



## Scrutiny Committee

**Tuesday 9 September 2014 at 7.00 pm**

Board Room 7&8 - Brent Civic Centre, Engineers Way,  
Wembley HA9 0FJ

### Membership:

#### Members

Councillors:

Allie

A Choudry (Chair)

Colwill (Vice-Chair)

Daly

W Mitchell Murray

Oladapo

Southwood

Van Kalwala

#### Substitute Members

Councillors:

Agha, Kansagra J Mitchell Murray, Nerva, BM Patel,  
RS Patel, Ketan Sheth, Stopp and Thomas

#### Co-opted Members

Alloysius Frederick

Mrs Hawra Imame

Dr J Levison

Elsie Points

Vacancy (Primary Parent Governor Representative)

Vacancy (Secondary Parent Governor Representative)

#### Observers

Ms J Cooper

Mrs L Gouldbourne

Ms C Jolinon

Brent Youth Parliament Representatives

**For further information contact:** Bryony Gibbs, Democratic Services  
020 8937 1355, [bryony.gibbs@brent.gov.uk](mailto:bryony.gibbs@brent.gov.uk)

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**The press and public are welcome to attend this meeting**

# Agenda

Introductions, if appropriate.

Apologies for absence and clarification of alternate members.

Item	Page
<b>1 Declarations of personal and prejudicial interests</b>	
Members are invited to declare at this stage of the meeting, any relevant personal and prejudicial interests and discloseable pecuniary interest in any matter to be considered at this meeting.	
<b>2 Deputations (if any)</b>	
<b>3 Minutes of the previous meeting</b>	1 - 12
<b>4 Matters arising</b>	
<b>5 Closure of A&amp;E at Central Middlesex Hospital</b>	<u>Reports to Follow</u>
The Scrutiny Committee will receive an up-date on the arrangements in place for the closure of the A&E unit at central Middlesex Hospital, and Brent changes to related services, to ensure a high quality of health care is accessible to residents. This will reflect recent concerns raised following Care Quality Commission inspections at Northwick Park Hospital. Senior Representatives from the Northwest London Hospital Trust and the CCG will be at the meeting to answer questions.	
<b>6 Parking Services Update</b>	13 - 20
This report provides commentary on some of the services provided by the Council's Parking and Lighting Service.	
<b>7 Proposed Scope for Scrutiny Task Group on the Pupil Premium</b>	21 - 56
This report sets out the proposed scope for the Scrutiny task group on the use of the Pupil Premium. This task group has been requested by the Scrutiny Members in responses to borough priorities to improve attainment for disadvantaged pupils.	
<b>8 Any other urgent business</b>	
Notice of items to be raised under this heading must be given in writing to the Democratic Services Manager or his representative before the	

meeting in accordance with Standing Order 64.

**Date of the next meeting:            Wednesday 1 October 2014**



- Please remember to set your mobile phone to silent during the meeting.
- The meeting room is accessible by lift and seats will be provided for members of the public.

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## MINUTES OF THE SCRUTINY COMMITTEE Wednesday 6 August 2014 at 7.00 pm

PRESENT: Councillor A Choudry (Chair) and Councillors Allie, Amer, Daly, Kansagra, Oladapo, R Patel and Southwood and Mr Frederick (Co-opted Member)

Also Present: Councillors Collier, Filson, Hossain, Jones, Kabir, Long, Nerva, Perrin and Tatler

Apologies were received from: Councillors Colwill, W Mitchell Murray and Van Kalwala and from Ms Points (Co-opted Member), Dr Levison (Co-opted Member) and appointed observers, Ms Cooper, Ms Jolinon and Mrs Gouldbourne.

### 1. **Appointment of Vice Chair**

RESOLVED:

That Councillor Colwill be appointed as Vice Chair of the Scrutiny Committee for the 2014/15 municipal year.

### 2. **Declarations of interests**

None declared.

### 3. **Central Middlesex Hospital closure assurance**

The Chair briefly introduced the item and advised that members had requested a number of supporting documents from colleagues at NHS Brent Clinical Commissioning group (CCG) to assist the committee in undertaking detailed scrutiny of the assurance process for the closure of the A&E unit at Central Middlesex Hospital (CMH). The Chair expressed his disappointment that these documents had not yet been provided to the committee and received confirmation that they would be provided following the meeting.

Councillor Daly asserted that she objected to the plans to close the A&E unit at CMH. The Chair reminded the committee that the item related to the robustness of the assurance process for the closure of the A&E at CMH.

David McVittie, Chief Executive of North West London Hospitals Trust (NWLHT), was then invited to present the report to the committee. He advised that the plan to close the A&E unit at CMH pre-dated the Shaping a Healthier Future programme and had related to the under-utilisation of the site, which in turn had reduced opportunities for doctors to develop their skills and had driven recruitment difficulties. It was emphasised that at no time had CMH been unsafe and that average attendances for the A&E unit at CMH was far below that of Northwick Park Hospital (NPH) at 35 per day compared to 250. Admissions at CMH were also significantly lower and could have been reduced further if patients had been treated

at NPH where there were additional facilities. Concerns regarding the historic performance of NPH A&E were acknowledged and the meeting was advised that there had been targeted investment in emergency physicians; for example the number of A&E consultants had been doubled to 14 over the past 18 months and two full time emergency surgery consultants had been recruited.

During the subsequent discussion, the committee questioned why the closure of the A&E unit at CMH had not been scheduled to coincide with the opening of the new A&E department at NPH. Members queried when the A&E unit at Ealing Hospital was due to close and sought comment on the recent Care Quality Commission (CQC) inspections of NPH and Ealing Hospital. Noting the challenges that NPH had previously faced, it was further queried how NPH would maintain and enhance performance and service quality. The committee noted that the closure of CMH would result in a loss of £3.5million and it was queried how this would be recovered. It was also queried whether there was an existing, successful model for a hospital to have a stand-alone Urgent Care Centre.

The committee further questioned whether the figures quoted for average attendances at CMH reflected A&E usage following the implementation of restricted opening hours. Members queried why there were recruitment difficulties at CMH but not at NPH. Noting that the number of A&E consultants had been increased to 14, it was queried how they were distributed between CMH and NPH, what recruitment targets were in place and what the timescales for those targets were. Further information was also sought regarding the measures in place to retain staff, particularly following changes to working hours. A concern was raised that the consultation period for patients had been too short and additional information was sought on the consultation activities undertaken. Noting that the committee had not had view of the Equalities Impact Assessment, it was queried what action had been taken to ensure that the needs of those with long term health conditions had been taken into account, for example those with Sickle Cell Disease who would be particularly affected by the closure of the Roundwood Suite at CMH.

Responding to the questions raised, David McVittie was emphasised that it was a difficult task to move A&E services and it had been considered safest to keep the introduction to the new A&E department distinct from the closure of the unit at CMH. The move from the existing to the new department at NPH would also be phased over a period of days. Staff were currently being rotated between CMH and NPH to ensure that they were familiar with the existing department and the available services at the hospital. There was no confirmed date for the closure of the A&E department at Ealing Hospital but it was broadly scheduled for 2017/18.

Members were further advised by David McVittie that the CQC inspection for Ealing Hospital had found that 3 of 7 areas examined had not met standards; however, the CQC report detailed that these were minor issues. The CQC report for NPH had only been issued in draft form and it was not therefore, possible to provide full details of the outcome. However, the draft report had indicated that the hospital was safe but required improvement in all areas. It had also highlighted that NPH had an outstanding Stroke service and STARS service. Staff had demonstrated that they could deliver quality services and compassion had been shown in every clinical area inspected. NPH did face issues of continued service pressure and there had been significant investment to address these issues. However, the assurance

process had also looked at other measures that could be taken, including London Ambulance Service (LAS) routes and redirecting to other hospitals.

David McVittie explained that the loss of £3.5m came from the reduction of work carried out at CMH. However, it was planned that the vacated space at the hospital would be occupied by other services, focussing around Brent Primary Care. It was not intended that there would be equivalent savings made in other areas to address this loss of income; rather it was accepted that there would be a large deficit for the next two years. It was emphasised that the plans had been approved by the Department for Health and that as safety was paramount, it was expected that additional funding could be made available if it was deemed essential. Dr Mark Spencer (SaHF Programme Medical Director) confirmed that hospitals in Southampton and Sidcup now had Urgent Care Centres but had previously had A&E units. In both examples the change had worked very well and the Urgent Care Centres were now hubs of their local communities.

David McVittie advised that the attendances figure for CMH represented the average per day for the last two years, during which time the A&E department was only open for 12 hours a day. This figure did not include attendances at the Urgent Care Centre. However, the number of attendances for CMH A&E prior to the unit's reduced opening hours was still far less than the equivalent figure for NPH.

Addressing the committee's queries regarding recruitment, David McVittie advised that of the 14 emergency consultants, 2 or 3 were based at CMH and the rest at NPH. It was intended that there would be a total of 18 emergency consultants eventually. There was no timescale for recruiting to these positions but recruitment efforts would continue. Professor Ursula Gallagher (Director of Quality and Safety, Brent CCG) advised that NPH represented a more attractive opportunity for doctors wishing to be practice emergency medicine. She highlighted that, in addition to numbers of staff, it was also important to consider the hours that the emergency consultants would be available and explained that it was intended increase these and move to a service led by a consultant 'on the floor'. David McVittie added that it would be important going forward to clearly emphasise how staff would be developed by the organisation to increase retention of staff.

David McVittie explained that focus groups had been established to consult patients with specific medical conditions who would be affected by the closure of the A&E service at CMH. The focus group for patients with Sickle Cell Disease had been consulted on the intention to keep the outpatient and day care service at CMH and to have two dedicated beds at the haematology ward at NPH for emergency care. However, the process of engaging patients in the development of these plans had not yet been concluded. Sarah Bellman (SaHF Communications) outlined the programme of public engagement regarding the closure of CMH A&E. A public information campaign had been launched on 28 July 2014 which encompassed a new website, face to face engagement with community groups, distribution of half a million leaflets to residents, organisations and businesses and a range of outdoor adverts. Information had also been provided in accessible formats including talking newspapers, a sign language video and a number of different languages.

The officers were thanked for their presentations. The committee agreed that a further update should be provided to the committee at a future meeting.

RESOLVED:

That an update be provided on the Central Middlesex Hospital A&E closure assurance at a future meeting of the committee.

#### 4. **Transforming Healthcare in Brent**

A report updating members on Brent CCG's plans to transform the way that healthcare was provided in Brent was presented to the committee by Jo Ohlson (Chief Operating Officer, Brent CCG). Members were advised that there were three major transformational programmes which were closely interlinked and formed part of an overarching five year strategy. The first of these, Shaping a Healthier Future (SsHF) involved the reconfiguration of hospital services and in particular, the development of long term plans for Central Middlesex Hospital (CMH). Jo Ohlson drew members' attention to the list of proposed services for CMH set out in the report. She emphasised that planning for CMH was at an early stage and that an Outline Business Case was being developed to further explore and refine the proposals. The second programme, Primary Care transformation, aimed to improve access to GPs and make more treatments available in a community setting. Brent CCG, together with North West London CCGs had secured funding via the Prime Minister's Challenge Fund in April 2014. This funding would be used to assist GPs in developing their networks in order to provide extended opening hours, weekend opening and better use of technology.

The third programme, whole systems integrated care (WSIC), involved the joining together of health and social care services. Phil Porter (Strategic Director of Adult Social Services) advised that the Brent Early Adopter, WSIC project formed part of the Brent Better Care Fund Plan and was also one of fourteen Pioneer sites for WSIC in England. He emphasised WSIC was underpinned by a holistic vision which focussed on people, their wellbeing and their quality of life, rather than simply a patient's health needs or a service user's social care needs. WSIC placed people at the centre of the care that they received and ensured that providers worked together to provide an individualised and seamless service. The primary objective was to improve outcomes for people, for example feeling safe and secure. The Early Adopter project would initially deliver WSIC on a pilot basis for over 75s with one or more long-term conditions who were registered with a Harness or Kilburn GP. A fundamental part of the Early Adopter process was the idea of a 'capitated budget', which would enable a locality to know how much money it has to spend on its population across all services, and decide where to spend money, and which services and support would make the greatest difference.

The committee raised several queries in the subsequent discussion. Members asked what support would be provided to GPs to assist them in carrying out their additional responsibilities. Further information was sought on the development of GP networks and the accessibility of a patient's named GP to other medical professionals treating the patient. It was queried whether the £4m from the GPs commissioning funds that had been directed to improving GP networks and interconnectivity was drawn from monies allocated for the commissioning of hospital services. The committee also sought clarification of how the total £10m funds were distributed across North West London. Commenting on the performance of GP surgeries, Councillor Kansagra noted the important contribution of all staff



members to improved service and questioned whether this was reflected in the distribution of additional funding received by the practice. Councillor Daly advised that NHS England, when discussing the results of a patient survey that had covered all 67 of Brent's GP practices, had reported issues regarding patient access to GPs and sought an update on this matter.

