the Council's Social Value Charter⁵. Contracts could then be monitored to identify how they are collectively impacting on child poverty. This would then provide a clear view of how commissioned services are contributing to this priority. It was also recognised that Leeds is served by a diverse range of Third Sector organisations whose charitable objectives align to improving child poverty outcomes. It was suggested that these organisations would benefit from and an organised approach therefore the development of a widely understood strategy or framework in collaboration with third sector partners could support commissioning activity and enable these organisations to plan their activity and provide additional support.

Recommendation 5 – That the Director of Children and Families:

- a) investigates how reducing the impact of child poverty can be included in service specifications to support the Council's Social Value Charter
- b) considers how a set of commonly understood priorities and targets to mitigate the impact of Child Poverty can be created, shared and implemented with Third Sector Partners and wider organisations who support families in Leeds. .

(see also recommendation 1(d))

⁵<http://democracy.leeds.gov.uk/documents/s142663/Social%20Value%20Charter%20report%20and%20appendices%20250216.pdf>

Voice and Influence

56 Throughout the inquiry, we have maintained a focus on the mechanisms in place to seek out and identify the views of children and young people. We wanted to identify if there is targeted intelligence gathering, which enables children living in poverty, to communicate their thoughts and feelings about their learning, in order to identify what can be done to support them further. We also wanted to understand how such information is utilised and acted upon.

57 We were advised that currently there is no targeted intelligence gathering through the Voice, Influence and Change team (VIC) relating to the thoughts and feelings of children living in poverty, and how it impacts on them in their education.

58 We were advised that other sources of information are available such as the 'My Health My School' survey which is completed annually by a growing number of schools. In the 2015/16 survey, children and young people were asked if they had been bullied in or around school in the last 12 months, and why. Out of 5321 children and young people who answered this question, 65 said they thought they had been bullied because they had a free school meal and 109 because of family income.

59 We were informed that The Office of the Children's Commissioner and the Young People's Advisory Group had consulted with children and young people. We were advised that the key messages from this work include:



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- Poverty is a children's rights issue
- Children and young people have a different understanding of the term "poverty" and related more to discussing the impact of their family having a low income or lack of money.
- Poverty / low income stigma can lead to bullying stereotyping and discrimination
- Low incomes can impact on their education e.g. not having access to IT equipment, bullying, strain on family relationships, isolation, and worry about lack of jobs.

60 We were advised that children will develop differently, dependent on their personality, characteristics and resilience which makes feedback difficult to gather. We do not consider this a sufficient reason not to seek the views of children and young people. It was evident that speaking about poverty with children and giving children a voice is considered to be an important and essential step highlighted by Children North East in their 'Poverty Proofing the School Day' auditing tool kit. This initiative is explored later in this report. (See recommendation 14)

Visits to Schools and the Inner East Cluster Partnership

61 In November 2017 we visited three schools and the Inner East Cluster Partnership. The purpose of the visits was to meet with professional practitioners in order to gain a better understanding of what is being delivered and achieved "on the ground". The visits facilitated a greater understanding

of the unique challenges at each school, and enabled us to consider different approaches and practices along with common themes.

62 Reflecting on our terms of reference for the inquiry, we focused on the following areas during our visits:

- The main challenges the school/cluster typically face in relation to a large proportion of pupils currently living in an area of high deprivation;
- The school ethos, and how this relates to helping pupils overcome challenges associated with child poverty;
- Initiatives/good practice the school/cluster has embedded to reduce the impact of child poverty on attainment, achievement and attendance;
- The level of support provided to schools, by the local authority, to support children and their families who are living in poverty;
- The use of school/cluster finances to mitigate the impact of child poverty on educational outcomes.

The relevant information and evidence gathered during our visits is reflected throughout this report.

63 The schools and Cluster Partnership we chose to visit are ranked in the Index of Multiple Deprivation (IMD) as having over 80% of pupils living in the 10% most deprived areas in the country. We also sought to visit different types of schools including a maintained school, an academy and a faith school. All of the schools we visited during this inquiry have diverse populations, with the additional characteristics of high



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percentages of pupils with English as an additional language (EAL) and high percentages of pupils from Black and Minority Ethnic (BME) backgrounds. Information was obtained from [compareschools.gov](https://www.compare-school-performance.service.gov.uk) (2016/2017)⁶ and provided by the schools themselves. When speaking to practitioners we were provided with background information which highlighted the unique communities that each establishment supports.

- 64 Brownhill Primary Academy – The school is situated in the Burmantofts & Richmond Hill ward, with 468 pupils currently on roll and 66.6% of pupils eligible for FSM.⁷ Brownhill Primary Academy became part of the Co-operative Academies Trust in January 2013. The Trust comprises of three other primary schools and two secondary schools in Leeds, and various other schools across the North of England. There are 43 spoken languages in the school, and 47.5% of pupils with EAL.
- 65 St Peter's Church of England Primary School – This school is also situated in the Burmantofts and Richmond Hill ward, with 254 pupils currently on roll and 49% of pupils eligible for FSM⁸. St Peter's only enrolls pupils from a Christian faith, apart from the pre-school, which enrolls pupils of all faiths. In 2005, 58% of pupils were from an ethnic minority compared to 98% in 2017. Many of the families with pupils at the school have recently moved to the country, and the highest proportion of

pupils are from Black African origin, with only 2.4% of pupils of White British heritage. Pupils in the school speak 29 different languages, and 67.2% of pupils with EAL.

- 66 Ingram Road Primary School – The school is situated in the Beeston and Holbeck ward, with 365 pupils currently on roll and 56.6% of pupils eligible for FSM⁹. Ingram Road Primary School is a local authority maintained school and includes a pre-school with 52 part-time places. The school population is transient, with families often moving to and from the area, including refugee families. There are 47 languages spoken in the school, and 63.7% of pupils with EAL.
- 67 Inner East Cluster Partnership – The Inner East Cluster team work closely with schools and other partners to ensure that families are offered early support and intervention to prevent issues escalating, which may result in poor outcomes for a child and their family. They predominantly focus on the geographical neighbourhoods of Richmond Hill, Burmantofts, Lincoln Green and Gipton. As one of the largest Clusters, covering areas of high deprivation, Inner East receives proportional funding from the Council, partnership schools and the Clinical Commissioning Group (CCG) to ensure staff are resourced to manage the volume and complexity of cases they receive. The range of services offered include family support, improving school attendance and supporting behavioural, emotional and developmental needs.

⁶<https://www.compare-school-performance.service.gov.uk/find-a-school-in-england>

⁷Pupils eligible for free school meals at any time during the past 6 years

⁸ See footnote 7

⁹ See footnote 7



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Achievement and Attainment – High Expectations for Children in Poverty

68 Our primary focus during this inquiry was to understand what initiatives are in place in Leeds to build resilience and support in learning for children and young people who are disadvantaged due to poverty. We wanted to identify and understand how child poverty impacts on a child's learning environment (at home and at school) and the capacity of schools in areas of high deprivation to provide stable and supported learning experiences. We also wanted to identify the prevalence of schools in Leeds where children are making good progress, despite the challenge of child poverty.

69 Pupils in receipt of FSM are broadly considered to be disadvantaged and therefore at risk of achieving poorer educational outcomes. A large proportion of children in receipt of FSM are resident in the most deprived areas of Leeds. In Leeds, there were 18,655 pupils of statutory school age eligible for FSM at January Census 2017. By phase of education this was 11,888 for primary age pupils (17.7% of the primary cohort) and 6365 for secondary pupils (16.5%). There is a higher rate of eligibility within special establishments with 39.4% of children and young people in these settings being eligible.

70 During our inquiry, we commissioned a significant amount of data to enable us to draw comparisons in key stage results and analyse learning gaps for disadvantaged children and young

people. To ensure a depth of understanding of the complex picture some of the data reported to us related to the range of pupils in the 10% most deprived areas (LSOA) and also pupils eligible for FSM.

71 The data highlighted that in 2016, at the end of year 6, the learning gap for disadvantaged children in Leeds was already 13.3 months; this is the biggest gap between disadvantaged children and national non-disadvantaged in the whole country. Nationally there has been a slow narrowing of the gap, in Leeds this has not been observed as the gap is increasing.

72 We considered the table (appendix 3) which compares Leeds data for disadvantaged learners with statistical neighbour authorities and relevant core cities. The table compares key stage results and enabled us to analyse the gap at each of these phases. This showed us that Leeds gaps are, 5.7 months at the end of foundation stage, 13.3 months at the end of key stage 2 (end of primary school phase) and 22.3 months the end of key stage 4. These gaps have widened between 2012 to 2016.¹⁰

73 We are aware that disadvantaged children who attain higher results in their early education perform better in later key stages.¹¹ We therefore raised our concern regarding the significant growth in the learning gap that has occurred in Leeds between foundation

¹⁰ Para 71 and 72 Closing the Gap? Trends in Educational Attainment and Disadvantage, Jon Andrews, David Robinson and Jo Hutchinson, Education Policy Institute, August 2017

¹¹ See footnote 1



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stage and the end of key stage 2 when compared to statistical neighbours and comparable core cities. We sought to establish why that might be and what efforts have been made to research the reasons behind this or look at comparable authorities where the learning gap is low or reducing. In response we were advised that representatives from other local authorities were visiting Leeds on 20 November to discuss and identify what can be learned.

- 74 Reflecting on the growing gap, which is accelerated at such a significant stage in a child's education, we consider that a more robust approach to analysing and identifying the reasons for this must now be independently undertaken. We suggest that a professional educational research organisation is commissioned to do this so that the Local Authority, Schools and Partners can respond to the challenges raised, reverse the trend, and prepare disadvantaged pupils to progress successfully before embarking on their secondary learning phase.

Recommendation 6 – That the Director of Children and Families commissions independent analysis and research by a recognised educational research organisation in order to identify the fundamental reasons for the widening of the learning gap during KS1 and KS2, so that the Local Authority, Schools and support organisations can respond collectively to the challenges raised.

- 75 We are very aware that there are statistical complexities when analysing deprivation, disadvantage and the correlation to educational outcomes. We therefore also considered ethnicity

demographics and the impacts of special educational needs and disability (SEND) and English as an additional language (EAL), in addition to the receipt of free school meals. One fifth of primary schools within Leeds have between 66% and 99% of their pupils living in the most deprived areas nationally. The most disadvantaged schools have the highest proportion of children with Special Educational Needs (20%). There is also a correlation between the number of children with EAL and schools in areas of high deprivation.

- 76 When we considered the data that consolidated all this information by geographical clusters we could see a clear pattern of challenge in the cluster areas with the highest levels of deprivation. The nine clusters with the highest levels of deprivation typically have the highest rates of free school meals, the highest rates of new pupils arriving in the city, and the highest proportions of BME, EAL and SEND pupils.
- 77 We considered research published by the Department of Education in November 2015¹², which provided key findings regarding what schools are doing to improve the performance of disadvantaged pupils. This research identifies common features of schools where disadvantaged pupils are achieving better than expected. The report highlighted that a schools intake and circumstance are influential but they do not totally determine pupils' outcomes. It therefore 'implies that schools have meaningful scope to make a difference.' The report also clarified that the successful schools in the research have been focusing on

¹² See footnote 1.



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disadvantaged pupils' performance for longer. Leaders in more successful schools said it had taken a period of around three to five years to see the impact of changes.

78 Our engagement with primary schools during this inquiry was particularly significant in helping us to understand the learning, support and welfare strategies implemented in schools where a high percentage of the pupil cohort are eligible for FSM. Interestingly, the research commissioned by the DfE identified that, in general, schools with a higher proportion of disadvantaged pupils were associated with higher performance among disadvantaged pupils. This indicates to us that lessons can be learned by school leaders with lower proportions of disadvantaged pupils, from those leaders with much higher proportions.

79 The analysis undertaken by DfE compared more and less successful schools with high levels of disadvantaged pupils. This identified seven building blocks for success.

1. Promote an ethos of attainment for all pupils, rather than stereotyping disadvantaged pupils as a group with less potential to succeed.
2. Have an individualised approach to addressing barriers to learning and emotional support, at an early stage, rather than providing access to generic support and focusing on pupils nearing their end-of-key-stage assessments.
3. Focus on high quality teaching first rather than on bolt-on strategies and activities outside school hours.

4. Focus on outcomes for individual pupils rather than on providing strategies.

5. Deploy the best staff to support disadvantaged pupils; develop skills and roles of teachers and TAs rather than using additional staff who do not know the pupils well.

6. Make decisions based on data and respond to evidence, using frequent, rather than one-off assessment and decision points.

7. Have clear, responsive leadership: setting ever higher aspirations and devolving responsibility for raising attainment to all staff, rather than accepting low aspirations and variable performance.

80 When visiting the Schools and Cluster Partnership who supported this inquiry, we identified a number of these 'building blocks' in practice. We also acknowledge that the schools were at different stages in responding to the challenges of poverty.

81 The main challenges communicated to us were the numbers of children who have English as an additional language, and therefore needing to learn English and progress within the curriculum. The schools are also responding to material deprivation and challenging family circumstances some of which are caused by poverty.

82 All schools visited advised us that deprivation is rarely seen in the classroom, it is not visible in learning. They added that they do not do not experience frequent bullying between peers due to poverty, because pupils are from similar communities and most are from disadvantaged backgrounds. One school advised us that pupil



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behaviour is considered by staff to be excellent, and that they do not consider this to be a challenge, whilst another advised us that it takes a significant amount of resources to maintain good behaviour within school. The school manages behaviour to ensure that learning for other pupils is not disrupted. We were informed that some children struggle in adapting from a life with few boundaries outside of school to the school environment with expected levels of behaviour.

- 83 At our visit to St Peters CofE Primary School we were advised that there is specific investment of pupil premium funding on additional highly-qualified teachers, and attribute this to the narrow learning gap they have between Pupil Premium eligible children and their peers by the end of KS2.
- 84 Both Brownhill Academy and Ingram Road Primary School advised us of their personalised learning approaches, saying that they assess children individually with units of work and set targets for each child. This ensures that lower ability children are challenged to learn and higher ability children do not have gaps in their learning.
- 85 Professionals at Ingram Road added that very careful thought and planning is needed for every lesson to embed this practice. Every half term a teacher meets with each individual child to discuss their performance, attendance, appearance and behaviour. Children are recognised in their achievement and move through recognition stages, bronze, silver, gold, and onto platinum. They advised that one of the positive aspects they have seen is how enthused their children are when they are talking about learning.
- 86 In both schools, we were advised about the cultural shift and change in attitude by all professionals that has taken place. They look at the challenges positively in terms of solutions instead of limitations. Both schools highlighted that poverty is not used as an excuse for low expectations in progress and that expectations are high.
- 87 Practitioners at Ingram School advised us that they have taken steps to minimise impact of poor housing conditions on a child's ability to do their homework by running supported homework clubs at lunch time and at breakfast club. They have also introduced a scheme called 'Kids Crew' which gives children jobs within school to introduce them to the concept of employment and responsibility, for which they are rewarded.
- 88 We found that there was strong support for EAL children at all three schools. Brownhill Academy advised us that it is important for EAL children to be part of a normal class, therefore they will attend lessons with an EAL teacher in morning then attend normal lessons in afternoon. The school also utilises Pupil Premium funding to pay for Rosetta Stone support which can be accessed at home.
- 89 One school advised us that ESOL classes are provided for parents who wish to engage, including women only classes. Some parents choose to learn with their children. The school also provides computing classes, parent literacy classes and a session which gives parents knowledge about how education works in the UK.
- 90 During our visits, we heard views about the differing values placed on education by parents from different cultural



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backgrounds. Each school expressed how parental attitude to education can make a big difference in the progress of their children. St Peters CofE School explained that the school do not feel that they face the challenges that other schools with a similar demographic face, because the parents of pupils at the school have such a positive attitude towards the school, and education in general. The school finds that the families of pupils at the school have a strong sense of community, with many living in close proximity, from similar cultures and home countries, as well as often attending the same churches. This strong sense of community means that parents encourage each other and support each other. Ingram Road School also advised us that families particularly from African communities are highly aspirational for their children.

