



Open Report on behalf of Heather Sandy, Executive Director - Children's Services

Report to:	Children and Young People Scrutiny Committee
Date:	22 July 2022
Subject:	Government White Papers on Levelling Up the United Kingdom and Opportunity for all: strong schools with great teachers for your child

Summary:

This report is presented to the Children and Young People Scrutiny Committee to provide, as requested by the Committee, an update regarding the Government's policy white papers *Levelling Up the United Kingdom* and *Opportunity for all: strong schools with great teachers for your child 2022*, with a particular focus on education and schools. The report also explains Lincolnshire's position as an Education Investment Area and what this means.

Actions Required:

The Children and Young People Scrutiny Committee is invited to review and comment on the summary of the Government's White Papers in relation to schools and education.

1. Background

Background Summary

For the purposes of this report – the draft Levelling Up and Regeneration Bill 2022 (As Introduced) published 11 May 2022 and currently passing through the House of Lords is supportive by policy outline of the aims, objectives and policy statements outlined in the Levelling Up White Paper 2022 and summarised within this report.

For the purposes of this paper – the draft Schools Bill 2022 (HL) published 11 May 2022 and currently passing through the House of Lords is fully reflective of the aims, objectives and policy statements outlined in the Schools White Paper 2022 and summarised within this report.

The aspirations of the Schools White Paper are in part, delivered through the missions outlined in the Levelling Up White Paper and vice versa. For example, the establishment of Education Investment Areas is indicated in the Levelling Up White Paper but is given as a

key priority to achieve the ambitions of the Schools White Paper. This is exemplified in the Government's recently published document: *Implementing school system reform in 2022/23. Next steps following the Schools White Paper May 2022.*

The Schools White Paper 2022

- Puts Local Authorities firmly at the heart of education provision and levelling up.
- Sets out a long-term vision for a school system that helps every child to fulfil their potential by ensuring that they receive the right support, in the right place, at the right time – founded on achieving world-class literacy and numeracy. The policies will be delivered in close alignment with the findings of the SEND (Special Educational Needs and/or Disabilities) review.
- Will be underpinned with legislation.
- Sets the aim for literacy and numeracy so that by 2030, 90% of primary school children will achieve the expected standard in reading, writing and maths, and the percentage of children meeting the expected standard in the worst performing areas will have increased by a third.
- Sets the aim that at secondary the national GCSE average grade in both English language and in maths increases from 4.5 in 2019 to 5 by 2030.
- The ambition and expectation that all schools will join or be joining a strong multi academy trust (MAT), by 2030 and that Local Authorities (LAs) can form MATs, particularly in rural areas or in areas without strong MATs.
- The expectations set out in the White Paper are to ensure:
 - An excellent teacher for every child, including delivering world-class training and professional development at every stage of their career.
 - High standards of curriculum, attendance and behaviour, creating the conditions in which great teaching flourishes.
 - A pledge to parents that children who are behind in maths or English will receive evidence-based targeted support, such as tutoring, to help them make progress.
 - A stronger and fairer school system that works for every child, encouraging the growth of the best school trusts as the collaborative structure best suited to supporting quality teaching. All organisations in the school system will have a clearly defined role, so parents know who to turn to in every situation.

Summary:

Chapter 1

An excellent teacher for every child

- 500k teacher training and development opportunities by 2024, including:
 - A new Leading Literacy NPQ (National Professional Qualification)
 - A new Early Years Leadership NPQ
 - A new SENCO NPQ (subject to consultation)
 - Up to £180m investment in development of Early Years workforce to support literacy and numeracy
- A commitment to raise teacher starting salaries to £30k.