A number of queries were raised regarding the proposed relocation of Mental Health Services from Park Royal to CMH. The committee sought further detail underpinning the assertion that there would be no negative impact to the relocation. A member queried what changes had been made to the relocation proposals as a result of the feedback received via consultation with patients and the public. A member advised that the former Health Partnerships Overview and Scrutiny Committee had visited the proposed site at CMH and had expressed misgivings about its suitability. It was therefore requested that the current Scrutiny Committee be permitted to undertake a site visit.

The Chair invited questions from other members in attendance at the meeting. Referring to the relocation of Mental Health services from Park Royal, Councillor Hector disputed the assertion that there would be equivalent facilities provided at the CMH site, noting that Park Royal provided eight wards, gardens, a football pitch, parking and a memory clinic.

Responding to the queries raised, Dr Madhukar Patel (Clinical Lead, Brent CCG) acknowledged that GP practices were under increased pressure; however, GP networks had been created to provide support in achieving the desired outcomes. Brent CCG had already implemented Integrated Care Plans and plans for unavoidable admissions and it was recognised that GPs were ideally placed to be the care co-ordinator for the new healthcare system developing. Within this new system GPs would be supported through the development of shared accountability across a range of different providers including other GPs, healthcare providers, adult social services or community services. With regard to the distribution of additional funding in GP practices, it was not possible to comment on the existing contracts in place for individual practices. However, it was noted that improvement in service provision could also be achieved through better ways of working. A Practice Network event had been held on 24 June 2014 and there was a focus on ensuring there was sufficient infrastructure in place to deliver via networks and at individual practice level. Jo Ohlson confirmed that the funding for developing GP networks which the report referred to as having been drawn from GPs commissioning funds had not been top-sliced from monies allocated elsewhere. The £10m total, which included the funding awarded from the Prime Ministers Challenge Fund, had been allocated across North West London on a capitation basis, with Brent receiving £1.4m. Dr Mark Spenser (SaHF Programme Medical Director) advised that NHS England commissioned GP services and Brent CCG was applying to become co-commissioners, with the intention of making those services more relevant and enabling Brent CCG to monitor performance. He emphasised that though there could be improvements currently in Primary Care Services, providers were meeting contract requirements.

Charlie MacNally, (Central and North West London NHS Trust) advised that the relocation proposals for Mental Health services at Park Royal were currently at the design stage. However, there would be no loss of facilities, with the exception of the Memory Clinic which would be transferred elsewhere and certainly, no reduction in

beds provided. The specifications for the rooms size would actually increase. Members were advised that there had been one change made to the initial plans and that had been to locate the Psychiatric Care Unit closer to the Admissions Ward. This change had been made following public consultation. Dr Mark Spencer advised that the Scrutiny Committee was welcome to conduct a site visit, though there was little to view presently as the plans were at initial stages. It was confirmed that patients and staff would continue to be consulted as the plans for relocating the service developed and prior to finalisation, the plans would be submitted to the Scrutiny Committee for review.

Members of the public were then invited to ask questions. It was queried why there was no longer a Health Partnerships Overview and Scrutiny Committee. The Chair explained that the Council had determined the committee structure and that a further information could be provided following the meeting. A question was also raised on admittance routes for Mental Health patients in crises following the closure of the Accident and Emergency department at CMH and the transfer of Mental Health services to the CMH site. Duncan Ambrose (Assistant Director Mental Health, Brent CCG) assured that there would be no change to the current arrangements.

The Chair thanked everyone for their contribution to the meeting. Members agreed that a further update should be brought to a future meeting of the committee.

Dr Mark Spencer welcomed the submission of written questions to Brent CCG in the interim period.

RESOLVED:

That a further report updating the committee on the progress made in relation to transforming healthcare in Brent be submitted to a future meeting of the committee.

## 5. **Call In - Changes to Recycling and Green Waste Collections**

Decisions made by the Cabinet on 21 July 2014 in respect of the following report were called-in for consideration by the Scrutiny Committee in accordance with Standing Order 20.

### **Changes to Recycling and Green Waste Collections**

*The decisions made by the Cabinet on 21 July 2014 were:*

RESOLVED:

- (i) that approval be given to increasing the frequency of the dry recycling service to a weekly service;
- (ii) that approval be given to the extension of the separate food waste collection service to all street level properties;
- (iii) that approval be given to the introduction of a chargeable garden waste collection service as the means of facilitating these improvements as set out and detailed in section 4 of the report;
- (iv) that the financial and non-financial benefits that will accrue from these changes be noted;

- (v) that approval be given to the amendment to the Public Realm Contract and the minor changes to the contract targets to allow these proposals to go ahead.

*The reasons for the call in are:*

Whilst not opposing the principle of charging for garden waste, members consider that the system proposed could be improved on.

There was concern at the absence of crucial information in the report including:

- a proper analysis of options available to the council
- consideration of up front payment (covering collection and disposal) for recycling bags rather than an annual charge
- clear financial information regarding risk/gain to Brent Council and Veolia
- information about market research undertaken with residents on options likely to achieve good recycling rates
- how Brent can seek reciprocal arrangements with neighbouring authorities so increasing drop off points. The only site proposed in the report is at Abbey Road
- learning from other local authorities
- contamination of dry recycling/kitchen waste
- monitoring and enforcement
- communication with residents.

*An outline of the suggested course of action of the Scrutiny Committee is to:*

- seek a report responding to the concerns outlined above
- question lead member and senior officers and the leader
- if necessary, set up a very brief task finish group to examine these issues in more depth.

Additionally, reference was made to residents' concerns about the charge and the implications. Further clarification was requested on:

- the way the decision was made
- what would have changed within a year of a new contract, to justify such big change or adjustment
- the framework is in place for monitoring and reporting
- the financial implications for the council in relation to the scheme.

Whilst not opposing the principle of charging for garden waste, additional concerns were expressed at the absence of crucial information in the report including the failure to:

- demonstrate VFM (value for money)
- show financial information containing savings from decommissioning existing garden waste service
- give financial information regarding risk/gain to Brent Council and Veolia
- model other alternatives, available to the Brent Council and consider their financial and environmental impact.

*Scrutiny Committee is asked to:*

- seek a report responding to the concerns outlined above
- question lead member and senior officers
- if necessary, set up a task group to examine these issues in more depth to ensure VFM.

Finally, representations expressed the concern that a flat fee was regressive, and referred to lobbying by the Mapesbury Gardening Group, environmental groups and local residents. The main concern was that the arrangement may not represent value for money once scenarios for unintended consequences were included in the model.

*Scrutiny Committee is asked to:*

- invite the Lead Member, the Leader and appropriate officers to address these issues.

The Chair then invited Councillor Nerva, one of the councillors who had called in the item, to outline the reasons for call in. Councillor Nerva stated that he believed there was an opportunity to improve on the value for money presented by the proposals on recycling and green waste collection. He felt that the report that had been presented to the Cabinet had failed to sufficiently detail alternative options for collection, such as up-front charges or charging for bags, and that further information was required to assure members that the council was achieving the best possible financial outcome. Councillor Nerva emphasised that he felt that there had been limited information provided on the comparable activities of other local authorities and that there were a number of details about the proposals that warranted further investigation. In order to minimise further delay, it was suggested that a task group be established by the Committee to investigate the details of the proposals and report their findings to the next meeting of the Cabinet.

The Chair thanked councillor Nerva for his contribution and invited representations from members of the public who had submitted notice of their wish to speak on the item.

Mrs Stephens, Chair of the Sherbourne Gardens and Winbourne Drive Residents Association, advised that on speaking to residents she had found that there was a general feeling that the proposed new arrangements for recycling and green waste collection had not been properly thought out. There was a concern that introducing an annual charge for this service of £40 would encourage increases in hard landscaping with resulting negative impacts for natural drainage, an improper use of the grey bins for garden waste, and fly tipping of garden waste.

Mr Kitchen, a resident of the borough, expressed his support of the comments of Mrs Stephens and voiced his concern that the proposals appeared to relate to a summer service only. Mr Kitchen advised that he was also concerned about the security of the new bins to be provided for food waste and the difficulties that may be caused to residents if bins were stolen.

Responding to issues raised, Councillor Perrin (Lead Member for Environment) emphasised that the contract had been negotiated via a process of Competitive Dialogue and represented good value for money for the council, resulting in savings

of £1.3million in the first year of the contract, rising to £1.7million in subsequent years. The proposed annual charge for the optional garden waste collection would also provide a further £400K minimum income stream for the council. Outlining further benefits of the proposed new arrangements, Councillor Perrin advised that it was currently 50 per cent cheaper to process separated green waste. It was not anticipated that the new arrangements would significantly increase the level of landfill but if it did, this would be a cost borne by Veolia as there was an agreed cap on the level of landfill for which the council would be charged. Councillor Perrin also clarified that collection of garden waste would be bi-weekly during the summer and would continue to operate on a monthly basis during the winter.

The committee was then invited to discuss the Call In. Confirmation was sought that the Lead Member and Lead Officer were confident that the contract represented value for money and met the needs of the borough. Members queried why additional options, such as the sale of biodegradable bags for green waste, would not be offered under the new arrangements. The committee sought further information on the anticipated affect of the proposals on issues such as fly tipping and improper waste disposal. A number of detailed queries were made regarding the operation of the new arrangements; members asked how secure the new food waste bins would be, whether families could request more than one bin if required, and sought clarity on the charges that would apply for garden waste, particularly whether the charges would be fixed for the duration of the current administration. It was highlighted that residents in Kilburn did not have the green waste bins and the committee queried how those residents would be affected by the changes. It was further queried what arrangements were in place to store the green waste bins that would be removed from those residents choosing not to subscribe to the scheme. The committee also sought details of the communications strategy for informing residents of the changes.

Commenting on concerns expressed by residents, members noted that residents might feel that the application of a standard charge for garden waste, irrespective of the level of waste produced was not fair. It was further noted that the new arrangements for garden waste collection would commence from 1 March 2015 but that in preparing for this, those residents choosing to opt out of the scheme would have their green waste bins collected, leaving them unable to utilise the existing service. A member queried whether consideration had been given to providing those who opt out of the garden waste collection service with a free compost bin. Officers were also asked to comment on the possibility of delaying implementation of the garden waste collection service. With reference to the savings that would be delivered via the proposed changes, members queried what alternative action would be required if the changes were not implemented.

Councillor Perrin asserted that the contract was flexible and provided best value for the council. He further stated that he considered that the proposals were fair to residents as an equal charge would be applied to all who used the service.

Sue Harper (Strategic Director of Environment and Neighbourhoods) expressed her confidence in the contract and explained that the council, via the Competitive Dialogue process, had driven down costs and negotiated a better quality of service. The contract was designed to be flexible should any changes be required and would be subject to close monitoring and periodic review. Sue Harper further explained that as the current provider for the council, Veolia had been able to offer

value for money for the proposed services by making use of the existing green waste bins. The offer of additional options for disposal of garden waste, such as providing and collecting biodegradable bags in addition to bins, would result in a system more complicated to administer and would be more costly to the council. It was confirmed that feedback had been obtained from other local authorities with comparable schemes during the process of negotiation and based on the information received it was not anticipated that there would be an increase in fly tipping as a result of the new arrangements for recycling and green waste.

Addressing the impact of delaying implementation of the scheme, Sue Harper explained that the implementation schedule had been arranged to minimise disruption for residents. Those choosing to opt out of the garden waste collection scheme would have their green waste bins removed during the winter months, outside of the growing season, with the new service due to commence from 1 March 2015. In addition, Veolia was currently awaiting confirmation that it could proceed with its order of new vehicles required for the dual collection of dry recycling and food waste. Delay beyond August 2014, might require that the scheme be delayed for a further year. There were no pre-identified alternatives for delivering the savings that would be produced via the proposed changes to waste services.

Chris Whyte (Head of Recycling and Waste) advised that the food waste bins that would be provided to residents had been designed for the purpose, were lockable units and would be 'fox proof'. Responding to members' queries regarding the garden waste service, he clarified that residents could subscribe to the service for a charge of £40 per annum. This charge was subject to review at the end of each year. In addition to the annual charge, residents who did not opt in to the scheme initially and subsequently had their green waste bins removed would have to pay a further one-off charge of £40 for the bin. Veolia would store the removed bins and had sufficient space in their two depots located in Brent. It was emphasised that there would be no change to the type of garden waste that could be disposed of via the service. Chris Whyte acknowledged that there were a number of households in the borough that did not currently have bins for green waste and confirmed that everyone would have the opportunity to subscribe to the new garden waste service. He explained that a comprehensive communications programme was planned to inform residents of the changes to recycling and green waste collection; this would encompass sending leaflets to all households in the borough supported by face to face engagement. Sue Harper confirmed that the communications programme would be initiated following confirmation that the Cabinet decision was to be implemented.

The Chair invited questions from the audience. Mr Lorber commented that though there was detail in the report to Cabinet of what other local authorities were charging, information had not been provided on the frequency of service and that he felt that there was insufficient explanation of the financial information provided. Another member of the public made comment on the timing of the choice to pursue changes to recycling and green waste collection.

