

**Proposed Decision to be taken by the
Portfolio Holder for Children and Schools
on or after 21 March 2014**

**Proposal to Federate All Saint's C. E. Primary School and Burton
Green C. E. Primary School**

Recommendation(s)

That the Portfolio Holder for Children and Schools:

- 1) Notes the proposal by the Governing Bodies of All Saint's C.E. Primary School Leek Wootton and Burton Green C. E. Primary School; and
- 2) Supports the proposal and agrees any additional comments she would wish to forward to the schools as part of the response.

1.0 Key Issues and Background

- 1.1 The Governing Bodies of All Saint's C.E. Primary School Leek Wootton and Burton Green C.E. Primary School are consulting the County Council on their proposals to federate. The purpose of this paper is to brief the Portfolio Holder on the proposals and to seek a formal response to the two schools. A copy of the consultation document issued by the schools is attached as **Appendix A** to this report.
- 1.2 School federation involves schools formally collaborating together, under a single Governing Body and in this case under a single Headteacher and integrated management structure, whilst the schools retain their separate school status and Department for Education reference number.
- 1.3 It is County Council policy to promote school federations. Federation and the closer collaboration between schools is an increasing feature of school organisation across the country and it is envisaged that federations will become a key feature of school organisation arrangements in Warwickshire in the future.
- 1.4 The schools consulting on the proposal to federate are relatively small and federation will help to ensure their longer term viability.
- 1.5 All Saint's C.E. Primary School in Leek Wootton is a Voluntary Aided Church of England School judged as 'outstanding' by Ofsted at the last inspection in November 2007. In October 2013, there were 138 children on roll with a total capacity of 140.

- 1.6 Burton Green is a Voluntary Controlled Church of England School judged by Ofsted in May 2012 as 'good' with some outstanding features. In October 2013, there were 97 pupils on roll with a total capacity of 105.
- 1.7 The benefits of school federations will vary, but in this instance the Governing Bodies of the schools feel that federation will help to:
- Enable both schools to secure their identity and ethos as small, community-based, Church of England schools;
 - Further raise standards for pupils in the classroom and respond better to their wider needs; for example, by extending the breadth and quality of provision, through shared training and specialist teaching, encouraging staff to support each other and developing integrated curriculum and pastoral policies;
 - Offer pupils a wider range of learning opportunities; for example, by holding joint activities or sharing facilities or teachers that might be difficult to sustain individually;
 - Continue and further develop a range of extended services and activities for pupils and the wider community;
 - Maximise procurement and the sharing of resources, taking advantage of economies of scale;
 - Provide a wider range of in-house training, mentoring and professional development and leadership opportunities for all staff;
 - Improve staff retention by offering more options for career progression and attract a higher quality of applicant for future positions;
 - Provide strong, consistent and sustainable leadership across both schools;
 - Improve leadership development, management and creative thinking;
 - Provide savings in the individual budgets of each school, allowing opportunities for investment in new facilities, resources and staffing;
 - Allow sharing of management and governing body responsibilities; and
 - Continue to attract new families to increase pupil numbers on roll at both schools for financial security and job security for staff. Federated schools under the same leadership and with a shared vision may attract families to either institution, therefore ensuring a more sustainable future for both schools.
- 1.8 The Governing Bodies have considered the key risks but believe the Federation can overcome these through consultation with stakeholders and careful planning in terms of school management and organisation.

2.0 The Proposal

- 2.1 The proposed federation is that of a 'hard federation' which is a legally binding arrangement between the schools with a single Federated Governing Body. Full details of the proposed federation arrangements are included in the document provided by the schools and attached to this report.

- 2.2 A federation is a legally binding arrangement and while it is seen as a long-term plan, there is also a clear process for a school to leave a federation or for the dissolution of federation at a future date.
- 2.3 It is considered that this proposal would enhance the educational opportunities for pupils in the schools, strengthen and stabilise the leadership and management structures and enable the schools to maximise use of shared resources thus helping secure the longer term viability of the schools; therefore, the Portfolio Holder is recommended to support the proposal to federate.

3.0 The Process

- 3.1 The regulations *The School Governance (Federations)(England) Regulations 2007* provide for schools proposing federation and one of the strengths of this form of school organisation is that it gives flexibility in terms of the governance and management structures to suit a range of situations. These Regulations continue to apply until such time as it is decided to vary the instrument of Government. At such a time, it is the *School Governance (Federations) (England) Regulations 2012* that apply.
- 3.2 The *School Governance (Federations) (England) Regulations 2012* set out statutory requirements on the composition of governing bodies in federations. The regulations apply to governing bodies constituted on or after September 2012. Regulation 21 sets out the requirement for all federations including the minimum size of the governing body and types of governors it should include. Regulation 22 sets out additional requirements for federations comprising of Voluntary Controlled and Voluntary Aided schools.