	<ul style="list-style-type: none"> • Levelling up premiums to incentivise teachers to work in subjects and places where they are needed most.
Chapter 2	<p>High standards of curriculum, attendance and behaviour</p> <ul style="list-style-type: none"> • A new arms-length curriculum body, OAK national academy, that will work with teachers across the UK to co-create free, optional, adaptable digital curriculum resources. • Improved behaviour and attendance through: <ul style="list-style-type: none"> ○ a national behaviour survey ○ a new national attendance data solution ○ strengthened regulations to promote joint working between local services ○ funding for the Behaviour and Culture NPQ • A new national expectation for the length of a school's week.
Chapter 3	<p>Support for children who are behind in English or maths</p> <ul style="list-style-type: none"> • A Parent Pledge that schools will provide evidence-based support for children falling behind in English or maths and tell parents about their progress. • Up to 6 million tutoring courses by 2024 with action to cement one-to-one and small group tuition as permanent feature of our school system. • A secure future for the Education Endowment Foundation (EEF). EEF will be re-endowed with at least £100m, lasting for at least the next decade.
Chapter 4	<p>A stronger and fairer school system</p> <ul style="list-style-type: none"> • A fully trust led system with a single regulatory approach. This will involve growing strong trusts and establishing new ones, including trusts established by LAs. • A clear role for every part of the school system, with LAs empowered to champion children's interests and a new collaborative standard requiring trusts to work constructively with other partners. • Education Investment Areas (EIAs) to increase funding and support to areas in most need, plus extra funding in 24 Priority EIAs facing the most entrenched challenges (including existing Opportunity Areas (OAs)). • Digital infrastructure investment, with all schools being able to take advantage of modern technology.

Core Policy Features

The Local Authority remains central to the aspirations of the Schools White Paper in its role to champion children and to provide the key strategic and operational oversight and coordination across the sector. Schools and education overall are also seen as a crucial part of the Government's Levelling Up White Paper and policy agenda. The direct

communication and liaison into schools remains an essential feature of the proposed system.

With regard to the LA's role in setting up Trusts and Multi Academy Trusts, much of the detail in the proposals is yet to be released. Additional details may be released shortly.

Full details of the process and composition of a LA MAT are expected to be released following a Department for Education (DfE) Test and Learn pilot of a LA MAT, sometime towards the summer school break of 2023.

However, the main outlines, as described above, appear to be developments of already announced aspirations, all of which are supported or facilitated by our Education Team which is in a strong position due to the partnership across the Teaching School Hub, Lincolnshire Learning Partnership Board and the interactions with stakeholders.

Key Extracts from the Schools White Paper 2022

- *The Government expects **all actors in the system, including trusts and local authorities, to collaborate to ensure the best outcomes for their communities**. This includes cooperating in key delivery areas like admissions and attendance, but it is also about a wider civic responsibility. To ensure this, Government will introduce a new collaborative standard – **one of the new statutory academy trust standards – requiring that trusts work constructively with each other, their local authorities** and the wider public and third sectors. Government will engage with the sector, through the wider regulatory review, as we develop the detail.*
- ***Local authorities will remain at the heart of the system**, championing all children in their area – especially the most vulnerable. In this role, they will harness their unique capacity to coordinate across local services to improve outcomes for children. Government will back local authorities with new legal powers to match their responsibilities – and work openly with the local authorities and the wider school system to co-design the detail over the coming months. As part of the SEND Review, Government will also set out plans to ensure they are held accountable for delivering these responsibilities.*
- ***Local authorities will be able to apply for academy orders for their maintained schools***

This will enable high performing schools with a track record of local partnership to formalise their relationships and add expertise and capacity to the trust system.

Government knows that schools in rural areas can be particularly important to their communities, and Diocesan trusts and trusts established by local authorities will be well placed to ensure these schools are effectively supported. Government will also continue to apply the presumption against closure of rural schools and our national funding formula reform has seen the funding schools attract through the sparsity factor more than double to £95 million.

- The HL draft of the Schools Bill 2022, currently in the House of Lords, states in Para 29 that:

Local authorities: power to apply for an Academy order

“The Academies Act 2010 is amended as follows. (1) A local authority in England may apply to the Secretary of State for an Academy order to be made in respect of any of its maintained schools.”

