

## MUNICIPAL YEAR 2016/17 - REPORT NO. 132

### MEETING TITLE AND DATE:

Cabinet – 16 November 2016

### REPORT OF:

Director of Finance, Resources and  
Customer Services and the Chief  
Education Officer

### Contact Officer:

Keith Rowley, telephone: (020) 8379 2459  
e-mail: keith.rowley@enfield.gov.uk

<b>Agenda – Part: 1</b>	<b>Item: 8</b>
Subject: Strategy and approach to delivering pupil places Wards: All      KD 4395	
Cabinet Members consulted: Cllr Ayfer Orhan (Education, Children's Services & Protection) Cllr Dino Lemonides (Finance and Efficiency)	

## 1. EXECUTIVE SUMMARY

- 1.1 The Council continues to successfully deliver additional permanent school places to meet demand in increasingly challenging conditions.
- 1.2 This report sets the scene for the administration's approach to the provision of school places for Enfield residents and updates the strategy for the provision of places. The update reflects:
  - the existing school rolls show limited capacity in year groups other than Reception and year 7, particularly year groups 1 and 2. The additional pressures is from inward migration of families moving into the borough requiring school places at different year groups;
  - the 2016 annual review of the population projections about the expected demand for school places;
  - the national policy and funding position under the current government;
  - the increasing demand pressures on provision for children who need additional high level specialist support;
  - updated information on the current and planned supply of mainstream school places.
- 1.3 The key points from the review of demand for school places up to 2020 are:
  - Demand for primary school places between 2016 and 2020 is lower than projected last year but returns to the previous trend from 2020;
  - Demand for secondary school places between 2016 and 2020 is as previously reported with a peak in 2023;
  - Demand for high support provision for children with certain categories of special education need continues to increase;
- 1.4 Information on current spare capacity in schools and plans to create additional places means that demand for places can continue to be met over the 2017 to 2020 period at the borough level. However, there will be a need to provide one extra form of primary entry in the South West area by September 2017. A further two forms of entry will be needed by 2021 also

in the South West. This is subject to the impact of any additional provision via academies and free schools in the borough and any other additional provision serving Enfield from adjacent boroughs.

- 1.5 Most school sites that can easily accommodate expansions have already been expanded, resulting in the need to acquire additional land or budget for whole school rebuild as expansion projects. This presents challenges as land acquisitions are not covered by the funding from government to create additional school places. Total school rebuild to maximise available school sites is very expensive and potentially disruptive to pupils and staff.
- 1.6 In terms of delivery there is a need to:
- Deliver three additional permanent forms of primary entry (FE) in the South West from September 2017 to September 2020.
  - Deliver twelve additional permanent secondary forms of entry (FE), 6FE by September 2018 and 6FE September 2020. Current Education Funding Agency (EFA) plans will deliver twelve forms of entry over this period, which means there is no need, or available funding, for Council delivered secondary schools up to 2020. Officers will monitor the situation and will implement alternative plans should the EFA fail to deliver additional secondary places by the required timeframe.
  - Increase capacity in special schools and establishments that provide education services for some of the most acute special need categories. Autistic Spectrum Disorder is the highest priority and permanent capacity needs to be increased by at least one form of entry at all age ranges. Plans have been developed to achieve this and a further report(s) will seek approval for this.
- 1.7 Construction sector market conditions continue to be challenging in London and the South East due to buoyant market conditions, shortages of skilled staff and some materials. Programme and project budgets and costs will continue to be monitored and adjusted through the quarterly Capital Monitor process.
- 1.8 Previously established delegated authority is in place for decisions on:
- Establishing the detail of the School Expansion Programme and projects detailed in section 3 of this report, including project level budgets within the SEP; and
  - Agreeing procurement routes, land transactions, placements of orders, submission of planning applications and entering into contracts with required contractors, either by calling off EU compliant framework agreements or conducting suitable procurement exercises.

## **2. RECOMMENDATIONS**

- 2.1 It is recommended that Cabinet:
- 2.2 Approve three additional permanent forms of primary entry (FE) in the South West from September 2017 to September 2020.
- and the continuation of the school expansion programme, with the focus

on special provision and high needs pupil places;

