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# **THE MAYOR'S EDUCATION INQUIRY FIRST REPORT**

**LONDON CONTEXT AND CALL FOR EVIDENCE**

**FEBRUARY 2012**

**MAYOR OF LONDON**

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**Greater London Authority  
February 2012**

Published by  
Greater London Authority  
City Hall  
The Queen's Walk  
More London  
London SE1 2AA

[www.london.gov.uk](http://www.london.gov.uk)

enquiries 020 7983 4100  
minicom 020 7983 4458  
ISBN 978-1-84781-493-7

Copies of this report are available at:

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The Education Inquiry Panel would like to acknowledge the support of officers in the Secretariat (Children & Young People's Unit, GLA) for their work in drafting this report with Panel Members. Particular support has also been received from the GLA Intelligence Unit and Department for Education officials.

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# Mayor's foreword

### Foreword by the Mayor of London

Giving every child the chance to succeed is key to my ambition to making London the best capital city in the world.

There are significant changes taking place in education today and it is in this context that I have launched this important Inquiry. The Government is introducing far-reaching reforms to schools in the UK, and there is a clear demand from employers, universities and parents for improved standards. Whilst London has seen a steady improvement in results in recent years, we must go further if we are to remain a leading global city.

The staging of the Olympics this year and the backdrop of an uncertain global economic outlook make it even more timely to consider how to enable young people to play their full part in the future of the city. Sadly too many leave school without the skills, knowledge and qualifications they need to do so.

Some of our schools have cracked the magic formula that brings out the best in every child, regardless of their ability. They broaden their students' intellectual horizons and enable even the most disadvantaged young Londoners to go for the best universities or professions. There are other schools that need to improve. I hope this report will show how this can happen, and make clear recommendations on what role the GLA and other agencies can play to support this.

The school population is also growing fast, with serious repercussions for planning and development in London. This Inquiry will present a city-wide perspective on the issues and consider how free schools and academies will be part of the solution.

I am grateful to Tony Sewell and the members of this panel for giving their time and expertise to this work. They bring vast amounts of experience of teaching in London, and I know they will not shrink away from asking the tough questions. I also welcome the support of the Secretary of State, Michael Gove, for this Inquiry and his willingness to consider its conclusions.

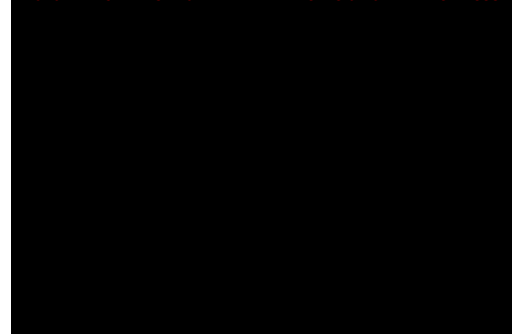
All of us agree that we can and should do more to improve schools in London – for children of all backgrounds.



**Boris Johnson**

Mayor of London

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# Chair's foreword

## Foreword from the Chair

I am excited at the prospect of leading the Mayor's Education Inquiry over the next seven months, along with my fellow panel members.

The establishment of this Inquiry very much responds to the need for improvement. London is a world leader in science, culture and business, and so our school system needs to keep up the pace. Our students will be competing with the best from around the world. For this reason, we believe it is important to 'look under the rug' of education in London and, where necessary, reveal a discomfiting reality.

In this first report we have attempted to set the context, think big and ask some challenging questions. In the final report we will look further at examples of good practice and develop some very practical recommendations to ensure high quality teaching and learning in the capital.

There are certain assumptions that guide our approach: children benefit from a broad liberal education; good schools achieve a careful balance of assessment and learning for learning's sake; partnerships can be enriching and beneficial; and good teaching is closely interrelated to good behaviour. It is clear, too, that what often holds these vital elements together is leadership, ethos and the quality of teaching. Great schools achieve great results, but also take care to build character, offer a rich array of cultural and sporting experiences, bring in outside speakers, offer work experience and push their children to go for the top universities or, increasingly, high quality apprenticeships.

There are some excellent state schools in the capital but our education system is facing some serious challenges: the need for growth and investment, raising aspiration, improving discipline and stretching children from all backgrounds. We are concerned at the discernible 'unevenness' in London's education system – whether between London boroughs, between adjacent schools or by ethnicity or disadvantage. Schools with similar ethnic and socio-economic mixes of students can achieve different results, suggesting that great schools can often overcome social, cultural or economic barriers.

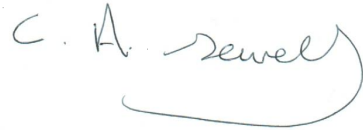
Much good practice now exists in London. This creates a tremendous opportunity for sharing ideas and strengthening school leadership. We want to explore strategic ways to support schools to improve.

As someone with over twenty years of experience in education, including in inner London, I believe this Inquiry is very timely and I am glad the Mayor of London has made it one of his priorities.

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I hope that many of you - whether you are a parent, teacher, employer, academic, or a young person – find our first report thought-provoking, and that you will respond to our call for evidence with your own thoughts.

A handwritten signature in black ink that reads "C. A. Sewell". The signature is written in a cursive style with a large, sweeping flourish at the end of the word "Sewell".

**Dr Tony Sewell**

Chair



# Executive summary

## Introduction

London is a city of ideas and invention, famous throughout the world for its cultural, artistic and scientific achievements. We quite rightly expect to be leaders in education. However, **if London schools had a report card, it might read, "Heading in the right direction, but not good enough"**.

Whilst London schools have seen improvements in exam results in recent years, there are still areas of weakness that need to be addressed if our city is to remain a global leader.

## Background to the Inquiry

The Mayor of London announced on 10 November 2011 that he was establishing an **Education Inquiry to explore the critical challenges facing London's primary and secondary schools and make practical recommendations for key stakeholders, including Government and local boroughs.**<sup>1</sup>

The GLA is the strategic authority for London and works collaboratively with a range of agencies, including boroughs, Government, and the business, cultural and voluntary and community sectors.

Whilst the Mayor does not have statutory responsibilities in the area of education, he does have a responsibility to promote the social and economic development of the city. Upon election in 2008, the Mayor made a strong commitment to prioritising young people in the capital by expanding their opportunities, as well as addressing the serious issues of youth violence.

## Who is conducting the Inquiry?

- **Dr. Tony Sewell** (Chair) – Chief Executive, Generating Genius
- **Joan Deslandes** - Head Teacher, Kingsford Community School
- **Barbara Harrison** - International Education Consultant
- **Professor Dennis Hayes** - Professor of Education, University of Derby
- **Anthony Morrell Little** - Head Master, Eton College
- **Robert McCulloch-Graham** - Director of Children's Services, London Borough of Barnet, ALDCS (Association of London Directors of Children's Services)
- **Greg Martin** - Executive Head, Durand Academy
- **Munira Mirza** - Adviser on Culture and Youth, Mayor's Office, GLA
- **Erica Pienaar** - Executive Head Teacher, Leathersellers' Federation of Schools
- **Laraine Smith OBE** - Principal and Chief Executive, Uxbridge College
- **Frankie Sulke** - Director of Children's Services, London Borough of Lewisham, ALDCS.

The work of the Inquiry Panel is being supported by a policy and administrative Secretariat of the Children and Young People's Unit at the GLA. The Secretariat can be contacted at: [educationinquiry@london.gov.uk](mailto:educationinquiry@london.gov.uk).

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<sup>1</sup> Whilst the Inquiry will focus primarily on schools, it is understood that many of these issues cannot be seen in isolation from London's FE sector where many 14-19 year olds are based. This cross-over is reflected in the membership of the Inquiry Panel.

Fuller biographies of the Chair and Panel Members are available on the Education Inquiry website at: <http://www.london.gov.uk/priorities/young-people/education-training/mayors-education-inquiry>

## Key themes and questions

### *London context*

- **The social and economic context of London schools is very different to those in the rest of the UK.** Approximately two thirds of children in London state schools are from an ethnic minority background, compared to less than one third in the rest of the UK.
- **Half of all London state school children hold English as a second language, compared with 17 per cent in the rest of the UK.**
- **One in four London school children in maintained schools is eligible for Free School Meals**, 8 percentage points higher than the rate for England. The rate of pupils in inner London on Free School Meals is 16 percentage points higher than in outer London.
- **The total population is predicted to grow by 15 per cent over the next 20 years** (an addition of 1.2m people) in London.

### *Good school places, funding and structures*

- The London population is growing fast, meaning **an additional 70,000 school places are needed over the next four years**. Some boroughs have considered teaching in shift patterns and one has even argued to expand the legal minimum classroom size.
- **Planned changes in funding arrangements would mean a reduction of average funding per pupil in London.** At present, London schools receive from the Government on average 20 per cent more than elsewhere, rising to 50 per cent in Hackney, Camden and Tower Hamlets.
- **One third of London families did not manage to get their child into their first choice school in 2011** which is double the proportion in the rest of the country.
- The Inquiry Panel is interested in how schools can find creative ways of addressing the shortage of school places, maximising resources and generating more revenue. It will also ask what strategic support is needed to help improve coordination of admissions and growth of free schools in London.

### *Education standards and under attainment*

- **Standards in the capital overall are rising faster than in any other part of the country with 62 per cent of state-school educated children achieving 5 A\*-C GCSEs including English and Maths, compared with 58 per cent in the rest of the UK.**

- **This still means that 28,000 (four in ten) London state school children do not achieve 5 A\*-C GCSEs including English and Maths**, a minimum needed for good life chances.
- **Children on Free School Meals do better in London than elsewhere in England.**
- **Just 18 per cent of London school children achieved the EBacc (English Baccalaureate)**, only slightly higher than 15 per cent nationally. This is despite considerable investment in London schools over the last decade.
- **In London, 24% (around 19,000 pupils) failed to achieve level 4 (the expected level) in both English and maths** at Key Stage 2 in 2011, which compares with 26% in England.
- **There is notable variation in the rates of attainment amongst different ethnic groups.** Chinese and Asian children achieve the highest results. However, because of London's complex diversity, there is also variation within ethnic groups. For example, Black Nigerian and Ghanaian children are almost three times as likely to reach the national benchmark as those from Black Congolese or Black Angolan backgrounds.
- Although sports and music can help support the whole development of children and create a sense of ethos in a school, **far fewer children in state schools play competitive sport or learn a musical instrument than in the independent sector.**
- 64,000 children are taking formal music qualifications in state secondary schools in 2011-12, but nearly 40 per cent of these students come from just 10 per cent of London's schools (43 schools). Only 10 per cent of state schools reported in the GLA's Music Education Audit (2011-12) that over half of their children were continuing to learn musical instruments after initial lessons funded by the Government's Wider Opportunities scheme.
- There is an 84 per cent London participation rate among pupils aged 5-16 for completing at least 120 minutes of curriculum PE per week and 709,000 (75 per cent) Years 1 -13 students participated in intra-school competition (2009/10 figures). Yet, in the Beijing Olympics, over a third of the Team GB medal winners were privately educated.
- The Inquiry will probe the variation in standards between boroughs, schools and groups of children within London. It will explore which initiatives help improve literacy in schools, the relationship between primaries and secondaries, and what factors enable great schools to 'buck the trend'.

#### *Behaviour and attendance*

- **There is no concrete evidence that London schools experience worse behaviour than elsewhere in the UK.** Rates of permanent exclusion and the percentage of schools receiving Ofsted ratings as 'good' or 'outstanding' for standards of behaviour and attendance are similar to other regions.

- **However, London schools experience higher pupil turnover, which can disrupt classroom dynamics and create a 'chaos factor'**. London also has higher rates of children in care, child poverty and special educational needs, which can contribute to behaviour issues.
- **Behaviour is linked to other social problems in London.** Of children brought before the courts following the August 2011 riots, on average they missed almost one day of school per week and were more likely to have been excluded from school at least once<sup>2</sup>.
- The Inquiry will explore how good schools address behaviour and attendance, the role of alternative provision and 'managed moves'. It will also look at what can be done strategically to support schools to address behaviour and attendance issues.

#### *Preparation for life in a global city*

- **London has lower rates of children aged 16-18 who are not in education, employment or training (NEET) (4 per cent) than the England average (6 per cent).** Yet, there is wide variation across London boroughs from 3 per cent to 8 per cent and **the NEET figure increases to 18 per cent and around 159,000 for the whole 16-24 age group.**
- **By 2020, half of all jobs in London will require degree level qualifications.** Yet school children from poorer boroughs are less likely to go to the most research-intensive universities (Russell Group and 1994 Group) – 15 per cent of students in Newham, for example, compared with 40 per cent in Richmond.
- **Study of STEM subjects (science, technology, engineering or maths) and modern foreign languages is low in London state schools.** In 2011, 46 per cent of GCSE students took a language GCSE (compared with 39 per cent in England as a whole), 63 per cent attempted two science GCSEs (62 per cent for England) and just one fifth of students took triple science GCSEs.
- The Inquiry will examine how to increase the number of school children in London studying STEM and modern foreign languages, the key challenges in delivering careers education for young people and the scope for a 'London curriculum' to encourage more children to learn about their city.

#### *Partnerships*

- **Some London schools are working to create new and innovative partnerships for a variety of reasons:** to encourage greater interaction with children from other schools and different backgrounds; to develop links with businesses and universities that can offer mentoring, advice, and work experience; or to improve the provision of sports, arts, and extra academic support.

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<sup>2</sup> Riots Communities and Victims Panel, 5 Days in August: An interim report on the August 2011 English riots, 2012 (p.11).

- The Inquiry will explore what more can be done to encourage state schools to seize the opportunity to work with partner organisations and how to encourage more of these organisations to work with London schools.

**Next steps and call for evidence**

Please see chapter 6 for full details of how to respond to the Inquiry's call for evidence.

# Introduction and context

### **Background to the Inquiry**

The Mayor of London announced on 10 November 2011 that he was establishing an Education Inquiry to explore the critical challenges facing London's primary and secondary schools and make practical recommendations for key stakeholders, including Government and local boroughs.<sup>3</sup>

This first report sets out the London context for education and the five key themes the Inquiry Panel will pursue:

- 'Funding, structures and good school places'
- 'Education standards and under-attainment'
- 'Behaviour and attendance'
- 'Preparing young people for life in a global city'
- 'Developing partnerships' – cross-cutting theme

The panel has issued a call for evidence and open consultation (see chapter 6) and will produce a final report in September 2012.

### **The role of the Mayor and GLA in education in London**

The GLA is the strategic authority for London and works collaboratively with a range of agencies, including boroughs, Government, and the business, cultural and voluntary and community sectors.

Whilst the Mayor does not have statutory responsibilities in the area of education, he does have a responsibility to promote the social and economic development of the city. Upon election in 2008, the Mayor made a strong commitment to prioritising young people in the capital by expanding their opportunities, as well as addressing the serious issues of youth violence.

In 2008 he established, in partnership with an experienced academy provider, his Mayoral Academies programme to turn around poor performing schools in disadvantaged areas. There are currently two Mayoral Academies in Enfield and one in Bexley.

The GLA funds a range of youth programmes that support young people's transition to adulthood – mentoring, apprenticeships, internships, volunteering and the chance to be involved in the uniformed youth groups. It also actively supports positive activities for young people – establishing a London-wide music education programme reaching some 20,000 young people across London and a sports investment programme worth £39m which is engaging over 200,000 Londoners in sport, as well as training over 10,000 Londoners (many of them young people) as coaches, volunteers and officials. The Mayor's Fund and the Mayor's Fund for Young Musicians are two independent charities set up under the Mayor's auspices, to support activities for disadvantaged young people.

For a list of current GLA projects and upcoming work, please visit [www.london.gov.uk/youngpeople](http://www.london.gov.uk/youngpeople) and <http://www.london.gov.uk/teamlondon>

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<sup>3</sup> Whilst the Inquiry will focus primarily on schools, it is understood that many of these issues cannot be seen in isolation from London's FE sector where many 14-19 year olds are based. This cross-over is reflected in the membership of the Inquiry Panel.



### The London context

London is a city famous for its intellectual, scientific and cultural achievements. We have more museums than Paris, more bookshops than New York, and more of the world's top universities than any other major city.

We are a highly cosmopolitan capital and welcome talented people from around the globe. Our city will soon be the world stage for the Olympic and Paralympic Games and the bid was won on the basis of the capital's reputation as a nexus of globalisation, innovation and culture.

For a city so rich in invention and innovation, we quite rightly expect to be leaders in educational achievement. So is this the case? If London schools had a report card, it might read, "Heading in the right direction, but not good enough".

For example, whilst GCSE results in London have improved in recent years at a faster pace than the rest of England, nearly four in ten London school children still do not achieve 5 grades A\*-C including GCSE English and Maths - the minimum level needed for good life chances.

London does have some outstanding schools that make a significant difference to the lives of the poorest pupils. The 2010/11 Ofsted Annual Report stated that out of 85 schools serving pupils from the most deprived families and judged outstanding in England, one third were in London.<sup>4</sup>

Every year London families face the challenge of finding good school places for their children. After their formative years including in early years settings and primary school, nearly one in five young people start at secondary school unable to read and write at the expected level. Employers and universities complain about the knowledge and skills of school leavers. Parents are increasingly concerned about behaviour, truancy and exclusion rates.

Much of education policy, understandably, has tended to focus on failing schools, but there is also concern about the 'middle majority'. In extra-curricular areas such as music, the arts, or sports, provision can be very patchy.

The long term social and economic cost of these problems is significant in London: young people who are unable to compete for highly skilled jobs or a significant minority who cannot gain employment at all, perhaps leading to involvement in crime and gangs. Just as important are those young people whose talents and abilities have not been developed enough to enable them to fulfill their ambitions and contribute as much as they can to society.

The pace of demographic change in the city and the Government's recent reforms for schools also make this a timely moment to consider the key issues facing London. This section explores the context of London's schools and what characteristics distinguish it from the rest of England.

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<sup>4</sup> The Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2010/11, 2011

*Key data*

London has a large, young and highly diverse population:

- London is home to 1,276,000 children and young people: 457,500 (36 per cent) live in inner London and 817,500 (64 per cent) live in outer London.
- The population size of boroughs varies enormously. For example, Croydon has a population of 347,000, whilst Kingston has a population of 157,000.
- Average gross annual pay in each borough varies enormously – £46,000 in Kensington and Chelsea, in contrast to £29,000 in Hounslow, Enfield and Lewisham.

