



HM Government

# Opportunity for all: strong schools with great teachers for your child

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# **Opportunity for all**

**Strong schools with great teachers for  
your child**

**Presented to Parliament  
by the Secretary of State for Education  
by Command of Her Majesty**

**March 2022**



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## Foreword from the Secretary of State for Education



We all want bright futures for our children and success for our schools. When I talk to parents and carers they tell me how critical education is to happy and fulfilled lives. This won't come as a surprise to anyone, and our children tell us the same: that they are excited to be back at school and realise the fundamental importance of a top quality education. They want to have good jobs and happy families, and they want to contribute to their communities.<sup>1</sup>

Wanting this is easy. Delivering it is challenging.

I know myself what it is like to feel that a bright future is a long way away. I have been the child at the back of the classroom, terrified that my English teacher will ask me a question. I have been the 'disruptive influence' who needed help to learn how to manage my energy. It was the support of excellent teachers in a great school which helped me move forward. I want every child in England to have that opportunity. I am part of a government which has made it its mission to level up opportunity across the United Kingdom, ensuring no person is disadvantaged on account of where they live, and to deliver a manifesto commitment to take action in areas where schools suffer from entrenched underperformance.

In England, we can be proud of what we have achieved together in recent decades. Working with parents and teachers, we have transformed the way our schools work and our children are taught. More children secure the foundations of literacy and numeracy that are so critical for their wider learning and life chances, as the key facts on the next pages show. More children than ever are taught in schools judged to be "good" or better, with 86% of schools judged to be this compared to 68% in 2010.<sup>2</sup>

We have achieved this by backing our teachers and leaders, giving them the training and development to deliver for the communities they serve. We have revolutionised how reading is taught and the curriculum our children experience is richer, deeper and wider in knowledge than ever. We have returned rigour to our exams and the qualifications children achieve set them on a path for success. We have fostered innovation through academy trusts and free schools. All of this has been informed by the best research and evidence available, supported by the world-class Education Endowment Foundation. At the heart of this success has been collaboration – amongst professionals, organisations and local leaders – working together to deliver for children and young people.

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<sup>1</sup> Office of the Children's Commissioner. [The Big Answer](#). 2021.

<sup>2</sup> Ofsted, [State-funded schools' inspections and outcomes as at 31 August 2020](#), 2020

Now we must do more to ensure every child can access cornerstone literacy and numeracy skills, wherever they live and learn. We must do more to ensure that children with special educational needs and disabilities (SEND) and children with a social worker have the same opportunities to thrive as their peers. We must continue to address the educational and emotional impact of the pandemic, particularly for more disadvantaged and vulnerable children.

My vision for this white paper and the SEND Review alongside it is simple: to introduce and implement standards that will improve children's education, deliver the right support if they fall behind and give them the tools to lead a happy, fulfilled and successful life.

I want every child to get a great education and the right support, in the right place, and at the right time. That means that we need to go from roughly seven in ten children achieving the expected standard in reading, writing and maths by the end of primary school to nine in ten children by 2030, and improve the national GCSE average grade in both English language and in maths.

This white paper sets out how we will achieve that. We will build on the strengths of great teachers, leaders and other professionals, and cement the improvements that we have already made.

But we are not shying away from reform, or from making difficult decisions. The problem we are trying to solve is simply too important not to do so. We have to find ways to tackle what is not working as well as it could.

Government does not have all the answers, and nor should it. A flourishing school system can only be achieved by schools working in partnership with each other, so that the achievements of the very best schools can reach every corner of the country. It will only be made a reality by building on a great early years education and looking ahead to the skills, careers and lives young people want after they leave education. It will need parents, teachers, community leaders, social workers, local authorities, professionals and children themselves to come together as one to make it succeed.

This white paper will help us make this vision a reality.

A handwritten signature in black ink, appearing to read 'N. Zahawi', with a stylized flourish at the end.

**The Rt Hon Nadhim Zahawi,  
Secretary of State for Education**



## Key facts

### As of 2020-21 in the state-funded education system in England:

- 
- There were 8.9m children and young people in education<sup>3</sup>**
- 4.7m in primary, 3.5m in secondary, 0.6m in other 16-19 settings<sup>4</sup>, and 0.1m in special & alternative provision (AP).<sup>5</sup>
  - 21% were eligible for Free School Meals.
  - 16% of pupils were identified with a Special Educational Need.<sup>6</sup>
  - 10% had received support from children's services ('children in need' or CIN) in the last six years.<sup>7</sup>

- 
- There were 22k schools<sup>8</sup>**
- 16.8k were primary schools, 3.5k secondary schools and 1.4k specialist or alternative provision schools.
  - 44% of mainstream schools were academies and 87% of these were in a multi academy trust.
  - 41% of alternative provision and special schools were academies and 88% of these were in a multi academy trust.

- 
- Almost 1m people work in schools<sup>9</sup>**
- This includes 460k teachers (including 70k leaders), 270k teaching assistants and 230k other support staff.
- 

### England has made significant progress in education since 2010

- 
- More children are achieving key milestones**
- England achieved its highest ever scores in international comparison studies in both reading and maths.<sup>10</sup>
  - Since the introduction of the Phonics Screening Check in 2012, the percentage of Year 1 pupils meeting the expected standard has risen from 58% to 82%, with 91% achieving this standard by Year 2 in 2019.<sup>11</sup>
- 

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<sup>3</sup> DfE. [Schools, pupils and their characteristics](#). 2021 and [GIAS](#) accessed in January 2021

<sup>4</sup> DfE. [Participation in education and training and employment](#). 2021

<sup>5</sup> "Alternative provision" means the education arranged for pupils who would not otherwise have a suitable mainstream or special school place, for example through illness or exclusion. It includes Pupil Referral Units (PRUs), Alternative Provision academies and free schools, independent settings, Further Education, hospital schools, and bespoke unregistered provision

<sup>6</sup> DfE. [Special educational needs in England](#). 2021

<sup>7</sup> DfE. [Outcomes for children in need, including children looked after by LAs in England](#). 2021

<sup>8</sup> DfE. [Schools, pupils and their characteristics](#). 2021 and [GIAS](#) accessed in January 2021

<sup>9</sup> DfE. [School workforce in England](#). 2021

<sup>10</sup> DfE. [PIRLS 2016: reading literacy performance in England](#). 2017. and DfE. [Trends in International Mathematics and Science Study 2019: England](#). 2020.

<sup>11</sup> DfE. [Phonics screening check and key stage 1 assessments: England 2019](#). 2019.

- In 2019, 65% of key stage 2 (KS2) pupils reached the expected standard in all of reading, writing and maths, a 7-percentage point increase in reading and 9-percentage point increase in maths since 2016.<sup>12</sup>
- The disadvantage gap – based on an index of English and maths attainment at key stage 4 (KS4) – narrowed by 9.1% between 2011 and 2019.<sup>13</sup>
- Over a third of pupils are now sitting the full English Baccalaureate (EBacc) combination of subjects, benefitting from access to a core, knowledge-based, academic curriculum.<sup>14</sup>

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**More schools are rated Good or Outstanding by Ofsted**

- The proportion of schools rated Good or Outstanding by Ofsted has increased by 18 percentage points, from 68% in 2010 to 86% in 2020.<sup>15</sup>
- More than 7 out of 10 sponsored academies are now rated Good or Outstanding compared to around 1 in 10 of the local authority-maintained schools they replaced.<sup>16</sup>

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**Schools are better funded**

- Per-pupil funding for 5–16-year-olds will be 6.4% higher in 2022-23 than in 2010-11 (inflation adjusted).<sup>17</sup>
  - Introduced in 2011, total Pupil Premium (PP) funding will increase to over £2.6bn in 2022-23.<sup>18</sup> In 2021-22, the PP supported over two million disadvantaged pupils.<sup>19</sup>
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**We must do more to help every child fulfil their potential**

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**Too many children leave education without key knowledge and skills**

- In 2019, 35% of pupils did not meet the expected standard in all of reading, writing and maths at key stage 2.<sup>20</sup>
  - Of those who did not meet the expected standard in key stage 2, just 21% achieved a grade 4 or above in English language and 14% did in maths at key stage 4 in 2019.<sup>21</sup>
- 

<sup>12</sup> DfE. [National curriculum assessments: key stage 2, 2019 \(revised\)](#). 2019.

<sup>13</sup> DfE. [Key stage 4 performance 2019 \(revised\)](#). 2019

<sup>14</sup> DfE. [Key stage 4 performance, Academic Year 2020/21](#). 2021

<sup>15</sup> Ofsted. [State-funded schools' inspections and outcomes as at 31 August 2020](#). 2020

<sup>16</sup> [Analysis of Ofsted. State-funded school inspections and outcomes: management information \(2019\). 2022](#).

<sup>17</sup> DfE. [School funding statistics, financial year 2021/22](#). 2022

<sup>18</sup> DfE. [School funding boosted by £4bn to level up education for young people](#). 2021

<sup>19</sup> DfE. [Pupil premium: allocations and conditions of grant 2021 to 2022](#). 2021

<sup>20</sup> DfE. [National curriculum assessments: key stage 2, 2019 \(revised\)](#). 2019

<sup>21</sup> DfE. [Key stage 2 to 4 transition matrices 2019 \(revised\)](#). 2019

- 
- 55% pupils with 5 or more GCSEs A\*-to-C (including English and maths) completed a degree versus 6% those with fewer. 15 years post-GCSE, they're also 16 percentage points more likely to be employed, earning on average £9k more per year.<sup>22</sup>
  - Achieving our Levelling Up mission that 90% of pupils meet the expected standard of reading, writing and maths in key stage 2 is estimated to be worth £31-60bn for the wider economy for a single cohort in 2030.<sup>23</sup>
  - Achieving our ambition of increasing the national GCSE average grade in both English language and maths by 0.5 is estimated to be worth £34bn for the wider economy, for a single cohort in 2030.<sup>24</sup>

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**Outcomes vary between children and regions with different characteristics**

25,26

- Pupils with SEN were less likely to meet the expected standard in reading, writing and maths at key stage 2 (22% versus 74% with no identified SEN) or to achieve GCSE grades 4 or above in English and maths (27% versus 71%) in key stage 4.
- Disadvantaged pupils were less likely to meet the expected standard in reading, writing and maths (51% versus 71% of all other pupils) in key stage 2 or to achieve GCSE grades 4 or above in English and maths (45% versus 72%) in key stage 4.
- 50% of all 'Inadequate' and 'Requires Improvement' schools with at least two consecutive judgments below 'Good' are in Education Investment Areas, which constitute only around a third of local authorities.<sup>27</sup>

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**COVID-19 has exacerbated challenges**

- In autumn 2021, the average primary school pupil had lost 1.9 months in maths and 0.8 months in reading. Disadvantaged children lost an additional 0.3 months in maths and 0.4 months in reading.<sup>28</sup>
- 

<sup>22</sup> DfE. [Post 16 education and labour market activities, pathways and outcomes \(LEO\)](#). 2021.

<sup>23</sup> DfE. [Economic benefits of meeting the ambitions set out in the Schools White Paper](#). 2022.

<sup>24</sup> DfE. [Economic benefits of meeting the ambitions set out in the Schools White Paper](#). 2022.

<sup>25</sup> DfE. [National curriculum assessments: key stage 2, 2019 \(revised\)](#). 2019

<sup>26</sup> [Key stage 4 performance 2019 \(revised\)](#). 2020

<sup>27</sup> Ofsted. [State-funded school inspections and outcomes: management information](#). 2022.

<sup>28</sup> DfE. [Pupils' progress in the 2020 to 2021 academic year](#). 2022.

## Executive summary

1. This government's Levelling Up mission for schools is that by 2030, 90% of children will leave primary school having achieved the expected standard in reading, writing and maths, up from 65% in 2019.<sup>29</sup> In the worst performing areas, the percentage of children meeting the expected standard will improve by a third. This white paper adds to that goal, seeking to lift the attainment of all secondary pupils by setting an ambition to increase the national GCSE average grade in both English language and in maths from 4.5 in 2019<sup>30</sup> to 5 by 2030. These ambitions will be the measure of this white paper's success.

2. The best schools are realising these standards already, but our aim is to achieve these excellent outcomes for children and young people nationally. We will do this through two key principles: a rigorous commitment to using, building and sharing evidence so that every school knows 'what works' for all of their children; and a focus on enabling collaboration between teachers, schools and wider children's services so that every child is supported to realise their full potential.

3. At the heart of these ambitions is the need for an excellent teacher for every child in classrooms across England. Improving the quality of teaching is the single most important in-school factor in improving outcomes for children, especially for children from disadvantaged backgrounds and those with special educational needs and disabilities (SEND).<sup>31</sup> We know that great teachers are made, not born. That is why we are delivering the single biggest programme of teacher development ever undertaken in this country and investing further in the skills and futures of the professionals who are central to our mission. We will deliver:

- **500,000 teacher training and development opportunities** by 2024, giving all teachers and school leaders access to world-class, evidence-based training and professional development at every stage of their career.
- **Specialist training to drive better literacy** through a new National Professional Qualification for Leading Literacy; a new National Professional Qualification for Early Years Leadership; and up to £180m investment in the early years workforce, including training for early years practitioners to support literacy and numeracy teaching.
- **£30,000 starting salaries** to attract and retain the very best teachers – with additional incentives to work in the schools with the most need.

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<sup>29</sup> DfE, [National curriculum assessments: key stage 2, 2019 \(revised\)](#), 2019 and [DLUHC, Levelling Up the United Kingdom: missions and metrics Technical Annex](#). 2022.

<sup>30</sup> DfE, [Key stage 4 performance 2019 \(revised\)](#). 2019.

<sup>31</sup> J. Hattie. *Visible Learning*. 2009. and Education Endowment Foundation. [Special Educational Needs in Mainstream Schools](#). March 2020.

4. However, great teaching does not exist in isolation: schools must offer a calm, orderly, safe and supportive environment where children are keen and ready to learn, and where teachers are empowered to focus on delivering the best possible lessons. We will provide free ready-made resources, guidance and lessons, designed in partnership with teachers and experts, which will reduce teachers' workload and allow them to focus on responding to the needs of their class. We will support schools to secure the fundamentals of behaviour, attendance and wellbeing for all, driving down incidents of poor behaviour and increased absence following the pandemic. We will deliver:

- **A new arms-length curriculum body** that works with teachers across the country to co-create free, optional, adaptable digital curriculum resources to deliver a rigorous, high-quality curriculum.
- **A richer, longer average school week** which makes the most effective use of time in school and ensures children enjoy a rounded education.
- **Better behaviour and higher attendance** through more effective use of data, including an annual behaviour survey and a national data system to drive up attendance and make it easier for agencies to protect vulnerable children.

5. World-class teachers and high standards in curriculum, behaviour and attendance are critical for success but we know – as the best schools and trusts<sup>32</sup> do – that many children need additional, targeted support to help them achieve their potential, and that this must come as quickly as possible. This requires a focus from every teacher, school and trust in the country to identify children at risk of missing out and deliver the right combination of academic, pastoral and specialist support they need to thrive, including wider children's services where needed. We will secure the game-changing tools and interventions they need to do so. We will deliver:

- **A Parent Pledge** that your school will provide evidence-based support if your child falls behind in English or maths and tell you about their progress.
- **Up to 6 million tutoring courses by 2024** with action to cement one-to-one and small group tuition as a permanent feature of our school system.
- **A secure future for the Education Endowment Foundation** putting our independent, 'what works' centre on a long-term footing and placing the generation and mobilisation of evidence at the heart of our education system.

