



Notice of meeting of

Executive Members for Childrens Services and Advisory Panel

To: Councillor Keith Aspden, Youth & Social Inclusion
(Executive Member)
Councillor Carol Runciman, Childrens Services
(Executive Member)
Councillor James Alexander (Chair)
Councillor Jenny Brooks (Vice-Chair)
Councillor Paul Firth
Councillor Julie Gunnell
Councillor David Merrett
Councillor Andy D'Agorne

Co-opted Statutory Members:

Dr David Sellick
Mr John Bailey

Co-opted Non-Statutory Members:

Ms Fiona Barclay
Mrs Ann Burn
Mrs Jona Ellis
Ms Barbara Reagan
Mr Mike Thomas
Mr Mike Galloway

Date: Thursday, 19 July 2007

Time: 6.00 pm

Venue: Guildhall

AGENDA

Notice to Members - Calling In:

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

10:00am on Wednesday 18th July 2007, if an item is called in *before* a decision is taken, *or*

4:00pm on Monday 23rd July 2007, if an item is called in *after* a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

1. Declarations of Interest (Pages 1 - 4)

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

2. Minutes (Pages 5 - 14)

To approve and sign the minutes of the meeting held on Tuesday 12th June 2007.

3. Public Participation

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Panel's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Wednesday 18th July 2007 at 5pm.

4. Exclusion of Press and Public

To consider excluding the public and press from the meeting during consideration of annex 2 (School Meals: Increase in Prices) to agenda item 7 on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed

as exempt under Paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972, as amended by the Local Government (Access to information) (Variation) Order 2006.

5. Raising Expectation Green Paper (Pages 15 - 46)

This report summarises the Department for Education and Skills (DfES) Green Paper on 'Raising Expectations: Staying in Education and Training Post 16' which was published in April 2007. Although it is for information only, the report provides essential background information for members to advise on decisions about the future pattern of Post 16 provision in the city.

6. School Admissions September 2008 (Pages 47 - 54)

This report seeks the approval of the Executive Members in respect of the proposed individual school maximum admission limits for the academic year beginning in September 2008.

7. School Meals: Increase in prices (Pages 55 - 68)

This report describes the financial position regarding the school meal service provided by North Yorkshire County Council (NYCC). The report seeks the views of the Executive Members regarding options to address the significant loss that is being incurred on this contract.

8. Options for the Selection of a Children and Young People's Champion (Pages 69 - 74)

This report reviews the process used in 2006 to select a Champion for Children and Young People and asks the Executive Member to determine the arrangements for the coming year.

9. Any other business which the Chair considers urgent under the Local Government Act 1972

Democracy Officer:

Name – Tracy Wallis

Telephone No. – 01904 552062

E-mail – tracy.wallis@york.gov.uk

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

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- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

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Further information about what's being discussed at this meeting

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

Access Arrangements

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Every effort will also be made to make information available in another language, either by providing translated information or an interpreter providing sufficient advance notice is given. Telephone York (01904) 551550 for this service.

যদি যথেষ্ট আগে থেকে জানানো হয় তাহলে অন্য কোন ভাষাতে তথ্য জানানোর জন্য সব ধরনের চেষ্টা করা হবে, এর জন্য দরকার হলে তথ্য অনুবাদ করে দেয়া হবে অথবা একজন দোভাষী সরবরাহ করা হবে। টেলিফোন নম্বর (01904) 613161.

Yeteri kadar önceden haber verilmesi koşuluyla, bilgilerin tercümesini hazırlamak ya da bir tercüman bulmak için mümkün olan herşey yapılacaktır. Tel. (01904) 613161.

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کسی بھی دوسری زبان میں معلومات کی دستیابی ترجمہ شدہ معلومات، ترجمان کی شکل میں یقینی بنانے کے لئے ہر ممکن کوشش کی جائے گی، بشرطیکہ اس کے لئے پہلے سے سنا سب اطلاع کی جائے۔ ٹیلی فون (01904) 613161

Holding the Executive to Account

The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
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**MEETING OF THE EXECUTIVE MEMBER FOR EDUCATION &
CHILDREN'S SERVICES AND ADVISORY PANEL**

Agenda item I: Declarations of interest.

The following Members and Co-optees declared a general personal interest in the items on the agenda:

Councillor Runciman – Governor of Joseph Rowntree School and Trustee of the Theatre Royal.

Councillor Aspden – Governor of Knavesmire Primary School. Member of the National Union of Teachers (NUT). Teacher at Norton College, Malton, North Yorkshire.

Councillor D'Agorne – Governor of Fishergate School, Employee of York College Student Services.

Councillor Firth – Governor of Wigginton Primary School and wife is a member of the National Association of Head Teachers (NAHT)

Councillor Gunnell – has a child at Millthorpe School

Councillor Merrett – has a child at St Paul's Primary School

Councillor Brooks – is a member of the Association of Teachers and Lecturers and she is a lecturer at City College Manchester

Co-opted statutory members

Dr D Sellick – Governor of Derwent Infant & Junior School

Mr J Bailey – Governor of Huntington School

Co-opted non-statutory members

Ms F Barclay – Teacher at All Saints School and ATL Branch Secretary for City of York.

Mrs J Ellis – Governor of Burton Green Primary School and Governor of Canon Lee School.

Mrs A Burn – Headteacher and Governor of Yearsley Grove Primary School. Secretary of the York branch of the NAHT

Ms B Reagan is a teacher at Joseph Rowntree School, SENCO and Secretary of the York Association of the National Union of Teachers.

Mr M Thomas is the secretary of the York Association of NASUWT.

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City of York Council

Minutes

| | |
|-----------|---|
| MEETING | EXECUTIVE MEMBERS FOR CHILDRENS SERVICES AND ADVISORY PANEL |
| DATE | 12 JUNE 2007 |
| PRESENT | COUNCILLORS RUNCIMAN (EXECUTIVE MEMBER), ASPDEN, FIRTH, ALEXANDER (CHAIR), GUNNELL, MERRETT, BROOKS (VICE-CHAIR), D'AGORNE, MS F BARCLAY (CO-OPTED NON-STATUTORY MEMBER), MRS J ELLIS (CO-OPTED NON-STATUTORY MEMBER) AND MS B REAGAN (CO-OPTED NON-STATUTORY MEMBER) |
| | <u>NON STATUTORY CO-OPTED MEMBERS</u> |
| | MS F BARCLAY, MRS J ELLIS, MS B REAGAN |
| APOLOGIES | MRS A BURN, MR THOMAS, MR GALLOWAY, DR D SELICK AND MR J BAILEY |

1. **Declarations of Interest**

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda. The following general personal non-prejudicial interests were declared.

| | |
|----------------------|---|
| Councillor Runciman: | Governor of Joseph Rowntree School Trustee of the Theatre Royal |
| Councillor Aspden: | Governor of Knavesmire Primary School Member of National Union of Teachers (NUT) Teacher at Norton College, Malton, North Yorkshire |
| Councillor Firth: | Governor of Wigginton Primary School His wife is a member of National Association of Head Teachers (NAHT) |
| Councillor Gunnell: | Has a son at Millthorpe School |
| Councillor Merrett: | Has a daughter at St Paul's Primary School |
| Councillor D'Agorne: | Governor of Fishergate School & York College employee |

| | |
|--------------------|--|
| Councillor Brooks: | Member of Association of Teachers and Lecturers Lecturer at City College, Manchester |
| Mr J Bailey: | Governor of Huntington School |
| Dr D Sellick: | Governor of Derwent Infant & Junior School |
| Ms F Barclay: | Teacher at All Saints School and ATL Branch Secretary for City of York |
| Mrs J Ellis: | Governor of Burton Green Primary School Governor of Canon Lee School |
| Mrs A Burn: | Headteacher & Governor of Yearsley Grove School Secretary of the York branch of the NAHT |
| Ms B Reagan: | Teacher at Joseph Rowntree School SENCO Secretary of York Association of the National Union of Teachers |
| Mr M Thomas: | Secretary of York Association of National Association of Schoolmasters and Women Teachers (NASUWT) |

The following interest were also declared:

Councillor Merrett declared a personal non-prejudicial interest in Agenda Item 6 (Service Plan Year End Monitoring Report) as his daughter attended St Paul's Primary School and participated in ethnic minority group associations supported by the City of York Council. He also declared a personal non-prejudicial interest in Agenda Item 8 (New Self-Financing Programmes for Adult and Community Education) as he attended a Tai Chi class that was provided by the City of York Council.

2. Minutes

RESOLVED: That the minutes of the last meeting held on 14th March 2007 be approved and signed as a correct record.

3. Public Participation

It was reported that there had been no registrations to speak under the Council's Public Participation scheme.

4. Proposed Sale of Land at Entrance to Burton Green Primary School, Clifton

Members considered a report which sought approval for the 370m² site shown by the black verge (“the School Land”) on the plan at Annex 1 be declared surplus to the school’s needs and sold, with the initial proceeds to be allocated to Burton Green school.

The decision was referred to the Executive Member and Advisory Panel (EMAP) because the recommendation is that the first part of the proceeds of sale are allocated to Burton Green School and this is a departure from the policy to apply the proceeds of sales to fund the approved capital programme.

Members asked if the windows of any new building would overlook the school and the Officer said that the design had been limited to two and a half storeys.

Members then considered the following options:

Option A: Sell the School Land – to take advantage of the sale of the Family Centre site to sell the School Land verged black on the plan at Annex 1 in order to raise money for outdoor activity provision at Burton Green School.

Option B. Retain the School Land – to retain the land as part of the school curtilage.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That the School Land verged black on the plan at Annex 1 be declared surplus to the needs of Burton Green School and be sold on the open market by informal tender in conjunction with the site of the former Clifton Family Centre, adjoining, and that the proceeds of the sale of the School land be allocated in the first instance to the Director of Learning, Culture and Children’s Services to implement the provision of outdoor activity equipment at the School at an approximate cost of £25 - £30,000, with any surplus being applied to the approved General Fund capital programme.

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To take advantage of the sale of adjoining land for the benefit of the School and General Fund Capital Programme.

5. Local Authority School Governor Appointments

Members considered a report that provided information about the current position with regard to vacancies for Local Authority seats on governing bodies, listed current nominations for those vacancies, as detailed in Annex 1, and requested the appointment, or re-appointment, of the listed nominees.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That the Local Authority Governors be appointed or re-appointed to fill vacant seats as proposed in Annex One.

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To fill vacant seats of Governing bodies.

6. Service Plan Year End Monitoring Report

Members considered a report that analysed performance by reference to the service plan, the budget and the performance indicators for all of the services funded through the Children's Services budget.

Officers clarified that the key points were set out in paragraphs 7 and 8 of the report. There had been a net underspend of £450,000.00 which was split as follows:-

| | |
|----------------------------|---------|
| Dedicated Schools Grant | - £598k |
| General Fund (Council Tax) | + £142k |

Members agreed that Officers had a very good set of Performance Indicator achievements but commented on the presentation of the report, in particular on the use of acronyms without any explanation of their meaning. They saw this as being user-unfriendly for members of the public.

Some Members requested more information about the Youth Offending Team's (YOT) Performance Indicators and Officers agreed to bring these to the next meeting of Executive Member for Children's Services and Advisory Panel meeting.

Members asked if there was a plan in operation regarding improvements at Tang Hall School and Officers said that there was and they were very please with the progress.

Members discussed the delivery of the 'Music Manifesto' and said that there was a real commitment by the department to give every child in the City the opportunity to learn a musical instrument. Officers said that a third

of the schools in the City had signed up to the scheme and they were hoping that at least half the schools would eventually participate.

Members discussed the statistics on Access and Inclusion and noted that the effectiveness of the Council's support for combating discrimination and racism had improved. The Council's effectiveness at meeting the needs of pupils from minority ethnic groups, refugee families and traveller communities was worse than last year but there had been an increase in people arriving from Eastern European countries thus increasing the pressure on available resources. It was noted that younger children needed support to 'fit in' whereas older children were more in need of language tuition.

Members commented on the production of a CD of resources for schools to support beginners in Key Stages 1&2, and employment of teaching assistants to help meet needs of increased numbers of international new arrivals. They asked whether the CD was audio or video and Officers confirmed that it was video and specifically aimed at working with new arrivals and their families.

Members asked for clarification regarding the percentage of long term placement stability and the percentage of care leavers with at least one qualification; they asked whether the qualification figures related to both academic and vocational qualifications.

The Officer said that the Performance Indicator for long term placement stability was new and was concerned with how many children had been in care for two and a half years or more and been in the same placement for at least a year. He then said that every school had a dedicated teacher for looked after pupils and there were many resources for them. Each child had a personal education plan in place but there were still huge challenges in this area and Performance Indicators regarding them could be quite volatile.

Members asked if the Support Officer for Headteachers' work/life balance was an appointment for one year only and Officers clarified it was but could be ongoing.

Members asked Officers how they had obtained the data regarding how many fruit and vegetables Year 7 and 8 pupils consumed and they replied that it had come from an extension of the bullying survey and was children self-reporting.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That the performance of services within the directorate funded through the Children's Services budget be noted and the draft revenue outturn for 2006/07 be approved.

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: In order to ensure appropriate performance management arrangements are in place across the department.

7. 2006/07 Capital Outturn Report

Members considered a report which:

- informed them of the final out-turn position of the 2006/07 Capital Programme
- advised them of changes to existing schemes to allow the more effective management and monitoring of the future Capital Programme
- informed them of any new externally funded schemes and sought approval for their addition to the 2007/08 to 2009/10 Education Capital Programme
- informed them of any financial slippage to or from future financial years.

Officers updated that York High School had now been granted planning permission. There was also an additional scheme, not mentioned in the report, at Joseph Rowntree School where the (Department for Education and Skills) DfES had provided extra funding for a science scheme.

Members raised concerns about the delays in building and the shortfall in budget at Huntington school. Officers said that they had negotiated with the Governors at the school and had now got a guarantee in writing that they would contribute £800k. The school had already raised £200k and the Parish Council had given £50k. There was also an ongoing insurance claim regarding an element of the design.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That the capital programme outturn for 2006/07 highlighted in this report and summarised in Annex A be noted.
- (ii) That the slippage to and from financial years be approved to allow the effective monitoring of the schemes.
- (iii) That the virements between schemes be approved as detailed in the report and shown in Annex A.
- (iv) That the revised capital programme as shown in Annex A be agreed, subject to the approval of the Executive.