91 We were advised that the value of education is not recognised by all parents, particularly those where intergenerational worklessness is prevalent. We were advised by one school that engaging with white working class parents seems to be more of a challenge.

92 All schools recognised the value of having a consistent staff structure to maintain high quality teaching in school. St Peters advised us that they have a low turnover of staff, and most staff stay for long periods of time. We understand that this is unusual in schools with high numbers of disadvantaged pupils and this was raised as an issue at the other schools. We were advised that highly aspirational newly qualified teachers will apply for posts as they understand that this will significantly expand their skills and knowledge, but being aspirational

they do not tend to stay for long periods of time.

93 The data that we considered identified that on average overall performance of primary schools with a higher proportion of children eligible for FSM or living in the most 10% deprived areas is not as high as those with less disadvantaged children. Appendix 4 identifies a clear trend which demonstrates this. There is however, a large overlap in performance which identifies that in more deprived areas of the Leeds some primary schools are performing better than those in less deprived areas, with some achieving above the national standard. We consider that there is further opportunity to identify and analyse practice of the schools that are performing well, in order to share that best practice and broker school to school support for those schools that are finding it difficult to improve their performance.

Recommendation 7 – That the Director of Children and Families undertakes detailed analysis of the schools in Leeds where disadvantaged pupils are making good progress to better understand the drivers for this, and identifies if the strategic and operational approaches can be adopted by schools who are in need of further support to narrow the gap for disadvantaged pupils.

94 We were advised that all staff within the learning Improvement team work with school leadership teams to apply strategies to address the gaps and diminish the impact of disadvantage. The team also deploys a variety of project and programmes to narrow the learning gaps in Leeds including the sharing of data and performance



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information, the delivery of training and assisting schools in the effective use of pupil premium. We were also informed that the services has individualistic bespoke approaches on a school by school basis, working with schools to identify the difficulties that they are having so that the service can evaluate what meaningful interventions are required.

- 95 Effective governance within schools creates robust accountability, oversight and assurance for their educational performance. We believe that School Governors should also have high expectations for disadvantaged children and young people to achieve their best. We were advised that to support this a traded training programme for all school governors is available which includes Improving School Attendance, and Pupil Premium and Diminishing the Difference.
- 96 We were advised that the DfE's Competency Framework for Governors states that everyone on the Governing Body is expected to know how the school receives funding through pupil premium, and how spending has an impact on pupil outcomes. The Governing Body is responsible for making sure that admissions and attendance registers are kept. School governors are also required to provide absence data that will be collected every term through the school census. The Governor Support Service therefore recommends, through their clerking service, that governing bodies appoint governors with specific responsibility for pupil premium and attendance not only to ensure statutory responsibilities are fulfilled but to ensure that there is

appropriate support and challenge in place.

Pupil Premium to support learning for children in poverty.

- 97 Pupil Premium funding was introduced in April 2011 by the government, to support the learning of children and young people from disadvantaged backgrounds. We were informed that primary aged children who have been in receipt of FSM at any time in the last 6 years attract £1,320 funding to the school, and secondary phase children attract £935. The national figures for 2017/18 show that there are just over 35,000 children in Leeds who are eligible for Pupil Premium funding, which equates to over £42 million¹³ in the system. We understand that this additional funding must be used for raising the attainment of disadvantaged pupils of all abilities to reach their full potential, and this is to be evidenced in an annual spending report on each schools website.
- 98 Prior to our visits to the selected primary schools, we were provided with the Pupil Premium report for each school, which we then discussed with each school during our visits. All schools shared a common view that the level of additional funding they received through Pupil Premium funding was not a barrier to the level of support they could provide. There was also a consensus between the schools we visited that Pupil Premium funding should be spent

¹³ £39m is for FSM6, £3m for CLA, 70k Service children



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on all children within the school, rather than attributing a budget to an individual child, to ensure that those who do not qualify through the national measures but still require support, are not left behind.

99 We found differing approaches to the allocation of Pupil Premium to fund resources and initiatives in each school. The head teacher of St Peter's C of E Primary School, holds a clear view that the majority of Pupil Premium funding should be spent on additional highly qualified teachers. The school also allocates funds to provide extra support for more able children, to ensure that they continue to excel despite experiencing child poverty.

100 Brownhill Primary Academy also focus Pupil Premium funds on additional teaching, but also to provide teaching assistant and pastoral support. Ingram Road Primary School use the majority of their Pupil Premium budget to fund teaching assistants to work with smaller groups of pupils, as well as welfare and support roles, including a Counsellor and Family Support Worker.

101 All three schools expressed the importance of allocating Pupil Premium funds to extracurricular activities such as school trips, with the intention of raising the aspirations of children living in poverty and enriching their lives with out of the ordinary experiences. Each school varied in their approach to the subsidy of school trips, with activities funded entirely, and one school stressing the importance of parental contribution to encourage parents to be self-sufficient, even if is to a minimal extent.

102 We are aware that the small number of schools we visited highlights only a fraction of the work undertaken by schools in Leeds to mitigate the impact of child poverty through Pupil Premium funding. When we met with the Educational Reference Group, (a sub-committee of the Leeds Safeguarding Children's Board), we heard that not all schools felt that they are sufficiently resourced to offer the level of support they feel is necessary.

Nutrition and Preparing for the School Day

103 We understand that the hidden costs of the school day, such as uniform and books, can create pressure for parents who are struggling financially. We wanted to ensure that children have a successful school day and are supported, so that their learning is not negatively impacted on by a lack resources, and that they are not stigmatised as a result. As a minimum, we consider children to be prepared for a day at school if they have eaten breakfast, have a nutritious meal during the school day, and are wearing adequate school clothing which is appropriate for the weather conditions.

104 Two of the schools we visited implemented a very basic school uniform policy, which stipulates the colour of jumper required, without the need for a school logo. Their rationale for doing so is to ensure parents are not expected to buy uniforms limited to a specific school uniform shop, which are usually significantly more expensive than supermarket uniforms. In St Peter's Church of England Primary School,



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uniforms are sold onsite at low market prices, which also enables them to provide pupils with partial or full uniforms discreetly if necessary. We found that both Ingram Road and Brownhill Academy were also providing items of uniform to families where they were struggling to meet the expense.

105 We found these methods to be supported in the 'At What Cost?'¹⁴ report written by young people as part of the Children's Commission on Poverty, who recommend that school uniform must be easily available for parents or carers to purchase and schools must select items that can be purchased cheaply. We are aware that unfortunately there are varied school uniform policies across schools in Leeds and that it is the governing body of each school who is responsible for making decisions about these policies.

106 The benefits of nutritious meals provided in schools for disadvantaged children are widely evidenced in national research. This is illustrated by research carried out by the Education Endowment Foundation, published in November 2016¹⁵, who reported that disadvantaged children who attended free breakfast clubs experienced around two months attainment progress in comparisons to their peers. Breakfast clubs exist across a number of schools in Leeds, but are currently not specifically funded by the Government.

¹⁴<https://www.childrensociety.org.uk/what-we-do/resources-and-publications/publications-library/at-what-cost-exposing-the-impact-of-poverty-on-school-life-full-report>

¹⁵https://educationendowmentfoundation.org.uk/public/files/Projects/Evaluation_Reports/Magic_Breakfast.pdf

107 We were advised that in January 2015 the Council began working with FareShare Leeds to launch a school breakfast cereal delivery, which a number of Cluster Partnerships (including Inner East) have signed up to. Further work is due to be undertaken in 2017/18 to increase sign up. All of the schools we visited hosted breakfast clubs for pupils, either for free or at a heavily subsidised cost, financially supported by Pupil Premium funding. We were reassured by the schools we visited that if a child arrives at school without having eaten breakfast, they will be provided with food even if they do not attend breakfast club.

108 Access to a FSM for a child is based on parental entitlement to defined state benefits. Currently all children age 4 – 7 (KS1) are also entitled to universal free school meals. As documented earlier in this report, children living in poverty are not restricted to families in receipt of state benefits. However, under the current arrangements, some children who are from working families living in poverty, will not receive a FSM. This suggests that there are many children who may benefit from a FSM, who are simply not entitled to receive one. Two of the schools visited advised us that they regularly top up lunch boxes to ensure that children have sufficient nutritious food to eat at lunch time, as some parents simply cannot provide this.

109 To maximise entitlement to FSM, we were reassured that parents applying for Housing and Council Tax Benefit will be automatically assessed for FSM entitlement. Parents would be required to proactively opt out of this entitlement, rather than specifically claim it. Schools



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are also advised of the pupils in their school who are entitled to a FSM.

110 We are concerned that the application process could be directly impacted on by the full roll-out of Universal Credit. The administration of Universal Credit is undertaken by the Department for Work and Pensions (DWP) as opposed to the Council, and therefore it may be more difficult to identify children who are eligible for FSM. The Citizens and Communities Scrutiny Board conducted an inquiry into Universal Credit in 2016 and recognised the challenges associated with FSM. The Board made a recommendation for the Assistant Chief Executive (Citizens and Communities) and Director of Children's Services to work closely with the DWP to put in place local measures that will help alleviate any delays in accessing free school meals for eligible Universal Credit claimants. This recommendation will follow standard monitoring arrangements, and we have been assured that we will be provided with updates as Universal Credit continues to replace the existing benefit arrangements for families.

111 We were informed of research undertaken by the University of Leeds and Leeds Beckett University, for Leeds City Council, in 2012 which made many recommendations about how a school meal service could be improved. The research also looked at the barriers to take up of school meals generally, and in terms of FSM. The traditional view that stigma and fussy eating were main factors, was not born out by the research. Whilst these factors may have contributed, by far the most important matters related to the dining experience and quality of food. Our understanding

is that the situation has changed considerably since that time, and the food quality has improved markedly, in part due to the revision of the School Food Standards in January 2015.

112 Despite this, we were advised that not all of those children who are entitled to FSM access a FSM. The take-up of FSM in Leeds has hovered around the 80% mark (79.3% at January 2017 Census) for several years, and we understand that increasing the rate has proved to be difficult. There is a great variation between schools, with take-up below 50% in some schools with others achieving 100% take-up. We also understand that uptake in primary schools is typically higher (82.7%) than in secondary schools (72.4%). When we explored FSM take up during our visits one school advised us of the dichotomy of dedicating significant staff time to encourage parents to take-up their FSM entitlement, when their priority is ultimately focusing child's learning.

Recommendation 8 – That the Director of Children and Families works in partnership with the Director of Communities and Environment (Financial Inclusion Team) to identify those schools where pupil take up of FSM is below average and work with those schools to identify what improvement measures can be put in place.

113 We were advised that a number of avenues exist to promote take up of FSM including, including FSM training for school and front line practitioners. This is delivered 2-3 times per year to around 20 delegates per time, and is free to all schools.



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114 We were advised that more can be done to encourage FSM take up and to equip front line officers within Children's Services with the skills to recognise debt, and help or signpost families to manage their finances. Discussion during our visits highlighted that some families are unable to finance basic living requirements. Others prioritise material goods over food and clothing and struggle with prioritising their expenditure to pay for basics necessities. It was recognised that it would be beneficial for closer working arrangements between the Financial Inclusion Team and Children's Services to facilitate the delivery of support in an integrated way. This would also support the training to front line Children's Services officers.

Recommendation 9 – That the Director of Children and Families works in partnership with the Director of Communities and Environment (Financial Inclusion Team) to further equip front line staff in Children's Services with the skills to recognise debt and poverty, and to help or signpost families to manage their finances.

115 We raised our concern about the impact of school holidays on those children who would not be able to access a meal whilst the school is closed. We sought clarity regarding the initiatives in place to combat holiday hunger to ensure that children are not returning to school undernourished. We identified a number of individual initiatives to provide meals to families that are run in certain parts of Leeds, however we were not advised of any consistent city wide targeted service that

is managed by any one organisation including the Local Authority. The Inner East Cluster and all the schools visited advised us that during the school holidays they are trying to limit the impact of holiday hunger and have provided food packages to families in need. They do not limit provision of food packages however just to holiday periods and also support families during term time where there is a need.

Recommendation 10 – That the Director of Children and Families investigates what school holiday food provision is available for children who would usually access FSM, and how this support can be expanded in areas of high deprivation in Leeds.

116 Brownhill Academy and Ingram Road highlighted the importance of children feeling safe at school and within their community. We were concerned to hear that both schools felt that they no longer had sufficient and supportive links with their local police officers and PCSO's. They advised us that mutually beneficial relationships are forged over time however officers are moved on or they are no longer in the area as often. Both schools stressed that consistency and presence is important, for the children, for the professionals in the school and for the community.

Recommendation 11 – That the Director of Children and Families works in partnership with West Yorkshire Police to improve effective and consistent relationships to support schools in areas of high deprivation. Particularly for schools in areas which include a high proportion of families receiving targeted support.



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Supporting Disadvantaged Children to Attend School

117 During our October inquiry session we raised our concerns about the impact of school placement and in year school moves, in circumstances where siblings are not placed at the same school or a child has to move schools due to difficult circumstances. It was also brought to our attention that when children from the same family are being placed at different schools this creates transport difficulties for parents, a high proportion of which will be dependent on public transport, resulting in children not getting to school on time. Uniforms can also not be passed onto younger siblings.

118 We were advised that the Leeds City Council admission policy in general offers a high priority to children with a sibling already in the school, as outlined in the statutory School Admissions Code (2014). This aims to ensure that children are offered a school place in the same school as their siblings in the normal admissions rounds.

119 We were further advised however that there are occasions when an offer of a school place is made which is not where the child's siblings attend. These children are added to the waiting lists at their preferred schools, and the admissions policy continues to prioritise their admission for whenever a place becomes available.

120 Class size legislation applies to classes in foundation and key stage one

(Reception, Year 1 and Year 2) where class size is limited to 30 children per qualified teacher. There are only limited exceptions to this class size legislation, and admitting a sibling does not qualify as a legal exemption. Families are therefore advised to apply to a school which has vacancies.

121 Any family who moves into the city during the school year and requests a school place is considered as an 'in-year' application and are considered under the same priorities published in the admissions policy. Academies, Free Schools, Foundation Schools and Voluntary Aided schools are all responsible for allocating places in-year. The Local Authority also delegated responsibility for in-year allocations to Community and Voluntary Aided schools. The guidance given to all schools by the Admissions Service is that wherever possible, sibling groups should be admitted together, with the expectation that schools will consider admitting over their published admission number in order to do this.

