People and Communities Select Committee

**(School Forum Item No. 3)**

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| **Report title:** | **Education Strategy and Infrastructure – Developing Norfolk’s Education Landscape** |
| **Date of meeting:** | **15 November 2019** |
| **Responsible Cabinet Member:** | **Cllr John Fisher** Insert first name, second name for the Councillor **(Cabinet Member for Children’s Services)** add Cabinet Member portfolio title |
| **Responsible Director:** | **Sara Tough, (Executive Director Children’s Services)** Insert first name, second name of Executive Director and their job title. |
| **Introduction from Cabinet Member/Executive Summary** This should be a short summary of the key points in the report  Current policy, agreed by Children’s Services Committee in 2017 has largely served Norfolk well in establishing stronger groups of schools and supporting the improvements to the quality of education across the county, but the education landscape continues to develop and further evidence of what leads to the greatest sustainable improvement is emerging. This paper suggests a small number of amendments to current policy to maintain a trajectory of improvements, not only to the quality of education as judged by Ofsted, but also to secure the efficient use of resources and higher educational outcomes for key groups of learners (irrespective of where the type of school they attend). The report is shared with People and Communities Select Committee for input prior to seeking Cabinet approval.In no more than 200 words please summarise for Members the proposal to be considered, the reasons why it is an issue and relevant background information. Explain how the proposals in this report will help achieve key outcomes for the service and/or the Norfolk County Council’s key priorities and Business Plan. You should highlight the positive aspects of the proposal. Where the report is being referred to Select Committee by the Cabinet Member, eg for input prior to a Cabinet decision, include a brief introduction from the Cabinet Member setting the item in context  **Actions required**   1. **To endorse the review of the education provision and school organisation for each District taking account of demographic changes and quality (and sustainability) of education over time.**   (These should be highlighted in bold and normally start sentences with the word “To….”)   1. **To endorse the amendment of the process for capital prioritisation taking account of changes to Cabinet system and recent government guidance.** 2. **To support building a stronger school system by encouraging schools to work in collaboration with 1500 pupils or more.** | |