Regulation 21 states:

- (1) the governing body of every federation must be constituted in accordance with this regulation
- (2) the total membership of the governing body of a federation must be no fewer than seven governors
- (3) the governing body of a federation must include the following-
 - (a) One parent governor elected or appointed in accordance with regulation 14 in respect of each school in the federation;
 - (b) the head teacher of each federated school unless any such headteacher resigns the office of governor in accordance with regulation 19 of the *Constitution Regulations 2012*
 - (c) one staff governor; and
 - (d) one local authority governor
- (4) the governing body may in addition appoint such number of co-opted governors as they consider necessary provided that the requirements in Regulation 22 are met in respect of governing bodies of federations comprising foundation and voluntary schools.

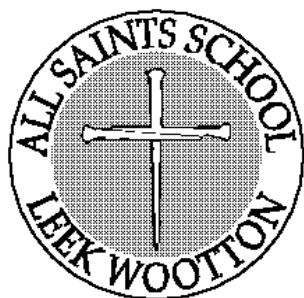
- (5) the total number of co-opted governors who are also eligible to be elected as staff governors under schedule 3 must not exceed one third of the total membership of the governing body.

3.3 The legal position is that the County Council is one of the statutory consultees. The final decision as to whether or not to federate rests with the Governing Bodies of the schools concerned who meet, first jointly, to consider responses after the period of consultation ends. The individual Governing Bodies then meet separately and must decide whether to proceed to federation as published or proceed to federation but modified as it considers appropriate. If both of the Governing Bodies agree to proceed, it is expected that the Federation will come into place on 1st September 2014.

4.0 Summary

4.1 The Governing Bodies of All Saint's CE Primary School, Leek Wootton and Burton Green CE Primary School are consulting on a proposal to federate their schools. The County Council is a statutory consultee on the proposals and any comments will be forwarded to the Governing Bodies so that they can take them into consideration when they meet to determine the matter. The proposal would improve educational opportunities in both schools and on that basis it is recommended that Warwickshire County Council support the proposed federation of the schools.

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Since September 2013, Burton Green and All Saints' Primary Schools have been collaborating closely under the leadership of Mrs Sue Patterson. There have been considerable benefits for staff and children through this partnership approach, and overall it has been a very positive experience.

This year's experience has shown that the collaboration between the two schools has a firm foundation based on a shared ethos and vision which, underpinned by Christian values, holds at its heart the well-being and high standards of attainment and achievement for each individual child.

During this time, governors from both schools have been working together to monitor developments, adjust provision and use this knowledge to inform future sustainability. We have now come to the time when we need to consider ways in which we can move forward to build upon the foundations established this year and move towards a permanent partnership.

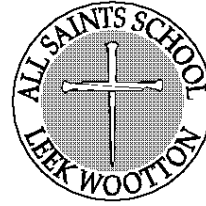
With this in mind, the governing bodies of both schools are pleased to send you a formal consultation document for federation, and would welcome your views on the proposals. We hope that the accompanying materials including FAQs will provide answers to questions or concerns you may have.

If you wish to respond to the consultation this should be done in writing by Monday 17 March. Consultation replies should be sent to Kimberley Lunn, Chair of Governors, c/o All Saints' School by email to admin3588@we-learn365.com or to Thea Gibbs, Chair of Governors c/o Burton Green School by email to admin3143@we-learn365.com.

Yours sincerely

Kimberley Lunn
Chair of Governors,
All Saints' Governing Body.

Thea Gibbs
Chair of Governors,
Burton Green Governing Body.



Proposal to Federate All Saints' Church of England (V.A.) Primary School and Burton Green Church of England (V.C.) Primary School

The Governing Body of All Saints' Church of England (V.A.) Primary School and the Governing Body of Burton Green Church of England (V.C.) Primary School wish to put forward a proposal to consult on a Federation between the two schools. The Governing Bodies have agreed to put forward a proposal for a Federation under the shared leadership of a Head of Federation with a Federated Governing Body overseeing the two schools.

The information below outlines the statutory requirements for consultation, the reasons behind the proposal, the benefits to both schools in a federation and also gives details of how the Federation would operate.

