

# MUNICIPAL YEAR 2010/2011 – REPORT NO. 95

## MEETING TITLE AND DATE

Cabinet 3rd November 2010

## REPORT OF:

Co- Director of Education,  
Children's Services and Leisure

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**Agenda – Part: 1**

**Item: 5**

**Subject:** Primary Pupil places – Revised Ten Year Strategy

**Ward:** All

## **Cabinet Members consulted:**

Councillor Ayfer Orhan

## 1. EXECUTIVE SUMMARY

- 1.1 This report summarises the existing primary capital strategy and sets out the most recent pupil projections together with the implications of these projections from 2011/12 to 2019/20. A revised strategy is proposed for providing additional places during this period through measures that aim to minimise cost whilst providing places in the areas of highest demand and therefore reducing pupil mobility across the Borough.
- 1.2 This report is one part of an over-arching strategy for Primary Provision which will also include School Structure and Leadership and proposals for the future delivery of Curriculum and Learning.
- 1.3 This report supersedes all previous reports in relation to Primary Pupil Places.

## 2. RECOMMENDATIONS

It is recommended that,

*in relation to the current strategy for providing additional primary schools places (as agreed by Cabinet in November 2009), members :*

- 2.1 note the progress being made to implement schemes as planned;
- 2.2 approve the publication of a Statutory Notice in order to embark on a formal consultation in relation to the proposed permanent expansion of Merryhills Primary School to 3FE on the basis that a more comprehensive and detailed traffic and transport study in the wider area is undertaken.
- 2.3 agree not to proceed with the expansion of Worcesters Primary School at this time

*in relation to the 10 year period to 2019 for additional primary school places members:*

- 2.4 note that a further increase in projected demand requires a more flexible approach to the provision of pupil places in order to address rising levels of demand and keep costs to a minimum
- 2.5 Agree that feasibility studies and initial discussions are undertaken to explore the provision of temporary, modular accommodation at various sites, under the leadership and management of existing schools.
- 2.6 note that a capital project submission is being considered within the Council's budget process for 2011/12 and that no capital commitments will be entered into until there is certainty that sufficient funding is available (with the exception of carrying out feasibility studies.)
- 2.7 note that officers will continue to explore alternative options to secure additional primary school places, including maximising any opportunities that may attract Government capital funding
- 2.8 formally adopt the 10 Year Strategy as outlined in this report, providing structured temporary places through the provision of four 'partner schools' for September 11/12 and one 'partner school' for September 12/13 in order to meet the increasing demand that peaks in that year and is forecast to reduce in subsequent years.

### **3. BACKGROUND**

- 3.1. In common with the majority of education authorities in London, Enfield subscribes to the School Roll Projections Service of the GLA. The basic components of the projections are population data from the Office for National Statistics, particularly that relating to births, plus information on new housing and trends in international migration. The projections are reviewed annually following the January Schools Census, and interim forecasts are provided in the light of new information that could affect the projected pupil numbers such as revisions to the Strategic Housing Land Availability Assessment (SHLAA).
- 3.2. The 2008 pupil projections indicated the need for a five year plan to add 9½ primary forms of entry (FE) on a permanent basis. Members were advised of this in a report to Cabinet in May 2008; the five year plan was subsequently proposed to the Department for Children, Schools and Families in Enfield's Primary Strategy for Change, submitted in June 2008.
- 3.3 The strategy to add 9½ FE was taken forward through a portfolio report in October 2008, and a full implementation plan and funding strategy was set out in a report to Cabinet on 4<sup>th</sup> March 2009, when it was agreed to progress proposals for a five year programme costed at £48,672,000
- 3.4 A Report to Cabinet on 4<sup>th</sup> November 2009 reported that revised projections for pupil numbers indicated a further rise in demand for pupil places, and

Members agreed that an additional £16.5m would be required to provide the necessary accommodation from 2010/11 onwards.