The Impact Assessments - Schools Bill 2022 Para 78 explains further that:

While it is open to local authorities to encourage their schools to join trusts, they have no formal role in the academisation process. We envisage that local authorities may wish to accelerate the move to a fully trust-based system in their areas but will be hindered from doing so by a lack of powers, if only individual governing bodies can apply for Academy Orders. We also envisage that where local authorities take up this process to co-ordinate the conversion of their schools, this will remove some of the administrative burdens from smaller schools with limited resource to whom this has previously been an obstacle to conversion.

- **Local Authorities will be able to set up their own Trusts**

These trusts will be regulated in the same way as any other trust and Government will ensure that safeguards are in place to effectively manage any potential for conflicts of interest both for the trust and the local authority – including limits on local authority involvement on the trust board.

The Impact Assessments Schools Bill 2022 Para 78 explains further that:

The department is also exploring how local authorities might apply to establish trusts the local authority would be able to reduce the administrative burden on schools converting to join its trust (subject to Secretary of State approval) by being able to initiate the process on behalf of the schools involved. Hence, we consider that legislation is necessary to give local authorities the power to apply for Academy Orders in relation to some or all of their schools. The decision whether to issue an Academy Order in relation to any school will remain with the Secretary of State.

- Government wants all schools to be in or joining a strong trust by 2030 and will engage with the sector on how best to achieve a fully trust led system. The Department for Education’s Regions Group will work with local partners to develop plans which achieve this, based on local dialogue about which collaborations will best serve the interests of children and parents.

Lincolnshire currently has 168 maintained primary schools, most of which are small and rural as well as two maintained secondary schools. We also have 21 Stand Alone Secondary Phase Academy Trusts (SATs) and 21 Primary SATs.

- As highlighted in the Schools White Paper, the Government has not always been able to intervene adequately in the small number of trusts that have fallen short of the standards it expects all trusts to meet. These intervention measures will help to address this in the future. Termination powers currently in individual funding agreements will be incorporated into legislation so the powers can be applied consistently across the academy sector.

New powers in the Schools Bill 2022 legislation will introduce the following:

1. A power to issue a Notice to Improve and impose financial restrictions on academy trusts
 2. A power to issue a compliance Direction
 3. A power to direct the appointment of trustees and to replace existing trustees with an Interim Trust Board
 4. Statutory powers to terminate funding agreements
- Legislation will also be introduced in the Schools Bill 2022 and by amendment to the Education Act 1996 (as amended), to reduce pupil absence rates by improving the consistency of attendance support and management provided by schools, trusts and governing bodies, and local authorities to families across England by focussing better, more targeted multi-agency support on pupils who need it most before poor attendance becomes deep-rooted.
 - The Government is also legislating to introduce statutory protections for faith academies equivalent to those of maintained faith schools. This is to protect the religious character of a faith school through its governance arrangements and provision of religious education and collective worship to pupils. These provisions will only apply to academies designated with a religious character, and academy trusts that manage such schools. The protections mirror as far as possible those that currently exist for local authority maintained faith schools.

Levelling Up and Education

The Government believes that there are key factors that will help drive levelling up.

Evidence from a range of disciplines tells the Government that these drivers can be encapsulated in six “capitals”:

- Physical capital – infrastructure, machines and housing.
- Human capital – the skills, health and experience of the workforce.
- Intangible capital – innovation, ideas and patents.
- Financial capital – resources supporting the financing of companies.
- Social capital – the strength of communities, relationships and trust.
- Institutional capital – local leadership, capacity and capability.

In order to develop and improve these “capitals” the Government wishes to introduce policy reform. This new policy regime is based on five mutually reinforcing pillars:

- 1) First, the UK Government is setting clear and ambitious medium-term **missions**.
- 2) Second, central government decision-making will be fundamentally reoriented.
- 3) Third, the UK Government will empower decision-makers in local areas.
- 4) Fourth, the UK Government will transform its approach to data and evaluation.
- 5) Fifth, the UK Government will create a new regime to oversee its levelling up missions.