Thanking everyone for their contribution to the meeting, the Chair acknowledged the concerns raised and suggested that on-going scrutiny of the contract would be necessary. He proposed that in view of the flexibility of the contract, a review be held following a period of 9 months. The committee agreed to the Chair's proposal

and, in light of concerns raised regarding the removal of green waste bins prior to the commencement of the new scheme in March 2015, agreed that efforts should be made to ensure the removals be as close as possible to this date.

RESOLVED:

- (i) that the decisions made by the Cabinet on 21 July 2014 regarding changes to recycling and green waste collections be noted;
- (ii) that a review be held following a period of 9 months;
- (iii) that efforts should be made to ensure the removal of the green waste bins be as close as possible to 1 March 2015 to minimise inconvenience to residents.

## 6. **Promoting electoral engagement**

The Chair drew members attention to the report setting out the proposed scope for the Scrutiny task group on Promoting Electoral Engagement. The task group had been requested by Members in response to the introduction of individual electoral registration (IER). The task group would focus on proposed actions to promote electoral registration and target those groups who may be adversely affected by the changes and as a consequence could lose their right to vote. The Chair advised that it was proposed that Councillor Nerva would Chair the task group and the remaining membership would be determined subsequently.

RESOLVED:

That the scope and timeline for the task group on Promoting Electoral Engagement as set out in Appendix A to the report be agreed.

## 7. **Budget Scrutiny Panel - Terms of Reference**

Cathy Tyson (Head of Policy and Scrutiny) presented a report to the committee setting out the proposed terms of reference for the annual Budget Scrutiny Panel. The Panel would be responsible for providing scrutiny of the council's budget proposals as they were developed for the financial year 2015/16 and beyond. The panel would meet from September 2014 through to March 2015 to review the council's emerging budget proposals and provide feedback to the Cabinet. A final report would be produced by the Panel reflecting their discussions and findings and submitted to the Cabinet and to Full Council in March 2015.

The Chair noted that a member of the public, Mr Kaye had indicated that he wished to ask a question on this item. Mr Kaye advised that the meetings of the Budget Scrutiny Panel would not be open to the public. He stated that the Panel would be established in place of the former Budget and Finance Overview Scrutiny Committee, the meetings of which had, in contrast, been open to the public. He felt that this had adversely affected the budget setting process and undermined the role of Scrutiny in maintaining the democratic process. Mr Kaye concluded by requesting that the committee vary the proposed terms of reference to make the meetings of the Panel open to the public.

Cathy Tyson clarified that the Budget Scrutiny Panel had been established annually for several years to support the budget setting process. It pre-dated the new Scrutiny arrangements and did not replace the former Budget and Finance Overview and Scrutiny Committee. The Budget Scrutiny Panel had always been conducted in the same manner and involved meeting with lead members and directors of the council. The findings of the Panel would be reported back to meetings open to the public.

RESOLVED:

That the terms of reference for the Budget Scrutiny Panel as set out in Appendix A to the report be agreed.

8. **Scrutiny Committee draft forward plan 2014/15**

Members noted the committee's forward plan for 2014/15.

9. **Date of next meeting**

It was noted that the next meeting of the committee was scheduled for 9 September 2014.

10. **Any other urgent business**

None.

The meeting closed at 9.32 pm

A Choudry  
Chair





**Scrutiny Committee**  
Tuesday 9 September 2014

**Report from the Operational Director,  
Environment and Protection**

Wards Affected: ALL

## **Parking Services update**

### **1.0 Summary**

1.1 Further to a request from Members of the Scrutiny Committee, this report provides commentary on some of the services provided by the Council's Parking and Lighting Service, specifically in respect of the following services:

- The provision of resident and visitor parking
- Controlled Parking Zones
- Customer Contact;
- The impact of the provision of services on high street business, and;
- Arrangements for Religious Festivals and places of Worship

### **2.0 Recommendations**

2.1 That Members note the updates provided within this report.

### **3.0 Detail**

3.1. The methods by which the Council provide parking services have dramatically changed over the last two years.

#### Parking Permits

3.2. In September 2012, the Council's Executive agreed to make a range of changes aimed at modernising the service, reducing service expenditure, and providing a platform for future efficiencies.

- 3.3. This commitment was the catalyst for developing a new online parking permit database designed to facilitate access to our services through the Council's website, over the telephone, and through mobile telephone services; whilst removing counter services.
- 3.4. In early 2013, the Council finally closed its parking shops, and transferred customer contact to the website and a new call centre.
- 3.5. Subsequently, the Council re-let the main parking contract, awarding the Contract to Serco to generate savings of up to £850k per annum. These savings have been a direct result of the introduction of the parking permit database and the virtual visitor permits. The fact that the contractor can use Automatic Number Plate Recognition (ANPR) systems on CCTV cars and Hand Held Computers (HHC) to look up vehicles on the databases to see whether they are entitled to be parked at that location has allowed better intelligence gathering, more efficient and intelligent deployment patterns, improvements in productivity and a significant reduction in the numbers of Civil Enforcement Officers employed in comparison to the previous contract, which has generated the savings.

#### Issues

- 3.6. The introduction of changes generated a large amount of positive and negative customer feedback driven by the volume of service users; the service uses the new permit database to sell 17 different products, fielding 35,000 transactions per month (October '13 – March '14). Principal issues included:
- 3.7. **General snagging issues:** The permit system was brand new, and created according to the bespoke permit business rules used by the London Borough of Brent. Whilst the system was heavily tested before its launch, minor issues were later identified through customer use. These were managed in liaison with the Contractor and its IT developers; minor changes and updates have been regularly made since the launch of the database, and there is on-going dialogue between officers and contractors.
- 3.8. **Scratch Cards:** Whilst few people regret not having to queue at the former Parking Shops to buy them, scratch cards for visitor parking had the merit of simplicity at the point of use. Customers have needed time to adjust to the new products and particularly the virtual visitor parking.
- 3.9. **Access Issues:** Problems were also highlighted by groups and individuals who found the new channels (online, telephone, SMS) difficult to use; as the new system has bedded-in and customers have become accustomed to the new system, these complaints have generally fallen.
- 3.10. **Capacity Issues:** The new parking system required customers to open an account before they could use the services provided. Accounts may be

opened either online, or customers may set-up accounts over the telephone. As customers struggled to use initial online service, the call centre experienced a high level of customer demand. The demand for telephone services outstripped the capacity of the call centre, meaning that many customers abandoned calls or experienced lengthy waiting times.

3.11 **Controlled Parking Zone (CPZ) anomalies:** Throughout the term of the last parking contract, officers working within the Parking Service incorrectly allowed some customers a degree of choice over which CPZ they are eligible to park within. Unfortunately, residential addresses are specific to certain CPZs, and as such, when the new permit system was launched, it did not recognise such decisions made in the past. This meant that a small proportion of our residents have been informed that they do not have a choice of CPZ. The types of complaints experienced are:

- Issuing property holders with a permit in the incorrect zone at the request of the resident or business
- Issue of permits in more than one zone to business and resident permits to businesses
- Residential and business properties which had been excluded from any CPZ but no available parking bays within the vicinity of their property during restricted hours
- Failure to apply planning restrictions on car free developments and issue of permits to property holders therein these developments
- Supplying permits to individuals who do not reside in the borough of Brent
- Provision of permits to properties that did not have planning consent
- Individuals who did not know the correct details of their property and therefore not able to obtain products from the online system

#### 4.0 **Visitor Parking**

4.1. The usage of the online service has grown such that there are now over 30,000 bookings per month made either online or booked by a phone based operative.

4.2 Some individuals have voiced concern that ease of use and access is problematic for those that do not have computer access either due to affordability or aptitude; however, a phone based service is available and members of the public are able to book visitor parking over the telephone or via SMS.

4.3 There are several benefits / advantages to the new visitor permit system, which the Scratch Card system did not provide.

- The service is available online 24 hours a day, and seven days a week; officers have made substantial progress towards introducing a 24 hour telephone service to complement this.
- Customers may book visitor parking in advance of guests arriving; removing the need for customers to rush when guests arrive.
- The need for customers to continually present documents in order to prove their eligibility for permits has been removed.
- The service has facilitated smarter methods of regulation; this in turn has made a substantial contribution to the reduced cost to the service (realised through the re-letting of the parking contract)
- The visitor parking service represents extraordinary value for money for our residents; by removing counter services we have been able to keep the cost of visitor parking well below the equivalent products sold by neighbouring authorities.

## 5.0 Call Centre Performance

5.1 As expressed (item 3.10), the initial demand for telephone services following the launch of the new permit system was higher than anticipated. In order to meet this unanticipated demand, officers worked with Serco in order to make extensive operational changes to service delivery.

5.2 Call centre performance is measured against a variety of indicators including: call waiting (the time that a caller has to wait before speaking to an operative); call duration (the length of the phone conversation); and abandonment (the proportion of calls 'dropped').

5.3 The improvement in performance, since initial problems occurred in July 2014 is visible in the below table:

	July- Sept	Oct-Dec	Jan-Mar	Apr-Jun
<b>Abandonment Rate (%)</b>	26.3	8.0	2.6	1.7
<b>Average Call Wait (m:ss)</b>	04:27	02:03	00:46	00:39
<b>Average Call Duration (m:ss)</b>	05:04	04:40	04:21	04:08

5.4 Continuous improvements in performance are being developed between officers and Serco, principally concentrating on making online services more accessible, and reducing the volume of calls handled.

## **6.0 Impact on Business**

- 6.1. The relationship between parking and high street vitality has been frequently reported in the last year, principally concentrating on enforcement activities, parking provision, and tariffs.
- 6.2. The Council provide a wealth of facilities in order to support the high streets of Brent. These facilities extend to (but are not limited to):
- Loading Bays
  - Disabled Bays
  - Pay and Display Bays
  - Car Parks
  - Business Permits
- 6.3. Some commentators, including Mary Portas' reporting on town centres have argued that cheap or free parking is critical to the success of retail centres. Research by the British Retail Consortium argues that businesses overestimate the proportion of trade that is influenced by parking availability and underestimate the proportion of custom that comes from people who access their services on foot.
- 6.4. In a study commissioned they found that traders over estimated the proportionate value to their business from parking by around 40% whereas the actual proportion of business from individuals accessing their services on foot is 80%
- 6.5. The Council has tried to balance the needs of businesses against the other competing objectives of parking policy, including parking demand from residents, voluntary and public organisations, members of the public including shoppers and visitors, visitors to residents in the borough, tourism, loading and unloading, as well as statutory obligations which enable the Council to meet its Network Management Duty.
- 6.6. In October 2013 the Executive introduced a substantial reduction in on-street parking tariffs to a rate of £2.00 per hour with a very low cost option of a 15 minute stay for 20p. These reductions were intended to support local traders and to help residents by making town centre parking more affordable.

## **7.0 Religious Festivals and places of Worship**

- 7.1. The Council does not make any special arrangements for religious festivals or places of Worship.
- 7.2. Faith organisations for major events at their own cost, may request a Temporary Traffic Order to suspend parking and vehicle use on a section of the public highway but this is subject to a transport assessment and statutory public consultation.

7.3 There is a diverse set of practices across most local authorities but as a matter of course in most council's in London, faith organisations are asked to make special requests to suspend parking enforcement. Whilst with funerals the majority of organisers will accede to requirements, faith organisations appear not to adhere to making special arrangements or making such requests.

7.4 A recent benchmark with Birmingham, Hackney, Hounslow, Luton, Oxford, Reading, and Richmond is summarised below. In summary it appears the majority of authorities' state that no relaxation of enforcement takes place and in some circumstances additional enforcement is required. The Council's policy on parking as part of the LIP states that religious "organisers to maximise the use of sustainable transport by people attending events and worship, for example through the development of faith travel plans"

Council	Policy	Options for organisations/public	Notes
Oxford Council/ Oxfordshire County Council	No special arrangements may apply for TRO for large events. Suspensions allowed for up to 1 hour for funerals only	Apply for TRO, use pay and display, ask for non-enforcement for a maximum of 1 hr where no P&D exists	No TROs issued for religious events in general and no special arrangements except funerals
Reading/West Berkshire County Council	No special arrangements, may apply for TRO for large events	No dispensations, can apply for visitors vouchers	No informal agreements for non-enforcement made
Hounslow	Special arrangements are available on request and be assessed on merit	Organisations may apply for a variation in enforcement regulation which will be assessed on a case by case basis.	The PEP does offer the right to special arrangements but is sufficiently vague to afford the council the discretion to review on unspecified criteria
Hackney	Parking may be suspended on request but for major events only and not for regular and minor activity such as weekly worship	Apply for bay suspensions. For regular activity use pay and display parking	The council retains the right to assess each application on a case-by-case basis and decline the request for bay suspension
Richmond	Free residents permits given to the religious workers to allow them to undertake community work		

Council	Policy	Options for organisations/public	Notes
Birmingham	seek dialogue and discussions with the various groups	As appropriate, TRO exemptions made for other specific events which take place	non-committal
Luton			makes no reference to exemptions

## 9.0 Financial Implications

9.1 None specific to this report

## 10.0 Legal Implications

10.1 None specific to this report

## 11.0 Diversity Implications

11.1 The findings of the Equality Impact Assessment (EIA) were reported to Executive as part of the Parking service simplification and pricing report by the Director of Environment and Neighbourhood Services on the 19<sup>th</sup> September 2012.