- 3.5 The five year programme and funding strategy included the provision of one-off additional classrooms and permanent expansions details of which are included as Appendix A
- 3.6 A report to Cabinet on the 14<sup>th</sup> July 2010 identified a further requirement to increase provision of school places in 2011/12 and following years, based on the receipt of revised forecasts. The report advised Members that a revised 10 Year Strategy would be provided in the autumn of 2010. This report provides details of the revised 10 Year Strategy for Primary Pupil places.
- 3.6 Colleagues from other London Authorities have confirmed a similar pattern of rising primary pupil numbers. The current economic climate has led to families being unable to fund relocation beyond the M25, choosing to remain in their current homes even though these may only be one or two bedroom flats. In addition to the continuing high birth rate, there are an increasing number of rental properties providing good value in relation to neighbouring boroughs which also encourages growing families to remain in the Borough.
- 3.8 At the request of the Children's Service Scrutiny Panel, a Working Group was created in order to review and monitor the work in relation to the planning of pupil places in Enfield. The priority for this Group has been in relation to overseeing the development of the revised 10 Year Strategy for Primary Pupil Places.
- 3.9 A report proposing a revised strategy for the provision of secondary school places will be prepared for a future meeting.

## **4 PROPOSALS FOR FURTHER PROVISION**

### **The Current Year**

- 4.1 It is likely that three additional classes will be required for the current Reception intake (in addition to the 7 already provided), two additional Year 1 classes and one additional Year 2 class. The main areas of high demand continue to be Edmonton (the Lower Edmonton and Angel Primary Planning Areas) Enfield Town (Bush Hill Park/Enfield Town Primary Planning Area) and North East Enfield (Enfield Lock Primary Planning Area). Proposals to address this shortfall are being prepared in consultation with the Pupil Places Working Group of the Children's Services Scrutiny Panel for consideration by the Cabinet Member.

## **From Sept 11 onwards.**

- 4.2 The table below shows the latest (July 2010) Reception forecast from the GLA, informed by the 2010 January Schools Census and the 2009 population projections (in turn based on the latest actual birth data). The capacity assumes the implementation of the 10 Year Strategy agreed in November 2009 including the expansion of Merryhills School but excluding the expansion of Worcester School.
- 4.3 The development of the 10 Year Strategy and consultation with the Children's Services Scrutiny Panel Working Group has identified that, in order to provide permanent pupil places as previously agreed, it is recommended that the Local Authority proceeds with the publication of a Statutory Notice to enlarge Merryhills School, which moves the process into the next stage of formal public consultation.
- 4.4 Parents and residents have previously raised concerns in relation to the proposed expansion. Parents were concerned that the School should be showing clear indications of improvement before any consideration should be given to expansion. Results from the 2010 SATs have indicated that the school is now making significant progress and that the Local Authority (with support from Eversley Primary School) will continue to work with Merryhills to develop and improve even further.
- 4.5 Parents and residents were concerned about the impact on increased traffic in the area. A detailed Transport Study was completed and the conclusions and recommendations discussed at the Children's Services Scrutiny Panel Working Group. It is recommended that a Sustainable Transport Strategy is developed with all nearby schools in order to fully engage parents and improve the traffic conditions in the wider area. This will need to be carried out during the process of formal consultation to expand the School, in order that this can be part of the wider consultation process. On this basis the Working Group supported the proposed publication of a statutory notice for the expansion of the School. On the expiry of the formal consultation period a further report would be presented to Cabinet in order to make a decision whether or not to expand the School.
- 4.6. It is recommended that that proposed expansion at Worcesters Primary School will not be progressed further at this time. On the basis of the most recent information relating to pupil projections, it is not necessary to proceed with a permanent expansion of Worcesters School at this time.

#### 4.7 Actual Numbers and Projected Demand for Reception Places Compared With Planned Capacity

Revised Projections July 2010

	Projection of demand (year of projection)	Currently Planned Capacity	Surplus/ Deficit	Surplus/ Deficit (FE)	% of flexibility / shortage
2011/12	4410	4223	-187	-7	-4.4
2012/13	4595	4223	-372	-13	-8.8
2013/14	4564	4223	-341	-12	-8.0
2014/15	4437	4223	-214	-8	-5.0
2015/16	4329	4223	-106	-4	-2.5
2016/17	4231	4223	-8	-1	-0.1
2017/18	4150	4223	73	3	1.7
2018/19	4083	4223	140	5	3.3
2019/20	4032	4223	191	7	4.5