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To enable the effective monitoring of the capital programme.

8. New Learning for Life Programme

Members considered a report that sought approval for the setting up of new self-financing programmes within Adult and Community Education in order to maintain and develop learning for personal development.

The Officer said that York was not unique in embarking on a new Self-Financing Programme (SFP) and that there had been a significant squeeze on funding. York was committed to increasing the Skills for Life Programme and maintaining a broad study programme and it was important to see the SFP within this context. There had been a steady decline in persons using the adult education and community programme over a number of years and the Officer said that they wanted to try and regain some of the vibrancy that had been lost over the years.

Members raised concerns that it would not be possible to continue providing concessions to those people who were on means-tested benefits. Officers said that it would apply mainly to leisure based courses such as Pilates, Yoga, Badminton and Tai Chi. Members felt that it was important to continue offering concessions for all courses. Officers said that it was a question of where the funding came from for the concessions and the new SFP courses would be marketed in a different way with a minimum level of paperwork, easy method payments, quick sign up and minimum levels of evaluation. If concessions are offered for a course then that course is seen as being in the public funding arena and must therefore be assessed by an inspector. This would no longer be necessary if some of the courses offered were part of the SFP.

Members said that recreational/leisure courses were often the first step back into education for people and the SFP could be detrimental to attracting them to enrol. They felt that there should be some form of hardship fund available if the SFP were to be approved. There would still be a large range of programmes where concessions would be available. Officers commented that the largest use of concessions was for further education courses and qualifications rather than for leisure/recreational based courses.

Members felt that the Council was supposed to be providing the Adult and Community Education programme to all persons and not just a select few and if a hardship fund were to be introduced that it be well advertised.

Members then considered the following options:

Option A. to develop a self-funded Personal and Community Development Learning programme

Option B. to make a phased withdrawal from Personal and Community Development Learning

Option C. to continue with the current mixed arrangements

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That the establishment of new self-financing programmes be approved
- (ii) That the variation of the Adult and Community Education fee policy to enable fees to be set on a per class basis according to the cost of each of the classes be approved and the removal of free places for those learners in receipt of a means tested benefit be approved.
- (iii) That the setting up of a hardship fund be agreed in principal and the details be delegated to officers (to remain within the budget of this report) and that a report be brought back in one year.

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To maintain and develop learning for personal development.

9. Adult and Community Education Ofsted Inspection - Action Plan

Members considered a report that provided information about the recent inspection of the council's post-16 adult and community learning and work-based learning provision and approved the post-inspection action plan, as agreed with the body responsible for funding this provision, the Learning and Skills Council (LSC).

Members said that they were happy with the outcome of the inspection and congratulated Officers on the results set out in the report.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That the inspection report is noted.
- (ii) That the action plan be approved.
- (iii) That the implications of managing different aspects of the same LSC contract across different directorates within the Council be noted.

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To approve the Post Inspection Action plan.

10. Children's Centre Progress Report

Members considered a report that informed them of the progress to date on the development of the eight Children's Centres in York under Phase 2 of the national programme.

Officers invited Members to attend a separate session that would include a presentation on the Children's Centre Programme. Members welcomed and accepted this offer. Members also thought it would be useful to visit one of the centres to give them a clearer picture and to talk to one of the Locality Managers and Head Teachers. The Officer agreed to organise this for the Autumn term.

Members asked the Officer to clarify the leadership of the Children's Centres. The Officer said that the three Locality Children's Centre Managers would provide leadership, and that the delivery of the core offer of services would require that they also co-ordinate the contributions of a wide range of partner agencies, including local primary schools.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That the contents of this progress report be noted with a further progress report in 6-9 months time.

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To ensure that Members are informed about the establishment children's centres in the City.

11. Term Dates 2008/09

Members considered a report that sought their approval for term dates and holidays for the school year 2008/2009

Advice of the Advisory Panel

That the Executive Member be advised:

- That the pattern of school terms and holidays for 2008/09, proposed in Annex B be approved.

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To ensure that dates for school terms and holidays are set according to statutory requirements.

Cllr C Runciman
Executive Member for Children's Services

Cllr K Aspden
Executive Member for Youth and Social Inclusion

Cllr J Alexander
Chair of Advisory Panel
The meeting started at 6.10 pm and finished at 8.25 pm.



Meeting of the Executive Member for Children's Services and Advisory Panel

19 July 2007

Report of the Director of Learning, Culture and Children's Services

Department for Education & Skills (DfES) Green Paper: Raising Expectations

Summary

1. This report summarises the DfES Green Paper on 'Raising Expectations: Staying in Education and Training Post 16' which was published in April 2007. Although it is for information only, the report provides essential background information for members to advise on decisions about the future pattern of Post 16 provision in the city.

Background

2. The Green Paper 'Raising Expectations: Staying in Education and Training Post 16' was published in April 2007. It was reported in the press as a proposal to raise the school leaving age to 18 by 2015. Whilst this was not wholly inaccurate, it did not fully do justice to the proposals. The summary attached at Annex A is from the Green Paper itself. It proposes that:
 - All young people should participate in education and training until their 18th birthday...
 - at school, in a college, in Work Based Learning (WBL) or through accredited training provided by an employer...
 - working towards accredited qualifications...
 - attending full time (at least 16 hrs per week) if not in employment...
 - and part time (about a day per week) if employed for at least 20 hours per week.
3. A timetable for these changes is proposed which looks 8 years ahead, not least because action to achieve the key targets is required sooner rather than later:
 - Foundation Learning Tier introduced from 2010
 - All specialised diplomas available everywhere by 2013

- Participation age raised to 17 by 2013 (current Year 5)
 - Participation age raised to 18 by 2015
4. The Green Paper also recommends that 'Local authorities will need to use their own projections of year groups sizes and modelling of choices young people are likely to make to plan provision in their own area.'

Consultation

5. In order to start the process of modelling the likely pattern of demand and supply in the city, the authority prepared its own consultation document, which is attached at Annex B. This asked a number of key questions, the answers to which would help in forecasting numbers.
6. Responses to the consultation are summarised at Annex C which also makes a number of recommendations as follows:
- Within the current group of young people who are Not in Education, Employment or Training (termed NEET, this group includes about 5% or roughly 85 young people in any one cohort), there is a significant group of young people who are only likely to be reached by provision of the kind described in the *Stepping Stones* proposal. This should be made available in those areas of the city where the concentration of NEETs is highest (Tang Hall, Westfield and, perhaps, Clifton). The city should learn from the success of provision at Entry level/level 1 in a non-school setting both in York and elsewhere.
 - Of the NEET group, a proportion (between 20% and 50%) may be attracted to more conventional provision (at Level 1 and Level 2) that is provided either in a school or a college setting as at present, though there is a need for the offer to be much more clearly marketed.
 - There is unlikely to be a huge increase in demand for or supply of apprenticeship opportunities, and the city should plan for only a modest increase. However, this is a particularly attractive option for improving retention and efforts should be made to engage employers to make provision for young people who, at 17, might have considerable ability but are unlikely to remain in conventional (classroom-based) education and training.
 - Specialised diplomas at Level 2 and 3 are likely to prove popular for anything up to 40% (between, say, 400 and 800) of those young people currently in Education and Training. However, there is a real danger of creating an over supply of places unless provision for each diploma line is concentrated on a limited number of centres, each of which are able to make high quality provision and establish viable groups. A start should be made by looking at how institutions which already offer Level 3 contribute to the entitlement already.

- Demand for the International Baccalaureate (IB), at least for the foreseeable future, is likely to be relatively modest (say 5% of the cohort or a maximum of 85 young people), not least because there is a real risk of failure for a significant number of young people associated with such a broadly based qualification.
7. These findings were reported to a recent meeting of the 14 – 19 strategy group and it was agreed that the consultation should be seen as the beginning rather than the end of a dialogue about the nature of provision that is needed in the city and, indeed, further responses have been received since this report was compiled.
 8. A summary of further work on the Connexions data is also attached at Annex D.

Options

9. No immediate decisions are required as a consequence of this report.

Analysis

10. An analysis of the implications of the Green Paper for York is included in the body of this report.

Corporate Priorities

11. This report addresses the corporate priority to ‘increase people’s knowledge and skills to improve future employment prospects’.

Implications

12. This report is for information only and there are no implications for the following:
 - **Financial**
 - **Human Resources (HR)**
 - **Equalities**
 - **Legal)**
 - **Crime and Disorder**
 - **Information Technology (IT)**
 - **Property**
 - **Other**

Risk Management

13. Early action to address the issues in 'Raising Expectations' will allow the authority to ensure that appropriate provision is in place to reduce the NEET population.

Recommendations

14. Members are recommended to:

- 1) Note the Green Paper and the response of the Local Authority

Reason: To inform future decisions about the provision of opportunities for 16 – 19 year olds in the city.

Contact Details

Author:
Patrick Scott
Director, LCCS
554200

Chief Officer Responsible for the report:
Patrick Scott
Director of Learning, Culture and Children's Services

Report Approved **Date** 2 July 2007

Specialist Implications Officer(s) None

Wards Affected: *List wards or tick box to indicate all*

All Y

For further information please contact the author of the report

Annexes

- Annex A: Summary of 'Raising Expectations: staying on in Education and Training Post 16'
Annex B: Local consultation document on 'Raising Expectations'
Annex C: Summary of responses to local consultation document.
Annex D: Data on Post 16 Choices 2006.

Annex A: Raising Expectations: Staying in Education and Training Post 16

1 Executive Summary

- 1.1 The future of our society depends on the education we provide to our young people. We need to make sure that all young people start adult life with the skills, qualities and attributes they will need to make a success of their lives. Never before has it been as important as it is today for every young person to achieve a good level of skill – for young people themselves, for the economy and for society. As the Leitch Review makes clear, there will be many fewer jobs in future for those who lack such skills.
- 1.2 It is no longer a sensible option for a young person to leave education for good at 16 in order to seek work. The great majority of young people already do stay on beyond 16 and there is a risk that it will only be the more vulnerable and lower-achieving who drop out at 16. Yet they are precisely the group who have the greatest need to stay on – so that they can achieve useful skills which will prepare them for life. The time has come to consider whether society is letting these young people down by allowing them to leave education and training for good at 16, knowing that they are not adequately prepared for life.

The benefits of requiring participation

- 1.3 There are very significant benefits to young people from staying in education or training until at least the age of 18. They are much more likely to improve their qualifications and skills. This will be valuable to them financially because they will be more likely to be employed and to get jobs paying higher salaries. For example, on average a young person getting five or more good GCSEs earns more than £100,000 more over their lifetime than one who leaves learning with qualifications below level 2. There are also much broader benefits: they are more likely to be healthy and to have good social skills.
- 1.4 More young people staying on will also bring broader economic and social benefits. The Leitch Review shows just how important improving workers' skills is to the economy, as businesses face an increasingly competitive international environment. Increasing post-16 participation is a crucial part of increasing the skill levels of the workforce. And young people who remain in education or training are less likely to commit crime or behave anti-socially.
- 1.5 We already have a challenging aspiration to get to 90% participation in education or training among 17 year olds by 2015, and we are confident of reaching this. However, even 90% participation will not put us among the best performing countries in the Organisation for Economic Cooperation and Development (OECD).
- 1.6 Getting beyond 90% requires a new and different approach. We must galvanise the whole education and training system to engage every young person up to the age of 16, preparing them to stay on, and to make available the right provision post-16 to keep them engaged and motivated to achieve. Raising the compulsory participation age could do this.

A new requirement to participate

- 1.7 We are clear that introducing compulsory participation for 16 and 17 year olds should not mean forcing them to stay in school or the classroom; we should recognise all forms of valuable learning, including work-based learning. And we are clear that participation is not enough in itself. The learning young people are doing must be valuable as a preparation for life, which means working towards recognised qualifications which are widely understood and provide a good basis for progression in further learning and to work.
- 1.8 The central proposal we want to consult on is that:
- all young people should participate in education or training until their 18th birthday;
 - participation could be at school, in a college, in work-based learning, or in accredited training provided by an employer;
 - in order to count as participating, young people would be required to work towards accredited qualifications; and
 - participation should be full time for young people not in employment for a significant part of the week, and part time for those working more than 20 hours a week.
- 1.9 We propose first to introduce a requirement to participate until age 17, then later to require participation until 18. We judge that the best moment to raise the participation age to 17 would be 2013. This is the first year in which we will have in place a national entitlement to the new qualifications we plan to introduce. It would mean that the extended requirement would first apply to pupils who start Year 7 in September 2008 – creating a clear expectation of continued participation for those young people right from the start of their secondary schooling. These proposals would apply to all 16 and 17 year olds resident in England.
- 1.10 In order to do this we need to make sure that four key things are in place:
- a suitable route for every young person, which engages them and enables them to progress and achieve;
- the right support for every young person to help them to make the right choice for them and enable them to access provision;
 - good engagement from employers to offer young people valuable training opportunities; and
 - a means of making sure that everyone does participate and benefit in practice.
- 1.11 We believe that all of these things can be done, so that the participation age can be raised in a way that genuinely benefits everyone and makes sure that we no longer have young people who leave education and training before they have prepared themselves for life.

A suitable route for every young person

- 1.12 A key requirement is to make sure that every young person is able to undertake a programme of learning that is engaging and valuable. This must mean that for every young person, there is an appropriate type of course available, whether theoretical, applied or occupationally specific, and that it is at an appropriate level of difficulty. We will make sure that this full range is available everywhere, and that each option can lead to further learning at a higher level and on to employment.
- 1.13 The first five new Diplomas will be available for teaching from 2008, and all 14 will be available everywhere at all levels from 2013. They will offer a mix of practical and theoretical study for those young people who prefer a more applied approach, and who want to gain an understanding of a particular employment sector. And for those who want to begin working and gain a qualification that will help them to advance quickly in a specific occupation, we will expand the number of Apprenticeships available.
- 1.14 The Foundation Learning Tier, which will be introduced from 2010, will bring a more coherent approach to qualifications and training below level 2, helping young people who are on these courses to progress.
- 1.15 Of course, young people will still be able to study for GCSEs and A Levels. We are also increasing access to the International Baccalaureate.
- 1.16 We will make sure that there are sufficient places on each of these routes to satisfy demand, so that every young person will be able to find an option that appeals to them. As part of this, we will make sure that we train new members of the workforce and build the additional facilities that will be needed.