11.2 Whilst the 2012 EIA assessment identified that there was likely to be a differential impact on the grounds of race, disability and age. The mitigation measures described as part of the assessment found that the remaining impact to be negligible. This was supported by the increasing difficulty in legally buying a car, obtaining insurance, obtaining a driving licence, obtaining road tax, without a bank account or an electronic means of payment.

11.3 The 2012 EIA assessment is currently being reviewed and the conclusions will be reported back to Cabinet at a future meeting

## 12.0 Staffing/Accommodation Implications (if appropriate)

12.1 None specific to this report

### Background Papers


Executive 19 September 2012 - Parking service simplification and pricing – Appendix A – Equalities Impact Assessment  
<http://democracy.brent.gov.uk/documents/s9446/ens-parking-permits.pdf>

## **Contact Officers**

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 <b>Brent</b>	<p style="text-align: center;"><b>Scrutiny Committee</b> 9 September 2014</p> <p style="text-align: center;"><b>Report from the Assistant Chief Executive</b></p>
<p>For Information <span style="float: right;">Wards Affected: ALL</span></p>	
<p style="text-align: center;"><b>Proposed Scope for Scrutiny Task Group on The Pupil Premium</b></p>	

## 1.0 Summary

- 1.1 This report sets out the proposed scope for the Scrutiny task group on the use of the Pupil Premium. This task group has been requested by the Scrutiny Members in responses to borough priorities to improve attainment for disadvantaged pupils.
- 1.2 The purpose of the task group will be to focus on analysing the current use of the Pupil Premium Grant, the outcomes which are being achieved in comparison with national performance and to promote best practise. This will include:
- How eligible pupils in Brent have been performing since the premium was introduced
  - How schools in Brent have been spending, managing and monitoring the Pupil Premium
  - The possible lack of correlation between schools with the highest number of eligible pupils and the schools making best use of the PPG
  - Identifying good practices in Brent schools, across the UK and learning from national organisation such as the Education Endowment Foundation (EEF)
  - How could schools in Brent spend the premium more effectively to raise pupil attainment
  - The Future of the Pupil Premium in Brent - future funding, changes for September 2014

1.3 The task group will review national research which has identified a number of effective features in the use of the pupil premium; which we will seek to look at in the context of Brent, these are:

- Using research and proven methods (through the Education Endowment Foundations – EEF)
- Clearly identifying eligible pupils
- Clear methods for capturing outcomes and improvements
- Barriers (or perceived barriers) to schools (i.e. the school with lots of eligible pupils) making even better use of the PPG

1.4 Making sure that all Brent schools are good quality and that all pupils achieve well is an objective within the Council's Borough Plan. Effective use of the pupil premium across Brent schools is one element within the context of good overall performance.

## **2.0 Recommendations**

2.1 Members of the Scrutiny Committee are recommended to agree the scope and time scale for the task group on the use of the Pupil Premium, attached as Appendix A.

## **3.0 Detail**

3.1 With member wide consensus on educational attainment for disadvantaged pupils, Members of the Scrutiny Committee requested a time-limited task group undertake a focused piece of work on potential actions to improve the use and outcomes of the Pupil Premium Grant. The proposed scope for this work is attached as Appendix A.

### **Contact officers**

Cathy Tyson,  
Head of Policy and Scrutiny

**Ben Spinks**  
**Assistant Chief Executive**

## Appendix A

### Use of the Pupil Premium Proposed scope for Scrutiny Task group September 2014

**Lead Member** – Cllr Eleanor Southwood

**Time frame** – Provide a report to the Scrutiny Committee meeting on 10<sup>th</sup> February 2015

#### **What are we looking at?**

The pupil premium grant (PPG) is allocated directly to schools, is an extra funding stream to raise the attainment of disadvantaged pupils from reception to year 11. A national fund of £625 million was introduced in April 2011 to give schools £400 per year for:

- each child currently registered as eligible for free school meals
- children who have been looked after for 6 months or longer

In April 2012, pupil premium funding was also extended to:

- all children eligible for free school meals at any point in the past 6 years

In the 2014 to 2015 financial year the pupil premium national funding is £2.5 billion. The premium will rise to:

- £1,300 per pupil of primary-school age
- £935 per pupil of secondary-school age
- £1,900 per pupil for looked-after children who:
  - have been looked after for 1 day or more
  - are adopted
  - leave care under a Special Guardianship Order or a Residence Order

The amount of pupil premium allocated to Brent schools for 2014 to 2015 is £11,139,121 (this includes academies funding for Looked After Children only). The total number of pupil eligible for PPG is 8,686. This includes the Free School Meals Ever 6 (measure) - 8,445 pupils, Looked After Children - 217 pupils (includes academies) Post Looked After Children – 22 pupils and Armed Services Children - 2 pupils.

#### **School accountability**

The pupil premium is paid to schools as they are best placed to assess what additional provision their pupils need. Ofsted inspections report on how

schools' use of the funding affects the attainment of their disadvantaged pupils.

Schools are also held to account through performance tables, which include data on:

- the attainment of the pupils who attract the funding
- the progress made by these pupils
- the gap in attainment between disadvantaged pupils and their peers

Rewards are given to schools whose use of the pupil premium has significantly improved the attainment of their disadvantaged pupils with Pupil Premium Awards. To date we are not aware of any Pupil Premium awards being awarded to any Brent schools. There is a requirement for schools to publish online how they are using the pupil premium and the impact it is having; the School Improvement Service monitors this. To the best of our knowledge all Brent schools are compliant with the reporting requirements. School Inspection Services (SIS) has published a list for all governors on what is expected on the schools website and guidance for link advisers to share with Head teacher.

**Why are we looking at this area?** Have there been recent legislation/policy changes? Are there any performance or budgetary issues?

#### **Brent Schools**

The five primary schools with the highest number of pupils eligible for pupil premium are:

- ARK Academy
- Braintcroft
- Mitchell Brook
- Wembley Primary and
- Brentfield Primary

The three secondary schools which with the highest number of pupils eligible for pupil premium are:

- Preston Manor
- Kingsbury High
- Capital City

#### **Brent Facts**

- In January 2014 the Department for Education published the GCSE Attainment statistics which showed that in 2013 48.2% of Brent pupils who qualified for free school meals received 5 GCSEs, including English and Maths A\*-C, compared with 67.2% of pupils who did not qualify.
- Brent is ranked the 9<sup>th</sup> highest London Borough on the Income Deprivation Affected Children Indices (IDACI) with 39.3%. Stonebridge is ranked as the 12<sup>th</sup> most deprived affected children's ward in London.
- The population of Brent has grown and continues to grow with the birth

rate increasing by approximately 8% per year; with some of our most deprived wards having some of the highest rates.

### **National Context - Ofsted Reports**

#### **Pupil Premium, How the money is being spent (Appendix 1)**

In September 2012 Ofsted published a report based on the views of 262 school leaders nationally, in 2013 Ofsted followed up the finding by visiting a range of Primary and Secondary schools to see how effectively the schools were spending the funding to maximise achievement. The report highlights where schools were less successful and some of these characteristics:

- Lack of clarity about the intended impact of the spending
- Funding spent indiscriminately on teaching assistance, with little impact
- Did not monitor the quality and the impact of the interventions well enough, even where other monitoring was effective.
- Did not have good performance management systems for teaching assistance and other support staff
- Did not have a clear Audit trail where funding had been spent
- Planned the pupil spending in isolation from other planning e.g. school development plan
- Compared performance to local rather than national data, which suppressed expectations if they were in a low performing borough
- Did not have governors involved in making decisions

#### **The Pupil Premium: an update (Appendix 2)**

Published in July 2014 Ofsted provided an update following the 2012 and 2013 reports. The update focuses on some of the more positive outcomes that are being achieved through use of the PPG. Ofsted state that the pupil premium is making a difference in many schools. Overall, school leaders are spending pupil premium funding more effectively, tracking the progress of eligible pupils more closely and reporting outcomes more precisely than before.

There are encouraging signs from inspection that the concerted efforts of good leaders and teachers are helping to increase outcomes for pupils eligible for the pupil premium. However, it will take time to establish whether this increased focus will lead to a narrowing in the attainment gap between those eligible for the pupil premium and other pupils.

The report concludes by stating that at this stage it is too early to determine the effectiveness of external reviews of the pupil premium in bringing about improvements. Ofsted will report on this in early 2015.

Brent's School Improvement Service has carried out data analysis and identified schools in Brent who have successfully narrowed the gap for pupil premium pupils. A case study for each of these schools is currently being written with the view to disseminate good practice across Brent schools. The schools that have successfully narrowed the gap for pupil premium targeted pupils are:

- Wykeham
- Uxendon
- Chalkhill
- Furness
- Sudbury
- Mitchel Brook
- Wembley Primary
- St Gregory's
- Kingsbury High

### **Government Policy**

Year on year the funding provided for eligible pupils has increased and the looked after children category has become much wider; making more children eligible.

### **What are the main issues?**

National research has identified a number of effective characteristics used in the spending of the pupil premium; which the task group will look at in the context of Brent, these are:

- Using research and proven methods (through the Education Endowment Foundations – EEF)
- Clearly identifying eligible pupils
- Clear methods for capturing outcomes and improvements
- Barriers (or perceived barriers) to schools (i.e. the school with lots of eligible pupils) making even better use of the PPG

### **What should the review cover?**

- How eligible pupils in Brent have been performing since the premium was introduced
- How schools in Brent have been spending, managing and monitoring the Pupil Premium
- The possible lack of correlation between schools with the highest number of eligible pupils and the schools making best use of the PPG
- Identifying good practices in Brent schools, across the UK and learning

from national organisation such as the Education Endowment Foundation (EEF)

- How could schools in Brent spend the premium more effectively to raise pupil attainment
- The Future of the Pupil Premium in Brent - future funding, changes for September 2014

### **How do we engage with the community and our internal & external partners?**

Inviting relevant partners to all get involved; through workshops and discussion groups.

Partners: Group 1

School Leader (particular schools with high levels of funding)

School Governors

Relevant Council Departments (Education)

Partners Group 2

Teaching & Support staff

Mentoring/School Support Services

- Advertise the task group to partner & community groups to get involved
  - E-shot to Brent school Head Teachers
  - Advert in School Governors Bulletin
- Visit a selection of Brent Schools receiving PPG
- A small number of focused, one-to-one Interviews with head teachers and chairs of governors
- Visit from or to good practicing schools (Pupil Premium Awards)

### **What could the review achieve?**

- Set out shared expectations of how PPG is to be used/monitored in schools across Brent
- Identify any ways in which the council and other partners can effectively support Brent schools to increase attainment through use of the PPG
- Encourage further sharing of best practice with the aim that Brent schools are recognised for their effective use of the PPG
- Influence school policies on effective management and monitoring of the Pupil Premium funding

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# The pupil premium: an update

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This report provides an update on the progress schools have made in using their pupil premium funding to raise achievement for pupils eligible for free school meals. It is based on evidence from 151 inspections carried out between January and December 2013, text review of 1,600 school inspection reports published between September 2013 and March 2014, and national performance data for 2013.

**Age group:** 4–16

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**Published:** July 2014

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## Executive summary

The pupil premium is making a difference in many schools. Overall, school leaders are spending pupil premium funding more effectively, tracking the progress of eligible pupils more closely and reporting outcomes more precisely than before.

There are encouraging signs from inspection that the concerted efforts of good leaders and teachers are helping to increase outcomes for pupils eligible for the pupil premium. However, it will take time to establish whether this increased focus will lead to a narrowing in the attainment gap between those eligible for the pupil premium and other pupils.

The government is spending significant amounts of public money on this group of pupils. Schools will receive around £2.5 billion through pupil premium funding in the financial year 2014–15. This means that an average sized secondary school with average numbers of pupils eligible for free school meals will receive an additional amount of funding in the region of £200,000. This is the equivalent of five full-time teachers.

Ofsted's increased focus on this issue in all inspections is making a difference. In each report, we now include a commentary on the attainment and progress of pupils who are eligible for the pupil premium and evaluate how this compares with other pupils. Headteachers know that their schools will not receive a positive judgement unless they demonstrate that they are focused on improving outcomes for pupils eligible for the pupil premium. For example, in a number of previously outstanding secondary schools that have declined to good or below, inspectors have judged that the pupil premium funding was not being effectively spent.

