

# North Tyneside Council

## Report to Cabinet

### Date: 29 July 2019

#### ITEM 5(b)

Title: Education for North Tyneside

**Portfolio:** Children, Young People and Learning

**Cabinet Member:** Councillor Peter Earley

**Responsible Officers:** Jacqui Old, Head of Health, Education, Care and Safeguarding Tel: 0191 643 7317  
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**Wards affected:** All

## PART 1

### 1.1 Executive Summary:

North Tyneside has an education system to be proud of. A strong performer regionally and nationally, this is a reflection of the hard work done by our Head Teachers and their teams, governing bodies, Elected Members, Authority staff and our fantastic children and young people.

Education in England continues to change. This is the second year of the National Funding Formula (NFF) which was introduced in 2018/19 and the Fostering and Adoption Act passed in 2016 provided the Secretary of State with a power to convert schools judged as Inadequate or "Coasting" to academy status. In November 2016 the Government published a Green Paper, "Schools that work for everyone." While the policy intention of the Green Paper was to use incentives to encourage private schools, universities, selective schools and Faith schools to provide more good school places, the headlines focussed on a suggestion that selection would return and grammar schools expanded. Working with Chairs of Governing Bodies and Head Teachers, the Authority responded to the consultation in December 2016. The Government finally published its response in May 2017. However, there are no plans for an education bill in this parliamentary session. Recent announcements have included a simpler accountability system in which the Department for Education (DfE) will only intervene if Ofsted judge a school's performance as Inadequate, the pilot sites for T Levels and for the new Institutes of Technology.

All of this continues to happen in the local context of the Education Review carried out in North Tyneside between 14<sup>th</sup> October 2013 and 12<sup>th</sup> January 2015. This report considers progress against the recommendations of that review, the current position of education for North Tyneside and asks Cabinet to consider the issues and the proposed approach in the context of national changes and local challenges. It pays particular attention to the need to continue to manage the impact of surplus places at secondary level and as a consequence the financial challenge for the Dedicated Schools Grant; the challenges faced in relation to Special Educational Needs and Disabilities provision (SEND) and the approach to the North of Tyne Devolution Deal Education Challenge.

## **1.2 Recommendation(s):**

It is recommended that Cabinet:

- (1) note progress on the recommendations of the Education Review;
- (2) note the improved position between April 2014 and June 2019;
- (3) note the continued financial challenges faced by schools and the joint work to deal with those challenges;
- (4) agree the next set of priorities which will be important to the Authority and schools;
- (5) agree the approach being taken to work with schools
- (6) note the work undertaken with schools in relation to SEND provision and agree to enter pre-publication consultation with schools, parents and other interested parties in relation to the amendment of the structure of provision for pupils with Special Educational Needs;
- (7) agree to support the work of the North of Tyne Education Challenge; and
- (8) agree to receive further reports as required.

## **1.3 Forward Plan:**

Twenty eight days notice of this report has been given and it first appeared on the Forward Plan that was published on 21<sup>st</sup> June 2019.

## **1.4 Council Plan and Policy Framework**

This report is directly concerned with:

- “Our People will be ready for school”
- “Our People will be ready for work and life; and
- “Our Economy will be business friendly, ensuring the right skills and conditions are in place to support investment.”

## **1.5 Information:**

### **1.5.1 Background**

North Tyneside has an education system to be proud of. A strong performer regionally and nationally, this is a reflection of the hard work done by our Head Teachers and their teams, governing bodies, elected members, Authority staff and our fantastic children and young people.

Education in England continues to change. This is the second year of the National Funding Formula (NFF) which was introduced in 2018/19. Statutory powers to academise failing schools are still in force. In practice, however, the Regional School

Commissioner's office has encountered problems in finding suitable academy sponsors for schools deemed by Ofsted to require special measures, owing to funding constraints. The definition of a 'coasting school' has now been discontinued. A 'Free School' remains the only way to open a new school at present.

In November 2016 the Government published a Green Paper, "Schools that work for everyone." While the policy intention of the Green Paper was to use incentives to encourage private schools, universities, selective schools and Faith schools to provide more good school places, the headlines focussed on a suggestion that selection would return and grammar schools expanded. Working with Chairs of Governing Bodies and Head Teachers, the Authority responded to the consultation in December 2016. The Government published its response in May 2017. However, there are no plans for an education bill in this parliamentary session.

All of this is happening in the local context of the Education Review carried out in North Tyneside between October 2013 and January 2015. Cabinet will remember that the Cabinet Member for Children, Young People and Learning worked with the officer team, Head Teachers and governors to consider education for North Tyneside and, after extensive consultation, made a number of proposals which were subject to further consultation and agreed by Cabinet at its meeting in 12<sup>th</sup> January 2015.

The body of this report covers four issues:

- An update on the recommendations of the Education Review and progress since it was last considered by Cabinet in July 2018;
- A summary of the issues for North Tyneside implied by the current position and the national context;
- An updated proposal for how the Authority, Head Teachers, governing bodies and other partners will work together on the key issues; and
- The proposed approach to the North of Tyne Devolution Deal Education Challenge developed in partnership with the North of Tyne Authorities, Head Teachers and other school leaders.