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<sup>32</sup> The term 'trust' refers to an academy trust throughout

6. Alongside this support, government must also play its part to ensure that the school system as a whole raises standards for children, making sure these improvements are felt fairly across England. That is why we want to spread the benefits of the best multi academy trusts so that every child learns with the benefits of a strong, supportive family of schools. To ensure that is the case, we must create a system with clear roles and accountability. It is only through a collaborative system in which everyone involved in education plays their part that we will achieve our literacy and numeracy mission. We will deliver:

- **A fully trust led system with a single regulatory approach**, which will drive up standards through the growth of strong trusts and the establishment of new ones, including trusts established by local authorities.
- **A clear role for every part of the school system**, with local authorities empowered to champion the interests of children and a new collaborative standard requiring trusts to work constructively with all other partners.
- **Education Investment Areas** to increase funding and support to areas in most need, plus extra funding in priority areas facing the most entrenched challenges.

7. Taken together, these steps will support children to achieve their potential wherever they live and whatever their background, following the wider vision of giving everyone the opportunity to flourish which this government set out in the Levelling Up White Paper.

## Introduction

8. The decade prior to the COVID-19 pandemic saw major progress in children's outcomes, supported by improvements in education. England achieved its highest ever scores in international comparison studies in both reading and maths.<sup>33</sup> The attainment gap between disadvantaged children and other children narrowed by 13% at key stage 2 and 9% at key stage 4 between 2011 and 2019.<sup>34</sup> There was a transformation of what schools teach, through reforms to the national curriculum and examinations systems; of how schools operate, through the expansion of academy freedoms to almost half of schools; and of how schools are funded via the introduction of the Pupil Premium and the national funding formula.

9. However, even before the pandemic, there was still much further to go before England could call itself truly world-class in education. In 2019, 35% of children did not achieve the expected standard in reading, writing and maths by the end of primary school in key stage 2.<sup>35</sup> Children who were disadvantaged or vulnerable, including those with special educational needs, were more likely to be amongst those missing out on key learning milestones.<sup>36</sup> COVID-19 has exacerbated these challenges, despite the extraordinary efforts of parents, teachers, and many others working with children. As we move towards living with COVID-19, we must support children to recover from its educational and emotional effects.

10. Literacy and numeracy are the bedrock of a great education, unlocking the whole curriculum and turbocharging social mobility. They are the essential tools which allow children to go on to further training and employment, and to live fulfilled lives. They are the gateway to the broad and rich curriculum children need. This white paper sets out two ambitions that by 2030:

- i. 90% of primary school children will achieve the expected standard in reading, writing and maths, and the percentage of children meeting the expected standard in the worst performing areas will have increased by a third.<sup>37</sup>
- ii. In secondary schools, the national GCSE average grade in both English language and in maths will increase from 4.5 in 2019<sup>38</sup> to 5.

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<sup>33</sup> DfE, [PIRLS 2016: reading literacy performance in England](#). 2017. and DfE, [Trends in International Mathematics and Science Study 2019: England](#). 2020.

<sup>34</sup> DfE, [National curriculum assessments: key stage 2, 2019 \(revised\)](#), 2019 and DfE, [Key stage 4 performance 2019 \(revised\)](#). 2019

<sup>35</sup> DfE, [National curriculum assessments: key stage 2, 2019 \(revised\)](#), 2019

<sup>36</sup> DfE, [National curriculum assessments: key stage 2, 2019 \(revised\)](#), 2019

<sup>37</sup> DLUHC, [Levelling Up the United Kingdom: missions and metrics Technical Annex](#). 2022.

<sup>38</sup> DfE, [Key stage 4 performance 2019 \(revised\)](#). 2019.

11. These aims are not for any one school or teacher to achieve alone, but a measurement of success across England at a system level. We need a stronger and fairer system that will allow all children to feel the benefits of the best school trusts. This white paper marks the start of a journey to achieve this ambition, as part of the government's wider programme alongside the Skills for Jobs White Paper, the Levelling Up White Paper, the Special Education Needs and Disabilities Review and the Independent Care Review. This white paper provides a blueprint for England, but we will work with all parts of the United Kingdom to share successes and learning as we make progress across the decade.



Legend

Teachers

Standards

Targeted support

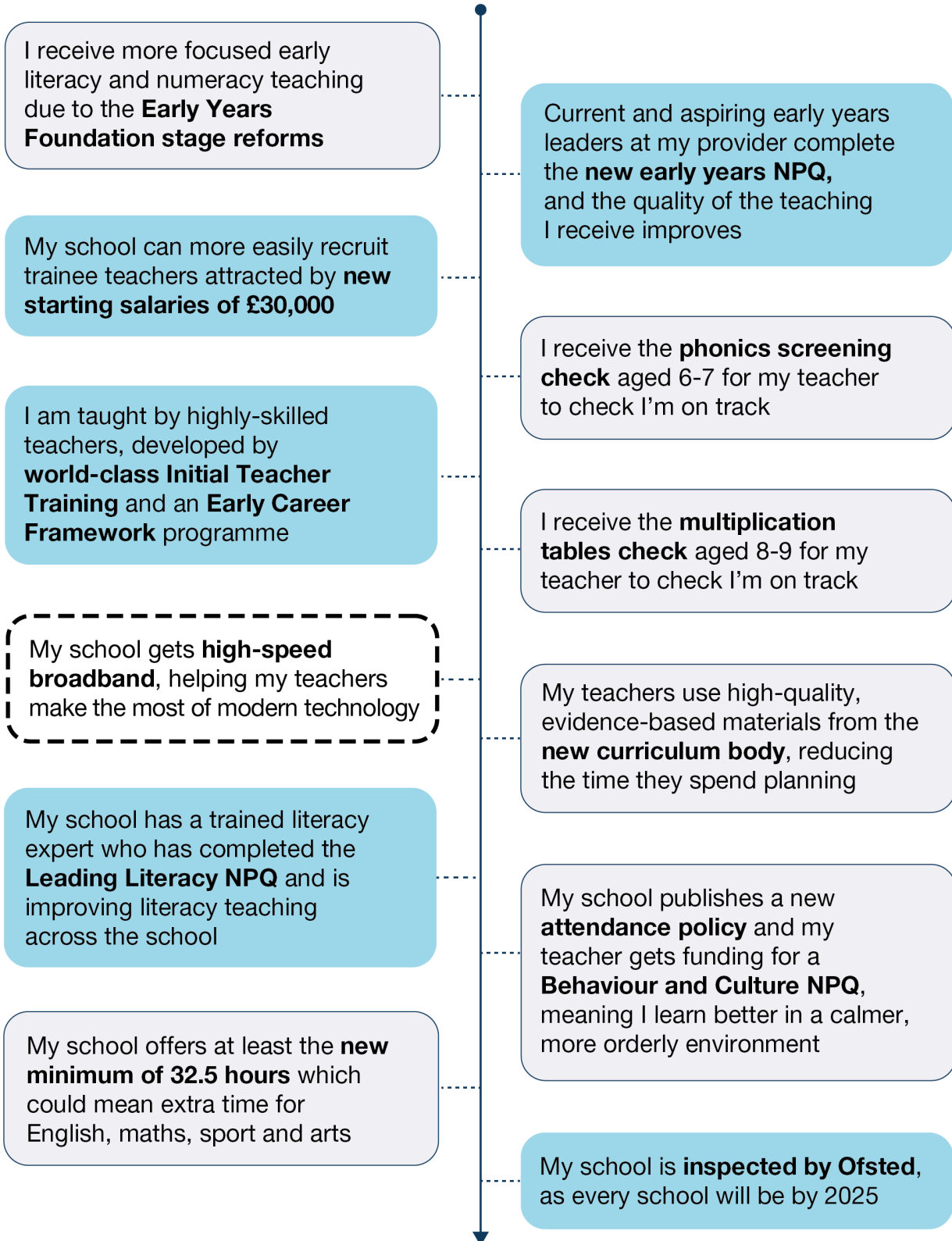
Systems

*Timings for non-phase-specific policies are illustrative only*



## How this white paper helps children

to receive a world-class education founded on literacy and numeracy



NPQ = National Professional Qualifications

Legend

Teachers

Standards

Targeted support

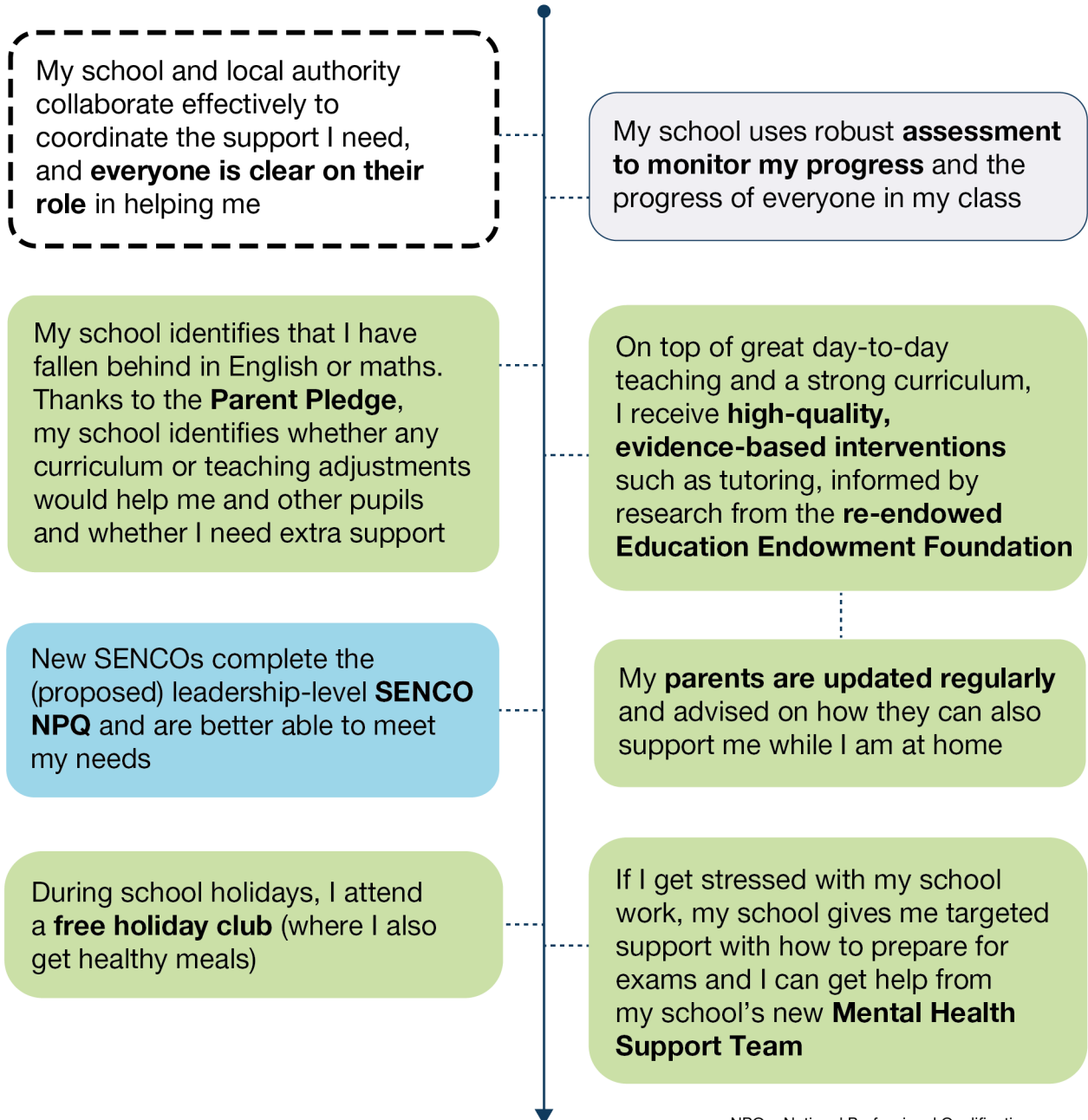
Systems

Timings for non-phase-specific policies are illustrative only



## How this white paper helps a child in need of extra support

in any school to be rapidly identified and provided with targeted, evidence-based help



NPQ = National Professional Qualifications  
SENCO = Special Educational Needs Coordinator

Legend

Teachers

Standards

Targeted support

Systems

*Timings for non-phase-specific policies are illustrative only*



## How this white paper helps a child in an Education Investment Area (EIA)

with extra funding and support to improve the quality of their schools and teaching

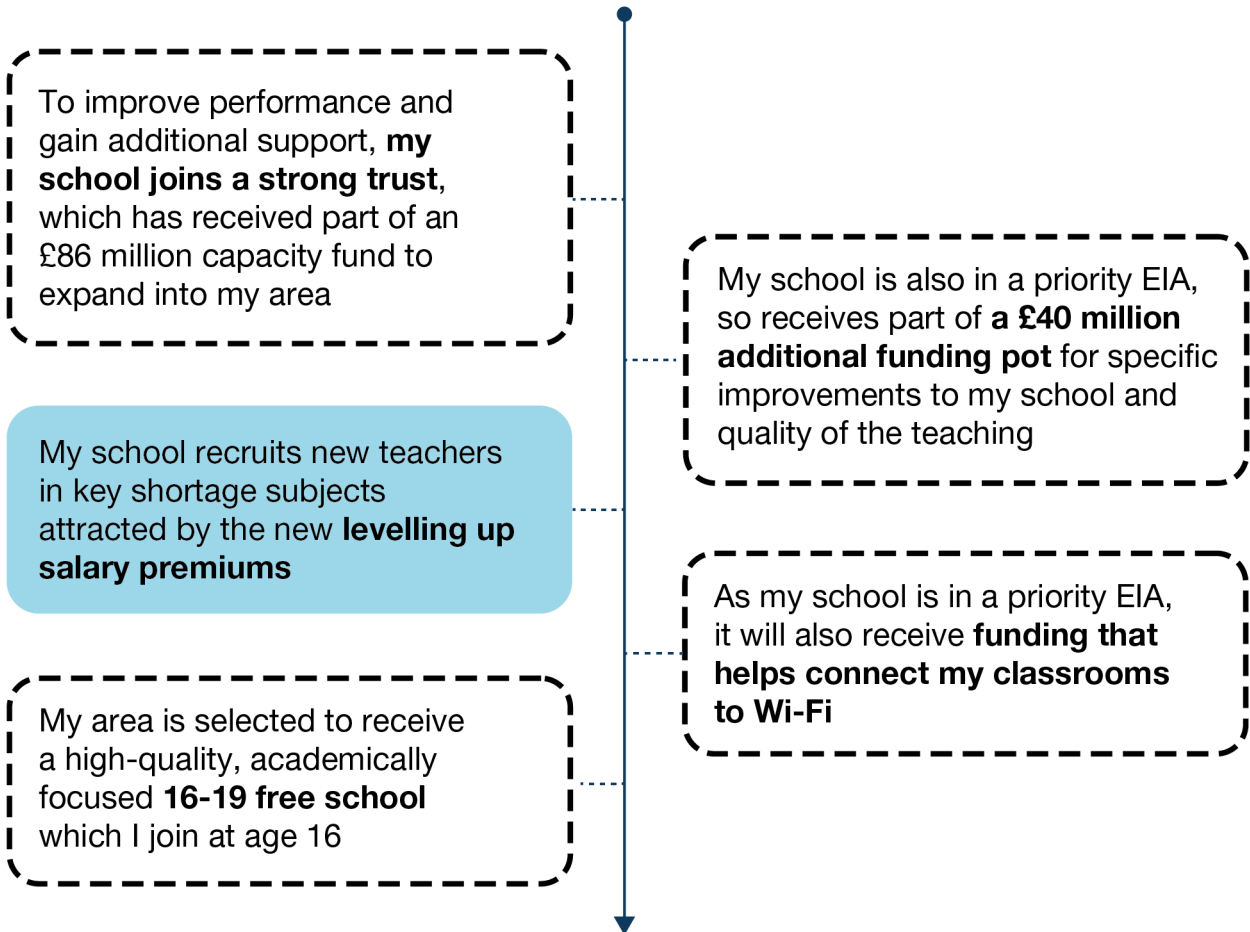


Figure 1: What this white paper means for your child

# Chapter 1: An excellent teacher for every child

## Summary

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### **By 2030, every child will be taught by an excellent teacher trained in the best-evidenced approaches**

- All teachers will have access to world-class training and professional development at every stage of their career, giving them the expertise and support needed to deliver great teaching.
- Teaching will be an attractive, high-status profession; we will recruit and retain the best teachers, in the subjects and areas they are needed most.
- High-quality early years provision will ensure children have the best possible start to their education, building strong foundations for the rest of their time in school.

