

## Lancashire County Council

### Education Scrutiny Committee

Monday, 10th September, 2018 at 10.30 am in Cabinet Room 'C' - The Duke of Lancaster Room, County Hall, Preston

#### Agenda

##### Part I (Open to Press and Public)

No.	Item
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1.	<b>Apologies</b>
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2.	<b>Disclosure of Pecuniary and Non-Pecuniary Interests</b>
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Members are asked to consider any Pecuniary and Non-Pecuniary Interests they may have to disclose to the meeting in relation to matters under consideration on the Agenda.

3.	<b>Minutes of the meeting held on 25 June 2018</b>	(Pages 1 - 4)
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4.	<b>The Journey of a School Causing Concern and the Impact on Services</b>	(Pages 5 - 12)
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5.	<b>Education Scrutiny Committee Work Programme 2018/19</b>	(Pages 13 - 18)
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6.	<b>Urgent Business</b>
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An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency. Wherever possible, the Chief Executive should be given advance warning of any Member's intention to raise a matter under this heading.

7.	<b>Date of the Next Meeting</b>
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The next scheduled meeting of the Committee is due to be held at 10.30am on the 13 November 2018 in Cabinet Room 'C' at County Hall, Preston.

County Hall  
Preston

L Sales  
Director of Corporate Services

## Lancashire County Council

### Education Scrutiny Committee

**Minutes of the Meeting held on Monday, 25th June, 2018 at 10.30 am in Cabinet Room 'C' - The Duke of Lancaster Room, County Hall, Preston**

#### **Present:**

County Councillor Christian Wakeford (Chair)

#### **County Councillors**

M Dad	J Potter
S Clarke	J Rear
L Cox	M Salter
B Dawson	A Schofield
A Gardiner	D T Smith
Ms S Malik	D Stansfield
J Marsh	P Steen

#### **Co-opted members**

Mr Ian Beck, Representing RC Schools  
Mr Kenvyn Wales, Representing Free Church Schools  
Mr John Withington, Representing Parent Governors (Primary)

County Councillors Loraine Cox, Sobia Malik, Jim Marsh, Matthew Salter and Alan Schofield replaced Jenny Molineux, Lorraine Beavers, Andrea Kay, Cosima Towneley and Edward Nash psc respectively.

#### **1. Apologies**

Apologies were received from Mrs Janet Hamid, (Co-Optee Voting), representing Parent Governors (Secondary).

#### **2. Constitution: Membership; Chair and Deputy Chair; and Terms of Reference**

The report presented set out the constitution, membership, Chair and Deputy Chair and Terms of Reference of the Education Scrutiny Committee for the municipal year 2018/19.

#### **Resolved:** That;

- i. The appointment of County Councillors Christian Wakeford and Munsif Dad as Chair and Deputy Chair of the Committee for the remainder of the municipal year 2018/19 be noted.

- ii. The new membership of the Committee following the county council's Annual Meeting on 24 May 2018 be noted; and
- iii. The terms of reference of the Committee be noted.

### **3. Disclosure of Pecuniary and Non-Pecuniary Interests**

County Councillor Peter Steen declared a non-pecuniary interest as he was a governor at Bacup Maintained Nursery.

### **4. Minutes of the meetings held on 27 March 2018 and 25 April 2018**

**Resolved:** The minutes from the meetings held on 27 March 2018 and 25 April 2018 be confirmed and as an accurate record and signed by the Chair.

### **5. Maintained Nursery Schools**

The Chair welcomed Andrew Good, Head of Financial Management (Development and Schools); Helen Belbin, School Advisor; and Jan Holmes, Headteacher of Walton Lane Nursery School and Rocking Horse Club, to the meeting.

The report presented provided information about Lancashire's Maintained Nursery Schools (MNSs), including updates on standards and finances.

From April 2017 the Government brought in an Early Years National Funding Formula (EYNFF). This arrangement introduced a mechanism for distributing early years funding from National Government to each local authority and set a framework that must be used to distribute funding to all types of early education provider, including nursery schools. The Government had committed supplementary funding for MNSs until March 2020 and in that time local authorities had to establish the future for their MNSs.

