



Leicester  
City Council

**WARDS AFFECTED**  
All Wards

**FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:**

**OSMB:**

**Cabinet:**

**To be confirmed**  
**1<sup>st</sup> September 2008**

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**13-19 EDUCATION: CHANGES TO THE NATIONAL MACHINERY OF GOVERNMENT AND THE LATEST DEVELOPMENTS IN LEICESTER CITY.**

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**Report of the Interim Corporate Director, Children's Services**

**1. Purpose of Report**

This report aims to inform DMT and elected members of:

- 1.1. Changes to the way the 13-19 education system will be managed nationally.
- 1.2. Important strategic developments in the City.

The report also proposes some first steps in responding to this new planning environment.

**2. Summary**

In March 2008 the government published its proposals for the future funding and organisation of 14-19 Education in the document 'Raising Expectations: enabling the system to deliver' [Appendix 1]. This consultation document gave the lead role for commissioning and funding 14-19 provision in schools and colleges to Local Authorities from 2010. It also proposed setting up a range of new regional and national bodies together with a reducing role for the Learning and Skills Council [LSC]. The period of consultation for these proposals is now drawing to an end and a Green Paper has been published which is scheduled to be given Royal Assent by summer 2009 with full implementation in place by September 2010.

At the same time as these changes are being introduced important developments are taking place in the range of 14-19 qualifications available. Most notable among these are the introduction of the Diplomas. There is no single school or college in the City capable of offering the whole range of qualifications 14-19 and thus there is an increased imperative to jointly manage a curriculum offer across the whole City and its environs. Each area has been required to set up a 13-19 Partnership to manage this joint provision. In the City the 13-19 Partnership has been an active force for change.

### 3. Recommendations (or OPTIONS)

- 3.1.1. Scrutiny Committee and the Departmental Management Team [DMT] are asked to approve the following proposals in order to make a prudent initial response to the new and dynamic planning context described in the following report.
- 3.1.2. With the agreement of colleagues in Leicestershire LA, set up a City/County Group, reporting to both Directors of Children's Services to ensure that, where necessary, coherent sub regional approaches are in place.
- 3.1.3. DMT to receive a further report in the Autumn detailing progress in making changes to the 14-19 system in the City, in the context of sub-regional arrangements. The report to begin to identify the scope of work involved and an approach. This may include the identification of a senior officer to chair a 14-19 transition group for the City with, initially, representation from Learning Services, Finance, Personnel, and Commissioning.
- 3.1.4. Cabinet is asked to note the report.

### 4. Report

- 4.1. The key change in the system is the phasing out of the LSCs by 2010 and their replacement by:
  - 4.1.1. An increased role for Local Authorities.
  - 4.1.2. The formation of a new 14-19 Non Departmental Body.[NDPB]
  - 4.1.3. The formation of a new Skills Funding Agency. [SFA]
- 4.2. It is envisaged that all major changes will be in place for full implementation by September 2010 and 'shadow' arrangements in place for the transfer of LSC functions to LAs by September 2009.
- 4.3. **Increased role of Local Authorities:** Under the new system LAs will be responsible for commissioning and funding all local 14-19 Provision working closely with the new national lead agency for 14-19 education the Young People's Learning Agency [YPLA]. This reflects the main thrust of 'Every Child Matters' and makes LAs accountable for entitlement of the whole range of young people 14-19. Specifically the LA in Leicester will need to:
  - 4.3.1 Implement the MOG changes and take on its expanded role in a way that demonstrably supports the One Leicester priorities, particularly **investing in our children** and **investing in skills and enterprise** which, in turn, will support other priorities; specifically **creating thriving safe communities** and **improving well being and health**. Behind all this, is the recognition that, for many young people, high achievement at 16 is a passport to future success as an individual and a citizen, who is contributing to the realisation of One Leicester.