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|  | Background and Purpose Bear in mind the members’ general view that reports should be less wordy. Much of the information contained within them is repeating a previous report. Such information (like "Background" etc.) could be included as a link or summarised. There should be a concerted attempt to reduce the amount of jargon in reports. It would also be useful if acronyms are dealt with in a standard way by spelling the term in full in the first reference of the report. |
|  | This paper builds on previous reports to Norfolk County Council’s Children’s Services Committee, notably in November 2017 that set out Norfolk’s approach in advocating for the development of a self-improving school system. |
|  | In that paper the approach was affirmed as follows:   * A clear role for Norfolk County Council as the champion of children working pro-actively with all types of schools * A close working relationship with the Regional Schools Commissioner to act as the ‘middle tier’ within the education system * Promoting strong governance and the development of groups of schools with single governance |
|  | An existing clear policy approach to enable officers:   * To use every opportunity to achieve a locally coherent (and sustainable) organisation of schools by working closely with the Regional Schools Commissioner, local partners and communities. * To promote the development of school groupings with single governance and strong, skilled and experienced leadership that can provide school to school support through sufficient resilience and size. Norfolk should mirror the national approach, where 1500 pupils on role across a number of schools within the group is deemed a desirable minimum. * To ensure that wherever possible, new schools are commissioned as all through primary schools with a minimum of two forms of entry and secondary schools as 11-16 schools with six forms of entry. * To consider these school sizes - 420 place primary (5-11) and 900+ place secondary (11-16) schools) - to be the most desirable model, where Norfolk County Council invests considerable capital to support other school organisation changes. * To uphold as far as possible the ‘presumption against closure’ set out in national guidance * To establish as a minimum size of 105 for any school or standalone school site within the mainstream sector, where school organisation changes are promoted in a local area * To establish all through primary education as the model for primary phase schools, where school organisation changes are promoted in an area. |
|  | A report on the use of capital to the same committee also set out the programme priorities and approach to prioritisation of available capital. |
|  | The move to a cabinet structure has resulted in a small amendment to the Terms of Reference for Capital Priorities Group. This is outlined as part of the proposal below. |
|  | The national policy context outlined in the previous paper remains largely unchanged. No new legislation has been passed and updated guidance, for example in relation to intervention, does not fundamentally alter the role of the Local Authority and the tools available to affect change.  Evidence is emerging, however on relating to pupil outcomes over time in different sized class groupings (Appendix 3). |
|  | The information regarding different forms of governance (Appendix 1) and school groupings operating in Norfolk have been updated and included as part of this paper (Appendix 2). |
|  | The number of pupils supported by groups of schools with single governance is one measure to evaluate the effectiveness in establishing the environment, which can support strong governance and leadership structures. |
|  | It is noteworthy that the average number of pupils within Multi Academy Trusts currently stands at above 3000 and within Federations it is 342 (see Appendix 3). |
|  | The approach adopted so far has focused on utilising opportunities that arise through the need for growth in pupil numbers, formal intervention and requests from governing boards. |
|  | Whilst there have been a number of changes since the report to Children’s Services Committee, progress towards establishing larger groups of schools has been steady. |
|  | A number of challenges remain:   * Housing development will result in the need to increase the number of school places in some areas of the county. These are identified through the Schools Local Growth and Investment Plan. * A demographic decline, particularly of school aged children, is forecast for some areas of the county. This requires strategic planning to adjust the number of school places accordingly. * Outcomes at KS2 are consistently below national benchmarks and are lower in the smallest schools. * Recruitment of effective leaders, particularly in smaller primary schools, remains a considerable challenge. * Some regions within Norfolk with high numbers of small schools struggle to provide enough strong leaders to promote and support their local schools. * There is a long-term pattern of some small schools repeatedly requiring (high cost) support or intervention by the local authority. * Three different academy trusts have considered or proposed the closure of a small school in Norfolk. This suggests that sustainability issues of very small schools, particularly those with one or two classes may not be mitigated by joining larger school groups or different governance structures. * Some small schools have less than 105 pupils on roll and little opportunity to grow. * Governing Boards face challenges in recruiting suitable members with the range of professional knowledge and understanding required. * The Secretary of State has written to all Local Authorities stating that they are expected to make better use of schools’ capital, and no allocations for growth funding have been made beyond 2021. |
|  | **Proposals**Summarise the proposal for Members.This should include your overall conclusions and proposed next steps. This section should also include information about consultation and user engagement (if relevant) including:Which Members have been/will be consulted in the preparation of the paper (e.g. Select Committee, Cabinet member, local member) Whether the public have been consulted or will they be, statutorily or otherwise. |
|  | Norfolk County Council should adopt a more pro-active approach to review the effectiveness of the education landscape to:   * Enable School to School support to achieve high outcomes for all pupils. * Achieve single governance for groups of schools with 1500 pupils or more. * Support strong professional governance, regardless whether this is based on a stakeholder or business model. * Support the development of high-quality leadership through teams of leaders led by an executive Head Teacher or CEO. * Secure the sustainability of (effective) small schools with a minimum NOR of 105, particularly in sparsely populated areas. |
|  | The implementation of current policy outlined in 1.3 will remain largely unchanged. However, Children’s Services should adapt a strategic approach to review each of the seven district council areas. |
|  | Priority will be given to the following issues:   1. Demographic changes requiring a change to the overall number of school places in any one place planning area (growth or decline). 2. Institutions are not in a group of 1500 pupils or more and    1. Outcomes at the end of a key stage are consistently below national benchmarks.    2. The quality of education provided over time, e.g. schools have been judged less than good for more than 50% of the last 10 to 15 years.    3. The Local Authority has repeatedly deployed additional and targeted resources.    4. The periods of interim and temporary leadership are longer than those with secure substantive leadership. 3. Secure a sustainably good education in any school with fewer than 4 classes or less than 105 NOR. In a rural county, such as Norfolk, there will always need to be a balance between securing places geographically close enough and a school of a sustainable size. |
|  | Officers will establish key priorities for each district and share these widely with relevant stakeholders and those providing school improvement opportunities. |
|  | Officers will continue to support the development of local partnerships to secure school improvement. |
|  | To assist the development of strong leadership, officers will work with providers of training (and school representative groups) and support to secure an offer that meets the needs of each area and support Norfolk wide priorities. |
|  | Evidence from the last few years suggests that the self-improving school system promoted through national policy still requires some level of facilitation and co-ordination to achieve a coherent support offer in a county the size of Norfolk. Officers should continue to develop such an offer in partnership with local stakeholders and the Regional Schools Commissioners’ Office. |
|  | The support for Trust Boards and Governance Boards offered by Norfolk County Council should include:   * Establishing relevant operating models for Federations to ensure parity with Multi Academy Trust governance. * Securing governors with the professional expertise, knowledge and understanding required to govern groups of schools. * Facilitating seamless transition to enable growth for federations in a way that is similar to the national policy support for growing Multi Academy Trusts. |
|  | Norfolk County Council should continue to seek to uphold a presumption against closure of small rural schools, as set out in national policy and guidance. |
|  | Where the quality of education and the efficient use of resources would be better served by a different form of school organisation, officers will approach MATs and governing boards to offer a joint review of future options. |
|  | Wherever possible, such appraisals should be conducted jointly with the relevant appropriate body including the Diocese for voluntary aided or controlled schools. |
|  | This should result in recommendation for either trustees or governors of the relevant institution(s) to consider. Where such proposal requires the use of capital, normal consideration for prioritisation and decision making will apply. |
|  | Before any changes are proposed to schools with fewer than 105 pupils, officers should also consider:   * Demographic trends and the likelihood of achieving 105 pupils within the catchment area of the school. * The proportion of pupils attending the school drawn from the catchment area. * The proportion of pupils in the catchment area attending other schools due to parental preference. * The travel distance to the next nearest school. * The impact of any school closure on the local community. * Where relevant the impact of maintaining the school on the other schools within the Federation or Multi Academy Trust. |
|  | The process for prioritising the use of capital should be amended to include reporting to the Cabinet Member for Children’s Services three times a year. A copy of the amended Terms of Reference for Capital Priorities Groups is included in Appendix 4. |
|  | The approach to capital prioritisation should make explicit reference to national benchmarks, as outlined in the DfE Scorecard. The statutory duty to provide sufficient and high-quality school places may still result in a strong business case, even where benchmarks are likely to be exceeded. |
|  | The development of capital projects for new school places includes collaboration with the Fire Service to identify how schemes can include mitigation of fire risk on a case by case basis. This is already current practice and should be formally identified to be part of our policy approach. |
|  | Governing Boards of Local Authority Maintained Schools, where Norfolk County Council has a property interest are asked to consider joining a maintenance scheme. Where they Governing Boards do not join a scheme, officers will request that they share the details of the planned maintenance with officers on an annual basis and show a clear understanding that the LA cannot be called upon to solve maintenance issues that otherwise would have been covered by a maintenance scheme. |
|  | **Impact of the Proposal** Summarise what will be different as a result of the proposal and how this will be measured. |
|  | As a result of this proposal Norfolk County Council will develop:   * Key educational priorities for each of the seven district areas and share these with relevant stakeholders and school improvement providers. * A revised offer to support all forms of governance and secure the support necessary to create larger groups of schools. * A partnership approach to secure strong leadership development including for leadership teams across groups of schools. * A pro-active approach to place planning for all areas with demographic change, ensuring efficient use of resources and value for money. * Long term sustainable improvement, reducing the need for intervention. * Early identification of any requirement for capital, which exceeds the allocation of Basic Need grant by the DfE. |
|  | **Financial Implications**Summarise for Members the key financial implications that will need to be taken into account as balanced with other factors when making a decision. The summary should state whether the cost/expenditure falls within the parameters of the Annual Budget agreed by Council and whether the Chief Finance Officer has confirmed the financial implications.  For advice on financial implications you may wish to contact your Finance Business Partner or Titus Adam, Financial Projects and Planning Manager on 01603 222806 |
|  | Capital deployment focused on new places and condition improvement.  Some capital may be needed to adjust number of places in areas of demographic decline.  Some capital may be needed in exceptional circumstance to secure better organisation of school places in a local area (e.g. merger of two schools that are not sustainable to secure continued education). |
|  | **Resource Implications** |
|  | **Staff:** For advice on staffing implications you may wish to contact your HR Business Partner.  Existing staff levels for:   * Education Advisers with oversight of: * Leadership Development * Training and workforce development including Apprenticeships * Area Oversight * School organisation * Capital Team * Place Planning, including direct support to accelerate large scale housing developments (recently agreed new post) |
|  | **Property:** For advice on property implications you may wish to contact Simon Hughes, Head of Property on 01603 973850. |
|  | Property implications are dealt with through agreed mechanisms. This involves recommendation by the Capital Priorities Group to the Executive Director of Children’s Services. The allocation of capital to relevant budgets is included in the forward plan of Norfolk County Council’s annual budget setting cycle. |
|  | **IT:**For advice on IT implications you may wish to contact Geoff Connell, Head of IMT on 01603 973230 |
|  | There are no new IT implications resulting from this policy proposal. |
|  | **Other Implications** |
|  | **Legal Implications** For advice on legal implications you may wish to contact the Chief Legal Officer and Monitoring Officer (Helen Edwards) on 223415. You will also need to consider Data Protection Impact – this is a privacy-related impact assessment whose objective is to identify and analyse how data privacy might be affected by certain actions or activities. |
|  | The policy ensures that Norfolk County Council upholds current law and statutory guidance. This includes the role of Governing Boards and Multi Academy Trusts in deciding the future direction of individual schools, Norfolk County Council as decision maker for school organisation of LA maintained schools and the Regional Schools Commissioner as decision maker for changes to academies and Free Schools. |
|  | **Human Rights implications** The requirements of the Human Rights Act 1998 must be considered in relation to Planning (Regulatory) Committee reports. For advice you may wish to contact the Chief Legal Officer (Monitoring Officer) 223415. |
|  | Article 2 of the First Protocol  Students’ right to education.  No one can be denied the right to education.  This encompasses a right:   * to an effective education (that is adequate and appropriate); * to access to existing educational institutions; * to be educated in the national language; and * to obtain official recognition when studies have been completed.   The policy paper supports Norfolk County Council’s role in upholding this law. |
|  | **Equality Impact Assessment (EqIA) (this must be included)** An EqIA should be undertaken on all strategies, policies or decisions relevant to equality before being reported to Cabinet/Select Committee. Summarise here any risk areas/positive impact highlighted by the EqIA. If your strategy, policy or decision is not relevant to equality please state this and give your reasons why this is the case.For advice on undertaking equality impact assessments or on equality issues generally please contact Jo Richardson, Equality and Diversity Manager 01603 223816. |
|  | This policy has been assessed to ensure that it has no adverse impact on young people including those with disabilities, gender reassignment, marriage/civil partnerships, pregnancy/maternity, race, religious belief, sex or sexual orientation where appropriate, as it aims to secure a good place of education for every child, in particular it seeks to ensure that every school has sufficient capacity for strong leadership and governance to safeguard a good education for all. |
|  | **Health and Safety implications (where appropriate)** To encourage the integration of health and safety management, consideration be given to including any health and safety risks which may be associated with proposals presented. Including this information would give Executive Directors the assurance that health and safety implications have been considered and expert advice has been sought where necessary. Further help and guidance can be obtained by contacting the Health Safety and Wellbeing Manager, Derryth Wright, on 222912. |
|  | There are existing processes and mechanisms in place to secure Health and Safety in schools. |
|  | **Sustainability implications** (where appropriate) All Key Decisions must be considered and a statement made for their environmental impact and for their alignment to the Intergovernmental Panel on Climate Change guidance.  If this report is making recommendations to Cabinet on a Key Decision you should follow the guidance below.  You will need to complete an assessment considering the impact of the proposals on sustainability. The purpose of this assessment is to record and to advise Cabinet as part of this summary paragraph, of any beneficial or detrimental impacts on the use of resources and potential sources of pollution. Issues such as fuel for buildings and travel are significant costs to the authority. Efficiency in the use of fuel will reduce the carbon footprint. Examples of beneficial activities which have a positive impact on the environment will include:   * Those which use less gas, electricity or fuel oil for heating buildings * Reducing the mileage undertaken to complete tasks * The re-use or recycling of materials * Those which mitigate against climate change * Examples of a detrimental impact on the environment will be: * When additional heating fuel is used * Increased mileage, whereby vehicles use more fuel and pollute the air * Where used resources are consigned to landfill   Where there would be a detrimental effect on climate change |
|  | This paper directly addresses the risk of schools becoming unsustainable. The policy seeks to refine and secure Norfolk County Council’s response to such issues, whilst securing sufficient places of education in the local area. |
|  | **Any other implications** |
|  | None. |
|  | **Actions required** These actions should replicate in the introduction on page 1 of this report. Select committees are not decision making bodies. This section should set out what it is expected that the Select committee will do, eg note the information, or review and comment etc. |
| 7.1 | 1. To endorse the review of the education provision and school organisation for each District taking account of demographic changes and quality (and sustainability) of education over time. 2. To endorse the amendment of the process for capital prioritisation taking account of changes to Cabinet system and recent government guidance. 3. To support building a stronger school system by encouraging schools to work in collaboration with 1500 pupils or more. |
| **8.0** | **Background Papers** |
| 8.1 | Recent committee papers on this topic include**:**  [**May 2015 Children’s Services Committee papers**](http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/317/Committee/8/Default.aspx)  [**November 2015 Children’s Services Committee papers**](http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/355/Committee/8/Default.aspx)  [**May 2016 Children’s Services Committee papers**](http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/461/Committee/8/Default.aspx)  [**June 2016 Children’s Services Committee papers**](http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/462/Committee/8/Default.aspx)  [**Consultation on changes to early years funding August 2016**](https://consult.education.gov.uk/early-years-funding/eynff)  [**Structural developments in the Educational System – September 2016**](http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/463/Committee/8/Default.aspx) |

###### Officer Contact

If you have any questions about matters contained in this paper, please get in touch with:

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| --- | --- | --- | --- |
| **Officer name:** | **Sebastian Gasse** | **Tel No.:** | **01603 307714** |
| **Email address:** | **Sebastian.gasse@norfolk.gov.uk** | | |

