



DERBY CITY COUNCIL

COUNCIL CABINET
16 February 2010

Report of the Corporate Director for Children and Young People

World Class Primary Schools Programme

SUMMARY

- 1.1 At the end of Key Stage 2 (KS2), which covers the 7 to 11 age range, children take Standard Assessment Tests (SATs) which give an indication of their progress as they leave primary school education and move onto secondary school. Results at school and Local Authority (LA) level are reported annually.
- 1.2 Following the national decline in KS2 SATs in 2009 the Secretary of State for Children, Schools and Families announced a new programme aimed at improving standards in all primary schools in England, the World Class Primary Schools Programme (WCPSP).
- 1.3 KS2 results in Derby have plateaued in recent years, with some improvement in 2008 followed by decline in 2009. Derby is one of twelve LAs in England where more than 6% of primary schools have consistently failed to meet the government's KS2 floor target whereby pupils are required to attain Level 4 in both English and maths in their SATs.
- 1.4 Under the requirements of the WCPSP all LAs in England need to produce a plan for raising KS2 attainment by the end of March, but as one of the twelve identified authorities we were required to submit our plan by January 29 and to include an additional plans in respect of schools below, or at risk of being below, floor targets.
- 1.5 The plans, which are attached at Appendix 2, were submitted on 29 January in line with Department for Children, Schools and Families (DCSF) requirements. The plans will require additional capacity in terms of School Improvement Partner (SIP) days and fourth tier management of school improvement, if they are to succeed.
- 1.6 This report describes the full context of the WCPSP and sets out plans for increasing capacity at relatively low cost to the Council.

RECOMMENDATIONS

- 2.1 To approve the increase in school improvement capacity as outlined.
- 2.2 To approve the use of market supplements for recruitment and retention in key positions.

- 2.3 To retrospectively approve the plans submitted to the DCSF.

SUPPORTING INFORMATION

3.1 National Context

- 3.1.1 KS2 SATs which are taken in the last year of junior/primary school are used as an indicator of pupil and overall school performance and as such are a key National Indicator. The recently introduced floor target requires 55% of pupils to attain Level 4 in both English and maths in their SATs. Nationally, 2009 KS2 results showed a drop of 1% to 72% of pupils gaining L4 in both English and Maths and there was an increase in the number of schools below the 55% target.
- 3.1.2 In response to the national reduction in KS2 SAT results and increase in the number of schools below floor targets the Secretary of State for Children, Schools and Families announced, on 4 December 2009, a new programme of support and challenge that LAs and schools will receive for the improvement of primary schools, the WCPSP.
- 3.1.3 He wrote to every LA asking them to submit plans outlining how they will help their schools to become 'world class' primaries. Alongside the letters to all authorities, the Secretary of State has also written to Derby and eleven other LAs with the highest proportion of schools that have been below the 'floor target' for four years or more, challenging them to turn around the performance of their schools more quickly.
- 3.1.4 This new programme is set within our existing duty to ensure that there are sufficient high quality school places for all children and young people within the city.
- 3.1.5 This WCPSP is similar to the National Challenge which was introduced in 2008 for the 638 secondary schools in England which were not attaining the 'floor target' of 30% of pupils attaining 5 A*-C GCSEs including English and Maths. This has been implemented successfully in Derby although the proposed plans for improvements at Merrill College are still subject to Secretary of State approval.

3.2 Local Context

- 3.2.1 Attainment at KS2 has been a persistent area of 'challenge' for Derby over recent years. In 2009 Derby schools attained an average of 67% Level 4 and above in both English and Maths, a drop of 3% points from 2008, when there had been some significant improvements.
- 3.2.2 In 2009 14 of our 56 junior and primary schools failed to reach the 55% floor target, against 8 in 2008 and 16 in 2007; the floor target had been formally established after the 2008 SAT results. Four of our schools have been below the floor target for four years or more:
- Allenton Primary
 - Boulton Primary

- Pear Tree Junior
- Sinfin Primary

For the most part teaching in these schools is at least satisfactory, but given the low prior attainment on entry, satisfactory teaching alone is not sufficient to accelerate children's attainment to exceed floor targets. These schools, along with several others who are at risk of not exceeding floor targets, serve areas of significant social and economic disadvantage and will require a wide range of long term interventions if they are to exceed floor targets on a sustainable basis.