Within this social and economic context there are many different types of school:

- There are 1,779 maintained primary schools throughout London – 687 in inner London and 1,092 in outer London.
- There are 353 maintained secondary schools (not including academies) – 118 in inner London and 235 in outer London.
- London has a very high proportion of independent schools (520) compared to the rest of England (2415), being home to more than one in five of all independent schools in England. In total, 134,145 children attend independent schools in London.
- London has a slightly higher proportion of academies compared with the rest of England, having 219 out of 1,560 nationally<sup>5</sup> – 56 in inner London and 163 in outer London.
- There are currently nine Free Schools open in London: seven at primary, one at secondary and one all-through school.
- There are approximately 22 federations of schools, across at least 14 boroughs, in London.
- New 'studio schools' due to open in London are the Fulham Enterprise Studio (Hammersmith and Fulham) and Parkside Studio School (Hillingdon).<sup>6</sup>
- There are 331 maintained schools with sixth forms and 121 independent school sixth forms in London. Additionally, 38 further education colleges and 12 sixth form colleges in the capital are funded by the Young People's Learning Agency.
- The Higher Education Statistics Agency recognises 42 Higher Education Institutions in the capital.

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<sup>5</sup> Academy numbers at 1<sup>st</sup> February 2012.

<sup>6</sup> The Department for Education (DfE) has announced approval of 12 new studio schools to bridge the gap between schools and work, which are to open in the 2012/13 academic year.

The profile of London children in maintained schools is also markedly different to the rest of the UK. A far higher proportion is from low income and minority ethnic backgrounds.

- 31 per cent of children in primary and 34 per cent of children in secondary schools are from a White British background, compared to 73 per cent and 77 per cent respectively for the rest of England. In inner London, only 19 per cent of primary school children are white British.<sup>7</sup>
- 55 per cent of all primary aged children in inner London do not hold English as a first language. The overall figure for London is 46 per cent, significantly higher than the England average at 17 per cent.
- 49 per cent all pupils at secondary schools in inner London have a language other than English as their first language. For London as a whole, secondary school children are three times more likely to have English as an additional language (EAL) than nationally (*see Figures B4 and B5 in Appendix B*).
- 25 per cent of children in maintained schools in London are eligible for Free School Meals, eight percentage points higher than the rate for England. Pupils at schools in inner London are 16 percentage points more likely to be eligible for Free School Meals than those in outer London. In total, there are 148,530 children in London taking Free School Meals.
- Over 22,000 young people in London aged under 18 are estimated to be carers for an ill or disabled relative for 20-50 hours a week or more<sup>8</sup>, which can have a major impact on their education.

There seems to be a clear correlation between poverty and educational attainment (see Chapter 4). Even relatively wealthy boroughs struggle to achieve high educational results which may be linked to the social mix within their population and the fact that more affluent families will take their children out of the state system to attend independent schools.

For instance, despite having relatively high average earnings, rates of achievement of 5+ grades A\*-C including GCSE English and Maths schools in Camden (60 per cent) and Islington (49 per cent) are similar to or lower than less wealthy boroughs, such as Barking and Dagenham (57 per cent), Newham (59 per cent), Hounslow (63 per cent) and Lewisham (56 per cent).

Child poverty and temporary accommodation are also localised within particular boroughs (although there is a higher incidence within the capital than in the rest of the country) and are also linked to behavioural problems and attendance which are discussed further in Chapter 3.

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<sup>7</sup> 49 per cent of the London population aged 4 to 15 years is from a minority ethnic background. The difference in school population may partly be accounted for by white children resident in London and aged 4-15 being relatively less likely to attend state-funded schools than their equivalents in minority ethnic groups. GLA Ethnic Group Population Projections include groups such as White Irish and White European in the White group, which means that the proportion of the population deemed to be in the minority ethnic group may be lower than for other data sources which do not use this methodology.

<sup>8</sup> The 2001 census identified almost 22,000 young carers (aged 18 or less) in London. However, we are aware that this has been long regarded as an underestimate.

Due to demographic changes and shifting housing patterns, the population of London is also growing.<sup>9</sup> This has clear implications for school places planning in the capital, and the need for a larger teaching workforce.

- The total population is predicted to continue to grow for the foreseeable future, by 15 per cent over the next 20 years (an addition of 1.2 million people).
- London is a young city. Today, 20 per cent of the population is aged 0-15 and 48 per cent are aged between 16 and 45.
- London Councils predict 70,000 more places will be needed in London over the next four years. This is already affecting primary schools and will start to affect secondary schools from the 2014/15 academic year.
- The implications are particularly acute at entry points such as primary reception classes as well as for prior, early years settings given the Government's extension of free nursery or childcare places of 15 hours a week to two-year-olds in England.<sup>10</sup>
- The London job market requires highly skilled workers. Amongst Londoners aged 25-44, 51 per cent had a degree-level qualification. There is also relatively high youth unemployment (and less job security) and London's youth unemployment rate (16-24 year olds) is 24 per cent<sup>11</sup>.

#### *Note on data*

Unless cited otherwise, the data analysis and tables used in this report are derived from Department for Education (DfE) data relating to maintained schools (including Academies and City Technology Colleges). London schools data cited will refer to state-funded schools within the Greater London boundary unless otherwise cited.

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<sup>9</sup> This is conjectured to be the result of a combination of factors: migration, birth-rates, a stagnant housing market and instability in the labour market, which discourages people from moving house.

<sup>10</sup> This extends three- and four-year-olds' current entitlement for 38 weeks a year to about 40 per cent of two-year-olds nationally by 2014/15 with an emphasis on supporting disadvantaged families.

<sup>11</sup> This figure is for the year ending June 2011.

# Chapter one: funding, structures and good school places

London faces a considerable challenge in providing enough good school places for every child in the next five years. There is a significant increase in demand for school places, whilst at the same time a general reduction in funding for capital refurbishments and pupil funding.

Whilst funding is a crucial issue, the Inquiry Panel will consider how schools can cope with this new environment and what creative solutions they can develop. We want to learn from examples of school leaders who are being innovative by working in partnerships, using their assets creatively and stretching their money further.

The Government has also made it clear that it is committed to increasing the *quality* of school places, not just the *quantity*, embarking on an ambitious programme to convert more schools to academies, establish new Free Schools and allow the expansion of popular schools. These reforms will have a far-reaching impact in London where a higher proportion of schools are converting to academy status, and the role of boroughs is likely to change over the coming years.

### **The need for more good school places**

The London school rolls have been increasing over the last five years and the boroughs predict a shortfall of 70,000 school places in the capital. This demand is likely to increase until at least the middle of the decade.<sup>12</sup> There are signs that some schools are already closing IT classrooms and some boroughs are closing teacher centres to re-use these premises for much needed school places, leading to a loss of useful infrastructure.

In the context of these changes, both the GLA and London Councils have lobbied Government on the significant challenges in London, making the case for maintaining the capital's share of funding and the need for a transparent and fairer methodology based on accurate data. Although London is experiencing the sharpest increase in demand for school places (64 per cent of the shortfall), the funding formula previously has tended to fall far short of this.<sup>13</sup>

The Government responded to this call in November 2011 by announcing £600m for creating an additional 40,000 school places in areas of the country with the greatest 'demographic pressures' between 2012/13 and 2014/15. This is in addition to the core capital allocation of £800m a year already allocated to local authorities and the extra £500m announced in July 2011 for the 2011/12 financial year. Following successful lobbying, the capital received an additional £260m of the extra £500m funding announced by the Government in July, which is approximately 52 per cent of the total.<sup>14</sup>

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<sup>12</sup> <http://data.london.gov.uk/datastore/package/characteristics-pupils-living-london>

<sup>13</sup> London Councils calculated in March 2011 that for the 2011/12 academic year, London had received £210 million in government funding but needed around £520 million to ensure every London pupil has a permanent school place - a gap in funding of around £310 million for one academic year. The funding formula used by the Government previously gave 26 per cent of funding, even though London experienced 64 per cent of the shortfall.

<sup>14</sup> London has 10 local authorities in the top 15 highest allocations across the 111 local authorities that received this funding. <http://www.education.gov.uk/schools/adminandfinance/schoolscapital/capitalreview/a00199873/allocation-of-extra-500-million-to-address-the-shortage-in-pupil-places>

The total London schools capital funding<sup>15</sup> for 2011-12 and 2012-13 is £1.06 billion, which includes the additional basic need funding announced in November 2011. This is to fund up front construction costs for new school places and to cover existing schools' refurbishment needs, which are particularly high in London.

The impact of the growth in demand for school places is a major issue in London, as boroughs and individual schools struggle to accommodate every child and have to create makeshift space. London Councils report that around 11,000 primary school pupils being taught in temporary accommodation such as portacabins. The GLA and London Councils continue to play a strategic role in monitoring the data, analysing school roll projections and informing the allocation of resources.

At the same time, it is important that London schools think creatively about how to use the resources available to them and many are already starting to. Some boroughs and schools have considered introducing shift patterns, to allow them to teach more children in a smaller number of classrooms. Others are considering the use of their capital estate and how primaries, secondaries and colleges might work together to share space and accommodate more children.

The impact of increasing the compulsory participation age to 18 years and equalising the funding arrangements between schools and colleges may also affect the viability of some, small school sixth forms by 2015. Where this takes place, a significant amount of space could be released for pre-16 school use.

In particular, there is increasing interest in developing 'all-through' schools which cater for children from primary through to secondary. For example, Durand Academy in Stockwell is a primary school that is opening its own secondary school as of September 2012 and some 90 per cent of Durand's current Year 6 intake has chosen to take up this opportunity. 20 out of the 31 London Free Schools planned for opening in 2012/13 are primary or all-through schools (see below). The design and planning of these new Free Schools might help towards addressing the shortage of places.

Another key factor to consider is the need for an enlarged workforce that can support this growth. London needs to attract highly skilled and motivated teachers, particularly in those areas of subject shortages. Programmes like Teach First have made a huge difference in encouraging bright graduates to enter the profession and cultivate leaders. Do we need more routes to recruit the right people into the teaching profession in London, in addition to current routes such as high quality apprenticeships and placements within schools?

We are keen to explore how schools are meeting the challenge of offering more school places without compromising the quality of teaching and maintaining the maximum class size.

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<sup>15</sup> The figures cover capital maintenance funding (condition), basic need (pupil places) and devolved formula capital (relatively low level of capital, normally spent on IT).

**Question 1: What creative ways can schools, boroughs and strategic agencies use to address the growing demand for school places?****Supporting the growth of Free Schools**

The Government has made a strong commitment to supporting the creation of new Free Schools in England, to ensure more good quality school places.

Free Schools are all-ability, state-funded schools set up by committed parents, teachers, charities and education experts in response to the needs of local communities. The first Free Schools opened in September 2011.

The extra £600m that was announced by the Government in November 2011 previously referred to in this section for the creation of additional school places will include funding the creation of a further 100 Free Schools between 2013/14 and 2014/15. These are to include up to 12 specialist maths schools for 16- to 18-year-olds.

Currently, nine of the 24 state-funded Free Schools that opened in September 2011 are in London. An additional 21 of the 66 schools aiming to open in the 2012/13 academic year are in London<sup>16</sup> and a further two primary schools aim to open in London in the academic year 2013/14. 12 of the 21 London schools planned for 2012/13 are either primary (eight) or all-through schools (four). The design and planning of these Free Schools will contribute to the need for additional primary places in the capital.

A key issue for groups wishing to establish new schools in London is the limited number of available sites, particularly in densely populated neighbourhoods. The Mayor strongly supports the establishment of new schools and steps to enable local people and communities to do this. London Plan Policy 3.18 on Education Facilities particularly supports proposals which address the current and projected shortage of places<sup>17</sup>. Securing sites for these Free Schools will help towards addressing the shortage of places. The GLA has also been exploring the scope for utilising its own properties across the GLA group.

What more can be done to find suitable sites to help Free Schools' development, and particularly encourage this to happen in those areas of acute shortage of school places? What role could the boroughs, developers and other agencies play? Finally, whilst the Department for Education offers a number of resources and support to Free School groups, what more could be done to offer them the advice, networks and professional guidance they need to work in a highly complex place like London?

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<sup>16</sup> DfE data that excludes University Technical Colleges and non-mainstream provision of special schools and alternative provision.

<sup>17</sup> The Proposals for new schools should be given positive consideration and should only be refused where there are demonstrable negative impacts which substantially outweigh the desirability of establishing a new school and which cannot be addressed through the appropriate use of planning conditions or obligations.



**Question 2: What more can be done at a strategic level in London to support free schools?****Funding for disadvantaged pupils**

London has traditionally received higher funding than other parts of England because of its significant social and economic challenges, particularly in the inner city. At present average funding per pupil is 20 per cent higher in London than the national average, and 54 per cent higher in the boroughs of Hackney, Camden and Tower Hamlets<sup>18</sup>.

The Government consulted on proposals to change the schools funding system from 2013/14 onwards, which may reduce the variability in funding levels per pupil across England. In response to that consultation, the GLA and London Councils have made representations to ensure that the specific social and economic circumstances of London are recognised in the new funding system<sup>19</sup>.

Meanwhile, the introduction of the pupil premium, aimed at helping the most disadvantaged pupils, has been welcomed by London Councils and the Mayor of London. Many London schools will benefit from the pupil premium and its aim to provide more funding to increase the attainment of deprived children.

This pupil premium was set in 2011/12 at a flat rate of £488 for each deprived pupil and looked after child. This will increase to £600 per pupil next year and cover any child that has been registered for Free School Meals in the past six years.<sup>20</sup> However, the 'flat' rate (with no area cost adjustment) will mean that the pupil premium will not go as far in London as it will in other regions.

For this reason, we want to understand the impact of changes to the school funding formula on London schools. We also want to find out some of the best ways for schools to spend the Pupil Premium, and what can make the most difference to results. The Inquiry Panel believes that the level of funding per child is not the only determinant of success and that the choices that schools make matter just as much.

This is implied in *The Guardian's* data from the 2011 secondary schools tables for England that showed that levels of spend did not always correlate with educational attainment<sup>21</sup>. The point should also be made that over a number of years, more challenging intakes to schools (linked to deprivation, EAL, special educational needs (SEN) and other characteristics) have attracted more funding, which is designed to help counteract the link between challenging intakes and achievement.

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<sup>18</sup> This is funding in budgetary terms.

<sup>19</sup> This included concerns relating to factoring in numbers of minority ethnic groups, of which London has a higher proportion, and potential implications such as "levelling out" the higher inner London pay scales with a possible impact on London's ability to attract skilled and qualified teachers.

<sup>20</sup> The rate for a child of armed services personnel is £200 increasing to £250 in 2012/13.

<sup>21</sup> <http://www.guardian.co.uk/education/2011/jan/12/school-expenditure-varies-widely?intcmp=239>

**Question 3: How can schools maximise their resources including the Pupil Premium to support the most disadvantaged pupils?****Maximising resources**

Many school leaders in London today are more than just great teachers – they are also entrepreneurs who think carefully about how to maximise their resources, make their facilities hubs of the local community, work in partnership with local businesses, charities and cultural organisations, and consider ways to generate revenue. What more can be done to encourage this spirit amongst London schools?

London schools are endowed with space and facilities, whilst being located in the hearts of communities. For instance, whilst playground space is at a premium in many neighbourhoods, more often than not they are empty for approximately 22 out of 24 hours a day. This represents a lost opportunity to utilise valuable space for the wider community and potentially generate revenue whilst protecting children's play. Schools also have valuable sports facilities that can be used by the wider community. DCMS announced in January 2012 a £1bn scheme to encourage every secondary school to host a community sports club, which could help strengthen relationships with local sports partners. Other schools and boroughs have considered how to use spare land to house commercial or residential units in order to generate income.

Some London schools have very effective fundraising strategies and are able to tap into the wealth of local businesses on their door step. Meanwhile, others are involved in establishing social enterprise trusts or working in a cross-borough way to commission services like schools improvement support and alternative provision. These partnerships also extend to working with independent schools and academies; sharing facilities, ideas and creating opportunities for students from different backgrounds to interact. Academy chains and federations also present new opportunities for schools to join together in a new way.

What these new partnerships represent is a different approach to the way a school thinks about its income and assets. In the current economic climate this kind of thinking may be more needed than ever. We would like to explore how the best schools use their funds and develop strong partnerships, and what more can be done to help others achieve this.

**Question 4: What can be done on a wider strategic level to maximise available resources for London schools, as well as make the case for more appropriate funding?****Coordinating admissions to support every child**

Compared to the rest of England, London families find it more difficult to get their child into their preferred school.

The London school system is unusually diverse with high proportions of independent, single sex and faith schools, which allows greater choice for some families. Wealthier parents also have the option of moving to a preferred school catchment area and London school children frequently cross borough boundaries to attend school.

However, despite the greater choice available in London, many parents remain unsatisfied with the options available to them. One third (35 per cent) of families in London did not get their first choice secondary school for autumn 2011 admissions. This was similar to the figure in 2010 (34 per cent) and approximately double the proportion as the rest of the country. 87 per cent London families secured a place for their child at one of their top three preferences, meaning 13 per cent did not.<sup>22</sup>

London boroughs have tried for a number of years to address this concern and set up the Pan-London Admissions Scheme, which has coordinated the allocation of secondary school places since 2005 and expanded to include primary schools for children starting in a reception class in September 2011. The Scheme has improved the system, enabling more parents to be allocated a school of their preference by a fairer distribution of available offers across the capital. Nevertheless, this remains an area of concern and frustration for many London parents.

Government policy is to make the admissions process a more flexible, fair and transparent system that reduces bureaucracy but makes schools more accountable. The Department for Education recently redrafted the admissions and admissions appeals codes and associated regulations, all of which came into force on 1 February 2012.

The creation of new Free Schools will help to increase the choice available to parents in parts of London, as will the Government's policy to allow popular schools to expand in response to local demand from parents. The Admissions Code highlights that academies and Free Schools can prioritise pupils eligible for the pupil premium through individual funding agreements.

However, the growth of new academies and Free Schools that have the powers to operate outside of a locally coordinated admissions system may also have an effect on admissions across London.