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|  | If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help. |

**ANNEX 1 – Types of Governance**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| ` | *Schools funded (maintained) by the Government via the Local Authority sometimes known as ‘maintained schools’* | | | | *Schools funded (maintained) by the Government via the Education Skills Funding Agency* | |
|  | **Community**  **School** | **Voluntary Controlled School** | **Voluntary Aided School** | **Other Foundation School** | **Academy School [[1]](#footnote-1)** | **Free School[[2]](#footnote-2)** |
| Governance | Governing Board | Governing Board with minority of Governors appointed by a Foundation Trust | Governing Board with majority of Governors appointed by a Foundation Trust | Governing Board with majority of Governors appointed by a Foundation Trust | Academy Trust | Academy Trust |
| Funding formula[[3]](#footnote-3) | Local Authority in consultation with Norfolk Schools Forum | Local Authority in consultation with Norfolk Schools Forum | Local Authority in consultation with Norfolk Schools Forum | Local Authority in consultation with Norfolk Schools Forum | Local Authority in consultation with Norfolk Schools Forum | Local Authority in consultation with Norfolk Schools Forum |
| Funded by | Government via Local Authority and, for Post 16, Education Skills Funding Agency | Government via Local Authority and, for Post 16, Education Skills Funding Agency | Government via Local Authority and, for Post 16, Education Skills Funding Agency | Government via Local Authority and, for Post 16, Education Skills Funding Agency | Government via Education Skills Funding Agency and, for high needs, Local Authority | Government via Education Skills Funding Agency and, for high needs, Local Authority |
| Formal Intervention | Local Authority or DfE Regional Schools Commissioner | Local Authority or DfE Regional Schools Commissioner with involvement of Diocese | Local Authority or DfE Regional Schools Commissioner with involvement of Diocese | Local Authority or DfE Regional Schools Commissioner with involvement of Trust | DfE Regional Schools Commissioner | DfE Regional Schools Commissioner |
| Inspection | Ofsted | Ofsted | Ofsted | Ofsted | Ofsted | Ofsted |
| Land ownership | Local Authority | Local Authority or other arrangements | Can vary - Foundation Trust for buildings and Local Authority for playing fields | Can vary - Foundation Trust for buildings and Local Authority for playing fields | Local Authority with 125 year lease or Academy Trust if land not previously owned by Local Authority | Academy Trust, DfE or Local Authority |
| Employer of staff | Governors via Local Authority | Governors via Local Authority | Governors | Governors | Academy Trust | Academy Trust |
| Sufficiency of pupil places | Planned and funded by Local authority and admissions coordinated by Local Authority | Planned and funded by Local authority and admissions coordinated by Local Authority | Planned and funded by Local authority and admissions coordinated by Local Authority | Planned and funded by Local authority and admissions coordinated by Local Authority | Planned and funded by Local authority  and admissions coordinated by Local Authority | Planned and funded by Local authority  and admissions coordinated by Local Authority |
| Admissions authority | Local Authority | Local Authority | Governors | Governors | Academy Trust | Academy Trust |

**ANNEX 2 - Table 1**

**Phase/Status of schools**

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Status\Phase** | **All Through** | **Alternative provision** | **Nursery** | **Primary** | **Secondary** | **Special** | **Total** |
| **Academy AP Converter** | 0 | 1 | 0 | 0 | 0 | 0 | 1 |
| **Academy Converter** | 1 | 0 | 0 | 96 | 26 | 0 | 123 |
| **Academy Special Converter** | 0 | 0 | 0 | 0 | 0 | 2 | 2 |
| **Academy Special Sponsor Led** | 0 | 0 | 0 | 0 | 0 | 1 | 1 |
| **Academy Sponsor Led** | 1 | 0 | 0 | 70 | 21 | 0 | 92 |
| **Community School** | 0 | 0 | 0 | 93 | 0 | 0 | 93 |
| **Foundation School** | 0 | 0 | 0 | 16 | 1 | 0 | 17 |
| **Foundation Special School** | 0 | 0 | 0 | 0 | 0 | 9 | 9 |
| **Free Schools** | 0 | 0 | 0 | 4 | 2 | 0 | 6 |
| **Free Schools AP** | 0 | 1 | 0 | 0 | 0 | 0 | 1 |
| **Free Schools Special** | 0 | 0 | 0 | 0 | 0 | 1 | 1 |
| **Local Authority Nursery School** | 0 | 0 | 3 | 0 | 0 | 0 | 3 |
| **University Technical College** | 0 | 0 | 0 | 0 | 1 | 0 | 1 |
| **Voluntary Aided School** | 0 | 0 | 0 | 35 | 0 | 0 | 35 |
| **Voluntary Controlled School** | 0 | 0 | 0 | 38 | 0 | 0 | 38 |
| **Total** | 2 | 2 | 3 | 352 | 51 | 13 | 423 |

**ANNEX 2 - Table 2: Academy Trusts in Norfolk (34)**

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| --- | --- | --- | --- | --- | --- | --- | --- | --- |
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| |  |  |  |  |  |  |  |  |  | | --- | --- | --- | --- | --- | --- | --- | --- | --- | | **Academy Trust** | **16 Plus** | **All Through** | **Alternative provision** | **Nursery** | **Primary** | **Secondary** | **Special** | **MAT Total** | | Academy Transformation Trust |  | 1 |  |  |  | 1 |  | 2 | | Ad Meliora Academy Trust |  |  |  |  | 3 |  |  | 3 | | Apollo Academies Trust |  |  |  |  | 1 |  |  | 1 | | Bohunt Education Trust |  |  |  |  |  | 1 |  | 1 | | Cambridgeshire Educational Trust |  |  |  |  |  | 1 |  | 1 | | Catch 22 Multi Academies Trust |  |  |  |  |  |  | 1 | 1 | | Cherrytree Academy Trust |  |  |  |  | 2 |  |  | 2 | | Clarion Academy Trust |  |  |  |  | 1 | 1 |  | 2 | | Consortium Multi Academy Trust |  |  |  |  | 2 |  |  | 2 | | Co-operative Education East Academy Trust (CEEAT) |  |  |  |  | 3 |  |  | 3 | | CORVUS Education Trust |  |  |  |  | 3 |  |  | 3 | | Creative Education Trust (CET) |  |  |  |  | 3 | 2 |  | 5 | | DEMAT (Diocese of Ely Multi-Academy Trust) |  |  |  |  | 12 |  |  | 12 | | Diocese of Norwich St Benet's Multi Academy Trust |  |  |  |  | 4 | 1 |  | 5 | | DNEAT (Diocese of Norwich Education and Academies Trust) |  |  |  |  | 32 | 1 |  | 33 | | Eastern Multi-Academy Trust |  |  |  |  | 11 | 2 |  | 13 | | Engage Trust |  |  | 2 |  |  |  |  | 2 | | Enrich Learning Trust |  |  |  |  | 2 | 4 |  | 6 | | Evolution Academy Trust |  |  |  |  | 9 |  |  | 9 | | Inclusive Schools Trust |  |  |  |  | 6 |  |  | 6 | | Inspiration Trust | 1 |  |  |  | 5 | 6 |  | 12 | | KWEST Multi Academy Trust |  |  |  |  | 6 |  | 1 | 7 | | NNAT (North Norfolk Academy Trust) |  |  |  |  | 3 | 2 |  | 5 | | Norfolk Academies MAT (part of the TEN Group) |  |  |  |  | 1 | 3 |  | 4 | | Ormiston Academies Trust |  |  |  |  | 4 | 6 |  | 10 | | Rightforsuccess Trust |  |  |  |  | 7 | 2 | 1 | 10 | | Sapientia Education Trust |  |  |  |  | 9 | 3 |  | 12 | | St John the Baptist Catholic Multi-Academy Trust |  |  |  |  | 4 | 1 |  | 5 | | Synergy Multi Academy Trust |  | 1 |  |  | 8 | 1 |  | 10 | | The HEART Education Trust |  |  |  |  | 4 |  |  | 4 | | The Wensum Trust |  |  |  |  | 8 | 3 |  | 11 | | Unity Education Trust | 1 |  |  |  | 4 | 1 |  | 6 | | West Norfolk Academies Trust |  |  |  |  | 7 | 4 |  | 11 | | Yare Education Trust |  |  |  |  | 5 | 1 |  | 6 | | **Totals** | 2 | 2 | 2 |  | 169 | 47 | 3 | 225 | |  |  |  |  |  |  |  |  |

* **1.11.19 – Northgate Primary School will join Waveney Valley Academies Trust**