3.3 Requirements of the WCPSP

- 3.3.1 Plans for raising the performance of all schools and in particular those schools at the highest risk of attainment beneath floor targets in 2010 and/or 2011 were submitted to the DCSF on 29 January.

There is a range of expectations around the WCPSP, and we are expected to include appropriate interventions and support within our plans.

For example;

- Executive headships; where heads from successful schools are seconded into lower performing schools to drive improvements in leadership
- National Leaders of Education; nationally accredited high performing heads who fulfil a similar function to executive heads
- Hard federations; whereby successful schools take over the running of lower performing schools in cases where despite all our efforts schools remain below floor
- Trusts; which are formed to oversee and add resource capacity to hard federations
- Targeted use of existing National Strategies programmes particularly the Intensive Schools Programme
- Wider engagement across the Children and Young People's Department, Council and partners to address the issues that face the schools' local communities and their impact on learning
- A narrowing the gap strategy aimed at reducing the impact of social disadvantage on achievement
- Additional language support for children newly arrived to the country; this is now being introduced using an allocation from the Migration Impact Fund.

Some of these approaches are already in hand in Derby, for example we are already using 'structural options' such as federations to raise standards, but they will now need to be pursued with greater urgency.

3.4 Existing capacity for school improvement

- 3.4.1 The LA capacity for school improvement is the key to ensuring our plans can be delivered thus bringing about rapid and sustainable progress. In particular, we need experienced officers who will work alongside heads to ensure quality teaching and learning takes place in every classroom in every school.
- 3.4.2 The role of School Improvement Officers (SIO) had been, for many years, the key professional linking with schools in order to monitor and improve performance. Traditionally SIOs were recruited to work with the LA after working successfully as headteachers and their salaries were accordingly competitive.
- 3.4.3 A new role, that of School Improvement Partner (SIP), was introduced as a national scheme three years ago with an expectation that local authorities would deploy existing SIOs to this new role or recruit recently retired heads and freelance SIPs at a daily rate of £400+ per day. When the role of SIP was introduced in 2006 we started to deploy our existing SIOs as Council employed SIPs.
- 3.4.4 Over the last ten years the acceleration in headteacher salaries has outstripped the more modest increase in SIO salary such that the recruitment and retention of SIOs has been very difficult. Given the challenges of SIO recruitment and retention we have needed to appoint a significant number of external SIPs at a current rate of £425 per day (based on a market test of other East Midland LAs.) The resultant higher unit cost for SIPs has led to a reduction in overall capacity.
- 3.4.5 Over the last five years, therefore, we have moved from a position where we had five full time equivalent (FTE) SIOs working with our primary schools, to a current FTE of only four. Of this, 2.4 FTE is externally contracted across 7 freelance SIPs.
- 3.4.6 Furthermore, in recent years our capacity for improving schools has been absorbed by schools where attainment is lower and where pupil numbers are often smaller, meaning that gains in these schools can be outweighed in terms of the city's average scores by declines in larger schools; a feature of this year's results. Limitations in capacity have meant we have been unable to work more intensively with a greater number of schools; our ability to raise standards in line with the expectations of the WCPSP is reliant on additional capacity. It is not possible to shift capacity from higher performing to lower performing schools, as DCSF expect all schools to receive a minimum of five days SIP support which accounts for roughly 70% of all available SIP time.
- 3.4.7 In July 2009, the Head Of Primary Learning resigned at which point we decided to use funding from the resultant vacancy to increase the allocation of SIP days for our priority primary schools. A total of 27 higher priority schools were allocated up to twelve SIP days for the current academic year, as opposed to five in previous years. This is already having a positive impact on the quality of our intelligence about the issues facing these schools and has significantly increased the level of challenge and support to them. However, SIPs working with these schools are reporting consistently that more high quality SIP time is required to adequately bring about the required improvements in the quality of teaching and learning. Notwithstanding this realignment of capacity, we will not meet the challenging

expectations of the WCPSP programme without significant increase in school improvement capacity.

