

A consultation on school funding reform:

Proposals for a fairer system - Annexes

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This document contains annexes to the Consultation on School Funding Reform: Proposals for a fairer system, published on 19th July 2011.

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Annex A

Schedule 3 regulation 18

Additional factors or criteria which may be taken into account in a local authority's formula under regulation 18

Part 1

- 1.** Special educational needs of pupils determined in a manner that the authority consider appropriate as a means of assessing those needs.
- 2.** Pupils for whom English is not their first language.
- 3.** Turnover of pupils other than as part of the general admissions process at a school.
- 4.** Admission arrangements at a school..
- 5.** The size, condition and characteristics of a school's buildings and grounds relative to those of other schools maintained by the local authority.
- 6.** Where a school has a split site the funding must be in accordance with criteria published by the authority.
- 7.** Such physical facilities, organisational facilities or communications facilities as are found at some schools only.
- 8.** Non-domestic rates payable in respect of the premises of each school (including actual or estimated cost).
- 9.** Use of energy by schools.
- 10.** Rent payable in respect of school premises or payments in respect of the use by a school of facilities not exclusively occupied by that school (including actual or estimated cost).
- 11.** Transport to and from activities outside school premises which form part of the school's curriculum, or transport between the school and other educational facilities attended by pupils (including actual or estimated cost).
- 12.** Hire of facilities outside school premises (including actual or estimated cost).
- 13.** Insurance: the funding must be equal to the amount which would be spent on insurance for the school in question if amounts were not delegated to the governing body for such insurance or, if the authority do not insure, the appropriate proportion of the amount that would have been spent had they insured, to be determined on a basis decided by the authority.
- 14.** Payments in relation to a private finance initiative (including actual or estimated cost).
- 15.** Where a school has been established or has become the subject of a prescribed alteration within the meaning of regulations made under section 18 of the 2006 Act as a result of the closure of one or more schools, a local authority may include a factor in their formula which provides that—(a) an amount may be added to the budget share of the school to reflect all or part of the unspent budget share of the closing school for the funding period in which it closes; or
(b) an amount may be deducted from the budget share of the school to reflect all or part of any deficit in the budget share of the closing school, provided the amount deducted does not exceed any amount determined by the local

authority under regulation 11(6) as the delegated budget of the new school for the period from the opening date to the appropriate date.

- 16.** Where a school is to be discontinued during the financial year or the following financial year.
- 17.** School milk, meals and other refreshment: the authority may not attribute a negative value to any element of this factor.
- 18.** Salaries at a school, the funding of which must be in accordance with a scale published by the authority (including actual or estimated cost), and which include pay arrears due to staff (also including actual or estimated cost).
- 19.** Safeguarding of salaries in accordance with a document referred to in an order under section 122 of the 2002 Act (school teachers' pay and conditions).
- 20.** The differential in recruitment and retention costs in different areas in which schools are located.
- 21.** The need for single payments to be allocated to nursery, primary, secondary or special schools, or any combination of such schools, regardless of size.
- 22.** The need for payments to be allocated to schools, of a size and satisfying other conditions, specified by the authority.
- 23.** Where schools budget shares would otherwise be reduced year-on-year by a percentage figure of 3% or more (determined by the authority), the authority must publish that percentage figure and an explanation of how any amounts using such a factor or criteria will be determined including, if applicable, the use to be made of any sliding scale. Such a factor may not take account of the extent to which a school has spent more than or has not spent all of its budget share in any financial year.
- 24.** Contracts by which the governing body of a school are bound by virtue of a provision in the authority's scheme (including actual or estimated cost).
- 25.** Effect of taxation on schools.
- 26.** Housing development leading to a reduction in numbers on roll at a school of at least 20% within one financial year or armed forces movements leading to any reduction in numbers on roll at a school.
- 27.** Such items of expenditure in connection with provision for pupils registered at other schools as are prescribed by the School Budget Shares (Prescribed Purposes)(England) Regulations 2002(a).
- 28.** Incidence of qualified teachers(b) who have been qualified for fewer than twelve months ("NQTs").
- 29.** Incidence of pupils from ethnic minority groups having below average levels of academic achievement in relation to other pupils in the authority's area, to be determined on a basis decided by the authority.
- 30.** Incidence of nursery classes and places which the authority have reserved for children with special educational needs.
- 31.** Prior attainment of pupils entering a school.
- 32.** Advanced Skills Teachers employed at a school.