**ANNEX 2 - Table 3: Federations in Norfolk (28)**

|  |  |  |
| --- | --- | --- |
| **Name of Federation** | **Federated Schools** | **No. of Institutions** |
| All Angels Federation | Clover Hill VA Infant and Nursery School St. Michael’s CE VA Junior School | 2 |
| All Saints Federation | |  | | --- | | All Saints CE VA Primary, Winfarthing | | Hapton CE VA Primary School | | St. Andrew's Lopham CE VA Primary School | | 3 |
| Aylsham Learning Federation | |  | | --- | | Aylsham High School | | Bure Valley School | | John Of Gaunt Infant & Nursery School | | 3 |
| Blue Sky Federation | |  | | --- | | Erpingham VC Primary School | | Northrepps Primary School | | 2 |
| Carleton Rode and Forncett St Peter CE VA Primary Schools Federation | |  | | --- | | Carleton Rode CE VA Primary School | | Forncett St. Peter CE VA Primary School | | 2 |
| Coastal Federation | |  | | --- | | Bacton Primary School | | Mundesley Infant School | | Mundesley Junior School | | 3 |
| Colman Infants and Junior School Federation | |  | | --- | | Colman Infant School | | Colman Junior School | | 2 |
| Dove Federation | |  | | --- | | Caston CE VA Primary School | | Parker's CE VC Primary School | | 2 |
| Ellingham VC and Woodton Primary Schools Federation | |  | | --- | | Ellingham CE VC Primary School | | Woodton Primary School | | 2 |
| Flourish Federation | |  | | --- | | North Elmham CE VA Primary School | | Stibbard All Saints CE VA Primary School | | 2 |
| Great Massingham and Harpley C of E Primary Schools | |  | | --- | | Great Massingham CE Primary School | | Harpley CE VC Primary School | | 2 |
| Hevingham and Marsham Primary School Partnership | |  | | --- | | Hevingham Primary School | | Marsham Primary School | | 2 |
| Loddon Primary Schools Federation | |  | | --- | | Loddon Infant & Nursery School | | Loddon Junior School | | 2 |
| Nebula Federation (incorporating the Harnser Schools) | |  | | --- | | Frettenham Primary School | | Hainford VC Primary School | | Horsford C Of E VA Primary School | | Old Catton CE Junior School | | St. Faiths CE VC Primary School | | White Woman Lane Junior School | | 6 |
| Neatishead & Salhouse Federation with Fleggburgh Primary School | |  | | --- | | Fleggburgh CE VC Primary School | | Neatishead VC Primary School | | Salhouse CE VC Primary School | | 3 |
| Ormesby Village Schools Federation | |  | | --- | | Ormesby Village Infant School | | Ormesby Village Junior School | | 2 |
| Pilgrim Federation | |  | | --- | | Blakeney CE VA Primary School | | Hindringham CE VC Primary School | | Kelling CE Primary School | | Walsingham CE VA Primary School | | 4 |
| Shelton with Hardwick and Hempnall Primary Schools Federation | |  | | --- | | Hempnall Primary School | | Shelton with Hardwick Community School | | 2 |
| St Mary Federation | |  | | --- | | Brancaster CE VA Primary School | | Docking CE Primary School & Nursery | | Sedgeford Primary School | | 3 |
| Tacolneston and Morley Federation | |  | | --- | | Morley CE VA Primary School | | Tacolneston CE VA Primary School | | 2 |
| Tas Valley Church Schools Federation | |  | | --- | | Preston CE VC Primary School | | Saxlingham Nethergate CE VC Primary School | | 2 |
| The Federation of Caister Nursery, Infant and Junior Schools | |  | | --- | | Caister Infant School | | Caister Junior School | | 2 |
| The Federation of Spixworth Schools | |  | | --- | | Spixworth Infant School | | Woodland View Junior School | | 2 |
| The Great Ellingham and Rockland Schools Federation | |  | | --- | | Great Ellingham Primary School | | Rocklands Community Primary School | | 2 |
| The Swallowtail Federation of Church Schools | |  | | --- | | Catfield CE VC Primary School | | Hickling CE VC Infant School | | Sutton CE VC Infant School | | 3 |
| The Together Federation | |  | | --- | | Cantley Primary School | | Freethorpe Community Primary School | | Horning Community Primary School | | 3 |
| Toftwood Infant and Junior School Federation | |  | | --- | | Toftwood Community Junior School | | Toftwood Infant School | | 2 |
| Windmill Federation | Terrington St. John Primary School  Tilney St. Lawrence Community Primary  School  Walpole Highway Community Primary  School  West Walton Community Primary School | 4 |

**ANNEX 2 - Table 4: Other Trusts in Norfolk (3)**

|  |  |  |
| --- | --- | --- |
| **Name of Trust** | **Schools** | **No. of Institutions** |
| Acorn Co-operative Learning Alliance | |  | | --- | | Banham Primary School | | Old Buckenham Primary School and Nursery | | Bressingham Primary School | | East Harling Primary School & Nursery | | 4 |
| Aylsham Cluster Trust | |  | | --- | | Aldborough Primary School | | Aylsham High School | | Bure Valley School | | Buxton Primary School | | Colby Primary School | | Erpingham VC Primary School | | John of Gaunt Infant and Nursery School | | St. Michael's Church of England VA Primary & Nursery School | | 8 |
| Trust Norfolk - SEN | |  | | --- | | Churchill Park Academy | | Eaton Hall Specialist Academy | | Chapel Green School | | Fred Nicholson School | | Hall School | | Harford Manor School | | John Grant School | | Sheringham Woodfields School | | Sidestrand Hall School | | The Clare School | | The Parkside School | | 11 |

**ANNEX 2 - Table 5 (Summary)**

|  |  |  |  |
| --- | --- | --- | --- |
|  | **Other Trusts** | **Federations** | **Academy Trusts** |
| **Number** | 3 | 28 | 34 |
| **Number of Schools** | 23 | 71 | 225 |

**ANNEX 3 - Summary of MATS/Federations/Other School Groups average NOR comparison 2017 to 2019**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Federations** | **2017** |  | **2019** |  |  |
| **Federation Name** | **Number of schools** | **Total number of pupils - all** | **Total number of schools - all** | **Total number of pupils - all** | **Comparison** |
| All Angels Federation | 2 | 611 | 2 | 583 | 2019 lower |
| All Saints, Hapton and St Andrews Federation | 3 | 166 | 3 | 164 | 2019 lower |
| Aylsham Learning Federation | 3 | 1464 | 3 | 1520 | 2019 higher |
| Blue Sky Federation | 2 | 82 | 2 | 80 | 2019 lower |
| Carleton Rode and Forncett St Peter CE VA Primary Schools Federation | #N/A | #N/A | 2 | 153 | #N/A |
| The Coastal Federation | 3 | 299 | 3 | 280 | 2019 lower |
| Colman Infant and Junior Schools Federation | #N/A | #N/A | 2 | 421 | #N/A |
| The Dove Federation | 2 | 174 | 2 | 171 | 2019 lower |
| Ellingham & Woodton Primary Schools Federation | 2 | 137 | 2 | 148 | 2019 higher |
| Flourish Federation | #N/A | #N/A | 2 | 287 | #N/A |
| Great Massingham and Harpley C of E Primary Schools | 2 | 92 | 2 | 102 | 2019 higher |
| Hevingham and Marsham Primary Schools Federation | 2 | 138 | 2 | 135 | 2019 lower |
| Loddon Primary Schools Federation | 2 | 355 | 2 | 360 | 2019 higher |
| Salhouse and Neatishead Federation | 2 | 152 | 3 | 207 | 2019 lower |
| Nebula Federation (incorporating the Harnser Schools) | 3 | 243 | 6 | 1100 | 2019 higher |
| The Ormesby Village Schools Federation | 2 | 309 | 2 | 280 | 2019 lower |
| The Pilgrim Federation | 4 | 175 | 4 | 152 | 2019 lower |
| Shelton with Hardwick & Hempnall Primary Schools Federation | 2 | 142 | 2 | 134 | 2019 lower |
| St Mary Federation | 3 | 172 | 3 | 169 | 2019 lower |
| Tacolneston and Morley Federation | 2 | 233 | 2 | 244 | 2019 higher |
| Tas Valley Church Schools Federation | #N/A | #N/A | 2 | 179 | #N/A |
| The Federation of Caister Nursery, Infant and Junior Schools | #N/A | #N/A | 2 | 660 | #N/A |
| The Federation of Spixworth Schools | #N/A | #N/A | 2 | 268 | #N/A |
| The Great Ellingham and Rockland Schools Federation | 2 | 242 | 2 | 244 | 2019 higher |
| The Swallowtail Federation of Church Schools | 3 | 139 | 3 | 140 | 2019 higher |
| The Together Federation | #N/A | #N/A | 3 | 356 | #N/A |
| Toftwood Infant and Junior School Federation | 2 | 647 | 2 | 648 | 2019 higher |
| Windmill Federation | 4 | 383 | 4 | 384 | 2019 higher |
|  |  |  |  |  |  |
| **Other Trusts/Partnerships** |  |  |  |  |  |
| **Name** | **Number of schools** | **Total number of pupils - all** | **Total number of schools - all** | **Total number of pupils - all** | **Comparison** |
| Acorn Co-operative Learning Alliance | 6 | 824 | 4 | 683 | 2019 higher |
| Aylsham Cluster Trust | 8 | 2127 | 8 | 2173 | 2019 higher |
| Trust Norfolk - SEN | 10 | 1240 | 11 | 1375 | 2019 higher |
|  |  |  |  |  |  |
| #N/A indicates no data for year |  |  |  |  |  |
|  |  |  |  |  |  |
| NOR based on Summer Census |  |  |  |  |  |