### **1.5.2 What matters most to children, young people, their families and carers**

Before discussing the policy and technical matters, Cabinet will wish to be assured the absolute focus of everyone involved is what matters most to children, young people, their families and carers. In particular

- At the end of the reception year, 72.8% of children reached a good level of development in 2018. This is higher (2.6 percentage points) than in 2017 and in line with the national average (71.5%)
- 84% of pupils in year 1 reached the threshold score in the phonics test. This is in line with the national figure
- At key stage 1 across reading, writing, maths and the combined measure, North Tyneside have performed significantly better than the national figure at both the expected level and at the higher, greater depth standard
- 68% of pupils achieved at least the expected level in reading, writing and mathematics (combined) at key stage 2. This is 3% above the national figure and

2 percentage points increase from 2016. Therefore, at the expected standard at key stage 2 the local authority performance is significantly above the national level

- At key stage 4 attainment in 2017 remains higher than the latest national averages: 65% of students achieved 4 or above in English and maths well above the national average of 59%
- Attainment 8 (the attainment of students across 8 qualifications) is 47.0 points which is above the national average of 44.6 points
- 25% of pupils in North Tyneside achieved the English Baccalaureate in 2017; this is above the national average (all schools 22%). The Government's target, however, is for 75% of pupils to achieve the English Baccalaureate.
- At key stage 5:
  - The point score per academic entry is 31.4 which is above the England state-funded schools but below all schools and colleges. When expressed as a grade this is grade C
  - The average point score per vocational entry is 42.4 (distinction\*-). This is well-above last year's national average of 35.7 points (distinction).
- 84.4% of children go to a good or outstanding school. The National percentage of pupils in good or outstanding schools is 84.7%
- 92% of parents and carers received their first choice Primary School compared to 91% nationally
- 84% of parents and carers received their first choice Secondary School compared to 81% nationally.

### **1.5.3 Update on the recommendations of the Education Review and Progress since July 2018**

Cabinet will remember that one of the tools used in the Education Review was a "rich picture which looked at the secondary school system in terms of pupil numbers, performance, finance and building condition. Appendix 1 contains the original rich picture (based on April 2014) presented to Cabinet as part of the review and an updated version (based on June 2019), drawing out some of the changes. Cabinet will note some continued challenges but also some significant improvements which are described below.

### **1.5.4 The delivery of major investment projects to improve the education estate**

2016/17 saw the successful completion of 4 schools in the Governments Priority Schools Building Programme Phase 1:

- Whitehouse Primary School
- Longbenton Community High School
- John Spence Community High School
- Marden High School

Since then a £5.05m project to relocate and expand Backworth Park Primary School was completed in September 2018. The school has completed the transition into their new accommodation and has seen an increase in popularity and rising pupil numbers. This project was funded via S106 contributions from local housing developments.

Work is underway in relation to Cullercoats Primary School which has been engaged in an extensive refurbishment project. The works commenced in June 2018 and are due to

complete in the Autumn of 2019. The works are centrally funded as part of the Government's Priority Schools Building Programme, phase 2.

### **1.5.5 The Development and delivery of Ready for School Services**

Work has continued to develop and deliver an entitlement to ensure that all children are ready for school. This clearly outlines what every child in the borough needs to be able to do by the time they enter Reception class at age 4. The Authority knows that the vast majority of parents and carers in the borough do not need any support to provide the right sort of experiences for their children in order for them to be school ready. However a very small minority do and it is this group which have been the focus of a whole family approach where the Authority and other agencies will work together to ensure parents deliver the entitlement for their children.

Cabinet will be very clear that the child care review and the work to reshape our 0-19 services have been specifically done with this in mind. Successful partnerships with our primary schools have meant they have taken the lead in early years work and the Authority services are increasingly focussed on those families who are at risk of not supporting children to be ready for school. We have ensured a sufficiency of high quality provision to deliver the 2 year old offer for economically disadvantaged families, the 3 and 4 year old universal offer and 30 hours of free childcare for working parents. Over 99% of all nurseries, playgroups, childminders and after schools clubs are judged by Ofsted to be good or better.

The school nursing and health visiting staff are now well embedded with locality teams and the service has been subject to an Inspection by CQC with very favourable outcomes. This move has meant a step change for the Authority's Locality Teams who work with families and schools to ensure children are ready for school. The focus has been on ensuring good quality universal contact in the perinatal period for all families and ensuring that those families who require additional support receive this as early as possible. The impact can be seen in the numbers of young people who are reaching a good level of development. At the end of reception, 72.8% of children reached a good level of development in 2018 this is in line with the national average of 71.5%.

### **1.5.6 Development and delivery of Ready for Work and Life**

Cabinet received a report and presentation titled 'Employment and Skills: Ready for Work and Life' on 16 January 2017. The report set out that that the prosperity of North Tyneside flows from its economy supported by the employment and skills of residents and those who work here. Cabinet had previously considered the Authority's approach to employment and skills in 2013.

The proposed approach was relatively straight forward and set out under some key priorities. Progress and impact against each of these is shown below:

- **Delivery of a universal offer for young people**
  - North Tyneside is held up as an exemplar in providing Careers Education, Information, Advice and Guidance
  - The Authority, North Tyneside Learning Trust, North East LEP, North Tyneside Business Forum and schools are all working in partnership to promote and embed the eight Gatsby Career Benchmarks
  - NEET rates continue to be low (2.9% in 2018)
  - 84.4% of children go to a good or outstanding school

- **Delivery of a targeted offer for young people and adults**
  - The Connexions service continues to provide effective targeted support for Looked after Children, Care Leavers and those with Special Educational Needs and Disabilities (SEND)
  - Participation rates for 16-17 year olds with SEND are the highest in the region and above the national average
  - The number of LAC and Care Leavers who were Not in Education, Employment or Training (NEET) reduced by 27% in 2018
- **Delivery of a universal offer for employers**
  - The Authority worked with Cobalt, Quorum and Silverlink Parks to deliver a programme of Recruitment and Job Fairs that supported more than 4,000 people in 2018
  - In partnership with the North Tyneside Learning Trust, North Tyneside Business Forum and the North East LEP, the Authority has delivered Schools into Work and World of Work programmes with schools across the borough
- **Delivery of a targeted offer for employers**
  - The Authority has worked with STEM businesses to identify and address demand, including delivering the STEMtastic programme, in partnership with VODA
  - The Working Roots study programme for 16-19 year olds continues to be highly successful, with more than 100 young people supported on the programme since 2014
- **Trying to be an exemplar employer**
  - In support of the opening of Spanish City, the Authority worked with the managing agents to promote employment vacancies, including a two-day recruitment fair and helping the company to fill more than 50 roles
  - Using the Apprenticeship Levy, 133 apprentices have been recruited into the Authority, with 43 currently on the programme – 84% have moved into employment and 81% are residents of North Tyneside
- **Influencing the local, regional and national picture**
  - The Authority supports the North Tyneside Business Forum and works closely with the Chamber of Commerce, Federation of Small Business and chambers of trade to ensure the Authority listens to business and shapes its approach accordingly
  - The Authority has played an active role in the North of Tyne Combined Authority's approach to inclusive growth and led the development of a Good Work business pledge

### 1.5.7 An updated financial picture

Cabinet know that school funding is a matter for the Department for Education; either by direct funding agreements with Academy Sponsors or delegated by local authorities to schools where budget management is the delegated responsibility of each Governing Body. Cabinet also know that, while some funding is retained by the Authority the vast majority of North Tyneside funding for services to schools comes from the schools themselves, who pay in the order of £8m per annum for a full range of support services.