### **We will deliver:**

- **500,000 teacher training and development opportunities** by 2024, giving all teachers and school leaders access to world-class, evidence-based training and professional development at every stage of their career.
- **Specialist training to drive better literacy** through a new National Professional Qualification for Leading Literacy; a new National Professional Qualification for Early Years Leadership; and up to £180m investment in the early years workforce, including training for early years practitioners to support literacy and numeracy teaching.
- **£30,000 starting salaries** to attract and retain the very best teachers – with additional incentives to work in the schools with the most need.

### **What this means for families:**

- **Excellent teachers:** your child will be taught by highly skilled teachers, trained in the best-evidenced teaching methods to help your child reach their full potential.
- **Great teachers where they are needed most:** new targeted incentives will attract teachers to work, train and stay in schools serving disadvantaged communities.
- **A more expert early years workforce:** equipped to support children through the most crucial stage of their development and lay the foundations for life-long learning.

## Why this matters

12. The quality of teaching is the single most important in-school factor in improving outcomes for children,<sup>39</sup> especially for those from disadvantaged backgrounds. Being taught by a high-quality teacher can add almost half a GCSE grade per subject to a given pupil's results.<sup>40</sup> We have strong evidence that leadership is second only to classroom teaching as an in-school influence on children's learning.<sup>41</sup>

13. That is why excellent teaching for every child is at the heart of our plan to level up opportunity across England. It is the work of excellent teachers that will help us to achieve world-class standards of literacy and numeracy, broad and rich educational opportunities for all and, looking across to the SEND Review, an inclusive education system for children with SEND. It is only with consistently excellent teaching for every child, at every point in their school journey, that we will deliver a truly world-class school system.

14. That is why we are making a crucial investment in the training and development of our schools and early years workforce, investing in the people that will help our children succeed wherever they are, no matter their background.

15. We know that excellent teachers and school leaders are made, not born. The evidence is clear that high-quality professional development can lead to improved children's attainment.<sup>42</sup> That is why we have enshrined an entitlement to evidence-based training as part of a teacher's career. This chapter details the next step in England's journey to being a world-leader in teacher training and development.

## Progress to date

16. In collaboration with academics and leading experts, we have transformed the way we train teachers and school leaders. Every teacher and school leader now has access to a golden thread of high-quality, evidence-based training and professional development at every stage of their career. By providing training on areas that are fundamental to high-quality teaching like behaviour management, adaptive teaching and curriculum design, these reforms will help teachers and leaders to support all pupils to succeed, including those identified with SEND.

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<sup>39</sup> J. Hattie. *Visible Learning*. 2009.

<sup>40</sup> H Slater, N. M. Davies and S. M. Burgess. [‘Do teachers matter? Measuring the variation in teacher effectiveness in England’](#). 2012.

<sup>41</sup> NCTL. [Seven strong claims about successful school leadership](#) . 2006

<sup>42</sup> Education Policy Institute. [The effects of high-quality professional development on teachers and students](#). 2020.

17. Since publishing the Teacher Recruitment and Retention Strategy in 2019, we have made excellent progress in rolling out the Early Career Framework reforms and refreshed National Professional Qualifications. This guarantees every teacher a structured package of support during their first two full years in the classroom and provides a suite of training packages to support them as they progress in their career.

18. Alongside these changes, by 2024, a reformed Initial Teacher Training provider market will be delivering quality assured training that places a greater emphasis than ever before on embedding structured practice into courses – ensuring trainees are ready to thrive in the classroom.

19. Every one of these programmes is based on the best available evidence of what works, as established by the Education Endowment Foundation. We have established a national network of Teaching School Hubs, local centres of excellence in teacher development, to ensure that the benefits of these reforms deliver for teachers and pupils right across England.

## Challenges remaining

20. We are determined to make teaching an attractive, high-status profession where every teacher receives world-class training. We recognise that the pandemic has created challenges for teachers as well as for their pupils, which schools and teachers continue to navigate through.

21. Getting this right is a challenge, but one that we must rise to in order to shape the future of the next generation of teachers and their pupils. Our training and development offers have many connected parts that need to work together for delivery and the successful implementation over this difficult period is testament to the teaching profession's desire to support and develop others. But we must build on this – maintaining the collaborative spirit in which these reforms were created – to ensure these programmes are taken up fully in every school in the system. We need to ensure our reforms to teacher training deliver to their full potential and give every teacher the expertise they need to boost children's attainment, especially the most disadvantaged.

22. We know, however, that more is needed. At present, pay and incentives are not always attractive enough to attract and keep the teachers we need – and we know that this is especially acute when recruiting teachers to areas of disadvantage, making it harder still for those schools to improve outcomes for the children they serve. We must work together with school leaders to ensure schools have cultures that support the wellbeing of our teachers and tackle excessive teacher workload, where this still exists.

## How we will achieve our vision

### **We will deliver 500,000 teacher training and development opportunities**

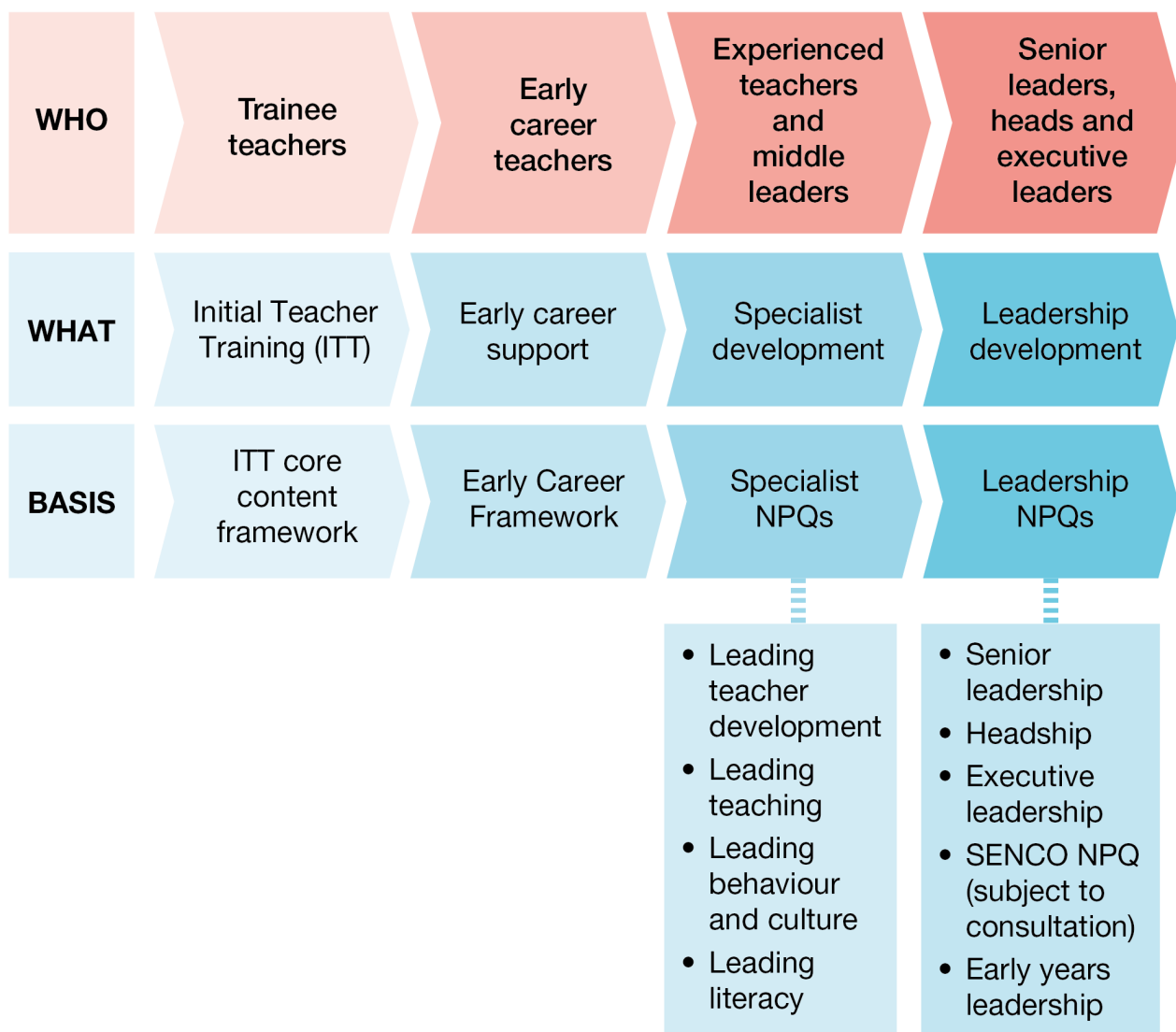
23. We will deliver 500,000 teacher training and professional development opportunities across Initial Teacher Training, the Early Career Framework and National Professional Qualifications by 2024, building on our successful delivery to date and making England a world-leader for evidence-based teacher training and development.

24. We will implement and embed the Early Career Framework reforms so that every teacher enjoys their entitlement to evidence-based training and support at the start of their career. Over 25,000 early career teachers are already receiving a package of structured support, each with a fully-trained mentor to support their development. In response to feedback from the first cohort to benefit from these reforms, we will reform the role of Appropriate Bodies to reduce training burdens and protect mentor and early career teacher training time.

25. We will provide 150,000 funded training scholarships for National Professional Qualifications during this Parliament, which will include new specialist qualifications in teacher development to help embed our wider reforms. We want all schools to be able to benefit from the high-quality, evidence-based training and development that National Professional Qualifications offer to teachers and leaders. Every teacher and leader employed in a state-funded school or state-funded 16-19 organisation in the country can access these scholarships, from those who want to develop expertise in high-quality teaching practice, such as behaviour management, to those leading multiple schools across a trust.

26. To support the delivery of the government's ambition for literacy, schools will be able to access a new Leading Literacy National Professional Qualification from September. This will train literacy experts who will drive higher standards of literacy teaching in their schools. As with every other qualification in the golden thread, these qualifications are underpinned by the best available evidence, assured by the Education Endowment Foundation.

## 500,000 teacher training opportunities across our golden thread of teacher development



**Figure 2: England's teacher development system**

27. We know that for our school system to be truly world-class, we must ensure every child benefits from these reforms. Improving teaching quality is a crucial part of our mission to improve standards of literacy and numeracy. We will consult on introducing a leadership level SENCO National Professional Qualification to replace the National Award in SEN Coordination as the mandatory qualification for new SENCOs. This will align SENCO qualifications with our reformed teacher development system and ensure that these professionals are fully supported to meet the needs of children and young people with SEND. This proposal will be set out in more detail in the SEND Review.



## **We will permanently embed evidence at the heart of teacher development**

28. At the core of these reforms to teacher training and development is a clear articulation of the best available evidence in the underpinning evidence frameworks. However, this evidence does not stand still so we will establish a process for reviewing the evidence frameworks that underpin our golden thread of teacher development. The Initial Teacher Training Core Content Framework, the Early Career Framework and the National Professional Qualification frameworks will be updated in line with the best available evidence from this country and internationally, assured by the Education Endowment Foundation.

## **We are establishing an Institute of Teaching**

29. Working closely with the Education Endowment Foundation, the Institute of Teaching will be England's flagship teacher development provider, delivering cutting-edge training, including targeting disadvantaged areas of the country. It will build the evidence base on effective teacher development, driving standards of teacher training even higher. It will become a world leader in teacher training, with degree-awarding powers and giving teachers the chance to study academic programmes as part of their development.

30. The Institute will also provide training for a new cadre of National Leaders of Education, linked directly to underpinning evidence frameworks. These National Leaders of Education, who have experience of turning around under-performing schools, will be deployed to do just that.

### **Case Study**

#### **Professional Development in Kingsbridge Community College**

Kingsbridge Community College is an 11-18 school and part of Education South West, a family of 11 schools in South Devon. Teacher professional development is central to their improvement as a school, trust and local centre of excellence in the region. As a Teaching School Hub, Kingsbridge are working with a national Lead Provider, to deliver the golden thread of training and support.

Kingsbridge also work with leading school trusts in the region to develop additional professional development programmes, such as SW100, which seeks to grow the outstanding leaders of the future. In total, they work in partnership with over 500 schools in the region to deliver evidence-based professional development.

## **We will ensure the quality of Initial Teacher Training**

31. It is vital that we support these wider changes by completing the reform of our system of Initial Teacher Training. That is why we are setting a new minimum quality threshold and re-accrediting all Initial Teacher Training providers against this higher standard. A new system of higher-quality training provider partnerships will be supported by £36 million to support the delivery of new Quality Requirements, including better training for mentors and the delivery of new, cutting edge, intensive training and practice activity. Every Teaching School Hub will be involved in Initial Teacher Training to ensure that we have training places in every corner of the country.

32. To ensure quality remains high, Ofsted will increase the frequency of their inspections of Initial Teacher Training providers, so that every new entrant to the profession receives the best possible training. They will also speed up the inspection cycle so that all Initial Teacher Training providers are inspected by July 2024, and then every three years after that. Ofsted inspections of early years and primary Initial Teacher Training will always include a focused review on early reading, including systematic synthetic phonics, as the best way to teach children to read.