**ANNEX 4 – Terms of Reference of Capital Priorities Group**

**Children’s Services Capital Priorities Group**

**Terms of Reference, Membership and Acronyms**

|  |  |
| --- | --- |
| **Terms of Reference** | * to consider and scrutinise the planning and implementation of Norfolk County Council’s Children’s Services capital programme * to contribute on a confidential basis to discussions about priorities for capital expenditure * to develop consistent prioritisation criteria for capital expenditure and advise the Director of Children’s Services on recommendations to be made to Committee * to monitor capital building programmes * review the effectiveness of capital prioritisation and adapt criteria accordingly * to report the work of the group to Children’s Services Committee through reports, in accordance with the annual pupil place and capital planning cycle * to appoint a named substitute for each constitutional position of the Group * to ensure that the processes of the Group enable local elected Members to be kept fully informed about place planning matters and capital plans for their Division |
| **Membership** | * Chris Snudden – Assistant Director, Education, Children’s Services (Chair) * Sebastian Gasse – Head of Education Participation, Infrastructure and Partnership Service * Isabel Horner – Sufficiency Delivery Manager * David Collis – County Councillor (Labour) * John Fisher – County Councillor (Conservative) * Stuart Dark – County Councillor (Conservative) * Vic Thomson – County Councillor (Conservative) * Ed Maxfield – County Councillor (Liberal Democrats) * Richard Pollard – Head of Project Management, NPS Property Consultants * Peter Rout – School Governor (Norfolk Governors Network) * Simon Minter – Headteacher, Hillside Primary School (Educate Norfolk, Primary Representative) * Pam Ashworth – Headteacher, John Grant Special School (NASSH) * TBC - Educate Norfolk, Secondary Representative to be nominated |
| **Clerk** | Contact: Jayshree Sanadhya  Capital Programme Support Officer, Children’s Services  Telephone: 01603 222990  Email: [jayshree.sanadhya@norfolk.gov.uk](mailto:jayshree.sanadhya@norfolk.gov.uk) |
| **Frequency** | Approximately twice a term, two weeks after CSC. |

**ANNEX 5 – Committee Report November 2017**

**Children’s Services Committee**

**Item No……**

|  |  |
| --- | --- |
| **Report title:** | **Developing Norfolk’s Education Landscape** |
| **Date of meeting:** | **14th November 2017** |
| **Responsible Chief Officer:** | **Sara Tough**  **Executive Director Children’s Services** |
| **Strategic impact**  Better educational outcomes are key to Norfolk’s future. The organisation of schools and other education providers, the size and structure of individual institutions and the built environment in which children and young people learn can make a considerable contribution to the improvement of educational experiences and outcomes. This paper outlines the current structural landscape, the role of the Local Authority in relation to school organisation, and suggests a strong local policy approach to secure changes where these are needed. | |

**Executive summary**

|  |
| --- |
| Building on reports to Committee in September 2016, this report provides a summary of the way in which Norfolk’s educational system has developed structurally since the reforms introduced by Governments from 2010. This snapshot provides the context for Members to consider a number of strategic structural issues facing the County Council in the next five years, as the system further develops.  In turn these provide the backdrop to the delivery of the Council’s continuing strategies to support a self-improving school system and secure an ‘Outstanding Education for **All**’  The context covered in this report includes:   1. Demographic growth and new housing, especially the forthcoming movement of growth into the secondary sector; 2. Risk to the sustainability of some schools and sixth forms 3. School reorganisation and conversion of schools to academy status within a wider development of Multi Academy Trusts; 4. Local and national processes for commissioning new schools 5. Capital investment in the education system; 6. Sufficient provision for all learners 7. Post-16 provision.   It is very much part of the County Council’s role as Champion of all Norfolk children to understand the impact of the changing structure of the education system. This include collaboration with partners and the Department of Education with its agencies. Norfolk County Council has a clear role as the local advocate for the development of a coherent system that serves all learners well from age 2 to 19. *The report makes a number of strategic recommendations for the Committee.*  **Recommendations:**  Children’s Services Committee is asked to note the content of this paper and endorse the approach advocated.  Children’s Services committee is asked to amend the approach adopted in 2015 as follows:   * 1. To use every opportunity to achieve a locally coherent organisation of schools by working closely with the Regional Schools Commissioner, local partners and communities.   2. To promote the development of school groupings with single governance that can provide school to school support through sufficient resilience and size. Norfolk should mirror the national approach, where 1500 pupils on role across a number of schools within the group is deemed a desirable minimum.   3. To ensure that wherever possible, new schools are commissioned as all through primary schools with a minimum of two forms of entry and secondary schools as 11-16 schools with six forms of entry.   4. To consider these school sizes - 420 place primary (5-11) and 900+ place secondary (11-16) schools) - to be the desirable model, where Norfolk County Council invests considerable capital to support other school organisation changes.   5. To uphold as far as possible the ‘presumption against closure’ set out in national guidance   6. To establish as a minimum size of 105 for any school or standalone school site within the mainstream sector, where school organisation changes are promoted in a local area   7. To establish all through primary education as the model for primary phase schools, where school organisation changes are promoted in an area. |

**Introduction**

* 1. This paper builds on previous reports to this Committee, notably in [September 2016](http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/463/Committee/8/Default.aspx) that set out the ‘Structural Developments in the Education System; and Norfolk’s approach in advocating for the development of a self-improving school system.
  2. In this paper the approach was affirmed as follows:
     + A clear role for Norfolk County Council as the champion of children working pro-actively with all types of schools
     + A close working relationship with the Regional Schools Commissioner to act at the ‘middle tier’ within the education system
     + Promoting strong governance and the development of groups of schools with single governance
     + Continuation of the approach set out in May 2015, including:
  + Promoting school groupings with a minimum of two forms of entry for primary schools, to ensure sufficient capacity and funding for sustainable leadership models
  + Where possible, move to all through primary model (including on multiple sites) to reduce the number of transitions for pupils
  + Giving preference to models with full forms of entry or, where this cannot be achieved, ensure mixed age classes with no more than two year groups in any one class (e.g. Year 1 and Year 2 or Year 5 and Year 6).
* Ensuring that management partnerships1 move to a single governance model within six terms (two years) Local Authority capital deployment is aligned to these principles.

**2. Context**

* 1. The national policy context remains largely unchanged since the last report to committee. Previous intentions by government to pursue a white paper or new legislation are not likely to come forward due to the focus on other legislation. Statements by the Secretary of State for Education in relation to Free Schools suggest that this policy may be amended and less resource will be available for centrally commissioned new schools.
  2. The Local Authority role in relation to the developing and changing landscape is not always clearly defined. Whilst we retain responsibility for ensuring the sufficiency of school places we have less control over the arrangements for school groupings.
  3. The landscape in Norfolk is complex and continues to be characterised by a highly diverse range of organisations that operate different types of schools and learning providers. These are maintained (funded) either by the Local Authority or the Department for Education (DfE), but always governed independently. Statutory regulations set out how both local authorities and central government agencies regulate and intervene where financial performance or quality of provision is of serious concern.
  4. A feature of the Norfolk school system is the large number of church schools. The LA works closely with the three Diocesan Boards to explore structural and organisational issues and opportunities.
  5. Many schools are now operating as part of a group, with single governance. This can be either a Multi-Academy Trust or a federated governing board that is required to exercise the necessary control to ensure strong performance. Annex 1 provides an explanation of difference forms of governance and Annex 2 gives an overview of the current schools and their governance groups in Norfolk.
  6. Norfolk County Council continues to take a pro-active approach as a champion of children in supporting the development of a self-sustaining school system. The methodology has been outlined in previous papers, including the paper endorsed by committee in September 2016. This includes influencing the development of federations and academy trusts as well as utilising opportunities for school organisation changes where they arise.
  7. Recent national developments which can affect the approach to school organisation and the structural landscape for education are mediated through a Regional Schools Commissioner’s office. The LA works routinely with officers from this Regional DfE team to plan for future growth, re-organisation and support for school improvement the improvement of provision and outcomes.