Governing Bodies, Head Teachers and their teams, the members of the Schools Forum and the Officer team have continued to work hard to handle the financial challenges

outlined to Cabinet as part of the Education Review. At the end of the financial year 2018/19 the position was:-

- Overall level of School Balances at the end of March 2019 was £1.599m compared to £3.356m as at March 2018. A reduction of £1.757m. This position is significantly better than forecast at the start of the year where the position for schools was expected to be an overall deficit balance of £4.716m - a £6.315m improvement;
- The total initial deficit approval requested at the start of 2018/19 was £8.484m. the outturn position for those schools in deficit was £7.256m which was an improvement of £1.229m from initial forecasts and;
- Of the nine schools who requested deficit approval in 2018/19 four schools have reported an improved forecast position for the 2019/20 financial year and are no longer in deficit.

As an indication of the scale of the work done; the position predicted during the “Rich Picture” discussions during the summer of 2014 was that at the end of 2015/16 10 Secondary schools would be in deficit with a total deficit value of £4.4m. The prediction for the financial year 2018/19 at June 2018 was a deficit of £6.472m. The actual overall position for our Secondary schools at the end of 2018/19 was an overall net deficit of £3.278m and 4 schools in deficit.

The 3 year budget planning submissions received from Schools in June 2017 relating to the period 2017-2020 indicated that 42 schools would require deficit approval in 2019/20. Revised 3 year budget plans received in May 2019 have seen this position improve significantly. Despite this improvement the emerging position for 2019/20 is one of continued financial challenge for a number of schools, both in terms of deficit approvals and reduced surplus balances held by schools. 11 Schools (4 Secondary, 6 Primary and 1 Special) have sought deficit approval for 2019/20 to the value of £10.281m. Cabinet should be aware that at the time of writing this report deficit clinics are underway and the number of schools requiring a Licenced Deficit Agreement and the total value of deficit approval may change.

It is important to note that this position is based on two sets of issues. In the first instance, the pressure in some parts of the Secondary School system is a direct consequence of the current surplus capacity. This has dropped from the peak of 20% explained during the Education Review to 15%, and is expected to reduce further, to less than 10%, by 2022/23. It is also the case, as a consequence of parent choice, settlement patterns and individual school choices, that surplus is concentrated in three Secondary Schools and specifically causes the challenges at Norham High School and Monkseaton High School. Appendix 2 shows the surplus places picture for all schools, Secondary and Primary.

However, as has been widely publicised, school budgets are also under pressure as a consequence of national policy and, while the move to the full implementation of the National Funding Formula has once more been postponed until 2021 Head Teachers in all of our schools are facing rising costs.

Work continues with schools to manage the situation and establish long term sustainable solutions. The proposed next steps are described below as part of an update on work with specific schools and localities.

### 1.5.8 Whitley Bay and Monkseaton

Cabinet will remember specific work was proposed for the Whitley Bay and Monkseaton group of schools

- *“Propose work with Head Teachers and Governing Bodies across the Whitley Bay and Monkseaton group of schools to retain the three-tier system while managing places, raising standards and controlling costs. This would mean work to develop a stronger federation or federations to share costs and resources but preserve the aspects of the system that are important to many families in the area”*

Work with Head Teachers and Governing Bodies continued during the last year. More recent work has focussed on specific issues in the Monkseaton area where the Authority and both Governing Bodies have generated significant joint working between Monkseaton High School and Monkseaton Middle School. This joint working ended by mutual agreement in August 2018. At present, the two schools have the same chair of governors, but she has indicated her intention to step down at Monkseaton Middle School, continuing to act as chair at the high school

Following a period of leadership instability at Monkseaton Middle School, the Head Teacher was appointed in 2018. A monitoring visit by Her Majesty’s Inspector in February 2019 confirmed that senior leaders, including governors, are taking appropriate steps to improve the school. The school has accepted an invitation to be part of the Opportunity North East Schools Vision programme, funded by the Department for Education. The school is working closely with Benton Dene Primary School.

Whitley Bay High School’s financial position has improved significantly and is now not in a deficit position. However Monkseaton High School continues to face a significant financial challenge as consequence of surplus capacity within the school .

It is expected that achieving its Outstanding rating and population changes will improve this but that is not a short term solution. The building at Monkseaton High School continues to pose significant challenges. A recent example is that, owing to serious water ingress in June 2019, one third of the school was flooded. The school was closed to pupils for four days. Public examinations continued to be held in the school.

Following a recent recruitment process Monkseaton High School was able to appoint a new Head Teacher who will take up post in September 2019.

### 1.5.9 The Seaton Burn area

In 2017, the Governing Body of Gosforth Academy agreed to sponsor Seaton Burn. Conversion took place in January 2018. The Authority continues to build on existing relationships and support to the new North Gosforth Academy.

### 1.5.10 Norham High School

Cabinet will remember the specific work proposed at Norham High School was

- *“Acknowledging family choice already being made*
- *Managing a reduction in size, not just letting it happen*
- *Working to create a new model*
- *Continuing to deliver the National Curriculum*
- *Building a plan to redevelop the campus”*



The partnership, particularly between Churchill Community College and Norham has proven particularly effective with the Principle of Churchill taking over as Executive Head Teacher. An OFSTED Inspection moved the school from Inadequate to Requires Improvement and in summer of 2016 Norham High School saw a 19% increase in its GCSE results.