The *Academies Act* 2010 requires new academies to follow the same guidance on admissions and pupils with SEN as maintained schools. Some academies and maintained schools are working together at a borough level to try to maintain a coherent approach to admissions and the Inquiry Panel is interested to explore how these are working and lessons to be learned.

There are some concerns that the increases in the number of academies and Free Schools may lead to a deterioration in support for children with SEN. Funding for SEN support services which historically rested with local authorities will be going directly to schools, academies and Free Schools, potentially undermining the capacity of local authorities to run support services.

Pending the wider review of school funding, current DfE policy is not to recoup funding for SEN support services. This means there is double funding to protect local authority SEN support services

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<sup>22</sup> <http://www.bbc.co.uk/news/education-12595334>

up until 2012/13 with the expectation that authorities provide these services to academies on the same basis as maintained schools. The SEN Green Paper<sup>23</sup> also refers to the freedom for special schools to become academies and develop their provision and, from September 2012, for parents and others to open Free Special Schools.

The Inquiry Panel will also be keen to draw on lessons from 'The Local Authority Action Research Project'<sup>24</sup>. This is national research into how local authorities and schools are adapting to an increasingly diverse and autonomous schools system and will test alternative and innovative approaches to fulfilling the local authority's new partnership role within education locally.

**Question 5: What can be done at a strategic level to ensure that schools places planning is effective and intelligence can be shared?**

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<sup>23</sup> <http://www.education.gov.uk/childrenandyoungpeople/sen/a0075339/sengreenpaper>

<sup>24</sup> Westminster is among the Local Authorities involved in this DfE research with the Local Government Association, which is due to conclude in June 2012.

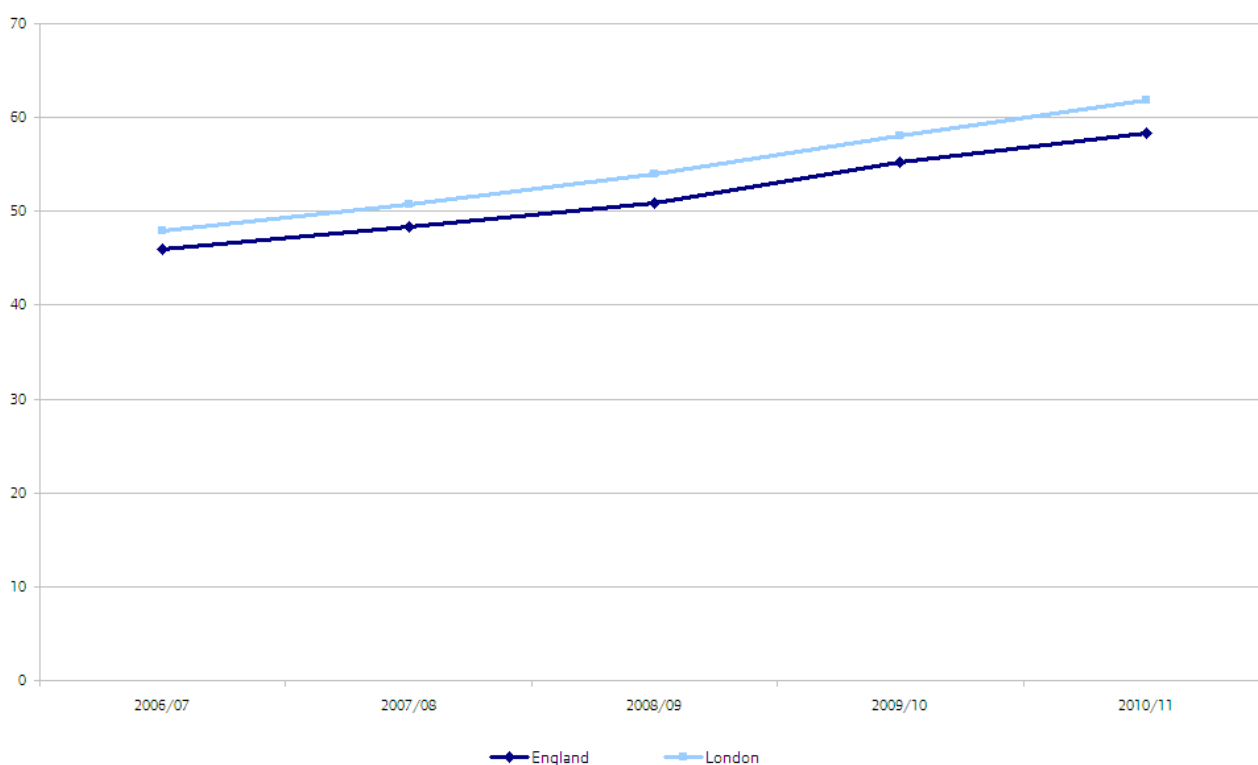
# Chapter two: education standards and under- attainment

### 'The London Advantage'

London schools have seen steady improvements since 2000 and overall standards in the capital are higher than the national average. The capital's schools receive a higher number of 'good' and 'outstanding' Ofsted ratings than the national average and a growing proportion of students achieve the benchmark of 5 grades A\*-C including GCSE Maths and English.

Figure 1 shows that English schools achieved 46 per cent of students and London schools achieved 48 per cent of students reaching the benchmark of 5+ A\*-C grades including GCSE English and mathematics in 2006/07. In 2010/11, London schools achieved 62 per cent, which is four percentage points higher than for England as a whole.

**Figure 1: Percentage of pupils achieving 5+ A\*-C grades GCSEs including English and mathematics, 2006/07 – 2010/11**



Source: Department for Education

A higher proportion of London students also achieve the English Baccalaureate; 18% compared with 15% nationally.

Recent research has found that the attainment of London students edges ahead of their peers nationally as they get older. Pupils at Key Stage 1 (tested when they are aged 7) fare no better in London compared with the rest of England. Yet by the time they reach Key Stage 2 (at age 11), an

attainment gap emerges between pupils in London and the rest of the country.<sup>25</sup> This gap continues up to the minimum school leaving age of 16<sup>26</sup>. This is the case for all minority ethnic groups and for girls and boys.

In terms of post-16 attainment, 56 per cent of 19-year-old Londoners achieved Level 3 qualifications (the equivalent of 4 AS or 2 A-levels) in 2009/10, compared with 53 per cent for England as a whole. Across London boroughs, this ranges from 73 per cent to 40 per cent (excluding City of London). (See *Figures B16 and B17 in Appendix B.*) Chapter 4 considers in more detail the further and higher education of young Londoners and the key issues for preparing them for life in a global city.

The 'London advantage' is strikingly significant for poorer pupils. While there is higher attainment overall in London, the gap between pupils who are eligible for Free School Meals (FSM) and not eligible for FSM is narrower in London (19 percentage points) than for England as a whole (27 percentage points). See Figure B9 in Appendix B.

This 'London advantage' might be explained by a number of factors: the impact of the well-funded school improvement initiative, London Challenge<sup>27</sup>, higher levels of central Government funding compared to the rest of England, the ability of London schools to attract and retain good teachers, the higher proportion of academies and the benefits of living in a dynamic, diverse city.

However, London school children will not only be competing with other English children in the future, but within a global marketplace and we need to compare our results to those in major cities around the world.

Going forward, significant challenges remain and there is substantial scope for improvement in London schools and in outcomes for young people in London:

- Nearly four in ten (28,000) London school children still do not achieve 5 grades A\*-C including GCSE English and Maths – a minimum level needed for good life chances.
- Considered as part of the UK, London's standing in the international rankings has been declining. In 2006, the Programme for International Student Assessment (PISA) at the OECD placed the UK 17<sup>th</sup> for reading, 24<sup>th</sup> for maths and 14<sup>th</sup> for science. In 2010, the UK was ranked 25<sup>th</sup> for reading, 28<sup>th</sup> for maths and 16<sup>th</sup> for science out of 65 countries included in the survey.

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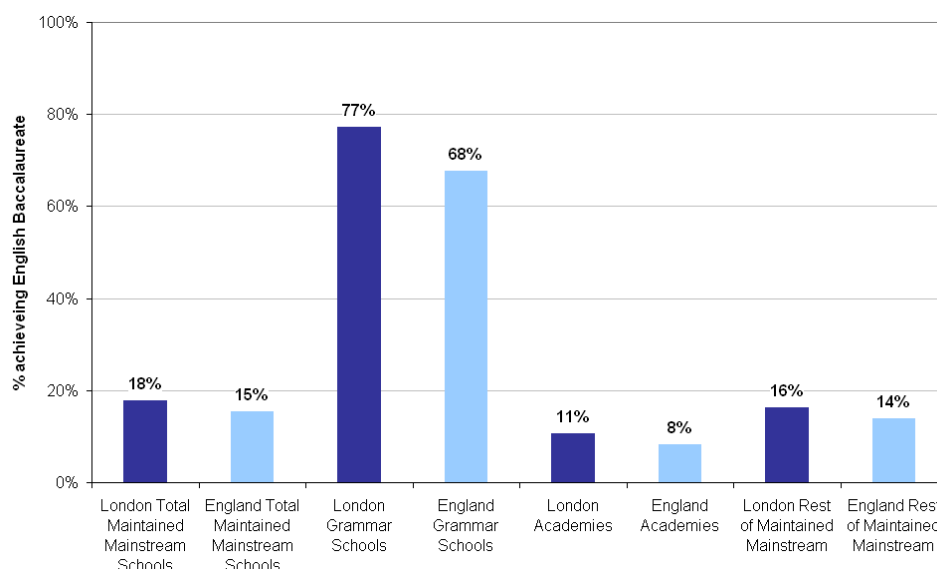
<sup>25</sup> Gill Wyness, London Schooling: Lessons from the capital, CentreForum, November 2011.

<sup>26</sup> This finding is significant for a variety of measures including overall GCSE points score, the proportion of pupils achieving five or more good GCSEs including English and maths, and the English Baccalaureate.

<sup>27</sup> This Government-funded scheme ran from 2003-2010 and its success led to its expansion into City Challenge into two other English regions.

- Despite successive attempts to improve literacy and numeracy in London, 24 per cent (around 19,000 pupils) failed to achieve level 4 (the expected level) in both English and maths at Key Stage 2 in 2011, which compares with 26 per cent in England<sup>28</sup>.
- Even if London is doing better than the rest of England, the attainment gap remains unacceptably large and has significant implications for the life chances and future prospects of the children and young people affected.
- In both London and England as a whole, girls out performed boys in GCSE examinations (including English and mathematics) in 2011. The gender gap is broadly similar in London as England, with girls seven percentage points more likely to achieve the national benchmark than boys.
- In common with England as a whole, a low proportion of London school children achieve the English Baccalaureate (EBacc) (ie 5 GCSE A\*-C grades across a core of academic subjects: English, mathematics, history or geography, the sciences and a language<sup>29</sup>). Just 18 per cent of London children achieved the EBacc in 2011 (this figure is 15 per cent across the country) and EBacc achievement is much lower across all the components in the mainstream maintained sector than in the independent sector. This is despite considerable investment in London maintained schools over the last decade.

Figure 2: English Baccalaureate Achievement in London and England, 2011



Source: Department for Education

<sup>28</sup> This is taken to be a litmus test of literacy. Percentage of pupils achieving Level 4 or above in Key Stage 2 tests by Local Authority, 2011, DfE.

<sup>29</sup>



As well as the 'core subjects', London schools vary in their provision of high quality sports, arts and music provision, which most parents value.

- There is an 84 per cent participation rate among maintained schools' pupils (aged 5-16) completing at least 120 minutes of curriculum PE per week. Yet, while three out of four students in Years 1 - 13 take part in intra-school sport competition<sup>30</sup>, in the Beijing Olympics, over a third of the Team GB medal winners were privately educated.
- Approximately 200,000 London children are learning musical instruments in schools, borough music services and private/community settings. However, a GLA survey of maintained schools showed that much smaller number of secondary school pupils (64,000 children) are taking formal music qualifications in 2011-12 and nearly 40 per cent of these students came from just 10 per cent of London's schools (43 schools)<sup>31</sup>.

### Basic skills and literacy

The failure to gain basic skills at an early age has profound effects for effective learning at secondary school. Research shows literacy is a key predictor of future pupil progress and attainment, and it becomes much harder to address later by remedial approaches at secondary or FE levels.

Professor Robert Cassen's national research suggests that, the proportion of children in primary school with poor literacy should be around 2 per cent rather than the current 17 per cent<sup>32</sup>.

Much emphasis has been placed on the importance of parental involvement in children's reading and the Marmot Review (2010) stated it to be the most important determinant of language and emergent literacy<sup>33</sup>. It is also the case that poorer pupils are more likely to attend the worst performing schools. However, Prof Cassen has noted that, 'Some schools with high proportions of disadvantaged pupils do much better than others'<sup>34</sup>. So, primary schools can do much to overcome other disadvantages, especially to prepare children for secondary education.

Prof Cassen's research suggests that poor literacy is preventable with the right sort of early intervention, such as intensive reading recovery. The Inquiry Panel is interested in examples of good practice and the success of various methods of teaching literacy, including the contribution of support such as volunteer reading support schemes.

### Supporting transition

A long-standing issue in London's education system is the 'fissure in the join' between primary and secondary school. It is the view of the Inquiry Panel that the expectations of these two sectors are not matched. There is a critical role for both primary and secondary schools in ensuring that children are

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<sup>30</sup> Youth Sport Trust, London School Sport Networks, December 2011.

<sup>31</sup> GLA and IOE, London Music Education Survey, 2012.

<http://www.london.gov.uk/sites/default/files/London%20Music%20Education%20Survey.pdf>

<sup>32</sup> Robert Cassen and Geeta Kingdon, Tackling low achievement, Joseph Rowntree Foundation, 2007.

<sup>33</sup> Strategic Review of Health Inequalities in England Post 2010, Fair Society, Healthy, Lives, The Marmot Review, 2010

<sup>34</sup> <http://www.jrf.org.uk/publications/tackling-low-educational-achievement>

effectively equipped for secondary education and the pace of attainment is maintained in Key Stage 3<sup>35</sup>.

National analysis by DfE indicates a dip in progress at Key Stage 3. Tracking pupil progress during Key Stage 2 and Key Stage 3 using sample data for three cohorts of children which gives teacher assessments each term shows significant drops in the average progress in reading, writing and maths between years 6 and 7. On average most pupils still progress by approximately one sub-level per year, but some lower-performing pupils appear to move backwards at this stage as their secondary school teachers assess them as being at a lower level than they were assessed at by their primary teachers at the end of KS2. This could reflect some difference in interpretation and expectation between the primary and secondary sectors, but is also thought to relate to transition issues<sup>36</sup>.

We are keen to understand what more can be done to improve the joint-working between primaries and secondaries in London; whether this is through all-through schools, working in federations, or simply a commitment to more collaboration. There may also be examples of good or innovative practice in managing Key Stage 3 to Key Stage 4 transition and at post-16 level to draw on.

**Question 6: Which approaches are most effective in improving literacy in London schools?**

**Question 7: What examples are there of good practice in managing the transition from primary to secondary which ensure good attainment and progression?**

### **The importance of subjects**

The low proportion of London students achieving the EBacc raises concerns about which subjects London students are studying. Are they getting a broad based academic curriculum covering a range of subjects that will allow them to progress into further education and possibly university, or instead are taking up more 'equivalencies'. These are vocationally-related qualifications which have been given equal weighting with a number of GCSEs and may not have the same status amongst FE, HE or employers. The Russell Group universities even issued a guide for students in February 2011 on which 'A' Level subjects they preferred, because of concerns about the low take-up of traditional subjects.

It has been noted by a number of commentators that the introduction of equivalencies has encouraged schools to "game the system" and enter their students for easier subjects that will improve their performance in the league tables<sup>37</sup>. To address this, the Government announced in

<sup>35</sup> This point has been made elsewhere. For example, the London Child Poverty Commission recommended the 'feasibility of a London-wide quality improvement programme to set standards and promote best practice in managing the transition from primary to maintained sector secondary schools' <http://www.londonchildpoverty.org.uk/docs/LCPC-legacy-report-03-2010.pdf>

<sup>36</sup> <http://www.education.gov.uk/publications/RSG/AllRsgPublications/Page1/DFE-RR096>

<sup>37</sup> <http://www.bbc.co.uk/news/education-16858868>

January 2012 that only the very highest quality qualifications would be included in secondary school performance tables from 2014, reducing the number of these qualifications from approximately 3,000 to 70<sup>38</sup>.

This may have serious repercussions on those schools in London and in the rest of the country, which may have relied on a “diet” of vocationally related qualifications that will no longer count towards performance tables. The Inquiry Panel will examine the London data, such as the proportion of equivalencies, and ask to what extent this is giving children an adequate preparation for further education, future employment, and life.

More specifically, students of London maintained schools are less likely to study challenging subjects, including modern foreign languages or triple sciences, or achieve As and A\*s, compared to London independent schools. This has a notable effect on the numbers who are then able to apply to Russell Group and 1994 group universities, which is explored further in chapter 4.

The panel believes that a ‘traditional’ or ‘knowledge-based’ curriculum does not mean that students are less equipped to deal with the modern world; indeed, the opposite. The knowledge gained through study of advanced mathematics or the ancient world can give someone the mental capacity and tools for critical thinking, as well as the broad range of cultural references they need to be successful in education, work and life.

### How can we account for the wide variation of achievement within London?

Collectively London’s schools are producing higher results than the country as a whole. However, within London, the achievement of some boroughs, schools and groups of children particularly stand out, while others are falling unacceptably far behind.

There is a substantial difference between the levels of affluence within inner and outer London and this has a significant impact upon attainment. However, variation cannot only be explained simply in terms of an ‘inner/outer’ London divide. When looking at the benchmark of 5 or more GCSEs at Grade A\*-C including English and Maths in Figure 3, two Inner London boroughs feature in the highest five performing boroughs and two outer London boroughs feature in the lowest five performing boroughs.