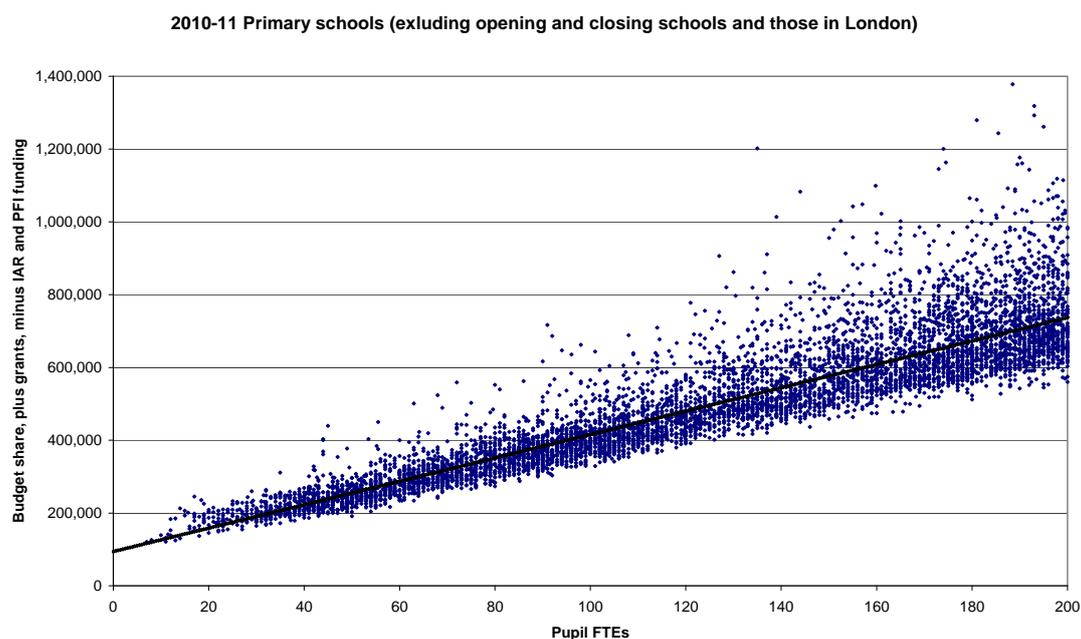
- 33.** Infant classes and places in infant classes not funded under any other provisions.
- 34.** Incidence of any element of teachers' salaries relating to threshold and performance pay (including actual or estimated cost).
- 35.** Payments in respect of gifted and talented pupils.
- 36.** Amount which replicates part of or all of the cash value or formulaic calculation of any sum paid to a school from a specific grant in the previous funding period, where this specific grant has been mainstreamed.
- 37.** Where a school is federated with one or more other schools under section 24 of the 2002 Act.
- 38.** In this Part, any reference to— (a) "pupils" includes children receiving early years provision;
(b) "school" includes a relevant early years provider;
(c) "school premises" includes premises used by a relevant early years provider, whether or not the early years provider is a school.

Annex B

Methodology for calculating a lump sum of £95,000 for Primary Schools

There are some very small schools, which are often limited to how many pupils they can attract, whose existence is necessary to provide a school for local pupils. Those schools may not be financially viable if funded simply on a per-pupil basis because of fixed costs that do not vary with pupil numbers and which at this scale form a large proportion of the necessary budget. Therefore an extra factor is required to protect them. Providing a lump sum as part of a school funding formula would ensure that primary schools would attract a set level of funding regardless of pupil numbers, and would provide small schools with the necessary protections.