3.5 Increasing school improvement capacity and bringing about swift improvements

- 3.5.1 It is proposed that we increase the overall level of SIP days from the current 674 days per year to 892 days from September 2010. These additional days would permit the higher levels of allocation described in paragraph 3.4.7. This would be achieved through the appointment of two additional LA employed SIPs and a simultaneous 40% reduction in externally contracted SIP days.
- 3.5.2 For schools persistently below floor or at risk of being below floor in 2010 and/or 2011 we will allocate up to thirty SIP days per year; this is significantly more than the twelve day allocation currently or indeed the five day allocation in 2008-09. In essence these SIPs will act as consultant leaders, coaching the schools' senior leaders and ensuring that action planning is high quality both in terms of design and implementation.
- 3.5.3 It is proposed that we move from a largely externally contracted SIP workforce to one where the majority of our SIP capacity is provided through LA employed SIPs. This will lead to better arrangements for line management, supervision and training of SIPs which have been difficult to achieve with externally contracted SIPs.
- 3.5.4 For this to come about we need to recruit SIPs who are currently working as successful headteachers or as successful SIPs in other LAs. This will not be likely within current salary levels.
- 3.5.5 An analysis of primary school headteacher salaries in Derby shows a significant gap between the salaries of those heads that the LA would potentially recruit to work as directly employed SIPs and the current salary of LA employed SIPs. In short, the annual salary/earnings through day rates is as follows;

Starting salary of LA employed SIP	£49k
Typical salary of experienced primary head	£57k
Cost of employing external SIP for 160 days*	£68k

* being the typical number of days we would expect a salaried SIP to work directly with schools.

- 3.5.6 In order to build and sustain a team of centrally employed SIPs a market supplement of up to £8,000 per year is likely to be required for recruitment and retention. This would not only lead to longer term efficiencies, when compared to the cost of externally contracted SIPs but also allow us to manage and develop SIPs as part of our mainstream LA team rather than maintain the current more remote relationship that is inevitable with external workers.

3.6 Improved management arrangements for raising achievement

- 3.6.1 In September 2009, after the resignation of the Head of Primary Learning we combined the Head of Primary Learning and Head of Secondary Learning roles into a single Head of School Improvement role for a one year trial period on an acting basis. This was a pragmatic decision based on severe recruitment

problems which have been experienced in relation to recruitment to this post in recent years. The acting post was due to be subject to review in July 2010 but now seems likely to be firmly established in the current broader Council restructuring exercise.

- 3.6.2 High quality line-management and development of all our SIPs which ensures their optimal performance is essential for the success of the WCPSP plan. At the moment the Head of School Improvement line-manages all primary, secondary and special school SIPs – twenty SIPs covering almost a hundred schools. In order for this team to become more effective, there is a critical need to add additional 4th tier capacity ahead of the more general restructuring timeline. The introduction of four Improvement Manager posts (one new post and three remodelled existing posts) will enable appropriate SIP quality assurance and high quality management and supervision. At the same time we propose to secure additional management capacity in both primary and secondary phases and also in connection to our new duties after Learning and Skills Council transition. It is important to include the latter so that whilst ensuring proper management of that important new function, it does not distract from the school improvement imperative.

3.7 Capacity and cost summary

- 3.7.1 The following tables show how capacity would be increased through the appointment of two additional LA employed SIPs.

Current SIP capacity – to September 2010

Post	Days	Salary +on-costs (£k)	Cost total (£k)
LA employed SIPs (2 FTE)	264*	69	138
External SIPs	448	425 per day	190
Total	674		328

* We could normally expect a LA employed SIP to provide 160 SIP days per year. Currently, however, one of our SIPs spends 0.4FTE of his time working outside the LA as an inspector. This currently draws in income which is typically used to fund special projects in priority schools.

Proposed SIP capacity with enhanced 4th tier management support, costs including market supplements – from September 2010.