Norham have made every effort to support pupils, particularly those from more deprived areas, to deal with the increased examination content of the changing GCSEs. Following a downturn in GCSE results in 2017 and 2018, the School was once more inspected by Ofsted in October 2018. The judgement was that the school was offering an inadequate standard of education, and that it required special measures.

The academy order from 2015 remains in place, and the Regional Schools Commissioner (RSC) despite some initial interest from two different academy trusts has now confirmed in writing that the DfE is unable to find an academy sponsor owing to concerns around the financial viability and longer term future of the school.

As well as the focus on improving results, a great deal of work has been done to ensure Norham High School becomes financially sustainable. This has proven a significant challenge and will remain central to the work between the Authority and the School.

An independent report was commissioned from a CIPFA consultant in February 2019. This proposed four options; do nothing, seek an academy sponsor, perhaps with a financial incentive from the LA; offer additional financial and school improvement support; or closure. The option that is being pursued is to increase the resources available to the school and broker additional support from other local schools. Harton Academy has provided support between January and July 2019.

An appointment process has taken place to recruit senior leaders for Norham. A Head Teacher, Deputy and an Assistant Head Teacher have been appointed, to take up post in September 2019 and the Local Authority are looking forward to working positively with the new senior team.

#### 1.5.11 Other specific areas of work agreed at Cabinet on 8 September 2014

There were other specific areas where Cabinet agreed to further work

- **Reviewing the Post-16 Offer;** since the Education Review and, as reported to Cabinet last year, the work done at Post-16 has now placed North Tyneside above the national average. While there is work to do, this represents significant progress. The next steps for the local team will be paying close attention to the introduction of T Level<sup>1</sup> for 2020/21.
- **Planned Admission Numbers and Catchment Areas;** this work has continued to focus on the impact of the proposed level of growth in the draft Local Plan. At its meeting on 18<sup>th</sup> December 2017 Cabinet agreed the Master Plans for Killingworth and Murton Gap. These spatial plans now allow the Officer Team to work with schools and communities to review current Planned Admission Numbers and Catchment Areas making any necessary adjustments and planning for the additional Secondary and two Primary schools required by 2032. Paragraph 1.5.34 below, provides Cabinet with an update of current progress.

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<sup>1</sup> T Levels are courses, which will be on a par with A levels and are designed to provide young people with a choice between technical and academic education post 16. Courses in construction, digital and education & childcare will be first taught from September 2020. A further 22 courses are planned to be rolled out in stages from 2021

- **Transport and accessibility;** the Transport Strategy for North Tyneside was agreed by Cabinet at its meeting on 8<sup>th</sup> June 2017. The needs and priorities for young people are included in that strategy and the associated delivery plan. At its meeting on 12<sup>th</sup> March 2018, Cabinet agreed the Travel Safety Strategy for North Tyneside, aspects of which were specifically shaped by our young people.

#### 1.5.12 **A summary of the issues for North Tyneside implied by the current position and the national context**

The current national position means that local authorities are responsible for sufficiency, standards and additional needs as well as a list that runs to 43 pages. To date, the Government has not made any practical changes to those responsibilities and the issues raised by the 2016 White Paper were overtaken by the change of Prime Minister, change in Secretary of State and the publication of the Green Paper “Schools that work for everyone.”

The only other practical actions taken at this stage are the deferral of the new National Funding Formula to 2018/19 with full implementation in 2020/21. And some signals that the Government considers Local Authorities to have an important role in school improvement; going as far to include some modest funding in the 2016 Budget and providing some additional capital and revenue funding opportunities for alternative provision, additional need and healthy eating related to the “Sugar Tax”.

Following the 2017 General Election, the Government announced there will be no education bill during this Parliament. While this uncertainty continues it has been as important as ever to focus on the needs of our children and young people and to listen to Head Teachers and their Governing Bodies.

#### 1.5.13 **Listening to Head Teachers and Governing Bodies**

The Mayor, Cabinet and the officer team have been listening to Head Teachers and governors to identify the issues for the Authority and the issues for schools.

Cabinet will remember that work included an extensive series of one to one conversations, discussions with Secondary Head Teachers, a detailed session at Head Teachers’ Briefing on 13<sup>th</sup> May 2016, a Mayor’s Listening Event on 10<sup>th</sup> June 2016 and a session at the Primary Head Teachers Conference. A further follow-up Listening Event, led by the Mayor, took place on 8<sup>th</sup> December 2016. This informed the Authority’s response to the Government Green Paper and reflection on the next set of priorities for education in North Tyneside. Further work has continued to be done via a customer survey of Head Teachers and their teams asking about services to schools and in discussion with Head Teachers at their regular briefings.

A number of Finance and Resources sessions were held during the year with Head Teachers, Business Managers and Officers from the Authority. The focus of the sessions has been to consider and review initiatives which will support schools with the financial challenges they face. The sessions have been well received and have helped the Authority to formulate changes to the way in which Service Level Agreements for Finance and Human Resources are delivered.

In November 2017, building on the report to Cabinet at its meeting on 19<sup>th</sup> July 2017, Head Teachers agreed to a programme of work to tackle the issues agreed with Cabinet. Through the Spring of 2018, including an event on 2<sup>nd</sup> May 2018, and at Head Teacher

Briefing on 18<sup>th</sup> May 2018, Head Teachers tested and contributed to the programme of work supporting the North of Tyne Education Challenge.

#### **1.5.14 Issues for education in North Tyneside – the next set of priorities**

Cabinet will remember the proposed approach is to focus on areas that make the most difference for children and young people and are therefore a priority for Head Teachers and their teams, Governing Bodies and the Authority; but also represented those areas where the Authority has most influence on the system. Those areas were finance, school improvement, alternative provision and additional needs.