Members were advised that MNSs took a large number of children with SEND, including those with complex needs. In many cases the Education Health Care Plan (EHCP) process had not begun which has resulted in MNSs receiving minimal funding for SEND.

Members were advised that MNSs were located in areas of deprivation and worked with the most vulnerable children. It was highlighted that there was an opportunity to realign the provision for families and young children so services were more cost effective and supportive.

The Committee was informed that there was a task and finish group established to work with MNSs to formulate and implement a plan to secure their future and to ensure that the provision was delivered consistently across the county. The recommendations from the task group were due in October 2018.

Members felt that there should be more integration between Estates and the various service areas. Some of the nurseries had space available and it was

highlighted that it would be sensible to utilise this space appropriately by looking at service co-location options.

The issue of the historical spread of nurseries was raised and members stated that the distribution of nurseries was important. Members also agreed that a consistent approach to Early Years Education across the county was needed.

The Committee enquired about early intervention with the Child and Family Wellbeing Service to ensure suitable alignment of services and how that could assist with the financial stabilisation of a large number of nurseries. It was confirmed that the task and finish group was already looking at what the structural future was for this particular part of Early Years provision and the Committee requested a response from the task and finish group for its November meeting.

**Resolved:** That;

- i. The report be noted.
- ii. The implementation of the recommended actions set out in the report to support maintained nursery schools identified in Schools in Financial Difficulty categories 1, 2 and 3 be endorsed.
- iii. The outcome of the nursery task group be reported back to the Committee in November.

## **6. Standards of Attainment of Special Educational Needs and Disabilities (SEND) Pupils**

The Chair welcomed Steve Belbin, Head of Service, School Improvement, to the meeting. The report presented explained that at the joint Children's Services and Education Scrutiny Committee meeting held on 11 April 2018, members were briefed on SEN standards in Lancashire schools. It was noted at this meeting that attainment was below the national average at each key stage.

The report provided members with a summary of the actions to be taken in SEND service and School Improvement to provide support for schools.

The Written Statement of Action in response to the SEND inspection outlined the following areas for improvement:

- Inclusion
- Exclusion
- Attainment

The specific actions undertaken would include a blend of marketed course and training, of targeted work with schools, strategic analysis of data as well as general activities completed by the school adviser as part of their termly visits.

Concerns were raised over elective home education and that there was a need for early intervention to ensure pupils were not forced into home education.

The Committee was informed that there were already SENCOs up and running throughout the authority. The SENCOs met regularly to discuss best practice and the role of the SENCO was vital to the schools. In addition, there were teacher consultants who provided general support for schools.

Members requested feedback for a future meeting from the SEND team on the progress around reducing the need for exclusion.

The Committee felt that the statement of action was very strong. Members suggested that it would be useful for head teachers come to a future meeting to present information on the support provided for children with SEN.

**Resolved:** That the report and comments be noted.

## **7. Urgent Business**

There were no items of Urgent Business.

## **8. Date of the Next Meeting**

The next ordinary meeting of the Education Scrutiny Committee is due to be held on Tuesday 13 November at 10.30am, Cabinet Room C, County Hall, Preston.

L Sales  
Director of Corporate Services

County Hall  
Preston

## Education Scrutiny Committee

Meeting to be held on Monday, 10 September 2018

Electoral Division affected: (All Divisions);
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### The Journey of a School Causing Concern and the Impact on Services

Contacts for further information:

Stephen Belbin, Head of Service, School Improvement

Mel Ormesher, Head of Asset Management

Debbie Ormerod, Pupil Access Admissions Manager

Alison Mitchell, Senior Adviser, Monitoring and Intervention Team Leader

#### Executive Summary

The majority of Lancashire's 631 schools are successful, are self-managing with strong leadership. 91% of Lancashire schools are judged to be good or better. This is above the national average (89%), the North-West average (90%), and places us second against our statistical neighbours.

Many schools do at some stage undergo a period of turmoil or uncertainty. With support and advice from the Local Authority, these issues are usually resolved and do not impact significantly upon the standards or the education of children.