**Figure 3: Percentage of pupils achieving 5 or more GCSEs at Grade A\*-C including English and Maths, 2010/11 Provisional Data**

	Highest Five		Lowest Five
Sutton	74.7	Hackney	57.0
Kensington and Chelsea	73.1	Lewisham	55.9
Hammersmith and Fulham	71.3	Greenwich	54.5

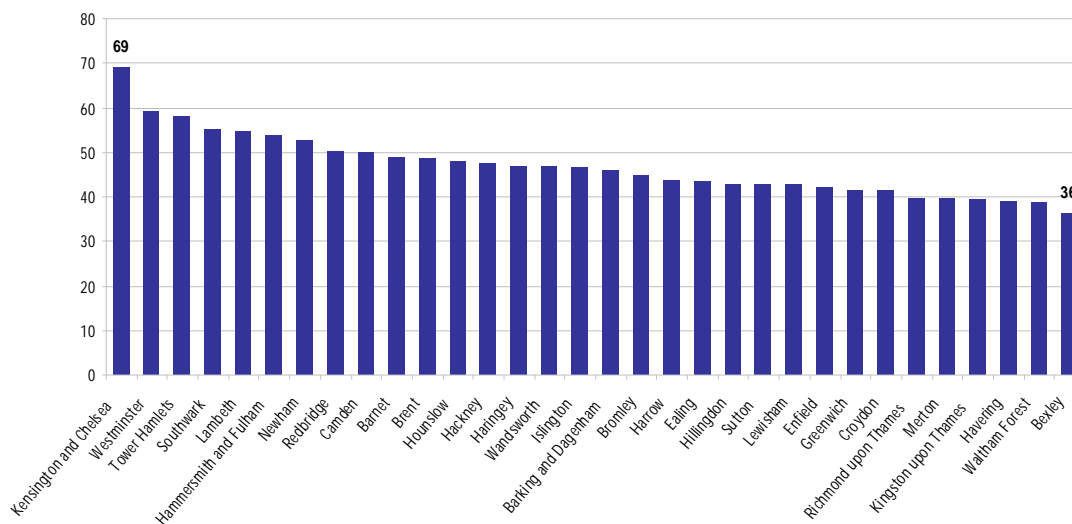
<sup>38</sup> It is planned to reduce to just 125 compared currently with 3,175 so-called equivalent qualifications accredited and approved for study by 14 to 16 year olds. <http://dfe.gov.uk/a00202885/performancejan12>

Kingston upon Thames	71.0		Waltham Forest	54.3
Barnet	68.8		Islington	49.4
	<b>Regional Rates</b>			
Inner London	59.6			
Outer London	62.9			
London	61.9			
England	58.4			

Source: Department for Education

Moreover, those pupils who are eligible for free school meals tend to perform better in inner London than in outer London. Those authorities with the lowest levels of attainment among FSM eligible pupils are all in outer London. This may suggest that inner London boroughs are developing an expertise in meeting the needs of poor students, and the Inquiry wants to explore the factors behind this relative success in more detail.

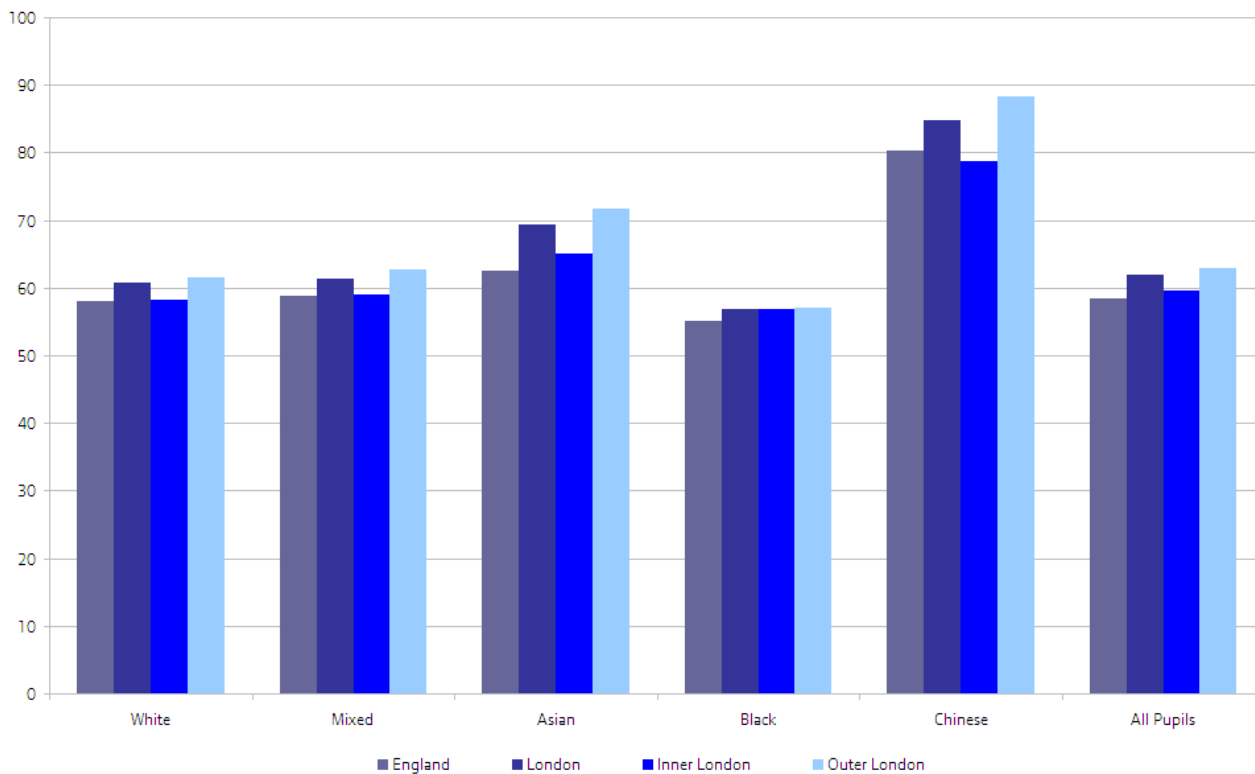
**Figure 4: Percentage of FSM eligible pupils achieving 5 or more GCSEs Grade A\*-C including English and Maths, 2010/11**



Source: Department for Education

A consideration of the achievement across ethnic groups in London, and countrywide, also reveals wide differences largely mirroring countrywide patterns. Chinese students and Asian students are more likely to achieve the five GCSC benchmark than students from other ethnic groups.

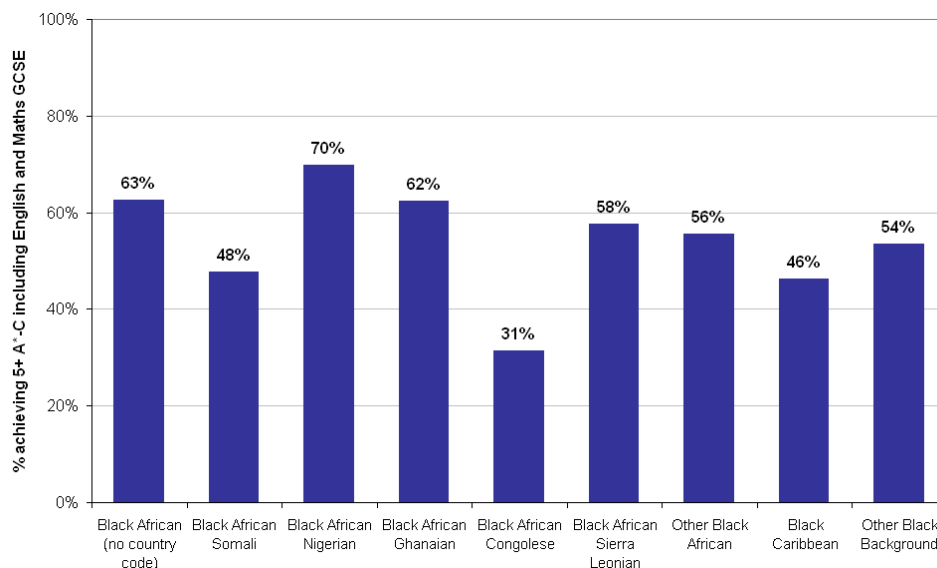
**Figure 5: Percentage of pupils achieving the national benchmark of 5 GCSEs grade A\*-C including English and Maths by ethnicity, 2010/11**



*Source: Department for Education*

The broad ethnic groupings used in Figure 5 mask further significant variations in attainment. For example, black African Nigerian and Ghanaian children are almost three times as likely to reach the national benchmark as those from Black African Congolese or Black African Angolan groups

**Figure 6: Percentage of pupils achieving the national benchmark of 5 grades A\*-C including English and maths by ethnicity, 2011<sup>39</sup>**



Source: Department for Education

These statistics alone throw little light on the complexity of factors behind them. The Inquiry Panel is keen to explore the interplay between ethnicity and wealth, cultural attitudes to learning, education experience and the recent histories of families moving into London from other countries. Given the diversity of the children in capital's classrooms, this is a central aspect of narrowing gaps in educational achievement in the capital.

We are interested in how some boroughs and schools are bucking the trend and overcoming the barriers that may exist. We want to hear from teachers about the impact of strategic initiatives or programmes. For example, in certain boroughs, such as Hackney, it appears that African Caribbean boys are doing well compared to the rest of London. Why is this so? The Panel firmly believes that schools are able to make a difference to children's life chances. How is this being achieved in some schools and how can we share this success?

The picture is much more complex with interactions between ethnicity, gender and deprivation. When you consider all three characteristics in this way, the ethnic groups which emerge as having very low attainment are White British and White Other, Black Caribbean and Mixed White and Black Caribbean. While all pupils on free school meals generally underperform, and boys generally underperform compared with girls, these ethnic groups have a further penalty on top of deprivation and male gender. (See Figure B15 in Appendix B.)

<sup>39</sup> Analysis includes pupils in LAs where extended Black African ethnicity codes data are provided for more than 50% of pupils; this subset of LAs is broadly representative of London as a whole for Black pupils' attainment, achieving 2 percentage points lower than the equivalent rate for Black pupils in all London LAs.

**Question 8: What are the key factors which prevent some groups of children from fulfilling their potential and how can we better address and share these lessons across London?**

Teaching, learning and ethos

We are keen to develop case studies of those London schools that are 'bucking the trend' in attainment; for instance, being significantly ahead of national Level 4 levels despite having high numbers of Free School Meals or looked after children.

A key assumption underpinning our work is that good schools are often defined by their ethos and an emphasis on the quality of teaching and learning. Developing high, and realistic, aspirations amongst every teacher is a vital component of this. Although most, if not all, teachers would state they have 'high expectations' for their students, does this actually lead to high attainment? Are London's teachers challenging their students enough to go beyond 'expected progress' and reach for higher standards?

Through these case studies, we will examine how notions of ritual, structure, and character building, interact with good academic standards to prepare students for their future lives. We might consider a range of factors – the value of competitive sports or school bands and orchestras, the sense of identity created through uniforms, how students are engaged with and represented, or the adoption of approaches prevalent in the independent sector, such as the 'house system' or formal seating at lunch times.

We also want to learn the lessons from London Challenge and will consider the Evaluation of City Challenge<sup>40</sup> when it is published by Department for Education in March 2012 and the impact of specific programmes in schools, such as literacy support or peer mentoring.<sup>41</sup> More generally, we will explore how these examples of best practice can be spread further afield and shared amongst teachers at a London-wide level.

The dynamics of school improvement are changing rapidly as the Government acts to put schools at the centre of their own improvement and there is a greater emphasis on leadership and developing emerging leaders in schools. The new initiative of Teaching Schools<sup>42</sup> and some of the successor networks arising from the former London Challenge scheme could do much to spread good ideas and

<sup>40</sup> <http://www.londonmet.ac.uk/research-units/ipse/research-projects/current-projects/p105.cfm>

<sup>41</sup> Ofsted and educational researchers such as Robert Cassen identified the London Challenge as a key driver in London's recent improvements especially in the most challenging schools. *Education in a Global City* (Tim Brighouse and Leisha Fullick (eds.), Institute of Education, 2007) identified where the London Challenge initiative (2003-10) had helped lever London's recent improvements. The research suggested the following, that: a clear vision and positive climate is an essential feature of success; a strong focus on collaboration and capacity building supports buy in from London's school leaders; and leading a challenging urban school is a demanding and personal task and is dependent on relationships and beliefs as well as skills.

<sup>42</sup> [http://www.tda.gov.uk/about/latest-announcements/-/media/resources/school-leader/training-teaching-schools/teaching\\_schools\\_information.pdf](http://www.tda.gov.uk/about/latest-announcements/-/media/resources/school-leader/training-teaching-schools/teaching_schools_information.pdf)

encourage discussion amongst teaching professionals, away from the pressures of Government policy or immediate results.

In a highly complex environment like London, how can we make sure every teacher has the support and advice they need?

**Question 9: What are the values, aspects of teaching, learning, discipline and ethos that make some London schools so successful? How can this be shared more strategically in London?**



# Chapter three: behaviour and attendance

Few aspects of education spark the intensity of debate or number of newspaper headlines than the topic of behaviour. This was particularly the case last August, following the riots in London, which also spread to other parts of England and caused significant damage in many neighbourhoods and businesses<sup>43</sup>.

Whilst only a small proportion of the rioters brought before the courts were aged under 18, two thirds of them had Special Educational Needs (SEN) and on average they missed almost one day of school a week. They were also more likely to live in the bottom 10% of areas by income, to be receiving Free School Meals and to have been excluded from school at least once. Only 11 per cent had achieved 5 or more GCSEs at Grade A\*-C including English and Maths<sup>44</sup>.

It is not easy to determine whether behaviour is a worsening issue in our schools overall. Sir Alan Steer's four-year review of behavioural standards and practices in the UK in 2009 concluded that behaviour standards are good and rising – and warned against the demonisation of young people<sup>45</sup>. Teachers' reports however, are mixed, and surveys continue to highlight the difficulties of managing challenging and sometimes aggressive behaviour in the classroom. The Association of Teachers and Lecturers (ATL) surveyed over 800 teachers and other school staff in 2011 and found 56 per cent believed that pupil behaviour had become worse over the last five years<sup>46</sup>.

Children themselves also express concern about disruptions to learning from other pupils. Four in five children reported this issue in a national survey published last year by the Children's Commissioner and National Foundation for Educational Research (NFER)<sup>47</sup>. The same survey found that bullying continues to be a significant issue for children. When asked to name the one thing the Government could do to make school better, more children said 'stop bullying' than any other suggestion. Cyberbullying is now estimated to affect around a third of secondary age young people. Two-thirds of lesbian, gay and bisexual students in Britain and four-fifths of disabled young people in England report being bullied<sup>48</sup>.

At national policy level, the Government has committed to work to restore teachers' authority in the classroom and, as such, the *Education Act* 2011 introduced a range of reforms to tackle bad behaviour. These should take effect in schools from April 2012 subject to the will of Parliament.

There is little concrete evidence that behaviour, disruption or bullying are a bigger issue in London as a whole than in other parts of the country. The percentage of London schools rated good or outstanding by Ofsted for standards of behaviour in inspections up to 31 December 2010 was the same, at 92 per cent, as the national average for England. Although permanent exclusion rates in

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<sup>43</sup> <http://www.5daysinaugust.co.uk/PDF/downloads/Executive-summary-UK-Riots.pdf>. Between 13,000-15,000 people were actively involved in the riots in England, leading to 5,000 crimes (including 366 incidents of violence against a person) and over half a billion pounds of damage.

<sup>44</sup> Ministry of Justice, Statistical bulletin on public disorder of 6<sup>th</sup> to 9<sup>th</sup> August 2011 – October update.

<sup>45</sup> Department for Children, Schools and Families, Learning Behaviour: Lessons Learned - A Review of Behaviour Standards and Practices in our School, 2009.

<sup>46</sup> ATL, Survey of Teachers, 2011.

<sup>47</sup> NFER and Office of the Children's Commissioner, Children and young people's views of education policy, March 2011.

<sup>48</sup> Equality and Human Rights Commission, How Fair is Britain? Triennial Review, 2010

London are slightly higher than in other parts of the country, fixed term exclusions are slightly lower<sup>49</sup>.

Levels of unauthorised absence in London, while low, are higher than the national average, although children eligible for Free School Meals buck this trend. Levels of persistent absence in London are lower than the national average.

Poor attendance is widely recognised to have an impact on pupil attainment and wider life chances. The Government's expert adviser on behaviour, Charlie Taylor, has been asked by the Secretary of State for Education to conduct a review of what measures could be put in place to encourage parents to take responsibility for their children's poor attendance. The Inquiry Panel will want to take into account these findings once his review reports.

There is greater variation between individual London boroughs for standards of behaviour, attendance and rates of exclusion than between London and other English regions.<sup>50</sup> This may in part reflect the way child poverty, temporary housing and other social factors linked with poor behaviour and attendance are concentrated in particular parts of the capital.

The London Poverty Profile (2011) reported that 75 per cent of all households living in temporary accommodation in England live in London. However, in Newham, the number of household per 1,000 in temporary accommodation is 42, and in Merton it is just one. Similarly child poverty is both more prevalent in the capital and highly localised. 27 per cent of children in inner London are eligible for Free School Meals, compared to only 19 per cent in England<sup>51</sup>. However, the rate of child poverty in Tower Hamlets is five times that of Richmond<sup>52</sup>.

High pupil turnover (see Figure 7) is also a defining aspect of school life in some boroughs and has the potential to disrupt classroom dynamics. In the worst cases, ever-changing classmates can create a 'chaos factor' that permeates the learning environment<sup>53</sup>.

For primary schools, 22,000 children in London (28 per cent) joined their school at a non-standard time (i.e. not at the beginning of Key Stage 1 or earlier and not at the beginning of Key Stage 2)<sup>54</sup>. This is an extra 5,000 children (6 per cent) more than the rates of mobility experienced elsewhere in England. In addition, 3,000 London children (3 per cent) moved school more than once during their primary education<sup>55</sup>.

During secondary schooling, 9,000 London children (12 per cent) joined their school either mid-academic-year during Key Stage 3, or after the start of Key Stage 4<sup>56</sup>. This is an extra 3,000 children

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<sup>49</sup> DfE, Statistical Release, Behaviour in Schools as at December 2010, 2011.

<sup>50</sup> DfE, Statistical Release, Behaviour in Schools as at December 2010, 2011.

<sup>51</sup> DfE, Statistical Release, Schools, Pupils and their Characteristics, January 2011.

<sup>52</sup> MacInnes et al, London Poverty Profile, Trust for London and New Policy Institute, 2011.