Note: the planned capacity includes the permanent expansion at Merryhills and Capel Manor Primary Schools

- 4.8 The projections are based on assumptions about higher new housing targets as set out in the Strategic Housing Land Availability Assessment (SHLAA) and there is still uncertainty as to whether the very high recent birth rate has peaked. In addition, migration patterns could change. The unpredictability of such factors means that it is important to build flexibility into schemes to provide additional places to deal with any fluctuations in long term demand. The SHLAA currently identifies major housing developments in the Central Leaside, North East Enfield, North Circular Road and Enfield Town/Bush Hill Park areas. However, it is difficult to analyse child product data as the quantity and type of housing has yet to be determined and it has only been possible to make assumptions relating to the split between private and affordable housing. The SHLAA takes account of all potential development sites, but estimates are used for those sites that do not have a planning permission.
- 4.9 The figures in the table above show deficits of supply against demand of 13 and 12 FE in the years 2012/13 and 2013/14 respectively. Thereafter, the projected numbers decline towards a level which allows some flexibility to develop. Previously, the 10 Year Strategy has allowed 4% flexibility to ensure that there is a degree of parental choice, to provide places in the areas of highest demand, and to allow swift response to unanticipated changes.
- 4.10 However, in the current economic climate and in response to the continued uncertainty related to future demand, it is recommended that this flexibility be reduced to 1% as shown in the following table.

	Projection of demand (year of projection)	Target Capacity	Proposed Additional Capacity	Proposed Additional Capacity (FE)	% Flexibility (i.e. target capacity compared with demand)
2011/12	4410	4454	231	8	1.0
2012/13	4595	4640	417	14	1.0
2013/14	4564	4610	387	13	1.0
2014/15	4437	4481	258	9	1.0
2015/16	4329	4373	150	5	1.0
2016/17	4231	4273	50	2	1.0
2017/18	4150	4223	0	0	1.7
2018/19	4083	4223	0	0	3.3
2019/20	4032	4223	0	0	4.5

This table clearly demonstrates that, based on current projections, the Reception intake reduces after the peak in 2012/13. Permanent provision to meet the highest demand would require significant capital investment but is likely to generate surplus spaces in subsequent years. The provision of structured and organised temporary provision allows the control of 1% flexibility, reducing provision beyond 2012/13.

- 4.11 The pupil projections are likely to be unstable during the current economic situation. It is therefore proposed that a more flexible approach is taken to provide the additional pupil places in order to respond more swiftly to any fluctuations in future numbers. The accommodation can also be removed when numbers decline which allows the Local Authority to control the provision of available places and minimise risks of providing surplus places. Surplus places would not be sustainable in the current economic climate and could potentially put existing established schools at risk in the future.
- 4.12 The concept of the “Partner School” has been developed in response to the urgent demand for pupil places over the next 3-4 years, peaking during year 2013/14. The proposal is to provide high quality education in flexible classroom spaces through a modular construction, and for this new facility to be part of / linked to an existing (parent) school using established leadership and management structures. This will build on the good practice already developed in the Borough through federation and other support networks, and encourages the development of strong leadership and governance.
- 4.13 The Partner Schools will include a central hub (e.g. staff and welfare facilities) designed and constructed in such a way to add additional classrooms as required. This could either be located on an existing school site, or alternatively located on another appropriate site owned by the Council. The capital investment can therefore be spread over a number of years, dependent on demand. On existing school sites it would be possible to reduce costs further by using existing facilities in the ‘parent’ school (e.g. hall, administration, staff facilities etc)