In the rare instances where these issues cannot be resolved internally, the Local Authority reacts proactively to address matters, working with Governors, headteachers and senior leaders.

#### Recommendation

The Education Scrutiny Committee is requested to:

- i. Note and comment on the report; and
- ii. Discuss and formulate recommendations in relation to the information provided.

#### Background

##### Why might a school cause concern?

There are a number of reasons why a school may be in difficulty. These typically are due to concerns about standards of achievement, school finances, personnel reasons, a fall in the number on the school roll, or those raised by parents. In addition, concerns may be reported by outside agencies. The school may receive a negative inspection report or concerns about safeguarding may be raised.

Unlike many Local Authorities, Lancashire has retained a strong team of officers who in different capacities support schools and provide advice and guidance. School leaders will often contact the Authority and ask for advice about admissions, attendance, curriculum and assessment or governance. This advice is freely given and the relationship between schools and the Authority is supportive, yet challenging where necessary.

Lancashire also offers a traded service with schools, where schools purchase support in matters such as finance, personnel and school improvement. This is valued by schools, as demonstrated by the high levels of buy back. Our traded service also offers a wide range of training opportunities for all Lancashire staff, which impacts positively on provision in our schools.

In addition, a school may find itself in the spotlight of the media, often due to unfortunate circumstances that are beyond the control of school leaders or governors. In these cases, the media team provides immediate support and advice, as well as other officers.

## **Transparency**

The Local Authority has a range of criteria which are used to identify schools requiring improvement. The criteria are grouped together in five categories:

- Ofsted category: Special Measures, Serious Weaknesses, Requiring Improvement
- Concerns over standards of achievement, quality of teaching, leadership and management, behaviour and safety, safeguarding
- Recommendation from school adviser to area team leader
- Recommendation from schools' financial services manager
- Recommendation from senior area personnel officer

When a school requires improvement, the headteacher and chair of governors will have been informed verbally of the reasons in advance, and this will be confirmed in writing. The names of schools requiring improvement is not a public document, although schools that have been identified by Ofsted as requiring special measures, having serious weaknesses or requiring improvement will be identified through the Ofsted website. It is expected that the headteacher and chair of governors would make the matter known within the school, since the purpose of the arrangements is to support schools in addressing agreed targets for improvement. The governing body will generally be involved in monitoring the progress made towards the agreed targets.

Where schools have been identified as requiring improvement on grounds relating to certain personnel issues, there will need to be careful consideration of the extent, if any, to which information can be shared. Where the school is overstaffed or subject to re-organisation proposals, the information should already be known to staff and governors. However, where personnel or other difficulties relate to potential



competence or disciplinary matters, the information would not be shared with staff, parents or other governors, since there is scope for prejudice to any subsequent proceedings which may be required.

This criteria, established over many years, has been shared with our colleagues in our local Diocesan/Church Authorities, as well as teacher associations.

### **Number of schools**

The number of schools in an Ofsted category of concern is low, below both the national average and the North West. Currently:

- Special Measures: seven schools (1.2% of all Lancashire schools)
- Serious Weaknesses: two schools (0.3% of all Lancashire schools)

In addition, schools may be identified for additional support from School Improvement, finance or personnel teams. This includes schools that have been judged as requiring improvement or those that have fallen below floor and coasting standards.

Currently, ninety-five schools (16%) of Lancashire schools are considered to have educational difficulties and receive support.

There has been a gradual decline in numbers of schools causing concern in the last 10 years. This reflects improvements in the number of schools judged to be good or better, and fewer schools being below floor standards or considered to be coasting. This number has fluctuated, but often coincides when a new inspection framework is introduced or new assessment arrangements are introduced.

However, the number of schools receiving support for financial concerns, or requiring support from School's Personnel is growing. Just under 5% of schools receive support, a significant rise over the last twelve months, and reflects the increasing pressure on budgets within Lancashire schools.

### **Local Authority School Improvement**

Lancashire is strongly supportive of system-led, self-managing school improvement. The advisory service provides support, guidance and advice to schools, working in partnership. This support is purchased through the School Support Guarantee, purchased by 99% of primary schools, all nursery schools and a majority of secondary schools. Other schools may be in a multi-academy trust and receive support for school improvement through other sources.