Enabling all young people to participate

- 1.17 Making sure that there is a course available that will suit a young person is obviously essential. Equally important is to make sure that they receive the necessary guidance and support so that they can take up an option that suits them, stay in it and achieve well.
- 1.18 We will make sure that young people understand what they can choose to study and what impact different choices might have on their future, so that they are able to make an informed choice. This will include helping young people to experience the range of options open to them before they make a choice, to raise aspirations, widen horizons and increase understanding of what is available. The new standards for advice and guidance services being published in April this year will play an important part in this.
- 1.19 We will also ensure that no young person is prevented by financial constraints from participating. We propose to build upon Education Maintenance Allowances (EMAs) to ensure that those from low income backgrounds get the financial support they need, and also strengthen the link between financial support and progression, to provide an incentive to behave well and attain more. Alongside this, we will seek to ensure that all those currently eligible for benefits continue to get support.

- 1.20 We recognise that some young people will need extra guidance and support. As set out in the Youth Matters Green Paper, we will seek to create a system which provides integrated support services to every young person, and which helps young people who have particular barriers to participation to engage in learning, through the targeted youth support arrangements now being introduced.

Employers playing their part

- 1.21 Young people will still be able to work, as long as they are also engaged in education or training. We recognise that some young people want to start earning and that they can gain valuable knowledge and skills from employment. But we believe it is important for them to continue learning and achieving too. It will primarily be their responsibility to make sure that they do, but employers can also play an important role in helping to make sure that their 16 and 17 year old employees continue to learn.
- 1.22 Government currently pays for accredited training and will continue to support employers to get their training accredited where it meets requirements. We understand that not all employers, particularly those in small businesses, will be able to develop their own training schemes so we will continue to support employers to find training opportunities for their employees through Train to Gain.
- 1.23 Employers who do not want to provide or arrange training for their employees would be required to release young people from work to undertake training. This release would need to be for sufficient time for their employee to work towards an accredited qualification (around a day a week). We will consider how best to incentivise young people who wish to work to get into education or training first, and will consult with employers on their role in this.

Making sure that young people participate

- 1.24 Of course, we want young people to participate in education or training voluntarily. We will make sure the right provision is available and young people are offered the right support. But if this duty is to have the impact we want we will need to be clear that it can be enforced if necessary, as a very last resort.
- 1.25 A high quality, accurate registration system will enable local authorities and their guidance service providers to know what all young people in their area are doing and find out if they drop out. There will be a duty on providers to notify the system as soon as a young person drops out so that they can be re-engaged as soon as possible.
- 1.26 This will mean that when a young person drops out and the training provider has not been able to prevent this or re-engage them, the guidance service will get in touch with them immediately to help them to find an alternative place and resolve any issues there may be. If the young person still does not engage they would be given a final chance to fulfil their duty voluntarily.
- 1.27 If they still do not participate at this stage, we propose that the young person would be issued with an Attendance Order specifying the provision they must

attend, where and when. This would be a civil, not a criminal, process. Only on breach of this Attendance Order would there be a question of sanctions, through either a civil or a criminal process. We anticipate that it would be very unusual for things to get this far – and we will make sure that there is sufficient local flexibility to make sure that it would not happen inappropriately.

1.28 We believe that the successful implementation of these proposals could make a profound difference to the levels of education and skill in the population, to the benefit of young people and the nation as a whole. We want to encourage a wide debate about the proposals and to consult widely across England with all interested parties, to make sure that we have heard, understood and found ways to address all the issues.

1.29 This Green Paper relates to England only.

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Annex B: Local consultation paper

Raising Expectations: A Whole Authority Response.

1. Introduction

This consultation paper is a direct response to the publication by the government of *Raising Expectations: staying in education and training post 16*, the Green Paper proposing that the participation age for young people should be raised to 17 by 2013 and to 18 by 2015. The Green Paper envisages incremental progress towards these targets during the intervening years, which is why action is needed more urgently than might otherwise be imagined.

Raising Expectations recommends that 'local authorities will need to use their own projections of year groups sizes and modelling of choices young people are likely to make to plan provision in their own area'. The intention of this paper is to identify the scale of the challenge facing York and to make some initial projections about how demand is likely to change over time and what kind of provision will be needed to meet these changing demands. By implication, it presents a challenge to the current 14 – 19 Strategy developed by the Lifelong Learning Partnership, and offers an opportunity to review and up-date policy.

The paper seeks to describe the annual cohort of young people leaving school at 16, and to provide an estimate of the numbers likely to fall into any of the sub categories that are used to analyse need. It should be stressed that these are merely projections, and that part of the intention in producing a paper of this kind is to invite challenge as the best way of arriving at a shared understanding of the problem.

2. The Data

There are a number of significant problems in describing the nature of the cohort, most of which arise from the differences between the various data sets currently in use.

It is not difficult to estimate the total numbers of young people leaving Year 11 (Annex 1). This shows a year on year decline from a peak in September 2007. A crude analysis of this would suggest that, even with a participation rate of 100% and allowing for increased Year 13 retention, sufficient capacity exists within the system if September 2006 is used as the benchmark for the supply of places in Education and Training. Although this benchmark provides a convenient measure, it almost certainly underestimates capacity because it does not take account of the effect of declining numbers in 11 - 18 schools which is making space available that could be used for Post 16 provision.

However, the challenge for the authority lies not so much in managing the total capacity as in finding appropriate provision to meet changing need. This

requires a more sophisticated analysis of the data to identify the characteristics of different groups of young people.

Action Point: It is recommended that Connexions, the LSC and the Local Authority liaise with each other to develop a single, more detailed analysis of future trends in Post 16 provision, based on the assumptions outlined in this paper.

Three key target groups are identified in this paper to set the terms for the debate. These are young people:

- Not in Education, Employment and Training (NEET).
- In employment with and without training (including apprenticeships at level 2 and level 3).
- In Education and Training.

The data currently available does not make it easy to be clear about the nature and size of each of these groups.

It is proposed that the NEET group should be taken to include all those young people likely to be within the new DfES definition of NEETs (i.e. including those that are in the voluntary sector and those not currently in contact with the authorities). For the purposes of the analysis it will be helpful if these sub categories are separately identified within the general umbrella of NEETs.

In the Connexions data, the group of young people, described as being 'in employment' includes some who receive no training, some who receive training which is not accredited and some who receive accredited training. Again, it is helpful if these sub categories can be identified within the general category of those in employment.

The third category used in the Green Paper ('in Education and Training') is split between 'in school' and 'in FE'. It would be helpful if the distinction was also made between the number following level 2 courses and the number following at least one option at level 3, perhaps by creating a matrix with the type of institution on one axis and the level of work on the other.

In projecting numbers, the MIS group is requested to model numbers in Y12, and in Y13, separately and together, making an informed estimate of the numbers that are dropping out of Education and Training altogether at age 17 (i.e. before Year 13). For the purposes of this paper, the assumption is being made that retention rates in York are similar to the rest of the country and that whilst some of the 'drop out rate' can be attributed to course changes, there is and will continue to be an impact on the number of young people who are NEET.

Finally, it is assumed that whilst there are young people who are NEET in every area of the city, they are concentrated in particular in Acomb, Clifton and Tang Hall. An analysis by area will help to establish whether this is, in fact, the case.

3. Target Group 1: Not in Employment, Education and Training (NEET)

Currently, the number of NEETs in York is relatively low by comparison with national figures. A full year cohort is about 2,000 (declining to 1,700 over the next few years). In most years roughly 100, or 5% of the cohort, are likely to become NEET immediately on leaving school. The broader definition of NEET that the DfES is proposing to introduce will probably raise this to about 160 or 8%.

In order to understand the full nature of the challenge that we face, this figure needs to be doubled in order to take account of Y13 (17 – 18 year olds) and then increased to take account of the numbers that drop out of education and training altogether before they are 18. It is likely that, on current figures, the total number of young people in this category will be somewhere between 350 and 400. Demographic decline means that the figure will drop by 10% – 15% over the next 7 years to roughly 300 – 350.

What we know about the characteristics of this group is that whilst some are simply drifting, a great many of them have significant personal problems in their lives. Young people are significantly more likely to be NEET if they:

1. have learning difficulties or disabilities (LDD)
2. come from the Traveller community
3. are leaving care
4. are teenage mothers
5. have already been permanently excluded from mainstream education

A considerable proportion of these young people will be under supervision by the Youth Offending Team and been disengaged from education and training pre 16. The YOT is responsible for about 100 16 – 17 year olds of whom only about 30% are in Education and Training.

Because about 50 pupils are permanently excluded from mainstream education every year, a significant number (well over 100) of these young people will have been through the PRU or Rathbone.

Many of them will have multiple problems and appear in more than one of the categories identified above. Other characteristics of the group are that they are more likely to be homeless, to have a history of substance misuse, to have significant mental problems, and to come from severely dysfunctional home backgrounds.

Many of these young people have been at the margins of the education system during their time in school and it is not easy to describe the kind of Post 16 provision that is likely to be more successful in re-engaging them once they have passed the statutory school leaving age.

Although some of these young people will be able to transfer into employment with training or into full time level 2 courses in school or college, a significant number (perhaps the majority) are likely to need provision that is much more tightly structured, supervised and supported. This kind of provision is unlikely

to be on employer's premises but will have to be significantly different from most of what is currently available as education or training. Perhaps the closest model that we have at the moment is the provision that will be made at the Skills Centre from September 2007 for 14 – 16 years olds.

It is likely to have the following key characteristics:

- Even though courses may need to be constructed around quite specific vocational areas and lead to accredited qualifications, the focus for the learning outcomes will have to be on generic skills and allow planned transfer to a variety of different courses at 17+;
- It will need to be highly personalised both for the individual and for small groups;
- It will almost certainly need to make available a mix and match of qualifications of different kinds from entry level to level 2;
- It will need to be flexible, both in the sense that it will need to be responsive to the needs and demands of the young people themselves and in the sense that it may not be helpful for it to be made within a big educational institution. There may well be a strong case for outreach provision in community centres, youth centres, and training premises that do not have a necessary connection with education;
- It may need to be locally available.

A version of such a curriculum offer is attached at Annex 2.

Consultation:

Question 1:

What proportion of the NEET group are likely to access each of the different kinds of provision identified above:

- Employment with training
- School or College based level 2 courses
- A new kind of outreach provision

Question 2:

What are the characteristics of the LDD group and what kind of provision do they need?

4. Target Group 2: In employment with and without training.

This is currently a relatively small group of young people. Indeed, the figures suggest that those in employment without training is in single figures. As a category, however, this group of young people presents a number of challenges.

It is probable that the actual provision being made for some of those currently labelled as in employment with training may need to change significantly in

order to make sure that the training is formally accredited in one or other of the variety of ways that is proposed in the Green Paper.

It is also important to take views about the extent to which young people are more likely to be attracted into apprenticeships if the system is overhauled. This is not easy to judge. Apprenticeships are popular with young people, but it can be difficult to persuade employers to participate. There is an absence of frameworks in some key areas and some employers feel that young people do not have a sufficiently high level of skills when they enrol to benefit from the opportunities that are available. Before there is a general willingness to expand the number of apprenticeships that are available at all levels, attention may need to be given to the provision of pre-apprenticeship programmes of study.

Consultation:

Question 1:

Is there likely to be an increase in the number of young people seeking employment with training either through apprenticeships or through other routes? If so, what might be the scale of the increasing demand (% of cohort and/or numbers)?

Question 2:

What work needs to be done with employers locally to ensure that accredited training is available and what are the implications of this for current providers of Education and Training?

5. Target Group 3: In Education and Training.

Although a small number of young people in the city are following entry level and level 1 courses provided by the colleges, the great majority can be divided between those following level 2 courses and those following level 3 courses. Each of these two groups has different needs and presents different challenges. The main challenge facing the city in making provision for those currently in Education and Training is about retention rather than recruitment and whether the Post 16 element of the 14 – 19 offer in the city makes the right courses available in the right way to meet the (sometimes conflicting) needs of learners and employers.

Little hard data is available about what is happening to 17 year olds. Although the StAR suggested that there was a retention problem, this was based on national not local information. We need to know more, for example, about what proportion of the cohort change to a different course, and what proportion become NEET.

In the absence of more specific data, forecasts in this paper about future demand are based on the following assumptions:

- The current Post 16 offer at level 2 made by York College makes available a wide range of choices and is well planned. Nonetheless, there are gaps in the city wide offer and a significant number of young people are not making choices that lead to successful outcomes.
- Whilst current provision at level 3 is better suited to the needs of the great majority of students, an unacceptably large number of young people fail to complete two year courses at level 3, sometimes because they have made inappropriate choices in the first instance.

Insofar as the full range of provision for those wishing to pursue traditional academic routes is already available in the city, it follows that changes in provision for this group of young people are more likely to involve greater access to vocational or applied learning. The issue for the city is to estimate the scale of the changes that might be needed and to adjust provision accordingly.

This analysis suggests that there is likely to be an increase in demand for:

- More apprenticeships at Level 2 and at Level 3,
- The full range of specialised diplomas at level 2 and level 3.
- Better progression routes, within Post 16 provision, from level 2 to level 3.

Consultation:

Question 1:

How can we best describe the likely increase in demand for specialised or applied learning (% cohort/numbers)? What proportion of the cohort might wish to become apprentices if the provision is available? What proportion of the cohort is likely to study specialised diplomas?

Question 2:

How and where should specialised diplomas be provided post 16? What should be available locally and what should be available on a citywide basis?

Question 3:

What should be the role of 11 – 18 schools? Should they specialise in academic routes? Should they make more vocational provision themselves? Should they (and 11 – 16 schools) host more vocational provision that is made by the College as outreach provision?

Question 4:

What is the demand likely to be for the IB?