<sup>53</sup> Association of London Government, Breaking Point: Examining the disruption caused by pupil mobility, 2005.

<sup>54</sup> 2011 data for the Key Stage 2 cohort.

<sup>55</sup> This excludes moves due to local schooling transitions or due to openings, closures and conversions of schools.

<sup>56</sup> 2011 data from the GCSE cohort.

(4 per cent) more than the rates of mobility experienced elsewhere in England. Mobility in London often coincides with deprivation: more than half of children who are mobile during their secondary schooling live in heavily deprived areas, compared with around one third of mobile children elsewhere in England.

**Figure 7: Population Turnover rate 1 to 14 Years Old, 2009-10**

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*Source: GLA Projections*

### **How to address the problem?**

Importantly, teachers' perceptions of behaviour are also influenced by their own ability to manage it. In recent years, a number of commentators have complained that teachers are losing their sense of authority in the classroom and are not equipped or confident to deal with even low-level behaviour problems. In response to this, the Government recently has taken a number of steps to make teachers feel more empowered to discipline their pupils, including strengthening their powers to search pupils, issue detentions and use physical force where necessary.

Although the picture in London is mixed, it is clear that behaviour matters and can be a barrier to effective teaching. If teachers spend disproportionate amounts of their time dealing with even minor

incidents, it can be a distraction from the main job of educating. Similarly poor pupil attendance and experience of being bullied are associated with poorer GCSE performance.

The GLA, working with London Councils, the Metropolitan Police, Transport for London and a range of other partners, has developed a range of interventions under the 'Safer Learners Programme' to share data and target support for schools dealing with local safety and gang issues.

As a panel, we also believe that behaviour is itself related to the quality of teaching and the stimulation provided in the classroom. Children who are uninspired by their lessons can switch off, disrupt the learning of others and gradually absorb more and more of their teacher's attention and energy.

There are some schools in London that are leading the way in this area, working in some of the most challenging parts of the city, yet securing the attendance, attention and respect of students. The Inquiry Panel is keen to learn from these schools' successful approaches and understand how London teachers are dealing with these issues, particularly in the face of hugely diverse educational needs in the capital's classrooms. Inevitably, this part of section of the Inquiry's analysis will relate closely to the previous Chapter 2 on Education standards and under-attainment.

**Question 10: What are the factors connected to poor behaviour and attendance in some London schools and what can be done to improve it?**

**Managed moves and alternative provision**

Data shows that the rate of permanent exclusions made in London schools, as in other parts of the country, is falling, though there continues to be disproportionately high rates of exclusion experienced by boys, children on Free School Meals and children with SEN<sup>57</sup>. On the whole, the proportion of pupils excluded for different reasons in the capital mirrors the picture across the country. Noteworthy differences are that in London, a slightly higher proportion of permanent exclusions are for physical assault against other pupils than is the case in England as a whole and a significantly lower proportion of permanent exclusions are for persistent disruptive behaviour.

There is anecdotal evidence to suggest that more schools are using 'managed moves' – taking a child out of one school and placing them in another – to address behaviour issues. In some cases this is transparent and done with the full consent of parents. In other cases, it may be less consensual. The lack of data on this makes it difficult to know the extent to which it is used in London schools.

We want to learn from the use of managed moves as a means of reducing exclusions in schools and how they can work in the academic and wider interests of the child or young person. The Government

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<sup>57</sup> DfE: Permanent and Fixed Period Exclusions from Schools in England, 2009/10.

has proposed reforms that are intended to make the system more transparent and we are interested in how this will work and what more could be done.

We want to identify effective, whole school approaches to reducing the need for exclusions. We will consider the value of alternative approaches, for example school-based counsellors to deal with real psychological problems that face a minority of adolescents and the role of pastoral care for all students.

Alternative provision for the small number of children who are excluded from (or for other reasons cannot engage in) mainstream schooling can be pivotal in turning around children and young people's life chances. In January 2011, there were 3,060 children in Pupil Referral Units (PRU) in London, amounting to more than one in five nationally. A further 6,045 were in alternative provision equivalent to 26 per cent of the national total.

The Government's expert adviser on behaviour, Charlie Taylor, has also been asked to review alternative provision. PRUs and a wide range of other providers educate some of the most vulnerable children in education and it is important that they receive good provision. This report will be published soon and will be taken into account by the Education Inquiry.

We welcome the findings of the Pan-London 'Back on Track' project published in November 2011 and will be looking to contribute to implementing the recommendations<sup>58</sup>. There is also the announcement of the first, alternative provision Free School in London, run by the training provider, City Gateway. The GLA, through its Time for Action youth strategy, has also worked with a small number of PRUs on issues like improving parental advocacy.

What more can be done to drive up the quality of all provision to the level of the best? What transitional support programmes can be introduced to ensure these children are brought back into mainstream education where possible? How can collaboration between schools, boroughs and external partners help drive up standards in behaviour?

**Question 11: What are the changing patterns of school exclusions and techniques for managing disruptive pupils, and how can the quality of alternative provision be driven up to the standard of the best?**

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<sup>58</sup> [http://www.londonprus.co.uk/assets/media/documents/London\\_per\\_cent20Back\\_per\\_cent20on\\_per\\_cent20Track\\_per\\_cent20Final\\_per\\_cent20Report.pdf](http://www.londonprus.co.uk/assets/media/documents/London_per_cent20Back_per_cent20on_per_cent20Track_per_cent20Final_per_cent20Report.pdf) and website for London PRU: <http://www.londonprus.co.uk/>

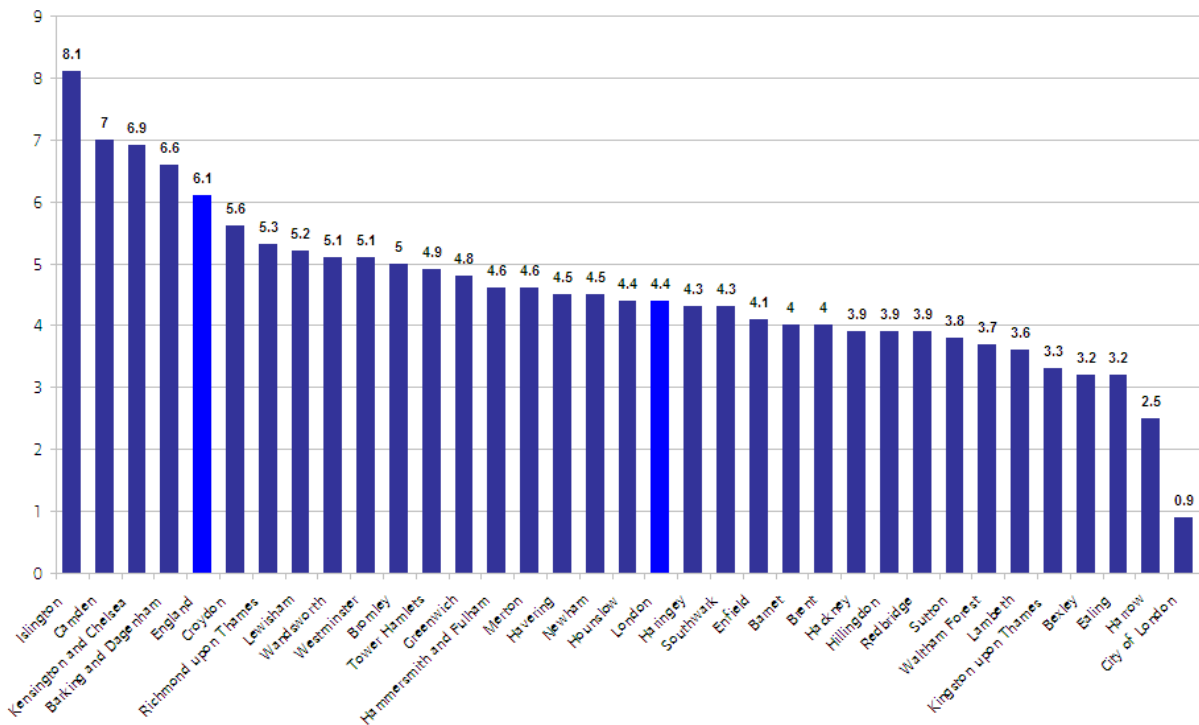
# Chapter four: preparing young people for life in a global city

London is an opportunity city and home to many key businesses in areas such as banking, finance, insurance, health and life sciences, technology, and creative industries, all of which is underpinned by a strong higher education and research sector. This commercial and intellectual dynamism is central to growth in the UK, but it is also key to solving future social, economic and technological challenges. A successful world city needs to cultivate and attract the brightest talent from around the world.

In the last few decades, higher education (HE) became a key ticket to success in the labour market. More recently, we have also seen the growth of high level apprenticeships in the capital. More than half of those in employment in London are qualified to at least degree level, compared with just 37 per cent in England. In comparison, those in employment but without any qualifications accounted for just six per cent of the total in 2010<sup>59</sup>. (See Figure B18 in Appendix B.)

London has lower rates of children aged 16-18 who are not in education, employment or training (NEET) than the England average – 4.4 and 6.1 per cent respectively. Yet, across London, Figure 8 shows there is wide variation in rates with just 2.5 per cent in Harrow compared with 8.1 per cent in Islington.

**Figure 8: Proportion of 16-18 year olds who are NEET, December 2011**



Source: Department for Education

<sup>59</sup> Annual Population Survey, between 2005-2010.



An estimated 18 per cent (around 159,000) young people aged 16-24 in London were NEET in 2011<sup>60</sup>. This is only slightly just under the national figure of 19 per cent.

The current and future cohorts of students coming through the education system will be facing a very different labour market in five, ten and forty years' time. Not only will they need more qualifications, they will need to be able to adapt to a flexible market, in types of jobs that may not have been created yet.

London's children will grow up competing against talent from around the world and will also need to interact with people from many different cultures. Are we doing enough to ensure that our young people are prepared for life in a major global city?

- It is thought that one in two jobs in London by 2020 will require degree-level skills. In most cases this will require London students' progression to Level 6 (first degree or equivalent), though in some cases this could take place outside a traditional educational setting and within new work place learning schemes being developed for school leavers<sup>61</sup>.
- More young people from lower income areas have been progressing into HE since the mid-2000s. However, only 4% of London's HE entrants were from low participation neighbourhoods, compared with 10 per cent across the UK. Fifteen times as many students living in Richmond Park applied to Oxbridge in 2011 as in Dagenham or Rainham<sup>62</sup>.
- The number of HE applicants from London has fallen by around 10 per cent (and 8,000) between 2011 and 2012, compared with 8.7 per cent across the UK as a whole. Nationally, there has been a slightly sharper decline in applicants from the most advantaged areas compared with those from the most disadvantaged areas – suggesting that less affluent students have not been put off by changes to the funding arrangements.
- London students from poorer boroughs are less likely to attend 'research-intensive' universities (Russell Group<sup>63</sup> and 1994 Group<sup>64</sup>) than those from wealthier boroughs – 15 per cent of students in Newham compared to 40 per cent in Richmond.<sup>65</sup> Taking a "more elite" sub-set of just Russell Group universities, the proportion of entries from London maintained schools is 7 per cent compared with 41 per cent for London independent schools<sup>66</sup>.
- The low rate of attainment in EBacc subjects in London maintained schools suggests that many school leavers are missing out on qualifications that would benefit them in the future

<sup>60</sup> These are the most recent DfE and Connexions figures for the third quarter of 2011.

<sup>61</sup> One example is Tesco's management scheme for school leavers that offers them an "earn-while-you-learn" alternative to the education system.

<sup>62</sup> <http://www.thisislondon.co.uk/standard/article-24033786-end-the-capitals-east-west-divide-in-pupils-applying-to-oxbridge.do>

<sup>63</sup> <http://www.russellgroup.ac.uk/our-universities.aspx>

<sup>64</sup> <http://www.1994group.ac.uk/aboutus>

<sup>65</sup> Stephen Evans and Rob Whitehead, op. cit

<sup>66</sup> DfE analysis mapping of 2010 HESA data on HE entry onto the 2006 KS4 NPD GCSE files.

workplace. This applies particularly to 'STEM' subjects (science, technology, engineering or maths) or modern foreign languages.

London is also a highly diverse and cosmopolitan city, with a rich cultural landscape. The education system plays an important role in helping young people feel they belong and connect with others.

- At least 300 languages are spoken in London every day and London is the most visited city in the world. Yet, less than half (46 per cent) study a language at GCSE<sup>67</sup>.

## STEM and Modern Languages

### STEM

Many commentators have noted the importance of STEM subjects, for both the development and knowledge of the individual, but also for the wider workforce<sup>68</sup>. It is clear that science, technology and engineering will play an increasing role in generating economic growth in the UK, in areas like pharmaceuticals, engineering, manufacturing, utilities, and financial services.

Plans to grow the digital technology sector in east London – Tech City – will depend on attracting highly skilled computer scientists. Recently, the Government has promised to focus on this area in particular, following comments by the founder of Google about the poor state of computer science lessons in the UK<sup>69</sup>.

Analysis has demonstrated that studying three separate sciences at GCSE is the best preparation for post-16 science study<sup>70</sup> and both the independent and maintained schools sectors have responded by increasing opportunities for pupils to take triple science GCSEs, with entry rates in London schools more than doubling since 2008.

However, London independent schools retain a significant advantage, with 48 per cent of pupils entering triple science in 2011 compared with 19 per cent in London maintained schools. The latter figure was 8 per cent in 2008, and this major increase may have been prompted by Government policy change for maintained schools (all pupils must now be offered the chance to study triple science even if it means travelling to another local school for lessons) as well as much focus in increasing triple science entry spurred on by critical reports such as from The Royal Society<sup>71</sup>.

The Government has also set out an ambition for the majority of young people to continue studying maths until age 18 by 2020, in order to compete with global competitors.

<sup>67</sup> This includes ancient as well as modern languages, but does not include any non-GCSE qualifications.

<sup>68</sup> Institute of ideas, 'What is Science Education for?', 2010.

[http://personalpages.manchester.ac.uk/staff/p.martin/publications/What\\_is\\_science\\_education\\_for.pdf](http://personalpages.manchester.ac.uk/staff/p.martin/publications/What_is_science_education_for.pdf). See also <http://www.guardian.co.uk/education/2011/feb/04/university-places-traditional-subjects-a-levels>

<sup>69</sup> <http://www.bbc.co.uk/news/uk-14683133>

<sup>70</sup> DfE, Maths and Science Education: The Supply of High Achievers at A level, January 2011

<http://www.education.gov.uk/publications/RSG/AllRsgPublications/Page1/DFE-RR079>

<sup>71</sup> The Royal Society, Science and mathematics education, 14-19: a state of the nation report on the participation and attainment of 14-19 year olds in science and mathematics in the UK, 1996-2007, 2008.

There is ongoing debate about why students are put off STEM subjects and how to best engage them – with some educationalists calling for more ‘scientific literacy’ and ‘democratic (or inclusive) science’, such as that directed towards special needs students, whilst others (including some employers and universities) are calling for more traditional science and maths.

Particular groups – boys and girls who are eligible for free school meals and black pupils – are still not opting for science, perhaps influenced by family and cultural expectations, as much as the schools they attend.

Nationally, the Government is paying bursaries to encourage high-performing maths, physics and other science graduates into teaching and supporting more maths specialists in primary schools. How can we encourage a London school system that teaches science which is both inclusive and yet challenging? Importantly for London, how can we also make use of the incredible wealth of companies, universities and graduates who specialise in STEM subjects in our schools?

### *Modern Languages*

As well as STEM subjects, there is a relatively low take up of modern foreign languages in London, despite the ethnic and cultural diversity of London’s school population. Commentators have pointed out that as London becomes more reliant on international trade and cooperation, it will need a workforce that can communicate across cultural boundaries<sup>72</sup>.

46 per cent of GCSE Key Stage 4 entrants in maintained mainstream schools in London took a language GCSE in 2011. This compared with 39 per cent in England as a whole. The percentage achieving grade C or higher was 35 per cent in London compared with 28 per cent in England.

These higher entry and achievement rates in London potentially mask a missed opportunity for the capital as the higher prevalence of pupils with first languages other than English (EAL) in London – 37 per cent of KS4 entrants compared with 8 per cent elsewhere in England – is not matched by the level of multiple language entries you might therefore expect.

However, analysis does show that because the rate of pupils taking more than one language overall is very low, this approach would only result in several hundred extra multiple language entrants across London<sup>73</sup>.

The Inquiry Panel will want to examine the lower take up and attainment in STEM subjects and modern foreign languages in maintained schools compared to those in the independent sector, which can restrict young people’s options and close off certain career paths. Some international comparisons will be explored, such as the compulsory age range for modern foreign language study in a selection of high-performing countries.

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<sup>72</sup> <http://www.guardian.co.uk/commentisfree/2012/feb/05/will-hutton-learn-foreign-languages>

<sup>73</sup> This would equate to around 200 extra with 2 language GCSEs entered and around 400 extra with 3 language GCSEs entered.

We are also interested in looking at how good schools increase take-up of these subjects – how they address staffing needs, employ innovative teaching methods, work with business and university partners, and the value of engaging primaries in early learning, especially the effect of 'all-through' schools.

**Question 12: How can we improve the take-up of STEM subjects and modern foreign languages in London?**

As well as science, London is of course a creative city and the greater scope for cultural partnerships will be explored in chapter 5.

### **Careers Guidance**

Careers advice and guidance is vital for young people to make choices about their future and the full range of educational and careers pathways available to them. If a young person chooses the wrong course or is not aware of the best place to study, this can have far-reaching consequences for their future.

Participation in education and training by young Londoners aged 16 and 17 increased from 90 per cent to 96 per cent between 2007 and 2009 (national figures were 83 per cent and 89 per cent respectively). This is in the context of the participation age being raised to 17 in 2013 and 18 in 2015. However, despite an increase in 17 year old participation rates, it remains 6 percent lower than 16 year old participation rates and highlights a long standing issue in London of a relatively high 'drop-out' rate at age 17<sup>74</sup>.

In 2011 the Government announced changes to the funding arrangements for all careers advice. The local Connexions services are being scaled back prior to the responsibility falling to schools to offer careers advice from September 2012.

These reforms could have far reaching impact. It is positive that schools will be required to track the "destinations" of their students so that parents can see how likely it is for their child to enter universities or good careers.