The role of the school adviser is to work with school leaders on self-evaluation and school priorities. Part of this role is to provide critical challenge, as well as support.

This challenge will be provided through validating judgements, headteacher appraisal, written reports and staff training.

## **Early Warning**

There are many systems for ensuring that schools do not reach a level when they need additional support or intervention. Concerns and vulnerabilities, such as the performance of cohorts or groups of pupils, will be raised with school leaders and recorded in notes of visits. Schools receive a summary of standards every year, through annual reports or notes of visits. School attainment is tracked and performance compared to local and national trends are made. School priorities are reflected in the performance management of headteachers.

As part of the Local Authority's function to monitor the performance of schools across Lancashire, all schools are reviewed by the advisory service on a termly basis. Those identified as causing concern are reviewed by the School Improvement Challenge Board (SICB).

## **Additional Support**

Lancashire has a dedicated team of advisers and consultants that support schools causing concern. The Monitoring and Intervention Team (MIT) has a proven track record of successfully supporting schools tackle underperformance and raise standards of achievement.

The remit of the Monitoring and Intervention team is wide ranging. Each school is provided with a bespoke programme of support relative to the issues identified during the initial baseline audit. Support is provided through the full time and associate advisers (who are themselves headteachers in other schools) to develop the capacity of leadership and management within the school. This includes working alongside governors, senior and middle leaders.

Consultant support is provided through the dedicated teaching and learning consultant team. Remit for this group is to develop the capacity of teaching and learning across the school. In addition to this, the team will broker support from other agencies to support the improvement of teaching. This includes support from the LPDS (Lancashire Professional Development Service) team of consultants, in aspects such as Early Years, able, gifted and talented and Ethnic Minority achievement.

Currently there are 115 schools on the list of schools requiring improvement. The greatest proportion of schools being supported are schools which fall into the serious educational difficulties category (95 schools), with the expectation that early intervention prevents further difficulties. The other 20 schools receive support for personnel or financial reasons. The impact of the early intervention in schools can be seen in the high level of primary schools remaining good or better in terms of an Ofsted judgement.

The Local Authority uses the support and expertise of other Lancashire schools, brokering support from senior leaders and governors to provide support in a timely manner. In the majority of instances, early identification results in improvement. An example is how few schools remain at Requiring Improvement. In the vast majority of instances, Lancashire schools pay for this support from their dedicated budgets. If the school is unable to support this, applications are made to SICB for funding, using money from Schools Forum.

Lancashire has traditionally proactively supported school improvement through bids and projects, such as developing attainment in maths amongst girls, or writing amongst boys. Access to this funding is now very limited.

Some schools are more vulnerable or make slower progress towards improvement. Recent initiatives have included inviting the Headteacher and Chairs of Governing Bodies to SICB to outline their proposed actions for making rapid progress towards targets. SICB has also used Pre Warning Letters as a measure of concern with schools. These schools are monitored closely by SICB as a standing agenda item.

Ultimately, should this support not prove successful, the SICB will consider issuing a Pre-Warning Letter, a written letter outlining the concerns of the authority and the steps the school will need to take to address these. Should this be unsuccessful, then a formal warning letter is written informing the school that it is now eligible for intervention by the Secretary of State and the Regional School Commissioner.

## **Pupil Access**

Parents make an application for primary and secondary schools in the Autumn Term each year. The preferences parents express are often influenced by information received at open evenings, OFSTED ratings, league tables and parental perception in the local community. Members of the Pupil Access Team attend the vast majority of secondary school open evenings and offer advice sessions to Year 6 parents in the primary schools to advise on the secondary school application process and the levels of subscription at local schools. Additionally, the admissions literature provided with the application form, provides the number of preferences expressed for each school for the previous year's intake. It is hoped that the information provided will assist parents with making a wise use of their preferences and encourage them to include a school or academy where their child is likely to secure a place. Regrettably, there remains a misconception that parents have a choice of schools rather than the right to express a preference.