- 4.3.2 Commission and fund provision, at first, using the existing funding formulas for schools and colleges but probably moving towards a new national funding formula across 14-19 education as a whole.
- 4.3.3 Manage the performance of both schools and Sixth Form Colleges [SFCs] directly and that of General FE Colleges [GFEs] in partnership with the SFA.
- 4.3.4 Pick up responsibility for the performance and funding of the four school sixth forms in the City.
- 4.3.5 Recognise that Leicester is unusual in having 3 SFCs located within the City and serving both the City and surrounding areas: the LA will need to form a productive planning relationship with these colleges and with the Leicestershire LA.
- 4.3.6 Lead on provision for Learners with Learning Difficulties and/or Disabilities (LLDD) up to the age of 25 and secure provision for young offenders up to the age of 18.
- 4.3.7 Gain agreement for its preferred sub regional structure from the DCSF: there is a strong rationale to make Leicester and Leicestershire the preferred sub regional structure as there are so many overlapping planning issues.
- 4.3.8 Engage with providers within the full range of curriculum provision including Apprenticeship and vocational education.
- 4.3.9 Engage in joint planning with a range national and regional bodies including SFA, 14-19 NDPB, Regional Planning Forum, National Apprenticeship Service [NAS], National Employer Service [NES] and other LAs in the East Midlands region.
- 4.3.10 Ensure that there is integrated planning with bodies with responsibility for adult skills and employment, in particular, the LSC and SFA and local planning agencies such as the Lifelong Learning Network, Leicester College and Local Authority Adult provision.
- 4.3.11 Ensure that there is a smooth transition towards the new arrangements and that the skills of staff working within the LSC are retained. A recent letter from Ministers within the DCSF [Jim Knight and Bill Rammell ] underlined the importance of ensuring that there was an orderly transfer of staff and their skills from the LSCs to the LAs to avoid the very real danger of a service meltdown in the transitional period of uncertainty.
- 4.3.12 Above all the LA needs to ensure that the continuing development of the 13-19 Curriculum offer in the City is central to its urgent mission to increase achievement and that this is not destabilised by poor quality implementation of the changes to the machinery of government. This will entail keeping an urgent focus upon the imperative to ensure that all young people, including those in priority areas, such as the West of Leicester, have suitable curriculum opportunities that engage and equip them with the skills and qualifications they will need.
- 4.3.13 Maximise this major enhancement to the influence of the LA by linking the 13-19 agenda to other policy hubs such as community regeneration .
- 4.4 In order to respond to these issues senior officers from Leicester and Leicestershire and members of the respective 13-19 Partnerships have had two joint planning sessions.

#### 4.4.1 **14-19 Non Departmental Body.**

The role of the NDPB is to ensure that there is system-wide planning at regional and national level. Specifically the NDPB will:

- 4.4.1.1 Collate, moderate and approve Local authority plans to ensure that the entitlement to learning is resourced in every LA area.
- 4.4.1.2 Provide capacity for regional planning.
- 4.4.1.3 Establish a national planning and commissioning framework.
- 4.4.1.4 Ensure that there is Management information and statistical analysis to ensure good strategic decision making.
- 4.4.1.5 Manage and develop the national funding formula.
- 4.4.1.6 Secure budgetary control.
- 4.4.1.7 Manage national **contracts**.

#### 4.4.2 **Skills Funding Agency.**

The role of the Skills Funding agency is to service the upskilling of the adult workforce. Specifically the SFA will:

- 4.4.2.1 Have a national and regional presence deploying its resources flexibly across sectors, regions and sub regions rarely following LA boundaries.
- 4.4.2.2 Deploy funding to GFE colleges and other providers following the demand for skills led training coming from employees and employers.
- 4.4.2.3 Be responsible for the performance management of FE colleges including Leicester College.
- 4.4.2.4 Stimulate and manage the overall market for skills training.
- 4.4.2.5 Lead the development of the new Adult Advancement and Careers Service.
- 4.4.2.6 Manage the new National Apprenticeship Service and the new national Employer Service.
- 4.4.2.7 Manage and link to existing programmes such as Train to Gain and Jobcentre Plus.
- 4.4.2.8 Set targets and monitor the performance of the Offenders Learning and Skills Service[OLASS]