6. Next Steps.

Currently the city is in danger of conducting this debate by reference to the needs of institutions not the young people themselves and seeking to provide answers before it has properly understood the problem. A period of reflection is needed to stand back and analyse the position in the light of the Green Paper and a proper statistical analysis, based on the needs of all young people in the city.

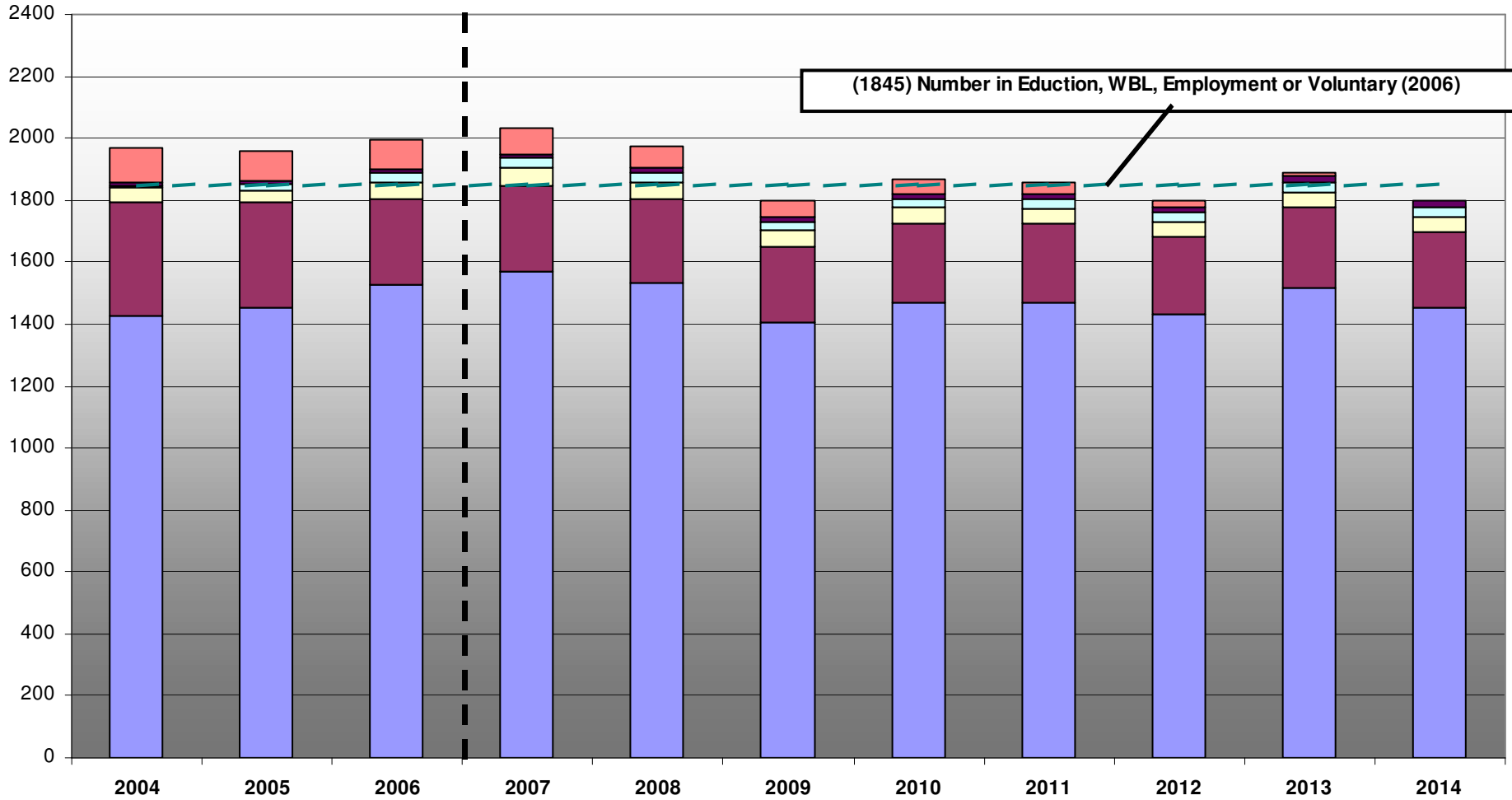
Where the questions seek to establish how many young people might choose to follow a particular route, it would be helpful if responses could estimate a % or a number. This will make it possible to model potential demand and provide the groundwork for an informed debate about the kind of provision that might be required in future.

Responses to this consultation paper are requested by Friday 25 May, to be sent to Patrick Scott at Mill House, North Street, York, YO1 6JD.

Author: Patrick Scott, on behalf of the Resources and Strategy Group of the Lifelong Learning Partnership.

Version 3 (24.04.07).

Annex 1: Forecast of Post 16 Cohort to 2014



Annex 2.

Addressing the key issues for 14-19 learners identified in the Strategic Area Review for the City of York

Background

The LSC Strategic Area Review for the City of York (March 2005) identified the following key issues for 14-19 activities in York:

- Addressing low attainment and improving progression rates at post-16 generally and particularly in parts of the City where they are currently unacceptably low; and
- Increasing the breadth of curriculum offer available, especially vocational options at 14 and 16 for all learners, in an accessible way across the City.

Current Activity

- Very wide range of courses available to 16 year olds from pre-Entry Level to Level 3 across all sectors, except land-based and across the categories of academic, occupational and vocational (including apprentices)
- A range of opportunities for 14-16 year olds at the College (e.g. Young Apprentices, Introductory Diploma)
- Support for vocational curriculum in schools: both pre-16 e.g. support for applied GCSEs (through Increased Flexibility Partnership) and post-16 (e.g. assessment of NVQ in the workplace for learners on placements)

How can these activities be developed further?

1. Support the vocational curriculum at Danesgate Skills Centre – specific arrangements currently being finalised for September 2007 start for delivery by College.
2. Expand the range of vocational opportunities at 14 (e.g. recent success in Young Apprentice bids for Sport and Hospitality, as well as continuing Business and Engineering).
3. Develop “Stepping Stone” Foundation programme to engage potential NEETs at their original school by providing a supportive year long programme from school to further education or training. The Annex provides more detail.
4. Identify 16-18 year olds who are following courses intended for 19+. If they are in employment they could follow an apprentice or NVQ

programme (e.g. a number of young learners have been put forward for Train to Gain NVQ support which is only available to 19+; core funding can provide the same assess-train-assess model as Train to Gain). If they are taking adult evening classes, explore with them how the College can support the learner to gain full Level 2 or Level 3.

5. Develop the provision further for SLDD learners to give greater choice to meet individual needs. A bid for Pathfinder funds has been submitted to the LSC to support this development.

Stepping Stone Foundation Programme - Proposal

Proposal

To develop a Foundation Course to run 2007-08 for a small group of Year 11 leavers who the school have identified as likely to become NEET if no such provision were available. The course might also provide a safety net for those who do move on to full-time courses at College or into training with an employer and who then drop out part way through the first year.

Target Group

Learners who should achieve some E – G GCSE Grades, but who lack aspiration to move on to anything at 16.

What will the course comprise?

A full week's programme based at the school from September, but including external College and work experience opportunities from the start and moving towards summer term predominance of external activities.

The curriculum will be focused around Entry Level and Level 1 Vocational units from qualifications such as:

BTEC Introductory Diploma (e.g. Art, Sport, IT)
City & Guilds Preparation for Working Life
Open College Network

The full programme will include:

- Integration of adult literacy and numeracy
- An ICT top-up course to those already achieved by the learners
- Customer Service skills
- Challenges such as outdoor adventure
- Opportunities to develop leadership skills
- Community involvement such as volunteering
- Work placements on a regular basis

The outcomes sought are:

- Development of employability skills
- Increase in confidence
- Initiative
- Maturity
- Greater clarity about future direction

Practical arrangements

Funding

The learners would be enrolled to York College and York College will draw down LSC funding. The LSC need early involvement in understanding the development of this programme and an agreement to fund the expected activities. Registration will be through York College.

Staffing

Co-ordinated by the school, but drawing on staff from both College and school as appropriate for the activities.

Quality Assurance

Needs to meet the College Quality Assurance processes. The College will be responsible for internal verification, external verification. Agreement will be needed on the systems to be used for Observation of Teaching and Learning, learner feedback, etc.

Evaluation

Establish this as a pilot project for which resource is sought for a year long evaluation of the programme.

Annex C: Response to consultation on 'Raising Expectations'.

1. Introduction

The Local Authority received 10 responses to this consultation and although the number was fairly small, the range of organisations submitting a response was very broad (2 schools, York College, Social Care services, PCT, Police, the YOT, York Training Centre, Learning Support Services and Adult services). This does not make summary easy, and it is acknowledged that what follows does not fully do justice to all of the points being made in the individual responses, many of which were detailed and thought provoking.

The pressure to develop a strategy requires that the attempt is made to categorise young people into groups with broadly similar needs, and, insofar as they were not seriously challenged, the categories in the consultation paper are reasonably robust and provide a useful tool for statistical analysis. Nonetheless, the composition of the 16 – 18 year old population is much more complex than these simple categories allow and some of the responses arrive at different conclusions partly because they interpret the categories in different ways. It is no surprise that the least convincing part of the original Green Paper is the attempt to define the characteristics of particular groups of young people. Locally, it has not proved easy to reconcile different data sets to provide a reliable picture of the cohort and this exercise, by itself, is unlikely to provide a definitive answer to some of the key questions about, for example, the NEET population or the choices being made by young people at 17.

A number of general points were made that must inform the way in which the strategy is developed in York over the coming months and years. These were that:

- Consultation with young people themselves is critical if we are to develop a clear picture of how they are likely to respond to opportunities that are not yet available. It is proposed that a comprehensive survey is undertaken, perhaps seeking funding from Connexions and the LSC as well as the Local Authority, of the current Y10 or Y9 cohort;
- Parents/Carers and young people themselves find it difficult to understand and make choices, particularly between different kinds of provision at Foundation level and Level 1. There is an important message here for the Advice and Guidance services currently provided through Connexions;
- A small but highly visible number of young people are currently falling through the net and providing what is described by one respondent as 'outrage' in the city 'at the level of anti-social behaviour'. This is a major priority for the local authority;
- Action to address the problem of young people who are NEET has to start much earlier than 14 – 19, and be firmly rooted in the nature of the provision made at Key Stage 3 so that 'the years 7-9 are not simply a waiting game for pupils with a vocational bent'.

All the responses recognised that there is potential conflict between, on the one hand, the availability of choice and the economies of scale that can be provided by a single provider serving the city as a whole and, on the other, the accessibility of provision that is made locally by people who are known and trusted by young people. This was the central dilemma that the StAR sought to address, and it must be acknowledged that any solution will be, to a greater or lesser extent, a compromise between these two positions.

2. Target Group 1: Not in Employment, Education and Training (NEET)

Responses to this question revealed significant differences in understanding about the nature of the NEET group. There was general agreement that, as the response from Archbishop Holgate's Schools put it, 'few NEETs are, by definition ready for mainstream employment with training'. York College, which was the only respondent brave enough to hazard a projection of the provision most likely to engage NEETs estimated that only 20% of the current NEET group would be likely to access 'employment with training'.

There was a consensus that, as York High described it 'many of these young people have difficult histories, can be extremely challenging and have other complicated issues'. There is a surprisingly high level of agreement that, for many of the current NEET group, what is needed is something like the 'Stepping Stones' approach delivered in localities. York College estimated that this might be appropriate for something like 60% of the NEET group. At the other end of the spectrum is the response from Archbishop Holgate's school which comments that 'many, perhaps most NEETs could be reached in traditional settings through appropriately flexible courses with relevant curricula and committed, supportive staff'.

Responses from organisations that are particularly attuned to the needs of the most challenging young people in the city provide some important evidence about what is likely to engage them. The PCT focused particularly on the group of teenage parents, commenting that 'this group are particularly vulnerable and remain a priority within health services including public health nursing services and midwifery. Links with Connexions are good in some areas but more work could be done'. The YOT comments that there is 'likely to be a low response from young people to things that 'look like' education or training as our YOT kids have experienced barriers to and are often disengaged from education. They want work and money in their pockets and often don't see the long term benefits of engaging with further education or training. Young people who have been permanently excluded are a problem as they have limited support. Support is the key'. The 11+ group from Children and Families services make the case for 'changing learning styles, being more hands on and visual, having classrooms set up like work spaces and 'trying to prevent the transition at Year 11'.

The current providers also have a clear view. York Training Centre offers 'strong support for a new kind of outreach provision especially for the NEET/harder to reach more socially isolated learners'. York College comments that 'College based programmes are most likely to be successful if based on an Individual Learning Plan which starts from a very detailed diagnostic assessment and then develops specific skills and interests. The College currently offers an 'Entry Award' programme to about 40 young people a year who have some classes together and infill on a range of other courses. Outreach may be needed to attract people into education or training in a creative and innovative way which the young person does not associate with previous failure'. York Training Centre comments that 'there is a need for sheltered employment opportunities and strong mentor support for both young person and employer. The e2e programme currently offers pre-apprenticeship support.'

This all suggests that a more radical and different kind of provision is needed. However, this is not a universal view. The YOT manager comments that 'I am not sure that we should rule schools out as the base for more occupationally based provision despite the fact that many youngsters and their parents have poor experiences there. We should think about what we want schools to become rather than what they have been'. Archbishop Holgate's School comments that 'for schools

the challenges are developing an appropriately flexible, appropriately pitched course which is genuinely motivating, engaging and supportive; and ensuring there is a sufficient cohort of pupils for provision to be viable. The way ahead here seems to us to be collaboration between schools, and the closest possible partnership, to ensure that those transferring from other institutions have a structured and extensive programme of transition with emphases similar to those built up in the very best practice in the City for Key Stage 2 to Key Stage 3 transition, with this programme built in to ensure the smoothest possible start.'

There would seem to be a consensus that although the NEET group is small, it embraces quite a wide range of different needs:

- Some, but by no means all, of the NEET group need carefully tailored provision available close to where they live and if this is not provided there will be a significant gap in the offer made by the city.
- Another group of young people who are currently NEET would access more traditional provision if it were more easily available and more clearly signposted than at present. This could be made on school sites and might, or might not, be made by schools themselves.