Working with Head Teachers, the specific work has been described as

- Financial review and analysis
- Planning and modelling
- Tools for schools
- Keeping children and young people in school; and
- Closing the gap
- Special educational needs and disability provision and resources

These are being managed as individual workstreams with direct Head Teacher involvement. Progress is regularly reported to Head Teacher Briefings. The rest of this report explains what is being done.

#### **1.5.15 Financial review and analysis**

This workstream includes the local work to convert the new National Funding Formula (NFF) into local action. Schools Forum has been particularly involved in leading this preparation through its established finance sub group. Schools Forum agreed to maintain stability for all North Tyneside schools by continuing to apply the local funding formula to distribute Schools Block funding in 2018/19 and 2019/20. This has afforded schools sufficient time to be able to work collaboratively with the Authority to model the impact of the National Funding Formula and ensure schools can plan for the changes due to be implemented in 2020/21.

An officer group is currently working with the finance sub group to review modelling the conversion of the Authority's local funding formula to the NFF. The review is due for completion during July 2019 and the outcome will be reported to Schools Forum at its July meeting. In addition, the Authority and schools have worked together to sharpen individual schools forecasts, looking at those schools who do it well and those who require more support.

A financial governance review has been undertaken and the Head of Resources and the Head of Education, Care and Safeguarding have reviewed and revised processes including the approach to Deficit Clinics. Both have also been directly involved with the schools with the greatest Deficit challenge. Deficit Clinics took place in May 2018 for those schools who were subject to deficit approval during the 2018/19 financial year. This was a month earlier than in previous years. The changes implemented following the

review were well received by schools and the standard of deficit plans submitted had improved from those submitted previously.

In April 2019 Schools Forum approved changes to the Scheme for Financing Schools in respect of Licenced Deficit Agreements. It is anticipated that the changes made to the scheme for financing schools will improve financial governance for 2019/20 and beyond. Under the revised Scheme all schools that are new to deficit and require a Licenced Deficit Agreement in 2019/20, will be required to return to financial balance within a maximum timescale of 3 years. Previously the maximum timescale allowed was 5 years. Those schools that are already operating under a Licenced Deficit Agreement will need to produce robust financial recovery plans which show the school achieving an in-year balanced position within 3 years with a view to start repaying the deficit in year 4 and subsequent years.

The Authority recognises that school budgets are under increasing pressure with rising costs relating to pay awards including the implications of the Nation Living Wage and North Tyneside Living Wage, pension contributions, apprenticeship levy and inflationary pressures on premises, equipment and materials costs. As a consequence the Authority is introducing a Support and Challenge process to help schools to deliver excellent outcomes for pupils within available resources.

The Support and Challenge Framework is aimed at helping schools currently in deficit recover financial sustainability as quickly as possible but it is also intended to introduce earlier intervention and prevention measures for schools showing signs of future financial difficulties. Under the framework the Authority will allocate an annual RAG rating to each school based on the three year budget plan produced by 31 May each year. Additional support will then be offered appropriate to the RAG rating of the individual school.

Finally work has also begun to develop an approach to longer term planning. In particular, helping schools and their Governing Bodies to look further into the future and plan accordingly. Officers from the Authority have visited schools to review systems and best practice with regards to forecasting. This has been crucial to allow officers to understand the complexities involved and the challenges that schools face when trying to make estimates for the future.

### **1.5.16 Planning and modelling**

Appendix 2 shows the overall picture that has been shared with Head Teachers and relates directly back to the Local Plan and the work done with the Education Funding Agency to secure the investment in Longbenton, Marden and John Spence.

Work under way includes a review of pupil admission numbers and revised pupil modelling with ongoing support to Head Teachers, Governing Bodies and school leaders.

Within the Authority, the focus is increasingly on planning for the implications of the Local Plan and the Master Plans for Killingworth and Murton. Some work has already been done to tidy up Secondary Catchment Areas while the spaces involved have no residents. However, more work will be required as the strategic sites come on line.

In the first instance it is important Cabinet note any changes of catchment areas would only result from the following:

- the relocation of an existing school to a new site

- the establishment of a new school
- the closure of a school
- significant housing developments or road infrastructure changes
- changes to existing school capacities
- changes to admission arrangements as a result of change in status of schools; and/or
- the need to simplify catchment anomalies

Where changes are required it is suggested to Cabinet that some guiding principles will be applied. Those principles are that catchment areas should as far as possible:

- reflect changes in the status of schools
- reflect infrastructure developments in the locality (housing, highways and transport)
- reflect a sense of place; and
- be clear, logical and easily understood

Progress to date

- Work has been carried out within the catchment system to simplify minor anomalies in the existing network. This work has aligned primary and secondary borders, where necessary, without affecting any residential addresses.
- Work is progressing with the Head Teachers of Backworth Park, Holystone and Shiremoor Primary Schools to identify changes to the boundaries of each of these schools as a consequence of significant housing developments in the locality, the relocation and enlargement of Backworth Park Primary School and changes to road infrastructure.
- Work with existing schools to consider changes to catchments not affected by the Local Plan but have existing anomalies that might see areas not aligned between primary and secondary families of schools. This will simplify arrangements between Primary and secondary catchments.

Head Teachers and Governing Bodies are aware of the issues but Cabinet will wish to note that any changes can only happen through a statutory consultation process which would be subject to both Governing Body and Cabinet consideration and approval.

### **1.5.17 Tools for schools**

This work stream includes reviewing the Finance Service offer to schools and the financial systems which underpin that service. It also includes considering how to move to cashless transactions, applying for and handling grants as well as procurement best practice. Analysis and tools are being provided and developed to help staff benchmarking and demand planning. Finally, the workstream seeks to identify financial training needs.

### **1.5.18 Keeping children and young people in school**

This workstream seeks to provide strategic leadership to a whole system solution to how children and young people are kept in a stable educational placement and preferably in their mainstream school. The primary driver being that, for the majority of students educational outcomes will be better if they are retained in mainstream education.

Head Teachers are exceptionally committed to addressing the challenges this presents and have agreed a range of policies and procedures to secure consistent practice across all schools. This has included improving managed move and fair access processes and transition arrangements when a change of educational placement is needed.