122 Due to the pressure on school places, particularly in primary schools, it is often a challenge to secure 'in year' places in all the year groups a family requires. We were informed that in these cases, the admissions service works with the families and schools, to secure the best possible offer, either a school further away where the siblings can all be accommodated together, or schools closer to the home address where the children would need to attend different schools. We were also informed that most of the placing problems occur in the younger age groups and therefore Childrens Services have been piloting a system in the Harehills area to place



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younger siblings first and then KS2 children. At the time of our inquiry, we were advised that there were 199 pupils on waiting lists for a school place with sibling priority, where their sibling was attending another school.

123 During our visits, we were informed of one family taking their children to six different schools. It was also brought to our attention that some disadvantaged children can be waiting up to 4 months for school places. These are generally children with families in challenging circumstances and children who need to be in school receiving support and food rather than spending extended time out of school. We were informed that there are known domestic violence cases where the children are not in school and are waiting for school places.

124 It was stated that for in year moves, the school admissions process takes too long. During our visits concern was expressed that the admissions team has a backlog of cases which is impacting on children and that team does not have the capacity to deal with all in year admissions in a timely way.

125 When we raised this concern with Children's Services during our inquiry we were informed that applications are received by the admissions team if the school has notified them that there has been an application which the school has refused. The back log is taking place where families are in an area of high mobility, are approaching one or more schools and are unable to gain a place. The issue is then picked up by admissions and the sufficiency planning teams. The local authority works on the basis that every child should be made an offer, and be on the roll of the school within 4 weeks. It was acknowledged

however that in one or two areas of the city, where there is high mobility, this time does extend beyond 4 weeks.

126 The data we considered during the inquiry identified that schools serving communities with greater levels of deprivation are on average subject to more requests for in year moves. We acknowledge that this is occurring in the most concentrated in areas of high population, such as the Inner East area of Leeds, and where schools are mainly full or already over their published admission number in many year groups. Whilst we understand that it is rare to have places available in multiple year groups to meet family's needs we also find it unacceptable that disadvantaged and sometimes vulnerable children can be waiting for a school place for up to 4 months.

Recommendation 12 – That the Director of Children and Families investigates the perceived backlog situation for in-year moves and the resources provided to support in-year school admissions and reports back to the Scrutiny Board in July 2018 detailing what action will be taken to ensure that waiting times for disadvantaged children beyond 4 weeks is minimised.

127 Representatives at the schools visited and the Inner East Cluster all explained that the movement of children during their education can be disruptive to their learning. We were advised that in the Inner East there is a very low percentage of children in year six that started in foundation at the same school, Ingram Road Primary also expressed similar concerns. This however is not the case at St Peters primary school who advised us that



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despite families often moving out of the surrounding areas of St Peter's, the school are proactive in encouraging parents to keep their children at St Peter's when they move. We acknowledge however that the some families would not be able to finance the cost of transport to prevent a school move, and that our own council school transport policy would not generally facilitate this sort of financial support.

128 Research¹⁶ identifies that schools with higher levels of pupil absence had lower performance among disadvantaged pupils than schools with otherwise similar characteristics. Data provided during the inquiry highlighted that the average school attendance for children in receipt of FSM is less than those who are not, and children in receipt of FSM have higher levels of persistent absence. (see appendix 5)

129 During our visits, we wanted to identify the why children are absent from school and the initiatives in place to reduce persistent absence and improve attendance. We were advised that some challenges are beyond the schools control. Some families are living in overcrowded or poor housing, some with no heating and damp conditions. This has a direct impact on child health and the ability to attend school.

130 We were also advised that there are a number of children who are carers for younger siblings which can impact on attendance. The scrutiny of support for young carers was an area last considered in April 2016, and may warrant further scrutiny focus.

131 Attendance Officers in the Inner East Cluster advised us that there is no one singular issue that results in non-attendance, some families have complex chaotic lives and some families cannot afford the cost associated with school due to poverty. They advised us that they look at whole family situations and consider how they can work with the family to change behaviour in partnership with the school. In cases of poor attendance court proceedings are always the last resort as generally a fine will only impact negatively on the family.

132 We were also advised that poor school attendance is usually a symptom of other underlying problems. Families in poverty will prioritise housing, debts and money, and school attendance becomes secondary. Attendance officers in this Cluster considered their role to go beyond school attendance and into family support, and targeted support. They will work with known families to prepare them in advance of September for going back to school.

133 The schools we visited work closely with their Cluster Partnerships for attendance support, or have staff in school who communicate with families and bring children into school where required. Schools also advised us that they build relationships with parents so that conversations can take place to highlight that it is not acceptable for children to stay at home.

134 Practitioners from the Inner East Cluster advised us that the schools that are improving attendance are the ones that have procedures in place to visit families and offer support. The offer of incentives for children with good attendance can also be effective so

¹⁶ See footnote 1.



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children know that they are doing well. We discussed the range of different incentives during our visits and how pupil premium is utilised to fund these. In addition to school incentives, the Cluster also supports a scheme called the 100% November initiative where children with good attendance are entered into a prize draw.

suggests the project has 'significant benefits' for schools, particularly in regard to a shift in whole school ethos, and notes early evidence for improved attainment and attendance of disadvantaged pupils. The report suggests that a whole-school buy in of the project is crucial to its success, with Local Authority support.

Developing Good Practice

135 During our inquiry, we sought to identify the positive steps that are being proactively taken in other areas of the country to reduce the impact of poverty on the education of children, so that Leeds could further develop and implement good practice. 'Poverty Proofing the School Day' is a project developed by the charity Children North East, with the North East Child Poverty Commission. The project provides a toolkit to reduce stigma and remove barriers to learning, and to assist schools in exploring the most effective way to spend pupil premium allocation. 'Poverty Proofing the School Day' consists of an audit for each individual school, questioning pupils, staff, parents and governors. The result is an action plan tailored to each individual school to address any stigmatising policies or practices.

136 We identified that the project was first piloted in four North East schools (both primary and secondary schools) in 2013-14. Following completion of the pilot, Newcastle University evaluated the impact of the project, and reported best practice.¹⁷ The evaluation report

137 Since the development of 'Poverty Proofing the School Day', Children North East have worked with a number of local authorities to provide audits in schools. The project launched in North Lincolnshire in 2014. In 2015, the Child Poverty Action Group (CPAG), in partnership with Glasgow City Council Education Services, and supported by Children North East, conducted research based on 'Poverty Proofing the School Day' with children, young people and school staff members to produce a research report, with a toolkit, called 'The Cost of the School Day'. The report included recommendations for schools, local authority services, Education Scotland, national government and other stakeholders. 'The Cost of The School Day' project has so far been facilitated in 8 Glasgow schools, with 339 young people and 111 staff.

138 In October 2017, Manchester City Council launched the 'Manchester Family Poverty Strategy 2017-22'. The strategy outlines Manchester City Council's intention to produce their own poverty proofing toolkit to reduce the impact of child poverty on educational outcomes, with evidence taken from the 'Poverty Proofing the School Day' project. The toolkit will also be adaptable for different uses and different organisations, including health and the Voluntary and Community Sector, and

¹⁷ Poverty Proofing the School Day: Evaluation and Development Report, Newcastle University



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will use a strengths-based approach and learning in line with the 'Our Manchester' ethos. The toolkit will be co-developed with the support of partners and key stakeholders as well as with residents, to ensure that it reflects what is important to residents and best meets their needs.

139 We sought to clarify if a similar programme is due to be undertaken by this Local Authority with Leeds schools. We were advised that a lot of the schools in Leeds are already undertaking a number of the areas identified in this report, as demonstrated by our visits. We considered however that the 'poverty proofing' audit brings together a number of approaches, which may enable schools to identify gaps, areas that require improvement, or to simply codify practices already in place.

140 We also noted that part of the 'poverty proofing' audit includes speaking to school staff, children, teachers, the governing body and parents about poverty, specifically giving children a voice, recognising the challenges that affect them and reflecting their input in the solutions. (see Voice and Influence, page 17)

141 It was acknowledged that the 'Poverty Proofing' report does provide a steer for schools and could facilitate additional focus on mitigating the impact of poverty. It was acknowledged that it would be beneficial to raise awareness of the work of Children North East to schools in Leeds. It was also suggested that Children's Services could develop a similar range of tools and information for schools to enhance learning strategies for disadvantaged children living in poverty.

Recommendation 13 – That the Director of Children and Families communicates child poverty initiatives such as 'Poverty Proofing the School Day' delivered by Children North East and the North East Child Poverty Commission, and/or the Manchester 'toolkit', to all Leeds Schools.

Recommendation 14 – That the Director of Children and Families:

- engages with schools to develop (in partnership) a poverty proofing audit toolkit, to support schools in mitigating the impact of child poverty on learning.
- considers how children can raise their concerns about poverty and the impact it has on their education and how the solutions they propose can be implemented.

Evidence

Monitoring arrangements

Standard arrangements for monitoring the outcome of the Board's recommendations will apply.

The decision-makers to whom the recommendations are addressed will be asked to submit a formal response to the recommendations, including an action plan and timetable, normally within two months.

Following this the Scrutiny Board will determine any further detailed monitoring, over and above the standard quarterly monitoring of all scrutiny recommendations.

Reports and Publications

- Report of the Director of Children and Families, 20 July 2017, Impact of child poverty on children's learning outcomes
- Report of the Head of Governance and Scrutiny Support 07 September 2017, The impact of Child Poverty on Attainment, Achievement and Attendance
- Report of the Director of Children and Families, 19 October 2017, The Impact of Child Poverty on Attainment, Achievement and Attendance (with a focus on Free School Meals, Learning Improvement, School Governance and Voice & Influence)
- Guidance document, governors' specific roles (Updated Sept 2017), Pupil premium governor
- Guidance document, governors' specific roles (Updated Nov 2016), Pupil attendance governor
- Report of the Head of Governance and Scrutiny Support 19 October 2017, The impact of Child Poverty on Attainment, Achievement and Attendance
- Report of the Director of Children and Families, 16 November, The Impact of Child Poverty on Attainment, Attendance and Achievement (with a specific focus on data analysis)
- Report of the Head of Governance and Scrutiny Support 14 December 2017, The impact of Child Poverty on Attainment, Achievement and Attendance
- Report of the Director of Children and Families, 14 December 2017, The Impact of Child Poverty on Attainment, Achievement and Attendance
- Report of the Director of Children's Services, Refresh of the Children and Young Peoples Plan, 25 January 2018
- Report of the Assistant Chief Executive (Citizens and Communities) to Citizens and Communities Scrutiny Board, 13 February 2017
- Scrutiny Inquiry Report (Children and Families), Combating Child Poverty and Raising Aspirations, June 2012
- Scrutiny Inquiry Report (Citizens and Communities), Universal Credit, February 2016
- Poverty Proofing the School Day: Evaluation and Development Report, Laura Mazzoli Smith and Liz Todd, Newcastle University, February 2016
- Closing the Gap? Trends in Educational Attainment and Disadvantage, Jon Andrews, David Robinson and Jo Hutchinson, Education Policy Institute, August 2017
- Supporting the Attainment of Disadvantaged Pupils: Articulating Success and Good Practice, Research report, Department for Education (National Foundation for Educational Research, Ask Research and Durham University), November 2015

Evidence

Witnesses Heard

Steve Walker, Director of Children and Families
Andrew Eastwood, Head of Service, Learning Improvement
Peter Storrie, Head of Service, Performance Management and Improvement.
Councillor Jonathan Pryor, Deputy Executive Member, Children and Families
Councillor Lisa Mulherin, Executive Board Member, Children and Families
Mariana Pexton, Chief Officer, Strategy and Resources
David Roberts, Financial Inclusion Manager
Diane Gill, Senior Policy Development Officer.
Becky Lawrence, Performance Programme Manager.
Viv Buckland, Head of Service (Learning Systems)
James Rogers, Director of Communities and Environment
Lee Hemsworth, Chief Officer (Customer Services)
Jane Hopkins, Head of Communities and Partnership
Dave Roberts, Financial Inclusion Manager
Sue Rumbold, Chief Officer (Partnership Development and Business Support)
Julie Morton, Attendance Officer, Inner East Cluster Partnership
Laura Davison, Attendance Officer, Inner East Cluster Partnership
Sarah Hunter, Targeted Services Officer, Inner East Cluster Partnership
Liz Holliday, Head of St Peter's C of E Primary School
Sarah Parry, Deputy Head of St Peter's C of E Primary School
Georgina Winterburn, Head of Brownhill Primary Academy
Bev Blanchfield, Deputy Head of Brownhill Primary Academy
S Millard, Head of Ingram Road Primary School
J Robb, Welfare Officer, Ingram Road Primary School

Dates of Scrutiny

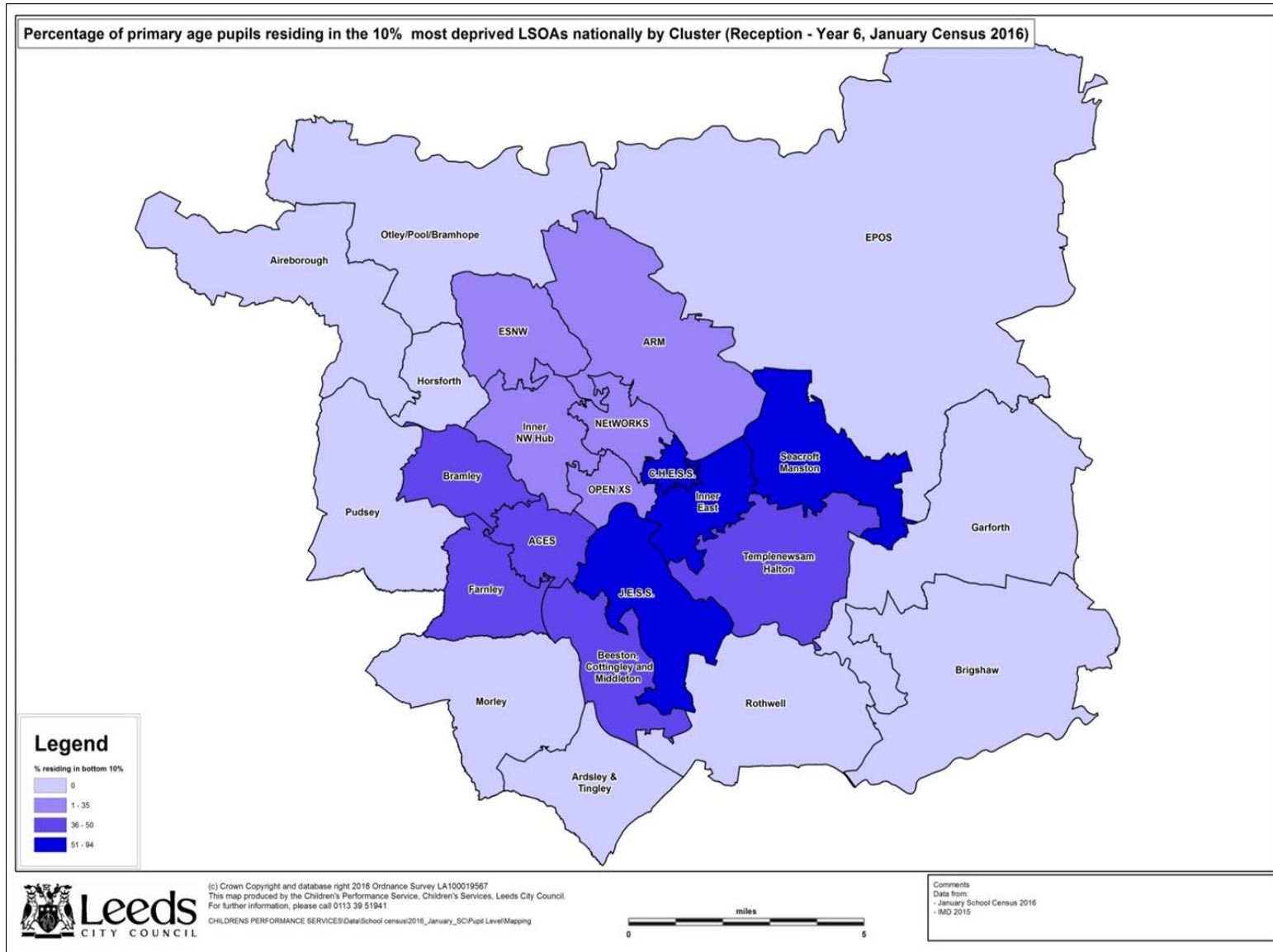
Meetings

20 July 2017
07 September 2017
19 October 2017
16 November 2017
14 December 2017

Visits

LCSB Education Reference Group - 3 October 2017
Brownhill Primary Academy – 23 November 2017
Ingram Road Primary School – 24 November 2017
St Peter's Church of England Primary School – 29 November 2017
Inner East Cluster Partnership – 23 November 2017