- 2.2.1 Increase capacity in special schools and establishments that provide education services for some of the most acute special need categories subject to further approval for the manner in which this is to be achieved.
- 2.2.2 Note that the School Expansion Programme capital budgets for 2016/17 to 2017/18 are maintained at current approved levels but updated by a separate report(s) brought forward on any necessary land acquisitions required to facilitate provision of extra places and the need to increase budgets or use Council resources;
- 2.2.3 Approve refinancing of the Garfield Primary project to reflect the change in legislation in respect of the sale of education land from previously approved SEP growth;
- 2.2.4 Approve the retention of the Garfield building, designated as the Key Stage 2 building, for education purposes, initially for the decant of West Lea pupils to allow building works to proceed. The long term future use of the Garfield KS2 building is to be the subject of a further report;
- 2.2.5 Support continued delegated authority to the Cabinet Member for Education, Children's Services and Protection and the Cabinet Member for Finance and Efficiency in consultation with the Director of Finance, Resources and Customer Services, the Chief Education Officer or the Assistant Director of Strategic Property Services, to take decisions on:
- The individual schools, sites and preferred partners for expansions, and decisions on statutory requirements, to meet the demand for extra pupil places, both mainstream and special, up to 2020/21;
  - Conducting suitable procurement exercises and either calling off EU-compliant framework agreements or conducting suitable procurement exercises, entering into contractual arrangements with successful contractors and placing orders for any capital works required for the projects; and
  - Conducting any necessary land transactions, including acquisitions by way of freehold or leasehold up to the value of £500,000, as individual schemes are developed.
- 2.2.6 Support continued delegated authority to the Director of Finance, Resources and Customer Services and the Chief Education Officer to take decisions on the:
- Programme management arrangements and operational resourcing, including procurement of any required support services;
  - Commencing feasibility or initial design to inform pre-application discussions with planning and procurement of resources for this activity;
  - Cost estimates, budgets and spend for projects in advance of updates to the Capital Programme;
  - Submission of planning applications; and
  - The appropriate procurement routes for professional support services and construction for individual schemes.
- 2.3 It is recommended that Cabinet note:

2.3.1 That if options for schemes cannot be progressed then alternative options will need to be brought forward for decision and inclusion on the Council's Capital Programme.

### **3. BACKGROUND**

#### **Academy and Free Schools approvals**

3.1 From a Local Authority perspective, the impact of mainstream schools converting to academy or approvals for new free school openers is an increasing risk to the planning of future pupil places. Therefore, before developing plans for school expansions it is necessary to evaluate central government's plans for changing the admissions of existing academy schools and approvals to open new free schools.

#### **2016 Mainstream School Convertors**

3.2 There are two mainstream school organisations that decided to convert to academies, Edmonton County Secondary School and the Bowes Alliance. Edmonton Secondary school has converted as at September 2016. The Bowes Alliance, consisting of Bowes Primary, Chesterfield Primary, Hazelbury Primary and includes Bowes Edmonton, also converted as at September 2016.

#### **Planned New Free School openers**

3.3 The Department for Education (DfE), approved three new Free Schools, One Degree Academy, Limes Academy and The Wren Academy.

3.4 One Degree Academy was approved to open in Enfield as a 3FE all-through school (1080 places not including 6<sup>th</sup> form), which is planning to open in the south east area centred around Edmonton. The Education Funding Agency (EFA), has purchase part of North Middlesex Hospital carpark as a permanent school site but planning consent for change of use has not yet been given. One Degree Academy is offering 2FE reception places September 2016, temporarily housed at Heron Hall Secondary Academy.

3.5 Limes Academy has been approved as a 3FE primary to open in 2017 in the north of Enfield but the permanent school site has also yet to be confirmed.

3.6 The Wren Academy has been approved as a 6FE secondary school to open in 2018 in the north of Enfield.

3.7 Previously, the DfE approved a free school, Ark North Enfield, now programmed to open 2020.

#### **Current School Capacity**

3.8 The pupil projections generally focus on reception and year 7 to depict pressure on school places. However, this approach does not show the pressures on other year groups, particularly years 1 and 2, which are very close to being at full capacity. The pressure is from inward migration of families moving into the borough requiring school places at different year groups. Inward migration is an all year phenomenon and requires officers to monitor pressure on places and respond quickly if necessary.

#### **The School Expansion Programme**

3.9 The School Expansion Programme (SEP) further developed the approach used in the Primary Expansion Programme previously reported to Cabinet but now reflects the need to assess the whole school estate, including Secondary and Special school provision. Appendix A summarises Enfield's available

places and future demand for school places. SEP also considers the effect of new Free School openers on available places and existing expansion plans.

### **Primary School Provision**

- 3.10 The opening of Free Schools such as One Degree Academy has required officers to re-evaluate school expansion strategies. Previously officers reported a need for primary places in the South East of Enfield but the opening of One Degree Academy now calls into question expansion plans at Bowes Edmonton, 1FE expansion, which would result in an oversupply of pupil places in the short term. Therefore, officers have concluded that the planned expansion should be deferred until a better understanding of the demand for places is understood.
- 3.11 The main works are complete at Garfield School rebuild. The completion of this scheme concludes the original delivery phases. Previous reports for Garfield rebuild outlined the financing of the Garfield from a number of sources including sale of part of the school site for residential development. However recent changes to the law, through the Academies Act 2010 states land designated for educational purposes declared to be surplus is offered to the Secretary of State for the establishing of a free school. These changes to the law impacts on the project financing and therefore it is proposed to finance the Garfield rebuild project from SEP resources and retain the site and building, referred to as the Key Stage 2 building, in the SCS portfolio for further Education purposes (see section 3.12.9).
- 3.12 In response to the future levels of anticipated demand for school places identified as part of last year's annual review of demand and capacity a number of other projects have been established. These remain subject to feasibility and/or land acquisitions are either being delivered or subject to feasibility work. These are:
- 3.12.1 Additional primary capacity - South West
- Currently, a temporary primary provision has been established, in partnership with Bowes Southgate Green at Broomfield Secondary schools. This "partner school" arrangement is proving popular locally. It is proposed that the temporary arrangement be made a permanent 2FE primary under the control of the Bowes Alliance at Broomfield. This will involve refurbishment of Broomfield School accommodation to establish a full 2FE primary schools. The refurbishment works will also allow a 6FE secondary school to operate to cope with the rising demand for secondary school placements as the larger primary cohorts transfer to the secondary phase.
- A proposal to provide additional 2FE accommodation in new buildings at Grovelands park has proved challenging and delivery of a new building is not envisaged in the short term. Delivery will be dependent on securing the support of Historic England given the heritage features of the site. If this support can be gained then the design, works delivery and provision delivery details will be developed with contractors and suitable partners. This will include further resident consultation on more detailed proposals. The success of the negotiations will be the subject of a further report to Cabinet but it is proposed to programme the delivery of a new school for 2020/21.