Within the NEET group, there is a sub set of young people with Learning Difficulties and Disabilities (LDD) who have a very distinct and different group of needs. The consultation sought to establish more about the needs of this group and again, the responses were largely shaped by different understandings about what is meant by LDD. There is a significant difference between the needs of those who are currently in special schools with either SLD or PMLD, to those currently in mainstream education albeit with a statement of SEN.

Responses from those organisations dealing with severe disabilities included the PCT which commented that 'the LDD group are a particularly vulnerable group – The time when many leave education (16-19) often coincides with the time many are moving from the overview of a paediatrician to adult services where they may see a number of specialists but may have no single overview. One 'champion' or named individual at a time of many changes could effectively support the individual through the changes and into effective employment and training'. York Training Centre argued for 'accessible flexible supported provision leading to sheltered/supportive employment opportunities. A third response made the point that the 'biggest problem for those with autism or aspergers who need a personalised and therefore expensive level one package as currently delivered by York College. The key is that they learn to be sociable'.

Most responses addressed the issue of the lack of provision at entry level and level 1 for young people with lower levels of need, identifying a lack of progression in the current offer. York College commented that '25% students at the college currently supported by LSC additional learning support. At the College about 25% of all 16-18 year olds are supported by LSC Additional Learning Support in one way or another across the full range and level of courses offered'.

It is recommended that a more detailed study is undertaken of the needs of young people with statements who will be leaving school at the end of the 2008 and the 2009 school year.

3. Target Group 2: In Employment, with and without Training.

The questions in this section sought to establish whether there was likely to be an increase in demand for provision of this kind and, if so, what work might be needed with employers to expand opportunities.

There was a surprising difference of view in the responses, which leaves the fundamental question unanswered, though it does suggest a pragmatic way forward.

The conventional view, advanced in the Green Paper, was most eloquently expressed by York College which commented that ‘the Green Paper gives insufficient attention to Apprenticeship opportunities and does not link up well with the recommendations of the Leitch Review to increase the number of Apprenticeships over the next few years. Apprentices who are employees are gaining both accredited qualifications (many to the same level as a full-time 16-18 year old learner), the skills development needed and the maturity which comes with the responsibility of employment. York College recommends that the Raising Expectations strategy should include a major drive to increase the number of apprenticeship opportunities with local employers’. This was supported by the comment that ‘this (apprenticeship) is usually the preferred destination of someone who drops out of education and training. The experience helps them to take stock and mature before trying a different programme. It is also encouraged by parents. It is the only opportunity that is available at any time of year’ and it is ‘likely to be an important route as many young people are ready for the responsibilities and challenges of employment at 16. They also want to get away from the constraints and controls of school.’

However, an alternative, and balancing view was put that ‘the vast majority of young people want to continue some form of study/training. Our feeling is that, if the new Diplomas are pitched correctly, pupils will find these a good springboard for skills development from which they can then move into employment or further education... Apprenticeships are one pathway following completion of Level 1 or Level 2 on a Diploma course. Clearly the apprenticeship route is a very specialised one, suitable for a select number of pupils. Unless learners have been able to accrue experience outside a school context, it is only likely to be genuinely successful if those individuals are able, to engage with employers and experience the work based environment at first hand’. This view is supported by York Training Centre which makes a similar case based on the belief that young people will prefer vocational routes if they are available and of sufficiently high quality.

Almost all of the respondents point to the considerable challenge that is likely to be presented by a decision to expand apprenticeship opportunities and engage more employers in training of this kind. Responses from a number of organisations cite the cost, the lack of capacity (particularly in SMEs) and the lack of incentives for employers, particularly to make provision for the most disengaged young people in the city.

The force of these arguments is sufficient to suggest that considerable caution should be expressed about seeing a major expansion of employment with training as making a significant contribution to the supply of appropriate placements for young people at 16, though it may be that, for 17 and 18 year olds, there is a strong case to be made.

4. Target Group 3: In Education and Training.

There is broad agreement that almost all of the young people in the city that have the qualifications to start Level 3 courses do so, and that there is unlikely to be any growth in overall demand. The implication of this is that the decline in the size of the cohort is likely to be matched by an increase in the number achieving the minimum qualification needed to start a course at Level 3. Any growth is likely to be at Level 2, and this is likely to be in vocational applied learning.

There is a generally held view that specialised diplomas are likely to prove attractive for quite a wide range of young people which include some of those who are currently NEET, those who are currently following inappropriate courses at Level 2 and those who want something different at level 3. The YOT does not just speak for 16 year old level 2 learners when it comments that 'specialised diplomas are likely to benefit some of our under 16 kids who, for whatever reason, struggle with academic/classroom learning but would engage more successfully with more vocational styles of learning'.

The key issue is about where and how these courses should be made available. On one side of the fence are those that argue for a tightly managed system for the authority as a whole that seeks to achieve a close match between demand and supply. This includes:

- York College which argues that 'all the Level 3 Diplomas seen so far incorporate some very specialised elements. In order to provide choice of options economically it is unlikely that there will be sufficient interest for more than one centre for each Diploma. Specialised resources and staff are also needed. Therefore it is highly likely that the Colleges will be best-placed to provide the bulk of post-16 Level 3 Diplomas. Specialisation at level 3 will probably mean only 1 course at one centre. The critical mass to provide the full range of choices is unlikely to be reached if more than one centre offers the provision at both level 2 and level 3'.
- York Training Centre which comments that 'post-16 specialised diplomas provision (should be) delivered by citywide providers, possibly linked to specialisms or existing LSC contracts'.
- The YOT which makes it into a matter of principle, 'There is an issue with young people in the City not wanting to travel to other parts of town i.e. Tang hall kids reluctant to go to Westfield. This needs to be overcome as a cultural change'.

An alternative case is put by Archbishop Holgate's School which argues that roughly 40% of the cohort might eventually decide to follow a vocational route. They analyse the provision that is needed in some detail: 'If 40% of pupils may be expected to study the Diploma, the expansion of the College to deliver all lines of learning might be unrealistic, and would create a division between those who remained in a school setting to study a traditional academic curriculum, and those who decided to opt for an applied curriculum available only on the edge of the city. Some Diplomas, Land Based and Environment being an obvious one, have such specific requirements for facilities, etc, that it makes pragmatic sense for there to be only one specialist provider serving the whole city. In the case of some other Diploma lines, Hair and Beauty for example, the city may wish to take the view that one, or at most very few, centres would be sufficient to meet the city's needs and that over-provision in this area would be unhelpful. Some Diplomas will inevitably attract very low numbers: if the Public Services Diploma, for example, turns out to be focused on the uniformed forces, demand may be so low that limited supply will be sufficient. As a general principle, however, there seems to us to be good merit in the proposal by the 14-19

Planning Group that each cluster should be accountable for ensuring that all lines of learning are available either locally or on citywide basis. Local delivery within each cluster will then depend on sufficient numbers to be viable, and appropriate expertise and facilities. Diplomas which may be expected to fall into this category are many, including most or all of the 2008 and 2010 groups and smaller numbers of the 2009 group. We are conscious that provision across the City in this way may mean there is some duplication between York College and schools. The key to this seems to us to be for York College to be linked with each of the clusters. If we are serious about raising the esteem of applied learning it seems essential that traditional academic learning and applied learning are available on a comparable basis in each part of the city'.

The final question asks about the scale of demand that is likely to be generated by increasing the availability of the International Baccalaureate (IB). This is clearly a question which most respondents find very difficult to answer. All those that ventured a response acknowledged that the IB requires a certain critical mass to be viable. York College suggests that 'a minimum of 35 young people is needed to provide the choices across the different specialist areas'. Archbishop Holgate's School essentially concedes the same point in commenting that 'the IB is most attractive when there are choices within each of the main 'domains'.

York College explains the need for a substantial cohort. 'The International Baccalaureate will appeal to able all-rounders. The need for good ability in Modern Foreign Languages may be a limiting factor given the changes to Key Stage 4 requirements although a college in Lancashire has chosen to offer Spanish ab initio to overcome this problem'.

The College estimates that it is unlikely that more than 50 to 70 young people per year across the City would opt for the International Baccalaureate. Archbishop Holgate's makes the point that it all depends upon how it is marketed and that if it is positively presented 'our judgement is that there is likely to be sufficient demand for the IB for it to be run in a small number of centres in the foreseeable future'. The school proposes a model for the delivery of the IB which is collaborative on a number of different sites.

5. Summary and recommendations.

Within the current NEET group (about 5% or roughly 85 young people in any one cohort), there is a significant group of young people who are only likely to be reached by provision of the kind described in the *Stepping Stones* proposal. This should be made available in those areas of the city where the concentration of NEETs is highest (Tang Hall, Westfield and, perhaps, Clifton). The city should learn from the success of provision at Entry level/level 1 in a non school setting both in York and elsewhere.

Of the NEET group, a proportion (between 20% and 50%) may be attracted to more conventional provision (at Level 1 and Level 2) that is provided either in a school or a college setting as at present, though there is a need for the offer to be much more clearly marketed.

There is unlikely to be a huge increase in demand for or supply of apprenticeship opportunities, and the city should plan for only a modest increase. However, this is a particularly attractive option for improving retention and efforts should be made to engage employers to make provision for young people who, at 17, might have

considerable ability but are unlikely to remain in conventional (classroom-based) education and training.

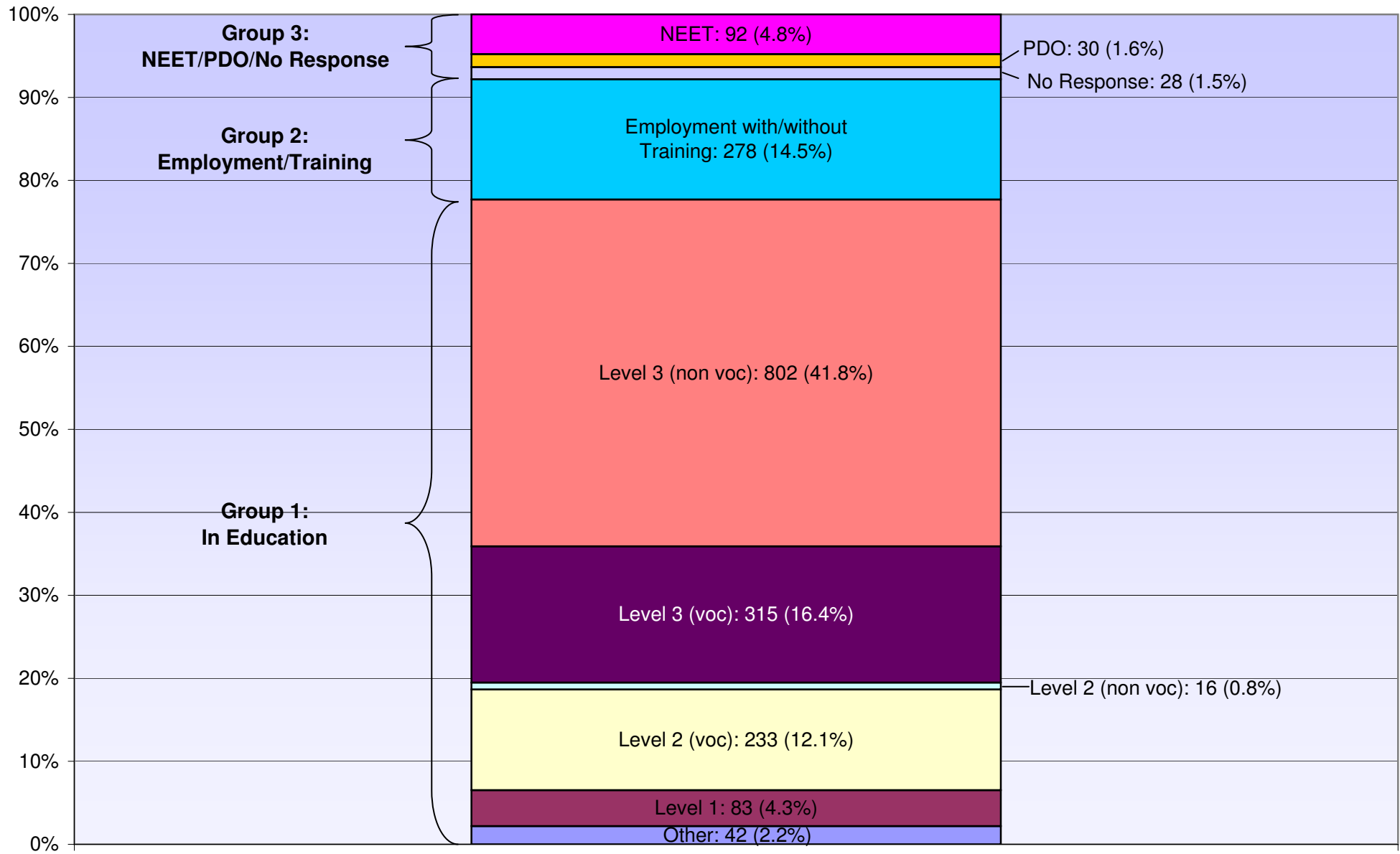
Specialised diplomas at Level 2 and 3 are likely to prove popular for anything up to 40% (between, say, 400 and 800) of those young people currently in Education and Training. However, there is a real danger of creating an over supply of places unless provision for each diploma line is concentrated on a limited number of centres, each of which are able to make high quality provision and establish viable groups. A start should be made by looking at how institutions which already offer Level 3 contribute to the entitlement already.

Demand for the IB, at least for the foreseeable future, is likely to be relatively modest (say 5% of the cohort or a maximum of 85 young people), not least because there is a real risk of failure for a significant number of young people associated with such a broadly based qualification.

Patrick Scott
Director of *Learning, Culture and Children's Services*.

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Destinations of young people aged 16 in York (November 2006)



Source: November 2006 xml return, Connexions York and North Yorkshire

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Meeting of Executive Members and Children's Services 19 July 2007
Advisory Panel

Report of the Director of Learning, Culture and Children's Services

**Admission Limits for Primary and Secondary Schools in York from
September 2008**

Purpose of Report

1. To seek the approval of the Executive Members in respect of the proposed individual school maximum admission limits for the academic year beginning in September 2008.