However, there is concern from some quarters that schools may not be equipped to deliver this function, and may even have a conflict of interest because they will be motivated to encourage young people to stay on in their sixth forms rather than attend further education colleges elsewhere.

Schools will be expected to work in partnership with expert, external careers providers in meeting the new duty and there is very much an emerging market in careers guidance. Providers in the new National Careers Service will be expected to be accredited to a new national careers standard (the

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<sup>74</sup> London Councils, Young People in London: An evidence base, 2012.

revised Matrix standard) by April 2013. This is designed to act as a marker of quality throughout the system and other providers can also work towards it.

Ofsted will be carrying out a thematic review of careers, in response to a recommendation by the Careers Profession Task Force, which is expected to report in summer 2013 and will provide an opportunity to look at how schools are responding to the new duty.

The Inquiry Panel will want, though, to make an early assessment of how London schools are planning and responding to the new duty to secure access to independent and impartial careers guidance for pupils in years 9-11. We will want to assess, too, whether the advice and guidance information being offered online through the National Careers Service is young people-friendly.

The Inquiry Panel is aware of relevant regional work underway through the Young People Education and Skills (YPES) Board at London Councils to support boroughs and schools. We have noted, too, the forthcoming Department for Education consultation on extending the age range of the duty down to Year 8 and up to 16-18 year olds in schools and FE.

We will be interested to look at emerging models that schools are adopting and from which providers they are choosing to commission independent support. Is there a role for businesses and employers to support schools and could a more strategic approach in London help?

The Mayor's Academies have pioneered a new approach, providing intensive guidance for all final year students to ensure that no student leaves school 'NEET', but is instead equipped with a clear plan for going on into education, training or employment.

The GLA is exploring with stakeholders the idea of a London-wide careers service for all maintained schools to opt into, which could provide every child with the best possible guidance and inform them about all the mentoring opportunities, pathways, internships and courses available to them. This service could address the "information gap" in certain schools and help create better links to employers and universities, so that all school leavers have the best possible chance of securing a good job in the future.

**Question 13: What kind of careers advice do young Londoners need and how can this be linked more strategically to employers and FE/HE?**

Fair opportunities and access to HE

It is vital that young people have the skills, knowledge and qualifications to make the right choices for their future. This means that they should choose subjects that keep their options as wide open as possible. As stated in chapter 2 on education standards and under-attainment, it is important that

maintained schools improve the results of students so that they can compete for university places and highly skilled work.

As well as learning in the formal classroom, however, students also need connections and enriched life experiences that can give them the social capital to open doors for the future. Those students with good exam results and the right social capital have three powerful advantages: *what they know* (facts, theories); *whom they know* (people); and *how they know* (networking and communication skills, etc).

A large role can be played by the myriad of mentoring, internship, and work experience schemes that exist in London. A range of third sector organisations and business networks collaborate with schools to provide these additional experiences for young people who may not have access to them otherwise. However, the spread of these opportunities is patchy so what more can be done to ensure every school makes use of them?

Universities also play an important role. They have a clear obligation to encourage more pupils from poorer backgrounds to apply, to work with schools to showcase the opportunities they offer, and help young people prepare their applications. AccessHE has been established in London, following the demise of AimHigher to support collaboration in the HE sector on widening participation activity. Yet even so, some universities find it difficult to engage successfully some under-represented groups and work effectively with schools to target the most appropriate students.

The Inquiry Panel will want to look at those maintained schools that are successful in sending students to top universities, their specific approaches, and what kind of support students need.

Financial considerations may also affect a young person's willingness to pursue further and higher education. Concerns have been raised about the effect of the increase in university tuition fees and the end of the Education Maintenance Allowance (replaced by a smaller, more targeted Bursary Fund) on the numbers of disadvantaged young people entering further and higher education, although the evidence to date is not conclusive given – as we saw in the first section in this chapter – applications to HE institutions fell in London in 2011-12, but these were sharpest amongst young people from more prosperous areas.

The GLA and London Councils have lobbied the Government on the importance of ensuring the Bursary Fund is allocated fairly across the capital and the impact on the most disadvantaged Londoners is monitored. In addition, the Mayor's free bus and tram travel for those in full-time education up to the age of 18 can help London students attend college wherever they choose. It is important that this and other support is given to young people wishing to pursue their education.

**Question 14: What good models of practice exist to help young people from the most disadvantaged groups access higher education?**

### Learning about London

It is frequently remarked by school teachers in London that many pupils stay within their borough and do not know enough about their city. Whether they find it too difficult to travel, or feel intimidated about leaving their neighbourhood, young people can sometimes miss out on the rich experiences that London offers. Some commentators have also lamented the fact that schools can be ethnically homogenous, meaning that many young people do not have the chance to mix with peers from other social and cultural backgrounds.

How can schools help young people enjoy the benefits of living in a culturally rich city, and feel the confidence to meet new communities or visit different places?

There are many opportunities for London's school children to learn about the city in which they live – for instance, the Museum of London offers free educational programmes for schools. Organisations as diverse as St Paul's Cathedral or Tate Modern also offer engaging, educational activities and affordable visits for schools. There are many excellent resources to teach about London's great heritage sites, famous historical figures and artists. In the 200<sup>th</sup> anniversary year of Dickens's birth, how many London school children will have the chance to read his novels or visit the places he wrote about? What can we as a capital do to make London school children feel a part of this city?

What should every London school child be expected to know and experience by the age of 16, on top of the national curriculum? Should they have studied at least one modern foreign language or perhaps key episodes in London's history? Should they have had the opportunity to visit a major London museum, gallery, heritage site or theatre? Should they have the opportunity to learn about and discuss the cultural and religious diversity of the city? How could we encourage more schools to make use of the learning resources that exist? Should we offer a 'London curriculum' and how could it be implemented?<sup>75</sup>

**Question 15: What should every London school child know about their city and how can we help schools to achieve this?**

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<sup>75</sup> The London Challenge incorporated a London Student Pledge containing ten things a London child ought to have experienced: <http://education.guardian.co.uk/londoncalling/story/0,,1398136,00.html>

# Chapter five: developing partnerships (cross- cutting theme)



A central ambition of the Inquiry Panel is to help all young Londoners make the most of their extraordinary city. Families coming to London now look upon it as a city of hope where anyone can make it if they try.

What can London do for its children? The Inquiry Panel would like to see more emphasis on the child growing up in London, the best and arguably 'coolest city' in the world. We want to equip young people to connect with the people and places around them, and to benefit from living on the doorstep of so many vibrant organisations and communities.

London is home to thousands of businesses, universities, colleges, cultural organisations, sports teams, community groups and social enterprises that are willing to work with schools and young people. As such, more and more schools in London are seizing the opportunity and working in collaboration.

However, partnerships can be time-intensive and one off initiatives can feel fragmented. Some school leaders are also wary about a possible conflict of values with other organisations. School leaders need to be increasingly entrepreneurial to develop these collaborations and ensure they are genuinely delivering good value for their students and staff.

The Inquiry Panel will make the case for more partnerships, and why – if done properly – they can bring huge benefits to students: enhancing their core learning; broadening their horizons with new and stimulating experiences; helping them to learn about potential careers; developing their skills and knowledge; introducing them to role models and mentors; and challenging them to learn more about new communities and places.

Partnerships can also benefit the schools and teachers, helping introduce new elements to the curriculum; motivating students and giving them valuable experiences beyond the classroom, training and developing staff, and bringing in new resources.

There are many different types of partnership emerging in London:

- Many businesses, through their corporate responsibility teams, are keen to work with schools. Given the multi-ethnic composition of their pupils, London schools are in an excellent position to put themselves forward as a repository of future talent and diversity. For example, Google's recent sponsorship of the education charity, Generating Genius, aims to increase the diversity of people working in computer science. Corporations can also benefit from helping their existing staff develop 'soft skills' through mentoring and volunteering, offering expert speakers, or sharing information about their industry and career paths with the next generation.
  - University partnerships can bring real benefits to schools offering pupils new learning experiences, encouraging interaction with older students, and showing what higher education is like. Universities can increase the diversity of their intake by encouraging applications and helping prepare students from disadvantaged backgrounds. For example, Imperial College's
-

INSPIRE scheme since 2002 has addressed the decline in science students and teachers by putting post-graduates into schools, whilst giving them valuable teacher training.

- A number of partnerships have developed between maintained schools and independent schools. These allow for the sharing of facilities (e.g. sports halls, performing arts and music equipment), interaction between students from different backgrounds, and also the sharing of ideas and professional development between teachers. For example, Kingsland Community School has developed a strong partnership with Brighton College, with the head teachers sitting on the governing bodies of each other's schools.
- London has a large and varied arts sector, with many hundreds of organisations running special events, education and outreach programmes, training workshops, or careers advice to schools. However, this work is often fragmented and provision can be patchy, especially in parts of outer London where there are fewer arts organisations. A survey of 1000 Londoners carried out by the GLA in September 2011 found that over half of Londoners (54 per cent) believe helping more children to attend cultural events should be a priority for improving London's cultural scene<sup>76</sup>. The GLA is working with the Arts Council and its 'Bridge Organisation' in London, called 'A New Direction', on how to improve the connections between schools and the arts sector and make them more sustainable<sup>77</sup>.
- Engagement in sport has been found to contribute to children's physical, emotional, social and cognitive development<sup>78</sup>. A range of charitable organisations run sports programmes in school, such as The Cricket Foundation, whose programme, Chance to Shine, has sent coaches into 1,200 schools and led to improvements in fitness but also behaviour. The Government's 'Schools Olympics' initiative to encourage more competitive sports in maintained schools will take the form of the School Games in London in May 2012.
- A number of umbrella groups and advocacy organisations also work to broker relationships and make the case for more partnerships, such as the Education and Employers Taskforce and Business in the Community.
- There are hundreds of supplementary schools across London that offer extra tuition and support to children outside normal school hours. Many of these schools go back decades and are run by ethnic communities that also teach mother tongue classes. Others, such as those run by the charity Civitas, are multi-ethnic and offer children from disadvantaged extra help to improve their reading and writing. There is scope for mainstream schools to link with these groups.

<sup>76</sup> GLA, Phone Poll, 2011.

<sup>77</sup> A New Direction will be working with 4 'Bridge Associates': Sadler's Wells, The Roundhouse, Apples and Snakes, and the Lyric Hammersmith Theatre  
[http://www.themightycreatives.com/resources/res.aspx?p=/3FF662DDE2BD53412E3109C8F6C9EF98ECB711423ACD2074/ACE per cent20Bridge per cent20Brief per cent20- per cent20June per cent202011 per cent20FINAL.pdf](http://www.themightycreatives.com/resources/res.aspx?p=/3FF662DDE2BD53412E3109C8F6C9EF98ECB711423ACD2074/ACE%20Bridge%20Brief%20-%20June%202011%20FINAL.pdf)

<sup>78</sup> (2006) Physical Education and Sport in Schools: A Review of Benefits and Outcomes, Journal of School Health, American School Health Association

- Latin is offered in 31 per cent of non-selective, maintained schools, 86 per cent of selective maintained schools (18) and in 57 per cent of independent schools in London. Through Team London, the GLA is developing partnership work to increase the work of Latin charities in those schools which could offer Latin to their pupils but do not do so currently.

We want to look at case studies of how good schools are developing partnerships and what can be done at a strategic level in London to support them.

**Question 16: How do schools currently access opportunities to build partnerships across London and what more could be done to help them?**

# Chapter six: next steps and call for evidence

This first report sets out the research and policy context for the Inquiry and calls for further input and evidence from stakeholders across London.

Chapters 1 to 5 are structured around five main themes and set out 16 questions. We would also welcome submissions about other issues and details of relevant reports.

If you would like to contribute to the Education Inquiry, **please complete the reply template which can be downloaded from the Education Inquiry website:**

<http://www.london.gov.uk/priorities/young-people/education-training/mayors-education-inquiry>

**Please submit your response by the deadline for responses of 5pm on 24 April 2012 to [educationinquiry@london.gov.uk](mailto:educationinquiry@london.gov.uk)**

Your responses will inform the work programme of the Inquiry Panel over spring and summer 2012, which will culminate in a final, published report in September 2012.

If you submit evidence to the Inquiry, you will be added to the stakeholder list and receive the final report.

### **Call for evidence questions**

Each of the Call for Evidence questions is listed here, drawn from the five main chapters of the report:

1. **What creative ways can schools, boroughs and strategic agencies use to address the growing demand for school places?**
2. **What more can be done at a strategic level in London to support free schools?**
3. **How can schools maximise their resources including the Pupil Premium to support the most disadvantaged pupils?**
4. **What can be done on a wider strategic level to maximise available resources for London schools, as well as make the case for more appropriate funding?**
5. **What can be done at a strategic level to ensure that schools places planning is effective and intelligence can be shared?**
6. **Which approaches are most effective in improving literacy in London schools?**
7. **What examples are there of good practice in managing the transition from primary to secondary which ensure good attainment and progression?**
8. **What are the key factors which prevent some groups of children from fulfilling their potential and how can we better address and share these lessons across London?**

9. **What are the values, aspects of teaching, learning, discipline and ethos that make some London schools so successful? How can this be shared more strategically in London?**
10. **What are the factors connected to poor behaviour and attendance in some London schools and what can be done to improve it?**
11. **What are the changing patterns of school exclusions and techniques for managing disruptive pupils, and how can the quality of alternative provision be driven up to the standard of the best?**
12. **How can we improve the take-up of STEM subjects and modern foreign languages in London?**
13. **What kind of careers advice do young Londoners need and how can this be linked more strategically to employers and FE/HE?**
14. **What good models of practice exist to help young people from the most disadvantaged groups access higher education?**
15. **What should every London school child know about their city and how can we help schools to achieve this?**
16. **How do schools currently access opportunities to build partnerships across London and what more could be done to help them?**
17. **Are there any other issues or suggestions you would like to draw to our attention, which have not been mentioned in this report?**

# Appendix A – extracts of the Education Inquiry Terms of Reference

## **Purpose**

To examine the most pressing issues for primary and secondary school education in London and develop recommendations for practical action. To engage key partners, including boroughs, schools, policy makers, business, voluntary and cultural sectors, effectively in the inquiry.

Education is of vital importance to the Mayor's ambition for London to be the best big city in the world. The Inquiry's recommendations should harness education's power to drive regeneration and greater equality, to enable Londoners to find fulfilling work and to support a thriving cultural, sporting and scientific sectors.

## **Key tasks**

The key tasks are to:

- Identify the key issues for London's schools, based on the latest research, available data and consultations with the key stakeholder groups.
  - Determine, on this basis, the key themes of Inquiry, likely to include (but not necessarily limited to):
    - the priorities for education in the global city
    - funding challenges relating to London's demographic changes
    - educational standards and quality of learning provision
    - the attainment of currently under-achieving groups, including some ethnic groups, boys, children living in poverty
    - discipline, truancy, exclusion and anti-social behaviour
    - partnerships that enrich provision and support fulfilling post-16 pathways (for example between business and the cultural sector and schools, or independent and maintained schools and colleges).
  - Steer the development and delivery/commissioning of a research, consultation and analysis programme to ensure the Inquiry is comprehensively informed.
  - Develop and sustain strong collaborative relationships with key regional and national partnerships and stakeholders, to facilitate buy-in to the final proposals.
  - Develop innovative, workable solutions and clear recommendations across each of the themes of the Inquiry, clearly reflecting the research and consultation evidence.
-



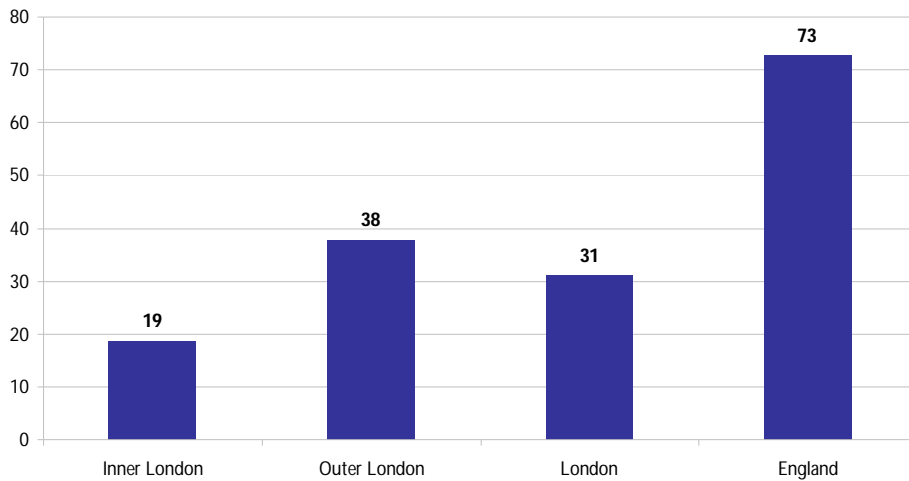
- Act as advocates for education in London, as a key driver for regeneration, improved equality, economic wellbeing and thriving cultural, sporting and scientific sectors.

**Publication**

The Inquiry will publish key papers on a page on the GLA website ([www.london.gov.uk](http://www.london.gov.uk)), including the first report, call for evidence, summary of evidence received and final report. Other Inquiry papers will be published as agreed by the Chair.