## **We will deliver the biggest ever early years training programme**

33. We know that high-quality early education, particularly early language skills, can greatly improve a child's attainment throughout primary school.<sup>43</sup> We also know that almost half of the gap between disadvantaged children and their peers at key stage 4 has emerged by age five.<sup>44</sup> That is why we will extend our rigorous, evidence-driven approach to improving teaching quality to the early years sector, with an investment of up to £180 million.

34. We will – for the first time – deliver a National Professional Qualification for Early Years Leadership, underpinned by evidence assured by the Education Endowment Foundation. This qualification recognises the expertise required to deliver great early years outcomes – and it sits atop a suite of training programmes for early years staff, including an expanded Professional Development Programme and commitments to increase the number of trained graduates and SEND qualified Level 3 practitioners in the sector.

35. As we raise standards, we remain committed to making sure that families that want it are able to access early years provision. In addition, we will continue to explore what more can be done to help families access childcare which suits their lives in the round, including that which is out of hours or before or after school.

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<sup>43</sup> Save the Children. [Early language development and children's primary school attainment in English and Maths: new research findings](#). 2011.

<sup>44</sup> Education Policy Institute. [Divergent pathways: the disadvantage gap, accountability and the pupil premium](#). 2016.

## **We will invest in our teachers**

36. We are committed to delivering the government's manifesto commitment to pay new teachers a starting salary of £30,000. This will position a career in teaching amongst the most competitive in the labour market to ensure we continue to attract the best graduates. Our proposals to the independent School Teachers' Review Body set out plans which would deliver this commitment by 2023/24 and would also reward experienced teachers and leaders with their highest pay rise in over 15 years.

37. We encourage all schools to sign up to the recently published Education Staff Wellbeing Charter, to build a shared commitment to promoting staff wellbeing. Alongside this, we will continue to champion a culture of flexible working in schools. With the support of new, shared curriculum resources and the benefits of being part of a strong trust, we want leaders to empower their teachers to spend their time on activities that deliver the most value for children's outcomes.

## **We will attract the best teachers where they are needed most**

38. Great teaching is transformational for children's life chances, but we cannot achieve our ambitions unless we have sufficient teachers. Schools still struggle to recruit the teachers they need, and those serving disadvantaged communities are more likely to struggle to attract teachers into posts.<sup>45</sup> We will therefore incentivise new teachers to work in places where they are needed most through our Levelling Up Premium. This will be worth up to £3,000 tax-free for eligible maths, physics, chemistry and computing teachers, in years one to five of their careers, who choose to work in disadvantaged schools, including in the new Education Investment Areas.

39. We will explore new ways of supporting schools to recruit teachers in subjects where there is a shortage. For example, we will introduce a new scholarship to attract the most talented language graduates to the profession and we will pilot a new Initial Teacher Training course designed to support more engineers to teach physics. Alongside this we will continue to invest in our internship programme, increasing the number of people who get the opportunity to experience teaching before deciding whether to enter the profession.

40. To make teaching here even more attractive to the best teachers from around the world, we will introduce a new relocation premium to help with visas and other expenses. This will be complemented by bursaries for international trainees with the potential to be brilliant teachers in priority subjects. By bringing forward legislative changes and introducing a new digital service, we will recognise high-quality teaching qualifications from all over the world in this country.

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<sup>45</sup> DfE. [Local analysis of teacher workforce: 2010 to 2015](#) . 2016.

## Chapter 2: Delivering high standards of curriculum, behaviour and attendance

### Summary

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#### By 2030, every child will be taught a broad and ambitious curriculum in a school with high expectations and strong standards of behaviour

- From early years onwards, all children will be taught a broad, ambitious, knowledge-rich curriculum and have access to high-quality extra-curricular provision.
- All children will be taught in calm, orderly, safe and supportive schools with high levels of attendance.
- Children will have fair access to high-quality time in school regardless of where they live.

#### We will deliver:

- **A new arms-length curriculum body** that works with teachers across the country to co-create free, optional, adaptable digital curriculum resources, supporting schools to deliver rigorous, high-quality curricula.
- **A richer, longer average school week** which makes the most effective use of time in school and ensures children enjoy a rounded education.
- **Better behaviour and higher attendance** through more effective use of data, including an annual behaviour survey and a national data system, to drive up attendance and make it easier for agencies to protect vulnerable children.

#### What this means for families:

- **Brilliant lessons:** your child will be taught lessons of the highest quality, improving outcomes and ensuring they are prepared for later life.
- **High expectations on behaviour and attendance:** your child will learn in a calm, orderly, safe and supportive school with high expectations for every child.

## Why this matters

41. Every child should benefit from a broad, ambitious, knowledge-rich curriculum, taught by highly skilled teachers. This is essential to the task of spreading opportunity and levelling up. This will, in turn, support the skills ecosystem, ensuring that our pupils are equipped with the vital knowledge and skills they need for their future careers including in important growth sectors like digital and green jobs. It is crucial that every school has a well-designed and well-sequenced curriculum, which ensures children build knowledge in a broad range of subjects before going on to specialise after the age of 16, developing the skills for further education and training.

42. The cornerstones of a broad, academic, knowledge-rich curriculum are literacy and numeracy. From early years, right through a child's time in school, securing the basics of literacy and numeracy are non-negotiable as the gateway to further learning, attainment, and fulfilling experiences. That is why we have placed such an emphasis on standards of reading, writing and maths over the past decade – and why achieving world-class levels of literacy and numeracy across England is our mission over the next decade.

43. But no matter how brilliant a school's curriculum, children will not achieve their potential in a school with poor standards of attendance and behaviour. Children with no absence at key stage 4 are almost 2 times more likely to achieve 5 or more GCSEs than children who missed 10-15 percent of lessons.<sup>46</sup> Persistent absence impacts attainment and children's safety, with 90% of young offenders persistently absent,<sup>47</sup> and disruptive behaviour is the most common reason for suspensions and permanent exclusion (34%).<sup>48</sup> Some children will also need additional targeted support (see chapter 3).

44. Leaders are responsible for setting the culture for their school and making sure that all children attend school and learn in calm, orderly, safe and supportive environments, with high expectations for what every child can achieve. Securing the fundamentals of curriculum, behaviour and attendance in every school in the country is vital to achieving our literacy and numeracy missions.

## Progress to date

45. The 2014 National Curriculum raised expectations of what all children should be taught, and we reformed GCSEs and A levels to put them on a par with qualifications in the best-performing countries in the world. Ofsted's new inspection framework has driven leaders and teachers to focus on the intent, implementation and impact of their curriculum, promoting a broad, balanced approach.

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<sup>46</sup> DfE. [The link between absence and attainment at key stage 2 and key stage 4: 2013 to 2014 academic year](#). 2016.

<sup>47</sup> MoJ and DfE. [Understanding the Educational Background of Young Offenders](#). 2016.

<sup>48</sup> Explore education statistics. [Permanent exclusions and suspensions in England, Academic Year 2019/20](#).

46. We introduced the Phonics Screening Check in 2012 and by 2019 more than 90% of 7-year-olds met this standard,<sup>49</sup> which is a significant predictor of later reading comprehension performance.<sup>50</sup> The Multiplication Tables Check will have the same effect on this key component of maths fluency. Our reforms to the Early Years Foundation Stage added new focus to early foundations for literacy, numeracy and language skills.

47. We are supporting teachers to deliver higher standards of behaviour in schools by embedding behaviour management training across our suite of teacher training and development programmes, including through our behaviour hubs which pair schools together to help them learn to create cultures that support good behaviour.

48. We have strengthened schools' approaches to safeguarding and wellbeing, improving statutory guidance, introducing compulsory relationships, sex and health education and strengthening the role of Designated Safeguarding Leads.

49. Prior to the pandemic, we oversaw a dramatic improvement in attendance at all levels resulting in 15 million extra days of learning in 2018/19 compared to 2009/10.<sup>51</sup>

## Challenges remaining

50. Ofsted's 2017 report on delivery of the national curriculum raised concerns about the overall quality of curriculum design in schools, which prompted revisions to the inspection framework in 2019. Curriculum design is an expert skill, yet too many teachers reinvent the wheel and design new lessons, with recent Teacher Tapp data showing 46% of primary teachers are planning their lessons from scratch.<sup>52</sup> This situation fails those new teachers and fails the children they teach. In no other profession are newly trained employees expected to discover by trial and error how to deliver. Instead – as with other top professions – we must do more to support new teachers to succeed.

51. The pandemic underlined the huge cost of having children out of school and the importance of having every child in school so they are able to learn. As we emerge from the pandemic, we must drive attendance rates back to pre-pandemic levels and beyond, and continue to drive down incidents of poor behaviour. We must understand the issues underlying behaviour, including wider factors like mental health, and pay particular attention to supporting disadvantaged and vulnerable groups who have often suffered most in recent years.

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<sup>49</sup> [DfE. Phonics screening check and key stage 1 assessments: England 2019](#). 2019

<sup>50</sup> K. S. Double, J. A. McGrane, J. C. Stiff., & T. N. Hopfenbeck. [The importance of early phonics improvements for predicting later reading comprehension](#). British Educational Research Journal. 2019.

<sup>51</sup> Comparison of overall absence rates between 2009/10 and 2018/19. Explore education statistics, [Pupil absence in schools in England, Academic Year 2018/19](#).

<sup>52</sup> Teacher Tapp. [Should we keep the phonics check?](#). 15 February 2022,

52. We can and should go further, including to address a lack of consistency in school opening hours and in the extra-curricular offers schools afford their children. Following the sacrifices young people made during the pandemic there is – now more than ever – a moral imperative to ensure no child is short-changed on their time in school.

## How we will achieve our vision

### We will establish a new curriculum body

53. Building on the success of Oak National Academy's work in the pandemic,<sup>53</sup> we will establish a new arms-length national curriculum body. It will work with thousands of teachers to co-design, create and continually improve packages of optional, free, adaptable digital curriculum resources and video lessons that are effectively sequenced to help teachers deliver an evidence-based, high-quality curriculum. Each subject will have a choice of resources, providing variety for teachers. This sector-led approach will draw on expertise and inputs from across the country, involving teachers, schools, trusts, subject associations, national centres of excellence and educational publishers.

54. These resources will ensure high quality lessons are available nationwide for the benefit of all children. It will free teachers to teach using the best possible resources, reducing workload so teachers can concentrate on delivering lessons, creating new resources only when there's a reason to do so.

55. The curriculum body will work closely with the Education Endowment Foundation and Ofsted, to ensure its work is informed by the best available evidence and aligns with best practice. The body will develop a choice of optional resources with teachers and leaders, to ensure it is always focused on meeting their needs. The body will also work closely with those delivering teacher training and professional development, providing consistent examples of quality lessons and curricula to support their programmes.

56. We will also ensure the resources and programmes produced by the curriculum body are available across the United Kingdom. We will work with the devolved administrations to develop content that stretches and challenges pupils beyond each country's national curricula, providing ambitious pupils with the opportunities to go above and beyond their school's curriculum.

57. Together with the reforms to teacher training and development, the curriculum body will create a virtuous cycle of evidence-based training for teachers and expert-crafted, adaptable lessons which will drive the quality of children's learning higher each year, working towards our literacy and numeracy ambitions.

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<sup>53</sup> ImpactEd. [Oak National Academy 2020/21 Evaluation Report](#). 2021

## Benefits of the future curriculum body

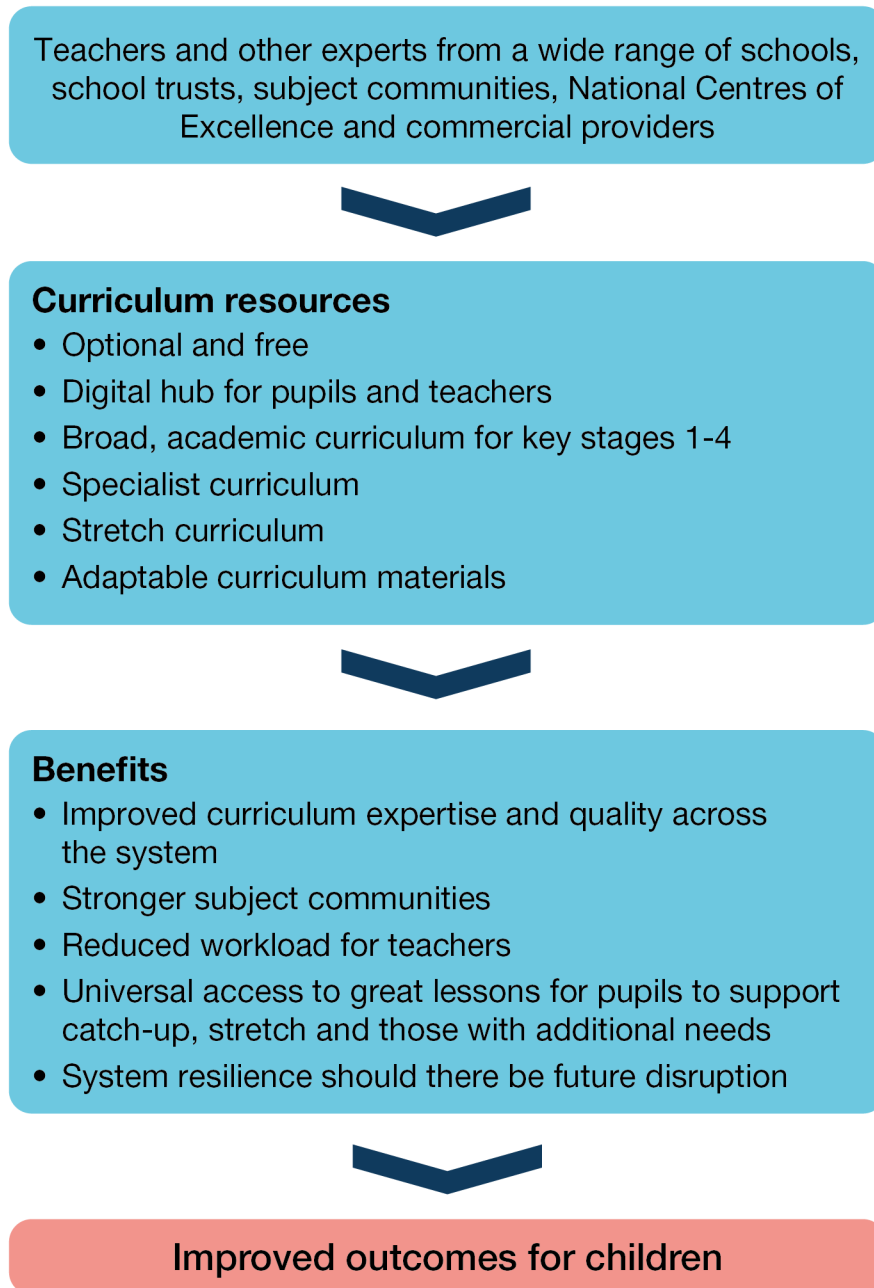


Figure 3: Benefits of the Future Curriculum Body

### We will deliver a richer, longer average school week

58. We also want to address the discrepancy of teaching time in schools. It is unfair that a child who receives 20 minutes per day less of teaching time loses out on around 2 weeks of schooling a year.