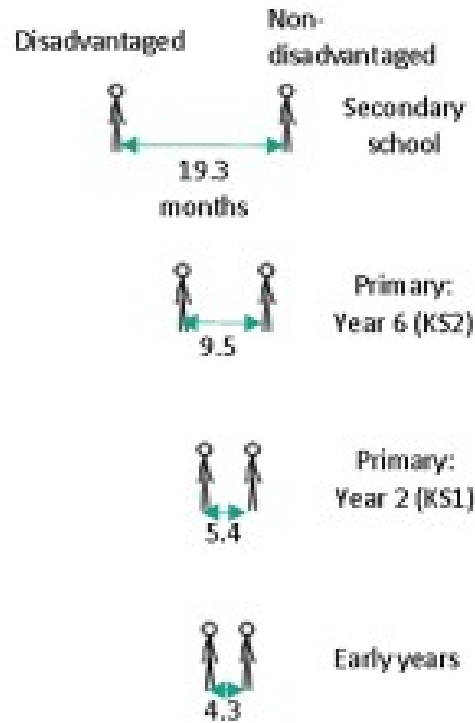
Appendix 1



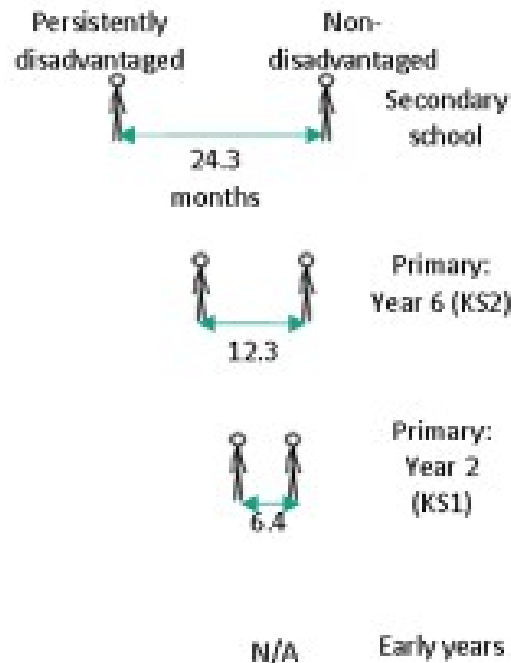
Appendix 2

Source Education Policy Institute

All disadvantaged pupils

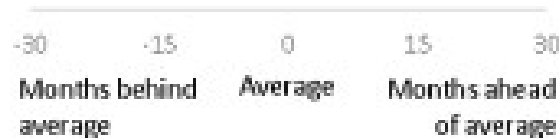


Persistently disadvantaged pupils



Source: Education Policy Institute
 "Persistently disadvantaged" = FSM eligible for 80% or more of their school lives

This graphic shows national trends, the gap is even wider in Leeds. In 2016 in Leeds at the end of Year 6 the disadvantaged gap in Leeds was 13.3 months: this is the biggest gap between disadvantaged children and national non-disadvantaged in the whole country



Appendix 3

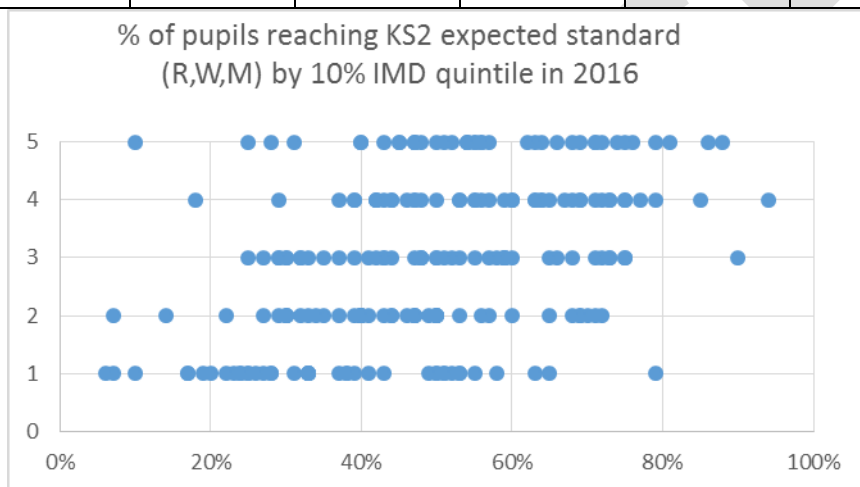
Comparison of key stage results with EPI Closing the Gap analysis of disadvantaged learning gaps and changes in these gaps.

Key Stage	Foundation	KS2	KS4		Foundation	KS2	KS4		Foundation	KS2	KS4
	2016 results				Months local disadvantaged behind national non disadvantaged in 2016 ¹				Change in months 2012 to 2016 with similar authorities (- good) ¹		
	% GLD	% RWM	Attainment8								
England	69.3	53.0	48.5		-4.3	-9.5	-19.3				
Leeds	62.5	48.0	48.4		-5.7	-13.3	-22.3		0.8	3.3	0.9
DFE COMPARABLE CORE CITIES											
Bristol	66.3	54.0	47.7		-4.8	-10.1	-24.3		0.4	0.2	2.4
Liverpool	59.8	46.0	47.3		-5.8	-10.5	-22.1		1.4	1.4	0.9
Newcastle	69.5	57.0	48.6		-3.4	-11.8	-21.0		-1.2	2.4	0.1
Sheffield	68.6	52.0	48.3		-4.7	-11.7	-23.2		0.0	1.7	1.3
DFE STATISTICAL NEIGHBOURS											
Bolton	64.6	56.0	48.7		-5.6	-10.1	-20.4		0.9	1.1	-0.7
Bury	68.9	55.0	50.9		-3.9	-11.2	-18.5		-1.1	2.0	-1.2
Calderdale	67.5	47.0	51.5		-4.8	-10.4	-18.6		0.0	1.2	-2.0
Darlington	69.6	56.0	48.4		-5.2	-12.6	-24.8		0.3	3.0	8.1
Derby	66.4	48.0	46.2		-4.4	-8.7	-27.1		-0.4	0.2	6.5
Kirklees	66.9	49.0	48.9		-4.6	-10.2	-21.0		0.2	0.2	0.8
Newcastle	69.5	57.0	48.6		-3.4	-11.8	-21.0		-1.2	2.4	0.1
North Tyneside	69.7	56.0	51.3		-4.4	-10.9	-18.1		0.1	1.7	-2.0
Sheffield	68.6	52.0	48.3		-4.7	-11.7	-23.2		0.0	1.7	1.3
Stockton on Tees	64.9	54.0	49.9		-4.4	-11.6	-22.0		-0.7	1.9	0.6
¹ EPI 08-2017 - Closing the Gap											
GLD - Good Level of Development											
RWM - Percent achieving age related expectations in reading writing and maths											
Attainment 8 - average attainment 8 score											

Appendix 4

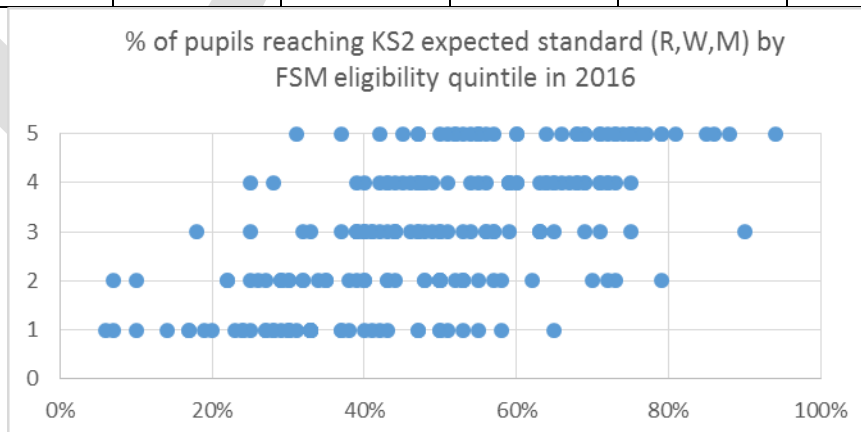
Schools grouped by % of all pupils making expected standards in Reading, Writing & Maths in 2016 and by % living in 10% most deprived

Schools Grouped by Performance		1 6-33%	2 33-44%	3 44-53%	4 53-66%	5 66-94%
Schools by % of pupils living in areas 10% most deprived						
5	0-1%	4	3	9	12	12
4	1-5%	2	8	8	12	14
3	5% - 24%	8	8	9	10	9
2	24%-65%	10	13	10	4	6
1	68%-95%	18	11	7	5	1



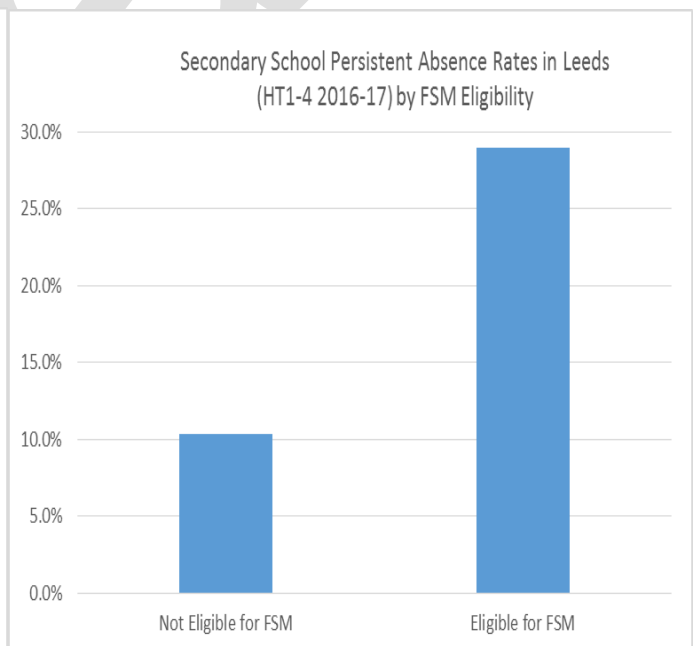
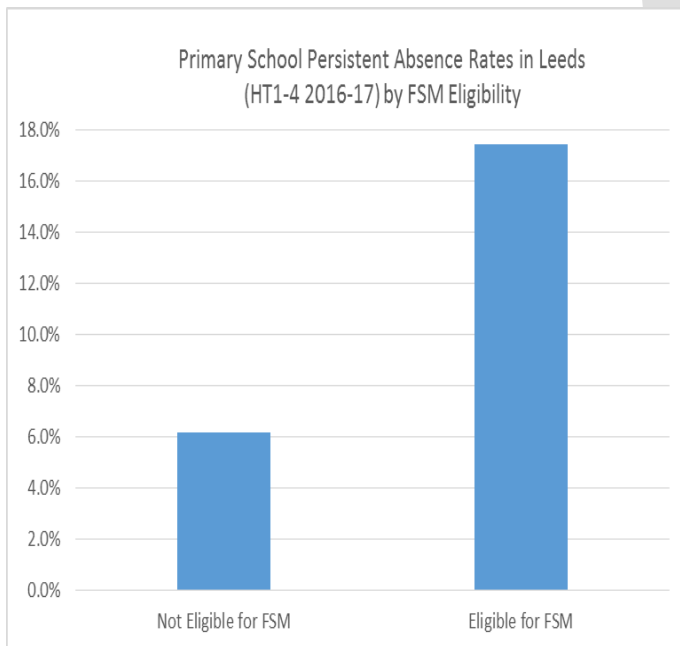
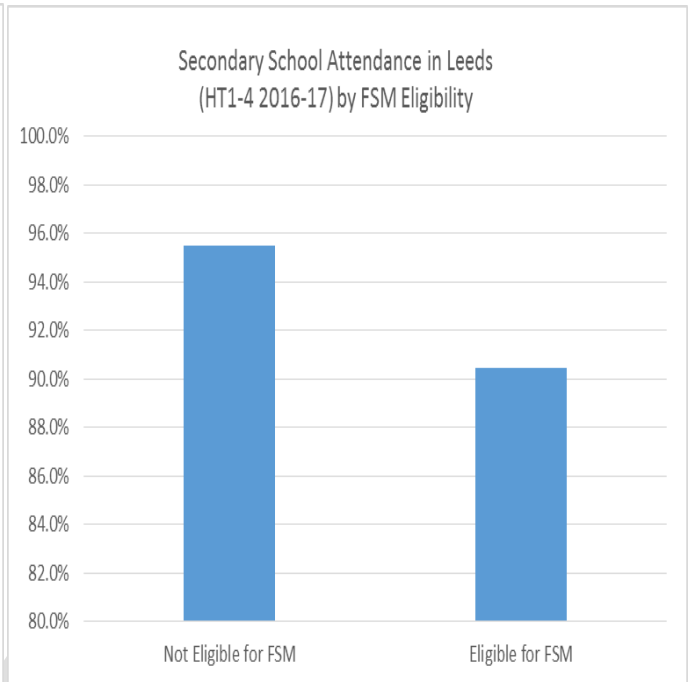
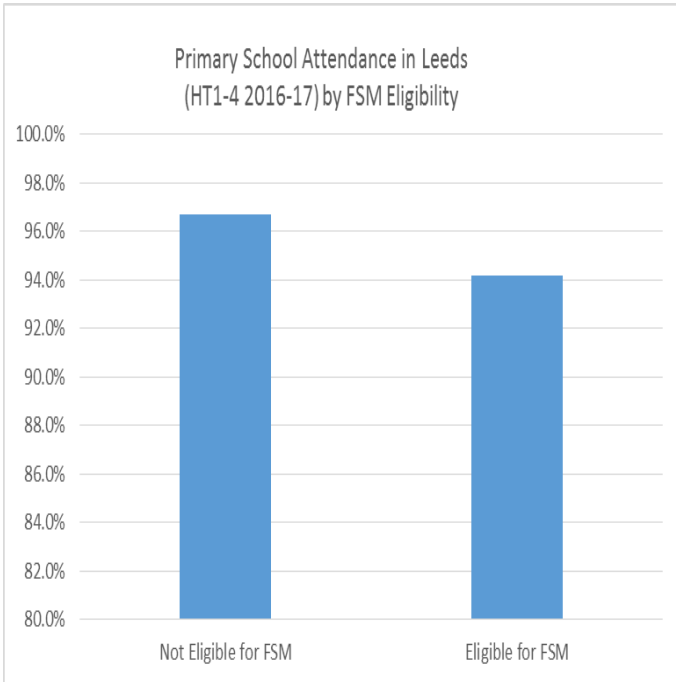
Schools grouped by % of all pupils making expected standards in Reading, Writing & Maths in 2016 and by levels of FSM eligibility