In order to continue to raise standards and provide the highest quality education and care that each of our children deserves, the Governors of All Saints' and Burton Green Primary schools have considered ways in which we can continue to develop our collaboration whilst preserving the ethos and character of each school. Our aim is to extend the breadth and quality of provision in order to respond with ever-increasing effectiveness to our pupils' wider needs.

Careful consideration has been given to ways in which the leadership of each school will continue to be effective, develop and grow as a result of working in partnership. The Governing Bodies of both schools believe that this is a positive move towards a shared future and will have many benefits for both our communities but most of all will enhance the educational opportunities and widen the horizons for our children.

Collaboration is at the leading edge of changing how schools operate both locally and nationally and we have an opportunity to develop together a model of school organisation that meets the needs of a 21st century school. Both schools are fully committed to school improvement, and following a successful experience of collaboration between the two schools, it is the right time to put this relationship onto a firmer footing.

A federation is a governance structure whereby two or more schools share a single Governing Body under section 24 of the Education Act 2002, sometimes called a 'hard' federation. The schools retain their separate identity and continue to receive individual budgets. There would be a Head of Federation overseeing both schools with a Deputy Head Teacher based at each school site to manage the day to day running of each school.

The benefits of a shared Governing Body will enable the schools to pool resources and facilities, utilise staff expertise and leadership, and become more financially

efficient. By working together in this way, a federation between the two schools will enable us to further raise standards and to provide a more varied and exciting learning experience for our pupils as well as increased professional development opportunities for staff.

1. Why do we think federation is right for All Saints' and Burton Green schools?

There are numerous examples of schools thriving under formal partnerships and research has highlighted a range of benefits for schools, their families and staff.

The Governors of the two schools, Senior Staff at both schools and representatives from the Local Authority and the Diocesan Board of Education have discussed the benefits of federation and believe that this will: -

- Enable both schools to secure their identity and ethos as small, community based, Church of England schools;
- Further raise standards for pupils in the classroom and respond better to their wider needs, for example by extending the breadth and quality of provision, through shared training and specialist teaching, encouraging staff to support each other and developing integrated curriculum and pastoral policies;
- Offer pupils a wider range of learning opportunities, for example, by holding joint activities or sharing facilities or teachers that might be difficult to sustain individually;
- Continue and further develop a range of extended services and activities for pupils and the wider community;
- Maximise procurement and the sharing of resources, taking advantage of economies of scale;
- Provide a wider range of in-house training, mentoring and professional development and leadership opportunities for all staff;
- Improve staff retention by offering more options for career progression and attract a higher quality of applicant for future positions;
- Provide strong, consistent and sustainable leadership across both schools;
- Improve leadership development, management and creative thinking;
- Provide savings in the individual budgets of each school, allowing opportunities for investment in new facilities, resources and staffing;
- Allow sharing of management and governing body responsibilities;
- Continue to attract new families to increase pupil numbers on roll at both schools for financial security and job security for staff. Federated schools under the same leadership and with a shared vision may attract families to either institution, therefore ensuring a more sustainable future for both schools.

Are there any potential drawbacks?

The Governing Bodies have considered some potential risks, which are outlined below, but we believe the Federation can overcome these.

Risk	Response
Stakeholders in both or either schools object to principles of federation	Consultation and meetings with parents and staff will listen to views, address any concerns and lay out the benefits to children in both schools.
Finding an appropriate leader with experience, inclination and capacity to be Head of a Federation	The Governing Bodies of each school have proposed that the Head Teacher of All Saints' Primary should be appointed as Head of the Federation, and she has agreed. Both governing bodies, the Diocese and the Local Authority have full confidence in her skills and abilities to undertake this role.
The needs of one school absorb a disproportionate level of the federation's resources e.g. management capacity, finance, school improvement	The Governing Bodies and Senior Management Teams of both schools will consider carefully structures and arrangement to ensure success in both schools. The two schools would continue to be financially independent and separate budgets would be maintained and accounted for. Schools would be also inspected by Ofsted and SIAMS as independent entities.
Ethos and or vision of partner schools not compatible	Both schools are Church of England schools and while they serve their local communities as well as their wider church communities, are also outward looking in terms of collaboration and providing educational opportunities.
Parents may feel that they have limited access to the Head of Federation on day to day basis	The interim arrangements established for 2013/14 have demonstrated how support structures will work effectively and each school would have a Deputy Head Teacher with operational responsibilities and to act as a contact point for parents and others.
Staff movement between schools could be disruptive for staff and pupils and staff may not wish to teach in different locations	Existing staff contracts will be retained, and staff will continue to work in the school to which they were recruited. However, Federation will provide staff with opportunities to explore different settings and expand their professional expertise, including within the partner school.
Ineffective monitoring and evaluation of the Federation will prevent the Governing Body from understanding whether the federation is working	The Head of Federation will be accountable to the Governing Body for the effectiveness and success of the federation, and performance will be externally reviewed through the annual performance review. The Governing Body will also establish success criteria against which the Head of Federation can be asked to report at regular intervals.