59. We will therefore introduce a minimum expectation on the length of the school week of 32.5 hours (the current average) for all mainstream state-funded schools. We will expect all mainstream state-funded schools to work towards meeting this expectation as soon as possible and by September 2023 at the latest. We will strongly encourage all state-funded schools to deliver two substantive morning and afternoon sessions each school day, with appropriate flexibility for religious observance. Thousands of schools, in every corner of the country, already deliver this length of week within existing budgets. With the additional investment of £7 billion for schools by 2024-25 announced at the Spending Review, we will expect all state-funded mainstream schools to deliver at least a 32.5 hour week within their budgets.

60. Ofsted considers the overall quality of a school's education, including the ambition of the curriculum. If Ofsted has concerns about the quality of education at a state-funded mainstream school and the school falls short of the government's expectation on time, Ofsted will look at how they have come to that decision and what impact it has on the quality of education provided.

61. Considering the wider benefits of increased time for pupils, including more opportunities for learning, socialisation with peers and enrichment, we will also encourage all mainstream state-funded schools to explore going further than 32.5 hours if possible.

62. Specialist settings, including alternative provision providers, support a wide range of pupils with diverse needs and therefore currently structure their school week in more varied ways than mainstream schools. Therefore, we do not think it is appropriate to set an expectation for a minimum school week in specialist settings. However, these settings should share our overall ambition to extend and enrich the school week where it would be beneficial to pupils for them to do so, whilst taking into account operational and financial considerations.

63. We will publish guidance on best practice in the summer to support both the minimum expectation for mainstream schools and the wider ambition for all schools to consider increasing time in school where appropriate. This will include case studies from schools that deliver longer weeks and examples of how additional time can be used, including to support pupils' literacy and numeracy.

64. As part of a richer school week, all children should be entitled to take part in sport, music and cultural opportunities. These opportunities are an essential part of a broad and ambitious curriculum, and support children's health, wellbeing and wider development, particularly as we recover from the pandemic. The government will publish updated plans to support sport and music education in 2022, and will publish a cultural education plan in 2023, working with the Department for Digital, Culture, Media and Sport and Arts Council England. This will include how best to support young people who wish to pursue careers in our creative and cultural industries. We will build on our high-quality citizenship education by supporting the National Youth Guarantee, promoting volunteering and expanding access to the Duke of Edinburgh Award and Cadet Schemes.

65. We want all children to be inspired by the options available to them when they leave school or college. We will launch a new careers programme for primary schools in areas of disadvantage and are extending the legal requirement to provide independent careers guidance to all secondary school children, as well as increasing the opportunities for them to meet providers of apprenticeships and technical education. We will also improve professional development for teachers and leaders on careers education, including strengthening understanding of apprenticeships and technical routes.

### **We will embed our curriculum and assessment reforms**

66. In order to provide stability for schools and enable them to remain focused on recovery from the pandemic and raising standards of literacy and numeracy, we will make no changes to the National Curriculum for the remainder of the Parliament. We will maintain our current system of primary assessment and world-class GCSEs and A levels. Ofqual seeks to return, in 2023, to GCSE and A level results that would be in line with those from pre-pandemic years.

67. Our dedicated English and maths hubs will support schools to drive up literacy and numeracy standards, continuing our emphasis on mastery and systematic synthetic phonics and publishing the second part of our reading framework in 2023. We will establish roles for the Education Endowment Foundation and the new future curriculum body to ensure quality and consistency in the evidence-based practices these hubs promote.

68. We remain committed to improving uptake of the Ebacc subjects, especially amongst the most disadvantaged children, and will continue to drive improvements in access to high-quality language teaching to realise this. From 2023, we will establish a network of modern foreign language hubs and introduce more effective continuous professional development courses for language teachers in both primary and secondary schools.

69. A stronger understanding of national performance is also a critical part of understanding how the system is progressing towards our goals. We will introduce a new test of literacy and numeracy, taken by a sample of children in year 9, to estimate performance at a national level. This will consist of a short series of digital activities undertaken by a small number of children in school.

70. Getting to 90% of children reaching the expected standard in reading, writing and maths in key stage 2 means we must start in early years, with a particular focus on critical early speech and language skills. We will assess the effect of recent reforms to the Early Years Foundation Stage on teaching practice and, where necessary, identify ways to go further in ensuring children are prepared for key stage 1, recognising the critical role of early language development in building strong foundations for literacy and numeracy.

## We will back headteachers to maintain good behaviour

71. Schools must be calm, orderly, safe and supportive spaces to learn and teach so that children can develop, attain and succeed in all aspects of the curriculum, including literacy and numeracy. Schools with a strong behaviour culture see positive impacts on attendance and attainment.

72. In order to support schools to develop strong cultures that reduce poor behaviour and benefit pupils, all teachers and leaders employed in state-funded schools have access to a fully funded training scholarship to undertake a National Professional Qualification in Behaviour and Culture. To support this, we will revise the Behaviour in Schools guidance and the statutory Suspension and Permanent Exclusion guidance to provide more practical support to school leaders. We will launch a new National Behaviour Survey to better understand what parents, children, teachers and leaders think of behaviour and wellbeing in their school.

### Case Study

#### Driving a positive behaviour culture

Glenmoor Academy is an 11-16 all girls secondary school situated in Bournemouth, which serves as the lead school in a Behaviour Hub. At Glenmoor, behaviour is taught and seen as a curriculum subject: their vision is one of “High Achievement, High Standards,” while working to core values of integrity, compassion and courage.

At Glenmoor, exemplary behaviour is an expectation, and every child, staff member and stakeholder plays an important role in achieving this, as part of a pro-active, whole-school approach. Leaders have created a detailed charter setting out expected models and concepts of behaviour. Rewards at Glenmoor play a pivotal role in promoting positive behaviour. Whilst sanctions are based on consistency and predictability, rewards are personable and proportionate. Collectively, these policies support an unapologetic focus on ‘teaching and not telling’ behaviour. Leaders at Glenmoor are clear with children’s behaviour explaining “here is why we are doing this”.

Glenmoor understand that behaviour is “never done,” and use their opportunity to support other schools as a chance to reflect on their own behaviour culture and foster collective, professional learning.

73. We fully back headteachers who have to weigh the needs of children with challenging behaviour against the needs of their whole school community, including through the use of exclusions. The SEND Review will set out reforms to tilt the focus of alternative provision<sup>54</sup> towards early intervention, so that more children are supported to manage challenging behaviour and needs early, reducing preventable exclusions. Alternative provision will also continue to provide longer-term specialist support so that the small number of children who are excluded can access good quality education and re-integrate into a mainstream school or college.

## **We will work with schools and local authorities to improve attendance**

74. Now more than ever before, face-to-face education for children's academic, social and emotional wellbeing is of paramount importance. Subject to the results of our February consultation, we will introduce new legislation to create new statutory guidance on attendance, including a requirement for every school to publish a clear attendance policy.

75. To help schools support their children to attend school consistently, we will make it easier for schools to access and emulate best practice around attendance, with the Education Endowment Foundation and the Youth Endowment Fund developing further off-the-shelf attendance interventions for schools, and introduce new voluntary standards for attendance professionals.

76. Having learnt from the pandemic how important having a real-time national picture of attendance can be, we will also make it easier for schools to understand individual attendance patterns and for trusts, local authorities and the Department for Education to identify concerning patterns more quickly. We will design a national data solution and introduce legislation to modernise the rules on recording attendance. This integrated, 21<sup>st</sup> century approach to tracking attendance will provide a safety net for spotting vulnerable children at risk of falling through the net. It will also provide a blueprint for wider data improvements across the system.

77. We will also introduce legislation to establish a register for children not in school, exploring how this data should be used by local authorities and multi-agency teams to undertake their duties and support children's education.

78. We recognise that attendance is an issue that requires all local and national bodies to play their part. That is why, subject to the results of our February consultation, we will also set new statutory expectations of local authority attendance services. We will expect schools and local authorities to work closely with these bodies to re-engage children who are 'severely absent' (those missing more than 50% of their sessions in school).

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<sup>54</sup> "Alternative provision" means the education arranged for pupils who would not otherwise have a suitable mainstream or special school place, for example through illness or exclusion. It includes Pupil Referral Units (PRUs), Alternative Provision academies and free schools, independent settings, Further Education, hospital schools, and bespoke unregistered provision

## **We will support children's safety and wellbeing**

79. Physical and mental wellbeing is a key enabler for children to benefit from time in school. Children's attainment, behaviour and attendance both drives, and is impacted by, their wellbeing. We are building on the additional £79m invested in specialist mental health support for children and young people during the pandemic by accelerating the introduction of Mental Health Support Teams that provide extra capacity for early support and advising school staff. We will make sure every school has the opportunity to access funded training for a senior mental health lead.

80. To keep children safe we will strengthen Relationships, Sex and Health Education, as well as our statutory safeguarding guidance, Keeping Children Safe in Education. This will support schools to protect children from abuse and exploitation in situations inside and outside of the schools, including (but not limited to) child on child abuse, online and face-to-face abuse, sexual abuse, exploitation, harassment, domestic abuse, substance misuse and criminal exploitation.

81. We will continue to support Ofsted's work to scrutinise and challenge off-rolling, clarifying the rules on how and when children should move between education settings, including alternative provision. We will introduce legislation to increase Ofsted's powers to inspect schools that are operating illegally without registration, addressing risks to the safeguarding and education of children who attend them.

# Chapter 3: Targeted support for every child who needs it

## Summary

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### By 2030, every child who falls behind in English or maths will get the right support to get back on track

- High-quality classroom teaching and evidence-based targeted support – including tutoring – will be made available to every child that is behind, with parents regularly updated on their child’s progress.
- Schools will be better equipped to robustly and routinely identify children who need this support and to act quickly, including for those with SEND.
- Schools will fund evidence-based, targeted activities to improve the attainment of disadvantaged children, including the most able, from their Pupil Premium funding.

### We will deliver:

- **A Parent Pledge** that your school will provide evidence-based support if your child falls behind in English or maths and tell you about their progress.
- **Up to 6 million tutoring courses by 2024** with action to cement one-to-one and small group tuition as a permanent feature of our school system.
- **A secure future for the Education Endowment Foundation** putting our independent ‘what works’ centre on a long-term footing and placing the generation and mobilisation of evidence at the heart of our education system.

### What this means for families:

- **Timely identification of need:** your child will go to a school that accurately assesses their progress and identifies where they need additional support.
- **An evidence-based response:** children who are identified as needing academic, pastoral or specialist support will receive high-quality, evidence-based help.
- **Transparency:** parents will be better informed about their child’s progress, and the support their child receives.

## Why this matters

82. We have set out how world-class training and creating the conditions for excellent teaching to shine will improve children's life chances and see standards rise. However, as the best schools and trusts know, ensuring 90% of children meet the expected standard in reading, writing and maths will also require a systematic way to deliver targeted support to those children that fall behind at some point on their educational journey. In 2019, 65% of 11-year-olds achieved the expected standard.<sup>55</sup> Whilst much of this gap will be closed by excellent teaching of a strong curriculum, we will not reach 90% without a step change in how we support those children who need more help to succeed.

83. This will require a robust approach from every school and trust to identify where children may need additional help to succeed in school, and to provide them with the evidence-based support they need so that they can progress through the curriculum with their peers. This could take the form of a phonics catch-up programme run by a trained teaching assistant, or small group tuition after school in maths. For all children, additional support will remain grounded in high-quality teaching and a strong curriculum.

## Progress to date

84. Over the last decade, significant additional focus has been paid to the need to combine high-quality teaching with evidence-based targeted support. We established the £2.6 billion per year Pupil Premium to fund extra support for disadvantaged children. The Education Endowment Foundation recommends around half of this is spent on high-quality teaching, with the remaining half split between targeted academic support and wider strategies to raise attainment and address barriers to success.<sup>56</sup>

85. England is a leader in generating and disseminating education evidence, with 70% of school leaders saying that they regularly use Education Endowment Foundation evidence to inform what happens in their school.<sup>57</sup>

86. As a core part of our response to the pandemic, we have invested nearly £5 billion, including £3 billion in targeted support to help those children worst affected by COVID-19. This includes the creation of the National Tutoring Programme, through which over 1 million tutoring courses have now started since November 2020. This has been critical to helping pupils who are behind – the EEF found that small group tuition has an average impact of an additional four months in primary schools and two months in secondary.<sup>58</sup> We will deliver up to 6 million tutoring courses, each providing 15 hours of tutoring, by 2024.<sup>59</sup>

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<sup>55</sup> DfE, [National curriculum assessments: key stage 2, 2019 \(revised\)](#), 2019.

<sup>56</sup> Education Endowment Foundation. [EEF blog: The Pupil Premium and the importance of using evidence](#). 2021.

<sup>57</sup> Education Endowment Foundation. [EEF launches updated Teaching and Learning Toolkit](#). 2021.

<sup>58</sup> Education Endowment Foundation. [Teaching and Learning Toolkit](#).

<sup>59</sup> DfE. [National tutoring programme: courses started](#). 2022.

## Challenges remaining

87. It is not the case yet that all children receive the additional support they need when they need it. Even before the pandemic, too many children – especially those who are most vulnerable – fell behind and never caught up with their peers. Too many parents bear the stress and worry of fighting for the specialist support their child needs. A step change is needed to deliver our literacy and numeracy missions, so more children in both primary and secondary school get back on track when they are struggling.

88. We are proud of our record of narrowing the attainment gap between disadvantaged children and their peers, with the gap narrowing by 12.8% between 2011 and 2019 at key stage 2<sup>60</sup>, and 9.1% at key stage 4<sup>61</sup> in the same period. But the pandemic has hindered this progress. By Autumn 2021, the average primary school pupil was still 1.9 months behind where they would have been in maths and 0.8 months in reading, with the average secondary school pupil 2.4 months behind in reading. Disadvantaged children fared worse, losing an additional 0.4 months in maths in primary, 0.9 months in reading in primary and 1.5 months in reading in secondary.<sup>62</sup> The pandemic widened the disadvantage gap, with disadvantaged children less likely to have high-quality remote education, more likely to be absent from school and – consequently – more likely to have fallen behind.

89. We must also do more to ensure children with SEND and children with a social worker have the same opportunities for success as their peers. Whether improving the early identification of need and the quality of mainstream support, or providing effective and timely specialist support, we have a moral duty to do better by these children.

90. Through the introduction of the Pupil Premium and education, health and care plans we have rightly focused our school system on children who face particular challenges in their learning. However, by looking through the lens of a pupil's characteristics we sometimes miss the needs of children who do not acquire the label of having a special educational need or disability or being disadvantaged. We need to pivot to a system where all children receive the right support, in the right place, and at the right time based on their need.

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<sup>60</sup> DfE. [National curriculum assessments: key stage 2, 2019 \(revised\)](#), 2019.

<sup>61</sup> DfE. [Key stage 4 performance 2019 \(revised\)](#), 2019

<sup>62</sup> DfE. [Pupils' progress in the 2020 to 2021 academic year](#), 2022.