A review of our alternative provision offer is underway to ensure when young people are not able to be maintained in a mainstream school they experience high quality provision that addresses their underlying issues and prepares them effectively for the next steps in education, employment or training. This also includes a review of the outreach support available to mainstream schools to enable them to maintain the educational placement for a vulnerable student.

The workstream also focuses on early intervention and how to tackle the rising number of complex mental health issues as well as promoting positive mental health among all of our young people. An extensive training programme has been available for school staff to enable them to be more effective in their support of vulnerable students and this has included the roll out of the Thrive programme. A full social, emotional and mental health review of alternative provision will be completed with a view to significant redesign.

Work has already begun with Head Teachers to look at funding distribution and additional leadership and governance to begin to manage the challenge differently.

### **1.5.19 Closing the gap**

There is clear evidence that the attainment gap begins in early years and then widens at an accelerated rate through primary and secondary school. North Tyneside's challenge is reflective of the national picture but our gaps are above national average at key stage 2 and particularly wide at key stage 4. Changes to GCSE content in 2018 contributed to the weaker performance by disadvantaged students. There is significant variability in outcomes for disadvantaged pupils between schools with similar levels of disadvantage.

To address this issue a Primary Head Teacher has been seconded into the School Improvement Service to provide strategic leadership and a steering group of Head Teachers across all phases has been established. The work is closely aligned to the work on Keeping Children in School as addressing the issues creating vulnerability for students will lead to higher educational outcomes.

HMI have been supporting our work with Secondary Head Teachers to review their pupil premium strategies and ensure plans are suitably focussed and effective. A pupil premium review process has been established and all schools are being encouraged to engage not just those with the widest gaps. The best practice in meeting the needs of disadvantaged students is being identified and shared across schools. This work is being led by the Teaching School arm of Churchill Community College. Schools have been grouped together and a programme of peer reviews has taken place.

## 1.5.20 Emerging issues regarding Special Educational Needs provision and resources.

### National Context

The Local Government Association (LGA) Education Funding Report (June 2019) highlights the significant national increase since 2014 in the number of children with Education, Health and Care Plans (EHCPs) and the proportion educated in special schools. Councils are increasingly concerned about the level of High Needs funding to meet need.

In recognition of the growing level of need across the country, the Department for Education (DfE) has allocated limited additional revenue and capital funding to each local authority. Demand has continued to rise and the government has been heavily lobbied by pupils, parents and representative groups during the past year to increase the funding available for children and young people with special educational needs and disabilities (SEND). A current case, brought by parents, against the government is being heard in the High Court in June 2019.

### SEND in North Tyneside

North Tyneside, like many local authorities both regionally and nationally, is experiencing an increase in the numbers of children with SEND. There has been a notable increase locally in the numbers of children with: Autism Spectrum Disorder (ASD) and/or Social, Emotional and Mental Health difficulties; and profound and multiple learning difficulties.

Responding to this increase in needs is creating pressure on the High Needs Block of the Dedicated Schools Grant. In January 2019 North Tyneside Schools Forum acknowledged the pressure on the High Needs Block and agreed to transfer some additional funding from the Schools Block to the High Needs Block. However, the increase in volume and complexity of needs mean that there is an on-going pressure on the High Needs Block.

All Authorities are required to keep High Needs SEND provision under review. In North Tyneside strategic work is on-going to strengthen early identification of need and place planning. This includes improving data and intelligence to inform the future pattern of educational provision and the nature of services commissioned from the High Needs Block over the next three to five years. This work involves the Statutory Assessment and Review Service, the Special School Heads, the Clinical Commissioning Group, therapeutic services and other stakeholders on the SEND Strategic Board.

The Parent Carer Forum will continue to play a key role in the co-production of educational provision and services for children and young people aged up to 25. The views of children and young people with SEND will also be important and plans are in place to inform, consult, involve and collaborate on changes to provision.

Notwithstanding the budget pressures, work has continued with schools and partners over the past year to increase the capacity of educational provision. DfE SEND capital funding is being used to create additional educational places to meet the immediate needs of children in September 2019. The funding is being deployed at Beacon Hill School, Silverdale School and Longbenton High School at the Melrose Additionally Resourced Provision. Plans for the physical works are well advanced at each of the schools.

Work is also well underway to consider all of the Additionally Resourced Provisions (ARPs) in mainstream schools. Many of the ARPs were established in 2004/05 to meet the needs of children with Moderate Learning Difficulties which was then more prevalent. The ARP review will inform changes required to enable the needs of children to be met more effectively in mainstream schools, highlight where places could be decommissioned in light of changing needs and identify action needed to ensure that there are smooth transition routes from primary to secondary schools.

### 1.5.21 A Model for High Performing Local Authority Areas

As explained to Cabinet last year in the absence of any national indication of what this is, the Authority has set about creating one. That has included working with Governing Bodies, Head Teachers and school leaders to ensure our service offering meets their needs. Despite competition for services, the Authority continues to deliver a sustainable business with an annual turnover in excess of £8.6m.

We have streamlined the ordering process for schools with all services now available to purchase on line from our Education Services Website. These include:

<b>Services Purchased for 19/20</b>	<b>£m</b>
Catering Services	3.64
Claims and Insurance	1.33
ICT Technical Support	0.60
School Improvement	0.58
SIMS Support	0.43
Payroll / Pensions	0.39
Financial Services	0.38
Cleaning Services	0.17
HR Advisory Service	0.26
Capital Support	0.25
Other Services	0.61
<b>Total</b>	<b>8.64</b>

### 1.5.22 North of Tyne Education Challenge

The text of the North of Tyne Combined Authority's devolution agreement with government stated:

*"The NTCA will introduce a North of Tyne Education Improvement Challenge focused on:*

- improving the marked disparities in educational attainment that exist within the area;*
- increasing attainment in STEM subjects;*
- deepening the approach to careers, information, advice and guidance through the adoption of the Good Career Guidance benchmarks; and*
- achieving excellence in teaching, leadership and school governance.*