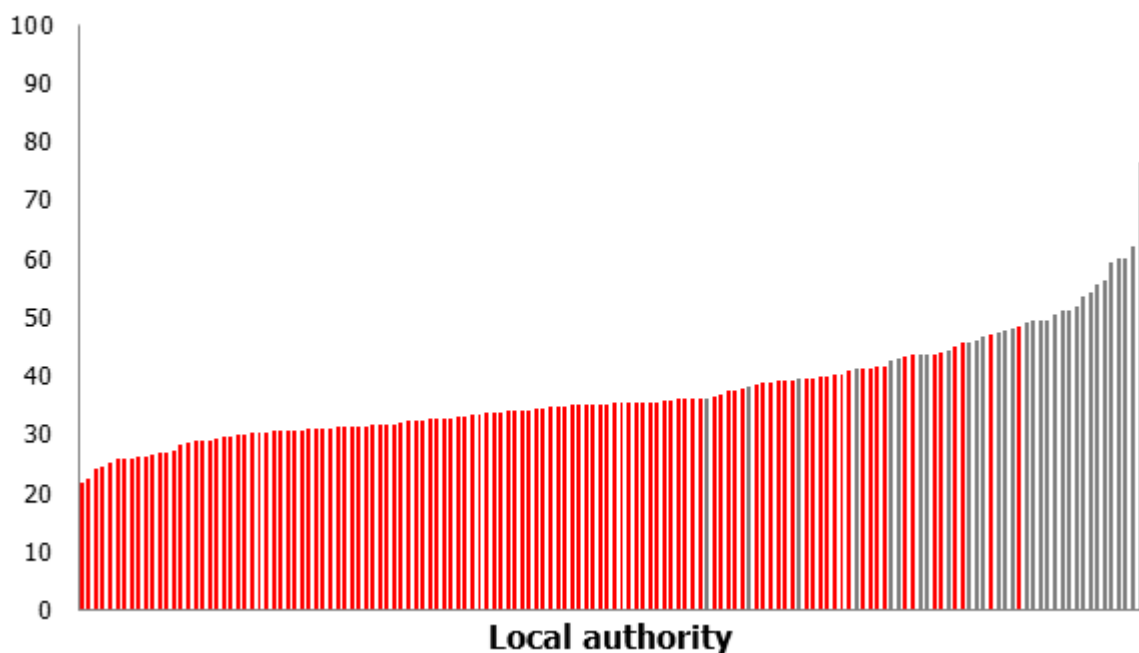
In 151 reports analysed between January and December 2013, there was an association noted between the overall effectiveness of the school and the impact of the pupil premium. Routinely, good and outstanding schools demonstrate unwavering commitment to closing the attainment gap. They target interventions forensically and have robust tracking systems in place to establish what is making a difference and what is not.

In these schools, governing bodies are more aware of their role in monitoring the use of their school's pupil premium funding. The strongest governing bodies take strategic responsibility for ensuring that the funding improves teaching and support for eligible pupils in the school. They know how the funding is being spent, hold leaders to account for expenditure and assess how effectively the funded activities contribute to raising the attainment of eligible pupils.

Weak leadership and governance remain obstacles to narrowing the attainment gap. In schools judged to be inadequate, inspectors commonly report that leaders and governors do not ensure that pupil premium funding is used effectively. In these schools, the attainment of pupils eligible for funding is poor and attainment gaps are too wide.

Although inspectors have seen large improvements in the attitude of school leaders and governors, there is considerable variation across local authorities in the proportion of pupils achieving expected levels at Key Stages 2 and 4 and the rate of improvement from year to year. (See the annex on page 22 for the full list of attainment of pupils at GCSE by local authority area.) Figure 1 demonstrates this difference starkly. Pupils eligible for free school meals in **Barnsley, Portsmouth, South Gloucestershire, North Lincolnshire** and **Northumberland** were least likely to achieve five good GCSE passes including English and mathematics at the end of Key Stage 4. Around one in four eligible pupils achieved this benchmark in these areas in 2013. At the other end of the spectrum, **Kensington and Chelsea, Westminster, Southwark, Tower Hamlets** and **Lambeth** had the highest proportion of eligible pupils achieving five or more good GCSEs, including English and mathematics. In these areas, around three fifths of eligible pupils are attaining this benchmark. This is significantly above the national level of 37.9%.

**Figure 1: Percentage of pupils eligible for free school meals attaining five or more GCSEs at grade A\* to C including English and mathematics in 2013, by local authority**



Source: Department for Education

Each line represents one of 150 individual local authorities in England. Local authorities on the left have the lowest proportion of pupils eligible for free school meals achieving five or more GCSEs grades A\* to C including English and mathematics. Grey lines represent London boroughs. Data for City of London and the Isles of Scilly are not included owing to the small numbers of eligible students in these regions.

Figures based on outcomes for eligible free school meal students at the end of Key Stage 4 in the 2012/13 academic year. Figures for 2012/13 are based on revised data.

Twenty three of the top 25 local authority areas that attain this GCSE benchmark for eligible pupils are London boroughs. Schools in these areas were performing strongly in 2013 despite having high proportions of pupils coming from poorer backgrounds. This demonstrates powerfully that poverty is not always a predictor of failure.

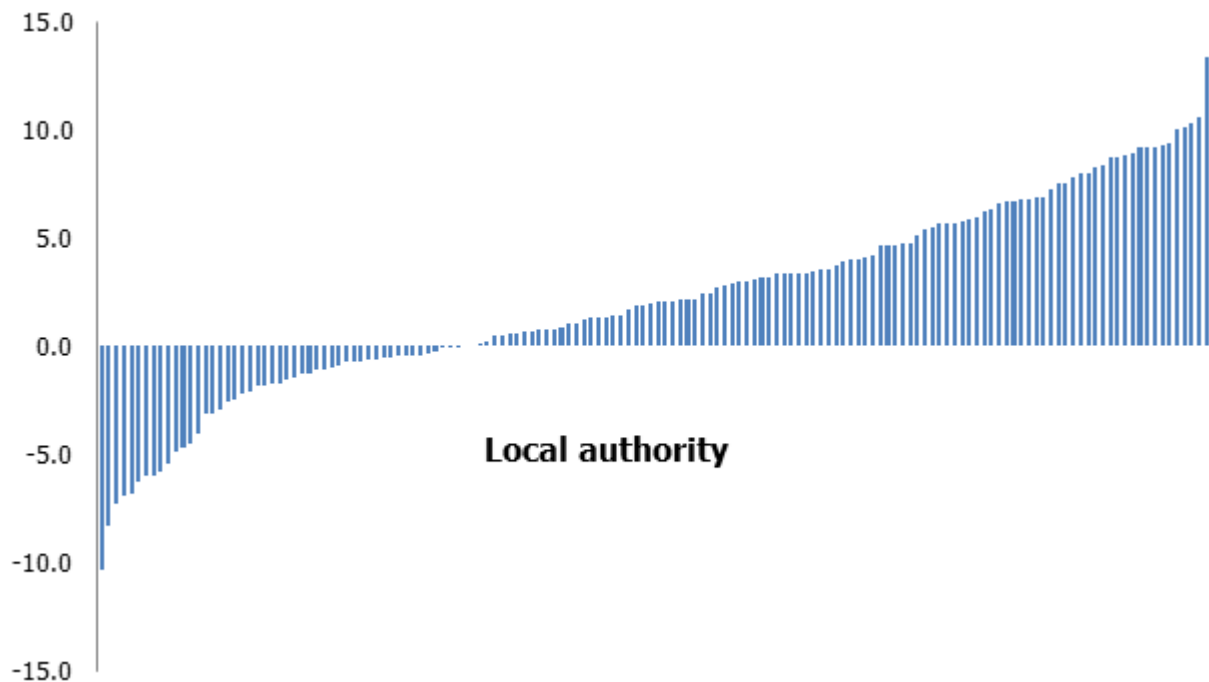
If gaps are to be narrowed then school leaders must make sure that eligible pupils make faster progress than non-eligible pupils. Some are doing this – particularly in London. In five London boroughs, poor children are achieving above or in line with the national figure for all children at GCSE.

The change in proportion of eligible pupils who achieved at least five GCSEs grades A\* to C between 2012 and 2013 varied considerably, ranging from a fall of 10 percentage points in **Thurrock** to an increase of 13 percentage points in **Windsor and Maidenhead**. Those local authority areas that have performed poorly over recent years arguably have greatest scope for most rapid improvement. It is, therefore, welcome to see that 12 of the local authorities identified as having the weakest GCSE performance for eligible pupils in Ofsted's 2013 report 'Unseen children' have made impressive strides to improve. These areas have improved outcomes for eligible students by around six percentage points or more in the period between 2012 and 2013. Seven of them are in the 15 most improved local authorities. However, it is of significant concern that three of the worst performing areas highlighted in 'Unseen children: access and achievement 20 years on' are improving too slowly and in one case has declined further.<sup>1</sup> In 2012, **Barnsley** had the third lowest proportion of eligible children attaining five or more GCSEs grades A\* to C. Attainment further declined in 2013 and Barnsley is now the lowest attaining local authority at Key Stage 4. Poor children in Barnsley are getting an extremely raw deal.

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<sup>1</sup> *Unseen children: access and achievement 20 years on* (130155), June 2013, Ofsted; [www.ofsted.gov.uk/resources/unseen-children-access-and-achievement-20-years](http://www.ofsted.gov.uk/resources/unseen-children-access-and-achievement-20-years).

**Figure 2: Percentage point change in GCSE outcomes for pupils eligible for free school meals between 2012 and 2013, by local authority**



Source: Department for Education

Each line represents one of 150 individual local authorities. In those local authorities below the line, there has been a fall in the proportion of pupils eligible for free school meals achieving GCSEs grades A\* to C including English and mathematics. Those above show an increase in the last year. Data for City of London and the Isles of Scilly are not included owing to the small numbers of eligible students in these regions.

Figures based on outcomes for eligible free school meal students at the end of Key Stage 4 in the 2012/13 academic year. 2012/13 figures are based on revised data.

It cannot be right that the likelihood of a child receiving a good education should depend on their postcode or economic circumstance. Government should focus its attention on those areas of the country that are letting poor children down. Ofsted will also focus its attention on these areas in subsequent reports to see if improvements have been made.

## Background

1. The pupil premium was introduced in April 2011. It is additional funding given to publicly funded schools in England to raise the attainment of disadvantaged pupils.<sup>2</sup> Schools were allocated a total of £1.25 billion in the financial year 2012–13, increasing to £2.5 billion in 2014–15.<sup>3</sup> In the financial year 2013–14, schools received £953 for each eligible primary-aged pupil and £900 for each eligible secondary-aged pupil.<sup>4</sup>
2. In September 2012, Ofsted published its first pupil premium report based on a survey involving 262 school leaders.<sup>5</sup> At that time, only one in 10 of those leaders said that the funding had significantly changed the way that they supported pupils from disadvantaged backgrounds. Typically, funding was being used to maintain or enhance existing provision rather than introduce new initiatives, and its impact on eligible pupils was not being reviewed by governors.
3. In February 2013, Ofsted published 'The Pupil Premium: how schools are spending the funding successfully to maximise achievement'.<sup>6</sup> This report found that more schools were using their funding well. In the best schools, carefully targeted spending of the pupil premium was starting to raise attainment for eligible pupils. Nevertheless, some schools were still spending the pupil premium on interventions that were having little meaningful impact on eligible pupils' achievement.
4. Since January 2013, Ofsted inspections have placed greater emphasis on how schools use their pupil premium funding. Inspectors have focused on its impact in raising achievement and closing attainment gaps for eligible pupils.<sup>7</sup> Inspection reports now include a commentary on the attainment and progress of pupils who are eligible for the pupil premium and evaluate how this compares with other pupils.<sup>8</sup> Since September 2013, inspectors have been able

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<sup>2</sup>Funding is paid, for the most part, to schools according to the number of pupils who have been registered as eligible for free school meals at any point in the last six years or have been in care for six months or longer.

<sup>3</sup>*Raising the achievement of disadvantaged children*, Department for Education, The Rt Hon Michael Gove MP and The Rt Hon David Laws MP, March 2013; [www.gov.uk/government/policies/raising-the-achievement-of-disadvantaged-children](http://www.gov.uk/government/policies/raising-the-achievement-of-disadvantaged-children).

<sup>4</sup>In 2014/15, this will rise to £1,300 per primary pupil and £935 per secondary pupil.

<sup>5</sup>*The pupil premium* (120197), Ofsted, September 2012; [www.ofsted.gov.uk/resources/pupil-premium](http://www.ofsted.gov.uk/resources/pupil-premium).

<sup>6</sup>*The pupil premium: how schools are spending the funding successfully to maximise achievement* (130016), Ofsted, February 2013; [www.ofsted.gov.uk/resources/pupil-premium-how-schools-are-spending-funding-successfully-maximise-achievement](http://www.ofsted.gov.uk/resources/pupil-premium-how-schools-are-spending-funding-successfully-maximise-achievement).

<sup>7</sup> Inspectors evaluate the extent to which gaps are narrowing between the performance of different groups of pupils (including those that are eligible for the pupil premium funding), both in the school and in comparison to those of all pupils nationally.

<sup>8</sup> Inspectors have reported on schools' use of the pupil premium funding and the impact that it has had on raising the attainment of pupils eligible for free school meals since September 2012. Where



to recommend a review of pupil premium spending. Ofsted will report on the effectiveness of these external reviews in 2015.