## How we will achieve our vision

### We will deliver a Parent Pledge

91. The Parent Pledge is a promise from government, via schools, to families: any child that falls behind in English or maths should receive timely and evidence-based support to enable them to reach their potential. We pledge to make that a reality in every school in the country. We pledge to ensure that schools communicate this work to parents, ensuring parents are fully engaged in their child's education – and relieving them of the worry and stress that comes from a child falling behind at school.

92. Many children, at some point in their school journey, fall behind. They miss some lessons through illness, or don't grasp a critical concept. They catch up through our education system's first line of support: excellent teaching. Their teachers continually assess their understanding in class, adapt their teaching to respond to any gaps, and use a curriculum that revisits and embeds knowledge over time. Our reforms set out in previous chapters will further strengthen the quality of teaching in our nation's classrooms.

93. Some children, however, will need additional support in order to progress through the curriculum in English or maths. Too often this support is only available for children who have acquired a label – that they have a special educational need, or have been identified as disadvantaged. We will ensure all children are able to get the support they need, without requiring a label.

94. The best schools use robust, reliable assessment to identify children who need extra help, and offer targeted, evidence-based support to these children. We will make this an expectation across England. All schools should monitor pupil's progress in English and maths using robust assessment. They should have a system for responding to what this shows – both in terms of adjustments to classroom practice and providing additional support for children who need it. This should be drawn from the growing evidence base of effective support approaches. For example, a school may use a phonics catch-up programme to support children with a low reading age, or small group tutoring to support children who need to practise their maths. The very best schools and trusts in the system already do this as a matter of course, but for many schools this will be an important and significant shift. We will, in partnership with Ofsted, set out further guidance on targeted support and the use of effective assessment in due course.

95. We recognise that some children who are behind their peers may also have special educational needs. The process set out above will ensure that children do not need a diagnosis in order to access academic support. It complements plans, which will be set out in the SEND Review, for a clearer interaction between the SEND system and the support that should be readily available in all schools.

## Our Parent Pledge:

Any child that falls behind in English or maths should receive timely and evidence-based support to enable them to reach their potential

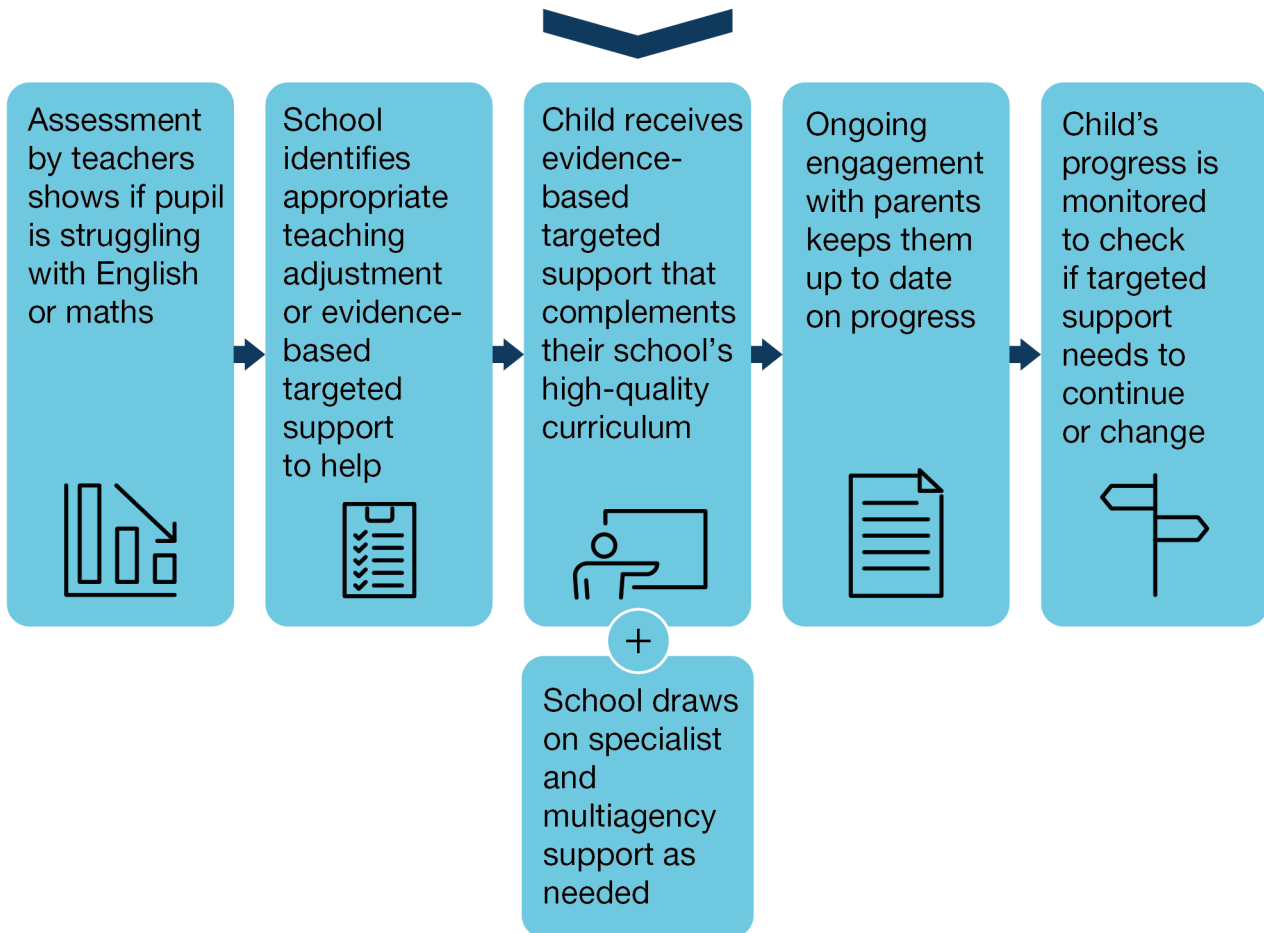


Figure 4: Our Parent Pledge

96. The Parent Pledge is a commitment to effective assessment and support and we will embed it as a central part of any school. The success of this commitment depends on how it is implemented in schools. We know that many schools implement this well already, but we are also aware of the risk of it being misinterpreted or implemented poorly. The Parent Pledge should not lead to schools over-testing children, labelling them as “behind”, or withdrawing them from a rounded school experience in order to focus on English and maths. It should be based on reliable assessment and used to provide evidence-based support that complements a child’s core education.

97. Ofsted’s recently strengthened inspection framework, with its focus on how schools help all pupils to succeed, including those who are behind in English and maths, will mean that there is strong accountability for all the elements within the pledge. As part of school inspections, inspectors look at how assessment is used to identify pupils’ progress through the curriculum. They look at how schools provide a high-quality curriculum and teaching for all children and additional targeted support for those who are behind. This targeted support might include small group or individual tutoring and/or other evidence-based interventions. Ofsted also seeks views from parents and draws on those views in its inspection discussions.

98. As well as ensuring schools are delivering effective in-school targeted support as part of the Parent Pledge, we will also work closely with Ofsted to spread examples of schools successfully providing targeted support alongside high-quality teaching, including how they ensure that parents are regularly updated on how their child is doing.

99. Effective use of the £2.6 billion per year Pupil Premium is key to delivering the Parent Pledge. The EEF recommends that around half of Pupil Premium funding should be spent on high-quality teaching as the first tier of support, with the other half going towards targeted academic support and wider strategies.

100. Whilst the Pupil Premium will retain its core focus on driving up the attainment of disadvantaged children wherever they fall on the ability spectrum, we will make it easier for schools to use this money to support literacy and numeracy skills where needed. Based on the EEF’s evidence about what works, we have produced a menu of recommended evidence-based approaches and encourage schools to use this to make decisions about Pupil Premium spend. Schools will also want to consult this menu when making decisions about how to effectively deliver the Parent Pledge.

## **We will embed tutoring in every school**

101. Government has invested £1 billion to establish the National Tutoring Programme. We will deliver up to 6 million tutoring packages by 2024, which when combined with our programmes to deliver tutoring for young people aged 16-19 equates to around 100 million hours of tutoring. Small group tuition has an average impact of an additional four months in primary schools and two months in secondary school,<sup>63</sup> and it is our vision that tutoring no longer be the preserve of families who can afford to pay for private tuition, but the right of any child in need of additional support.

102. We will continue to financially incentivise schools to provide tutoring – and we expect every school to make tutoring available to children who need it. Schools have the flexibility to use their own staff, bring in dedicated new staff or use external tutors from accredited organisations to provide high-quality tuition that best meets the needs of their pupils. Tutoring will be a core ‘academic’ option in the Pupil Premium menu.

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<sup>63</sup> [Education Endowment Foundation. Teaching and Learning Toolkit.](#)

103. From 2024, we will have cultivated a vibrant tutoring market, serving schools right across England. We will expect tutoring to continue to be a staple offer from schools, with schools using their core budgets – including Pupil Premium – to fund targeted support for those children who will benefit.

## Case Study

### Using tutoring to improve children's outcomes

Queensmead School in Middlesex is an 11-18 academy within the QED Academy Trust. Approximately 25% of children at Queensmead qualify for Pupil Premium.

Following the Government's announcement of the National Tutoring Programme, the school leadership team decided to access tuition via the National Tutoring Programme for their Looked-After Children, who received 1:1 tuition remotely at home during the lockdown period. Staff also identified students that needed extra support in English and maths, at both Key Stage 3 and Key Stage 4.

As a result of tuition, Queensmead have seen a decrease in the number of students who were identified as behind. They have continued to use the programme and are now using School-Led Tutoring funding, to accelerate catch-up for children in Years 9 and 10 who need additional targeted support. Queensmead discuss options to have an extra lesson in English or Maths with both parents and children.

Small group tutoring sessions are also helping some Year 11s prepare for their GCSE exams and students are benefitting significantly from tutoring delivered by staff with whom they already have a longstanding relationship.

Tutoring has been essential to the success of the children at Queensmead, and the school's aim is that every child who needs it will receive some form of tuition by the end of the programme.

### We will re-endow the Education Endowment Foundation

104. It is critical that our focus on closing the attainment gap is underpinned by the very best evidence of what works. Over the past decade, the EEF has carried out over 200 evaluations to understand which interventions and approaches are most effective in closing the attainment gap, engaging 16,000 schools and reaching over 1.7 million children through its research. England is now an international bastion of education evidence, with English schools now some of the most evidence informed in the world.

105. The fundamental value of this independent and trusted evidence broker is clear – from robust evidence generation to guidance supporting effective Pupil Premium use and oversight of the evidence underpinning the training for all new teachers. That is why we will re-endow the EEF with at least £100m, cementing its role as a central, long-term feature of the education landscape for at least the next decade. This will allow it to continue its crucial work to build the evidence base. Crucially, it will provide actionable and accessible guidance and support to schools and act as a ‘guardian of evidence’ to ground education policy in the very best evidence.

106. We will also go further to ensure that the evidence generated directly impacts children. That is why we will provide over £55 million for our Accelerator Fund to develop and scale-up the best-evidenced literacy and numeracy interventions, spreading effective programmes to every corner of the country. This fund will fuel cutting-edge, evidence-based programmes, directly informing the best practice targeted support schools will implement through the Parent Pledge. We will support schools across England to access pioneering targeted support, straining every sinew across the whole school system to deliver our ambitious literacy and numeracy mission.

## **We will reform the SEND and Children’s Social Care systems**

107. In the current system, over 15% of children have an identified special educational need, and vulnerable children and children with SEND have lower educational attainment than their peers on average. A world-class school system must deliver brilliant outcomes for all children and, if we are to deliver our mission by 2030, we must ensure that vulnerable children and children with SEND are provided a better quality of education, underpinned by more effective, joined-up support.

108. We will set out ambitious reforms in the SEND Review, ensuring that all children and young people with SEND are able to access the right support in the most appropriate setting, including mainstream schools, in a timely manner, wherever they are in the country. We will consult in the Review on introducing a leadership level SENCO National Professional Qualification for new SENCOs, recognising the significance of the SENCO role in schools and ensure professional development for this role builds upon our wider ‘golden thread’ of teaching reforms (see chapter 1).

109. To improve access to specialist provision, we will invest £2.6bn in high needs capital investment over the next three years to deliver new places and improve existing provision for children and young people with SEND or those requiring alternative provision. This funding represents a transformational investment in new high needs provision and will support the delivery of tens of thousands of new places. As part of this investment we will deliver new special and alternative provision free schools.

110. We will equip the Department for Education’s new Regions Group, described in chapter 4, to hold local authorities and academy trusts to account for local delivery for children and young people with SEND, make better use of data to understand system health and work with independent inspectors and health colleagues.

111. We will respond to the Independent Review of Children’s Social Care, ensuring the most vulnerable children are supported to succeed. We will continue to deliver the recommendations of the Children in Need review, including promoting the educational achievement of looked-after children and the previously looked-after cohort through Virtual School Heads.

112. We know that schools need to work with a range of local partners to deliver the support that some children need, particularly where needs extend beyond school gates. We will continue to support families, including expanding the Supporting Families programme to secure better outcomes for up to 300,000 families and delivering the Holiday Activities and Food programme to provide enriching activities and healthy meals for disadvantaged children during school holidays.

### **We will work with universities to deliver better targeted support**

113. We will drive greater social mobility in Higher Education, strengthening the engagement between schools and Higher Education Providers. We will work closely with the Director for Fair Access and Participation at the Office for Students to drive this increased engagement and ensure the money that providers spend on access and participation is used effectively and in line with evidence to deliver real social mobility.

# Chapter 4: A stronger and fairer school system

## Summary

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**By 2030, all children will benefit from being taught in a family of schools, with their school in a strong multi academy trust or with plans to join or form one**

- All schools will provide a high quality and inclusive education within the resilient structure of a strong trust,<sup>64</sup> sharing expertise, resources and support to help teachers and leaders deliver better outcomes for children.
- The best trusts in the system will work where they are needed most, levelling up standards, and transforming previously underperforming schools.
- Every part of the system, from strong trusts to local authorities, will be held accountable to a set of clear roles and responsibilities, so that no child falls through the cracks.

### We will deliver:

- **A fully trust led system with a single regulatory approach**, which will drive up standards, through the growth of strong trusts and the establishment of new ones, including trusts established by local authorities.
- **A clear role for every part of the school system**, with local authorities empowered to champion the interests of children and a new collaborative standard requiring trusts to work constructively with all other partners.
- **Education Investment Areas** to increase funding and support to areas in most need, plus extra funding in priority areas facing the most entrenched challenges.

### What this means for families:

- **Stronger local schools right across England:** schools will retain their ethos, whilst benefitting from the expertise and support of their family of schools in a strong trust, especially in areas of disadvantage.
- **Clear accountability for outcomes for every child:** public services will deliver for children and their parents.
- **Better support for children and families:** it will be clear what the different roles and responsibilities of schools, trusts, local authorities and others are.

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<sup>64</sup> The term 'trust' refers to an academy trust throughout

## Why this matters

114. The previous chapters set out the direct role that government can – and will – play to support the great teaching that will raise standards in our classrooms, allowing us to meet the ambitions that will deliver for every child.

115. However, it is also the government's role to ensure the right conditions in the school system so that these improvements are felt fairly everywhere and all children benefit from them. The best system structures enable and amplify progress towards these higher standards – and the worst stifle them.