Background

2. Admission limits are important because they relate to the maximum number of children who are able to enter schools (reception in Primary and Infant schools, Year 3 in Junior schools, and Years 7 and 12 in Secondary schools).
3. It is the duty of the admissions authority to carry out a consultation each year on admission limits and arrangements. In the case of maintained schools, the admission authority is the Local Authority (LA), whilst in Voluntary Aided schools it is the governing body of the school in question.
4. In their role as admissions authorities, LAs must also consult other LAs with whom they share a border. For City of York LA, these are East Riding of Yorkshire Council and North Yorkshire County Council.
5. The new School Admissions Code of Practice, which came into force 27 February 2007, requires that consultation takes place and final determination of admission limits and arrangements should be made by 15 April 2007 for the academic year beginning in September 2008.
6. Due to the timetable of meetings and cancellation of the May Executive Member and Advisory Panel (EMAP) meeting due to the local elections, it was not possible to report within the statutory time limit. Therefore, officers proceeded to advertise the admission limits as required by regulation. A copy of the notice, published on 2 May 2007, is included as Annex A. The Executive Members are, therefore, asked to approve retrospectively the admission limits agreed by the Local Admissions Forum (LAF).

Consultation with other Local Authorities

7. Both East Riding of Yorkshire and North Yorkshire LAs were consulted and had no comments to make on City of York's proposed admission limits.

Consultation with Schools and the Local Admissions Forum (LAF)

8. The LA undertook an informal round of consultation in the autumn term 2006 in order to enter into early discussions about any proposed changes to admission limits. In the spring term of 2007, schools were formally consulted on admission limits and arrangements for admissions in September 2008.
9. The responses of schools were reported to and debated at a meeting of the Local Admissions Forum (LAF) in March 2007.

Options

10. This is a Statutory requirement

Analysis

11. The list of school responses and LA recommendations agreed by the Forum is shown in Annex B. This shows admission limits for primary and secondary schools, and sixth form admissions.
12. The LA engaged in discussion with the four York schools offering post-16 education during the latter half of 2006, with a view to seeking agreement on admission limits for sixth forms.
13. Sixth form admission limits apply only to the numbers of children coming into a sixth form from outside the school. The new Admissions Code of Practice states:
"Where a secondary school operates a sixth form and admits children from other schools at age 16, for instance, an admission number will be required for year 12 as well as for the main year or years in which children join the lower school." (para 1.20)
14. Historic patterns of year 12 admissions were looked at for each sixth form school. Impact upon the school's Net Capacity and year 7 also had to be considered. A suitable admission limit was derived during this process and discussed with schools.

Corporate Priorities

15. The setting of admission limits forms an integral part of the Local Authority's effective planning of school places. This helps the authority achieve its priority to "Increase people's skills and knowledge to improve future employment prospects"

IMPLICATIONS

Financial

16. There are no direct financial implications for schools or the Local Authority resulting from determination of admission limits for September 2008.

Human Resources (HR)

17. There are no HR implications.

Equalities

18. There are no specific implications relating to equalities.

Legal

19. Section 142 of the Schools Standards and Framework Act (SSFA) 1998 requires schools to have an admission limit for each relevant age group.
20. The Education (Determination of Admission Arrangements) Regulations 1999 (Statutory Instrument (SI) 1999/126), as amended by SI 2002/2896 and SI 2007/194, states that admissions authorities must have regard to the capacity assessment of the school when setting admission limits.
21. Section 1 of the SSFA 1998 requires that any admission number set must be compatible with the duty to comply with the infant class size limit.
22. Sections 89 and 89A of the SSFA 1998 state that the admission authorities for schools with a sixth form must consult on and determine the arrangements they propose to use to allocate places in year 12 at the same time as other admission arrangements.
23. Section 89(2) of the SSFA 1998 requires that admissions authorities are required to complete consultation on admission arrangements by 1 March, and determine their arrangements by 15 April in each calendar year for the following school year. These dates are prescribed in The Education (Determination of Admission Arrangements) Regulations 1999 (SI 1999/126) as amended by SI 2002/ 2896 and SI 2007/194.

Crime and Disorder

24. There are no issues relating to crime and disorder.

Information Technology (IT)

25. There are no issues relating to IT.

Property

26. There are no direct issues relating to property

Other

27. There are no other known issues

RISK MANAGEMENT

- 28. Non-compliance with statutory regulations governing school admissions could have a detrimental effect on the management of school admissions and appeals procedures.

RECOMMENDATIONS

- 29. Executive Members are asked to approve the proposed individual school maximum admission limits for the academic year beginning in September 2008 as detailed in Annexes A and B.

Reason: To comply with Statutory requirements

Contact Details

Author:
Jake Wood
Policy Support Officer
Learning Culture and
Children's Services
Tel No. x4171

Chief Officer Responsible for the report:
Patrick Scott, Director of Learning, Culture and
Children's Services

Report Approved **Date** 4 July 2007

Patrick Scott, Director of Learning, Culture and
Children's Services

Report Approved **Date** 4 July 2007

Specialist Implications Officer(s)

Legal
Suzan Hemingway
Head of Civic, Democratic & Legal
1004

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers:

Annexes

Annex A – Public notice of admissions

Annex B – Complete list of proposed admission limits for September 2008

CITY OF YORK COUNCIL
DETERMINATION OF ADMISSION NUMBERS

In accordance with regulation 9 of The Education (Determination of Admission Arrangements) (England) Regulations 1999 (as amended) notice is hereby given that [City of York Council](#), being the admission authority for the following primary and secondary schools, has determined an admission number for the admission of pupils into Reception in Primary and Y7 in Secondary for 2008 which is lower than the Indicated Admission Number set by the net capacity formula.

| School | Relevant age group for admission | Indicated admission number | Proposed admission number | Reason for determining a lower admission number |
|------------------------------------|----------------------------------|----------------------------|---------------------------|--|
| Acomb Primary School | Year R | 37 | 30 | To comply with requirement that no class of 5, 6 or 7 year olds contain more than 30 pupils with a single qualified teacher |
| Haxby Road Primary School | Year R | 54 | 45 | To set an admission limit that will enable a new Integrated Children's Centre to be established on the school site in September 2008 |
| Knavesmire Primary School | Year R | 37 | 30 | To comply with requirement that no class of 5, 6 or 7 year olds contain more than 30 pupils with a single qualified teacher |
| Westfield Community Primary School | Year R | 94 | 90 | To comply with requirement that no class of 5, 6 or 7 year olds contain more than 30 pupils with a single qualified teacher |
| Elvington CE Primary School | Year R | 22 | 20 | To comply with requirement that no class of 5, 6 or 7 year olds contain more than 30 pupils with a single qualified teacher |
| St Oswald's CE Primary School | Year R | 47 | 42 | To assist with school class size administration |
| Robert Wilkinson Primary School | Year R | 84 | 70 | To comply with requirement that no class of 5, 6 or 7 year olds contain more than 30 pupils with a single qualified teacher |
| New Earswick Primary School | Year R | 47 | 30 | To set an admission limit that will enable a new Integrated Children's Centre to be established on the school site in September 2007 |
| Joseph Rowntree Secondary School | Year 7 | 227 | 220 | To assist with school class size administration |
| Millthorpe Secondary School | Year 7 | 208 | 204 | To assist with school class size administration |

Under the School Admissions (Alteration and Variation of, and Objections to, Arrangements) (England) Regulations 2007 a parent whose child has attained the age of two but has not attained the age of five or whose child is of compulsory school age and receiving primary education and in either case lives within the City of York Authority boundary, can refer an objection about the admission number to the Schools Adjudicator within six weeks from the date it appears. Objections should be sent to The Secretary, The Office of Schools Adjudicator, GD FL A, Mowden Hall, Staindrop Road, Darlington DL3 9BG by 13 June 2007.

Further information about the admission number or about a parent's right of objection may be obtained from Jake Wood, Planning and Resources, Education and Leisure, City of York Council, Mill House, North Street, York, YO16JD. Tel: 01904 554171

Signed Dated: 2 May 2007
Patrick Scott, Director, Learning Culture and Children's Services

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Annex B – list of proposed admission limits

| DfES | School | 2007/08 Limit | 2008/09 Proposed Limit | Net Capacity |
|-------------|---------------------------------------|--------------------------|---------------------------------------|---------------------|
| | Acomb Primary School | 30 | 30 | 300 |
| | Hempland Primary School | 60 | 60 | 420 |
| | Carr Junior School | 70 | 70 | 258 |
| | Carr Infant School | 70 | 70 | 175 |
| | Derwent Junior School | 40 | 40 | 150 |
| | Derwent Infant School | 40 | 40 | 120 |
| | Dringhouses Primary School | 45 | 45 | 315 |
| | Fishergate Primary School | 30 | 30 | 210 |
| | Haxby Road Primary School | 60 | 45 | 420 |
| | Knavesmire Primary School | 30 | 30 | 262 |
| | Park Grove Primary School | 38 | 38 | 266 |
| | Copmanthorpe Primary School | 60 | 60 | 388 |
| | Poppleton Road Primary School | 60 | 60 | 420 |
| | Yearsley Grove Primary School | 60 | 60 | 360 |
| | Scarcroft Primary School | 45 | 45 | 300 |
| | Westfield Community Primary School | 90 | 90 | 663 |
| | Clifton Green Primary School | 60 | 60 | 360 |
| | Burton Green Primary School | 45 | 45 | 239 |
| | Woodthorpe Primary School | 70 | 70 | 444 |
| | Hob Moor Community Primary School | 45 | 45 | 270 |
| | Poppleton Ousebank Primary School | 60 | 60 | 420 |
| | Ralph Butterfield Primary School | 45 | 45 | 315 |
| | Skelton Primary School | 20 | 20 | 140 |
| | Osballdwick Primary School | 30 | 30 | 210 |
| | Huntington Primary School | 60 | 60 | 420 |
| | Rawcliffe Infant School | 90 | 90 | 240 |
| | Stockton on the Forest Primary School | 20 | 20 | 80 |
| | Wigginton Primary School | 40 | 40 | 250 |
| | Headlands Primary School | 45 | 45 | 259 |
| | Clifton Without Junior School | 90 | 90 | 280 |
| | Rufforth Primary School | 10 | 10 | 60 |
| | Bishopthorpe Infant School | 60 | 60 | 170 |
| | Lakeside Primary School | 60 | 60 | 360 |
| | Tang Hall Primary School | 30 | 30 | 202 |
| | Badger Hill Primary School | 30 | 30 | 150 |
| | St Barnabas' CE Primary School | 30 | 30 | 120 |
| | St Paul's CE Primary School | 25 | 25 | 175 |
| | Dunnington CE Primary School | 30 | 30 | 210 |
| | Elvington CE Primary School | 22 | 20 | 157 |
| | St Oswald's CE Primary School | 42 | 42 | 331 |
| | Lord Deramore's Primary School | 30 | 30 | 210 |
| | Naburn CE Primary School | 12 | 12 | 83 |
| | Robert Wilkinson Primary School | 70 | 70 | 591 |
| | St Mary's CE Primary School | 15 | 15 | 105 |
| | Archbishop of York's CE Junior School | 60 | 60 | 200 |
| | Heworth CE Primary School | 20 | 20 | 128 |
| | St Lawrence's CE Primary School | 30 | 30 | 210 |
| | Wheldrake CE Primary School | 30 | 30 | 204 |
| | English Martyrs' RC Primary School | 30 | 30 | 210 |
| | St Aelred's RC Primary School | 40 | 40 | 237 |
| | St George's RC Primary School | 30 | 30 | 196 |
| | St Wilfrid's RC Primary School | 40 | 40 | 267 |
| | Our Lady's RC Primary School | 30 | 30 | 210 |
| | New Earswick Primary School | 30 | 30 | 333 |

Annex B – list of proposed admission limits

| DfES | School | 2007/08 Limit | Proposed 2008/09 limit (Y7) | Proposed 2008/09 limit (Y12) | Net Capacity |
|-------------|--------------------------------|--------------------------|--|---|-------------------------|
| | Canon Lee School | 181 | 190 | - | 905 |
| | Huntington School | 239 | 239 | 50 | 1487 |
| | Fulford School | 200 | 200 | 35 | 1277 |
| | Burnholme Community College | 120 | 120 | - | 600 |
| | Millthorpe School | 204 | 204 | - | 1074 |
| | Archbishop Holgate's CE School | 162 | 162 | - | 899 |
| | Joseph Rowntree School | 220 | 220 | 25 | 1321 |
| | Manor CE School | 150 | 150 | - | 639 |
| | All Saints' RC School | 174 | 178 | 35 | 1190 |
| | York High | 210 | 180 | - | 1050 |



Meeting of Executive Members and Children's
Services Advisory Panel

19 July 2007

Report of the Director of Learning, Culture and Children's Services

School Meals Service - Fees And Charges

Summary

1. This report describes the financial position regarding the school meal service provided by North Yorkshire County Council (NYCC). The report seeks the views of the Executive Members regarding options to address the significant loss that is being incurred on this contract.

Background

2. The current school meals contract was let in 2001. The successful contractor was NYCC. The contract was let on the basis that it would be for 9 years with one break after three years then another after 6 years, giving schools the flexibility to opt in or out without penalty. The contract is in the first year of the final 3-year period which ends on 31 March 2010.
3. Fortynine schools are currently within this contract. The remaining schools in the City either contract with Dolce (a private contractor), have separate service level agreements with North Yorkshire County Council, or employ catering staff directly. Annex 1 provides more detail.
4. The contract allows for the price per meals paid to the contractor (contract price) to be increased or decreased on an annual basis in order to reflect actual costs. The last increase was in September 2006 when meals were increased by 15p (9.4%).
5. Negotiations with NYCC regarding this year's price increase have been delayed due to uncertainty regarding the costs arising from the Job Evaluation (JE) exercise that has now been completed in NYCC. The impact of this is described below. It is clear that another significant rise in the price of school meals will be required if the Local Authority (LA) wishes to retain the services of NYCC as the provider of meals in the majority of schools in York. In order to give sufficient notice to parents, it has been assumed that any increase in price will be with effect from 29 October 2007, following the half-term break.