Once all the applications have been received, information is exchanged with neighbouring authorities and then lists are provided to all the own admission authority schools for the governors to rank the pupils against the schools admission criteria. The governors of academies, free schools and church aided schools have responsibility for determining which children have priority for places and for ranking all the pupils who have expressed a preference for their school. The county council ranks the pupils who have expressed a preference for any of the community schools.

Once all the ranked lists have been returned to the Pupil Access Team, a computer algorithm is used to allocate all the places. When making the allocations, the

algorithm offers the highest preference school possible. If a pupil does not have sufficient priority for any of their preferred schools, the nearest Lancashire school with a place available is allocated. In making these allocations there is no consideration of OFSTED categories or how a pupil might make the journey to school. For the September 2018 intake, there were 13,603 primary applications with 91% of parents securing their first preference and 98% of parents offered one of their preferred schools. There were 13,831 secondary applications with 86% of parents securing their first preference and 97% offered one of their preferences.

If parents are unhappy with the school they are offered then they are able to place their child on one or more reserve (waiting) lists for schools that are full and to appeal for any school. Additionally they can change the school that has been allocated to any other school where places remain.

As a result of historical falling numbers and due to market forces, most districts have found one less popular school bearing the brunt of the falling rolls, whilst other schools remain full. When all but one school in an area are full, parents' options to change their allocated school are limited and the number of appeals considered by independent appeal panels increase significantly. In localities where the decline in pupils transferring to secondary school has been reversed it has been necessary to reallocate pupils to schools that are causing concern.

### **School Place Planning**

LCC has a statutory duty to provide a school place to every Lancashire child who wants one.

The School Planning Team assesses need by producing pupil forecasts which take into account birth; planned housing; in-year migration; and previous market share data together with current pupil numbers. By comparing this with the capacity of available schools, future shortfalls can be identified.

The framework for providing places is set out in the [School Place Provision Strategy](#).

Each of the School Improvement, Pupil Access and School Planning teams, together with representatives from School Finance; SEND; Early Years; Property; and 16-19 services have representation on School Development Group, which meets on a regular basis.

These meetings discuss strategic issues for school places and members produce and update the School Place Provision Strategy.

### **Consultations**

N/A

### **Implications**

N/A

## **Risk management**

There are no risks associated with the recommendations contained in the report.

## **Financial**

There are no financial implications arising from the recommendations contained in the report.

## **Legal**

There are no legal implications arising from the recommendations contained in the report.

Paper  
N/A

Date

Contact/Tel

Reason for inclusion in Part II, if appropriate

N/A



## Education Scrutiny Committee

Meeting to be held on Monday, 10 September 2018

Electoral Division affected:  
(All Divisions);

## Education Scrutiny Committee Work Programme 2018/19

Appendix 'A' refers

Contact for further information:

Samantha Parker, Tel: 01772538221, Senior Democratic Services Officer,

sam.parker@lancashire.gov.uk

### Executive Summary

The work programme for the Education Scrutiny Committee is attached at Appendix 'A'.

The topics included were identified at the work planning workshop held on 10 July 2018.

### Recommendation

The Education Scrutiny Committee is asked to:

- i. Note and comment on the report and work programme;
- ii. Consider topics not yet scheduled;
- iii. Discuss and confirm any further topics required and reasons for scrutiny.

### Background and Advice

A statement of the work to be undertaken and considered by the Education Scrutiny Committee for the 2018/19 municipal year is set out at Appendix 'A'.

The work programme will be presented to each meeting for consideration.

The new work programme includes topics to be discussed at committee meetings, events, task groups, rapporteur work, briefing notes and training for members.

To support mechanisms to report back on actions and progress of recommendations, members are requested to note that two further columns have been included in the programme to enable more effective monitoring.

Members are requested to note and comment on the report, consider topics not yet scheduled and to discuss and confirm any further topics.

**Consultations**

NA

**Implications:**

This item has the following implications, as indicated:

**Risk management**

This report has no significant risk implications.