### Additional primary capacity in the North Central area

- 3.12.2 Arrangements have been made in partnership with Suffolks Primary and Bishops Stopford Secondary schools to make use of under-utilised space to provide additional primary school places on a temporary basis from 2015 in advance of a permanent provision.

A number of options for extra Primary provision have been explored and it is not possible to create three additional permanent forms of entry to serve this specific area without some form of land acquisitions. However, the approval of the Limes Trust has complicated the situation and officers are discussing the Limes Trust approval with EFA representatives.

### **Secondary School Provision**

#### Additional Secondary School Capacity

- 3.12.3 The additional capacity created by Primary School Expansion Programme to accommodate the growing primary school population will inevitably put pressure on secondary school sector, as successive larger cohorts transfer. The pressure on secondary school places becomes critical in 2018 when there is a requirement for 6FE and a further need for 6FE in 2020.

#### Secondary North West

- 3.12.4 The North West area, including Enfield Town, demand already outstrips capacity but surpluses in the rest of the borough, particularly the South East, alleviates an issue in placing secondary children. The planned capacity depends on an additional 6FE through the Wren Academy for 2018.

#### Secondary North East

- 3.12.5 The planned capacity is dependent on the introduction of a 6FE through Ark North Enfield, for 2020.

### **Special Need Provision**

- 3.12.6 There has over the last five years been significant increase in demand for high needs placements, particularly in the Autistic Spectrum Disorder and Behavioural. Placements. In the current climate of financial reductions, the biggest potential risk to the Council in regard to statemented children is the growing cost of special school placements. Over the last five years the cost of out of borough placements has increased by £2.5 million alone. If growth in the demand for special school placements continues the costs will also increase and the risk is that the costs are over the High Needs allocations from Central Government.

- 3.12.7 The High Needs Funding block funding could be better utilised and increasing the quality of SEN placement/care improved by increasing the places available in Special Schools in Enfield

#### Current Special School expansions

- 3.12.8 Orchardside School, Bullsmoor Lane aims to consolidate and increase capacity for secondary school aged children requiring short term support before returning to mainstream educational settings. Works are now on site and progressing well.

- 3.12.9 West Lea Special School, originally a maintenance project to replace life expired buildings has been incorporated into the SEP programme and the project scope increased to include additional places. However, to proceed with the works safely it is necessary to decant some of the pupils and this report seeks approval to use the surplus Key Stage 2 building, with minor adaptations, at Garfield school (see section 3.11).
- 3.12.10 Aylands, also a maintenance project to replace the life expired main school building. Again, the opportunity has been taken to increase the availability of special school places by increasing the size of the new school building, the exact number of new places is not known until detailed design is completed and budget costing is understood.
- 3.12.11 Funding for the West Lea and Aylands projects utilises funding from Capital Maintenance grant award from Central Government.
- 3.12.12 A lease is in place and a land acquisition is being negotiated at the site of the former Minchenden Secondary School. This would allow for permanent additional special school places to be provided in a re-furnished building. A further authority decision on the funding for both the land purchase, delivery options and building work will be brought forward.
- 3.13 If any of the above options cannot be delivered then alternative options, with associated costs, will need to be generated to ensure that demand is met.

#### **Programme costs for expansion projects**

- 3.14 As reported previously, the construction sector continues to be buoyant. The situation is particularly acute in London where there is higher developer interest in capital schemes but also in the education construction sector due to the continuing demand for construction works to support higher demand for school places. Again this is doubly the case in London. Indicative cost estimates for the projects were uplifted significantly to reflect market conditions. This was based on recent market testing and the Royal Institute of Chartered Surveyors (RICS) Building Cost Information Service (BCIS) indexes.
- 3.15 A significant challenge arises from Basic Need Funding from Government as Enfield received notification that no grant funding will be received for 2018/19 as this was taken at source to fund free school places.
- 3.16 If Government grant funding is not forthcoming, or is insufficient, and other sources such as Section 106 or Community Infrastructure Levy are receipts also insufficient then prudential borrowing as a last resort has to be a route to funding school expansion but this report does not seek additional funding from the previously approved levels.
- 3.17 The wider plans for the Minchenden site present the opportunity to provide additional special need provision for the borough and land development and sales of other parcels could generate funding to the Council.
- 3.18 Additionally, the government has suggested that it will make funding available for special need places in response to a lengthy period of Council's lobbying on this issue but an announcement is still awaited.