## **Part A: progress made by schools**

5. The pupil premium is making a positive difference in many schools, especially where there is good or outstanding leadership and a school-wide commitment to raising achievement for pupils who are eligible for free school meals. Most schools are now using the pupil premium funding more successfully to raise attainment for eligible pupils. This is because most leaders and managers, including members of governing bodies, are routinely paying more attention to the needs of this particular group of pupils.
6. Inspectors found an association between the overall effectiveness of the school and the impact of the pupil premium. In the sample of 151 reports, gaps in attainment for pupils eligible for free school meals were closing in all 86 of the schools judged to be good or outstanding for overall effectiveness. Gaps were closing rapidly in around a fifth of these schools. In 12 schools, there was virtually no difference between the attainment of eligible and non-eligible pupils; most of these schools were judged to be outstanding.
7. In a small proportion of the good schools, typically those whose overall effectiveness had improved since their previous inspection, gaps in attainment were closing more slowly. The inspection reports for these schools commonly include a recommendation for further improvement that relates, at least in part, to those pupils eligible for the pupil premium funding.
8. Gaps in attainment were also closing in around two thirds of the 50 schools that had been judged as requires improvement. However, the rate of improvement in these schools was often inconsistent across different year groups. In some cases, there had been more discernible recent increases in achievement after a period of stubborn poor performance. Often, this recent improvement was linked to changes at senior leadership level or in governance arrangements and the impact that these new leaders have on ensuring that the funding is used more effectively.
9. In general, pupils eligible for the pupil premium were making poor progress in the 15 schools that were inadequate for overall effectiveness. Attainment gaps were typically wider than average or closing too slowly. However, in a few of these schools, the performance of pupils eligible for free school meals, although still too low, was better than their peers.

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the numbers of eligible pupils are very small, inspectors may not be able to make a meaningful comparison between their performance and that of other pupils.

## **Many schools are spending their pupil premium funding more effectively**

10. Inspectors report that most schools spend their pupil premium funding effectively on a wide range of initiatives. Since September 2012, details of this spending and its impact must be published annually on schools' websites.
11. In the sample of 151 inspection reports, inspectors describe the most common uses of the pupil premium funding. Although its use is generally tailored to the age-specific needs of the pupils, there are no major differences in the types of spending seen in primary and secondary schools. As noted in Ofsted's previous pupil premium publications, the most frequent use of the funding is to pay for additional staff, including teachers and teaching assistants, who deliver one-to-one support and small group tuition, typically focused on English and mathematics. In general, secondary schools in the sample were more likely to employ additional teachers, and primary schools were more likely to employ additional teaching assistants.
12. Additional staffing is also used to enable schools to offer a range of interventions such as booster classes, reading support or 'raising aspiration' programmes, and to reduce the size of classes. In secondary schools, the funding is frequently used to employ 'learning mentors', who have specific roles in supporting pupils' academic and personal development. In primary schools, the funding is sometimes used to provide specialist support for developing pupils' language and communication skills.
13. The funding is also commonly used to enable eligible pupils to participate fully in after-school clubs and activities and to provide financial support for educational visits. In secondary schools, the funding is often used to provide after-school, weekend and holiday sessions.
14. There is very little difference in the types of spending reported on in the best schools compared with those that are judged as requires improvement or inadequate. However, the major differences are the extent to which leaders ensure that the funding is very carefully targeted at the types of activities that best meet the needs of their pupils, and the rigour with which these activities are monitored, evaluated and amended.

## **Schools that are committed to 'closing the gap' and that have robust tracking systems are showing most improvement**

15. Evidence from the 151 inspection reports shows that the most effective leaders identify their pupils' specific needs accurately and promptly so that low attainment can be tackled at the very earliest stage. They then track the progress of pupils who are eligible for the pupil premium funding meticulously and make sensible amendments to the support they provide as a result of their monitoring and evaluation.

16. The best leaders ensure that additional adult support is of high quality. Every effort is made to ensure that pupils eligible for the pupil premium have access to the best teachers and are supported by skilled and well-trained additional adults. These schools ensure that the work of additional adults is closely monitored and thoroughly evaluated.
17. In the successful schools, there is a very strong commitment, shared by staff and governors, to doing everything possible to remove any barriers that might hinder a pupil's development. These schools are highly ambitious, respond to what they know to be good practice and ensure that their vision for improvement is clear.

### **Setting a clear vision and high expectations**

In this outstanding secondary school, the proportion of students known to be eligible for the pupil premium is high. In 2013, 83% of pupils eligible for free school meals achieved at least five GCSEs grades A\* to C including English and mathematics compared with 88% of other pupils. Value-added and progress data for eligible pupils was significantly above average.

School website

'Key principles for using pupil premium 2012–13<sup>9</sup>:

1. The school carefully ring-fences the funding at the beginning of the academic year so that it was spent on a targeted group of students.
2. The school never confuses eligibility for the pupil premium with low ability, and focuses on supporting our disadvantaged pupils to achieve the highest levels.
3. The school thoroughly analyses which pupils are underachieving, particularly in English, mathematics and science, and why.
4. The school drew and draws upon evidence from our own and others' experience to allocate the funding to the activities that were most likely to have an impact on improving achievement.
5. We allocate our best teachers to teach intervention groups to improve mathematics and English, or re-deploy support teachers who have a good track record in raising attainment in those subjects.

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<sup>9</sup> These principles are based on the good practice characteristics identified in *The Pupil Premium: how schools are spending the funding successfully to maximise achievement* (130016), Ofsted, February 2013; [www.ofsted.gov.uk/resources/pupil-premium-how-schools-are-spending-funding-successfully-maximise-achievement](http://www.ofsted.gov.uk/resources/pupil-premium-how-schools-are-spending-funding-successfully-maximise-achievement).

6. The school uses achievement data frequently to check whether interventions or techniques are working and make adjustments accordingly, rather than just using the data retrospectively to see if something had worked.

7. The school ensures that a designated senior leader, an Assistant Headteacher, plus the Headteacher have a clear overview of how the funding is being allocated and the difference it is making to the outcomes for pupils termly.

8. The school also ensures that class and subject teachers know which pupils are eligible for the pupil premium so that they can take responsibility for accelerating their progress.

9. The projects we have set up are to tackle a range of issues, e.g. attendance, behaviour, factors outside school, professional INSET on FSM pupils, effective teaching and learning, strong careers information, advice and guidance, literacy support, targeted support, good facilities for supported self-study, further enrichment.'

#### Inspection report

Students supported by the pupil premium do exceptionally well in all years because high quality teaching is well matched to their specific needs. They achieve better GCSE results than most students do nationally. The gap between their attainment and that of their peer group in the college is half a GCSE grade in English and less than half a grade in mathematics... The additional funding available through the pupil premium is very carefully targeted. Its impact is monitored to make sure that it is having the intended effect. As a result, these students make progress at a much faster rate than students nationally.

18. Although schools often spend the funding on a common menu of activities, effective leaders make informed choices, on a yearly and flexible basis, that match the particular needs of their pupils. They continue with interventions that have been successful and amend their practice where it has been less successful.
19. The most successful schools ensure that pupils catch up with the basics of literacy and numeracy and offer support, where necessary, to improve pupils' attendance, behaviour, confidence and resilience. In the primary schools sampled, there was a very strong focus on improving reading. In the secondary schools, support for English and mathematics catch-up was often targeted at Year 7, but also continued across Key Stages 3 and 4.
20. In the best schools, the overall package of support for eligible pupils is comprehensive, well-integrated and responsive to their changing needs. In these schools, leaders put in place a balanced programme of whole-school, targeted and specialist support that takes into account the needs of all pupils.

Where schools encountered barriers to providing the support required, they found creative ways to achieve their aims.

**A comprehensive package of support responds to a wide range of specific needs**

This outstanding secondary school is larger than average. There are more boys than girls in the school. The proportion of students eligible for the pupil premium is well above average. Over 80% of pupils in the 2013 Key Stage 4 cohort were eligible for free school meals. Sixty two per cent of these pupils achieved at least five GCSEs grades A\* to C including English and mathematics. Their value added was significantly above average.

School website

'Students below national levels in English at KS3 will be allocated to Extended English (literacy) lessons on the timetable. The programme is designed to accelerate the children's writing and reading skills. Extended English is taught in small sets by specialist teachers.

At Key Stage 4 students who have not made progress in line with national expectations and are at risk of falling short of a grade C in English language are targeted for two additional lessons of English a week. English booster tuition provides intensive coaching and guidance by very experienced GCSE teachers in English language in small groups averaging three students.

Mathematics booster tuition targets children in Years 7 to 11 to provide intensive coaching and guidance by qualified teachers and support staff in mathematics in small sets. This budget enables some smaller sets to be created so as to provide more personalised attention and guidance for the students.

The Success Ambassadors are a team of excellent role models who mentor targeted students and provide intervention support for children to improve their reading. The Success Lounge has been set up as an after-school base for children to do their homework and obtain additional assistance. Attendance for targeted students is compulsory; for others it is optional.

The Raising Achievement Team has been established to improve the attainment of students. The Team manages the Success Lounge and produces data for whole school use. They analyse performance and develop staff use of data and intervention methods to monitor and target support.

### Inspection report

In 2012, a gap between the attainment and progress of students eligible for the pupil premium and other students was quickly identified. Action was taken that meant that the gap was halved in both English and mathematics in 2013 such that these students now achieve about half a grade less well than their peers in the school. The 'Raising Achievement Team' tracks the progress of these students... The school makes excellent use of its pupil premium funding to provide a summer school, after-school support in the 'Success Lounge' and booster sessions offered through subject teams to meet the needs of individuals.

21. Strong governance is critical to schools' successful use of the pupil premium funding to accelerate progress and narrow gaps in attainment. Effective governors are ambitious for their poorest pupils and hold leaders to account for their decisions and for the impact of initiatives funded by the pupil premium.
22. Inspectors also report that strong governing bodies are fully involved in deciding how pupil premium funding is used. Finances are tightly controlled and decisions on spending are linked closely to priorities in the school improvement plan. They monitor its effectiveness in closing the attainment gap between different groups of pupils. They have a comprehensive knowledge of published data and are skilled in using this to check on the progress of the school and hold staff to account. They also take steps to collect first-hand evidence, for example by meeting with students and teachers.

### **Successful governors are very actively involved in holding leaders to account for the achievement of pupils eligible for the pupil premium**

#### **Good primary school**

In 2013, all pupils eligible for free school meals in this good primary school achieved a Level 4 or above in reading, writing and mathematics. Their value added was significantly above average.

### Inspection report

The governing body's 'Raising of Achievement Group' checks the progress of all of the groups of pupils each month. Governors stringently hold senior leaders to account for all aspects of the school's work. They have regular financial reports and make checks on the school's budget.

#### **Good secondary school**

The proportion of pupils eligible for free school meals in this good secondary school is much higher than average. In 2013, 62% of pupils from low income backgrounds achieved five GCSEs grades A\* to C including English and mathematics, which is one percentage point below

other pupils. The value added for these pupils was significantly above average.

Inspection report

The governing body is well informed and holds school leaders strongly to account for raising standards. Detailed reports from the headteacher and presentations from faculty leaders ensure that they know how much progress individuals, groups and classes are making... They make regular visits and use assessment information to measure how students achieve compared with their peers in other schools. They effectively monitor the pupil premium and catch-up funding to make sure it is raising achievement for eligible students.

**Weak leadership and governance is an obstacle in too many schools**

- 23. A common weakness in the schools where gaps in attainment are not closing quickly enough is insufficient analysis of the learning needs of pupils eligible for the pupil premium funding. In such schools, even where information about pupils' progress was available, it was not always used well enough to ensure that funding was appropriately targeted.

Inspection report

Leaders do not analyse this information [about pupils' progress] in enough detail to see how different groups of students are doing. This makes it difficult for them and for the interim executive board to check on how well the changing needs of different groups of students are being met. For example, the school was not clear until very recently about how many pupils who were eligible for the pupil premium were also at the early stages of speaking English and new to the school. This makes it hard for leaders to plan precisely what they need to do to accelerate the progress of these students.

- 24. In some of the weaker schools, analysis of pupils' progress had not been shared fully with teachers. Consequently, teachers were unable to plan work that met the needs of pupils.

Inspection report

The school has not used assessment information about how well these students are doing to provide them with appropriate work. Leaders do not check the progress of individuals and groups of students well enough or provide teachers with the necessary information to make sure that they set work at the right level for students.

- 25. In the very weakest performing schools, inspection reports identified a worrying lack of focus on pupils eligible for the pupil premium. In these schools, a

widespread failure in leadership and governance had normally been identified. Leaders had not prioritised raising the attainment of pupils eligible for free school meals and poorly informed or unskilled governors had not held leaders to account.

#### Inspection report

The headteacher is unaware of the impact that the spending of pupil premium funds has on the achievements of those pupils for whom it is intended. Information about the achievement of this group of pupils, published on the school's website, is incorrect... The previous governing body did not provide appropriate challenge or support to the school's senior leaders to improve the school's performance... The interim executive board has started to take urgent action to address the key areas for improvement. A consultant headteacher has been appointed and is now beginning to work with the school and members of the executive board. However, it is too soon to judge the impact of their work.