1. **Overview of the Norfolk Education System**
   1. The outcomes for pupils in Norfolk schools have improved markedly over time, however there are still challenges that schools, governing bodies and trusts must address. The quality of education provision, as judged by Ofsted has also improved considerably in the last few years, with over 90% of Norfolk schools now judged good or outstanding.
   2. The relatively recent national strategy for academisation continues to have an impact in Norfolk though this has slowed recently.
   3. As part of the 2016 Education and Adoption Act, the Secretary of State is required to issue an academy order where a school is deemed to be inadequate (unless the school is due to close). In case of an existing academy, the Regional Schools Commissioner has the option to secure a new or different sponsor Multi Academy Trust to address underperformance. In such cases, a challenge sometimes arises for Norfolk County Council, where this should be aligned to wider changes to the local organisation of schools (e.g. Infant/Junior schools)
   4. A few years ago it was recognised that the performance of a proportion of the small schools in Norfolk was not as good as it should be and that the recruitment of high quality and sustainable leadership was also a significant challenge. As a result a small schools steering group, made up of stakeholders, elected members and officers established a strategy to engage with all governing bodies of small Norfolk schools. The strategy increased the expectation that strong and sustainable partnerships, leadership and governance arrangements should be a priority for every small school. The recent annual review of the Strategy shows that the vast majority of small schools are in a collaborative arrangement to support their ongoing educational and financial sustainability. The future of a minority of very small schools is still questionable, where there are significant issues in relation to quality and in some cases closure may be an option.
   5. The data for small schools continues to underline that performance is highly variable, however on average educational outcomes for pupils, measured over time, in schools with cohorts of 10 pupils or fewer are consistently lower than those in larger schools. Disadvantaged pupils do very poorly overall in small schools.
   6. The next focus of the small school review in 2017/18 is t to test and challenge the capacity and ability of small schools to support more vulnerable children from disadvantaged backgrounds.
   7. In relation to students post 16. Members have been briefed on the outcomes of the Post 16 Area Based Review initiated by the Department for Education, carried out in Norfolk earlier in the year. The recommendations from the Area Based Review result in a number of changes to institutions in the Norfolk post 16 sector. The recommendations are listed in full as part of Annex 4. Whilst the proposed mergers should result in stronger institutions and enhanced provision for Norfolk Learners, they also create a period of transition for both staff and learners.
   8. The local authority identifies some schools, where a range of previous intervention, both in relation to school improvement, changes to governance arrangements or even the introduction of a sponsor has not resulted in the necessary improvement over time. This persistent underperformance over a number of years may suggest that a more radical approach to change is needed and the organisation of local schools, or school closure needs to be re-considered
   9. The work of Norfolk County Council in securing sufficient provision for Early Years is set out annually in the Childcare Sufficiency Statement. Committee is updated on this annually as part of the cycle of reports on overall sufficiency of places. The area-based approach outlined in section 4 below will enable officers to continue to take into account the wider needs and opportunities across all age ranges.
2. **Current structural / school organisation and sufficiency challenges**
   1. The demography in the county is changing and housing development is resulting in growth in demand for school places in some parts of the county.
   2. \* Regular reports to this Committee deal with these pressures in more detail, notably through reporting on capital prioritisation (November) and Place Planning (January). An update on the programme is provided in May each year.
      * New challenges within this aspect include changes to the rate of house building in the context of a large number of allocated sites within local plans. The emergence of significant increased housing development outside the planned growth also creates localised pressure that we need to respond to.
      * In order to meet the demand for more specialist and complex needs provision in Norfolk a considerable amount of work has been undertaken recently to increase capacity through commissioned places. There is an ongoing need to increase this further to meet the rising demand, mirrored nationally. A statutory sufficiency strategy in this respect, produced annually by the authority, will provide an updated view on this pressure in spring 2018.
   3. There is no single entity that unites all the decision-making processes regarding changes to the organisation of schools. School Organisation changes can be promoted by Norfolk County Council for maintained schools, the Foundation Governors for a Voluntary Aided School and Academy Trusts in relation to academies. Whilst statutory regulation covers the processes managed by Norfolk County Council, the Regional Schools Commissioner operates a model involving a business case, which she decides upon with the advice of the Head Teacher Board.
   4. Where a governing board, Multi Academy Trust or the Local Authority, proposes a change to the organisation of schools, Norfolk County Council bears the responsibility for securing the necessary transport in line with our policy. Our methodology for including transport implications early on in any process, including where other parties develop a business case for significant change is underdeveloped. We need to manage the risk both to Norfolk County Council finances and secure our ability to promote changes that achieve a better local arrangement of schools, even where this has some financial impact.
   5. The challenges in the post 16 sector also include a reduction in the Ofsted judgements for two of the four FE Colleges. Earlier this year the College of West Anglia was judged to require improvement and Easton and Otley College was judged to be inadequate. City College Norwich continues to be good (2017) and East Coast College, resulting from the merger of Lowestoft and Great Yarmouth Colleges has not yet been inspected. The predecessor institutions were judged RI and Good respectively. Although the campus in Great Yarmouth continues to operate as before, the college location is now formally in Suffolk.
   6. Furthermore, continued volatility in this sector, much of which operates as a market, has resulted in the loss of provision through the closure of work-based learning providers. A small number of sixth forms have also closed and many school sixth forms have reduced the range of subjects they offer. Availability of training provision for young people continues to be a challenge in some areas.
3. **Proposal**
   1. Norfolk County Council should continue to adopt a proactive approach to the development of an Education Landscape the services all children well. The aim of this approach should continue to be to establish the right conditions for strong and sustainable institutions with high standards of achievement for **all** pupils
   2. To amend the approach adopted in 2015 as follows:
      * Use every opportunity to achieve a locally coherent organisation of schools by working closely with the Regional Schools Commissioner, local partners and communities.
      * Promote the development of school groupings with single governance that can provide school to school support through sufficient resilience and size. Norfolk should mirror the national approach, where 1500 pupils on role across a number of schools within the group is deemed a desirable minimum.
   3. To ensure that wherever possible, new schools are commissioned as all through primary schools with a minimum of two forms of entry and secondary schools as 11-16 schools with six forms of entry.
   4. To consider these school sizes - 420 place primary (5-11) and 900+ place secondary (11-16) schools) - to be the desirable model, where Norfolk County Council invests considerable capital to support other school organisation changes.
   5. To uphold as far as possible the ‘presumption against closure’ set out in national guidance
   6. To establish as a minimum size of 105 for any school or standalone school site within the mainstream sector, where school organisation changes are promoted in a local area
   7. To establish all through primary education as the model for primary phase schools, where school organisation changes are promoted in an area.
4. **Methodology**
   1. Norfolk County Council is well placed to take a lead role in developing the education landscape in partnership with the Regional Schools Commissioner and other partners in the education system. The LA functions in relation to place planning and ensuring sufficiency should result in strong advocacy to ensure that all changes proposed increase coherence and the chance for every young person to have a good educational experience throughout their learning journey.
   2. Officers should work pro-actively with the Regional Schools Commissioners office, so that any directive academy orders take full account of the local education landscape, and school organisation considerations.
   3. As outlined above, Norfolk County Council sometimes takes the role of ‘proposer’ and sometimes will be a consultee, where a Multi Academy Trust proposes one or more significant changes, which are subsequently decided upon by the Regional Schools Commissioner. Therefore, officers will need to adopt a position in line with the aims outlined above in responding to such proposals. This may include either advocating for or against a single proposal. A third option should be considered, where the proposed changes have wider implications within the education landscape and could affect other providers. In such cases, Education Officers should explore the opportunities for a wider proposal of change that would lead to improved provision in a particular area. The evaluation of the merits of such a case should take into account:
5. *The quality of education provided currently*
6. *Sufficiency and Place Planning considerations*
7. *The quality of education provided over time*
8. *How far the current structure meets the criteria outlined above*
9. *Overall value for money in relation to public expenditure, including transport implications*
   1. Wherever possible, an area-based approach should also be adopted as part of any changes proposed by Norfolk County Council, which may be developed on the basis of:
10. *Sufficiency and Place Planning considerations*
11. *Requests by governing boards of LA maintained schools to consider the future of their school*
12. *The quality of education provided over time, where other interventions have not resulted in sustainably good or better schools*
    1. All proposals should be developed in line with established and agreed processes that adhere to the statutory guidance in relation to school organisation. Officers will work with the Regional Schools Commissioner and the Education Skills Funding Agency to advocate that consultation processes required for their decision making achieve a level of stakeholder involvement at least similar to that of LA led processes.
    2. Current decision-making processes allow for this methodology through:
       * Developing a business case through an officer group (currently called Education Planning Infrastructure Group – EPIG)
       * Delegated decision making with member involvement through Capital Priorities Group
       * School Organisation Processes in line with statutory guidance as agree by Children’s Services Committee in 2014
    3. Officers should continue to work towards securing sufficient sites for the anticipated demand as set out in the Local Growth and Investment Plan. In light of the challenges in relation to housing development outside of local plans and likely need for newly commissioned specialist provision, the (alternative) educational use of existing sites is already considered routinely. An application to utilise the proceeds of any site disposal within a wider change proposal for a local area should equally become routine practice.
    4. In the post 16 sector, the current trend towards larger, more centralised provision continues. This facilitates the development of a more sustainable offer with specialisation required for higher levels as advocated by the strategic economic plan. However, it also presents a considerable challenge in relation to transport. Norfolk County Council should seize the opportunity presented by the Area Based Review to consider opportunities for an affordable universal transport offer to learners aged 16-19 developed together with Suffolk County Council, Colleges, Work Based Learning Providers and other partners.
    5. Furthermore, a more centralised offer, combined with more localised provision for academy level 3 courses (A-Level in school sixth forms) also presents a systematic (geographic) disadvantage to those seeking vocational provision or with lower attainment.
    6. Officers should continue to utilise a partnership approach, including through the Education and Training Strategy Group to address the current issues in the post 16 sector. Formal interventions in post 16 institutions (other than school sixth forms) are led by the Department for Education through its key agencies. Norfolk County Council should seek to strengthen its strategic relationship with the FE Commissioner and the Education and Skills Funding Agency to develop a co-ordinated approach to challenge and support.

**8. Financial Implications**

The financial implications of the necessary capital investment and funding sources are outlined in the committee paper on the Schools’ Capital Programme 2017-2020. The approach described will be facilitated using current resources within the Education Participation, Infrastructure and Partnership Service.