Schools Grouped by Performance		1 6-33%	2 33-44%	3 44-53%	4 53-66%	5 66-94%
Schools by percent of children eligible for Free School Meals						
5	1-5%	1	2	7	11	22
4	5-9%	2	5	10	14	12
3	9-17%	3	14	10	10	4
2	17-26%	14	10	10	5	4
1	26-46%	22	12	6	3	0



Appendix 5

Data Source: 2016-17 School Census Returns



Appendix 5

Primary Schools Leeds - All Pupils Yr1-6

IMD15 Decile	% Attendance	% Absence	% Authorised Absence	% Unauthorised Absence
0-10 most deprived	95.4%	4.6%	3.0%	1.6%
10-20	95.6%	4.4%	3.1%	1.3%
20-30	96.0%	4.0%	2.9%	1.1%
30-40	96.0%	4.0%	3.0%	1.0%
40-50	96.6%	3.4%	2.6%	0.8%
50-60	96.6%	3.4%	2.7%	0.8%
60-70	96.9%	3.1%	2.5%	0.6%
70-80	97.0%	3.0%	2.5%	0.6%
80-90	97.1%	2.9%	2.3%	0.5%
90-100 least deprived	97.4%	2.6%	2.2%	0.4%
Total	96.2%	3.8%	2.8%	1.1%

Secondary Schools Leeds - All Pupils Yr7-11

IMD15 Decile	% Attendance	% Absence	% Authorised Absence	% Unauthorised Absence
0-10 most deprived	93.1%	6.9%	3.5%	3.4%
10-20	93.4%	6.6%	3.8%	2.8%
20-30	94.1%	5.9%	3.8%	2.1%
30-40	94.4%	5.6%	3.6%	2.0%
40-50	95.5%	4.5%	3.3%	1.2%
50-60	95.6%	4.4%	3.2%	1.2%
60-70	95.8%	4.2%	3.3%	0.9%
70-80	96.0%	4.0%	3.3%	0.7%
80-90	96.2%	3.8%	3.0%	0.7%
90-100 least deprived	96.7%	3.3%	2.8%	0.5%
Grand Total	94.5%	5.5%	3.4%	2.0%

Data Source: 2016-17 School Census Returns

Draft

Scrutiny Board (Children and Families)

26 April 2018

Report author: Sandra Pentelow & Harriet Speight

www.scrutiny.unit@leeds.gov.uk



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Report of Director of Children & Families

Report to Scrutiny Board (Children & Families)

Date: 26 April 2018

Subject: Learning Places for Leeds Overview



Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

Since 2009, over 1,600 additional reception year places have been created, along with bulge cohorts created temporarily as required. Whilst the pressure for primary school places is stabilising, the need for more school places is moving into the secondary school phase.

In addition, unprecedented levels of in-year requests for school places is providing unpredictable pressure on the school system, with additional new housing across continuing to bring additional need for school places across all ages.

Leeds City Council has a statutory duty to ensure the provision of good quality learning places and to secure an appropriate balance locally between education supply, demand, choice and diversity. It is the role of the City Council to plan, organise and commission learning places in Leeds in a way that raises educational standards, manages fluctuations in pupil numbers and creates a diverse community of good schools. The Authority seeks to exercise this function in partnership with children and families, elected members, diocesan education boards, governing bodies of schools, head teachers, local communities and other key stakeholders.

Estimating school places is a complex process and rapid shifts in demographic changes, economic conditions, patterns of migration, parental preference patterns, and house building create uncertainties that require robust methodologies and responsive implementation. It is imperative that the best information on housing, access to services, economic development and regeneration are brought together, alongside data held by other agencies, to inform the future needs for school places. Planning for learning needs to

take into account the requirement to provide a learning offer across a wide age spectrum from eligible 2 year olds right up to 18 year olds (up to 25 years old for children with Special Educational Needs).

This overview summarises the work undertaken to ensure this statutory duty is being met and outlines the challenges we must meet in the future.

Recommendations

Scrutiny Board is asked to:

- Note the information contained within this report.

1 Purpose of this report

- 1.1 This overview summarises the work undertaken to ensure the council's statutory duty to provide sufficient learning places is being met and outlines the challenges we must meet in the future.

2 Background information

Provision Created to Date

Learning Place Pressure

- 2.1 Following over a decade of rapidly increasing birth rates from a low of 7,500 to a peak of those who were due to enter reception in September 2016 of 10,350, there is some minor fluctuation in the births. However, this now appears to have stabilised at or above the 10,000 per year group mark.
- 2.2 Since 2009, over 1,600 additional reception year places have been created, along with bulge cohorts created temporarily as required. In some areas, the increases in house building is placing increasing pressure on all year groups and not just those entering reception. The table below shows the birth cohorts, the projected demand for places and, historically, the number of places allocated according to each year of entry.

Year starting school (Reception)	Birth cohort	Projected demand for places	Actual places allocated on Primary Offer day	Number currently on roll (Census Oct 17)
2013	9,652	10,133	9,355	9,839
2014	10,202	10,403	9,774	10,209
2015	9,996	10,138	9,854	10,107
2016	10,350	10,542	10,051	10,325
2017	10,051	10,307	9,683	9,923
2018	9,960	10,247		
2019	10,113	10,505		
2020	10,223	10,546		

- 2.3 Actual places allocated on Primary Offer day is usually slightly lower than projected demand, as not all parents have applied for a place by offer day (despite best efforts to follow up those who haven't applied) and additional children move into the area requiring a school places during the academic year. Although there were over 100 less births for children beginning Reception in 2020 compared to those who began Reception in 2016, the projection for 2020 is slightly higher than 2016 as it includes known housing building under construction in the city and reflects the rise in migration into the city in recent years.
- 2.4 In addition, an increase in the volume of in year admission requests are adding to the learning places pressure, particularly from new arrivals to the city. This is

concentrated in particular areas of the city and in particularly age groups such as those requiring Year 1 or Year 2 places, although all year groups are seeing an increase in demand. The inner city areas have seen the highest levels of in-year pressure.

2.5 In Harehills alone we have seen an unprecedented rise in in-year demand for school places resulting in over 400 places being created over the last 2 years. The demand this academic year has seen the necessity to further create the equivalent of more than a whole new primary school (of 1 Form of Entry across all year groups from Reception to Year 6) to ensure children have access to a school place. The council has worked closely with the local schools to proactively create additional school places, with many schools accepting additional children as well as Shakespeare Primary School working with the council to provide school places for up to 210 children across seven year groups in-year, ahead of their permanent move to new facilities in September 2018. Appendix A gives a detailed overview of the in-year pressure and solutions in the Harehills area.

2.6 Additional secondary school places have been created at Roundhay High School, 50 places per year group. A proposed expansion to deliver an additional 2FE from September 2019 within the Inner East is being taken forward. In addition, 3 new Free Schools at Dixons Trinity, Temple Learning Academy and Ruth Gorse Academy have created over 2,400 secondary school places, with another 1,000 places to be created when Laurence Calvert Academy opens from September 2019.

2.7

Year starting secondary school (Year 7)	Projected demand for places	Actual places allocated on Secondary Offer day	Number currently on roll (Census Oct 17)
2016	8,537	8,301	8,421
2017	8,676	8,455	8,668
2018	9,282	8,881	
2019	9,603		
2020	10,027		
2021	10,341		
2022	10,104		
2023	10,467		

2.8 As with primary, actual places allocated on offer day is usually slightly lower than projected demand, as not all parents have applied for a place by offer day (despite best efforts to follow up those who haven't applied) and additional children move into the area requiring a school places during the academic year.

2.9 Steady increases of 300-400 additional children year on year for the next 3 years is projected, before projected demand begins to level out at between 10,100 and 10,500 children per year group.

Primary and Secondary Admissions

- 2.10 There are national closing dates for applications and for making offers. Secondary applications must be submitted by 31 October and offers are made on 1 March. We have allocated 8,881 year 7 places for September 2018 (8,455 last year, a 4.8% increase). There were 82% (85% in 2017, 82% in 2016) who were successful with their first preference, and 96% that were offered one of their five preferences (97% in 2017, 96% in 2016). Appendix B provides a full briefing of the 2018 Secondary Allocations.
- 2.11 Primary applications must be submitted by 15 January each year and offers are made on 16 April. In 2017, 87% (87% in 2016) of Leeds pupils were offered their first preference with 97% (96% in 2016) offered one of their top five preferences. There were 9,683 places allocated on offer day which is a decrease from 10,051 at the same point the previous year.
- 2.12 At the February Executive Board, it was determined that the modelling of potential options for introducing Primary School catchment areas be undertaken, in order to determine whether it is appropriate to consider this for future consultation.

Learning Places approved

- 2.13 Since the Basic Needs programme began in 2009, over 1,600 additional reception places have been created (the equivalent of 54 Forms of Entry and almost 11,500 primary schools places from Reception to Year 6). In addition, further reception and primary school places have been developed in the city through the free schools at Temple Learning Academy, Khalsa Science Academy, Dixons Trinity and Elements (which is opening for September 2018).
- 2.14 Additional secondary learning places have been created at Roundhay High School, and learning places have been created at Temple Learning Academy, Ruth Gorse Academy and Dixons Trinity free schools as well as the opening of the Elliott Hudson College free school that has created additional learning places at Morley Academy, Bruntcliffe Academy and Farnley Academy.
- 2.15 200 new specialist learning places have been created in our SILCs from September 2015, 150 at the North East SILC (Woodhouse) and 50 at the South SILC. The Council's investment in SEMH provision will also ensure Springwell Leeds have the capacity for up to 360 places for children and young people with SEMH from September 2018 across the city over 4 sites.

Free Schools

- 2.16 There are now ten established Free Schools in Leeds:
- Lighthouse Special School
 - Khalsa Primary School which is on the old Fir Tree site
 - Leeds Jewish Free School co-located with Brodetsky Primary School (VA).
 - Elland Academy Alternative Provision Free School run by Delta
 - Ruth Gorse Academy 11-16 Secondary School in central Leeds

- Temple Learning Academy, a 4-18 school operating in the Halton Moor area
- Elliot Hudson College, a sixth form college run by the GORSE Academy Trust
- UTC Leeds, a University Technical College located in the Hunslet area but enrolling students from across the Leeds City Region
- Stephen Longfellow Academy Alternative Provision Free School run by Gorse Academy Trust
- Dixons Trinity through school run by Dixons Trinity Academy (Primary phase opened in Sept 2017, with Secondary to open in 2018)

2.17 A further school is due to open in September 2018:

- Element Primary Free School (to be located in Middleton and run by Wellspring Academy Trust).

2.18 Two other schools approved in Wave 12 are still being progressed:

- Laurence Calvert Secondary School (from the Cockburn Academy Trust)
- Southbank Primary (from the Gorse Academy Trust)

2.19 Three Free Schools due to open in Leeds will now not do so:

- Roundhay Park Primary – the Trust have withdrawn their application
- Horsforth School Sixth Form College – the DfE have withdrawn their approval
- CAPA College – The Trust have now decided to establish the provision in Wakefield

2.20 We meet regularly with both the Education and Skills Funding Agency and the DfE and receive updates of any applications made to establish further free schools in the city. We continue to engage with potential education providers to work together in ensuring that any new provision created is available in those areas of the city with the greatest need and is joined up with our own place planning.

Early Years

2.21 Leeds has approximately 4,250 eligible 2 year olds at any one time. Of those on average 70% take up their place, which is above the national take up (68%). Families are able to take up a funded place at a variety of settings, including schools, private nurseries, child minders and preschools. There are a number of reasons why parents do not access a place and the Family Outreach workers and Early Years sufficiency team are working hard to promote and engage those families who do not or cannot access their free entitlement.

2.22 Places in schools are currently being targeted as they are able to offer places to eligible children for the last term before the universal entitlement at 3 years old.

There is a challenge in achieving 100% take up as free early education entitlement for 2 year olds is not statutory and some parents are choosing not to access their child's place.

- 2.23 Free Early Education Entitlement places, for 3 and 4 year olds, can be accessed in a variety of settings across the city. The take up in summer term 2015 was 16,139, 101% of eligible children (This is due to children from out of the area accessing provision in Leeds) and take up at summer 2016 was 15,379, 94%.
- 2.24 With the introduction of Free Early Education Entitlement for working families increasing to 30 hours from September 2017, the DfE has estimated 5,520 eligible 3 and 4 year olds in Leeds. Leeds met this target for the autumn of 2017 and ongoing take up of the offer is being monitored over the remainder of the academic year.

Demand for Future Provision

Childcare Places

- 2.25 In March 2018, the council published its Childcare Sufficiency Assessment (CSA) outlining the current provision and future anticipated demand for Childcare across the city. Appendix C provides a summary of the CSA.
- 2.26 The Childcare Act 2016 requires local authorities to secure sufficient childcare for the needs of working parents of children up to 1st September after their 14th birthday, or until they reach the age of 18 in the case of children with a disability. This must be sufficient to meet the requirements of parents who require childcare in order to enable them to take up or remain in work or undertake education or training which could reasonably be expected to assist them to obtain work.
- 2.27 The changes to the Childcare Bill increases the entitlement of free early education hours from 570 to 1,140 hours per annum for eligible families (from 15 hours per week to 30 hours per week). The extended entitlement generates opportunities for providers to expand or work creatively with other settings/childminders to allow them to expand their offer to parents. The council continues to work with providers to ensure there is sufficient capacity to meet the increased entitlement for parents and families.
- 2.28 Childcare is offered in a range of settings across Leeds. This includes governor led provision on school sites, private nurseries and childminders. Whilst childcare is not available on all school sites, the majority of schools offer access to childcare, in some cases provision is shared between a number of schools.
- 2.29 The Children and Families Act 2014 and the resulting Special Educational Needs and Disability Code of Practice provides statutory guidance to the local authority around childcare provision for children and young people with SEND. One of the requirements of the Act is for a 'Local Offer' website that ensures families can access clear information about all services for those aged 0-25 with Special Educational Needs and Disabilities (SEND). The specialist search engine returns information about the support and services available in Leeds for children and young people.

- 2.30 In addition, the Leeds Family Information Service website enables families to search for childcare in Leeds, with the option of searching for provision that supports children and young people with SEND. The introduction of the Disability Access Fund in 2017 will provide £615 for each eligible (those in receipt of Disability Living Allowance) child every year and will be paid to providers to ensure all children can access the free childcare entitlements for three and four year olds.