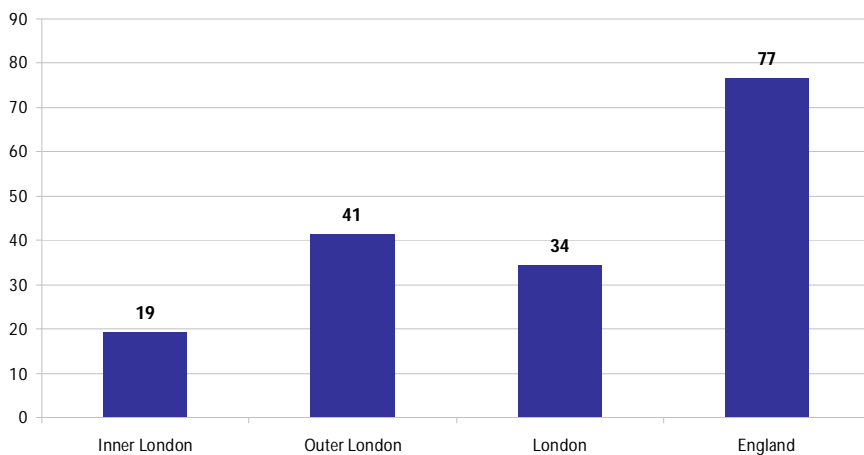
# Appendix B – further data

**Figure B1: Percentage of pupils who are White British in Primary Schools, 2011**



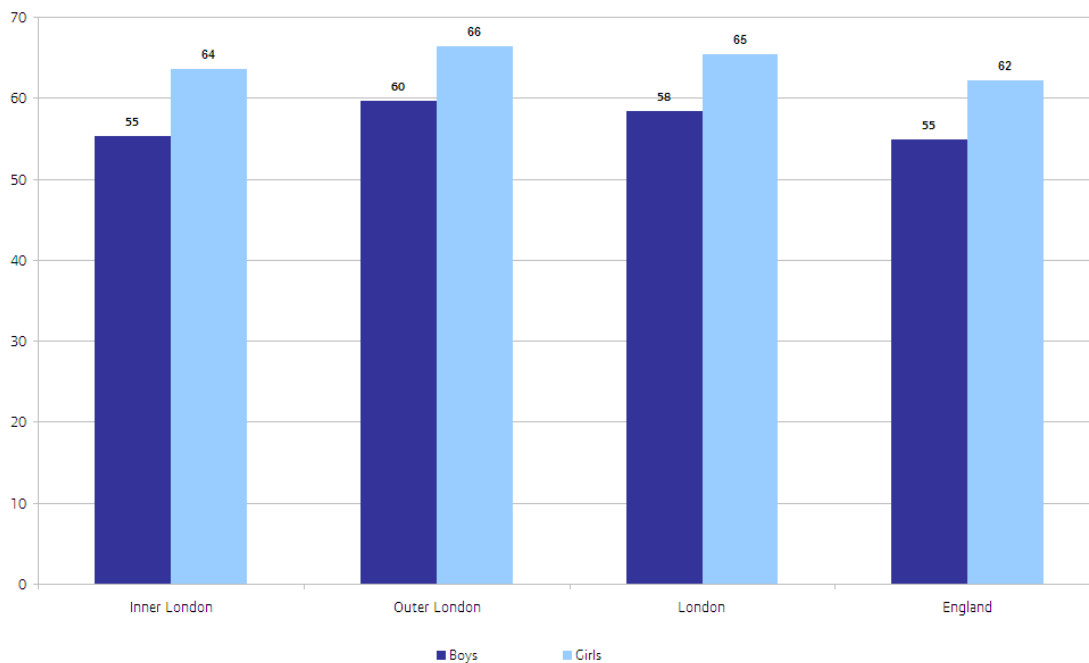
Source: Department for Education

**Figure B2: Percentage of pupils who are White British in Secondary Schools, 2011**



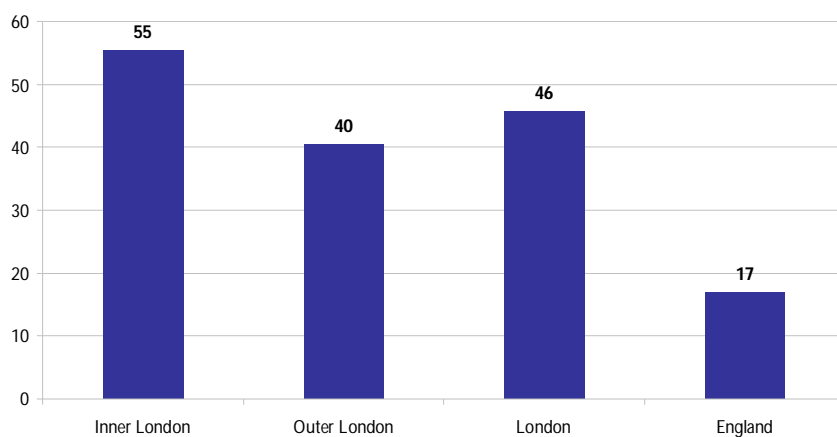
Source: Department for Education

**Figure B3: Percentage of pupils achieving 5 or more GCSEs grades A\*-C including English and Maths, by gender, 2010/11**



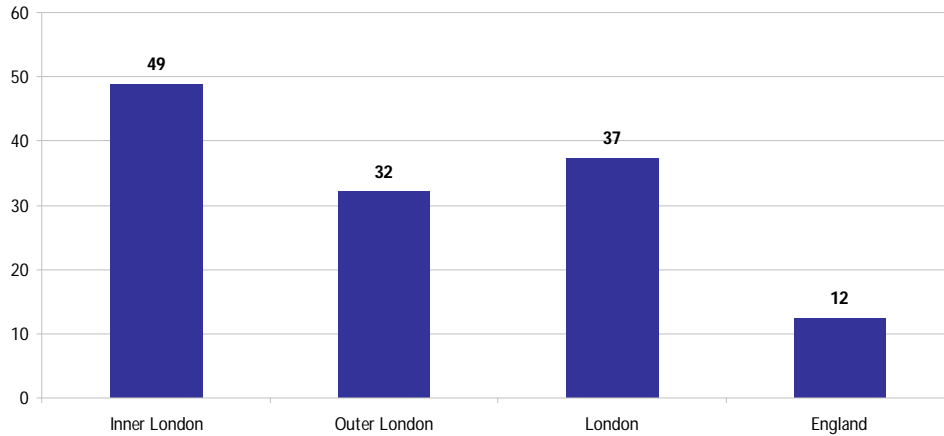
Source: Department for Education

**Figure B4: Percentage of pupils with first language other than English, Primary Schools, 2011**



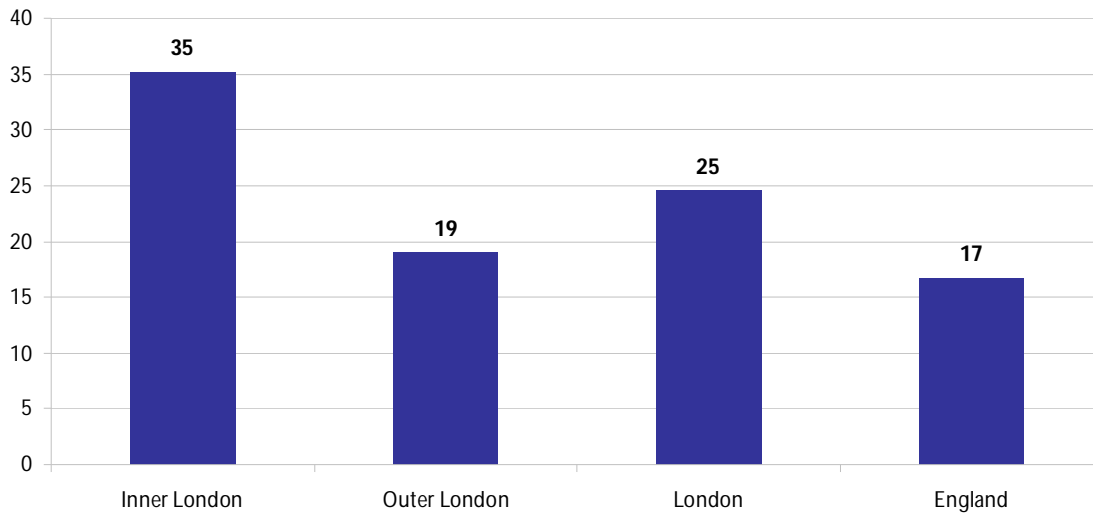
Source: Department for Education

**Figure B5: Percentage of pupils with first language other than English, Secondary Schools, 2011**



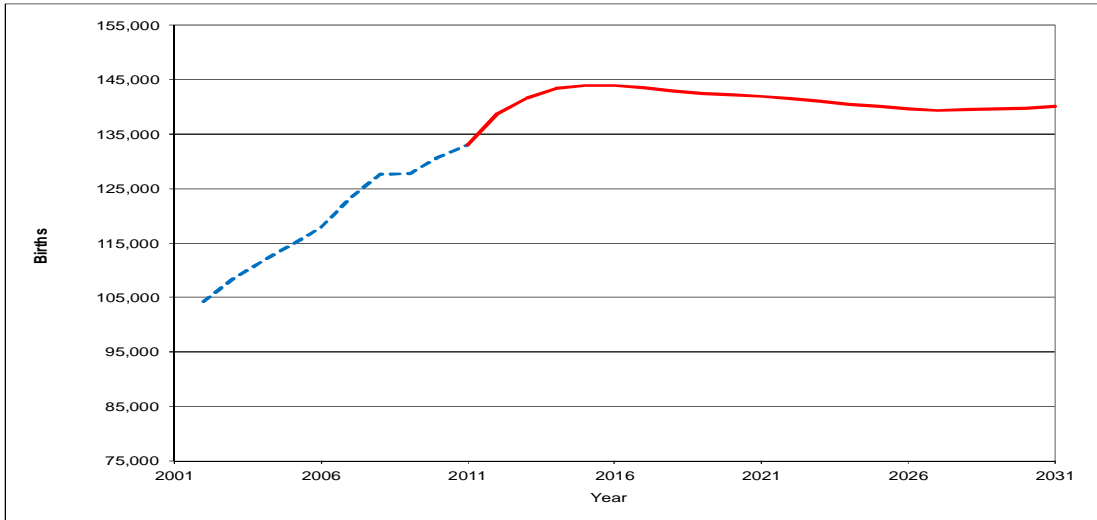
Source: Department for Education

**Figure B6: Percentage of pupils at maintained schools eligible for free school meals, 2011**



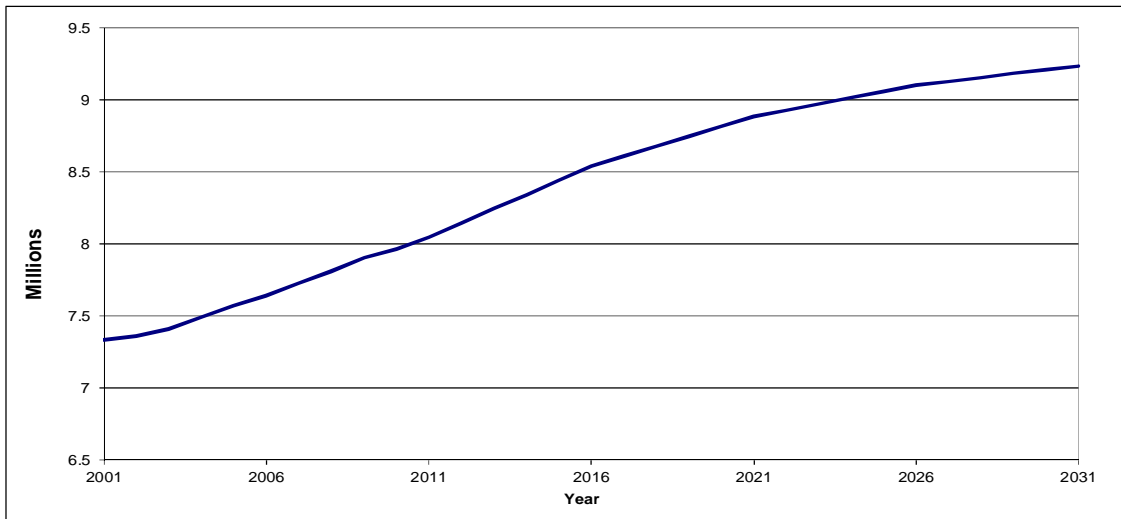
Source: Department for Education

**Figure B7: Total projected population (London), Draft 2011 Round GLA population projections**



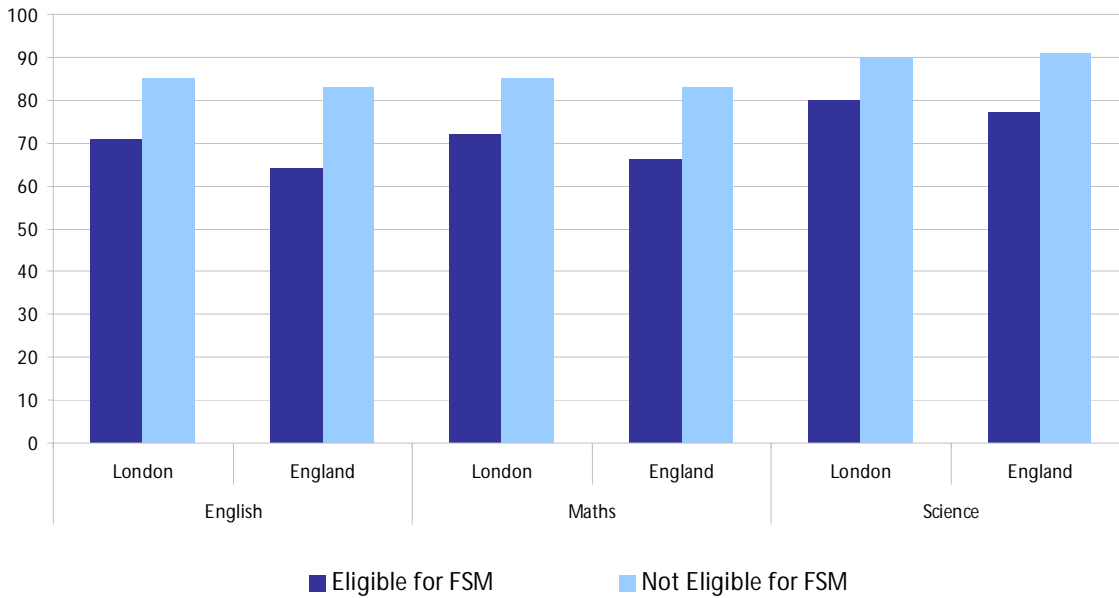
Source: GLA Projections

**Figure B8: Total projected population (London), Draft 2011 Round GLA population projections**



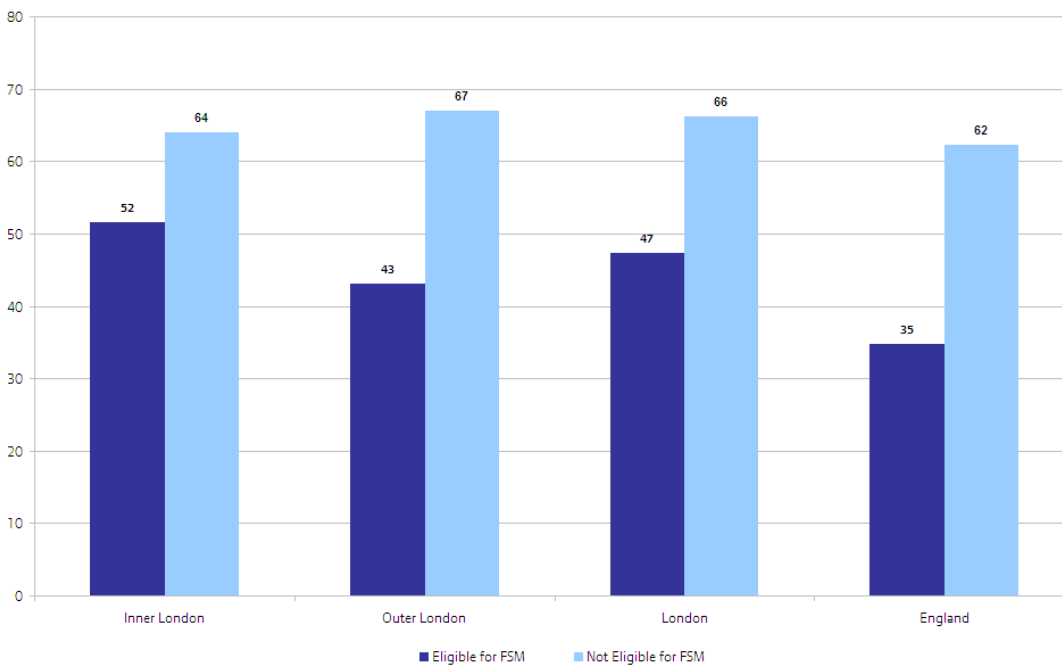
Source: GLA Projections

**Figure B9: Percentage of pupils achieving the national benchmark (level 4+) in English, Maths and Science at KS2, 2010.**



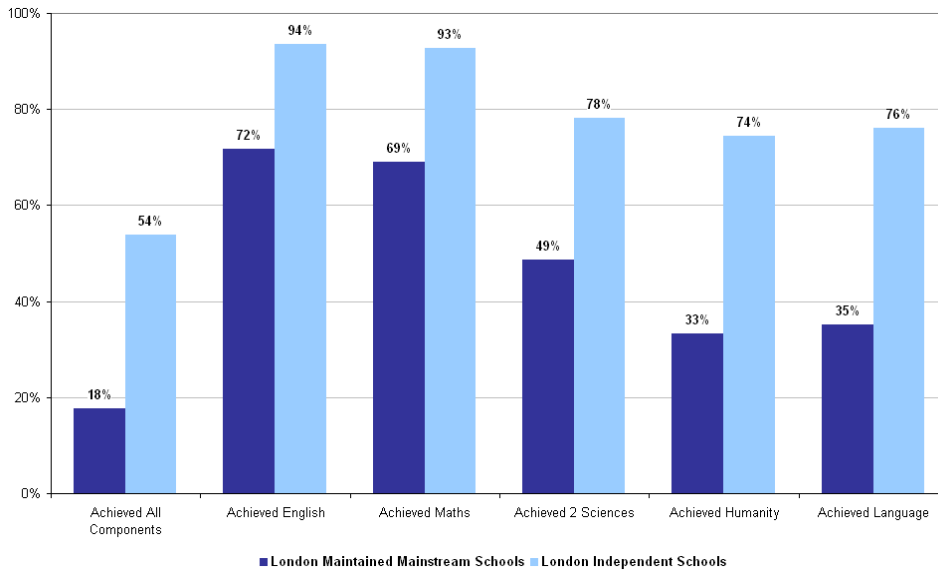
Source: Department for Education

**Figure B10: Percentage of pupils achieving the national benchmark of 5 GCSEs grade A\*- C English and Maths, by FSM eligibility, 2010-11**