- 4.14 This strategy would require the opening of four Partner Schools from September 2011 to meet demand that is projected to peak during 2012/13 and which reduces thereafter. An additional Partner School may be required in September 2012 for a shorter duration although it may be possible to address some of this provision through one of the alternatives explored in 4.17 below.
- 4.15 Initial cost estimates indicate that approximately £4 million would be required to provide a complete, modular, pre-designed school to accommodate 2FE (including professional & technical costs and furniture & equipment but excluding costs for land purchase.) Not all the expenditure would be necessary in the first year, as the building can be designed in such a way to allow for additional modules to be installed as required. The accommodation can be removed or relocated when numbers decline.
- 4.16 This strategy would also help to stabilise the provision of pupil places over the coming years and would minimise the need for 'bulge' of one-off temporary classrooms. By providing places in the geographical area of demand, movement of pupils across the Borough will be significantly reduced which is not only beneficial and more cost-effective for parents but also helps to stabilise local communities and reduces vehicular traffic movement at peak times.
- 4.17 Further work is underway to identify which schools may have the potential to create additional classes within the main building. Feedback from headteachers indicates that separate temporary classrooms can be difficult to manage as this can unbalance the pattern of year groups. Officers are exploring whether the provision of high specification IT equipment (e.g. laptops and interactive white boards) would allow schools to vacate IT rooms to be used temporarily as class bases. By working with schools to explore this option, an alternative emergency action plan can be put in place to be activated at short notice if the demand continues to fluctuate. This also would allow the room to revert to school use when the additional class has moved through the school. This proposal is currently being discussed with a representative group of Primary Headteachers.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 Officers have been exploring all possible options to increase the provision of places to meet the short term surge in demand and anticipated long term needs, using desk top studies, site visits and feasibility studies. Efforts have been directed towards schools in areas of the Borough where demand for additional places is highest and where there are suitable sites.
- 5.2 Additional permanent expansions of primary schools and new schools have also been explored. However, the current fluctuating pupil number projections and the continued economic situation indicates that permanent provision would not provide a cost-effective solution in the current circumstances. This

will require regular monitoring and must be carefully managed to ensure that there is not a large number of permanent places built into the system, which could, when demand declines, threaten the viability of existing schools in the future.

5.3 Further consideration has also been given to the following proposals:

- **Increasing class sizes to over 30 pupils.** Current legislation stipulates that Key Stage One classes cannot exceed 30 pupils
- **The use of community halls as emergency class bases.** Many community halls are extensively used during the day and this option would reduce community use. In addition, there would be insufficient toilet, welfare and staff facilities and not all community halls are located close to existing schools to enable the sharing of facilities. There could also be concerns in relation to the security of pupils. It would also be difficult to manage the needs of the class as they moved through the year groups which could be very unsettling for staff, pupils and parents.
- **The use of vacant retail facilities for emergency class bases.** This proposal would require capital investment (e.g. toilets, welfare facilities, lighting, etc) in a rental property that would not be owned by the Council. There would also be limited access to external areas for games, play and recreation and there could be security issues. Following discussion with the representative group of Primary Headteachers the feedback was that this would be very difficult to manage and it would be unlikely to provide the best environment for good quality education. There would also be implications for the class moving up through the year groups as mentioned above. This option would also have implications in relation to landlord responsibilities, for example the servicing of heating and electrical plant, and disabled access.
- **Restructuring the school day and using the building for two separate sessions.** Although a clear advantage would be the potential to double the use of the school building, there are many implications (operational and financial) that are currently difficult to quantify. These include reducing the availability of the building for community and extended school use, staffing and recruitment issues, how to manage which pupil attends either session, problems for parents around working hours and increased maintenance and energy costs. It is therefore not considered to be an option at this time.

## 6. REASONS FOR RECOMMENDATIONS

6.1 The local authority has an overriding statutory duty to provide sufficient pupil places to meet anticipated demand as near as possible to the areas of this demand. This duty cannot be discharged with the current capacity of the Borough's primary schools.

6.2 The proposals outlined in this report have the potential to provide the places needed within the required timescale and this strategy allows the Authority to control the provision of temporary places in order to increase and



decrease accommodation as necessary during this period of uncertainty.

## **7 COMMENTS OF THE DIRECTOR OF FINANCE AND CORPORATE RESOURCES AND OTHER DEPARTMENTS**

### **7.1 Financial Implications**

7.1.1 The Council has been undergoing a review of all capital projects and this will continue after the announcement of the Government Spending Review in October. This revised 10 Year Strategy will allow the Council to respond quickly to demand whilst keeping costs to a minimum.

7.1.2 The precise financial implications of pursuing the Partner School concept are currently unconfirmed as detailed cost estimates will depend on the location and the ease of access to shared facilities. Further work is also required in relation to the revenue implications of such a proposal. Pending feasibility studies and the identification of suitable locations, in order to meet the demand for additional primary pupil places over the next 10 years it is estimated that approximately £20 million of additional capital resources will be required to fund the 'Partner Schools.' This figure is based on an estimated cost of 5 Partner Schools at a cost of £4m each, which will be phased in between 2011 and 2015.