Analysis

6. School meals have been much debated in recent years. Schools in York have attracted positive press coverage as the catering service has sought to procure more food locally and to improve the quality of ingredients used. A new and improved contract for the supply of fresh meat and poultry means that over 60% is sourced within the County and 90% from within the region. Contracts for

fresh fruit and vegetables are being re-tendered with an emphasis on local produce and a reduction in food miles. The service is meeting the full nutritional standards required by Government, although Transforming School Grant (TSG) is contributing to the cost of this in the short term.

7. The TSG has been used to support the costs of improving the quality of school meal ingredients and has, in effect, subsidised the cost of each meal by 7p 2006/07 and 8p in 2007/08. The grant has also been used to promote healthy eating in schools through various projects and initiatives. It is not yet known whether the grant will be available in 2008/09. The figures set out in this report assume that the grant will cease at the end of 2007/08.
8. North Yorkshire County Council has reported that the contract operated at a loss of £90k in 2006/07 (more details are provided in the confidential Annex 2). These losses, borne by NYCC, are attributed to the fact that the average take-up of school meals in York remains stubbornly low.
9. Despite the efforts of the catering service and staff in many schools, the take-up rate of hot meals in primary schools in York varies from 16% to 61% with an average of around 33% in 2006/07 (see Annex 1). This compares with reported figures of around 44% in NYCC.
10. In 2007/08, the contract is facing a new and significant financial pressure caused by the implementation of Job Evaluation in NYCC. A new pay and reward scheme has been introduced in NYCC from April 2007, and this affects all kitchen staff. Key changes to terms and conditions include:
 - Increased salaries for Cooks and some Assistant Cooks
 - Increased annual leave entitlement
 - Introduction of incremental points for some staff
11. NYCC has recently confirmed that the impact of job evaluation on the York contract will be significant, adding around 20% to the total pay bill. The impact of changes to staffing terms and conditions will increase costs of the York contract by an estimated £169k per annum (before 2007/08 pay award).

Funding Implications

12. The cost of school meals is met from within the Individual Schools Budget (ISB). The cost of providing free school meals (FSM) is reimbursed to schools through the local funding formula. For all pupils not entitled to FSM, the current selling price is set to meet the cost of the service.
13. Given the scale of the increase in contract costs, and the potential impact upon selling price, the Schools' Forum was asked at their meeting on 5 July 2007 to consider and comment upon four options for increasing the selling price of Primary school meals from 29 October 2007.
14. Annex 3 details the financial implications, funding streams (school meal income, Transforming School Grant, Job Evaluation contingency) and selling price, for the four options outlined below, over the period 2007/2010.

15. Secondary schools in the contract operate a cafeteria system with individual items priced separately. NYCC increased prices by 10% in April 2007 for four York secondary schools with whom they have individual Service Level Agreements (SLAs). NYCC advises that a similar increase will be needed for the five remaining secondary schools within the CYC contract. This increase in secondary prices has been assumed for each of the options below.

Option 1 – to increase the selling price (Primary Meals) to £2.10 in October 2007

16. In order to balance income and expenditure for the Primary School contract, the selling price of a school meal would need to increase by 35p (20%) from £1.75 to £2.10 (rounded up from £2.08). This assumes that the existing average take-up rate is maintained and that prices would then rise only by inflation in 2008/09 and 2009/10 (estimated price of £2.20 in September 2009).

Option 2 – to increase selling price (Primary Meals) to £1.95 in October 2007

17. This option recognises that that the price increase set out in option 1 would probably meet with significant consumer resistance, reducing the take up of school meals further, thus leading to reduced income and further price increases.
18. The Forum has already agreed to set aside £250k from the Individual Schools Budget (ISB) in 2007/08 as a contingency to contribute to costs associated with the introduction of Job Evaluation in York schools. The implementation of a new pay and grading scheme for City of York staff has yet to be agreed and implemented. Some of the funding set aside for this purpose could be used to support school meal provision in 2007/08 and limit the increase in the selling price to 20p (11.4%).
19. This option assumes a further 20p increase to £2.15 in September 2008, followed by a 5p increase to £2.20 in September 2009. Increases beyond 2007 will be subject to changes in inflation rates and the demand for meals.

Option 3 – to increase selling price to £1.90 (Primary Meals) in October 2007

20. As for option 2, but providing more subsidy to allow for a selling price of £1.90 (8.5% increase) in 2007, rising to £2.05 in September 2008 and £2.20 in September 2009. Increases beyond 2007 will be subject to changes in inflation rates and the demand for meals.

Option 4 – to increase selling price to £2.00 (Primary Meals) in October 2007

21. This is a hybrid of options 1 and 2. It assumes a selling price of £2.00 (14% increase) in 2007, rising to £2.15 in September 2008 and £2.20 in September 2009. Increases beyond 2007 will be subject to changes in inflation rates and the demand for meals.

Future of the NYCC Contract

22. The options above are intended to address the short term funding issues and to ensure that NYCC continues to provide the school meal service.
23. It is clear that NYCC is finding it increasingly difficult to balance operating costs with income. The cost of labour has increased significantly. The introduction of nutritional standards is currently supported by the Transforming School Grant and it is possible that this subsidy will be withdrawn. In NYCC, the Council has agreed to underwrite the extra cost of job evaluation for 2007/08. Options 2 and 3 above offer a similar approach for York schools.
24. North Yorkshire County Council has begun a detailed review of the school meal service and “various options for the future provision of the service”. These options could include:
 - maintain the service in its present format
 - cease the preparation of food in schools serving low numbers of meals and transporting meals in from larger schools.
 - provide a cold packed lunch service only
 - pass all responsibility for meal provision to schools
 - introduce differential pricing in schools reflecting local costs and demand
 - externalise/outsourcing the service to a private sector provider
25. All options carry differing cost benefits and risks and will need detailed investigation. It is thought unlikely that re-tendering the contract would lead to a reduction in costs in the short term given the impact of the transfer of undertakings protection of employment regulations (TUPE). NYCC has commented that *“the analysis of alternative options is at an early stage. It is against a background where the present basis of service does appear to be the best approach to meeting the healthy meals agenda. However, given the impact of job evaluation, we must examine alternatives and be in a position to discuss those alternatives in detail with our customers – the schools in York and North Yorkshire. We are more than happy to follow those initiatives jointly with your staff”*.

Consultation

26. There have been various consultations concerning provision of school meals in York in the last two years. School meal provision was debated at the launch of Governor Viewpoint in September 2005. Some 90 governors attended and expressed the following views:
 - 92% believed that the quality of food made a significant difference to behaviour
 - 90% felt that quality should be the most important criteria in setting policy (5% opted for choice and 2% price)
 - 80% felt that schools should only provide healthy food
 - 92% considered that the contents of meals should be changed even if it led to a reduction in take-up
 - 75% were willing to support a policy of sourcing local food even if it meant an increase in cost

- 72% were not willing to provide subsidised meals at the beginning or end of the day
 - 57% were willing to see better quality meals priced at £2.00, 32% at £1.80 and 5% at more than £2.00
 - 70% thought that schools should monitor and make recommendations about pack-ups. 30% did not.
 - 68% felt that school meals should be served using the “family service” model.
 - No governors were willing to support the “grab a bag” approach.
27. In 2006, the LA published a key issue paper: Transforming School Meals – National Developments and Local Issues. Responses to the paper from schools guided the way in which the Authority used the Transforming School Meals Grant to: improve the nutritional content of meals; provide training for catering staff; and promote the take up of school meals.
28. The Schools’ Forum considered the options set out in this paper at their meeting on 5 July 2007. The views of the Schools’ Forum will be reported back to the meeting of EMAP.

Corporate Priorities

29. The provision of nutritional school meals supports the corporate priority to “improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest.”

Implications

Human Resources (HR)

30. There are no implications.

Equalities

31. There are no implications.

Legal

32. There are no legal implications.

Crime and Disorder

33. There are no issues relating to crime and disorder.

Information Technology (IT)

34. There are no issues relating to IT.

Property

35. There are no direct issues relating to property

Risk Management

36. If the contract continues to operate at a loss, the Local Authority faces the likelihood that the contractor will seek to terminate the contract. Schools would be required to make alternative arrangements. In increasing the selling price of school meals, there is likely to be a reduction in the number of children choosing school meals. Options 2 to 4 seek to mitigate this risk by phasing in price increases over time.
37. Increasing the take up rate of school meals, through various promotions and initiatives, also serves to improve the financial viability of the contract in the longer term.

Conclusion

38. The cost of school meals provided through the NYCC contract has risen significantly, largely as a consequence of increased staffing costs following the implementation of job evaluation for staff employed by NYCC.
39. In the short-term, in order to maintain the service provided by NYCC, the Council will need to increase the selling price of school meals, or subsidise the provision of school meals (from DfES grant and the schools' budget) or apply a combination of these responses.
40. It would be possible to phase in the required increase in selling price over the next two years in order to minimise the risk of a significant reduction in the numbers taking school meals creating a spiral of decline. The options set out in paragraphs 17-21 and Annex 3 adopt this approach, drawing upon Transforming School Meal Grant and contingency funds set aside (from the ISB) to address the impact of job evaluation.
41. NYCC recognises the need to review the operation of the school meals service and has invited CYC to contribute to that process.

Recommendation

42. Executive Members are asked to consider the options set out in the report and to determine the price for school meals.
43. NYCC has proposed a joint review of the school meals service and options for future delivery. Executive Members are asked to consider the proposal and whether or not the LA would wish to contribute to such a review.

Reason: to ensure the continuation of the school meals service provided by North Yorkshire County Council.

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Report Approved **Date** 2 July 2007

Patrick Scott
Director of Learning, Culture and Children's Services

Report Approved **Date** 2 July 2007

Specialist Implications Officer(s)

Implication Financial
Richard Hartle
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Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers:

LA Key issue paper: Transforming School Meals – National Developments and Local Issues, Spring 2006

Annex 1: School meals take up

Annex 2: Confidential annex: letter from North Yorkshire County Council

Annex 3: Financial implications and funding streams of proposed options

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| Academic Year | | 2006 / 2007 | | |
|--------------------------------|-------------|-------------|---|--------------------|
| School | 2006 NOR | In | % take up | Selling Price £ |
| Acomb Primary | 247* | | 26% | 1.75 |
| Applefields | 152* | | 60% | 1.75 |
| Archbishop of York's CE Junior | 180* | | 42% | 1.75 |
| Badger Hill Primary | 152* | | 32% | 1.75 |
| Bishopthorpe Infant | 144* | | 36% | 1.75 |
| Burton Green Primary | 207* | | 43% | 1.75 |
| Carr Infant | 152* | | 24% | 1.75 |
| Carr Junior | 206* | | 27% | 1.75 |
| Clifton Green Primary | 301* | | 48% | 1.75 |
| Clifton Without Junior | 298* | | 18% | 1.75 |
| Copmanthorpe Primary | 336* | | 47% | 1.75 |
| Derwent Infant | 88* | | 43% | 1.75 |
| Derwent Junior | 110* | | 43% | 1.75 |
| Dringhouses Primary | 338* | | 34% | 1.75 |
| Dunnington CE Primary | 237* | | 33% | 1.75 |
| Elvington CE Primary | 141* | | 55% | 1.75 |
| English Martyrs' RC Primary | 207* | | 23% | 1.75 |
| Fishergate Primary | 175* | | 32% | 1.75 |
| Haxby Road Primary | 222 | | <i>Dolce</i> | 1.70 |
| Headlands Primary | 228* | | 26% | 1.75 |
| Hempland Primary | 356* | | 32% | 1.75 |
| Heworth CE Primary | 134 | | <i>Trial catering service Summer 2007</i> | 1.75 |
| Hob Moor Oaks | | | <i>PFI Dolce</i> | 1.70 |
| Hob Moor Primary | 253 | | <i>PFI Dolce</i> | 1.70 |
| Huntington Primary | 377 | | <i>Dolce</i> | 1.70 |
| Knavesmire Primary | 182* | | 28% | 1.75 |
| Lakeside Primary | 376* | | 29% | 1.75 |
| Lord Deramore's Primary | 214* | | 40% | 1.75 |
| Naburn CE Primary | 78* | | 40% | 1.75 |
| New Earswick Primary | 215 | | <i>SLA NYCC</i> | 1.70 |
| Osbalwick Primary | 176* | | 35% | 1.75 |
| Our Lady's RC Primary | 171* | | 33% | 1.75 |
| Park Grove Primary | 236* | | 31% | 1.75 |
| Poppleton Ousebank Primary | 381* | | 24% | 1.75 |
| Poppleton Road Primary | 356* | | 23% | 1.75 |
| Ralph Butterfield Primary | 289 | | <i>School Employ Catering Staff</i> | Cash Café |
| Rawcliffe Infant | 222* | | 14% | 1.75 |
| Robert Wilkinson Primary | 532 | | <i>School Employ Catering Staff</i> | 1.70 |
| Rufforth Primary | 60* | | 45% | 1.75 |
| Scarcroft Primary | 312* | | 28% | 1.75 |
| Skelton Primary | 121* | | 25% | 1.75 |
| St Aelred's RC Primary | 232* | | 32% | 1.75 |

| | | | | |
|--------------------------------|--------|--|------------------------------|-----------|
| St Barnabas' CE Primary | 105 | | <i>PFI Dolce</i> | 1.70 |
| St George's RC Primary | 178* | | 48% | 1.75 |
| St Lawrence's CE Primary | 199* | | 47% | 1.75 |
| St Mary's CE Primary | 111* | | 61% | 1.75 |
| St Oswald's CE Primary | 274 | | <i>PFI Dolce</i> | 1.70 |
| St Paul's CE Primary | 164* | | 30% | 1.75 |
| St Wilfrid's RC Primary | 266* | | 29% | 1.75 |
| Stockton on the Forest Primary | 85* | | 35% | 1.75 |
| Tang Hall Primary | 181 | | 28% | 1.75 |
| Westfield Primary | 582 | | <i>SLA NYCC</i> | 1.85 |
| Wheldrake CE Primary | 207* | | 29% | 1.75 |
| Wigginton Primary | 280* | | 16% | 1.75 |
| Woodthorpe Primary | 418 | | <i>SLA NYCC</i> | 1.75 |
| Yearsley Grove Primary | 366 | | <i>Dolce</i> | 1.70 |
| | | | | |
| Canon Lee | 916* | | 22% | Cash Café |
| Huntington | 1,502 | | <i>SLA NYCC</i> | Cash Café |
| Fulford | 1,273 | | <i>SLA NYCC</i> | Cash Café |
| Oaklands | 768* | | 27% | Cash Café |
| Burnholme Community College | 465* | | <i>School catering staff</i> | Cash Café |
| Lowfield | 414* | | 25% | Cash Café |
| Millthorpe | 1,014* | | 21% | Cash Café |
| Archbishop Holgate's CE | 825 | | <i>SLA NYCC</i> | Cash Café |
| Joseph Rowntree | 1,265 | | <i>SLA NYCC</i> | Cash Café |
| Manor | 637* | | 35% | Cash Café |
| All Saints' RC | 1,151* | | 29% | Cash Café |
| York High | | | | |