Primary Provision

- 2.31 For September 2018, a further 150 permanent reception places (5FE) will be in place, along with up to another 165 bulge reception places (5.5FE) and 90 places (3FE) through the opening of Free Schools to meet the expected demand for places.
- 2.32 Projections for September 2019 anticipate a further 135 places (4.5FE) needed, to be met by a combination of Free Schools, permanent expansions and bulge cohorts.
- 2.33 The permanent expansions, free school openings and a steadying of the birth cohort around 10,000 children per year means that projections for 2020 and 2021 will only require modest expansions or bulges in the primary phase.
- 2.34 However, there continues to be pressure in the Roundhay area of the city. Part of the permanent places in this area was due to be met through the opening of the Roundhay Park free school. Due to issues in identifying an appropriate site and issues with the Trust approved to open the new school, the Trust withdrew their application in January 2018. The council has provided a temporary bulge cohort solution at Moor Allerton Hall Primary School for September 2018, and is currently consulting on the permanent expansion of Moor Allerton Hall Primary School to a 3 FE primary school, with effect from September 2019. The need for additional school places in the area, along with the modelling of primary school catchment areas highlighted at 2.12 above, will be monitored and reviewed over the coming months to determine if a further form of entry is still required. Appendix D gives a detailed overview of the demand for primary places and solutions in the Roundhay area.

In-Year Transfers

- 2.35 As well as Leeds seeing its school population growing significantly due to the increasing birth rate, the city continues to attract new arrivals which has led to a rise in the number of pupils across all year groups requiring school places during the school year.
- 2.36 There has been a significant increase for in year applications for places across all four key stages, since 2015. This increase of in-year applications has also led to an increase in the number of 'shortages', which is where there are no school places available within a reasonable walking distance.

- 2.37 This places significant pressure on both schools and council resources to provide additional places over and above those being planned for reception and Year 7 aged children.

Secondary Provision

- 2.38 The increase in cohort sizes is now beginning to impact on secondary places. Projections currently indicate that the equivalent of up to 5 new schools are required by 2023 across the following areas of the city: Inner East, Inner North East, Inner South, West and Outer South. We are currently looking at potential expansions of existing schools/academies across the city, in addition to new free schools that are opening or may receive approval.
- 2.39 In East Leeds, an additional 4FE from the opening of the Dixons Trinity free school will be available from September 2018. Also, a proposed expansion to deliver an additional 2FE from September 2019 within the Inner East is being taken forward. Current demographics indicate a new school will also be required by 2021. Evaluation of alternative potential sites is being undertaken to meet the additional need, following the recent consultation for an 8FE secondary Free School to be co-located with the proposed new Fearnville Wellbeing Centre.
- 2.40 The whole of the East will be impacted by the East Leeds Extension, initially by the 2,000 houses that form part of the Northern Quadrant, where the need for an additional school has been identified as a result of the additional housing. Evaluation of potential sites is being undertaken to provide a further new school in East Leeds by 2023.
- 2.41 An additional 50 places have been created at Roundhay in the Inner North East.
- 2.42 The Inner South demand would largely be met by the recently approved new Free School from the Cockburn Academy Trust, alongside a small expansion to the existing Cockburn High School. Children & Families, along with City Development, held initial discussions with the Trust to explore potential site options and are now working closely with the Trust to bring forward with the EFA the most suitable site that is feasible and meets the need of the community it is to serve.
- 2.43 Options for the West and Outer South are being explored further.
- 2.44 Some of the changes that have occurred recently, such as the Ruth Gorse Academy moving to its new permanent location, will change projections within the areas where these schools are located and this is being monitored closely.
- 2.45 As more free schools are established across the city, including The Temple Learning Academy (opened secondary provision in 2017), Dixons Trinity Academy free schools (due to open secondary provision in 2018) and Laurence Calvert free school (due to open in 2019), this will help ease the projected secondary demand.

Post 16 Provision

- 2.46 The Council are continuing to work closely with schools, colleges and training providers to consider the future configuration of Post 16 provision across Leeds.

Increasing funding pressures, improving outcomes for young people and helping to meet basic need are driving the focus to review existing Post 16 provision.

- 2.47 There is no prescription in the approaches being considered, with schools and colleges considering various options including collaboration on subject delivery, formal and informal joint sixth forms, the closure of sixth form provision and establishing new separate sixth form provision.
- 2.48 The Elliott Hudson College opened in September 2015 and offers a 1,000 place A-Level provision as part of the Gorse Academy Trust. The opening of The Elliott Hudson site resulted in Morley Academy, Farnley Academy, Bruntcliffe and Swallow Hill closing their sixth forms, creating some capacity for secondary provision.
- 2.49 Horsforth High School had a Post 16 Free School submission in Wave 12 approved. However, the application was recently withdrawn and will not now go ahead. The Council is reviewing the position of Post 16 learning, along with the school and key stakeholders, in this area.
- 2.50 Schools and colleges in other areas of the city are considering the future of their sixth form provision, and discussions are taking place between the Council and schools to develop an appropriate way forward for these areas. Discussions are taking places with schools and colleges across the city.

Specialist Places

- 2.51 The Strategic Review of SEND provision in Leeds builds on our existing knowledge of our local area, including information about our current provision, as well as projected future demand. The consultation gathered views of children, young people and families in the city, along with seeking views via strong relationships with our schools and settings. Also, where possible, we worked collaboratively with our neighbouring authorities, particularly looking at our low incidence SEND pupils where they may require specialist out of area provision.
- 2.52 The Strategic Review has been a joint project between the Complex Needs Service and the Sufficiency and Participation Team (Learning Systems). Governance of the review, consultation and draft recommendations was overseen by the Good Learning Places Board. This approach will continue throughout the implementation of any approved recommendations and as we continue to evaluate the sufficiency of SEND provision on an annual basis.
- 2.53 Demand for school places for children and young people with Special Education Needs and Disability (SEND) continues to increase. The Strategic Review considers the increases in demand for school places for CYP with SEND and provides a strategy for place planning of sufficient and appropriate SEND provision. This will also include collaboration with our neighbouring boroughs to ensure that provision can be commissioned efficiently and in order to achieve the best possible outcomes for our CYP.

3 Main issues

- 3.1 Projection of demand continues to be a challenging process. Birth rates and up to date health information give broad indicators to the need required across the city and within localities. However, the increasing fluctuation in the volume of new arrivals into the city (both domestically and internationally) is increasing the pressure for learning places and the uncertainty in predicting need in the future.
- 3.2 As birth rates fluctuate there is a need to balance carefully the need for temporary and permanent places. This is for two reasons: firstly to ensure that the limited capital funding available is targeted appropriately, and secondly to minimise the likelihood of over-provision in an area which then leads to less popular schools becoming vulnerable. Whilst 2016 was the largest birth cohort that has entered Reception classes, there is still an ongoing for additional primary school places to meet the birth rate and increased movement into the city.
- 3.3 In addition, as new housing comes forward demand for primary school places will again increase resulting in the need for new schools or expansions to existing schools to be brought forward.
- 3.4 As the increases are now beginning to impact on the availability of secondary school places careful consideration is being given to the existing capacity, the potential changes to sixth form provision in the city and the emergence of free schools. The indicative cost of a new 9 FE secondary school is in the region of £30-35m.
- 3.5 A wide range of options are being considered to meet the demand coming forward for secondary school provision including expansions to existing schools, reconfiguration of some school provision, changes to Post 16 provision, and new free schools either through the ESFA or the councils own procedures.

4 Corporate Considerations

- 4.1 Detailed in the 'Learning for Leeds – Setting our strategic direction for ensuring sufficient good quality school places' report which was seen and agreed by the Executive Board in July 2013.

Consultation and Engagement

- 4.2 All permanent expansions of school places include a public consultation. The legislation was changed in January 2014 to no longer require a statutory consultation in an effort to speed up the process of school place changes. As a consequence a paper was taken to Executive Board to outline the process of consultation that would take place.
- 4.3 Once the need to increase the number of places has been identified a stakeholder engagement event is held based on the Outcomes Based Accountability methodology. A range of interested stakeholders is invited including ward members, head teachers, governors, early years providers, neighbourhood forum representatives, Diocesan representatives, and local parents. From this specific expansion proposals are identified and a short period of public consultation, where face to face drop in sessions are held at the local schools affected, takes place. A summary of this whole range of consultation is then taken in a paper to

Executive Board for permission to publish a statutory notice which offers a further 4 week representation phase.

- 4.4 Regular consultation takes place with Exec Members and Ward Members at key stages throughout the design phases of an expansion project. Pre-planning meetings are held with officers from Planning, Highways and building control prior to the submission of the planning application, along with consultation with statutory consultees such as Sport England. In accordance with the Basic Need Programme Approval by Executive Board in September 2014, all schemes are considered and supported by the Deputy Chief Executive, Director of City Development and Director of Children's Services.
- 4.5 Ward members are provided with regular updates on activity in their area and across the city.

Equality and Diversity / Cohesion and Integration

- 4.6 An EDCI screening tool is carried out for every school expansion, and where necessary a full impact assessment.

Council policies and Best Council Plan

- 4.7 The proposals are being brought forward to meet the Council's statutory duty to ensure there are sufficient school places for all the children in Leeds. Providing places close to where children live allows improved accessibility to local and desirable school places, and thus reduces the risk of non-attendance.
- 4.8 A key objective within the Best Council Plan is to build a child friendly city. The delivery of pupil places through Basic Need is one of the most baseline entitlements of a Child Friendly City. A good quality school place contributes to the achievement of targets within the Children and Young People's Plan such as our obsession to 'improve behaviour, attendance and achievement'. It is therefore important that when bringing any proposal forward, there is a degree of certainty that any change would not have a negative impact on the teaching and learning.
- 4.9 A further objective of the Best Council Plan is to ensure high quality public services. We want to promote choice and diversity for parents and families and deliver additional school places in the areas where families need them. Meeting this expectation while demonstrating the five values underpinning all we do is key to the basic need programme.

Resources and value for money

- 4.10 Funding for new school places is provided by the government in the form of an annual basic need capital grant allocation. The funding provided to local authorities is rationed by the government based on the projections of places required nationally and locally. Some funding adjustments are made to the allocations to fund the national Academy and Free School programmes.
- 4.11 The discrepancy between funding provided by government and the cost of new places is most noticeable where new schools or large expansions have to be delivered. This appears to be because the DfE assumes that abnormal costs and

site costs will be met by local authorities and these costs are not generally assumed to be covered by these funding allocations. The DfE has recommended a standardised set of designs for new schools and extensions and will expect councils to adopt these or at least to pursue build solutions which use industry standard low cost elements to reduce the overall cost of new places. However, the ability to construct 'standardised extensions' is largely dependent upon existing building layouts and individual site constraints.

Legal Implications, Access to Information and Call In

- 4.12 The processes that have been and will be followed are in accordance with the Education and Inspections Act 2006 as set out in the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013.

Risk Management

- 4.13 Projects to deliver new places in schools routinely carry a range of risks from their inception and it is essential that the council continues to review its approach to ensure the risks can be effectively managed. Risks will arise from a number of causes for example because project delivery timescales are limited, most school sites are constrained, funding is very limited and because new school places must be available from the respective Autumn term (September) to meet the council's statutory duty.
- 4.14 Timescales on projects tend to be constrained because of the nature of predicting when demand for places (arising from increasing birth rates, net inward migration, impact of 'summer birth' decisions or increased housing) will be sufficient to justify the permanent school places. The new centralised demographic projections team and a corporate approach to decision making will assist with ensuring there is a pipeline of deliverable schemes.
- 4.15 Basic need projects can be further complicated by issues with existing school sites or for the need to find sites for new schools in the right locations. An expansion at a school must be planned to minimise disruption to teaching and safeguarding and should be designed so that the operational effectiveness of the school is not compromised. Achieving planning consent for new school places is often complex and requires detailed local consultation, good liaison with planning and highways and innovative designs. In some areas new schools must be planned and where possible this is done using existing council sites but in future it may be necessary to acquire land for new schools.
- 4.16 A cross council approach to dealing with site issues is already in place and this has been enhanced through a strategic project management group allowing proper escalation of issues and risks and most importantly to problem solve and deliver solutions when risks materialise.

5 Conclusions

- 5.1 An outline strategic approach and key principles have been agreed by the Executive Board.
- 5.2 Since the Basic Need Programme began in 2009, over 1,600 additional reception places have been created.
- 5.3 The outcome of the latest primary admissions round (in 2017) was positive with 87% of parents (87% last year) offered their first preference and 97% (96% last year) offered one of their top five preferences
- 5.4 The outcome of the latest secondary admissions round (in 2018) resulted in 82% of parents were offered their first preference school (85% in 2017, 82% in 2016) and 96% were offered one of their top five (97% in 2017, 96% in 2016).
- 5.5 We are working with the EFA and DfE to coordinate basic need planning with the national Free School programme.

6 Recommendations

Scrutiny Board is asked to:

- Note the information contained within this report.

7 Background documents¹

- 7.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Background

Harehills is an area where there has historically been a high level of mobility, little new housing and a predominance of private rental property. Over several years we have permanently increased the number of primary school places through expansion of primary schools, and the building of Nightingale Primary Academy. Given the constrained nature of the existing schools sites and housing in the area, the waste recycling centre had to be moved out of the area in order to build Nightingale on the former site.

Over the last 18 months we have continued to experience similar movement into the area as previously, and additionally a significant increase particularly in Roma families. Typically the families have several siblings, making them harder to place together in schools that are already full in most cases. As well as the changes to those moving into the area, we are also experiencing much less movement out of the area, increasing the overall local population. 400 additional places have been made available in the area over the last 2 years. The steady flow into the area has not abated and discussion was held with Lord Agnew, the Under Secretary of State for Schools, relating to 150 children who were without a school place at the end of 2017.

Issues

The growth in primary school population in the Harehills / Burmantofts area is approaching a 1FE primary school a term over the last year. This is not increased births, but arrivals into the area across all year groups. Creating single bulge classes at different schools is not resolving the issue as we remain unable to place all children from a family into one school, and the family often do not go on to take up the places.

When we provide permanent expansions, these are typically grown from Reception, a year group at a time. This model is insufficient in this area of the city. However it provides significant challenges for school leadership, and funding models, when all year groups are opened simultaneously. Therefore whilst there is a planned approach to meeting the forecast need for places in the area, this must be adapted in situations such as these.

As growth has continued unabated, only limited expansion potential is evident in the area. Nightingale was designed with expansion to 3FE in mind, and the school are interested in taking this forward.

Solutions

A small task group was established to address the immediate situation with 150 children without a school place, albeit only 50 for whom no offer could be made. The move and expansion of Shakespeare primary into a new building will be complete this summer and it was agreed with the headteacher and governors that they would enrol the children now, rather than wait until the summer. They, understandably, had many reservations as this presents a significant challenge and risk to the school. We agreed to place as many children into other local schools, where siblings have already started, as is practical and 111 children were offered places at other schools. The remaining 127 children who were seeking a school place in the area were allocated places at Shakespeare. Clearly this represents more than 150 children, however this is because new children continue to arrive each

week. In addition to these 238 children there are further applications that have been received for places in the area since 31 January and are being processed.

Bridge Street Church, who own and run the former Agnes Stewart building were very constructive, positive and helpful. There was a floor of the building which required some conversion work that could be undertaken and completed by Easter, and they were willing to make other accommodation in the building available during the conversion work. This is in walking distance for families, avoiding the need for buses, and may also offer flexibility in the future should the pressure for places continue.