#### 4.4.3 **The 13-19 Partnership in Leicester City.**

The 13-19 Partnership in Leicester City meets twice per term and includes all the main partners including employers, Higher Education, Connexions, colleges, secondary schools [including special schools], LSC and the LA. Its central mission is to raise standards 13-19 by developing a City-wide curriculum offer. The Partnership is serviced by a Quality and Curriculum group which has written a 13-19 Curriculum Development plan [Appendix2]. The Partnership has considered the working arrangement between member schools and colleges which is encapsulated in the Partnership Agreement [Appendix 3]. The Partnership in Leicester has a number of distinct and positive features:

- 4.4.3.1 The partnership is underpinned by the Secondary EIP which is a federation of the City secondary schools including special schools. This organisation now has strong credibility and a track record of tackling major issues. The colleges in the city have

also taken the decision to establish a Tertiary Partnership along similar lines. The two groups work closely together and have a number of joint events.

- 4.4.3.2 The Partnership has recently been successful in its Diploma Gateway 2 bid and has secured five approvals to proceed with Diplomas in Creative and Media, Engineering, Society Health and Development, Hair and Beauty and Environmental and Land Based studies. The feedback from Government Office on this bid was very positive.
- 4.4.3.3 The Partnership has also been chosen as one of only thirteen areas in the country to run a pilot project for the Foundation Learning Tier.
- 4.4.3.4 Extensive work has taken place to establish the common protocols covering the practical issues of managing a joint curriculum such as registration and supervision to ensure the safety and welfare of students.

## **5 FINANCIAL, LEGAL AND OTHER IMPLICATIONS**

### **5.1 Financial Implications**

- 5.1.1 These changes will mean a significant extension of the Council's financial responsibilities into the funding of 14-19 education at Further Education Colleges and Sixth Form Colleges.
- 5.1.2 The current funding arrangements for secondary schools may also change, with the introduction of the new national diplomas and the potential move towards a national funding formula for the education of 14-19 year olds. Arrangements will be needed for the transfer of staff and information from the LSC. There is a significant amount of work required to plan and implement the changes at local level, and the CYPS Department will need to consider how these can be resourced and ensure that the potential impacts upon the Council are fully identified.

Colin Sharpe  
Head of Finance and Efficiency, CYPS, EXT. 29 7750.

### **5.2 Legal Implications**

- 5.2.1 Legal issues will emerge more clearly after the changes to primary legislation. However, it is already apparent that the new system will require legal clarification in the areas of:

- 5.2.1.1 Staff transfer
- 5.2.1.2 Procurement of curriculum provision
- 5.2.1.3 Contracting between partner organisations.

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## 6. Other Implications

OTHER IMPLICATIONS	YES/NO	Paragraph Within Supporting information	References
Equal Opportunities	yes	There are particular EO implications in relation to: <ul style="list-style-type: none"> <li>The possible transfer of LSC staff.</li> <li>Pay and conditions across schools and Sixth Form Colleges.</li> </ul>	
Policy	yes	The LA needs to link its 14-19 strategy, with other policy areas such as community regeneration, Integrated services and BSF.	
Sustainable and Environmental	No		
Crime and Disorder	No		
Human Rights Act	No		
Elderly/People on Low Income	No		

## 7. Risk Assessment Matrix

Delete if not required and renumber paragraphs.

This only needs to be included if appropriate with regard to the Council's Risk Management Strategy

Risk	Likelihood L/M/H	Severity Impact L/M/H	Control Actions (if necessary/appropriate)
1. Failure to keep up with the challenging MOG changes timescale	M	H	<ul style="list-style-type: none"> <li>Monitor progress by receiving regular updates for the lead elected member and DMT.</li> <li>Set up the Transition group as soon as possible.</li> <li>Put planning capacity in place in the LA.</li> </ul>
2. Failure to plan in partnership with the LSC to ensure key skills and knowledge are not lost.	M	H	<ul style="list-style-type: none"> <li>Ensure that the LSC are engaged in the Transition group.</li> <li>Engage in a dialogue with current LSC staff to exemplify the LA as a future employer.</li> </ul>

**8. Background Papers – Local Government Act 1972**

Appendix 1 -Raising Expectations: enabling the system to deliver.  
Appendix 2- Leicester City 13-19 Curriculum Development Plan Draft  
Appendix 3- 13-19 Partnership Agreement.