Post	Days	Salary + on-costs (£k)	Cost total (£k)
LA employed SIPs (4 FTE)	640	79	316
External SIPs	252	£425 per day	107
Sub-Total	892		423
New SIP Manager post		79	79
Market supplement (x5)		Up to 8	Up to 40
Total			542
Additional cost			214
CYP budget pressure			58
DCSF WCPP grant funding (to April 2011)			56
Shortfall in 2010-11 if CYPP budget pressure met			100
Shortfall after April 2011 if CYPP budget pressure not met			156

<p>For more information contact: Mick Seller, 01332 716853 Email: mick.seller@derby.gov.uk</p> <p>Background papers: None</p> <p>List of appendices: Appendix 1; Implications Appendix 2; WCPSP Plans sent to DCSF</p>

IMPLICATIONS

Financial

- 1.1 The full year effect additional cost from September 2010 will be £214k based on 2 FTE increase in SIP capacity, increased fourth tier capacity and a market supplement rate of up to £8k a year per post. Our aim is to make these posts attractive enough to mainstream on Council contracts and move away from the £425 a day consultancy day rates that we are paying for existing external SIP support.
- 1.2 The total cost of the proposal is £542,000 in a full year although £328,000 can be funded from existing budgetary provision. For a September 2010 implementation date there is a funding gap of £125,000 which can be partly met in 2010/11 by an increase in budgetary provision of £58,000 (subject to the approval of the budget report) and one off grant aid from the DCSF of £56,000 leaving a funding gap of £11,000. This funding gap increases in 2011/12 to £156,000 due to the full year effect of the proposal and the loss of the DCSF grant.

It is proposed to fund the £11,000 gap for 2010/11 and an additional £145,000 in 2011/12 as a cost pressure built into the 2010/11 to 2012/13 budget proposals, hence this report is subject to the approval of the budget report. .

Legal

- 2.1 There is a possibility that we will have to deploy our statutory school intervention powers to bring about changes in school category or school closures if floor targets are not met in 2011.
- 2.2 A failure to meet the expectations of the WCPSP could lead to DCSF intervention at LA level. The December 2009 letter from the Secretary of State pointed to the possibility of his use of statutory powers to instruct LAs to engage external school improvement services, with the risk of effectively taking school improvement out of LA control.

Personnel

- 3.1 The existing post of Primary SIO will need to be remodelled to the post of SIP; this will entail minor changes to existing job descriptions. There are currently five established Primary SIO posts in the Learning Division, three of which are vacant. The posts, both currently and in future, will be paid at Soulbury Scale points 16 to 19. The appointment of the two additional Primary SIPs does not, therefore, require an adjustment to the establishment or to the existing salary pay range.
- 3.2 There are currently two Secondary SIO posts and one 14-19 Strategy Manager posts, again paid on Soulbury Scale points 16 to 19. It is proposed to remodel these posts to create three revised posts;

- SIP Manager (secondary) to manage the range of internal and external secondary SIPs
- Achievement Manager (Cross Phase) to lead on pupil progress across the Key Stages
- Strategy Manager 14-19 who will lead on quality and provision in the 14-19 phase.

These posts will be remodelled within the existing Soulbury Scale points 16 to 19 range, so again no adjustment to the establishment or to the existing salary pay range will be necessary.

- 3.3 It is further proposed that we create a SIP Manager (Primary) who would manage the range of LA appointed and external primary SIPs. This will be a new post to be paid on Soulbury Scale points 16 to 19.
- 3.4 The four manager posts, as outlined, will be line managed by the Head of Children and Young People's Achievement.
- 3.5 It is proposed that the market supplement of up to £8,000 will be awarded for the recruitment and retention of any members of staff outlined above. The level of market supplement awarded, where applied, will be based on;
- The salary level of posts with a similar level of responsibility in schools and neighbouring local authorities
 - The level of difficulty of filling a particular post
 - The level of difficulty in keeping a particular post filled.
- The supplement will be paid as an additional cash amount over the salary range, rather than as additional incremental points on the range.
- 3.6 Cabinet approval of the WCPSP is a key decision and all personnel implications are consequential. Separate detailed reports will be drawn up in relation to all posts to ensure that standard Council personnel procedures are adhered to.