#### **Programme and Project Structure**

- 3.19 Appendix B outlines the budget structure.

- 3.20 The structure seeks to address the challenges of future delivery, limitations on sites, and the updated information on levels of funding from central government. The programme team will seek more opportunities for additional permanent capacity to be brought forward as part of residential developments, where feasible. Alongside this, the team will commission additional work on how school design options can achieve good quality teaching spaces on constrained sites. The aim will be to produce a set of standard, but adaptable design and employer's requirements for schemes that take into account funding limitations and try to minimise the use of Council resources whilst maintaining an acceptable level of quality. The input of school head teachers will be important and be sought through representatives already engaged in established forums.
- 3.21 The programme structure and ways of working will continue to be reviewed regularly to ensure they fit with the wider approach of the Council and any changes that emanate from Enfield 2017 restructures.

### **Stakeholder engagement**

- 3.22 Alongside the programme management arrangements, a Stakeholder Engagement Strategy has been put in place for the programme. This is to ensure that the pro-active approach to consultation and communications is maintained. The programme objectives for stakeholder engagement are:
- To achieve wider Council commitments about communication and consultation;
  - Stakeholders are identified, appropriately informed and consulted in the right way at the right time;
  - Communication and engagement with stakeholders is pro-active and ensures there is clarity amongst all stakeholders about the Council's plans; and
  - Opportunities for dialogue are provided to ensure that stakeholders understand how and when they can contribute their views.
- 3.23 With more varied and complex projects likely, to be a feature of the programme there is likely to be an increasing need for engagement and consultation activities to ensure that the benefits of proposed schemes are understood and supported by the wider community.

### **Procurement for school expansions and improvement projects**

- 3.24 The procurement approach for the SEP was agreed by Strategic Procurement Board in November 2013. The approach is to use existing and verified frameworks or, where appropriate, OJEU procedures.
- 3.25 The initial list of suitable Frameworks is subject to ongoing review by Corporate Procurement and has been expanded to include newly available frameworks.
- 3.26 The approach to procurement reflects Council's commitment to positively supporting the local economy through its sustainable procurement policy. Procurement activity will require contractors, where relevant and proportionate to the contract, to consider the use of apprentices, local supply



chains, and local labour. This is implemented through use of the Community Benefit toolkit at the Invitation to Tender stage, the impact of which is reported back to SPB throughout each year.

#### **4. ALTERNATIVE OPTIONS CONSIDERED**

- 4.1 Enfield Council has a statutory responsibility to provide the necessary school places. The SEP creates a mechanism to assist with the delivery of extra capacity required. Failure to provide enough school places is not an option.
- 4.2 The following proposals have been considered but rejected:
- Complete reliance on additional capacity from new free schools or existing free school / academy expansions. There is no guarantee that high quality providers will come forward with proposals for new schools that the EFA will then accept and then deliver, this is particularly true for Special Schools. The Council will continue to work with the EFA and current providers that provide high quality services and contribute to the wider education community in the borough to assess potential expansion opportunities.
  - Increasing class sizes to over 30 pupils. Current legislation stipulates that Key Stage One classes cannot exceed 30 pupils with only one qualified teacher, except in very limited circumstances. This does not apply to Key Stage two. However, school accommodation does not normally allow for more than 30 pupils in one class base.
  - The use of community halls as emergency class bases. This option has been explored with a number of head teachers in relation to the development of the Partner School initiative. However, the revised strategy seeks to deliver a programme of permanent expansions.

#### **5. REASONS FOR RECOMMENDATIONS**

- 5.1 The Council has an overriding statutory duty to provide sufficient pupil places to meet anticipated demand. This report sets out the proposed strategy and delivery arrangements to oversee delivery arrangements for schools with funding secured for expansion, to further develop options for expansion by conducting feasibility studies and consultation with the schools identified and to secure funding through opportunities that become available.
- 5.2 This strategy and delivery arrangements will deliver the additional reception places required in the areas of highest demand up to 2020. The expanded capacity aims to provide a higher level of flexibility built in to counter sudden increases in demand.

#### **6. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS**

##### **6.1 Financial Implications**

- 6.1.1 The approved School Expansion Programme (SEP) capital budgets for the years 2016/17 to 2018/19 are shown in the table below.

	2016/17 £'000s	2017/18 £'000s	2018/19 £'000s	TOTAL £'000s
Approved SCS SEP Capital Programme (16-17 Q2 monitor)	15,066	15,399	4,900	35,365
Funded by:				
Government Grants	(8,360)	(7,400)	(4,900)	(20,660)
General Resources	(6,706)	(7,999)	(0)	(14,705)
TOTAL	(15,066)	(15,399)	(4,900)	(35,365)

6.1.2 The above figures represent the approved allocation for existing schemes within the Schools & Children's Services Capital Programme for the School Expansion and Secondary Tuition Centre schemes. As mentioned above, there are a number of significant schemes in development which will require some additional funding to be identified in order for them to proceed. At the appropriate times authority decisions will be required on the allocation of the available capital resources and the funding of any budget shortfall.