**9. Consultations**

None undertaken

**10. Report Author**

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<b>Key Decision</b>	Yes
<b>Reason</b>	Is significant in terms of its effect on communities living or working in an area comprising more than one ward
<b>Appeared in Forward Plan</b>	Yes
<b>Executive or Council Decision</b>	Executive (Cabinet)

## **Glossary of Terms from ‘Raising Expectations, enabling the system to deliver’**

14-19 Partnership	14-19 Partnerships are partnerships formed between schools, work-based learning providers, colleges and other stakeholders to collaboratively plan and provide the full 14-19 offer.
Adult Advancement And Careers Service	This will be a new service set to be fully operational in 2010. It will give adults information and advice about skills, jobs and other matters to help them overcome barriers to success in work.
ALI	Adult Learning Inspectorate. This was a non-departmental public body responsible for inspecting the quality and education of training for adults and young people in England. In April 2007 it merged with the new OFSTED’s (Office for Standards in Education, Children’s Services and Skills) Learning & Skills Directorate.
Apprenticeship	A structured programme of training which gives an individual the opportunity to work for an employer, learn on the job and build up transferable knowledge and skills. A successful Apprentice will achieve an occupationally specific qualification alongside qualifications in basic skills and in broader vocational area.
BSF	Building Schools for the Future. The major capital programme for renewing school buildings in England.
CAA	Comprehensive Area Assessment. This will provide the first independent assessment of the prospects for local areas and the quality of life for people living there. It will put the experience of citizens, people who use services and the local taxpayers at the centre of a new local assessment framework, with a particular focus on those whose circumstances make them vulnerable. CAA will be managed by the Audit Commission with multi inspectorate involvement.
CEL	Centre for Excellence in Leadership. It works with existing and future providers to support leadership management, reform, transformation and quality to create world-class leadership in the learning and skills sector.
Connexions	The Government’s information, advice and guidance service for all 13-19 year-olds in England (also provides support up to age 25 for those with learning difficulties and/or disabilities). Transferred to local authority control from 1 April 2008.



Dedicated Schools Grant	A ring-fenced specific grant, paid to local authorities for their maintained schools.
Employment and Skills Board	Led by employers, Employment and Skills Boards are set up in local areas to encourage the involvement of local employers to decide what skills and resources are required to meet the local market needs, including what training support is needed.
ESF	The European Social Fund was set up to improve employment opportunities in the European Union (EU) and so help raise standards of living. It aims to help people fulfill their potential by giving them better skills and better job prospects. As one of the EU's Structural Funds, ESF seeks to reduce differences in prosperity across the EU and enhance economic and social cohesion.
FE College	Further Education College. This is an education establishment for post-secondary education. They offer anything from basic skills to A Levels, Higher Nationals and Foundation Degrees.
Foundation Learning Tier	This will replace and rationalise the current complex range of provision and qualifications below level 2 to create a coherent set of units and qualifications (drawn from the proposed qualifications and credit framework) that are easier for learners and employers to navigate, and are focused on skills for life and work, subject and vocational based learning and personal and social development.
Framework for Excellence	The Framework for Excellence is a comprehensive and new approach to managing performance of FE providers.
HEFCE	The Higher Education Funding Council for England is a non-departmental public body of the DIUS which is responsible for the distribution of funding to Universities and colleges of higher and further education.
IAG	Information, Advice and Guidance. This is the provision of impartial advice and guidance on learning and skills. IAG providers include the Connexions Service for young people and IAG Partnerships and learndirect advice for adults.
ILR	Individualised Learner Record is an aggregation of records about individuals' learning that is collected by UK education bodies in relation to the funding they receive from the LSC.
Jobcentre Plus	Jobcentre Plus provides an integrated service to people of working age. It offers help to people looking to move into work

and support for people who cannot. Jobcentre Plus also provides a range of services to help employers fill their vacancies quickly.