**9. Issues, risks and innovation**

Many of the key issues and risks are outlined as part of the papers. They include

* Risk of further fragmentation of the education system
* Deterioration of quality of education in schools undergoing a significant change
* Lack of improvement in schools that have been through a significant change
* Lack of long-term sustainable leadership
* Insufficient capacity of LA officers to support an increased number or significant changes to education landscape

**10. Background**

Recent **committee papers on this topic include:**

**May 2015 Children’s Services Committee papers**

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/317/Committee/8/Default.aspx>

**November 2015 Children’s Services Committee papers**

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/355/Committee/8/Default.aspx>

**May 2016 Children’s Services Committee papers**

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/461/Committee/8/Default.aspx>

**June 2016 Children’s Services Committee papers**

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/462/Committee/8/Default.aspx>

**Consultation on changes to early years funding August 2016**

<https://consult.education.gov.uk/early-years-funding/eynff>

**Structural developments in the Educational System – September 2016**

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/463/Committee/8/Default.aspx>

**Officer Contact**

If you have any questions about matters contained or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

If you have any questions about matters contained in this paper please get in touch with:

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**Email address**: **sebastian.gasse@norfolk.gov.uk**

|  |  |
| --- | --- |
|  | If you need this report in large print, audio, Braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help. |

**ANNEX 1 – Types of Governance**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| ` | *Schools funded (maintained) by the Government via the Local Authority sometimes known as ‘maintained schools’* | | | | *Schools funded (maintained) by the Government via the Education Skills Funding Agency* | |
|  | **Community**  **School** | **Voluntary Controlled School** | **Voluntary Aided School** | **Other Foundation School** | **Academy School [[4]](#footnote-4)** | **Free School[[5]](#footnote-5)** |
| Governance | Governing Board | Governing Board with minority of Governors appointed by a Foundation Trust | Governing Board with majority of Governors appointed by a Foundation Trust | Governing Board with majority of Governors appointed by a Foundation Trust | Academy Trust | Academy Trust |
| Funding formula[[6]](#footnote-6) | Local Authority in consultation with Norfolk Schools Forum | Local Authority in consultation with Norfolk Schools Forum | Local Authority in consultation with Norfolk Schools Forum | Local Authority in consultation with Norfolk Schools Forum | Local Authority in consultation with Norfolk Schools Forum | Local Authority in consultation with Norfolk Schools Forum |
| Funded by | Government via Local Authority and, for Post 16, Education Skills Funding Agency | Government via Local Authority and, for Post 16, Education Skills Funding Agency | Government via Local Authority and, for Post 16, Education Skills Funding Agency | Government via Local Authority and, for Post 16, Education Skills Funding Agency | Government via Education Skills Funding Agency and, for high needs, Local Authority | Government via Education Skills Funding Agency and, for high needs, Local Authority |
| Formal Intervention | Local Authority or DfE Regional Schools Commissioner | Local Authority or DfE Regional Schools Commissioner with involvement of Diocese | Local Authority or DfE Regional Schools Commissioner with involvement of Diocese | Local Authority or DfE Regional Schools Commissioner with involvement of Trust | DfE Regional Schools Commissioner | DfE Regional Schools Commissioner |
| Inspection | Ofsted | Ofsted | Ofsted | Ofsted | Ofsted | Ofsted |
| Land ownership | Local Authority | Local Authority or other arrangements | Can vary - Foundation Trust for buildings and Local Authority for playing fields | Can vary - Foundation Trust for buildings and Local Authority for playing fields | Local Authority with 125 year lease or Academy Trust if land not previously owned by Local Authority | Academy Trust, DfE or Local Authority |
| Employer of staff | Governors via Local Authority | Governors via Local Authority | Governors | Governors | Academy Trust | Academy Trust |
| Sufficiency of pupil places | Planned and funded by Local authority and admissions coordinated by Local Authority | Planned and funded by Local authority and admissions coordinated by Local Authority | Planned and funded by Local authority and admissions coordinated by Local Authority | Planned and funded by Local authority and admissions coordinated by Local Authority | Planned and funded by Local authority  and admissions coordinated by Local Authority | Planned and funded by Local authority  and admissions coordinated by Local Authority |
| Admissions authority | Local Authority | Local Authority | Governors | Governors | Academy Trust | Academy Trust |

**Annex 2 - Table 1**

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Phase** | **Academy** | **Foundation Special** | **Community** | **Foundation** | **Voluntary Aided** | **Voluntary Controlled** | **Total** |
| **All Through** | 1 | 0 | 1 | 0 | 0 | 0 | 2 |
| **Alternative Provision** | 2 | 0 | 0 | 0 | 0 | 0 | 2 |
| **Nursery** | 0 | 0 | 3 | 0 | 0 | 0 | 3 |
| **Primary** | 133 | 0 | 120 | 19 | 38 | 42 | 352 |
| **Secondary** | 45 | 0 | 5 | 1 | 1 | 0 | 52 |
| **Special** | 2 | 10 | 0 | 0 | 0 | 0 | 12 |
| **Total** | **183** | **10** | **129** | **20** | **39** | **42** | **423** |
| ***Percentage***  ***(rounded)*** | 43.3% | 2.4% | 30.4% | 4.8% | 9.2% | 9.9% |  |

**ANNEX 2 - Table 2: Academy Trusts in Norfolk (31 + 6)**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|  | **Types and Numbers of Schools** | | | | | **Total Number of Institutions** |
| **Academy Trusts** | **All through** | **Alternative Provision** | **Primary** | **Secondary** | **Complex Needs** |
| Academy Transformation Trust | 1 |  |  | 1 |  | 2 |
| Ad Meliora Academies Trust |  |  | 3 |  |  | 3 |
| Apollo Academies Trust |  |  | 1 |  |  | 1 |
| Cherry Tree Academy Trust |  |  | 2 |  |  | 2 |
| Clarion Academy Trust |  |  | 1 | 1 |  | 2 |
| Consortium Trust |  |  | 1 |  |  | 1 |
| Co-Operative Education East Academy Trust |  |  | 3 |  |  | 3 |
| CORVUS Education Trust |  |  | 3 |  |  | 3 |
| Creative Education Trust |  |  | 3 | 2 |  | 5 |
| Diocese of Ely Multi Academy Trust |  |  | 12 |  |  | 12 |
| Diocese of Norwich Multi Academy Trust |  |  | 28 | 1 |  | 29 |
| East Anglia Schools Trust |  |  | 2 |  |  | 2 |
| Eastern Multi-Academy Trust |  |  | 9 | 3 |  | 12 |
| Engage Trust |  | 2 |  |  |  | 2 |
| Evolution Academy Trust |  |  | 5 |  |  | 5 |
| IE Trust |  |  | 1 | 2 |  | 3 |
| Inclusive Schools Trust |  |  | 3 |  |  | 3 |
| Inspiration Trust |  |  | 5 | 7 |  | 12 |
| Mid Norfolk Academies Trust |  |  |  | 1 |  | 1 |
| North Norfolk Academy Trust |  |  | 2 | 2 |  | 4 |
| Ormiston Academies Trust |  |  | 2 | 4 |  | 6 |
| Right for Success Trust |  |  | 4 | 1 | 1 | 6 |
| Sapientia Education Trust |  |  | 7 | 1 |  | 8 |
| St John the Baptist Multi-Academy Trust |  |  | 3 | 1 |  | 4 |
| Synergy Academy Trust |  |  | 5 | 1 |  | 6 |
| The Heart Education Trust |  |  | 4 |  |  | 4 |
| Transforming Education in Norfolk |  |  | 1 | 5 |  | 6 |
| Wensum Academy Trust |  |  | 7 | 3 |  | 10 |
| West Norfolk Academy |  |  | 7 | 4 |  | 11 |
| Unity Education Trust |  |  | 4 | 1 |  | 5 |
| Yare Education Trust |  |  | 3 | 1 |  | 4 |
| \*Convertors |  |  | 2 | 3 | 1 | 6 |
|  | **1** | **2** | **133** | **45** | **2** | **183** |
| \*Convertor Academies are Diss High School, Taverham High School, Flegg High School, St Mary's CE Junior, The Free School Norwich, The Wherry School | | | | | | |
| Sir Isaac Newton Post 16 part of Inspiration trust, not included in figures above | | | | | | |