2011/12	2012/13	2013/14	2014/15	Total
£8m	£6m	£3m	£3m	£20m

7.1.3 The current ECSL capital programme contains cost estimates for the Primary Placement Programme (PPP) amounting to £65.636m, although as members will be aware the resources needed to fund the Council's capital programme have not yet been fully identified. A recent review of the PPP has identified some reductions in the proposed spending on the previously approved schemes of £4.920m. Consequently the additional demands identified in this report, which are estimated to cost £20m, will result in the capital funding gap increasing by a net £15.080m. This will also lead to additional costs within the Council's revenue budget of £1.2m as a result of the unsupported borrowing required to fund this proposed expenditure. As the cost of unsupported borrowing is a major driver in the Council's increasing revenue costs no commitments can be entered into until the capital and revenue resources have been clearly identified and approved.

### **7.2 VAT Implications**

There are no specific VAT implications to report at this stage. When approvals for individual schemes are required then the implications for that scheme will be identified.

### **7.3 Legal Implications**

Section 14 of the Education Act 1996 requires that Enfield ensures that sufficient school places are available within its area for children of compulsory school age. Case law upon this statutory duty confirms that compliance with the duty requires an education authority to actively plan to remedy any shortfall.

In addition, regard must be had to the Contract Procedure Rules for the tendering of any contracts.

### **7.4 Best Value Implications and Sustainability Implications**

7.4.1 The proposals outlined in this report demonstrate the need to provide flexible accommodation for fluctuating pupil numbers, whilst keeping costs to a minimum. These proposals provide best value for the Council as this minimises the risks of building in too much surplus, which would not be cost-effective in future years and could potentially put the viability of existing schools at risk. Greater control in providing pupil places in the neighbourhoods where the demand is highest will also mitigate the risk of having to provide 'bulge' and temporary additional classrooms in future years.

7.4.2 The provision of places in the areas of highest demand means that mobility across the Borough can be reduced. By providing places in the areas of demand, this can help to stabilise local communities and will potentially indirectly benefit local shops and businesses.

### **7.5 Property Implications**

7.5.1 Property Services has worked with ECSL to review opportunities to increase pupil places and will continue to work with ECSL to identify suitable locations. Architectural Services will continue to provide design and cost options solutions. Schemes will progress according to appropriate OJEU procurement and such resources as authorised by the client service. Existing framework arrangements could be used in order to procure the buildings, and it would be necessary to undertake due diligence to ensure that this option provides value for money whilst being compliant with EU and Council Procurement Rules.

## **8 KEY RISKS**

8.1 The risk of not pursuing the recommendations in this report is that the Authority will not have sufficient primary school places available to meet projected demand and will be unable to meet its statutory duty.

8.2 In relation to the funding strategy, the final level of any DfE capital allocation is unknown at this stage, and the Council's budget planning for 2010/11 will not be decided until Spring 2011

- 8.3 The proposals outlined in this report have been developed to minimise risk and to provide flexible and adaptable accommodation in order to respond to fluctuating pupil numbers in the most cost-effective way possible, but maintaining educational standards and ensuring that all pupils have access to good quality education. This Strategy will need to be updated on a regular basis. There is a risk that the actual number of children will differ from the forecast and be in excess of the capacity available. The school admissions and asset management teams work together closely in order to identify any such variances which are then reported to senior officers and to Members. The flexibility that is fundamental to the proposed strategy is a response to this identified risk.
- 8.4 There is a risk that there will be insufficient, suitable sites either on existing schools or within the wider Council Asset Portfolio that will be available for the location of 4 or 5 partner schools within the timescale required. Education, Children's Service and Leisure Asset Management Team will be working closely with Property to explore what opportunities may be available.

## **9 IMPACT ON COUNCIL PRIORITIES**

### **9.1 Fairness for All**

This proposal will result in pupil places being created in the geographical areas of highest demand and will create employment opportunities for teaching and support staff. By linking the 'partner schools' to parent schools, pupils and parents can be offered a school place in their local community and will also benefit from being part of an existing, established school. This will also be beneficial to working parents who may experience difficulties in balancing a working day alongside a longer school journey.