Equalities Impact

4. Improvements in results across the primary school phase will support good levels of achievement in the later stages of education and so improve the life chance of children.

Corporate Themes and Priorities

5. The proposal supports the Council priority of **supporting everyone in learning and achieving** and the associated key outcome of **improving education achievement and narrowing gaps in attainment**.

Improvement Plans submitted to DCSF
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World Class Primary Programme

Derby City LA Action Plan

Derby City LA has for several years attempted to operate a coherent strategy of differentiating support for all its maintained schools. The LA's School Support Policy was developed in consultation with stakeholders and is subject to annual review. The current review is taking place in the context of the National Challenge, the '21st century schools' White Paper, the World Class Primary Programme, recent performance of the city's schools, and the LA's revised school improvement arrangements (and in particular the development of the role of its School Improvement Partners). The review will involve consultation with stakeholders and be completed in time for implementation from September 2010.

The LA School Support Policy is designed to ensure that school performance is aligned to the degree of support and challenge provided by the LA, with all schools placed in one of four categories depending on their performance across a range of indicators. SIPs play the key role in recommending the appropriate category for each school, with categorisation being reviewed annually and occasionally more frequently.

Currently we judge the LA's 56 junior/primary schools to be in the following categories for differentiated support suggested in the Secretary of State's letter:

1. 15 schools below floor target and Ofsted Category schools
2. 18 schools needing to maximise progression
3. 14 schools with inconsistent results
4. 7 good schools
5. 2 great schools

These categories already form a close match to those used within the LA's School Support Policy.

The LA has already revised and increased its allocation of SIP days to schools in accordance with perceived needs as of July 2009. All the LA's primary schools below floor target in 2009 and/or in Ofsted categories have, since September 2009, been allocated up to 12 SIP days per academic year. Furthermore, two schools that have been recently judged to require Special Measures have each been allocated a further 20 SIP days in order to develop and implement effective plans to raise standards. All schools in this category of schools are now part of ISP. There are currently 15 schools in this category.

In addition to the schools below floor in 2009 and/or in an Ofsted category, the LA had identified a further 18 schools whose results are a particular concern. These schools have also been allocated up to seven additional SIP days this academic year. This investment is

intended to ensure that these schools will remain above floor target and move on an upward trajectory.

The LA has strong evidence that the introduction of the 'extended SIP' has already led to sharper identification of barriers to raised attainment and is leading to more focussed challenge and support. For example, extended SIPs are coaching several headteachers in the production of high-quality Raising Attainment Plans based on accurate self-evaluation and clear use of measurable success criteria. In several schools, SIPs are supporting leaders in more accurate identification of inadequate and barely satisfactory teaching and developing strategies to bring improvement. In some cases SIPs have improved senior leaders' understanding and use of data to enable raised expectations and more ambitious target-setting. In some schools SIPs are working with headteachers to develop more rigorous tracking systems. Given the latest predictions for KS2 results in 2010 a high percentage of schools that were below floor in 2009 are expected to be above floor in 2010.

In the light of published 2010 KS2 results, Ofsted judgements, the 21st Century Schools White Paper, tracking of pupil progress and the dialogues between SIPs and schools the LA will further review its SIP allocations for 2010-11 to reflect the five strands of differentiated support. Furthermore, in order to meet the diagnosed needs of each school, the LA will further review its use of the Improving Schools Programme (ISP) support, consider the use of National Leaders in Education (NLEs) and, where a structural solution is deemed necessary, use its statutory powers to promote further federations, amalgamations and trusts.

From September 2010 the LA intends to introduce a sliding scale of SIP allocations in line with the 21st Century Schools White Paper. Indeed the LA proposes to go further than the 20 day allocation suggested for schools facing the greatest challenge. In 2010-11 thirty SIP days will be allocated to our schools judged at greatest risk of remaining below the floor target or of falling below it. Given that the aim of the World Class Primary Programme is to provide appropriate support to all schools, many other schools will be allocated more than the current five SIP days per year.