**Local Government (Access to Information) Act 1985  
List of Background Papers**

Paper	Date	Contact/Tel
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NA

Reason for inclusion in Part II, if appropriate

NA



## Education Scrutiny Committee Work Programme 2018/19

The Education Scrutiny Committee Work Programme details the planned activity to be undertaken over the forthcoming municipal year through scheduled Committee meetings, task group, events and through use of the 'rapporteur' model.

The items on the work programme are determined by the Committee following the work programming session at the start of the municipal year in line with the Overview and Scrutiny Committees terms of reference detailed in the County Councils Constitution. This includes provision for the rights of County Councillors to ask for any matter to be considered by the Committee or to call-in decisions.

Coordination of the work programme activity is undertaken by the Chair and Deputy Chair of all of the Scrutiny Committees to avoid potential duplication.

In addition to the terms of reference outlined in the [Constitution](#) (Part 2 Article 5) for all Overview and Scrutiny Committees, the Education Scrutiny Committee will:

- Scrutinise matters relating to education delivered by the authority and other relevant partners
- Fulfil all the statutory functions of an Overview and Scrutiny Committee as they relate to education functions of a Children's Services Authority

The Work Programme will be submitted to and agreed by the Scrutiny Committees at each meeting and will be published with each agenda.

The dates are indicative of when the Education Scrutiny Committee will review the item, however they may need to be rescheduled and new items added as required.

Topic	Scrutiny Purpose (objectives, initial outcomes)	Scrutiny Method	Lead Officers/ Organisation	Proposed Date(s)	Recommendations	Progress
Meeting						
Maintained Nursery Schools	Financial situation facing nursery school provision	Meeting	Helen Belbin Andrew Good Nursery Headteacher	25 June 2018	The outcome of the nursery task group be reported back to the Committee in November.	
SEN Attainment	Update from the joint meeting around initiatives to support progress	Meeting	Steve Belbin	25 June 2018	Report noted. No further recommendations.	
Schools causing concern	Impact on services involved in support schools causing concern	Meeting	Debbie Ormerod Steve Belbin Mel Ormesher Steph Rhodes	10 September 2018		
School Budgets	Funding issues and impact on schools, staffing needs/support systems to share good practice	Meeting	Andrew Good Helen Belbin Steve Belbin	13 November 2018		
Maintained Nursery Provision	Update following conclusion of task group work	Meeting	Andrew Good Steve Belbin Helen Belbin	13 November 2018		

School Governors	Skills, training, financial challenges facing schools, recruitment	Meeting	LASGB Ajay Sethi Margaret Scrivens	13 November 2018		
School attendance	Missing from home and education Elective Home Education	Meeting	Frances Molloy	26 March 2019		
EY Education	Overview of provision across Lancashire	Meeting	TBC	TBC		
SEND Transport Policy	Review of policy	Meeting	TBC	TBC		
<b>Inquiry Day</b>						
SEND (joint Education and Children's Services)	Social skills/connections between YOT and teen suicide Transition from primary to high school	Inquiry Day	David Graham	TBC		
<b>Bite Size Briefing</b>						
Online Safeguarding	Overview from training provided by LSCB	Bite Size Briefing	LSCB	11 December 2018		

School Admissions	Overview of code and legislation	Bite Size Briefing	Debbie Ormerod	10 September 2018		
Ofsted report	Overview of report detail	Bite Size Briefing	Amanda Hatton	4 Oct 2018		
<b>Briefing Note</b>						
Pupil tracking	From primary to secondary faith schools	Briefing Note	Steve Belbin	October 2018		
Summer Born Policy	Overview of policy and process in place	Briefing Note	Debbie Ormerod	October 2018		
Attainment	Provisional key stage attainment	Briefing Note	Steve Belbin	November 2018		
Lancashire Key Stage 4 Performance	Update on attainment levels at key stage 4	Briefing Note/Meeting	Steve Belbin	TBC		
Attainment CLA	Progress of attainment levels for children looked after	Briefing Note/Meeting	Audrey Swann	TBC		
<b>Rapporteur</b>						
Online Safeguarding	TBC – after BSB date confirmed	Rapporteur	John Withington	TBC		