Current Position

Offer letters went to families in February for the 111 places in other schools. Offer letters were also sent to families offering places to the 127 who were provided places on the Shakespeare roll, utilising the new site at Bridge Street Church. Close working with schools and teaching schools was undertaken to support Shakespeare to recruit staff, with revenue funding provided to meet the costs, and the school's new building is on track to complete in June.

DfE have requested regular updates until the situation is resolved and children are on roll. They will continue to routinely monitor, as they do with all Authorities, that children across the city are made offers of a school place within 20 days. Shortly after offers were made to 127 children for Shakespeare, DfE were updated on the current position, and now the latest arrivals also need to be placed. As all schools are full this may also need to be at Shakespeare.

Secondary 2018 allocations

Briefing note for all elected members
1 March 2018



We have allocated **8,881** year 7 places for September 2018, an increase of 426 (4.8% increase) from the offers made for September 2017.

The number of children offered their first preference school is the highest it has been in Leeds for many years at 7,290 children. The percentage of children receiving their first preference offer has fallen this year, however is a similar percentage to the first preference rate in 2016.

The number of children receiving an offer one of their first 3 preferences has risen, with 8241 receiving an offer of one of their first three preferred schools.

Alongside the increase in the number of children being offered one of their higher preferences we have also seen an increase in the number of children for whom the local authority could not offer a preferred school, increasing from 279 (3.3%) last year to 474 (5.3%) this year.

7290 children were given their 1st preference (82%) (7178 or 85% last year)

710 children were given their 2nd preference (8%) (689 or 8% last year)

241 children were given their 3rd preference (2.4%) (209 or 2.5% last year)

100 children were given their 4th preference (75 last year)

66 children were given their 5th preference (25 last year)

As the volume of applicants has increased, there has also been an increase in the number of children who we could not offer a preferred school place for with **474 or 5.3%** (279 or 3.3% last year) **children made an offer at a school they did not preference.** Of these, 432 did not follow our advice to include a preference for their catchment priority school, and they also did not express the 5 preferences available to them. Of the 474 placements, 250 have been allocated a place at their nearest / catchment priority school (despite not requesting it).

There are 271 pupils on roll at a Leeds Primary School who have not applied for a secondary school place, despite writing to their home address and attempting to secure an application by seeking support from their current primary schools. We have written to these families again to advise them where there are spaces available and how to apply for a place.

What to do if one of your constituents approaches you for help

The Local Authority is obliged to offer families the highest preference we possibly can, when applications have all been ranked in line with the school's admission policy. Where a place has been refused, this is because the school filled with pupils who met a higher criteria of the admissions policy, or the same criteria but lived closer to the school.

For parents who have not received a preferred offer, the first thing they can do is to send back the **waiting list** request form by the **deadline of 14 March 2018**. This will ensure that their child is placed on the waiting list for their preferred schools at the earliest point and give them the greatest chance that they may be offered a place. Waiting lists are held in order of the priorities within the admission policy.

Families can also request an **appeal** against any refusal to offer a place. In order to hear the appeal at the earliest opportunity they must return the form **by 28 March**. Appeals requested after this will be heard within 40 school days, but this may not be before the end of term.

You may wish to write a letter of support for them or accompany them at an appeal. Only elected members with a direct conflict of interest (who are on the governing body of the school, or have lead responsibility for education) are unable to support parents in this way.

Free and impartial information on appeals is available from a national charity called the ACE Education Advice through their website www.ace-ed.org.uk.

We would always advise families to contact the school they have been offered a place at, accepting the place wherever possible, as this does not affect where they are on another school waiting list, or their chances of being successful at appeal. Refusing an offer may result in no place being available in September when term starts, as there is no guarantee that places will be available through either the waiting list or appeal process.

Anyone who has not been allocated any of their preferences has received information on current vacancies which they may wish to consider when requesting a place on additional waiting lists.

Families with children in year 6 in a Leeds school but have not applied for a Y7 place have received information on current vacancies and information on how to apply.

If you believe a mistake may have been made then email rebecca.mccormack@leeds.gov.uk and the issue will be investigated. If a genuine mistake has been made we will always seek to correct it without the parent having to go to an appeal. Please ask parents to email any queries to education.admissions@leeds.gov.uk where a team of officers will ensure they receive a response, or to call the contact centre on 0113 222 4414 .



Leeds Childcare Sufficiency Assessment 2018-2019 Executive Summary



Executive Summary

1. What is a Child Care Sufficiency Assessment (CSA)?

Leeds City Council have produced an annual Childcare Sufficiency Assessment (CSA) to aid the local authority in its statutory duty, under The Childcare Act (2006), to secure sufficient childcare for working parents or for them to take up training opportunities that lead to work. Under section 6 of the Act there is a requirement on local authorities to produce an annual sufficiency report on the availability and sufficiency of childcare in their area. This information should be made available to parents and elected members. This is an Executive Summary taken from the Leeds Childcare Sufficiency Assessment 2018/19.

The CSA provides details of the current supply of childcare in Leeds, as of November 2017, and the current and estimated future demand for childcare places by families. Demand for free early education entitlement (FEEE) places for two, three and four year olds takes account of the introduction of the 30 hours extended entitlement for eligible three and four year olds which was introduced in September 2017. The methodology used to inform this year's assessment has been amended to reflect the results of recent snap surveys and uses new data sets to previous childcare sufficiency reports. Therefore, this sufficiency assessment cannot be compared directly to previous years' sufficiency reports for early years and childcare.

2. Who is a Childcare Sufficiency Assessment for?

This CSA will be of interest to parents, providing them with an overview of the childcare which is offered across the city and in their locality. Existing and potential childcare providers will also find the assessment useful when considering a change to their delivery models, expanding their provision or starting up in new areas, and should be used alongside their own market research to assess demand in particular areas and points in time. The childcare market is particularly dynamic, with many factors affecting demand and supply, particularly parental choice. Therefore the findings of this report are indicative only and further detailed analysis of local areas should be undertaken by childcare providers to fully understand the local market. This report will also be shared with Elected Members and used by the Sufficiency and Participation Team, within Children Services and Families, to plan and shape future priorities in order to ensure sufficient childcare places are available to families in Leeds.



3. What are the main findings and future actions?

- 👍 The quality of childcare provision in Leeds is high with 95% of providers judged by Ofsted as Good or Outstanding.
- 👍 There are sufficient childcare places for 0-4 year olds, including free early education entitlement (FEEE) places for two, three and four year olds, albeit some may not be at the setting parents or carers would prefer.
- 👍 The market is responding to supporting two-year-old places, this will continue to be closely monitored by the local authority to ensure the introduction of 30 hours free childcare does not jeopardise this offer.
- 👍 Childcare providers are expanding and new provision is being created.
- 👍 There is a potential deficit in the number of before, after school and holiday childcare places needed for 5-18 year olds in Leeds. Further investigation will take place in some Childcare Planning Areas where the offer is low. In addition, any new specialist learning provision that may be created within the city is to also consider the wraparound childcare offer available to families with SEND.
- 👍 Parents have a varied choice of childcare providers in all areas.
- 👍 Further investigation and data collection needs to take place on child care costs, as not all providers currently provide this information to the Leeds Family Information Service.
- 👍 Availability of childcare at times to suit parents is generally sufficient in all areas.
- 👍 Affordability remains a potential issue for out of school childcare when latent demand is compared to actual demand.
- 👍 Leeds City Council will continue to analyse the demand for childcare within the city, supporting providers to develop an offer that meets the childcare needs of families.
- 👍 Leeds City Council will seek the views of parents on an annual basis, to provide them with the opportunity to feedback on the childcare offer available in order for improvements to be considered and best practice to be identified.
- 👍 Through improved data collection processes, Leeds City Council will obtain frequent vacancy information from all childcare providers and making it a mandatory return for those providers who deliver the free early education entitlement to children in Leeds.
- 👍 Findings from the city wide Strategic Review of provision for children and young people with Special Education Needs and/or Disabilities will inform future planning of the childcare market to ensure our most vulnerable 0-18 year olds can access the childcare and support they require.



4. How can I find out more information?

The full Leeds Childcare Sufficiency Assessment and associated Appendices can be found on the Leeds Family Information Service website <https://familyinformation.leeds.gov.uk/>

Detailed analysis of the childcare offer and future priorities in each of the city's childcare planning areas can be found in Appendix B of the main Childcare Sufficiency Assessment. Individual childcare planning summaries can be requested by sending an email to educ.school.organisation@leeds.gov.uk (Please see the table at the end of this Executive Summary for which childcare planning areas fall within each ward in the city).

For up-to-date and detailed information on the type of childcare available, parents and providers can either contact the Leeds Family Information Service (FIS) on 0113 378 9700, via email on family.info@leeds.gov.uk or visit the website at <https://familyinformation.leeds.gov.uk/>

For additional information on provision and support for children and young people with Special Education Needs and/or Disabilities please visit the Leeds Local Offer <http://www.leeds.gov.uk/residents/Pages/Local-Offer.aspx>

For more information about this report and its methodology, please email the Sufficiency & Participation Team via educ.school.organisation@leeds.gov.uk



Childcare Planning Areas

Ward	Childcare Planning Area
Adel & Wharfedale	Bramhope / Pool
	Cookridge / Adel
Alwoodley	Alwoodley
	Roundhay / Wigton
Ardsley & Robin Hood	Ardsley / Tingley
	Rothwell / Robin Hood / Woodlesford
Armley	Armley / Wortley
	Bramley
Beeston & Holbeck	Beeston
	Holbeck
Bramley & Stanningley	Stanningley
	Bramley
	Farnley
Burmantofts & Richmond Hill	Burmantofts
	Richmond Hill
Calverley & Farsley	Calverley
	Farsley
	Pudsey / Swinnow
Chapel Allerton	Chapel Allerton
	Meanwood
City & Hunslet	Hunslet
	Holbeck
Cross Gates & Whinmoor	Swarcliffe / Whinmoor
	Manston
Farnley & Wortley	Farnley
	Armley / Wortley
Garforth & Swillington	Lower Aire Valley
	Garforth
Gipton & Harehills	Harehills
Guisley & Rawdon	Guisley / Yeadon / Rawdon
Harewood	EPOS Villages West EPOS Villages South
Headingley	Hyde Park / Headingley
Horsforth	Horsforth
	Guisley / Yeadon / Rawdon



Hyde Park & Woodhouse	Woodhouse
	Hyde Park / Headingley
Killingbeck & Seacroft	Seacroft
	Manston
Kippax & Methley	Lower Aire Valley
	Kippax
	EPOS Villages South
Kirkstall	Kirkstall / Burley / Hawskworth
	Cookridge / Adel
Middleton Park	Belle Isle
	Middleton
	Hunslet
Moortown	Meanwood
	Roundhay / Wigton
Morley North	Morley
	Gildersome / Drighlington
Morley South	Ardely / Tingley
	Morley
Otley & Yeadon	Guisseley / Yeadon / Rawdon
	Otley
Pudsey	Pudsey / Swinnow
Rothwell	Rothwell / Robin Hood / Woodlesford
Roundhay	Roundhay / Wigton
Temple Newsam	Osmondthorpe / Temple Newsam Area
Weetwood	Cookridge / Adel
	Hyde Park / Headingley
Wetherby	Boston Spa
	Wetherby



Useful Links

Statutory Guidance: Early Education and childcare:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/596460/early_education_and_childcare_statutory_guidance_2017.pdf

Operational Guidance for 30 hours childcare:

<https://www.gov.uk/government/publications/30-hours-free-childcare-la-and-early-years-provider-guide>.

Childcare Calculator (30 hours): <https://www.gov.uk/childcare-calculator>

Childcare Choices (30 hours): <https://www.childcarechoices.gov.uk/>

Tax Service_(30 hours): <https://childcare-support.tax.service.gov.uk/>

Early Years Foundation Stage: <https://www.gov.uk/early-years-foundation-stage>

Child Poverty Strategy:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/324103/Child_poverty_strategy.pdf

The Childcare Act (2006) 2016 Section 6 and 7:

<http://www.legislation.gov.uk/ukpga/2006/21/part/1/crossheading/provision-of-childcare>

Family Information Service: <https://familyinformation.leeds.gov.uk/>

Funding for eligible two old children: <https://www.gov.uk/guidance/2-year-old-early-education-entitlement-local-authority-guide>

Early Years Pupil Premium Funding: <https://www.gov.uk/guidance/early-years-pupil-premium-guide-for-local-authorities#distributing-eypp-funding-to-early-years-providers>

Disability Access Funding: <https://www.gov.uk/government/consultations/early-years-funding-changes-to-funding-for-3-and-4-year-olds>

PE and sport premium for primary schools: <https://www.gov.uk/guidance/pe-and-sport-premium-for-primary-schools>

SEND Code of Practice: <https://www.gov.uk/government/publications/send-code-of-practice-0-to-25>



Background

Under the current, and longstanding, admissions criteria there are approximately twice as many children with Talbot Primary as a nearest school as there are places available. Historically families in this area preferenced a range of other popular schools and were successful at gaining a place at one of them. These included Highfield, Wigton Moor and Gledhow. As the birth rate has increased additional permanent places have been created at Gledhow, Roundhay through school, Highfield and Allerton CE. There are also up to 60 places a year available at Khalsa which is significantly undersubscribed.

In 2015 local schools were resistant to agreeing 'bulge' cohorts ahead of offer day, leading to protests by local families. The problem was resolved post offer day, and an increasingly firm stance has been subsequently been required by the local authority to ensure bulges are agreed in advance. A parent led group were successful with a Free School bid at the first stage of approval. The ESFA assigned a project team and it quickly became clear to them that the only sites that were geographically close to the area of need were also very high risk in terms of planning and highways. The Trust established by the parents has faced numerous internal difficulties with founding members breaking away.

In 2017 the government announced that local authorities would be asked to self-deliver 30 Free Schools to achieve the savings. The Roundhay free school was one of the 30. ESFA initially offered £4m, and we commissioned a feasibility study on the preferred (and least high risk) site. This confirmed out local estimate that the project would cost in the region of £15m.

There were concerns about the Trust's ability to establish a Free School, and the members were unable to agree on a MAT they would all work with. Following discussions with the ESFA the Trust formally withdrew from the project in January 2018 and the project was cancelled.

Issues

Consultation was undertaken on a proposal that Allerton Grange High School and Moor Allerton Hall Primary School merge and the intake in the primary phase increase to 4FE. Allerton Grange site is adjacent to Moor Allerton Hall, and is situated a short distance from Talbot Primary. In response to consultation responses an alternative timeline and reduction to 3FE was put to Exec Board, and the lead member requested that we undertake further consultation on the expansion of Moor Allerton Hall to 3FE, rather than continuing down the route of a through school. This is now currently being consulted on with key stakeholders in the area.

In the initial consultation, public opinion was heavily influenced by the Free School campaigners and misinformation available on social media. They are continuing to focus attention on a new Free School, and GORSE Academy Trust has made a public announcement that they would bid to open a 3 – 16 free school in Roundhay. There has been no Free School bidding window for over 18 months, and no clarity on when / if there will be one.

Current position

Modelling work was recently undertaken on the 2017 Reception round and if all parents in the affected area had included MAH as at least their 5th preference, all would have been offered a school within a reasonable distance. It is clear that the current Admissions criteria are in part, adversely affecting this situation. The February Exec Board paper on Admissions noted that we will be undertaking modelling work in the coming months on 'catchment areas'. This has been requested in other areas of the city where some notable geographical barriers do not fit well with our current arrangements, such as rivers and railways. There is also the potential for benefit in areas such as Roundhay where there are twice as many children who have Talbot as a priority school as there are places, and at the neighbouring MAH there are half the number of children as there would be places at 3FE.