*The constituent local authorities of the NTCA will work together to explore the scope for developing a unified approach to school improvement for the schools they maintain, initially through the preparation of a Joint School Improvement Strategy that would significantly assist in identifying constituent strengths and weaknesses, and support efforts to work together to learn from and replicate good practice as appropriate.*

On 24 April 2019, the North of Tyne Cabinet agreed six priorities for a Joint School Improvement Strategy, which are:



- Ready for school
- Educational achievement for all
- Closing the gap
- Career pathways; and
- Leadership recruitment and retention

Specifically, the North of Tyne Cabinet agreed its priorities for an Education Challenge proposal as Ready for School; Achievement for All; and Leadership, Recruitment and Retention. As part of this, the North of Tyne Cabinet also agreed six Ambitions, which are:

- Making sure every young person is ready for school
- Making sure all schools North of Tyne are Good or Outstanding
- Aiming to make sure no one is left behind
- Developing and delivering a universal mental health offer to all schools
- Creating a North of Tyne Teacher Deal
- Creating a North of Tyne Leadership Deal

A series of policy development workshops with a range of stakeholders are planned throughout July 2019, to develop proposals for each of the ambitions, as well as further engagement with all Head Teachers in the North of Tyne area.

Cabinet will note that the priorities and ambitions for the Joint School Improvement Strategy and the Education Challenge are consistent with the priorities in North Tyneside. Cabinet are asked to support the ongoing work at a North of Tyne level and receive future reports as it develops.

## **1.6 Decision options:**

The following decision options are available for consideration by Cabinet.

### Option 1

Agree the recommendations in paragraph 1.2

### Option 2

Not agree the recommendations in paragraph 1.2 and request further work

Option 1 is the recommended option.

## **1.7 Reasons for recommended option:**

Option 1 is recommended for the following reasons:

It reflects the recommendations agreed by Cabinet as part of the Education Review and the work done with the Elected Mayor, Cabinet Member, Head Teachers and Chairs of Governing Bodies.

## **1.8 Appendices:**

Appendix 1: Rich picture at 2014(1) and at 2019 (1a)

Appendix 2: Surplus place, all schools, Secondary and Primary

## **1.9 Contact officers:**

Jacqui Old, Head of Health, Education, Care and Safeguarding, tel. 0191 643 7006

Mark Longstaff, Head of Commissioning and Asset Management, tel. 0191 643 8089  
Claire Emmerson, Senior Manager Financial Strategy and Planning, tel. 0191 643 8109

## **1.10 Background information:**

The following background papers/information have been used in the compilation of this report and are available at the office of the author:

- (1) [Review of Secondary School Provision Cabinet Report 14<sup>th</sup> October 2013](#)
- (2) [Education Review Cabinet Report 8<sup>th</sup> September 2014](#)
- (3) [Education Review – Feedback from Prepublication Cabinet Report 10<sup>th</sup> November 2014](#)
- (4) [Education Review – Feedback from Publication Consultation 12<sup>th</sup> January 2015](#)
- (5) [Education Review – Feedback from Publication Consultation Supplementary Report 12<sup>th</sup> January 2015](#)
- (6) [Education Review Update Report 13<sup>th</sup> July 2015](#)
- (7) [Education Review Cabinet Report 11th July 2016](#)
- (8) [Education for North Tyneside Cabinet Report 10<sup>th</sup> July 2017](#)
- (9) [Education for North Tyneside Cabinet Report 30<sup>th</sup> July 2018](#)
- (10) [LGA Education Funding Report, House of Commons, 4 June 2019](#)

## **PART 2 – COMPLIANCE WITH PRINCIPLES OF DECISION MAKING**

### **2.1 Finance and other resources**

There are no direct financial implications from this report. The net overall financial position has improved between April 2014 and June 2019. Schools continue to face financial challenges and the Authority is working with them to deal with those challenges. Any future proposals as a result of national policy or local decisions that have financial implications will be brought to Cabinet as appropriate.

### **2.2 Legal**

There are no direct legal implications arising from this report.

### **2.3 Consultation/community engagement**

#### **2.3.1 Internal Consultation**

- Discussions have been held with the Elected Mayor and Cabinet Members and with the senior team leading services for our schools.

#### **2.3.2 External Consultation/Engagement**

- Discussion with all Secondary Head Teachers on 21<sup>st</sup> March 2016
- Discussion with all Head Teachers at Head Teacher Briefing on 13<sup>th</sup> May 2016

- Mayor's Listening Event with Chairs of Governing Bodies and Head Teachers on 10<sup>th</sup> June 2016
- Discussion with Primary Head Teachers 16<sup>th</sup> June 2016
- Mayor's Listening Event with Chairs of Governing Bodies and Head Teachers on 8<sup>th</sup> December 2016
- One to one discussions with a range of Head Teachers between March and June 2017
- Head Teacher Briefing, 24<sup>th</sup> November 2017
- Visioning Event – North of Tyne Education Challenge, 2<sup>nd</sup> May 2018
- Head Teacher Briefing, 10<sup>th</sup> May 2019

## 2.4 Human rights

There are no human rights issues arising directly from this report

## 2.5 Equalities and diversity

There are no equalities and diversity issues arising directly from this report

## 2.6 Risk management

There are no risk issues arising directly from this report

## 2.7 Crime and disorder

There are no crime and disorder implications arising directly from this report.

## 2.8 Environment and sustainability

There are no environment and sustainability implications arising directly from this report.