116. The highest performing trusts use their collaborative structure to deliver outstanding literacy and numeracy outcomes for their children. They train, retain and deploy excellent teachers where they are needed most, develop and share ambitious curricula and deliver targeted support to raise standards.

117. Teachers and leaders in strong trusts can form communities of practice, sharing evidence-based approaches and benefitting from high quality professional development to improve outcomes for children. Strong trusts also achieve economies of scale, sharing resources, centralising functions, and ensuring robust financial governance, in order to build resilience and save time and money to reinvest into education. As a result of these benefits and more, our best trusts achieve strong educational outcomes, particularly for disadvantaged children – if all children did as well as pupils in a trust performing at the 90th percentile, national performance at key stage 2 would be 14 percentage points higher and 19 percentage points higher for disadvantaged pupils.<sup>65</sup>

118. That is why we want to spread the brilliance of the best trusts as families of schools throughout the country and create a school system where every part of the system has a clear role to play – all focused on delivering outstanding outcomes for children. The accompanying document: 'The case for a fully trust-led system' explores this in more detail.

119. Only by creating a fair and cohesive system can we be confident in levelling up every part of the country, with schools in strong trusts, robust regulation of the system and empowered local authorities who can champion the interests of children – particularly vulnerable children.

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<sup>65</sup> DfE. [KS2 school level performance data, 2019](#). Mainstream schools only. LAs are LA maintained schools aggregated to LA level. SATs are standalone schools, rather than groups of schools. Data on trust status from [Get Information about Schools \(GIAS\)](#)'



## Case Study

### Delivering transformative outcomes in areas of high disadvantage at Dixons Academies Trust

Dixons Academies Trust strives to achieve effective school improvement and great outcomes for children, exclusively in areas of high disadvantage. It achieves this by building a strong school culture, scripting routines in detail around the most vulnerable child, and running a longer school day to ensure maximum time for children to benefit from high quality teaching and support. The trust focuses relentlessly on doing a few things well rather than chasing every new initiative.

Nine of their fifteen schools currently hold an Ofsted grade, six judged Outstanding and three judged Good. One free school and five sponsored academies await their first inspection.

The trust's schools in Bradford and Leeds are heavily oversubscribed and children have achieved strong outcomes, including both attainment and progression into post-18 study and employment. Children eligible for Pupil Premium (PP) at Dixons consistently outperform the average for children not eligible nationally, with a disadvantaged Progress 8 score of 0.52 (against 0.13 non-PP) in the last published data, and 35% achieving EBacc at grade 4/C or above (against 29% non-PP).

The trust was identified as the sponsor for two local authority maintained secondary schools in Liverpool, both of which had been rated "Inadequate" by Ofsted. The trust worked actively in both schools for almost a year and provided staff training, established coaching and aligned processes with other Dixons academies. It also embedded new and improved routines for culture and instruction, as well as systems to improve attendance.

The trust has worked hard to ensure that the changes have had a positive impact in the area, offering its support to school improvement more widely. In the school, staff have reported feeling supported with new learning routines and that there had been better behaviour from children.

## Progress to date

120. Over the past 10 years, school standards have improved rapidly – 86% of schools are now rated Good or Outstanding, compared to 68% in 2010.<sup>66</sup> There are almost 10,000 academies – of which 8,500 are in multi academy trusts that have more than one school.<sup>67</sup>

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<sup>66</sup> Ofsted. [State-funded schools inspections and outcomes as at 31 August 2020](#). 2020.

<sup>67</sup> DfE. [Open academies, free schools, studio schools and UTCs](#). 2022.

121. Where schools do underperform, they are now routinely transferred into strong trusts. The positive impact of this on children can be huge. More than 7 out of 10 sponsored academies are now rated Good or Outstanding compared to about 1 in 10 of the local authority maintained schools they replaced.<sup>68</sup>

## Challenges remaining

122. The improvements we have seen across the last decade have not been uniform, and too many children are not yet benefiting from the excellent standards in the best schools. Government has not systematically supported our strongest performing trusts to grow, and they have not been adequately incentivised to work where they are needed most. Many of our best schools operate alone, and not enough attention has been paid to harnessing the expertise already in the system, with local authorities prevented from setting up trusts.

123. The system that has evolved over the past decade is messy and often confusing. Schools, trusts and local authorities have unclear – and often overlapping – roles and responsibilities. Unclear expectations of academies and local authorities permit grey areas which have sometimes allowed vulnerable children to fall through the gaps. Government has not been able to intervene adequately in the small number of trusts that have fallen short in the expectations of parents, or clearly set out through the regulatory system the standards it expects all trusts to achieve.

124. This confusion can have damaging consequences for children, especially the most disadvantaged and vulnerable. We need a stronger and fairer system that will allow all children to feel the benefits of strong trusts if we are to deliver the ambitions set out in this white paper.

## How we will achieve our vision

### **We will increase capacity in the parts of the country that need them most**

125. The first part of this journey will see investment in 55 Education Investment Areas over the remainder of this Parliament.<sup>69</sup> These are in cold spots of the country where outcomes in literacy and numeracy are the poorest and there is most urgent need for the benefits that strong trusts can bring.

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<sup>68</sup> [Analysis of Ofsted. State-funded school inspections and outcomes: management information \(2019\). 2022.](#)

<sup>69</sup> DLUHC. [Education Investment Areas: selection methodology](#). 2022.

126. We will shortly be consulting on moving schools that have received two consecutive below 'Good' judgements from Ofsted into strong trusts to tackle underperformance. This approach will be taken across England, but will begin in Education Investment Areas, as they are the areas most in need of rapid improvement. We will also invest directly to support our strongest trusts to expand into these areas, committing up to £86m in trust capacity funding over the next 3 years, with a particular focus on Education Investment Areas. We will offer retention payments in high priority subjects such as maths, helping recruit and retain the best teachers, to drive attainment in core subjects in the schools they are needed in most across England.

127. In addition to this action, we will provide further support to 24 Priority Education Investment Areas (which are a subset of the 55 Education Investment Areas), to address entrenched underperformance, including in literacy and numeracy, in areas with some of the highest rates of disadvantage in the country. In these areas, around £40m of additional funding will be provided for bespoke interventions to address local needs, such as addressing high absence rates. We will also launch a new multi academy trust Chief Executive Officer development programme for established leaders, such as executive headteachers and senior staff in academy trusts. This will support their development and preparedness for Chief Executive Officer roles, building on our golden thread of professional development set out in chapter 1.

128. We will build on this approach by opening a targeted number of high quality, academically focused 16-19 free schools in the areas where they are most needed. These schools will aim to rapidly increase the proportion of disadvantaged children in these areas progressing to top universities. The selection process for these schools will prioritise bids located in Priority Education Investment Areas, as well as the wider group of Education Investment Areas.

## **We will shape a dynamic system of strong trusts**

129. We need to nurture a dynamic system of strong trusts with the capacity to improve schools if we are to deliver the step change needed across England to meet our ambitions. In the future, no one organisation will have the right to run schools indefinitely without delivering excellent outcomes.

130. We know that trusts typically start to develop central capacity when they have more than 10 schools. Scale is also what enables them to be more financially stable, maximise the impact of a well-supported workforce and drive school improvement. Recognising the importance of trust capacity to support the system to improve, we will avoid converting schools as standalone academies, however we will consider bids for high quality free schools to open initially as standalone trusts. We expect that most trusts will be on a trajectory to either serve a minimum of 7,500 pupils or run at least 10 schools.

131. We will carefully monitor the size of new trusts and never expect a trust to expand before it is ready. While there will be no maximum size of trust, we will limit the proportion of schools in local area that can be run by an individual trust. The priority in making these decisions will always be what is right for the children, parents and communities they serve.

132. As part of the SEND Review, we will also consult on a policy of allowing local authority maintained specialist providers to move into either specialist-only or mixed trusts, based on individual and local circumstances.

133. So that trusts continue to be responsive to parents and local communities, all trusts should have local governance arrangements for their schools. We will discuss how to implement this with the sector.

### **We will ensure all types of school can help build the fully trust led system**

134. We will unlock the expertise that exists across England by supporting new trusts to develop where they are needed, allowing new partners to bring their experience to improve outcomes for children.

135. Thus far, local authorities have not been able to set up trusts, which has been a barrier to some of the best local authority maintained schools supporting other schools to succeed. We want to enable trusts that work effectively for the primary schools who make up the majority of the remaining maintained sector.

136. Local authorities will be able to establish new multi academy trusts where too few strong trusts exist, enabling high performing schools with a track record of local partnership to formalise their relationships and add expertise and capacity to the trust system. These trusts will be regulated in the same way as any other trusts, and we will ensure that safeguards are in place to effectively manage any potential for conflicts of interest both for the trust and the local authority – including limits on local authority involvement on the trust board.

137. We will provide assurance to Church and faith schools when they join or form trusts, bringing forward legislation to ensure that statutory freedoms and protections that apply to Church and faith maintained schools also apply to academies with a religious character. We recognise the costs which Dioceses and other religious authorities face in establishing trusts and we will develop options for financial support, allowing strong Church and faith trusts to drive even higher standards in these schools. We are also committed to ensuring that all providers of schools with a religious character remain able to open new schools, once all schools are in trusts.

138. We know schools in rural areas can be particularly important to their communities, and Diocesan trusts and trusts established by local authorities will be well placed to ensure these schools are effectively supported. We will also continue to apply the presumption against closure of rural schools and our national funding formula reform has seen the funding schools attract through the sparsity factor more than double to £95 million.

139. Recognising their important role within the communities they serve, we will ensure that selective schools are secure in multi academy trusts.

## **We will better regulate school trusts**

140. The current legal and regulatory system for trusts, based around individual contracts, was designed for a small group of disruptor schools. This has become increasingly unsuited to ensuring quality and fairness in a system that already educates more than half of all children. All trusts must be held clearly to account for high standards in order to provide the platform to achieve our ambitions in literacy and numeracy.

141. To increase clarity in the short term, we propose to bring together both new and existing requirements on academy trusts (currently set out in legislation and funding agreements) into statutory academy trust standards. New statutory intervention powers will underpin the standards and provide a robust framework for ensuring we can tackle any trust which fails to achieve the expected outcomes by managing and governing their schools effectively. The department, through the Regions Group described below, will take a single regulatory approach to trusts.

142. In the longer term, we must shape a regulatory approach that is fit for a fully trust led system. We will launch a regulatory review in May 2022 looking at accountability and regulation – including how we will hold trusts to account through inspection in the future.

143. As part of this future regulatory approach, school leaders and teachers also need clarity on how we define trust strength. In turn, parents will want assurance about the expectations against which trusts are held to account. Therefore, for the first time, we will provide a definition of trust strength. The success of multi academy trusts in delivering against the strong trust definition, as well as the academy trust standards, must be the basis for transparent assessments of their potential for growth.

- **High Quality and Inclusive Education** – delivers high quality education across their academies, including for disadvantaged children and children with SEND, and operates fair access. Has effective central leadership teams, strong school leadership and teaching, and uses evidence-based curriculum design and implementation.
- **School Improvement** – works quickly to improve standards within all their schools, particularly transforming previously under performing schools, and maintaining appropriately performing schools.
- **Strategic Governance** – operates an effective and robust governance structure that involves schools and exemplifies ethical standards. Utilises the expertise and skills on its boards to oversee the strategic direction of the trusts effectively and hold leaders to account. Has a strong local identity, engaging effectively with parents and the wider community.
- **Financial Management** – is underpinned by strong and effective financial management, prioritising the use of resources, including the estate, to deliver the best educational experience for children.

- **Workforce** – trains, recruits, develops, deploys and retains great teachers and leaders throughout their careers, proactively engaging in Initial Teacher Training and the Early Career Framework, supporting staff development by using National Professional Qualifications and other evidence-based professional development and providing them with opportunities to progress. Deploys the best staff in the schools where they are needed most and prioritises staff wellbeing.

144. We will also consult on the exceptional circumstances in which a good school could request that the regulator agrees to the school moving to a stronger trust.

## Case Study

### Curriculum Planning in Outwood Grange Academies Trust

Outwood Grange Academies Trust adopts a model of collaborative planning across its twenty-six secondary and twelve primary academies in the North of England and the East Midlands. Outwood Grange Academy leads the Yorkshire and Humber Maths Hub and is involved in the Teaching for Mastery programme.

The maths leads from all their schools work together, which provides the means for them to develop a deep understanding of the conceptual levels required in each maths area which they can then pass onto the teachers in their own schools. All secondary teachers then have opportunities to contribute to the design of the materials to teach the concepts in Key Stages 3 and 4.

The primary teachers have the support of a high-quality textbook scheme. Whilst methods for teaching the ‘required, standard’ content is discussed and agreed between maths leads, it is left to individual teachers to exercise their own professional judgement and skills in delivering the lessons. Planning sessions act as effective continuous professional development and collaborative working also means that workload is shared.

This means there is a coherent Scheme of Work with consistent pedagogical approaches identified, across the academy trust, but teachers are free to teach in a way that can be adapted, according to children’s needs.

### We will set out a clear timeframe to achieve a fully trust-led system

145. We want to make sure all children benefit from these changes, so having put in place plans to build capacity in the system within an updated regulatory framework, we must set a clear timeframe to spread this systematic improvement approach to as many children as possible.

146. We will introduce new powers enabling the Secretary of State to bring a local authority's maintained schools into the academy system where a local authority has requested this as part of their local strategic plans, working with them and their schools to shape the local trust landscape. It is important that no maintained school is left in isolation, without the benefits that a strong trust can offer.

147. We want all schools to be in or joining a strong trust by 2030 and will engage with the sector on how best to achieve a fully trust led system.

148. The Department's Regions Group, described below, will work with local partners to develop plans which achieve this, based on local dialogue about which collaborations will best serve the interests of children and parents.

### **We will ensure that every actor in the school system has a clear role**

149. The shift to a fully trust led system is a once in a generation opportunity to recast the responsibilities of every actor in the system so that, collectively, we maximise the transformative impact of our schools. We will provide greater clarity and coherence about who does what, aligning accountabilities with the levers to deliver, and make sure everyone is incentivised to put children's interests first.

150. We will need every actor in the system to play its full part in order to meet our literacy and numeracy ambitions. None of this will happen overnight, nor does it supplant the centrality of high-quality teaching, supplemented by targeted support. But an increasingly stronger school system over the next decade will accentuate and drive this excellence right around the country.

151. Local authorities will remain at the heart of the system, championing all children in their area – especially the most vulnerable – as they step back from directly maintaining schools into their new role. In this role, they will harness their unique capacity to coordinate across local services to improve outcomes for children. We will back local authorities with new legal powers to match their responsibilities – and work openly with the local authorities and the wider school system to co-design the detail over the coming months. As part of the SEND Review, we will also set out plans to ensure they are held accountable for delivering these responsibilities.