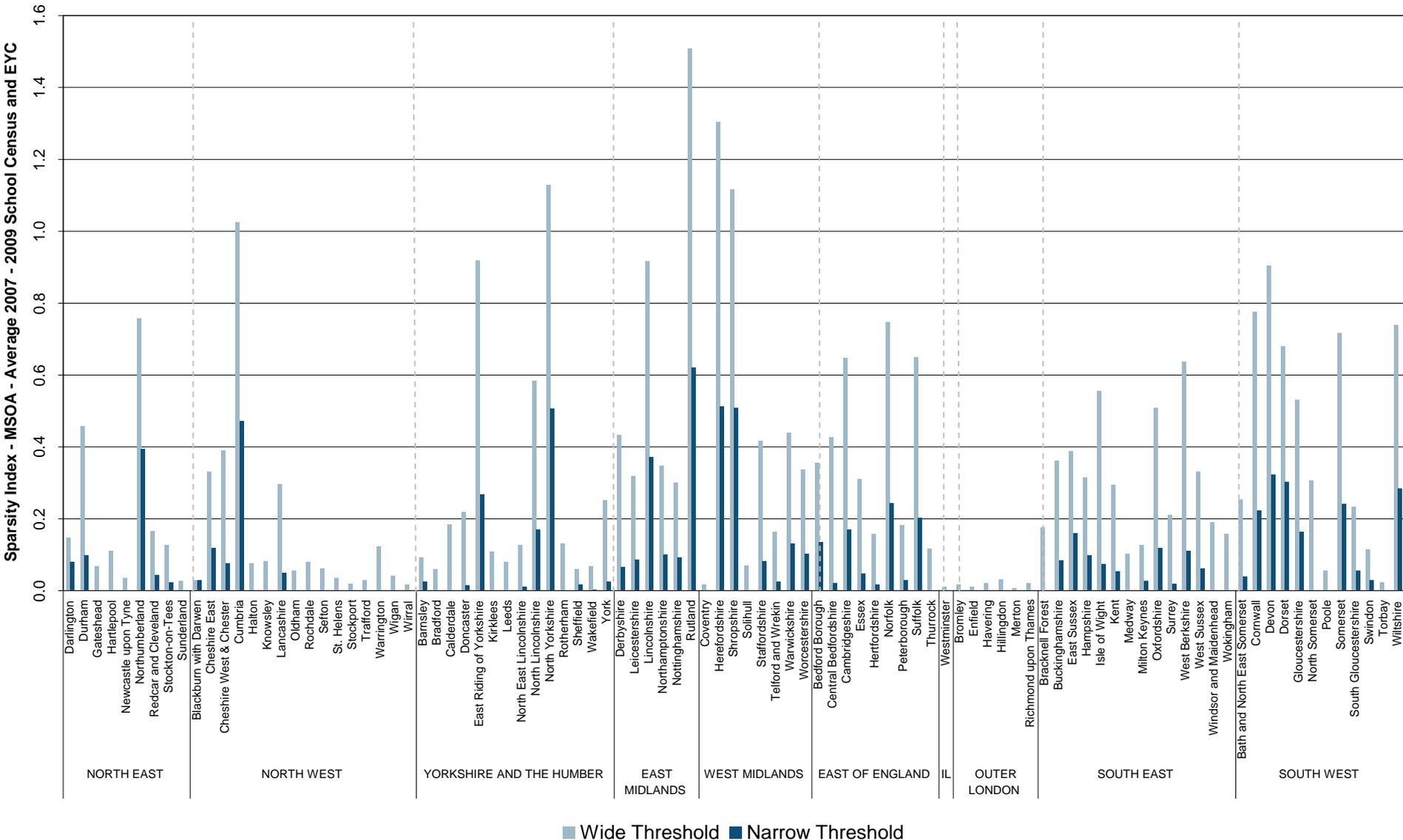
Financial Year 10-11 Section 251 Budget returns for non-London Primary schools (thereby avoiding significant area cost adjustment effects) were used to determine an appropriate lump sum for primary schools. The variation of schools' total school budget share, including grants but excluding individually assigned resources and PFI funding, was explored in relation to school size (see chart). Opening and closing schools which may receive additional funding or have funding for only part of the year were also excluded.