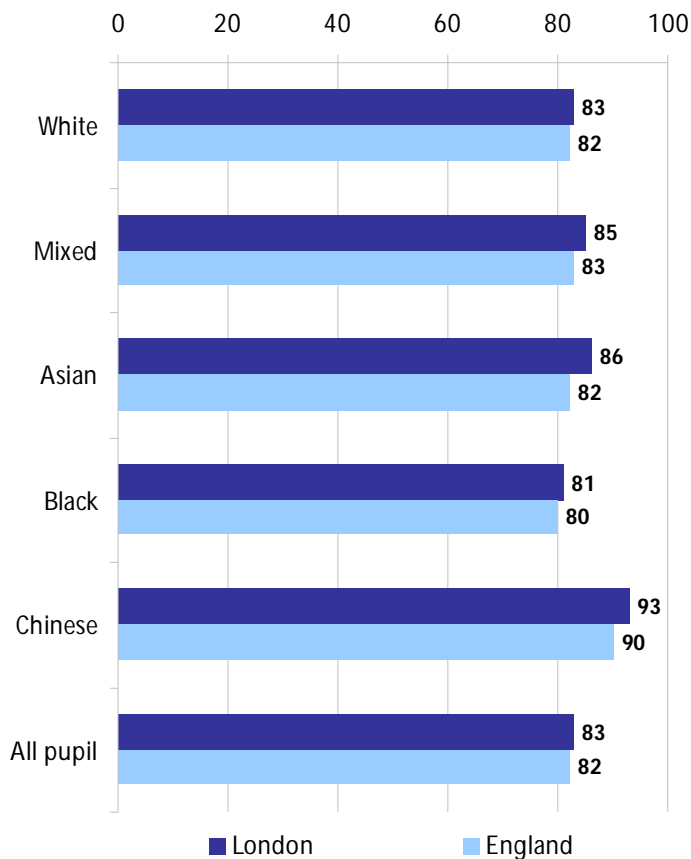
Source: Department for Education

**Figure B11: Percentage of pupils achieving grades A\*-C in specific components of the English Baccalaureate by maintained mainstream and independent schools, 2011**



Source: Department for Education

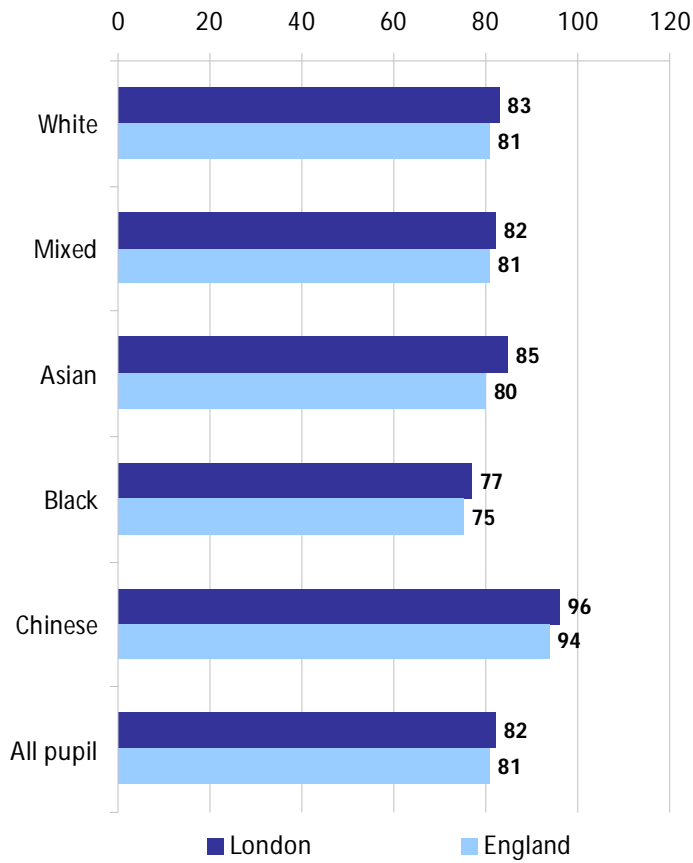
**Figure B12: Percentage achieving the national benchmark (level 4+) in English KS2, 2011**





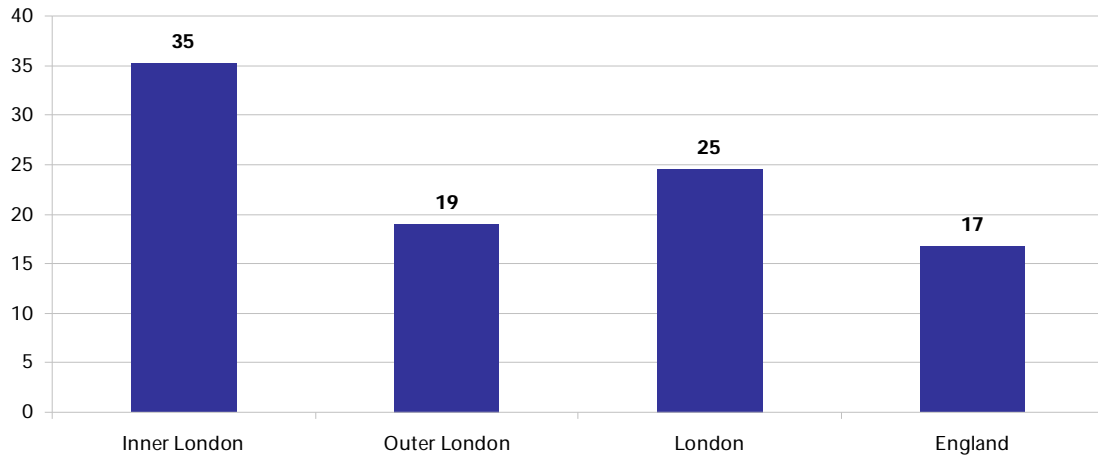
Source: Department for Education

**Figure B13: Percentage achieving the national benchmark (level 4+) in Maths KS2, 2011**



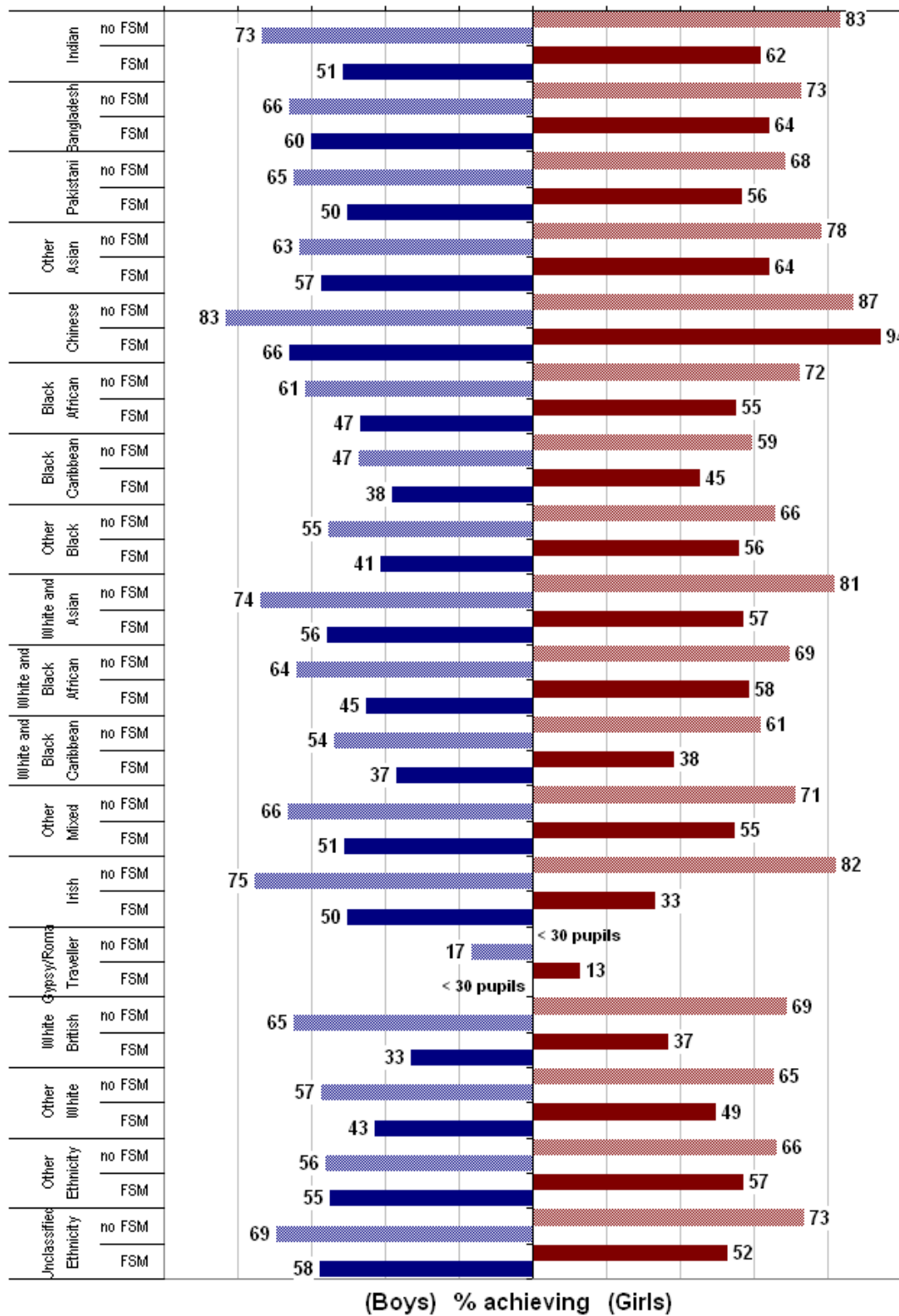
Source: Department for Education

**Figure B14: Percentage of pupils at maintained schools eligible for Free School Meals 2011**



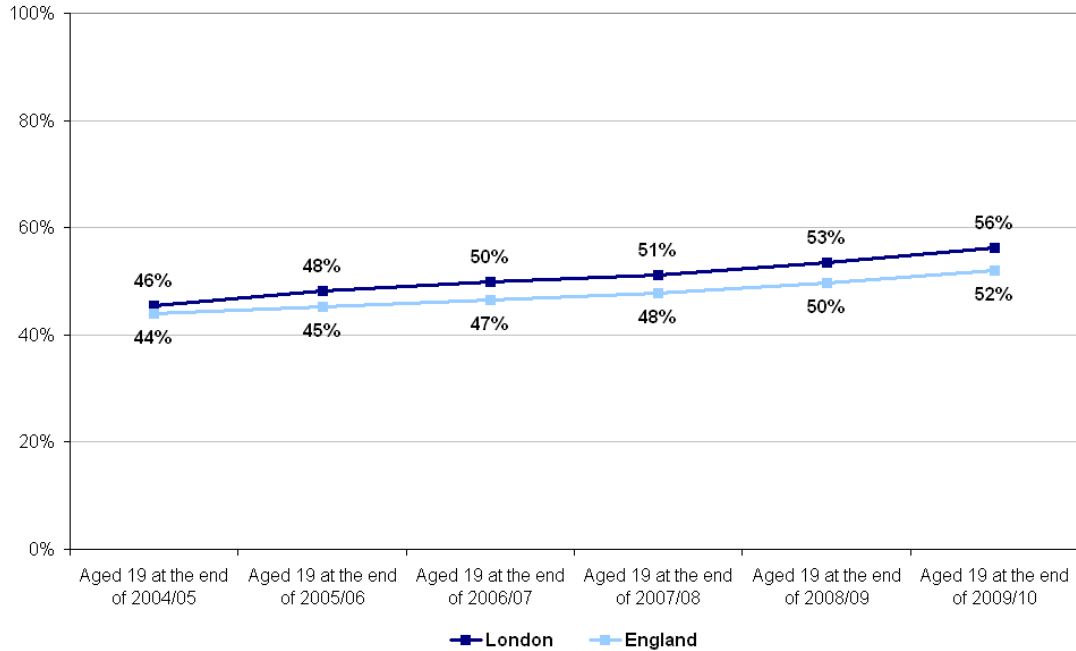
Source: *Department for Education*

Figure B15: Percentage Achieving 5 Grades A\*-C Including GCSE English and Maths, 2011



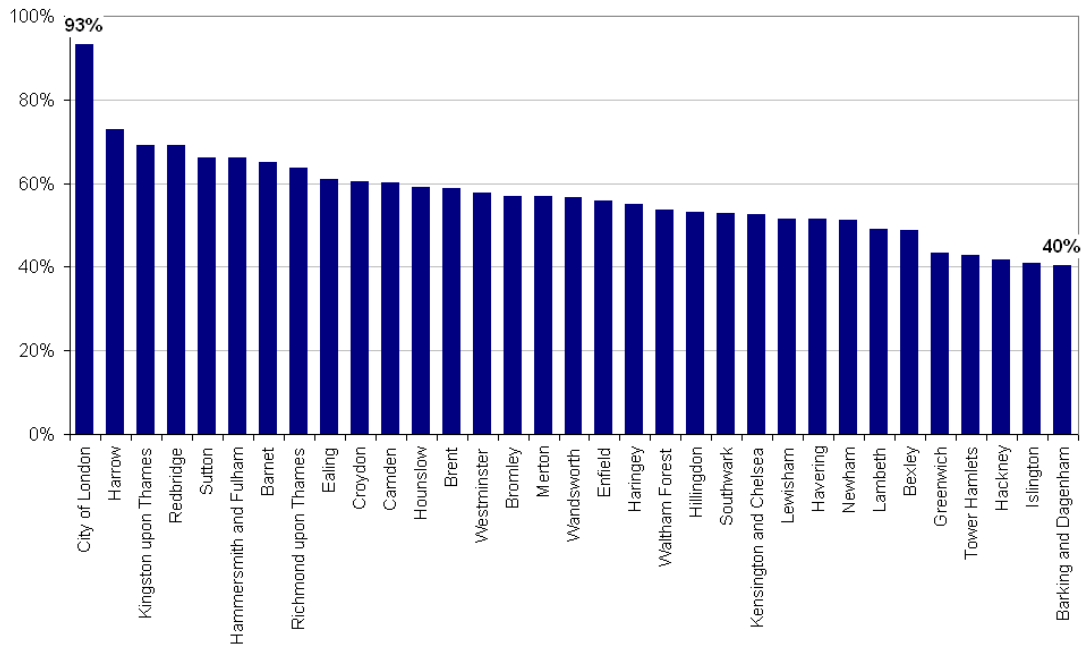
Source: Department for Education

**Figure B16: Percentage of 19 Year Olds Who Have Achieved Level 3, 2005-2010**



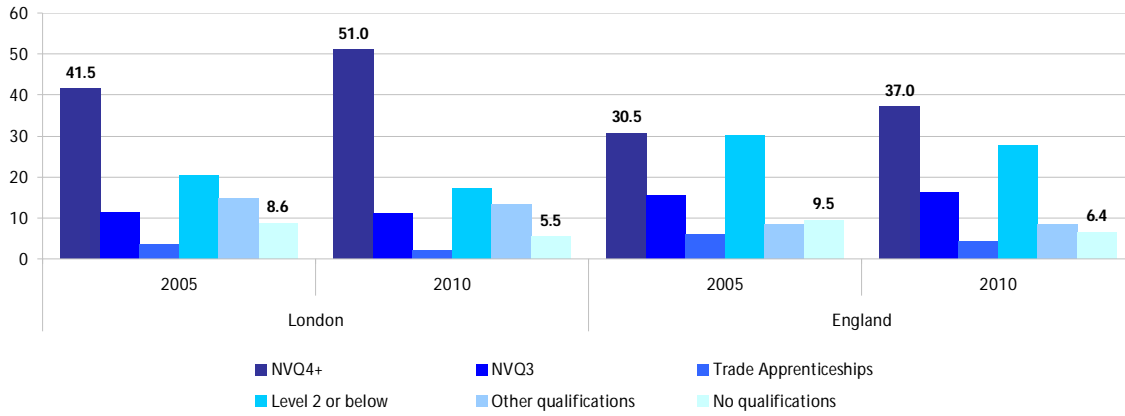
Source: Department for Education

**Figure 17: Percentage of Those Who Studied in the LA at Age 16 Achieving Level 3 By Age 19, 2010**



Source: Department for Education

**Figure B18: Highest qualification of all those in employment in London**



Source: Annual Population Survey, January to December 2010

## Other formats and languages

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### Chinese

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### Hindi

यदि आप इस दस्तावेज की प्रति अपनी  
भाषा में चाहते हैं, तो कृपया निम्नलिखित  
नंबर पर फोन करें अथवा नीचे दिये गये  
पते पर संपर्क करें

### Vietnamese

Nếu bạn muốn có văn bản tài liệu  
này bằng ngôn ngữ của mình, hãy  
liên hệ theo số điện thoại hoặc địa  
chỉ dưới đây.

### Bengali

আপনি যদি আপনার ভাষায় এই দলিলের প্রতিলিপি  
(কপি) চান, তা হলে नीचेर ফোন নম্বরে  
বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

### Greek

Αν θέλετε να αποκτήσετε αντίγραφο του παρόντος  
εγγράφου στη δική σας γλώσσα, παρακαλείστε να  
επικοινωνήσετε τηλεφωνικά στον αριθμό αυτό ή ταχυ-  
δρομικά στην παρακάτω διεύθυνση.

### Urdu

اگر آپ اس دستاویز کی نقل اپنی زبان میں  
چاہتے ہیں، تو براہ کرم نیچے دئے گئے نمبر  
پر فون کریں یا دیئے گئے پتے پر رابطہ کریں

### Turkish

Bu belgenin kendi dilinizde  
hazırlanmış bir nüshasını  
edinmek için, lütfen aşağıdaki  
telefon numarasını arayınız  
veya adrese başvurunuz.

### Arabic

إذا أردت نسخة من هذه الوثيقة بلغتك، يرجى  
الاتصال برقم الهاتف أو مراسلة العنوان  
أدناه

### Punjabi

ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਤੁਹਾਡੀ ਆਪਣੀ ਭਾਸ਼ਾ  
ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਹੇਠ  
ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਬਤਾ ਕਰੋ:

### Gujarati

જો તમને આ દસ્તાવેજની નકલ તમારી ભાષામાં  
જોઈતી હોય તો, કૃપા કરી આપેલ નંબર ઉપર  
ફોન કરો અથવા નીચેના સરનામે સંપર્ક સાધો.