152. The Department for Education will continue to steward the system, setting ambitious standards for trusts and schools, serving the Secretary of State using a single regulatory approach. Building on the lessons of the pandemic, we are changing the way the department works with local and regional partners. We will establish a new Regions Group by summer 2022, bringing together functions currently distributed across the department and the Education and Skills Funding Agency into a single interface<sup>70</sup>. The group will consist of nine regions, aligned to the geographies used across the rest of government. To reflect their evolving role, Regional Schools Commissioners will be known as Regional Directors. The Regions Group will drive improvement, expanding the reach of our strongest trusts and proactively intervening where trusts are not providing the excellent education we expect.

153. Independent inspectorates such as Ofsted and the Care Quality Commission will continue to assure the quality of schools, specialist providers, and children's services. As part of the regulatory review, we will consider the evolving role of inspectorates in a fully trust led system.

154. Ofsted will inspect all schools against the current inspection framework by the end of the summer term 2025, to provide a quicker assessment of recovery from the pandemic. The inspections will mean parents receive up-to-date assurance about the quality of education being provided, schools receive timely information to inform their plans for improvement and Ofsted is able to give swifter recognition to schools as they strive to recover. The programme will include Outstanding schools that were until recently exempt from routine inspection so that we have independent assurance on standards in every school.

155. Strong trusts will be solely accountable for school improvement, delivering a brilliant education for children – with churches and other faith groups continuing to offer a distinctive education through networks of trusts.

156. We expect all actors in the system, including trusts and local authorities, to collaborate to ensure the best outcomes for their communities. This includes cooperating in key delivery areas like admissions and attendance, but it is also about a wider civic responsibility. To ensure this, we will introduce a new collaborative standard – one of the new statutory academy trust standards – requiring that trusts work constructively with each other, their local authorities and the wider public and third sectors. We will engage with the sector, through the wider regulatory review, as we develop the detail.

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<sup>70</sup> DfE. [Changes to the way the Department for Education \(DfE\) will operate from 1 April 2022 onwards \(Review of the Education and Skills Funding Agency\)](#). 2022.



## A strengthened role for local authorities

Local authorities have crucial responsibilities for children, on SEND, Children's Social Care, attendance, admissions, place planning and other key areas. But in a dual system of academies and maintained schools, our research shows that their role is often too contingent on the strength of individual relationships – sometimes lacking levers to fulfil their responsibilities such as ensuring no child remains out of school.

Alongside the SEND Review and our response to the Independent Review of Children's Social Care, our reforms to the school system will provide clarity for local authorities about their role in education and care and their relationship to other actors.

Our overarching vision is that local authorities will champion the best interests of children in their area, ensure the system works for the most vulnerable children, and plan services which are best co-ordinated locally.

In the context of the school system, this means local authorities will:

- **Meet their communities' need for good school places** across the local system so that there is a suitable place for every child;
- **Secure the best outcome for individual children**, especially the most vulnerable. They will have a strengthened role overseeing local admissions arrangements, assuring arrangements to keep children safe, and making sure children attend school;
- **Hold new legal powers** in areas such as admissions and have **improved access to data** so that they can deliver these responsibilities more effectively.






We will work openly with local authorities in the coming months to co-design the detail of these proposals.<sup>71</sup>

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<sup>71</sup> [DfE. Local authority provision for school places and support for vulnerable children. 2022.](#)

# Roles and responsibilities in the future schools system

## Local organisation

	Local authority (LA) Plans and secures provision	Multi-academy trust (MAT) Provides education
 <p>Sufficiency</p>	<ul style="list-style-type: none"> <li>• Forecasts pupil place needs and identifies viable options (for mainstream, AP and specialist schools) – including via the free school presumption process.</li> <li>• Can object to the Schools Adjudicator about pupil admission numbers (PANs) for mainstream schools, where there is a need for an increase.</li> </ul>	<ul style="list-style-type: none"> <li>• Collaborates with other trusts and with the LA to support the development of place plans and deliver agreed places.</li> </ul>
 <p>Admissions</p>	<ul style="list-style-type: none"> <li>• Co-ordinates admissions, including managing in-year applications.</li> <li>• Convenes multi-agency in-year placement panels for vulnerable and unplaced children.</li> <li>• Has a backstop power to direct admission of a child if required.</li> </ul>	<ul style="list-style-type: none"> <li>• Develops admission policies and makes decisions.</li> <li>• Participates in multi-agency in-year placement panels for vulnerable and unplaced children.</li> <li>• Establishes an independent appeals panel where needed.</li> </ul>
 <p>Safeguarding</p>	<ul style="list-style-type: none"> <li>• The Local Safeguarding Partnership (LSP) sets out local safeguarding arrangements.</li> <li>• The LA commissions and oversees the audit process, referring non-compliance to DfE.</li> </ul>	<ul style="list-style-type: none"> <li>• Carries out statutory duties, including completing the LSP's safeguarding audits.</li> </ul>
 <p>Attendance</p>	<ul style="list-style-type: none"> <li>• Ensures all children in their area are in education.</li> <li>• Works with schools to identify pupils at risk of poor attendance and supports them to attend.</li> </ul>	<ul style="list-style-type: none"> <li>• Supports leadership focus on improving attendance across all its schools, as part of overall trust improvement efforts.</li> </ul>
 <p>Ensuring quality</p>		<ul style="list-style-type: none"> <li>• Adheres to the statutory academy standards and proactively develops characteristics of a strong trust.</li> </ul>

## Standards, regulation and intervention

### Department for Education

#### Policy and standards

#### Regions Group



#### Sufficiency

- Sets the framework for central free school applications.
- The Secretary of State signs new funding agreements and amends them for material changes.
- DfE quality assures pupil forecasts and provides basic need and high needs funding to LAs.

- Makes decisions about expanding and creating trusts and schools, working alongside LAs and trusts to ensure place plans align.
- Proactively monitors and intervenes where necessary by removing schools from poor trusts or merging trusts.
- Assesses and recommends approval of central free school applications.



#### Admissions

- Sets the national framework – including the School Admissions Code.

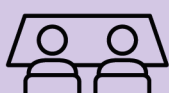
- Intervenes where a trust is in breach of its funding agreement or statutory requirements, including compliance with admissions law.



#### Safeguarding

- Sets standards for the safeguarding audit process and trust safeguarding arrangements.

- Seeks assurance from trusts on compliance when concerns are raised.
- Intervenes when breaches occur.



#### Attendance

- Sets standards to ensure all children are thriving and engaged in education.

- Consider attendance as part of decision making.






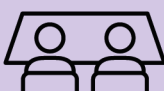

#### Ensuring quality

- Sets statutory standards for trusts, and develops the strong trust framework.
- Stewards the trust system.

- Takes a single regulatory approach to act as the single regulatory interface based on the regulatory framework.
- Commissions support and intervenes in under-performing trusts or academies.
- Decides sponsoring trusts for inadequate schools.
- Brokers trust growth.

\*The Regions Group is comprised of Regional Directors (previously Regional Schools Commissioners) as the primary regulatory interface, supported by the ESFA who provide financial assurance.

## Standards, regulation and intervention

Ofsted/Inspectorate Provides independent assurance	Schools Adjudicator Arbitrates in exceptional circumstances
 <b>Sufficiency</b>	<ul style="list-style-type: none"> <li>• Considers objections to PANs in mainstream schools where the LA believes an increase is needed to provide sufficient places.</li> </ul>
 <b>Admissions</b>	
 <b>Safeguarding</b>	<ul style="list-style-type: none"> <li>• Determines if policies are fair and lawful in the event of objections.</li> <li>• Provides a route for trusts to appeal an LA direction decision.</li> </ul>
 <b>Attendance</b>	
 <b>Ensuring quality</b>	
<ul style="list-style-type: none"> <li>• Examines the effectiveness of safeguarding arrangements as part of inspections.</li> </ul>	
<ul style="list-style-type: none"> <li>• Considers schools' efforts to improve or sustain high levels of attendance as part of inspections.</li> </ul>	
<ul style="list-style-type: none"> <li>• Inspects quality of education in schools.</li> <li>• Future trust inspections will be considered as part of the regulatory review. Any arrangements will be underpinned by the strong trust principles.</li> </ul>	

**Figure 5: Roles and responsibilities in a fully trust led system**

## **We will deliver high quality school places and fair admissions across England**

157. In order to deliver a fairer and stronger school system, we need to empower local authorities to deliver both the right number of school places and fair admissions for their local areas, so that no school or trust can avoid delivering on its responsibilities.

158. Local authorities will retain the overall sufficiency duty to provide an appropriate place for every child. They will determine the number of school places, including special and alternative provision places, that are needed in a locality.

159. Based on transparent standards, the Department for Education will be responsible for ensuring that these places are provided by the best possible schools. Department for Education Regional Directors will make decisions about expansion of existing schools and trusts as well as the creation of new ones, using area-based commissioning. We will also seek proposals for new mainstream free schools in areas where there is a clear demographic need for additional places, prioritising proposals located in Education Investment Areas.

160. In general, we expect all actors to work together constructively so that there are always enough places for children – but we know it is vital to have a safety net for the rare occasions when this is not successful. We will consult on giving local authorities the power to object to the Schools Adjudicator about a school's Published Admissions Number if an increase is required to provide sufficient places and no suitable school otherwise agrees to provide them.

161. Trusts will continue to act as their own admissions authorities and will be expected to act inclusively, providing the most vulnerable and disadvantaged children with the opportunity to attend the best schools. We will bring the requirement for trusts to follow the admissions code onto a statutory footing.

162. Local authorities will continue to coordinate main round admissions and, in the future, take responsibility for managing all applications for in-year admissions too. To further strengthen the system, we will work with local authorities, trusts, schools and parents to develop options to reform the admissions framework, including the setting of over-subscription criteria. We will consult on a statutory framework to govern children's movements so that all placement decisions – including about the use of alternative provision – are always made in the best interest of the child, especially the most vulnerable like children in need.

163. As a final safety net to cover rare circumstances where collaborative working breaks down, we will consult on a new backstop power for local authorities to direct trusts to admit children. Trusts would have the right to appeal this to the Schools Adjudicator.

## **We will ensure the system works for vulnerable children and children with SEND**

164. We know that multi-agency working is absolutely critical to improving children's life chances. The publication of this white paper alongside the forthcoming SEND Review and recommendations of the Independent Review of Children's Social Care creates a rare opportunity to join up vital work across schools, children's social care and SEND services.

165. In addition to the areas considered by these reviews set out in chapter 3, we will introduce a range of measures to improve the sharing of information between organisations working with vulnerable children, including data and intelligence about attendance, exclusions and those removed from school rolls. Alongside the recently announced register of children not in school, these efforts will increase the speed with which local authorities and safeguarding agencies can intervene when there are concerns and reduce the time vulnerable children spend out of school.

166. Keeping children safe is the first responsibility of everyone working in the school system. As we move to a trust led system, we will continue to require consistent training and effective incident response. We will also institute a new system of proactive assurance with Local Safeguarding Partnerships commissioning safeguarding audits every three years. This system will help ensure that all schools' policies are consistent with local safeguarding arrangements and the academy trust standards.

## **We will provide funding, infrastructure and technology for an effective system**

167. We have delivered the biggest funding boost for schools in a decade, and continue to deliver year-on-year, real terms per pupil increases to school funding. We will invest a further £7 billion by 2024-25 for the core schools budget in England, compared to 2021-22.

168. Having successfully introduced the national funding formula, we will now transition to using that formula to set each school's budget directly, without local amendment – ensuring every child receives their fair share of funding. This will give parents, school leaders and governors confidence that their school's funding reflects a consistent assessment of their schools' children and context, rather than where the school happens to be located. A direct national funding formula also supports the expansion of successful and efficient trusts, who will not have to navigate differences in local funding arrangements. We will consult in the autumn on the details of the formula.

169. We know that trusts use pooling or 'top slice' mechanisms to ensure effective and efficient operations across their group of schools and enhance the resilience of their academies to respond to short-term challenges. New transparency measures will ensure that it is always clear to parents how this flexibility is being used.

170. We want to ensure that schools and trusts get the best value from every pound they spend, so we expect all schools to make use of the Department's School Resource Management (SRM) tools, guidance and direct support. Through our SRM programme, we have already supported schools to make £1bn savings<sup>72</sup> since 2015-16. We will expand the programme to secure a minimum of a further £1bn in the next phase for reinvestment in our schools. We will support all schools to target their resources to improve the education of pupils, but we know that it is high performing trusts which have the most potential to focus resources efficiently - further detail is set out in the accompanying document 'The case for a fully trust led system'. Further guidance and support, as well as how the sector can work together to support continuous improvement, will be published in summer 2022.

171. We also want to create an environment where schools can use technology to support innovation and the spread of evidence-based practice. Both before and during the pandemic, schools have demonstrated their ability to try new things using technology. We know that some innovations, such as online parents' evenings and setting homework on digital platforms, have worked for parents, children and schools and are here to stay.

172. We expect that remote education will continue to be used, allowing children to keep pace with their education when in-person attendance in school is impossible. We will continue to work with the sector on this, learning from the many examples of excellent practice developed during the pandemic.

173. Every school in the country should have the right infrastructure to allow them to make the most of modern digital technology for their children, including the high-quality tools provided by England's flourishing EdTech market. We will work with commercial providers to accelerate gigabit capable broadband rollout to schools, to enable all schools to have access to a high-speed connection by 2025. We will set out the core technology that we expect all schools to have in place by publishing new digital, data and technology standards, so that teachers and pupils can be confident that technology will work in the classroom, and invest up to £150m to upgrade schools who are furthest from meeting our standards in priority areas. We will also establish a strong evidence base for effective use of technology and embed this evidence across our world-class school system, so that it is easy for schools and families to use the best products at the right time.

174. We will streamline and personalise digital services provided by the department for schools and trusts to improve user experience and efficiency, freeing up workforce capacity, and reducing the number of sign-ons. We will also transform and modernise our approach to data, automating appropriate and safe data sharing across schools, trusts, local authorities and government. This will provide data-driven insights for evaluation of programmes and evidence about what works, while minimising the reporting burden on schools.

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<sup>72</sup> This is against a counterfactual based on maintaining per-pupil non-staff spend in real terms at 2015-16 levels

## Conclusion

175. This white paper marks the start of a journey towards an education system in which all children benefit from the high standards of the best schools and families of schools, bringing us closer to achieving our literacy and numeracy missions year by year. It will form part of a wider programme of change, alongside the SEND Review, Independent Care Review, Skills for Jobs White Paper and Levelling Up White Paper.

176. As we begin to deliver the changes set out in this white paper, we will work with all our partners across the education system, underpinned by the two core principles of using, building, and sharing evidence, and enabling collaboration so that every child is supported to realise their full potential. We will work at a national, regional and local level to agree next steps and make sure everyone is part of the process to achieve the very best for the children of this country.

177. Looking forwards to 2030, the vast majority of children leaving primary school will have achieved the expected standard in reading, writing and maths, and secondary school children will have improved attainment at GCSE. The children of this country will be taking the next steps in their education and training, equipped with the tools they need to make a success of the next phase, whether it is through A Levels; a T Level, co-designed by employers and based on the best international examples of technical education; or a high-quality apprenticeship. Through the steps this white paper is taking to make sure they benefit from an excellent teacher, high standards, targeted support and a stronger and fairer school system, their careers and future lives will be built on the foundations they need to succeed.









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