6.1.3 As part of the quarterly monitoring of the capital programme all current schemes will be subject to a review of funding and delivery to reflect current national policy and funding regimes, particularly given the need for the Council to find savings in the Capital Programme and to minimise the impact of prudential borrowing on the revenue budgets in the Medium Term Financial Plan.

6.1.4 In the current economic climate it is not intended to recommend the SEP funding allocation be increased but because of the risks identified in other parts of this report, it is recommended that the approved allocation be maintained at the current level as a contingency. Officers will utilise Government Grants and other contributions ahead of Council Resources and its use will be the subject of further reports to members.

## 6.2 Legal Implications

Section 14(1) of the Education Act 1996 requires that a local education authority secures that sufficient schools for providing primary education and education for children up to the age of 19 are available in their area. 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, section 1 of the Localism Act 2011 gives the Council a general power of competence which enables the Council to do anything which an individual may do provided it is not prohibited by legislation. This would include a power to draw up a strategy to make available additional school places and adopt the other recommendations set out in this report.

6.2.1 Each school expansion will be subject to the statutory consultation prescribed by Section 19 of the Education and Inspections Act 2006, and The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013. There is also statutory ('Making

'prescribed alterations to maintained schools' April 2016) and non-statutory guidance (School Organisation – Maintained Schools) issued by The Department for Education in January 2014. The decision on each statutory expansion will be made by the Cabinet Member for Children and Young People.

- 6.2.2 Where Planning Permission is required in respect of any school site expansion that proceeds beyond feasibility considerations and initial consultation with schools, such will be accordance with the Town and Country Planning Act 1990 (as amended). This will require statutory and public consultation. Pursuant to the Council's constitution the decision whether to grant planning consents will be a matter for the Council's Planning Committee. Works should not commence until such time as approval is given and any pre-commencement conditions (if required) by the planning permissions are discharged.
- 6.2.3 All procurements of goods/services/works will be in accordance with the Councils Constitution, in particular Contract Procedure Rules ("CPRs") and the Public Contracts Regulations 2006 or 2015 (as appropriate). In particular, the Council is able to utilise a range of EU compliant frameworks to engage the services of construction contractors or technical support staff such as architects or quantity surveyors in full compliance with the CPRs. Any use of a framework must be in accordance with the framework terms.
- 6.2.4 Section 120 the Local Government Act 1972 provides the Council with powers to acquire land by agreement for any of their functions or for the benefit, improvement and development of their area. The local authority can also CPO land for a purpose authorised by the 1972 Act or any other general Act. Section 122 of the same act gives power to the Council to appropriate for any purposes which the council are authorised by this or any other enactment to acquire land by agreement any land which belongs to the Council and is no longer required for the purpose for which it is held Any acquisition or appropriation of land will need to be in accordance with the Council's Property Procedure Rules.
- 6.2.5 All legal agreements will need to be in a form approved by the Assistant Director of Legal and Governance Services.

### **6.3 Property Implications**

- 6.3.1 The Strategy set out in this report will provide additional school places in local areas of need.
- 6.3.2 Where there is a requirement for expansion, existing Council assets will be reviewed in the first instance. Where an acquisition may present itself, in order assist in the School Expansion Programme, these opportunities will be need to be assessed in more detail with feasibility and due diligence studies.
- 6.3.3 Stamp Duty Land Tax (SDLT), transactional costs (legal, surveyors and disbursements), potential VAT, holding costs including security and vacant premises rates will need to be considered when acquiring

a property and a suitable strategy will need to be enabled to limit the Council's exposure to these cost items

- 6.3.4 The site values will depend upon the prevailing market conditions at the time, and external valuations may be required to support the acquisition of land.
- 6.3.5 The land acquisition strategy will be challenging. Several internal and external approvals will be required and the Council will need to ensure appropriate consents are obtained or in place.
- 6.3.6 Land acquisitions to support expansion must conform to the Council's Property Procedure Rules (PPR's) and to demonstrate the Council's obligations under section 120 of the Local Government Act 1972, there will be a requirement for the Council to obtain an external RICS Red Book valuation by a Registered Valuer/Chartered Surveyor.
- 6.3.7 If existing Council assets are to be brought in to assemble land for an expansion, then Appropriation to the correct holding department will be required. If Appropriation from the Housing Revenue Account to the General Fund is required, then all transactions will be undertaken at current existing use value.
- 6.3.8 Initial consultations regarding acquisitions should require the Assistant Director of Strategic Property Services to be either present or informed.
- 6.3.9 Relevant stakeholder consultation will be required from the outset to support either acquisition or disposal of land and gaining planning permissions. Depending on the site and land-use designation, consultees could include English Heritage, the Greater London Authority (GLA), Sports England and the appropriate Secretary of State.
- 6.3.10 To meet statutory requirements it is vital to ensure that the Council's financial accounts do not include buildings (or parts of buildings) that have been demolished. To ensure we have high quality records and meet our statutory obligations Education Asset Managers will complete a demolition notification form and return to Property Services.
- 6.3.11 An inventory list of any material procured and produced will need to be kept. In the event of failure, appropriate arrangements will need to be made for these supplies to be retained and secured for the Council until a decision is made on how best to dispose of them.
- 6.3.12 Property Services will need to be aware and sent the new data being generated for the expansion of these schools. These include floor plans with room data for the purposes of the Asset Management System, Atrium.
- 6.3.13 Property Services is involved in the programme management structure and is able to advise on acquisition, disposal and other land development issues.
- 6.3.14 Once planning permission is gained Building Regulations will need to be adhered to as part of the enabling and construction works.