It is these missions that are referred to in the *Levelling Up and Regeneration Bill (As Introduced) 2022*. The detail of these missions is not provided within the Bill itself. However, the Bill introduces provision for the Minister to introduce or change any ‘mission’ at any time with due notice to the House(s) of Parliament.

The current ‘missions’ are outlined in the Levelling Up White Paper. These are listed below. It is Mission 5 that is particularly relevant to this report:

1. By 2030, the UK Government wants to ensure that pay, employment and productivity has risen in every area of the UK, with the gap between the top performing and other areas closing.
2. Leverage at least twice as much private sector investment over the long-term to stimulate innovation and productivity growth.
3. Bring local public transport connectivity across the country closer to London’s standards.
4. Deliver nationwide gigabit-capable broadband and 4G coverage, with 5G coverage for the majority of the population.
5. **By 2030, the aim is that 90% of all primary school children in England will achieve the expected standard in reading, writing and maths, with the percentage of children meeting the expected standard in the worst performing areas improving by a third.**
6. Increased the number of people to have successfully completed high quality skills training in every part of the UK, including 200,000 more people successfully completing high quality skills training annually in England, driven by 80,000 more people completing courses in the lowest skilled areas.
7. Narrowing the gap in Healthy Life Expectancy (HLE) between local areas where it is highest and lowest by 2030, and increasing Healthy Life Expectancy by five years by 2035.
8. Improve well-being in every area of the UK, with the gap between top performing and other areas closing.
9. Improve pride in place in every area of the UK, with the gap between top performing and other areas narrowing.
10. By 2030, renters will have a secure path to ownership with the number of first-time buyers increasing in all areas; and our ambition is for the number of non-decent rented homes to have fallen by 50% with the biggest improvements in the lowest performing areas.

11. By 2030, we will have reduced homicide, serious violence and neighbourhood crime, focused on the worst-affected areas.
12. By 2030, every part of England that wants one will have a devolution deal with powers at or approaching the highest level of devolution with a simplified, long-term funding settlement.

Education Investment Areas (EIAs)

Mission 5, outlined above, links specifically to the ambitions of the Schools White Paper outlined above: Chapter 4 – A Stronger and fairer school system - **Education Investment Areas to increase funding and support to areas in most need**, plus extra funding in 24 Priority EIAs facing the most entrenched challenges (including existing OAs).

The UK Government has stated that it will drive school improvement in England through the 55 new Education Investment Areas (EIAs) in places where educational attainment is currently weakest.

Areas selected as EIAs are the local authorities which are either:

- (i) in the bottom 50 ranked local authorities on the standardised Key Stage (KS) 2 and KS4 composite measure or
- (ii) contain an Opportunity Area or areas previously identified for additional school improvement support.

Lincolnshire has been selected as an EIA as it falls into the first selection category i.e., our school outcomes are considered to be too low.

The Government has also named 24 “priority education investment areas” which will split around £40 million to tackle issues like absences. Lincolnshire is not in this group. The Government has also almost doubled the amount of trust capacity funding on offer over the next three years and set up a training programme for trust Chief Executive Officers (CEOs) for this group as it seeks to get all schools to join academy trusts by 2030. The Department for Education has said the money will be spent on “*bespoke interventions to address local needs, such as addressing high absence rates*”.

The Department for Education (DfE) will support strong multi-academy trusts (there is no definition as yet for what a strong trust is), to expand into these areas and offer retention payments to help schools with supply challenges in these areas to retain the best teachers in high-priority subjects.

As set out in the Levelling Up White Paper, there will also be a small number of “*high quality, academically focused 16-19 free schools in the areas where they are most needed*”. It is not clear whether Lincolnshire will be considered for this as bids from the priority 24 areas will be prioritised.

- The Government will increase the amount of trust capacity funding to £86m for trust capacity building across England over the next three years to encourage the “strongest trusts” to expand into education investment areas.

The new funding of £86 million over three years amounts to almost £29 million a year.