## PART 3 - SIGN OFF

- Chief Executive
- Head(s) of Service
- Mayor/Cabinet Member(s)
- Chief Finance Officer
- Monitoring Officer
- Head of Corporate Strategy and Customer Service



**NORTH TYNESIDE COUNCIL**  
 Children, Young People and Learning / Commissioning and Fair Access  
**RAG rating of Secondary Schools as at April 2014 - School Estate**

	Surplus Capacity		Financial Summary (Outturns)					Intake year - Pupils from within catchment	Ofsted As at April 2014	Building Condition As % of PSBP** rebuild costs
	2013	2018 (projected)	12/13	13/14	14/15	15/16	16/17			
Burnside Business & Enterprise College										
Churchill Community College										
George Stephenson High										
John Spence Community High										
Longbenton Community College										
Marden Bridge Middle										
Marden High										
Monkseaton High										
Monkseaton Middle										
Norham High										
Seaton Burn College										
St. Thomas More RC Academy										
Valley Gardens Middle										
Whitleid Middle										
Whitley Bay High										
Kings Priory Academy										
Tyne Mer/Queen Alexandra College										

\* Including pupils in catchment attending NT Mainstream and Academies, Northumbria and Newcastle schools  
 \*\* Priority Schools Building Programme

Key

> 25% surplus	Surplus	> 80% Green	Good or Outstanding	< 20% Green
>10%-<25% surplus	Deficit	50% - 80% Amber	Satisfactory or Requires Improvement	20% - 30% Amber
> 10% over subscribed		<50% - Red	In Category	> 30% Red



**NORTH TYNESIDE COUNCIL**  
Commissioning and Asset Management

**RAG rating of Secondary Schools as at June 2019 - Secondary School Estate**

	Surplus Capacity			Financial Summary (Outturns)					Intake year - Pupils from within catchment - Sept	Ofsted	Building Condition
	Jan-13	Jan-19	Jan-21	16/17	17/18	18/19	19/20 (projected)	20/21 (projected)		As at June 2019	As % of PSBP** rebuild costs
Burnside Business & Enterprise College	Yellow	Red	Red	Green	Green	Green	Green	Green	Red	Yellow	Green
Churchill Community College	Red	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green
George Stephenson High	Yellow	Green	Green	Green	Green	Green	Green	Green	Green	Yellow	Green
John Spence Community High	Yellow	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green
Longbenton Community College	Green	Yellow	Yellow	Red	Red	Red	Red	Red	Red	Yellow	Green
Marden Bridge Middle	Yellow	Yellow	Green	Green	Green	Green	Green	Green	Green	Yellow	Green
Marden High	Yellow	Yellow	Green	Red	Red	Red	Red	Red	Red	Red	Green
Monkseaton High	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Green
Monkseaton Middle	Yellow	Red	Yellow	Green	Green	Green	Green	Green	Red	Yellow	Green
Norham High	Red	Red	Red	Red	Red	Red	Red	Red	Red	Yellow	Red
Valley Gardens Middle	Green	Green	Green	Green	Green	Green	Green	Green	Green	Yellow	Green
Wellfield Middle	Red	Red	Red	Green	Green	Green	Green	Green	Red	Red	Green
Whitley Bay High	Green	Green	Green	Red	Red	Green	Green	Green	Green	Yellow	Green
St. Thomas More RC Academy	Green	Green	Green	White	White	White	White	White	White	Red	Green
North Gosforth Academy	Red	Red	Red	Red	White	White	White	White	White	Green	White
Kings Priory Academy	Green	Green	Green	White	White	White	White	White	White	Red	Green
Tyne Coast College	White	White	White	White	White	White	White	White	White	White	Green

\* Including pupils in catchment attending NT Mainstream and Academies, Northumberland and Newcastle schools

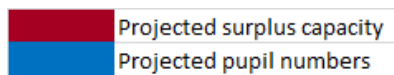
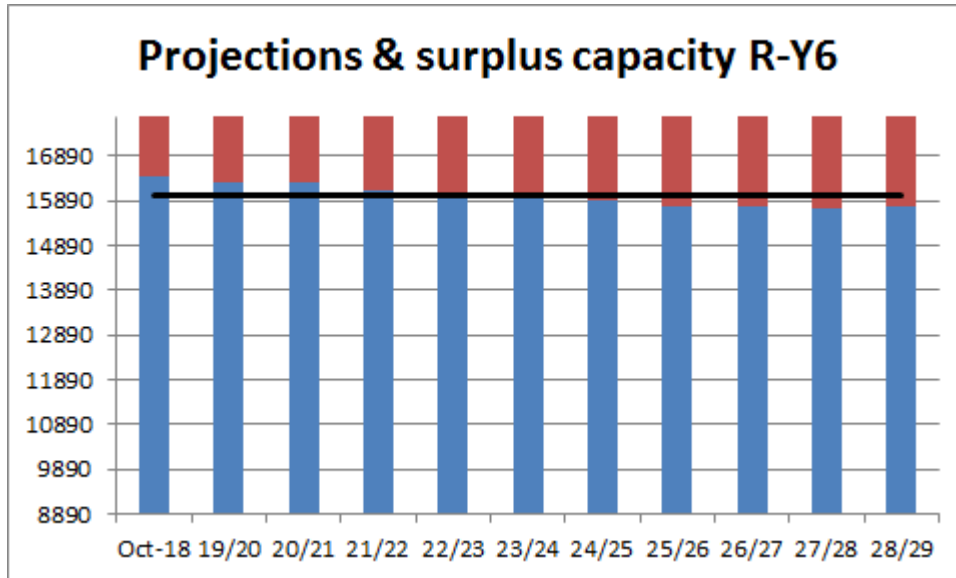
\*\* Priority Schools Building Programme

Key

> 25% surplus	Surplus	> 80% Green	Good or Outstanding	< 20% Green
> 10% < 25% surplus	Deficit	50% - 80% Amber	Satisfactory or Requires improvement	20% - 30% Amber
> 10% over subscribed		< 50% - Red	In Category	> 30% Red
No date held				

The charts show the projected number of pupils (blue) and therefore the projected surplus capacity (red).

			Surplus capacity										
	Cap.	10% cap	Oct 18	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29
Primary phase	17,779	1,778	8%	8%	8%	9%	10%	10%	11%	11%	11%	12%	11%



			Surplus capacity										
	Cap.	10% cap	Oct 18	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29
Secondary phase	14081	1,408	15%	13%	11%	10%	9%	8%	8%	7%	7%	8%	8%