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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NYCC Contract Schools

| | 2006/07 | 2007/08 | 2008/09 | 2009/10 |
|---|---------|----------------|---------------|-----------|
| Option 1 Primary Schools | | | | |
| Increase in pence | | 35p | 5p | 5p |
| Price Per Meal (To nearest 5p) | 175p | 210p | 215p | 220p |
| Cost Per Meal | | 208p | 214p | 220p |
| Surplus Income | | -2p | -1p | 0p |
| | | £ | £ | £ |
| Total cost of Primary Schools | | -17,457 | -8,729 | 0 |
| Total Cost of Secondary Schools Free Meals | | 0 | 0 | 0 |
| One off Summer Term 2006 Payment | | 69,000 | 0 | 0 |
| Number of Meals until Half Term | | 103,092 | 0 | 0 |
| Cost of delay in increase until Autumn Half Term | | 34,020 | 0 | 0 |
| Targeted School Meals Grant to non contract schools | | 9,357 | 0 | 0 |
| Total Cost of Subsidy / Surplus Income | | 94,920 | -8,729 | 0 |
| | | £ | £ | £ |
| Funded by | | 69,557 | 0 | 0 |
| Job Evaluation Contingency | | 25,363 | 0 | 0 |
| Targeted School Meals Grant | | 94,920 | 0 | 0 |
| | | £ | £ | £ |
| Amount available to fund promotion of take up | | 168,637 | 8,729 | 0 |
| Option 2 Primary Schools | | | | |
| Increase in pence | | 20p | 20p | 5p |
| Price Per Meal | 175p | 195p | 215p | 220p |
| Cost Per Meal | | 208p | 214p | 220p |
| Amount to be subsidised / Surplus Income | | 13p | -1p | 0p |
| Number of Meals | | 872,860 | 872,860 | 872,860 |
| | | £ | £ | £ |
| Total cost of Primary Schools | | 113,472 | -8,729 | 0 |
| Number of Secondary Free Meals | | 77,084 | 0 | 0 |
| Total Cost of Secondary Schools Free Meals | | 10,021 | 0 | 0 |
| One off Summer Term 2006 Payment | | 69,000 | 0 | 0 |
| Number of Meals until Half Term | | 103,092.00 | 0 | 0 |
| Cost of delay in increase until Autumn Half Term | | 34,020 | 0 | 0 |
| Targeted School Meals Grant to non contract schools | | 55,265 | | |
| Total Cost of Subsidy / Surplus Income | | 281,778 | -8,729 | 0 |
| | | £ | £ | £ |
| Funded by | | 117,054 | 0 | 0 |
| Job Evaluation Contingency | | 164,724 | 0 | 0 |
| Targeted School Meals Grant | | 281,778 | 0 | 0 |
| | | £ | £ | £ |
| Amount available to fund promotion of take up | | 29,276 | 8,729 | 0 |

| | | | | |
|--|------|----------------|---------------|-----------|
| Option 3 Primary Schools | | | | |
| Increase in pence | | 15 | 15 | 15 |
| Price Per Meal | 175p | 190p | 205p | 220p |
| Cost Per Meal | | 208p | 214p | 220p |
| Amount to be subsidised | | 18p | 9p | 0p |
| | | £ | £ | £ |
| Number of Meals | | 872,860 | 872,860 | 872,860 |
| Total cost of Primary Schools | | 157,115 | 78,557 | 0 |
| Number of Secondary Free Meals | | 77,084 | 77,084 | 77,084 |
| Total Cost of Secondary Schools Free Meals | | 13,875 | 6,938 | 0 |
| One off Summer Term 2006 Payment | | 69,000 | 0 | 0 |
| Number of Meals until Half Term | | 103,092 | 0 | 0 |
| Cost of delay in increase until Autumn Half Term | | 34,020 | 0 | 0 |
| Targeted School Meals Grant to non contract schools | | 55,265 | 0 | 0 |
| Total Cost of Subsidy | | 329,275 | 85,495 | 0 |
| | | £ | £ | £ |
| Funded by | | | | |
| Job Evaluation Contingency | | 164,551 | 85,495 | 0 |
| Targeted School Meals Grant | | 164,724 | 0 | 0 |
| | | 329,275 | 85,495 | 0 |
| Amount available to fund promotion of take up | | 29,276 | 0 | 0 |
| Option 4 Primary Schools | | | | |
| Increase in pence | | 25p | 15p | -215p |
| Price Per Meal | 175p | 200p | 215p | 0p |
| Cost Per Meal | | 208p | 214p | 0p |
| Amount to be subsidised / Surplus Income | | 8p | -1p | 0p |
| Number of Meals | | 872,860 | 872,860 | 872,860 |
| | | £ | £ | £ |
| Total cost of Primary Schools | | 69,829 | -8,729 | 0 |
| Number of Secondary Free Meals | | 77,084 | 0 | 0 |
| Total Cost of Secondary Schools Free Meals | | 6,167 | 0 | 0 |
| One off Summer Term 2006 Payment | | 69,000 | 0 | 0 |
| Number of Meals until Half Term | | 103,092.00 | 0 | 0 |
| Cost of delay in increase until Autumn Half Term | | 34,020 | 0 | 0 |
| Targeted School Meals Grant to non contract schools | | 55,265 | | |
| Total Cost of Subsidy / Surplus Income | | 234,281 | -8,729 | 0 |
| | | £ | £ | £ |
| Funded by | | | | |
| Job Evaluation Contingency | | 69,557 | 0 | 0 |
| Targeted School Meals Grant | | 164,724 | 0 | 0 |
| | | 234,281 | 0 | 0 |
| Amount available to fund promotion of take up | | 29,276 | 8,729 | 0 |



Meeting of Executive Members and Children's Services Advisory Panel

19 July 2007

Report of the Director of Learning, Culture and Children's Services

Options for the selection of the Children and Young People's Champion

Summary

1. This report reviews the process used in 2006 to select a Champion for Children and Young People and asks the Executive Member to determine the arrangements for the coming year.

Background

2. The post of Champion for Children and Young People for the City of York was established through the constitution of the Council as a member appointment. The first Champion was appointed for a one-year term of office during the school year 2006 – 07. One thousand six hundred (1,600) children and young people were involved in a process of selection that started in April 2006 and was completed during the summer term. The selection process was undertaken through school councils, making use of the annual primary and secondary school council conferences as an opportunity to debate the issues and vote on the candidates. The opportunity to participate was also extended to all secondary schools in the City through a DVD and small resource pack. Four secondary schools involved their wider school community in this way. The selection process was run on a very short timescale, because of the timing of the school council conferences.
3. Although the appointment has been a success, some criticisms were made of the selection process, most notably that there were no clear election rules, as a consequence of which young people did not all have a similar understanding of the process or an equal opportunity to make their voice heard. There was also a lack of clarity about the conduct of the hustings and the publication of election material.
4. This review was also asked to consider whether the post might be opened up to an independent person, rather than an elected member. Each of these issues is considered below, and a series of options proposed. This report has been considered by the Young Person's Working Group at a meeting on 12 July 2007 and their views will be reported to the meeting.

Elected Member or independent person?

5. The champion holds a position with no power and is expected to be impartial. In many ways it reflects, at the local level, the role of Al Aynsley-Green, the children's commissioner for England, at a national level. An elected member may have time to visit schools during the day and have considerable influence within the council. Elected members also bring with them the authority of having already put themselves up for election and being genuine democratically elected representatives.
6. The case for an independent person as champion is that they are self evidently impartial and, although they may not have the power of an elected member, they would bring a different perspective to the Executive Member for Youth and Social Inclusion with whom they would be expected to work very closely.
7. Should the decision be taken to appoint an independent person, it is felt this role requires someone with a connection with young people e.g. someone at school, university, or someone working with young people in a voluntary or paid role. The individual taking this role needs to have time to talk to young people at schools through the school councils and take this information forward and work with the Executive Member. The champion would be supported by an officer.

Selection or election?

8. The argument in favour of an election is that it would provide children and young people with the opportunity to experience an election process in full by registering, and having a ballot card, polling station and ballot box.
9. Most other Champion positions within the council are inward facing and so are not subject to any form of public selection. The exception to this is the Older Person's Champion who was selected by The Older People's Assembly which wrote to all Councillors asking them to apply for the post and then selected the Champion through an interview process. However as there isn't a similar body of children and young people currently existing in the City this model could not be replicated. It does, however, set a precedent for working with a smaller group to select the Champion.
10. In arriving at a decision about this, it is important to remember that the Children and Young People's Champion is a non-political position. The Champion provides a voice and advocates for children and young people, but has no direct power or budgetary control. An election is closely associated with the political process and there is a risk of creating some confusion in the mind of the children and young people who would be involved. Three members of the senior leadership teams from different secondary schools have voiced their concerns about this as well as drawing attention to the logistical difficulties of running a full election.
11. A full election process would require a much higher commitment from participating schools than at present and the authority would have to provide much more support in terms of time and co-ordination from members of staff in

order to recruit, train and support the young people who will act as election officials. It would also require the staff to give up a number of lunch times in the secondary schools in order to ensure that all young people who wished to had the opportunity to vote. During the last process a limited number of schools took part. If the expectation placed on schools reduced the number willing to participate, the actual electorate may become less rather than more representative.

Options

12. There are a number of options for undertaking the selection process in following years which are outlined below:

Option 1: Full election process run in all schools

13. A full election process, involving all primary and secondary schools within the City, would cost around £4k (£3k for transport of polling booths/ ballot boxes. £210 for production of 22,000 numbered ballot cards, £500 To produce materials to support the election process that would be distributed to schools). Young people themselves would be involved in organising the elections within the schools with support from teachers, this includes counting the ballot papers.

Option 2: Hustings at the school council conferences followed by simpler voting process in schools.

14. Both candidates would attend a hustings event at the primary and secondary school council conferences. Information from this would form the supporting pack that are sent to schools, including a short DVD of the key point from the hustings at the conferences. Voting would then take place in schools. The voting process would be overseen by the schools on photocopyable voting cards, without the provision of ballot boxes and polling booths.

Option 3: Election at the primary and secondary school council conferences

15. This would be similar to the process run last year with voting being open to the children and young people who attend the school council conferences for primary and secondary schools. This would include a hustings which both candidates would attend and the children and young people would vote based on this.

Analysis

16. In analysing these three options, consideration has been given to the capacity of the department to provide the support that it needed, either in officer time or in budgetary provision.
17. There is limited budget for supporting children and young people's participation across the City (currently £8600 per year). A full election process would take around half of this budget and mean that other types of consultation and

involvement work would not be able to happen. To give examples from this financial year, the cost of the election process is the same as the cost of involving young people in the development of the new information, support and counselling service at Castlegate and the production of the Transitions mental health DVD.

18. Similarly there is limited officer time available to support children and young people's participation and involvement. Consideration needs to be given to the balance of time taken to develop the selection process and the time that would be left to support the ongoing work of the Champion through out the year.
17. Option 1 is very expensive and would use most of the remaining Voice and Influence budget. It would also require additional officer time in terms of getting schools on board and co-ordinating the process, which is not currently available. If schools were not willing to participate, the young people from that school would be disenfranchised. Although this option would extend the number of children and young people who are able to participate and promote the work of the Champion, there would be limited opportunities to have face to face contact with the candidates as organising visits to the 67 schools across the City would be problematic.
18. Option 2 would cost around £500 to produce the support packs for schools. It would provide an opportunity for a cross section of children and young people to meet and talk to the prospective candidates face to face, which was something they said they preferred. However, equal participation of all schools cannot be guaranteed so not all children and young people could be guaranteed a chance to participate. The scaled down voting processes is manageable within existing officer time as it requires less commitment from schools.
19. Option 3 would limit the number of children and young people who participate in the selection process. Young people who attend a school without a school council or schools that are unable to attend on the day would not be able to participate. However this option offers an easily manageable process that is transparent and deliverable within existing budget and officer time.

Consultation

20. In initial consultation undertaken as the role of the Children and Young People's Champion was being developed, the strongest feedback was that children and young people placed highest value on having the opportunity to meet candidates face to face, running a full election process across all primary and secondary schools. Young people's preferred method for selecting the Champion was through a vote in their individual schools rather than through the school council conferences, suggesting that they felt it was important that there was wider participation in the selection process.

Corporate Priorities

21. Involving children and young people in the selection of their Champion meets the Council objectives of:
- Encouraging all Children and Young People to become Active Citizens
 - Consulting with children and young people about the future of the City and about provision by the council.

Implications

22. This report has the following implications
- **Financial** Any spend is within the existing budget for Voice and Influence.
 - **Human Resources (HR)** No implications except for option 1.
 - **Equalities** No implications.
 - **Legal** No implications.
 - **Crime and Disorder** No implications.
 - **Information Technology (IT)** No implications.
 - **Other** No implications.

Risk Management

23. There are no risks associated with this report.

Recommendations

24. The Executive Member is recommended to:
- adopt Option 2 as the process for selecting a Champion for Children and Young People
 - request that officers identify an independent person willing to serve as the Children and Young People's Champion.

Reason: This ensures a cross section of children and young people have an opportunity to talk with the candidates face to face as well as extending the option to vote to the maximum amount of children and young people at a reasonable cost.

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Director, Learning Culture and Children's Services

Carole Pugh
Voice & Influence Co-ordinator
Youth Service
628829

Report Approved

Date 25.06.07

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report