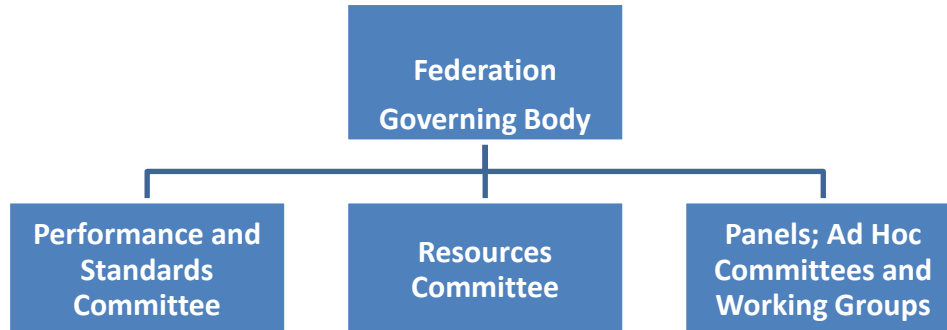
2. Governance

There is a detailed document explaining range of governance opportunities for two or more schools undertaking federation (Guidance on the School Governance (Federations) regulations 2012). The basic principles to consider are:

- The frameworks are relatively flexible to allow individual needs of each federation to be addressed
- There is a range of collaborative models from 'hard' federations through to formal loose collaboration arrangements
- In general, the regulations guiding individual governing bodies are the same for a federated governing body
- Federating governing bodies must reflect the same principles of stakeholder representation as single governing bodies and any group which would be represented on the single governing body of a school of a certain category must be represented on the governing body of a federation containing a school of that category (paragraph 1.3 of Guidance)
- Full consultation outlining the detailed federation proposals must take place
- Following consultation and its consideration, both governing bodies must agree to federation.

Proposed Governance structure: Outline Federation Governing Body

Proposal to move towards a hard federation with one Federated Governing Body, as illustrated below:



The Performance and Standards Committee and Resources Committee would deal with issues for both schools in the Federation. (Separate Committees which deal with individual schools in the Federation are not recommended).

Proposed Governing Body model

Foundation Governors	7	3 from each community, and of which a minimum of 3 in total must also be parents of children at either school, at the time of appointment. One will be the ex-officio incumbent of one of the parishes.
Parent Governors	2	One from each school (elected)
LA Governors	1	The ex-officio foundation governor will be drawn from one of the schools' communities, and the LA governor will be drawn from the other to balance the representation.
Head of Federation	1	
Staff Governor	2	One from each school, can be teaching or non-teaching staff member
Total	13	
<i>Note that new elections will need to take place for Parent and Staff Governors and there is no guarantee that members of the original Governing Bodies will secure a place on the new Federated Governing Body</i>		

It is proposed that the Chair and Vice Chair roles should normally be drawn one from each school community to ensure that each school is represented fairly across these offices.

It is proposed that Foundation Governors will be drawn from the schools' communities and will reflect the interests of those communities. Whilst the appointment of these governors will require approval from the Parochial Church Council(s) (PCCs), it is not a requirement of the role that the appointees be practising Christians, although sympathy with the ethos of a Church of England school is expected.

3. Budget arrangements

The general principle is that in any form of federation the Governing Body of the Federation will continue to receive the individual delegated budget for each of the federated schools to support the pupils in that school. Each school will need to maintain mechanisms to provide an audit trail for each budget. It is anticipated that the key financial benefit of federation would be to achieve value for money and cost effectiveness through the pooling of funds and sharing of resources, and not through underwriting each other's costs.

Once federated the Governing Body receives the budget for each school in the federation and has the same powers as individual governing bodies to spend each school's budget and any carried forward amount (which may include a deficit). The Governing Body legally has the power to make budget decisions on behalf of both schools, but in practice the budget for All Saints' and the budget for Burton Green will be kept separate.