The national trend suggests that a hypothetical school with zero pupils would receive approximately £95,000 as a lump sum. If a lump sum is applied to only small schools a funding cliff-edge is created. To avoid a cliff-edge, each primary school would receive £95,000.

There is more variation in the total funding for secondary schools reducing the appropriateness of this approach for determining a lump sum for secondary schools.

Annex C: The combined Sparsity Index. This measure is calculated at MSOA level using an average of 2007-2009 school and early year censuses for 3 to 10 year olds. The wide and narrow threshold options are shown.



Annex D

Area Cost Adjustments and the Teachers' Pay bands

The cost of providing comparable services in two local authorities will often differ and an area cost adjustment (ACA) provides a mechanism to reflect these different costs. The ACA works as a multiplier in the funding system. The intention is to reflect geographical differences and not local decisions with regard to choices of staffing.

There are three broad approaches to developing an ACA:

1. the general labour market (GLM) approach, which calculates an enhancement based on the wages of employees in general in different areas;
2. the specific cost approach, using actual London weighting payments to teachers and other staff to calculate the enhancement; and
3. an approach based on differences between areas in the cost of living rather than differences in wages and salary levels as with (a) and (b) above.

The general labour market approach considers the relative pay of various groups of workers in different geographical areas with earnings data taken from the Annual Survey of Hours and Earnings. The underlying principle is that teachers and other education workers are part of a general labour market so local authority employers have to compete with other employers, many in the private sector, in order to recruit and retain sufficient staff of the necessary quality. Where private sector wages are higher, local authorities in these areas would need to be compensated with higher funding in order to effectively recruit and retain staff.

The School Teachers' Review Body reviews the four pay bands covering England and Wales. The effect of a pay band structure is to reduce the variation in the direct costs of employing teachers. The pay of non-teaching staff is not subject to a national pay band framework. Within the specific costs approach, local authorities would be given extra resources depending on how much they actually have to pay their staff including the costs of recruitment and retention. The nature of indirect costs and their role in deriving a pure specific costs approach ACA was explored by PwC (2009)¹.

A variety of cost of living measures could be used to determine an ACA. Previous analysis by PwC (2009) explored the viability of using house price data to determine an ACA. As housing is a substantial part of the cost of living, an ACA driven by house prices would attempt to deal directly with the main barrier to recruitment and retention. Whilst in theory an ACA measure can be derived from house prices, the volatility of house prices when compared to salaries runs the risk of introducing instability in the funding

¹ The full PwC research can be found at <http://webarchive.nationalarchives.gov.uk/20100603155746/http://www.teachernet.gov.uk/doc/bank/index.cfm?id=14194>

system. Therefore, this approach is not considered further.

Prior to the Dedicated Schools Grant (DSG), the formula incorporated an ACA based on the economic principle of the General Labour Market which reflected the difference in pay of all staff (both teaching and non-teaching staff) with regard to salaries and additional costs of recruitment and retention. The ACA also contained a factor for differing rates between different areas.

When considering the re-introduction of an explicit ACA factor in the funding system, we need to consider how the ACA interacts with the teachers' pay bands both in terms of reflecting the funding relativities between the pay bands and also with regard to the geography of the pay bands themselves. The cost of teachers' salaries is the single largest element of staff costs and there is therefore a case for the ACA to reflect, at least in part, differences between the pay bands. If that is not the case, changes to the pay bands will not result in changes to funding levels and this could affect the ability of local authorities to implement such changes.