### **9.2 Growth and Sustainability**

By ensuring that places are provided in the areas of highest demand, this will ensure that pupil mobility across the Borough is stabilised and kept to a minimum. This therefore means that increase road travel is minimised and families can be encouraged to walk to school.

Through its Climate Change Programme and the Strategy for Developing Sustainable Enfield Schools, the Council is committed to achieving a very good BREEAM rating (Building Research Establishment Environmental Assessment Method) on new buildings and building extensions. The use of modular and pre-designed schools as described in this report will enable existing best practice to be used and make use of cost effective solutions in terms of sustainable buildings.

### **9.3 Strong Communities**

The proposals outlined in this report will provide additional places in parts of the Borough where pressure on local schools is forecast to be greatest. The extra places provided in the neighbourhoods of highest demand will help

satisfy demand in these specific areas and will ensure that young children will not have to travel unmanageable distances to and from school.

The proposals in this Strategy will allow the Authority to have greater control over the provision (and potential future reduction) of pupil places, allowing more opportunities to stabilise local communities and ensure that there are local pupil places for local children.

## **10 PERFORMANCE MANAGEMENT IMPLICATIONS**

- 10.1 The provision of additional places at the schools identified in this report will enable the Authority to meet its statutory duty to ensure the availability of sufficient pupil places to meet demand.
- 10.2 The strategy presented in this report is consistent with the national agenda for expanding popular and successful schools.

## **11 HEALTH AND SAFETY IMPLICATIONS**

- 11.1 The proposal outlined in this report will help to reduce the impact on road traffic and peak times, and the provision of pupil places in the areas of highest demand will potentially increase more sustainable methods of travel (e.g. walking to school) Any building construction carried out on a school site demands the very highest levels of management in relation to the health, safety and security of staff, pupils and visitors.

## **BACKGROUND PAPERS**

Cabinet 4<sup>th</sup> November 2009: "Primary Pupil Places – Proposed Ten Year Strategy and Funding Implications"

Pupil Places Scrutiny Working Group 12<sup>th</sup> July 2010: "Pupil Places – September 2010 and Other Issues"

Cabinet 14<sup>th</sup> July 2010: "Primary Pupil Places: Ten Year Strategy Update"

## Appendix A

### Strategies for providing additional primary places- Schemes in progress

Start date	School	Number of places (Yr R)	Permanent or bulge
2008/09	St Mary's	15	Permanent
2008/09	St John and St James	30	Permanent
2008/09	Highfield	30	One off additional class
2008/09	Lavender	30	One off additional class
2008/09	Chesterfield	30 (Yr 1)	One off additional class
2008/09	Alma	30	One off additional class
2008/09	Houndsfield	30	One off additional class
2008/09	Starks Field	15 (Yr 6)	One off additional class
<b>2008/09</b>		<b>210 (Total)</b>	
2009/10	Firs Farm	30	Permanent
2009/10	Cuckoo Hall	30	Permanent
2009/10	Honilands	30	Permanent
2009/10	Eversley	30	Permanent
2009/10	Suffolks	30	Permanent
2009/10	George Spicer	30	One off additional class
2009/10	Raynham	30 (Yr 1)	One off additional class
2009/10	Prince of Wales	30 (Yr 1)	One off additional class
2009/10	Carterhatch	30	One off additional class
2009/10	Houndsfield	30	One off additional class
2009/10	Bush Hill Park	30 (Yr 2)	One off additional class
2009/10	Starks Field	30 (Yr 6)	One off additional class
<b>2009/10</b>		<b>360 (Total)</b>	
2010/11	St Michael's	30	Permanent
2010/11	Oasis Hadley	60	Permanent
2010/11	Carterhatch	30	One off additional class
2010/11	*Merryhills	30	Permanent
2010/11	Capel Manor	30	Permanent
2010/11	Forty Hill	30	One off additional class
<b>2010/11</b>		<b>210 (Total)</b>	
<b>2008/09-2010/11</b>		<b>780 (Grand total)</b>	

\* Subject to publication of statutory notice.