## 7. KEY RISKS

### **Additional capacity and contingency**

- 7.1 The revised Provision of Primary Places Strategy has been revised by this report to set out the arrangements to commence delivery of additional school places in the 2017 to 2020 period. This is in response to the recent review of pupil number projections. The next set of pupil number projections will be available in Spring 2017 and will be reviewed to inform the annual update to the strategy for providing school places. Our aim is to improve parental choice, and minimises the risk of providing insufficient pupil places.
- 7.2 There is a risk that if popular and successful Enfield schools near the borders of neighbouring boroughs are expanded then this could encourage an influx of pupils from those boroughs if they have not been successful in expanding their own provision.
- 7.3 Actual pupil numbers will be carefully monitored against projections, to ensure that the Council strives to provide places in the actual areas of demand (i.e. local places for local children). Officers will also continue to engage in regional and bilateral discussions about the provision of places to assess provision in other boroughs.

### **Concerns about school expansions**

- 7.4 Experience to date suggests that the three most significant factors likely to cause concern to some stakeholders are car parking, increased traffic flows and the impact of new building structures to their site lines (views from their windows) including building proximity and exterior treatments of outward facing structures. The programme and project team members will work closely with schools and Governing Bodies to ensure that designs are of high quality and that issues of concern are addressed in the design proposals, including traffic management once technical information is available.
- 7.5 Both the informal and statutory rounds of consultation will be managed in a way that makes them accessible to stakeholders, including residents, to maximise opportunities for input.

### **Basic Need Funding**

- 7.6 The annual submission to the Department for Education (DfE) is based on identifying existing capacity in the system. Thus, close monitoring of pupil numbers and a review of projections will ensure that the Council is best placed to maximise any Basic Need Funding for the provision of school places.
- 7.7 It should be noted that the Council received no Basic Need Allocations for 2018/19 as these were held centrally by the EFA against future provision of free schools planned in Enfield.

### **Delivery Timescales**

- 7.8 Each school year the Council will have to fulfil its statutory duty to provide sufficient school places. To ensure the Council meets its statutory duties any

identified need for places will be assessed and a programme with clear project milestones will be identified and progress monitored closely by the Programme Executive and Board which is made up of stakeholders, Cabinet Members, Headteachers, Governors and Council officers at the most senior level.

### **Planning Consent**

- 7.9 Each school expansion will require planning consent. During the initial design and pre-planning processes, architects will carefully follow pre-application advice that has been provided, so that designs presented to the Planning Committee will be of a high quality and best placed for approval. However, there is clearly a risk at this stage. Some flexibility regarding pupil numbers will be provided within the programme to ensure that the Council meets its statutory duty to provide sufficient school places.

### **Costs**

- 7.10 The estimated cost of expansion as outlined in the body of the report could well place additional strain on the Council's finances. If Government grant funding is not forthcoming then prudential borrowing might have to be a route to funding school expansion but this would have a significant impact on revenue budgets.
- 7.11 The overall programme cost and the amount included on the Capital Programme will be reviewed as part of an annual programme review each Spring that will consider the updated statistics on pupil places; levels of school provision, particularly planned Academy or Free School provision; construction market inflation and the progress of individual projects.
- 7.12 Costs for each established project will be managed through the project and programme management governance arrangements already put in place and be subject to the Council's usual due diligence and value for money tests. Changes in estimated costs, established budgets and the spend profile will be managed through the Capital Programme via the quarterly Capital Monitor updates.
- 7.13 Wider economic and market conditions are likely to be a major factor in terms of contract costs. As previously stated, the construction index lags behind real market conditions suggesting it will increase again next year. Statutory requirements around the provision of places and guidance around teaching space sizes limit options on reducing the quantity of provision. Reducing the quality of provision will not be able to counter balance a buoyant construction market and in addition to increasing the risk of higher maintenance costs it could have a negative impact on school Head Teachers' and Governors' willingness to support expansions in the first place. Officers will engage with school building framework providers to identify procurement routes of school buildings that provide value for money, building quality and controls to prevent cost increases.

## **8. IMPACT ON COUNCIL PRIORITIES**

### **Fairness for All**

- 8.1 This proposal will result in pupil places being created across the borough in order to meet demand in the relevant geographical areas which will also create employment opportunities for teaching and support staff. Further

improvement and investment in school buildings will provide greater opportunities for enhanced community use.

### **Growth and Sustainability**

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

### **Strong Communities**

- 8.3 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.
- 8.4 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 places for local children.

## **9. EQUALITIES IMPACT IMPLICATIONS**

- 9.1 An equality impact assessment was completed for approval of the overall strategy in June 2012. The strategy was developed to ensure that there are sufficient places across the borough to meet demand, that these places are not discriminatory and to ensure that all children have access to high quality education. The delivery of the strategy is updated annually following a review of pupil place projections. In accordance with the publication of statutory notices, full consultation with residents and parents on each proposed school expansion will be conducted.