The teachers' pay bands cover the following local authority groupings:

- Inner London: Barking & Dagenham, Brent, Camden, City of London, Ealing, Greenwich, Hackney, Hammersmith, Haringey, Islington, Kensington & Chelsea, Lambeth, Lewisham, Merton, Newham, Southwark, Tower Hamlets, Wandsworth and Westminster
- Outer London: Barnet, Bexley, Bromley, Croydon, Enfield, Harrow, Havering, Hillingdon, Hounslow, Kingston, Redbridge, Richmond, Sutton and Waltham Forest
- The London 'Fringe' consisting of:
 - Unitary authorities of Bracknell Forest, Slough and Windsor and Maidenhead in Berkshire;
 - Districts of South Buckinghamshire and Chiltern in Buckinghamshire;
 - Districts of Basildon, Brentwood, Epping Forest, Harlow and the unitary authority of Thurrock in Essex
 - Districts of Broxbourne, Dacorum, East Hertfordshire, Hertsmere, St Albans, Three Rivers, Watford and Welwyn Hatfield in Hertfordshire;
 - Districts of Dartford and Sevenoaks in Kent;
 - County of Surrey
 - District of Crawley in West Sussex
- The Rest of England and Wales consisting of, for the purposes of this document, the remaining English local authorities.

The current DCLG ACA geographies used for the education ACA with the DCLG Formula Grant are as follows:

- City of London
- Inner London: Camden, Greenwich, Hackney, Hammersmith, Islington, Kensington & Chelsea, Lambeth, Lewisham, Southwark, Tower Hamlets, Wandsworth and Westminster
- Outer – West: Barnet, Brent, Ealing, Harrow, Hillingdon, Hounslow, Kingston, Merton, Richmond and Sutton
- Outer – Rest: Barking & Dagenham, Bexley, Bromley, Croydon, Enfield, Haringey, Havering, Newham, Redbridge and Waltham Forest

This shows that there is some misalignment between the two geographies. In particular, Brent, Barking and Dagenham, Ealing, Haringey, Merton and Newham are assigned to outer London DCLG ACA regions but are included in the Inner London pay band.

Options for the Area Cost Adjustment

The existing GLM approach for deriving the ACA, noting the geography mismatch with the teachers' pay bands above, remains an established option for consideration.

The specific cost approach relies on good sources of data for all of the elements it covers. However, there is insufficient evidence regarding the indirect costs of employment of teachers and both the direct and indirect costs of non-teachers. This prevents consideration, at this time, of a pure specific costs approach ACA.

We do have specific costs information of the direct costs of teachers. Therefore it is possible to construct a combined ACA based upon both the specific costs approach to reflect what is known about salary expenditure and using the GLM approach as a proxy for non-teachers pay as well as the indirect costs for both teachers and non-teachers.

General Labour Market ACA

The GLM approach works on the basis that the school labour market operates as part of the wider labour market. Controlling for factors such as age, gender and sector of employment, ordinary least squares regression is used to determine the effect that the employee's local authority of residence has on level of wage. For each geographical area within the analysis, the ACA can then be produced.

The GLM ACA for each local authority, based on analysis of the Annual Survey of Hours and Earnings data (a survey of pay for employees across industries and occupations over the country) driving the 2008-11 DCLG GLM factors, is shown in the charts at the end of this section. The latest available

ACA values would be used for allocation purposes; details of the DCLG method can be found on their website (<http://www.local.communities.gov.uk/finance/1112/grant.htm>). Without modifying the London ACA area geographies, the mismatch to teacher pay bands remains.

Combined ACA

Using teachers' pay band data we are able to construct a combined ACA that brings together the benefit of using specific costs for the largest part of the wage bill whilst retaining a link to economic theory for the other parts of the wage bill where we do not have detailed data.

In the combined approach, the direct costs actually being incurred by employing teachers form the main, specific costs approach part of the ACA. The remainder, using the GLM approach, covers the direct costs of non-teaching staff as well as the indirect costs associated with teachers. To determine the proportions of the GLM and specific costs approach for teachers' direct costs to use, analysis of Section 251 Outturn for 2007-8 was undertaken.