Altering Admissions criteria can improve the situation, and consultation on any proposed changes would not take place until late autumn (a statutorily defined date for consultation) and any resulting action would take effect, if agreed, from September 2020. The proposed expansion of 30 places would be Moor Allerton Hall would still be required.

Khalsa is an accessible school that parents choose not to go to. We have consistently raised our concerns with the RSC, and with the Trustees of the school.

Next Steps

The consultation to expand Moor Allerton Hall to a 3FE primary school is now underway. This will lead to a paper to Exec Board in June with permission to publish a notice on the preferred way forward, and a September decision for a September 2019 implementation. The building project, feasibility stages, must continue at risk during this time or practical delivery will not be possible. In the meantime, a 1FE bulge cohort has been agreed at the school for 2018.

The modelling of catchment areas will be undertaken during the summer, with a consultation in the Autumn. Both this modelling, and a review of the allocations round for 2018 will determine whether a further 1FE expansion is needed in the Roundhay area.

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Report author: **Andrew Eastwood**
Tel: 0113 3783633

Report of: Director of Children and Families

Report to: Scrutiny Board (Children & Families)

Date: 26th April 2018



Subject: Springwell Leeds – Specialist Social, Emotional and Mental Health (SEMH) Provision

Are specific electoral wards affected? If relevant, name(s) of ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

1. Summary of main issues

- 1.1. Linked to the sustained rise in the growth of the city, Leeds has experienced rising demand for support for children in schools with SEND (Special Education Needs and Disabilities), including those with Social, Emotional and Mental Health (SEMH). There has been a rise in both the number and the complexities of children living with specialist social, emotional and mental health (SEMH) needs, both locally and nationally. This applies to both mainstream and specialist school provision. There have been increases in the type of need and the complexity of need, and a rise in children experiencing more than one type of need. Children who have SEMH identified as a primary or secondary Special Educational Need achieve lower educational outcomes than children with no SEMH or SEN needs.
- 1.2. The provision available in Leeds, at the Elmete Wood Behaviour Emotional, Social Difficulties Specialist Learning Centre (BeSD SILC) was inadequate and Leeds City Council took the decision to stop placing children in the provision. The options were to place children outside of the authority at huge expense or to build a new provision. Leeds City Council has invested £45 million into the creation of a world-class provision for

children and young people across Leeds who have specialist social, emotional and mental health (SEMH) needs.

- 1.3. The aim was to combine the existing BESD SILC and Pupil Referral Unit (PRU) provision into one multi-site, innovative SEMH Academy catering for ages four to nineteen and all aspects of the SEMH spectrum. Delivery of these proposals is managed as part of a co-ordinated, city-wide, multi-agency programme covering all aspects of this transition.
- 1.4. Responsibilities for school improvement, intervention and funding have changed radically in recent years. It is now law that in the case of inspection failure in a school, the government will intervene and require the Local Authority to turn the school into an academy.
- 1.5. In line with the requirement to academise schools in Special Measures, and to strengthen learning outcomes and provision for vulnerable children and young people, it was agreed that Elmete Wood, which was in Special Measures, would be converted into a 4 – 19 sponsored academy for children with Social Emotional and Mental Health Issues (SEMH). The school will be based on four sites across Leeds, partnered by an outstanding existing local specialist sponsor- Wellspring Academies Trust.

2. Recommendations

2.1. Members are recommended to:

- Consider and comment on the information provided.
- Identify the information they may want at future meetings.

3. Purpose of this report

- 3.1. This report will provide an update to Children & Families Scrutiny Board on Social, Emotional and Mental Health Services in Leeds, with particular reference to the partnership work with the Wellspring Academies Trust

4. Background information

- 4.1. Leeds continues to make progress in significant developments to the offer of support for Children and Young People (CYP) with SEMH needs in the city. In January 2017, the 'Future in Mind: Leeds' strategy was launched. The strategy was co-produced by the local authority and local health agencies, with significant input from families, young people and colleagues across different agencies.
- 4.2. The strategy sets out a vision of a universal focus on wellbeing to develop resilient communities through a city-wide continuum of high quality support, thereby preventing and reducing the need for specialist interventions and supporting improved outcomes for some of our most vulnerable CYP.
- 4.3. Whilst the legal and policy framework for children's services have been subject to great change in recent years, Local Authorities retain significant duties and responsibilities for sufficiency and vulnerable learners. Councils are generally responsible for ensuring sufficient school places are available in the local area, and more specifically are required to ensure that children and young people with an Education Health and Care Plan (EHCP) are placed in settings that are suitable for their needs. The Children and Families Act 2014 extended this duty for young people with EHCP, requiring Councils to support young people up to the age of 25. In addition to the direct responsibilities for learners with additional needs and disabilities, Councils have a wider role in championing the needs of vulnerable learners, and in particular, additional legal duties to promote the learning of Children Looked After. Councils must ensure that, wherever possible in line with the needs of the child, Children Looked After must be placed in provision that is judged as 'good' or better by OfSTED. Lastly, it is worth remembering that Local Authorities continue to have a central and over-riding duty to safeguard and promote the wellbeing of children and weaknesses in SEMH provision can pose risks to the young people.
- 4.4. In November 2015, an Executive Board Report set out the plans to create a world class provision within Leeds for children and young people with Social, Emotional and Mental Health (SEMH) needs by working with an outstanding partner to convert the existing Behavioural, Emotional and Social Difficulties (BESD) SILC and the Pupil Referral Units (PRUs) along with the existing primary provision into one new organisation. The Executive Board approved the principles and direction of the Children & Families Service 'Social and Emotional Mental Health' (SEMH) programme. This programme aims to improve education and support for children and young people with complex social, emotional and mental health needs. This is part of a wider citywide strategy supported by both the Council and NHS to invest and improve services for children's emotional and mental health. The SEMH programme seeks to replace the outdated and costly provision with specially designed facilities that are managed and led by a leading provider of SEMH learning. The transition will be achieved by working with an Academy partner, the Wellspring Academy Trust, whose other provisions have been rated by Ofsted as 'outstanding'.

5. Main issues

- 5.1. Work is ongoing to transform specialist education provision for SEMH needs in Leeds and establish a new world-class SEMH provision in partnership with the Wellspring Trust. This new provision will be delivered over four sites across in the city and feature new state-of-the-art buildings and facilities. This represents a major investment by the Council and will radically improve the learning environment for this vulnerable group of learners. It will also reduce the numbers of learners travelling a long way each day to access education outside of the city due to a lack of suitable local provision to date. The city is on track to achieve the timescale of opening all the new sites by September 2018.
- 5.2. Springwell Leeds is the name of the multi-site school in Leeds across 4 sites. Springwell Leeds is part of the Wellspring Academy Trust which has experience of running Ofsted rated outstanding specialist SEMH provision in the north of England.
- 5.3. Wellspring are an academy chain who run 15 academies across Yorkshire and Lincolnshire, in the Primary, Special, PRU and Alternative Provision sectors. They are in the top 5% of Trusts in England by number of academies, and they have had zero permanent exclusions from Wellspring Academies. Their vision is as follows:
 - 5.4. *“Our vision is to provide a sustainably outstanding school experience for all. Our schools inspire innovation, creativity and aspiration for life. Our schools share a climate of high expectation and high aspiration for each pupil. High levels of support are matched with appropriate challenge to ensure that every pupil gets the maximum from school. Our young people are confident individuals, responsible citizens and successful learners.*
 - 5.5. *Our educational vision is one of inclusive, high achieving, community schools and a community of schools in which pupils thrive and which provide Value Added for the communities they serve”*
- 5.6. Wellspring took over the running of the specialist SEMH provision in September 2016. The new builds will be on the site of the old PRU at Tinshill, a site in south Leeds, and on a site in east Leeds. The fourth site is the refurbished Key Stage 2 facility at Oakwood site. Up to this point, they have been running the schools in temporary sites across the city. As the new provisions are coming online, the temporary sites are closing. All of the sites are set to be open by September 2018. The East site opened in January 2018, the South site in April 2018, and the North site will open in September 2018.
- 5.7. With regards to the financing of the SEMH provisions, £14.5m was spent on each new building, with £1.65m spent on furnishing and equipping the 3 buildings
- 5.8. There are currently 187 students on roll; this figure is set to rise to 270 between April and July, and then to 340 after September. The primary provision is set to provide up to 60 places, with the three secondary provisions providing up to 100 places each. The majority of the students who are placed in Springwell have an Education and Health Care Plan, which names Specialist Provision. There is a Social, Emotional and Mental Health Panel that has an overview of the non-statutory assessment places; enabling exceptional case to get access to quality provision.

- 5.9. The vision for Leeds is to ensure that the most vulnerable children and young people across the city have the right educational pathway and support so they have the confidence to meet their potential. This will be achieved through providing a continuum of outstanding SEMH provision for children and young people in schools, academies and all educational provision.
- 5.10. This is an effective joined up approach for the city, working in partnership to ensure a successful continuum established for all children and young people in Leeds. To achieve this aim, there is ongoing work to develop the offer of Area Inclusion Partnerships (AIP), partnership of schools across 5 areas of the city working to promoting inclusion in schools and provide support where there is a risk of exclusion. This has included development of a new SEMH Panel to ensure timely, equitable access to support for learners who have exceptional SEMH needs which the local AIP cannot meet through their local offer of support.
- 5.11. The SEMH Pathways Panel contributes to the vision by providing a solution-focused partnership response for the most vulnerable young people who have “exceptional” needs and are deemed to require a centralised response or have been permanently excluded. This can include temporary placement in centralised alternative provision or an assessment place at Springwell Leeds or a bespoke package of support. The panel aims to identify the most appropriate educational provision for young people’s learning needs together with the appropriate targeted support for their parents and carers.
- 5.12. The SEMH Pathways Panel meet weekly to consider the most appropriate pathway for children and young people where schools and academies are indicating that despite all previous strategies and support, the young person is not currently able to achieve and attain; and for any permanently excluded young person in terms of 6th day cover and next steps
- 5.13. The SEMH Pathways Panel:
- Supports the local authority (LA) to meet its statutory duty to provide suitable full time educational 6th day provision for permanently excluded children and young people.
 - Determines the nature of the provision based on their particular needs – whether this is a short term placement prior to return to the Fair Access Panel (FAP) or an assessment place moving potentially to an Education, Health and Care Plan (EHCP).
 - Determines the appropriate placing in education provision for a young person from another authority who has previously been permanently excluded or who has been in specialist type provision without an EHCP.
 - Considers exceptional cases where, despite appropriate interventions having been put in place, an emergency situation has occurred and special consideration is requested for an assessment place.
 - If the young person is already in the process of an EHCP assessment, the Panel would not consider that there is a necessity for a Springwell place, but may recommend a centrally commissioned alternative provision
 - If the young person already has an EHCP on exclusion, the expectation would be that a multi-agency of the plan is undertaken as soon as possible – within the 15 days prior to the governors meeting. The Panel will note the permanent exclusion and ensure that access is made to 6th day cover. The AIP will support the local arrangements working with SENSAP and pay for travel.

- 5.14. The panel membership will be formed of:
- Principal Educational Psychologist - Chair
 - AIP representative Springwell representative
 - Children Missing Out on Education (CMOE) Lead
 - SENSAP lead or representative
 - Primary, Secondary school, Academy or 14- 16 head representatives
 - Representative from alternative providers on rolling basis
 - Targeted Services representative linked to social care
 - Youth Offending representative
 - CAMHS rep
- 5.15. Arrangements will be reviewed each term in response to feedback and operational practice.
- 5.16. **Panel decisions**
- The Chair will ensure the panel identifies key recommendations and advice regarding personalised pathways and that this is provided to the referring school/academy/AIP with clear information within 2 days of the panel meeting by secure email to the referrer
 - Key recommendations and advice from the SEMH Pathways Panel will form part of the rationale explaining the decisions, which will be reported back to each school making an application for support. This will be the responsibility of each AIP lead representative including the update of PSS/Synergy.
 - Where the recommendation of the panel is that the young person has need of an assessment place at Springwell Academy Leeds the panel will pass this recommendation on to the Head of Complex Needs for consideration. The response to this is likely to take no more than 2 working days.
- 5.17. The first SEMH pathways panel took place on the 20th September 2016. Since then there has been a total of 41 panel meetings with a total of 95 individual cases referred.

6. Corporate considerations

6.1. Consultation and engagement

- 6.1.□1. The principles of the SEMH programme were subject to an Executive Board Report approved on 18th November 2015. Details of the consultation for the wider SEMH programme is detailed within the previous report.

6.2. Equality and diversity/cohesion and integration

- 6.2.□1. The recommendations within this report are subject to the need to assess impact on any of the groups falling under equality legislation and the need to eliminate discrimination and promote equality. Equality Impact Assessments (EIA) have already been completed for this work. In the December 2013 Executive Board report an EIA was undertaken for the overall strategy and a further EIA for the design proposals was

completed in February 2016 in line with the timescales agreed in the December 2015 Report.

6.3. Council policies and Best Council Plan

6.3.□1. This report provides context on a key city regional and national challenge. Improving learning outcomes is a priority in the Children and Young People's plan, raising attainment for all while closing the gaps that exist. This priority is reflected in all city strategies contributing to the strong economy compassionate city including the Best Council Plan 2015-20 and the Joint Health and Well Being Plan). Learning being central to improving future outcome for citizens and the city.

6.3.□2. The proposal contributes to the city's aspiration to the Best Council and the Best City in which to grow up; a Child Friendly City, through the creation of provisions that offers children in Leeds the opportunity to benefit from outstanding, integrated provision, which best meets their behaviour needs. That, in turn, will increase attendance, attainment and progression to education, employment and training among some of the city's most vulnerable children, as desired by the Children and Young People's Plan.

6.4. Resources and value for money

6.4.□1. There are no specific resource implications from this report.

6.5. Legal implications, access to information and call in

There are no legal implications or access information issues arising from this report.

6.6. Risk management

6.6.□1. The Risk has been managed through the application of 'best practice' project management tools and techniques via the City Council's 'PM Lite' risk methodology. Experienced Project Management resource has been allocated from within the Built Environment Team.

6.6.□2. Support on legal and contractual matters has been provided by Legal Services within Children's Services.

6.6.□3. Conclusions

6.7. There is a strong legal, moral and economic case for change in Leeds' provision for complex children and young people with social, emotional and mental health needs. The priority given to the issue of SEMH by both the local authority and NHS partners and the new approach is better for children, better for families and will reduce costs for the Council over time. In addition, the development of the new, world class, provision for children with SEMH needs will be an investment in a strong foundation for wider change in developing joined up, holistic support across the city for children and young people with emotional and mental health needs.

6.8. The children, staff and buildings at the new provision for specialist SEMH across the city will deliver a continuum of excellent facilities for some of the most vulnerable children and young people in Leeds.

6.9. The building projects are on track, and all provisions will be open by September 2018.

7. Recommendations

7.1. Members are recommended to:

- Consider and comment on the information provided.
- Using the recommendations provided to agree school visits.
- Identifying the information they would want at future meetings.

8. Background documents¹

None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.