For schools whose results have not generated the same level of concern but where improved rates of pupil progress and increased consistency are required, the LA is working with its SIPs to improve the quality of challenge and support within the standard allocation of SIP time. Continuing professional development (CPD) for SIPs has been focussed sharply on improving KS2 results across all schools, and the development of the World Class Primary Programme will add further impetus to this approach. Furthermore, the LA has shown willingness to de-select SIPs it judges ineffective and this strategy will continue. In future the LA intends to employ a higher proportion of full-time SIPs who are based locally and available on a more regular basis for quality assurance and CPD activities.

Derby LA has a disappointingly small proportion of schools meeting the good and great criteria contained within the Secretary of State's letter. However, there is much good practice across the city and the LA has begun to develop Primary Education Improvement Partnerships (PEIPs). These PEIPs will see groups of schools cutting across the performance categories being encouraged to collaborate to improve outcomes for pupils and develop leadership capacity. PEIPs will be operating from late Spring 2010 and it is expected that all primary schools will be involved. The core purpose of the PEIPs will be to raise achievement and narrow gaps. The PEIPs will have clear terms of reference to contribute to the LA's success criteria outlined in Part Three of this plan.

Success Criteria

- The LA commits to having no primary schools below the 55% L4+ combined floor target by 2011.
- Overall Key Stage 2 outcomes will have improved so that the LA compares well with its Ofsted statistical neighbours (that is, in the top five of that group of LAs) and narrows the gap between city performance and national standards.
- That the number of schools deemed to be at risk of falling below the floor target is reduced to zero by 2011.
- That by September 2011 there are no primary schools in Ofsted categories and there is an increasing proportion of schools judged to be good or outstanding.

Interim Milestones:

- April 2010 tracking data indicates improved performance of below floor schools
- July 2010: schools achieve their predicted results
- July 2010: the number of schools below floor target is reduced to three
- September 2010: schools' Raising Attainment Plans are reviewed by SIPs and headteachers in the light of 2010 results
- January 2011: the predicted results for 2011 will be used to trigger any necessary use of the LA's use of statutory powers so that structural interventions are in place for September 2011.

Internal structures and process

- The LA will increase the amount of School Improvement Partner (SIP) challenge and support provided to its schools.
- The current temporary single Head of School Improvement (HOSI) role will be made permanent.
- Council leadership has given our response to the World Class Primary Programme high priority. Despite the Council's overall budget challenges the Council Leader, Cabinet Member for Children and Young People and Chief Executive have supported the proposal to increase investment in the Council's school improvement capacity. Capacity for SIP management – including quality assurance and continuing professional development – will be far greater than at present, with the introduction of three fourth tier 'School Improvement Manager' posts, two of which will have roles relating to primary school SIPs. One of these posts will be filled by 1

April 2010 so that Primary SIP management capacity is increased as soon as possible. All other posts will be appointed by June 2010.

- Extended SIPs will hold half-termly Pupil Progress Meetings in order to track each school's progress towards targets.
- The HOSI will meet at least once a month with SIP Managers to monitor all schools' and SIPs' performance.
- The HOSI will meet once a month with the National Strategies Senior School Improvement Adviser in Monitoring Board Review meetings. Every two months key LA SIPs will attend these meetings.
- The HOSI and SIP Managers will meet at least once a month with SIPs of high priority schools to monitor progress by examining tracking data from schools' Pupil Progress Meetings. For each school, decisions will be made whether the school is on track to be above floor. In the academic year 2010-11 this tracking will determine whether the use of the LA's statutory powers will be triggered.
- The Service Director for Learning (second tier officer) will liaise on a weekly basis with the HOSI to monitor the progress of the LA Action Plan.
- The Council Chief Executive and Strategic Director for Children and Young People will receive monthly reports from the Service Director on progress towards targets and milestones.
- Towards the end of each term the Strategic Director for Children and Young People will meet with the Service Director for Learning and the HOSI to evaluate impact of the LA's Action Plan.