This analysis, which will be updated to reflect the latest available data, considered the following S251 Outturn reporting lines and split these into Teachers Pay, Other Pay and Non-Pay:

- Teaching Staff (E01) is all Teachers' Pay, except for Teaching staff allowances (calculated by PwC (2009) to be £235m) which is Other Pay.
- Supply Teaching Staff (E02) and Agency Supply Teaching Staff (E26) are all Teachers' Pay.
- Cost of recruiting teachers (additional line) is Other Pay, this was calculated to be £67m by PwC (2009).
- Education Support staff (E03), Premises Staff (E04), Admin Staff (E05), Catering Staff (E06), Other Staff (E07) and Development and Training (E09) are Other Pay.
- Indirect Employee Expenses (E08), Supply Teacher Insurance (E10) and Staff Related Insurance (E11) were split proportionally between Teachers' Pay and Other Pay. This split was calculated to be 68:32.
- It was assumed that Building maintenance (E12), Grounds maintenance (E13), Cleaning and Caretaking (E14) & Bought-in professional Services Curriculum/Other (E27/E28) would be split between Other Pay and Non-Pay. In order to calculate the split we looked at the accounts of a selection of companies that are contracted by local authorities to perform these services (following

- Water and Sewerage (E15), Energy (E16), Rates (E17), Other occupation costs (E18), Learning Resources (E19), ICT Learning Resources (E20), Examination Fees (E21), Admin Supplies (E22), Other Insurance Premiums (E23), Special Facilities (E24), Catering supplies (E25) & Loan Interest (E29) were all non-Pay.
- Community focused extended school staff/costs (E31/E32) were ignored on the basis that they are not to be funded from the Schools Budget.

This analysis suggested that the ratio of teachers' pay to other pay and non-pay expenditure was 56%:27%:17%. Alternatively, of the 83% of expenditure on labour, 68% was spent on teachers and 32% was spent on non-teachers. Therefore, for a combined ACA the teacher pay band data should take a weighting of 68% and the GLM should carry a 32% weighting.

This approach provides a solution to the geography mismatch between the GLM geographies and the teachers' pay bands as those authorities in outer London but who pay inner London pay have this reflected in the specific costs section of the ACA.

The combined ACA for each local authority, based on the GLM data as presented above combined with specific costs data for teachers(calculated by PwC 2009) with the weightings determined from Section 251 Outturn FY2007-08, is shown in the following chart. If adopted, the combined ACA would be updated to reflect the latest specific costs data and GLM factors possible.

Annex E

Proposed functions within each block

The consultation seeks views on which functions will be in each block outlined in chapter 4. (Those items in italics are currently within the schools budget).

1. Schools Block	
<p>Block 1a</p> <p>Responsibility of Schools and Academies</p> <p><i>Staff costs*</i> <i>Premises costs*</i> <i>Learning resources*</i> <i>Supplies and services*</i> <i>Finance*</i> <i>HR*</i> <i>Payroll*</i> <i>ICT support*</i> <i>Legal services*</i> <i>Caretaking and cleaning*</i> <i>Building maintenance*</i> <i>Day to day health and safety compliance*</i> <i>Training and professional development*</i> <i>Governor training*</i> <i>Grounds maintenance*</i> <i>Staff absence cover* (except for limited central retention)</i> <i>Premature retirement costs (unless agreed otherwise by LA)</i> <i>Funding threshold and performance pay**</i> <i>14-16 practical learning options**</i> <i>School meals**</i> <i>Extended services/community facilities (other than joint use)**</i> <i>Admissions authority functions (where a school is its own admissions authority)</i> <i>Securing careers guidance</i> <i>Support for pupils with low cost high incidence SEN below the threshold</i></p>	<p>Block 1b</p> <p>Could be delegated or centrally retained for maintained schools, but would be within academy budgets</p> <p><i>Support for schools in financial difficulties</i> <i>Allocation of contingencies</i> <i>Free school meals eligibility</i> <i>Insurance</i> <i>Licences/subscriptions</i> <i>Supply cover – long-term sickness, maternity</i> <i>Support for minority ethnic pupils or underachieving groups</i> <i>Support for low cost high incidence SEN</i> <i>Behaviour support services</i> <i>Library and museum services</i></p>