The application process for 2022-23 trust capacity funding has now opened.

Trusts will receive up to £310,000 for projects that involve taking on at least one additional ‘inadequate’ or ‘requires improvement’ rated school from education investment areas and other places of “higher need”. For all other trust capacity building projects, trusts will receive up to £100,000.

- Funding – called Levelling Up Premium - will be made available to offer retention payments directly to schools to help keep the best teachers in the highest priority subjects. Mathematics, physics, chemistry and computing teachers can claim payments for teaching in eligible state-funded secondary schools in their first five years and schools in EIAs will receive more than the average.
- Schools in these areas that have been judged less than Good in successive Ofsted inspections could be moved into strong multi-academy trusts, to attract more support and the best teachers. There is currently no formal definition of a ‘strong trust’.
- Schools in the Education Investment Areas will also be given direct support to address wider issues. For instance, schools struggling with attendance will be encouraged to join a new pilot programme to tackle the issue. We await details of what the support will entail.
- EIA schools will benefit from Connect the Classroom. This is a programme funded by the DfE that aims to help schools across the country to access an effective and comprehensive, education-focused wireless networking solution.

Family Hubs

Family Hubs is a delivery model which encompasses Children’s Centres, Early Help and Universal Services in communities they serve. It is planned they will be accessible, ensure better connected professionals, services and providers through co-location and support families with children of all ages through a relationship centred approach improving family relationships to address underlying issues.

Family Hubs are a way of delivering the Supporting Families vision of an effective Early Help system. They will provide a single access point to a range of services for families and involve co-location of services and professionals.

There will be £300m nationally to build the network of Family Hubs and transform Start for Life services for parents and babies, carers and children in half the local authorities.

There will also be an extra £200m nationally to expand the Supporting Families programme. The programme will help local areas to address the challenges in families’ lives and circumstances that can hold back children from attending and achieving at school or put

them at risk of neglect and harm. Funding is allocated based on need, and areas with higher levels of deprivation will receive additional funding.

Lincolnshire has been successful in being chosen as an early adopter of the Family Hub programme and will be receiving a proportion of the additional funding to develop this service across the county by linking with and expanding our provision such as existing children’s centres, advice and maternity hubs and early help offer.

In addition, the Government will create the UK National Academy. This new digital education service will be free and made available online to support the work of schools up and down the country. It will allow students to acquire additional advanced knowledge and skills.

2. Summary and Conclusion

The Schools Bill 2022 links to the Levelling Up and Regeneration Bill through an aspiration to provide the best education possible for all children. The Government has set challenging targets for both the infrastructure of the sector and its outputs. Several programmes such as the Family Hubs initiative provide not only exciting and useful new funding and activity opportunities but create platforms to draw together cross service teams in the Authority and support the aspirations of the Government and the LA’s Corporate Plan.

As an Education Investment Area, Lincolnshire will benefit from greater investment from central government to develop schools and provision for children and families. The expansion of the academy sector is a key element in the national plans to improve the life chances of children. However, Lincolnshire has a strong maintained school sector and we continue to work on our strategic aims through local influence and support.

The small LA Education Team will continue to play a key role in both monitoring, supporting and challenging schools and providing direct contact for all LA service areas into the sector, as part of the role of the LA to champion children and families, so as to support the aspirations of the Government to ‘level up’.

3. Consultation

a) Risks and Impact Analysis

Not applicable

4. Appendices

These are listed below and attached at the back of the report	
Appendix A	Education Investment Areas: Selection Criteria - Lincolnshire

5. Background Papers

The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
Schools White Paper: Opportunity for all: strong schools with great teachers for your child	https://www.gov.uk/government/publications/opportunity-for-all-strong-schools-with-great-teachers-for-your-child
Levelling Up the United Kingdom White Paper	https://www.gov.uk/government/publications/levelling-up-the-united-kingdom

This report was written by Matt Spoors who can be contacted on 07826959326 or by e-mail at matt.spoors@lincolnshire.gov.uk.

This page is intentionally left blank