Level 2	Level 2 is an educational attainment level, which is part of the National Qualification Framework. An example of a level 2 qualification would include GCSEs or National Vocational Qualification Level 2. A full level 2 is equivalent to 5 GCSEs at grade A*-C.
Level 3	Level 3 is an educational attainment level, which is part of the National Qualification Framework. An example of a level 3 qualification would be an A Level at Grade E or above, or National Vocational Qualification Level 3.
LLDD	Learners with Learning Difficulties and/or Disabilities.
Local Employment Partnerships	Local Employment Partnerships are a new collaboration between Government and business to tackle the increasing recruitment and skills challenges of the labour market and economy.
LRS	Learner Registration Service is an internet based facility capable of providing a Unique Learner Number. This will allow people to build a lifelong record of their learning participation and achievements (their learner record), which they can access and can choose to share.
LSC	The Learning and Skills Council is a non-departmental public body responsible for planning and funding high quality education and training for post-16 learners in England, other than those in Universities.
MAA	Multi-Area Agreements. These are cross local authority boundary arrangements to bring together key players in flexible arrangements to tackle issues which are best addressed in partnership at regional or sub-regional level.
Machinery of Government	This is the term used to explain the changes to established systems of public administration.
MIAP	Managing Information Across Partners is a programme designed to allow for the streamlining of the collection, handling and sharing of information on learning and achievement for education and training organisations.
NAS	National Apprenticeships Service is a customer-facing agency, which was announced in the Apprenticeships review, aimed at putting England's apprenticeship system amongst the world's best. NAS will provide a streamlined customer-facing service

designed to meet the needs and expectations of learners, providers and employers and will have end-to-end responsibility for the entire programme.

NDPB	Non-Departmental Public Body. These are public bodies that are not an integral part of a Government department but are ultimately responsible to Parliament.
NEET	Not in Education, Employment or Training.
NES	National Employer Service offers a single interface for employers with over 5,000 employees, designed to meet all their skills needs.
OLASS	Offenders Learning and Skills Service. A service which commissions Learning and skills provision for offenders on a regional basis.
PAC	Public Accounts Committee. They examine the accounts of the sums of money granted by Parliament for public expenditure to ensure that it is being spent properly.
Provider	The provider is an institution or organization that delivers training and education in return for receiving public and/or private funds.
PSA	Public Service Agreement. This details a Government department's aims and objectives for the next three years explaining how these targets will be achieved and how performance is measured.
QIA	The Quality Improvement Agency commissions quality improvement to improve provider performance within the learning and skills sector.
RDA	Regional Development Agency. This is a non-departmental regional body that promotes economic development and regeneration. Each of the nine government regions has its own RDA.
SEN	Special Educational Needs.
SIPs	School Improvement Partners. They provide professional challenge and support to schools to assist in evaluating their performance in order to identify priorities for improvement and plan effective change.
Skills Accounts	Skills Accounts enable adults to take control of their learning by accessing funds to cover all or part of their course fees. They put purchasing power in the hands of individuals to access

learning with an accredited provider of their choice. They will help individuals develop skills for job entry and progression.

SSC	Sector Skills Councils are state-sponsored, employer-led organizations that cover specific economic sectors in the UK and have four key goals: to reduce skills gaps and shortages, to improve productivity, to boost the skills of their sector workforces and to improve skills supply.
Sub-National Review	<i>Review of sub-national economic development and regeneration July 2007.</i>
Targeted Youth Support	Coordinated delivery of action to help young people who have additional needs that cannot be met by universal services, and who are at high or growing risk of poor outcomes, such as substance misuse, offending or dropping out of education and training.
Third Sector	The third sector operates between the State and the private sector. Companies operating within the third sector generally have specific social goals.
Train to Gain	The Government's single service to support employers of all sizes and in all sectors to identify and then meet the skills needs of their employee.
Travel to Learn	This is term used to explain the distance travelled to the learning establishment by each individual learner.
UK Commission for Employment and Skills	The UK Commission for Employment and Skills will ensure that employers have a pivotal role in ensuring the UK's employment and skills system responds well to the needs of business. Their aim is to increase employment and skills rates.
ULN	Unique Learner Number that will be allocated to every person undertaking education and training. The 10 digit number will remain with them for life and will not be recycled. It is designed to ensure that no meaning can be inferred from its structure.
WBL	Work-Based Learning. Learning which takes place predominantly in the work place. It includes Government Supported Training: Advanced Apprenticeships, Apprenticeships, Entry to Employment (E2E) and NVQ training.