## **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. The programme management arrangements are established and this provides the mechanism for both programme and project monitoring to ensure objectives are met.
- 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 As all of the school expansion projects will involve contractors working on existing school sites, the Council will ensure that contractors provide the highest level of Health and Safety on site and meet Criminal Records Bureau (CRB) requirements.
- 11.2 There are no specific health and safety implications other than the impact of additional traffic, generated by increased numbers at the SEP schools. Working with Highways, funding has been included in the cost summary to allow for traffic mitigation measures on each of the schemes. As part of the planning approvals process, traffic impact assessments have to be

submitted for each scheme, and the Planning committee will have to give approval.

## **12. PUBLIC HEALTH IMPLICATIONS**

- 12.1 Providing school places in the areas where there is demand will encourage parents and carers to walk to school. This will impact on the health and well-being of the public in Enfield. Walking to school will encourage healthy lifestyles, and reduce pollution caused by traffic.

### **Background Papers**

None



## Appendix A

### 1) Current School Capacity

The pupil projections generally focus on reception and year 7 cohorts to depict pressure on school places. However, this approach does not show the pressures on other year groups. The table below identifies years 1 and 2 as very close to being at full capacity. The risk is that inward migration from families moving into the borough requiring school places at different year groups. Inward migration is an all year phenomenon and requires officers to monitor pressure on places and respond quickly if necessary. It should also be noted the increasing size of the primary cohorts and long term impact on secondary capacity shown in section 2 of this appendix.

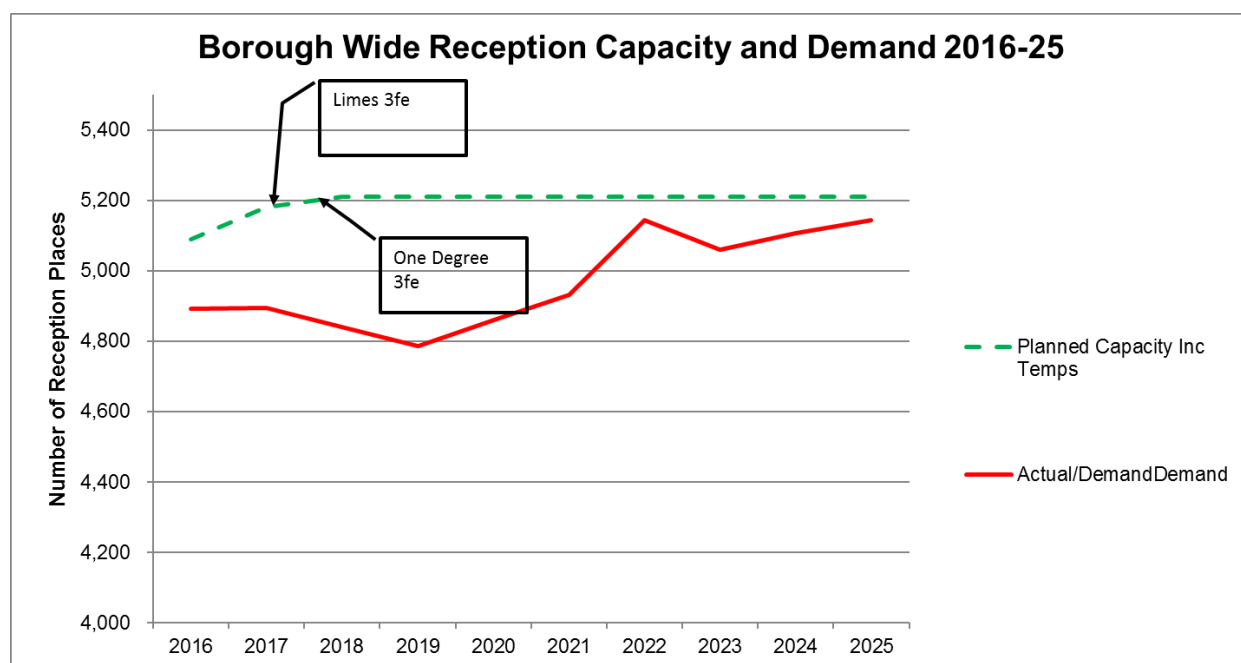
Assessment of current rolls and capacity													
	Year Groups												
	Primary						Secondary						
	R	1	2	3	4	5	6	7	8	9	10	11	
<b>2015 Capacity</b>	4818	4728	4728	4958	4868	4818	4738	4331	4331	4331	4331	4331	
<b>May 2016 Actuals</b>	4655	4723	4622	4746	4514	4342	4131	3757	3594	3468	3563	3576	
<b>Percentage Surplus capacity</b>	3.4%	0.1%	2.2%	4.3%	7.3%	9.9%	12.8%	13.3%	17.0%	19.9%	17.7%	17.4%	

## Pupil Projections

### 2) Primary School Projections.

Primary school provision and projected demand by area up to 2025 is set out in the graphs following. Projected demand is based on data supplied by the GLA plus a 5% buffer for GLA under projections seen in previous years.