<p>Block 2</p> <p>High Need Pupils</p> <p><i>Provision for pupils above threshold - individually assigned resources (can be delegated)</i></p> <p><i>Special schools (delegated budget)</i></p> <p><i>Special units in maintained schools (delegated budget)</i></p> <p><i>Pupil Referral Units</i></p> <p><i>Independent special school fees</i></p> <p><i>Inter-authority recoupment</i></p> <p><i>Support services for high cost low incidence SEN (could be contracted to special schools/special units)</i></p> <p><i>SEN support for children under five</i></p> <p><i>Education out of school and other alternative provision</i></p>	<p>Block 3</p> <p>Early Years</p> <p><i>Early Years Single Funding Formula</i></p> <p><i>Central expenditure on under 5s</i></p>
<p>Central Services block (Block 4)</p> <p><i>Co-ordinated admissions scheme</i></p> <p><i>Servicing of schools forums</i></p> <p><i>Supply cover for LA-wide trade union and other public duties</i></p> <p><i>Carbon Reduction Commitment</i></p> <p><i>Schools forum approved DSG funding of non-schools budget items:</i></p> <ul style="list-style-type: none"> <i>Contribution to combined budgets</i> <i>SEN transport</i> <i>Termination of employment costs</i> <i>Capital expenditure funded from revenue</i> <i>Prudential borrowing costs</i> 	

5. LA block (Formula Grant)

Block 5a	Block 5b
<p>Responsibility of local authority for all maintained schools and Academies</p> <p>Mainstream home to school transport Strategic capital and school place planning Management of PFI contracts (including academies which have converted since the contracts were signed) and landlord premises functions for relevant academy leases Education Welfare service – prosecutions for non-attendance, tracking children missing from education Responsibilities for home educated pupils Pupil support Co-ordination of early years provision and other duties under the Childcare Act Commissioning of children’s centres Strategic planning of children’s services including DCS Inherited ongoing termination of employment costs Provision for disabled children Specialist equipment Educational Psychology service (this does also support other pupils) Statutory assessment procedures SEN monitoring and quality assurance Securing information and mediation services, including Parent Partnership SEN home to school transport</p>	<p>Responsibility of local authority for all maintained schools, but within Academy budgets (LACSEG)</p> <p>School improvement Asset management (other than strategic capital planning) including health and safety Other landlord premises functions (in the case of community schools) Education welfare service (excluding prosecutions) Redundancy costs (unless good reason to charge to school) Internal and external audit Financial accounting requirements – including accounts, returns, VAT returns Financial assurance Procurement advice and compliance Teachers pension returns and local government pension scheme administration Strategic HR employer functions (in the case of community schools) Appointment of LA governors Joint use arrangements Music services Visual and performing arts Outdoor education</p>