**ANNEX 2 - Table 3: Federations in Norfolk (29)**

|  |  |  |
| --- | --- | --- |
| **Name of Federation** | **Federated Schools** | **No. of Institutions** |
| The Angel Road Schools Federation | Angel Road Junior School  Angel Road Infant School | 2 |
| The Pilgrim Federation | Kelling CE Primary School  Blakeney CE VA Primary School  Hindringham CE VC Primary School  Walsingham CE VA Primary School | 4 |
| Diss Community and Church Schools Federation | Diss CE VC Junior School  Diss Infant & Nursery School with Childrens Centre | 2 |
| The Coastal Federation | Bacton Community Primary School  Mundesley Infant School  Mundesley Junior School | 3 |
| Swallowtail Federation | Catfield CE VC Primary School  Hickling CE VC Primary School  Sutton CE VC Primary School | 3 |
| The Great Ellingham and Rocklands Schools Federation | Great Ellingham Primary School  Rocklands Community Primary School | 2 |
| Loddon Primary Schools Federation | Loddon Infant & Nursery School  Loddon Junior School | 2 |
| The Dove Federation | Caston CE VA Primary School  Parker’s CE VC Primary School | 2 |
| Bridges Federation | St German’s Primary School  Magdalen Village School  Wimbotsham & Stow Community School | 3 |
| Blue Sky Federation | Erpingham VC Primary School  Northrepps Primary School | 2 |
| Tacolneston and Morley C of E Federation | Tacolneston CE Primary School  Morley CE VA Primary School | 2 |
| Aylsham Learning Federation (partnered with John of Gaunt Infant & Nursery School) | Aylsham High School  Bure Valley Primary School  John of Gaunt Infant & Nursery School) | 3 |
| Windmill Federation | Tilney St Lawrence Community Primary School  Walpole Highway Community Primary School  Terrington St John Primary School  West Walton Community Primary School | 4 |
| All Angels Federation | Clover Hill VA Infant & Nursery School  St Michaels CE VA Junior School | 2 |
| Ellingham & Woodton Primary Schools Federation | Ellingham CE VC Primary School  Woodton Primary School | 2 |
| The Cantley and Horning Schools Federation | Cantley primary School  Horning Community Primary School | 2 |
| North Walsham Infant and North Walsham Junior Federation | North Walsham Infant School and Nursery  North Walsham Junior School | 2 |
| Salhouse and Neatishead Federation | Salhouse CE VC Primary School  Neatishead VC Primary School | 2 |
| Hevingham and Marsham Primary Schools Federation | Hevingham Primary School  Marsham Primary School | 2 |
| All Saints, Hapton and St Andrews Federation | All Saints CE VA Primary, Winfarthing  St Andrew’s Lopham CE VA Primary School  Hapton C of E VA Primary School | 3 |
| The Ormesby Village Schools Federation | Ormesby Village Junior School  Ormesby Village Infant School | 2 |
| Dragonfly Federation | East Ruston Area Community Infant School Stalham Community Infant School | 2 |
| St Mary Federation | Brancaster CE VA Primary School  Sedgeford Primary School  Docking CE Primary School & Nursery | 3 |
| Shelton with Hardwick & Hempnall Primary Schools Federation | Hempnall Primary School  Shelton with Hardwick Community School | 2 |
| Highgate St James Federation | Highgate Infant School  King’s Lynn Nursery | 2 |
| Harnser Federation | Frettenham Primary Partnership School  Hainford Primary Partnership School  St. Faiths CE VC Primary School | 3 |
| Old Catton & White Woman Lane Junior Schools Federation | Old Catton CE Junior School  White Woman Lane Junior School | 2 |
| Great Massingham and Harpley C of E Primary Schools | Great Massingham CE Primary School  Harpley CE VC Primary School | 2 |
| Toftwood Infant and Junior School Federation | Toftwood Infant School  Toftwood Community Junior School | 2 |

**ANNEX 2 - Table 4: Other Trusts in Norfolk (3)**

|  |  |  |
| --- | --- | --- |
| **Name of Trust** | **Schools** | **No. of Institutions** |
| Acorn Co-operative Learning Alliance | Banham Community Primary School  Bressingham Primary School  East Harling Primary School & Nursery  Old Buckenham Community Primary School  Bunwell Primary School  Kenninghall Primary School | 6 |
| Aylsham Trust | Aylsham High School  Aldborough Primary School  Bure Valley School  Buxton Primary School  Colby Primary School  Erpingham VC Primary School  John of Gaunt Infant & Nursery School  St Michaels CE VC Nursery & Infant School | 8 |
| Trust Norfolk - SEN | Chapel Road School  Churchill Park School  The Clare School  Fred Nicholson School  Harford Manor School  John Grant School  Sheringham Woodfields School  Sidestrand Hall School  Hall School  The Parkside School | 10 |

**ANNEX 2 - Table 5: Other Headteacher Partnerships in Norfolk (6)**

|  |  |
| --- | --- |
| **Partnerships** | **No. of Institutions** |
| Freethorpe Community Primary School  Fleggburgh CE VC Primary School | 2 |
| Preston CE VC Primary School  Saxlingham Nethergate CE VC Primary | 2 |
| North Elmham VC Primary School  All Saints CE VA Primary School | 2 |
| Coltishall Primary School  Swanton Abbott Community Primary School | 2 |
| Flitcham Church Of England Primary Academy  Sandringham & West Newton CE VA Primary School | 2 |
| Gayton CE VC Primary School  Middleton Church of England Primary Academy | 2 |

**ANNEX 3 - Table 1**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | **Partnerships** | **Other Trusts** | **Federations** | **Academy Trusts** |
| **Number** | 6 | 3 | 29 | 31 MATs  6 Converters |
| **Number of Schools** | \*12 | \*\*24 | 69 | 183 |

\* includes 7 schools, that are also part of academy trusts or federations

\*\* includes 1 federation of two schools also included in the number for federations

**ANNEX 4**

**Post 16 Area Review**

In July 2015 the government announced a rolling programme of local area reviews to be completed by March 2017, covering all general FE and sixth form colleges in England. The reviews were designed to ensure that colleges are financially stable in the longer term that they run efficiently, and are well positioned to meet the present and future needs of individual students and employers.

The area review for Norfolk took place during the period December 2016 – March 2017 and involved colleges based across the NALEP area.

A parallel process involving apprenticeship providers, Adult Education providers, school sixth forms and district councils was organised by Norfolk and Suffolk County Councils. This process provided an opportunity for each group to respond to key questions around accessibility, sustainability and the effectiveness of colleges. The feedback from each group was fed into the Area Review steering group and as mentioned in the final report will be utilised in collaborative work around key agendas such as the future use of the Adult Education Budget.

The final report containing the recommendations was published in August[[7]](#footnote-7)

**Recommendations agreed by the steering group**

Twelve recommendations were agreed by the steering group at their meeting in March 2017. These were:

1 College of West Anglia to remain as a stand-alone college, focusing on rapid quality improvement across all campuses.

2 A merger between City College Norwich and Paston Sixth Form College by December 2017 to ensure the continuation of a broad learning offer in North Norfolk to meet local needs.

3 The planned merger between Great Yarmouth College and Lowestoft College to be completed in 2017 to form East Coast College, with Lowestoft Sixth Form College joining the merged college in 2018. The new college should work collaboratively with East Norfolk Sixth Form College to ensure that a coherent offer with progression routes to higher level technical and professional learning is made available to all local students across Lowestoft and Great Yarmouth.

4 East Norfolk Sixth Form College to explore academisation or remain as a stand-alone sixth-form college, making a decision by September 2017. They should work collaboratively with East Coast College to ensure that a coherent offer with progression routes to higher level technical and professional learning is available to all local students.

5 Easton and Otley College to remain as a stand-alone college, developing the land-based specialist offer to meet the needs of learners and employers and working on reducing costs to meet benchmarks and develop greater financial resilience.

6 Suffolk New College to remain as a stand-alone general FE college, focusing on quality improvement and further developing the curriculum offer to meet the needs of learners and employers.

7 West Suffolk College to remain as a stand-alone general FE college, focusing on the continued development of the offer to meet the needs of learners and employers. The college will further develop the Suffolk Academy Trust through work with local schools to establish a 16-19 free school, providing a coherent, high quality A level offer for learners in West Suffolk.

8 Norfolk and Suffolk County Councils to provide colleges with information on the needs of SEND students in the future to support planning of new provision to meet the specialist needs of learners.

9 New Anglia Colleges Group to continue to work collaboratively to develop the higher education, adult and SEND offer across the area to provide coherent pathways and routes into sustainable employment for adults and those with additional needs.

10 New Anglia LEP, Norfolk and Suffolk County Councils and the colleges to explore options to plan and publicise travel arrangements that will support the development and delivery of curriculum in priority areas, the interests of efficiency and the best possible service for students.

11 Norfolk and Suffolk County Councils and the New Anglia LEP to work collaboratively to:

* develop good quality information on local employment, skills needs and key developments that may provide opportunities for learners
* publish widely including to schools, colleges and other learning providers to support the provision of improved Information, Advice and Guidance to learners
* work with stakeholders to develop mechanisms to drive student ambitions to access higher level learning opportunities

12 The New Anglia LEP, Norfolk County Council and Suffolk County Council to work with colleges to oversee the implementation of area review recommendations and continued curriculum development to meet the needs of the local economy.

It is not yet clear if this will be the remit of the NALEP skills board and how the implementation will be monitored.

1. including University Technical Colleges and Studio Schools [↑](#footnote-ref-1)
2. a type of Academy School [↑](#footnote-ref-2)
3. Consultation on a National Funding Formula is underway [↑](#footnote-ref-3)
4. including University Technical Colleges and Studio Schools [↑](#footnote-ref-4)
5. a type of Academy School [↑](#footnote-ref-5)
6. Consultation on a National Funding Formula is underway [↑](#footnote-ref-6)
7. <https://www.gov.uk/government/publications/norfolk-and-suffolk-further-education-area-review-report> [↑](#footnote-ref-7)