#### Inspection report

Prior to the appointment of the current Associate Principal, there was no evidence of any accountability for use of the pupil premium or its impact. This is now being addressed and senior leaders are monitoring the effect this additional finance is having on the attainment and progress of those students for whom it is intended... Since the Executive and Associate Principals joined the staff and the new governance arrangements have been put in place, the life and work of the academy has been reinvigorated. The Associate Principal's evaluation of the academy's performance is accurate and he has galvanised his colleagues into action, putting in place systems to address the most pressing priorities. However, many of these strategies are so new it is too early to assess their impact on students' outcomes.

### External reviews of a school's use of the pupil premium

26. Since September 2013, inspectors have been able to recommend an external review of the school's use of the pupil premium funding where the inspection identifies specific issues regarding the provision for eligible pupils. Even where leadership and management are judged to be good, inspectors may use their professional judgement to determine whether a recommendation for an external review of the school's use of the pupil premium would benefit the school.
27. A text review of around 1,600 inspection reports (where the school had been judged as requires improvement or inadequate) published between September 2013 and March 2014 identified that approximately 350 of these reports



included a recommendation for a review of the schools' use of the pupil premium.

28. The most common reason for a review of the school's use of the pupil premium funding was that gaps were not closing sufficiently well, especially in English and mathematics. The most common criticism in inspection reports was that the impact of spending was not being evaluated effectively by leaders and governors. Other examples of poor leadership and management include not ensuring that the funding is spent on the specific pupils for whom it is intended or having an underspend.
29. At this stage it is too early to determine the effectiveness of external reviews of the pupil premium in bringing about improvement. We will report on this in early 2015.

## **Part B: raising attainment and 'closing the gap'**

30. Attainment in England has been rising steadily over recent years for all types of pupils. However, as the attainment of pupils eligible for free school meals has improved at a similar rate to other pupils, the 'attainment gap' has closed only slightly. This is particularly the case at the end of Key Stage 4.
31. Some of the complex reasons for the lower attainment of pupils from low income backgrounds, including differences in the performance of pupils from different ethnic backgrounds, were discussed in Ofsted's recent report 'Unseen Children: access and achievement 20 years on'.<sup>10</sup>

### **Comparison of performance at the end of Key Stage 2**

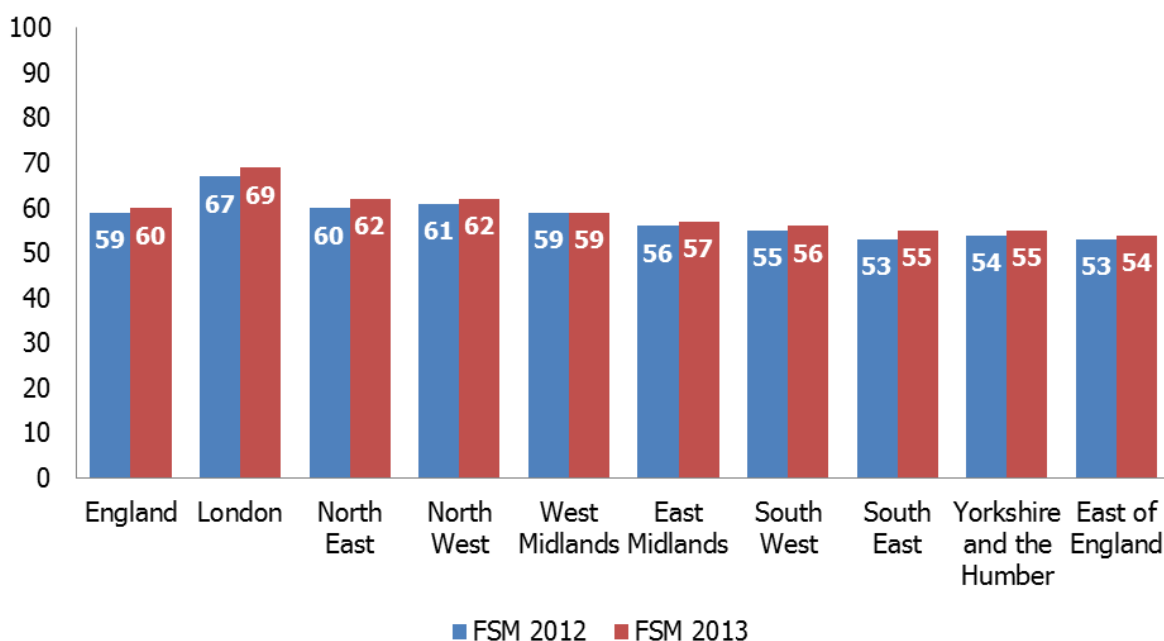
32. In 2013, 60% of pupils eligible for free school meals achieved a Level 4 or better in reading, writing and mathematics in Key Stage 2 tests compared with 79% of non-eligible pupils. This is an increase of one percentage point on the 2012 figures for both groups. The attainment gap in 2013 remained at a difference of 19 percentage points.<sup>11</sup>
33. Small increases in the attainment of pupils eligible for free school meals were noted in most regions between 2012 and 2013 (see Figure 3). Nevertheless, gaps in attainment remained broadly the same across all regions.

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<sup>10</sup> *Unseen children: access and achievement 20 years on* (130155), June 2013, Ofsted; [www.ofsted.gov.uk/resources/unseen-children-access-and-achievement-20-years](http://www.ofsted.gov.uk/resources/unseen-children-access-and-achievement-20-years).

<sup>11</sup> The collection method applied by the Department for Education from English and mathematics as the key measurement up to 2011 was replaced by reading, writing and mathematics in 2012. This has implications on how we interpret the effect pupil premium might be having within primary schools nationally.

**Figure 3: Percentage of pupils eligible for free school meals attaining Level 4+ in reading, writing and mathematics at Key Stage 2, by region**



Source: Department for Education

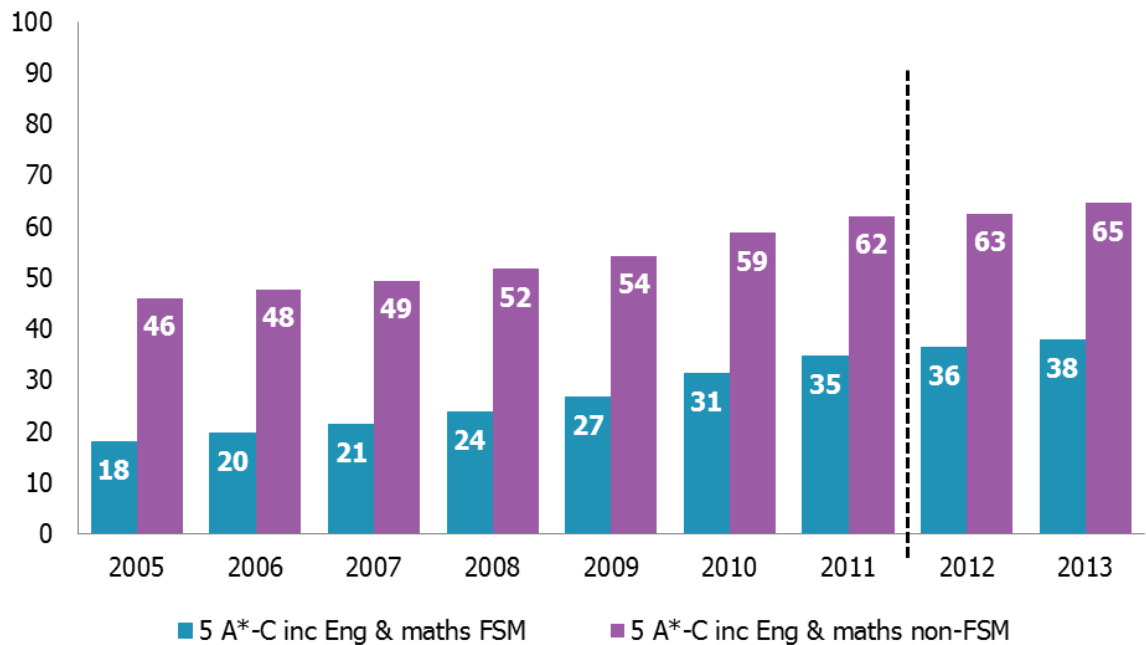
Figures for 2012 are based on final data; 2013 figures are based on revised data.

34. Attainment for pupils eligible for free school meals was highest in London (69%) and lowest in the East of England (54%) in 2013.

### Comparison of performance at end of Key Stage 4

35. In 2013, 38% of pupils eligible for free school meals achieved five GCSEs or more at grades A\* to C including English and mathematics compared with 65% of non-eligible pupils. This attainment gap – 27 percentage points – is unchanged from 2012.
36. The 2013 figures follow a pattern of improvement evident since 2005 (see Figure 4). Although levels of attainment have gradually improved for all pupils, the 'attainment gap' has narrowed at a very slow rate. The fact that this is the case both before and after the introduction of the pupil premium is not surprising, given how recently the funding was introduced. It will take time before the full impact of this policy may be seen in national data.

**Figure 4: Percentage of pupils at the end of Key Stage 4 attaining five or more GCSEs grades A\* to C including English and mathematics, by free school meals eligibility, 2005–13**



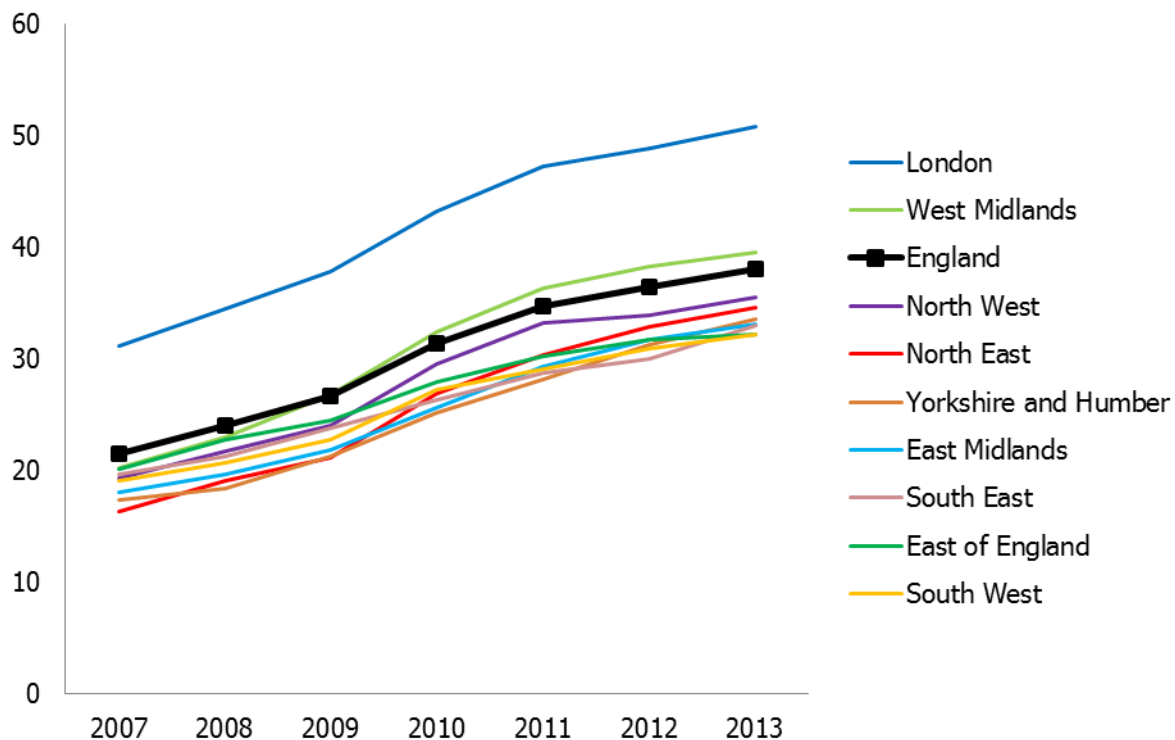
Source: Department for Education

The dotted line represents the point in time when the pupil premium was introduced (April 2011). It is very unlikely that this funding would have influenced the attainment of the 2011 cohort sitting GCSE examinations in summer 2011. Figures for academic years 2005-12 are based on final data. Figures for 2013 are based on revised data.

Figures are based on students in state-funded schools (including academies and city technology colleges) at the end of Key Stage 4 in each academic year.

37. In 2013, the attainment of pupils eligible for free school meals increased in all regions at the end of Key Stage 4 (see Figure 5). Levels of attainment for pupils eligible for free school meals were highest in London (51%) and lowest in the South West and East of England (32%). The attainment of pupils eligible for free school meals at the end of Key Stage 4 rose most, from a low base, in the South East (three percentage points) and least in the East of England in 2013.

**Figure 5: Percentage of pupils eligible for free school meals at the end of Key Stage 4 attaining five or more GCSEs grades A\* to C including English and mathematics, by region, 2007–13**



Source: Department for Education

Figures for academic years 2007–12 are based on final data. Figures for 2013 are based on revised data. Based on students in state-funded schools (including academies and city technology colleges) at the end of Key Stage 4 in each academic year.