* - already within delegated budgets

** - currently optional central retention

Annex F

Proposed allocation to blocks of 2011-12 section 251 statement lines

1.0.1 Individual Schools Budget	Proposed location in future blocks
1.0.2 Pupil premium allocated to schools	n/a
1.0.3 Pupil premium managed centrally	n/a
1.0.4 Threshold and Performance Pay (Devolved)	Schools Block
1.0.5 Central expenditure on education of children under 5	Early Years Block
1.1.1 Support for schools in financial difficulty	Schools block (discretion)
1.1.2 School specific contingencies	Schools block (discretion)
1.1.3 Early Years contingency	Early Years block
1.2.1 Provision for pupils with SEN (including assigned resources)	High Needs pupils block
1.2.2 SEN support services	High Needs pupils block
1.2.3 Support for inclusion	High Needs pupils block
1.2.4 Fees for pupils with SEN at independent special schools & abroad	High Needs pupils block
1.2.5 SEN transport	Central Services block
1.2.6 Fees to independent schools for pupils without SEN	High Needs pupils block
1.2.7 Interauthority recoupment	High Needs pupils block
1.2.8 Contribution to combined budgets	Central Services block
1.3.1 Pupil Referral Units	High Needs pupils block
1.3.2 Behaviour Support Services	Schools block (discretion)
1.3.3 Education out of school	High Needs pupils block
1.3.4 14-16 More practical learning options	Schools block
1.4.1 Support to underperforming ethnic minority groups and bilingual learners	Schools block (discretion)
1.5.1 - School meals - nursery, primary and special schools	Schools block
1.5.2 Free school meals eligibility	Schools block (discretion)
1.5.3 Milk	Schools block
1.5.4 School kitchens repair and maintenance	Schools block
1.6.1 Insurance	Schools block (discretion)
1.6.2 Museum and Library Services	Schools block (discretion)
1.6.3 School admissions	Central Services block
1.6.4 Licences/subscriptions	Schools block (discretion)
1.6.5 Miscellaneous (not more than 0.1% total of net SB)	Schools block
1.6.6 Servicing of schools forums	Central Services block
1.6.7 Staff costs supply cover (not sickness)	Schools block (discretion)
1.6.8 Supply cover long term sickness	Schools block

1.6.9 Termination of employment costs	Central Services block
1.6.10 Purchase of carbon reduction commitment allowances	Central Services block
1.7.1 Other Specific Grants	n/a
1.8.1 Capital Expenditure from Revenue (CERA) (Schools)	Schools block (discretion)
1.8.2 Prudential borrowing costs	Schools block (discretion)
2. OTHER EDUCATION AND COMMUNITY BUDGET SPECIAL EDUCATION	
2.0.1 Educational psychology service	Formula grant
2.0.2 SEN administration, assessment and coordination	Formula grant
2.0.3 Therapies and other health related services	Formula grant
2.0.4 Parent partnership, guidance and information	Formula grant
2.0.5 Monitoring of SEN provision	Formula grant
2. OTHER EDUCATION AND COMMUNITY BUDGET LEARNER SUPPORT	
2.1.1 Excluded pupils	Formula grant
2.1.2 Pupil support	Formula grant
2.1.3 Home to school transport: SEN transport expenditure	Formula grant
2.1.4 Home to school transport: other home to school transport expenditure	Formula grant
2.1.5 Home to post16 provision transport: SEN/ LLDD transport expenditure (aged 1618)	Formula grant
2.1.6 Home to post16 provision transport: SEN/ LLDD transport expenditure (aged 1925)	Formula grant
2.1.7 Home to post16 provision transport: other home to post 16 transport expenditure	Formula grant
2.1.8 Education welfare service	Formula grant (part LACSEG)
2.1.9 School improvement	Formula grant (LACSEG)
2. OTHER EDUCATION AND COMMUNITY BUDGET ACCESS	
2.2.1 Asset management education	Formula grant (part LACSEG)
2.2.2 Supply of school places	Formula grant
2.2.3 Music services	Formula grant (LACSEG)
2.2.4 Visual and performing arts (other than music)	Formula grant (LACSEG)
2.2.5 Outdoor education including environmental and field	Formula grant (LACSEG)

studies (not sports)	
7. Local Authority Education functions	
7.0.1 Statutory/ Regulatory Duties	Formula grant (part LACSEG)
7.0.2 Premature retirement costs/ Redundancy costs (new provisions)	Formula grant (LACSEG)
7.0.3 Existing early retirement costs	Formula grant
7.0.4 Residual pension liability (eg FE, Careers Service, etc)	Formula grant
7.0.5 Joint use arrangements	Formula grant (LACSEG)
7.0.6 Insurance	Formula grant
7.0.7 Monitoring national curriculum assessment	Formula grant (LACSEG)
7. Local Authority Education functions SPECIFIC GRANTS	
7.1.1 Other Specific Grant	n/a
7.2.1 Capital Expenditure from Revenue (CERA) (LA Education Functions)	Formula grant

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