Financial impact of federation

It is difficult to gauge the exact financial impact of a federation but in terms of savings the following areas are likely:

- Saving on one Head of Federation's salary and on-costs compared with two Head Teacher salaries
- Savings in purchasing e.g. joint leading arrangements for bulk buying, ground maintenance, etc.
- Savings in training and other professional development opportunities.

Extra costs could potentially be incurred such as:

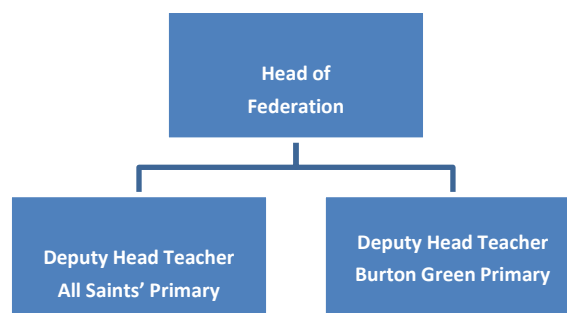
- Increased senior management costs
- Additional staff to release leaders for non-contact time.

The Governing Bodies of both schools have considered carefully the budget impact of Federation on the budgets of the two schools. They are confident that it will generate overall savings for both schools in the short term and the long term, providing improved facilities, resources and staffing in each school to maximise the learning experience for all pupils.

4. Proposed Management Structure

It is proposed that the current arrangements established in September 2013 for the collaboration will continue. While it is envisaged that the Head of Federation will continue to lead across the two school communities, she will continue to focus on the strategic priorities in terms of vision and ethos, curriculum development, finance, staffing and governance across the two schools of the Federation, and will continue to be available to pupils, staff and parents.

At each school there will be a Deputy Head Teacher who will be accessible to pupils, staff and parents and will focus on the curriculum within the classroom and deal with the day to day issues around the school.



5. Other staffing arrangements

At the outset all other staff's terms and conditions in both schools would remain the same and could not be changed without agreement.

All Saints' C of E Primary School is a Voluntary Aided school and therefore the Federated Governing Body will replace the All Saints' Governing Body as the employers of all staff at All Saints'. There is no other change to the terms and conditions of All Saints' staff. For payroll purposes, each staff member will have a "base" school. For the Head of Federation the base school will be All Saints' as the Voluntary Aided school, on the understanding that this is for administrative purposes only.

Staff at Burton Green C of E (V.C.) Primary School will retain their existing terms and conditions of employment and remain under the employment of the Local Authority.

One of the benefits of schools wishing to federate is that it is possible to deploy staff across the Federation. Through agreement, the member of staff could be deployed to work at another school either through a secondment or through initiating a separate contract.

6. Admission arrangements

School	Numbers on roll	Published Admission number
All Saints'	138	20
Burton Green	99	15

Although the schools in the Federation will share governance arrangements, this will have no impact on the admissions arrangements as each school within the federation is still its own legal entity and must adhere to individual requirements relating to admissions and admissions code of practice.

Both schools use the Local Authority Admissions Service but All Saints' Primary as a Voluntary Aided school is its own Admission Authority with an Independent Admission Appeals service arranged by the Diocese in the case of over-subscription.

7. Naming the Federation

Both schools would keep their current identity by means of separate names, logo and uniform. Case studies have shown that an umbrella name for the Federation can be useful for public relations and therefore we propose referring to the collaboration as the Green Leek Federation, in keeping with the communications during 2013/14 about the collaboration.

8. De-Federation

A school can leave a federation at any time by following the procedures set out in the 'Governors Guide to the Law'. Briefly, it is a reverse of the process by which the governing body was federated.

Proposed Timescales

Action	Dates
Initial discussions	Autumn 2013
Planning and Communication Group (PAC) established to bring forward details and address all key factors for consultation document	Autumn 2013
Proposal to consult on Federation document agreed by both Governing Bodies	November 2013
Proposal to consult on Federation is published for consultation with consultation letter to: <ul style="list-style-type: none"> • Warwickshire Local Authority • Coventry C of E Diocese • Headteacher • All staff paid at the two schools • Every person known to the school to be parent/carer of a registered pupil • All Trade Unions and professional associations • Other person who the governing bodies consider appropriate <ul style="list-style-type: none"> - PCC - Parish council - County Councillor (John Whitehouse) - Residents Association - HT to inform other head's in cluster 	February 2014
Both schools hold separate meetings with parents Both schools hold separate meetings with staff	February 2014
Deadline for response to the Proposal to consult on Federation	March 2014
Joint meeting of Governing Bodies to consider responses to consultation	3 April 2014
The two individual Governing Bodies must decide whether to: <ul style="list-style-type: none"> a) proceed to federation as published or b) proceed to federation but modified as it considers appropriate or c) not proceed 	3 April after joint meeting if no changes / further meeting required.
If they agree to proceed with federation they must jointly give notice to LA and Diocese of their decision to federate and the date for Federation and arrange for the legal instrument to be produced	April 2014
Approval of statutory Instrument of Government by Warwickshire County Council Cabinet	July 2014