38. There is considerable variation across local authorities in the proportion of pupils achieving expected levels at Key Stages 2 and 4, and the rate of improvement from year to year. Pupils eligible for free school meals in **Barnsley, Portsmouth, South Gloucestershire, North Lincolnshire** and **Northumberland** were least likely to achieve five good GCSE passes including English and mathematics at the end of Key Stage 4 in 2013. Around one in four eligible pupils achieve this benchmark in these areas (see Annex A). At the other end of the spectrum **Kensington and Chelsea, Westminster, Southwark, Tower Hamlets** and **Lambeth** had the highest proportion of eligible pupils achieving five or more good GCSEs, including English and mathematics. In these areas, around three fifths of eligible pupils are attaining this benchmark. This is significantly above the national level of 37.9% of free school meal eligible pupils attaining this benchmark.
39. Following the publication of Ofsted’s ‘Unseen children’ report, many of the lowest attaining local authorities for free school meal eligible pupils have improved their performance. **Peterborough** and **West Berkshire** are two of

the most improved, increasing their attainment for this group by 10 and nine percentage points, respectively, in 2013. **Herefordshire, Swindon, Shropshire, Dorset, Warrington** and **Hartlepool** also improved their attainment outcomes by more than seven percentage points during this period.

40. Similarly, some local authorities in the South East region have also improved their GCSE outcomes quite considerably for free school meal eligible pupils. From a position in 2012 where no authority in this region had attainment above the national figures for free school meal eligible pupils, **Windsor and Maidenhead, Slough, Milton Keynes** and **Surrey** are now all above the national figure for this group.
41. However, some authorities with the lowest attainment for free school meal eligible pupils in 2012 have not improved their performance. GCSE attainment in **Barnsley**, for example, decreased for this group in 2013 and the authority is now the lowest performing.

## Notes

This report is based on three main sources of evidence:

- analysis of national, regional and local authority level data published by the Department for Education in 2013<sup>12</sup>
- analysis of the main strengths and weaknesses in schools' use of the funding, based on a random selection of 151 inspection reports published between January 2013 and December 2013
- text review of 1,600 school reports, published between September 2013 and March 2014.

Report selection was stratified by the schools' overall effectiveness judgement to provide useful case studies of stronger and weaker practice. The sample included 83 primary schools and 68 secondary schools. Special schools were not included in the selection process.<sup>13</sup> Case studies also draw on information from the selected schools' websites.

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<sup>12</sup> *GCSE and equivalent attainment by pupil characteristics*, Department for Education SFR05/2014, February 2014; [www.gov.uk/government/publications/gcse-and-equivalent-attainment-by-pupil-characteristics-2012-to-2013](http://www.gov.uk/government/publications/gcse-and-equivalent-attainment-by-pupil-characteristics-2012-to-2013).

National curriculum assessments at key stage 2: 2012 to 2013, Department for Education SFR51/2013, December 2013; [www.gov.uk/government/publications/national-curriculum-assessments-at-key-stage-2-2012-to-2013](http://www.gov.uk/government/publications/national-curriculum-assessments-at-key-stage-2-2012-to-2013).

<sup>13</sup> Twenty nine of the schools were outstanding, 57 were good, 50 were requires improvement and 15 were inadequate.

## Annex A: Attainment of pupils eligible for free school meals at GCSE between 2012 and 2013, by local authority area

Local authority	Region	% of FSM eligible students attaining GCSE benchmark		Change between 2012 and 2013
		2012	2013	
Kensington and Chelsea	London	76.8	76.7	-0.1
Westminster	London	65.3	62.2	-3.1
Southwark	London	51.7	60.1	8.4
Tower Hamlets	London	59.4	60.0	0.6
Lambeth	London	56.1	59.5	3.4
Islington	London	45.7	56.3	10.6
Haringey	London	46.4	55.6	9.2
Redbridge	London	56.0	54.2	-1.8
Barnet	London	50.4	53.8	3.4
Hounslow	London	50.8	51.9	1.1
Hammersmith and Fulham	London	47.4	51.3	3.9
Greenwich	London	48.9	51.3	2.4
Newham	London	55.2	50.5	-4.7
Hackney	London	51.8	49.7	-2.1
Croydon	London	43.2	49.5	6.3
Harrow	London	40.2	49.4	9.2
Barking and Dagenham	London	49.5	49.1	-0.4
Windsor and Maidenhead	South East	35.0	48.4	13.4
Brent	London	42.8	48.2	5.4
Bromley	London	40.7	48.0	7.3
Ealing	London	45.3	47.5	2.2
Birmingham	West Midlands	47.4	47.3	-0.1
Wandsworth	London	45.9	46.8	0.9
Waltham Forest	London	40.3	46.0	5.7

Local authority	Region	% of FSM eligible students attaining GCSE benchmark		Change between 2012 and 2013
		2012	2013	
Hillingdon	London	45.9	45.8	-0.1
Slough	South East	35.6	45.7	10.1
Luton	East of England	40.2	45.0	4.8
Merton	London	45.1	44.4	-0.7
Halton	North West	36.1	44.1	8.0
Wolverhampton	West Midlands	37.0	43.9	6.9
Enfield	London	40.4	43.8	3.4
Camden	London	45.9	43.7	-2.2
North Tyneside	North East, Yorkshire and Humber	36.8	43.6	6.8
Kirklees	North East, Yorkshire and Humber	39.3	43.3	4.0
Richmond upon Thames	London	42.5	43.1	0.6
Sutton	London	39.2	42.7	3.5
Darlington	North East, Yorkshire and Humber	34.0	41.8	7.8
Trafford	North West	43.6	41.8	-1.8
Milton Keynes	South East	31.3	41.3	10.0
Bexley	London	42.4	41.3	-1.1
Bury	North West	42.8	41.3	-1.5
Solihull	West Midlands	39.0	41.1	2.1
Manchester	North West	39.7	40.4	0.7
York	North East, Yorkshire and Humber	36.2	40.2	4.0
Wakefield	North East, Yorkshire and Humber	32.1	40.1	8.0
Bolton	North West	36.8	39.9	3.1
Oldham	North West	36.6	39.8	3.2
Rochdale	North West	31.2	39.5	8.3
Lewisham	London	45.5	39.5	-6.0
Leicester	East Midlands	37.3	39.4	2.1

Local authority	Region	% of FSM eligible students attaining GCSE benchmark		Change between 2012 and 2013
		2012	2013	
Blackburn with Darwen	North West	40.1	39.4	-0.7
Surrey	South East	32.5	39.3	6.8
South Tyneside	North East, Yorkshire and Humber	33.3	39.0	5.7
Torbay	South West	32.3	38.9	6.6
Tameside	North West	31.8	38.7	6.9
Kingston upon Thames	London	43.1	38.2	-4.9
County Durham	North East, Yorkshire and Humber	36.7	38.0	1.3
Wirral	North West	40.7	37.6	-3.1
Sandwell	West Midlands	36.2	37.5	1.3
Sefton	North West	30.1	36.8	6.7
East Riding of Yorkshire	North East, Yorkshire and Humber	31.7	36.4	4.7
Bedford	East of England	27.6	36.3	8.7
Havering	London	43.1	36.3	-6.8
Gateshead	North East, Yorkshire and Humber	30.4	36.2	5.8
North Yorkshire	North East, Yorkshire and Humber	33.9	36.1	2.2
Wigan	North West	37.8	36.1	-1.7
Medway	South East	34.1	35.8	1.7
Coventry	West Midlands	35.3	35.8	0.5
Salford	North West	30.6	35.7	5.1
Southampton	South East	32.4	35.6	3.2
Staffordshire	West Midlands	32.8	35.6	2.8
Bradford	North East, Yorkshire and Humber	34.8	35.6	0.8
Nottinghamshire	East Midlands	32.5	35.5	3.0
Plymouth	South West	34.1	35.5	1.4
Hartlepool	North East, Yorkshire	26.0	35.3	9.3



Local authority	Region	% of FSM eligible students attaining GCSE benchmark		Change between 2012 and 2013
		2012	2013	
	and Humber			
Poole	South West	39.8	35.3	-4.5
Warwickshire	West Midlands	30.5	35.2	4.7
Essex	East of England	34.4	35.2	0.8
Hertfordshire	East of England	35.7	35.2	-0.5
Reading	South East	35.4	35.1	-0.3
Calderdale	North East, Yorkshire and Humber	35.4	35.0	-0.4
Rotherham	North East, Yorkshire and Humber	33.4	34.8	1.4
Liverpool	North West	35.1	34.7	-0.4
Warrington	North West	25.2	34.6	9.4
Walsall	West Midlands	34.3	34.5	0.2
Buckinghamshire	South East	29.6	34.3	4.7
Rutland	East Midlands	35.7	34.3	-1.4
Kingston Upon Hull, City of	North East, Yorkshire and Humber	27.9	34.1	6.2
Dorset	South West	25.2	34.0	8.8
Gloucestershire	South West	32.0	33.9	1.9
Newcastle upon Tyne	North East, Yorkshire and Humber	31.6	33.8	2.2
Devon	South West	34.4	33.8	-0.6
Cornwall	South West	34.2	33.6	-0.6
Stockport	North West	36.1	33.6	-2.5
Worcestershire	West Midlands	29.7	33.3	3.6
Lincolnshire	East Midlands	32.4	33.1	0.7
West Sussex	South East	27.3	32.8	5.5
Kent	South East	31.7	32.8	1.1
Middlesbrough	North East, Yorkshire and Humber	35.4	32.8	-2.6
Swindon	South West	24.0	32.7	8.7
Sunderland	North East, Yorkshire	39.5	32.6	-6.9

Local authority	Region	% of FSM eligible students attaining GCSE benchmark		Change between 2012 and 2013
		2012	2013	
	and Humber			
North Somerset	South West	30.5	32.5	2.0
Nottingham	East Midlands	29.3	32.3	3.0
Derbyshire	East Midlands	28.4	32.0	3.6
Shropshire	West Midlands	24.4	31.9	7.5
North East Lincolnshire	North East, Yorkshire and Humber	29.0	31.9	2.9
Herefordshire, County of	West Midlands	22.8	31.7	8.9
Redcar and Cleveland	North East, Yorkshire and Humber	29.3	31.7	2.4
Dudley	West Midlands	27.5	31.6	4.1
St. Helens	North West	28.1	31.5	3.4
Lancashire	North West	30.2	31.4	1.2
East Sussex	South East	30.9	31.4	0.5
Northamptonshire	East Midlands	31.7	31.3	-0.4
West Berkshire	South East	21.9	31.1	9.2
Wokingham	South East	26.2	31.0	4.8
Telford and Wrekin	West Midlands	37.3	31.0	-6.3
Thurrock	East of England	41.3	31.0	-10.3
Stockton-on-Tees	North East, Yorkshire and Humber	24.2	30.9	6.7
Leeds	North East, Yorkshire and Humber	26.7	30.9	4.2
Somerset	South West	28.9	30.8	1.9
Cheshire West and Chester	North West	24.6	30.6	6.0
Cambridgeshire	East of England	24.7	30.6	5.9
Brighton and Hove	South East	27.1	30.5	3.4
Bath and North East Somerset	South West	30.5	30.5	0.0
Oxfordshire	South East	29.5	30.3	0.8
Sheffield	North East, Yorkshire	30.3	30.1	-0.2

Local authority	Region	% of FSM eligible students attaining GCSE benchmark		Change between 2012 and 2013
		2012	2013	
	and Humber			
Bournemouth	South West	31.1	30.1	-1.0
Stoke-on-Trent	West Midlands	29.5	29.6	0.1
Doncaster	North East, Yorkshire and Humber	30.7	29.6	-1.1
Bristol, City of	South West	26.6	29.3	2.7
Bracknell Forest	South East	27.9	29.2	1.3
Peterborough	East of England	18.7	29.0	10.3
Isle of Wight	South East	23.2	28.9	5.7
Leicestershire	East Midlands	29.4	28.9	-0.5
Derby	East Midlands	32.6	28.6	-4.0
Southend-on-Sea	East of England	24.5	28.2	3.7
Hampshire	South East	26.1	27.4	1.3
Suffolk	East of England	27.1	27.1	0.0
Wiltshire	South West	30.0	27.1	-2.9
Norfolk	East of England	32.5	26.7	-5.8
Cheshire East	North West	28.1	26.4	-1.7
Central Bedfordshire	East of England	27.5	26.2	-1.3
Knowsley	North West	27.3	26.0	-1.3
Cumbria	North West	23.8	25.9	2.1
Blackpool	North West	31.8	25.8	-6.0
Northumberland	North East, Yorkshire and Humber	26.1	25.2	-0.9
North Lincolnshire	North East, Yorkshire and Humber	31.9	24.6	-7.3
South Gloucestershire	South West	32.7	24.4	-8.3
Portsmouth	South East	28.0	22.6	-5.4
Barnsley	North East, Yorkshire and Humber	22.5	21.8	-0.7

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