Confirmation of appointment of Sue Patterson as Head of Federation and Andy Woodage as Deputy Head Teacher of All Saints' and Stella Villiers as Deputy Head Teacher of Burton Green	July 2014
Appointment of Foundation and Local Authority Governors	July 2014
Elections take place for staff governors of the new Federated Governing Body	July 2014
Elections take place for parent governors of the new Federated Governing Body	September 2014
Federation established	1 st September 2014

Frequently Asked Questions

What is a federation?

A federation is a governance structure whereby two or more schools share a single governing body under section 24 of the Education Act 2002, sometimes called a 'hard' federation. All schools retain their separate identity and continue to receive individual budget shares.

Why should schools federate?

Working together through formal shared governance structures enables schools to raise standards and maintain local provision by sharing resources, staff, expertise, and facilities.

A shared governing body provides an effective and accountable mechanism for schools to pool resources and staff, release strategic capacity in the senior management team, and gain economies of scale and efficiencies. Sharing specialist staff and pooling curriculum expertise and materials can enable schools to deliver an enriched pupil offer.

What are the benefits of federation?

Through federation and other partnership arrangements schools can:

- extend the breadth and quality of provision; respond better to pupils' wider needs;
- widen the impact of our strongest school leaders, teachers and governors;
- widen opportunities for collaborative professional development; and
- deliver greater value for money.

The ability to federate under a single governing body could also be of particular benefit to small schools or schools in more isolated rural areas, opening up opportunities to share management and governing body responsibility and curriculum expertise.

Is there evidence that partnerships improve standards?

There are numerous examples of schools thriving under formal partnerships and research has highlighted a range of benefits for schools and staff. These include an enhanced curriculum, more opportunities for pupils and greater personalisation which can lead to school improvement, new training opportunities for staff and economic advantages.

Will schools in a federation be inspected jointly or separately?

Currently, schools are subject to separate inspection reports, and will complete separate Self Evaluation Forms. However, the White Paper published on 30 June 2009 has committed Ofsted to exploring the development of coordinated joint inspections for federations, joint sixth forms, and where there is an executive head over two schools and how the self-evaluation form can be developed to reflect federation.

Why might small schools federate?

Federation can help rural small primary schools to remain sustainable on separate sites. The shared governing body provides an effective and accountable mechanism

for schools to pool resources and staff, release strategic capacity in the senior management team, and gain economies of scale and efficiencies that enable them to remain viable.

Sharing specialist staff and pooling curriculum expertise and materials can enable small schools to deliver an enriched primary curriculum - e.g. sharing specialist language teacher.

Do federations receive just one delegated budget?

All the schools in the federation remain individual schools. Therefore the governing body of the federation receives the delegated budget for each of the individual schools.

The Federation Regulations modify the school funding provisions of the Schools Standard and Framework Act and allow the governing body of the federation to spend an individual school's delegated budget on any purposes of that federated school and also any purposes of any other federated school within the federation (regulation 36). Schools must still account for each delegated budget separately though. The White Paper published on 30 June made a commitment to allow additional funding flexibilities for schools working in federations - to pool budgets and resources.

Can the Local Authority insist that schools federate?

The decision to federate is taken by the governing body not the local authority except in some instances where a local authority can intervene.

Who employs staff within a federation?

The position regarding staffing is that each school within the federation is still a separate school. This means that the question of who employs staff depends on the category of the particular school.

What is an executive head / Head of Federation?

Head of Federation / Executive head provides strategic leadership across two or more schools whilst also being the substantive head of each of the schools in the partnership, supported by a Deputy Head in each individual school in the partnership.

How will we know whether the federation is working well?

There will be a programme of monitoring, review and evaluation in which the governing body will review cost savings, school improvement and wider benefits to each of the school communities. The Federation Governing Body will establish success criteria against which the federation will be measured and the Head of Federation will be held to account for the federation's performance.