At the borough level total capacity of primary school places indicates there are sufficient places until 2020. By 2020, if all planned new free schools and expansions occur, there will be over-provision of approximately 13FE (8% above demand), mainly felt in the SE which is likely to impact less popular schools.

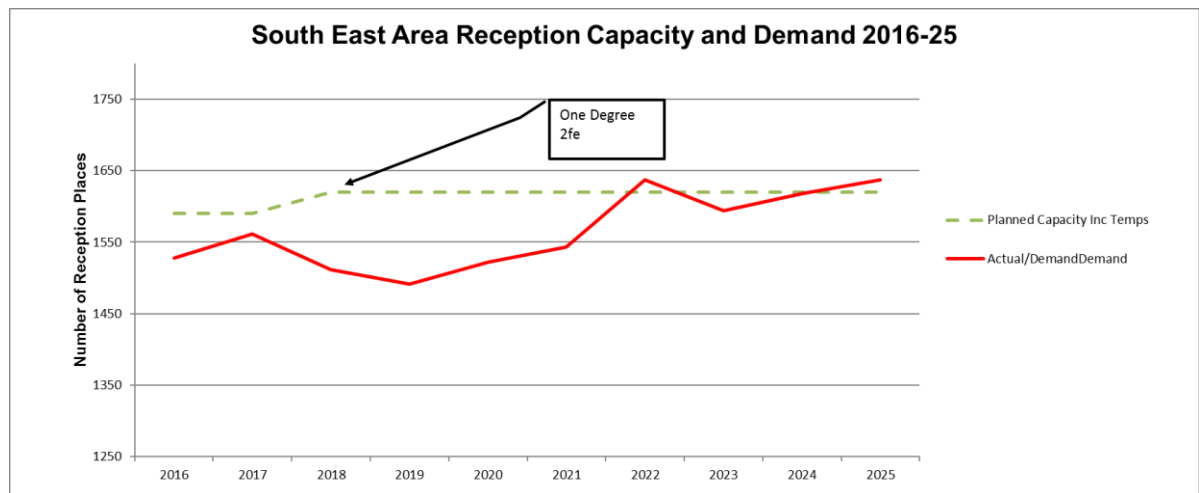


Note that the capacity in the above graph includes One Degree Academy of 2FE temporary classes, at Heron Hall, as at September 2016.

### Primary South East

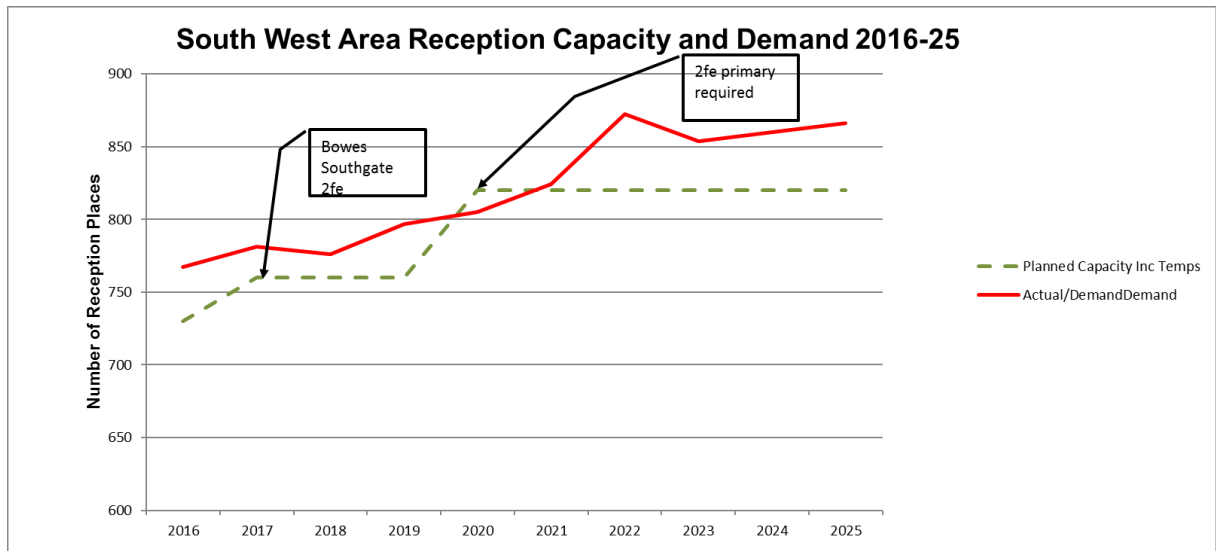
SE Enfield's primary school place demand is projected to peak in 2017, then decline until 2019. If all the planned new schools (mainly driven by One Degree Academy opening a 3FE) and expansions occur, predictions indicate additional 7FE (15% above demand) by 2019.

The situation may be affected by Meridian Water and other planned redevelopments of flats/housing in the area which could initially reduce demand temporarily, before the greater density housing increases demand beyond levels predicted below. The situation should be monitored annually. It is recommended that plans to expand Bowes Edmonton are deferred.



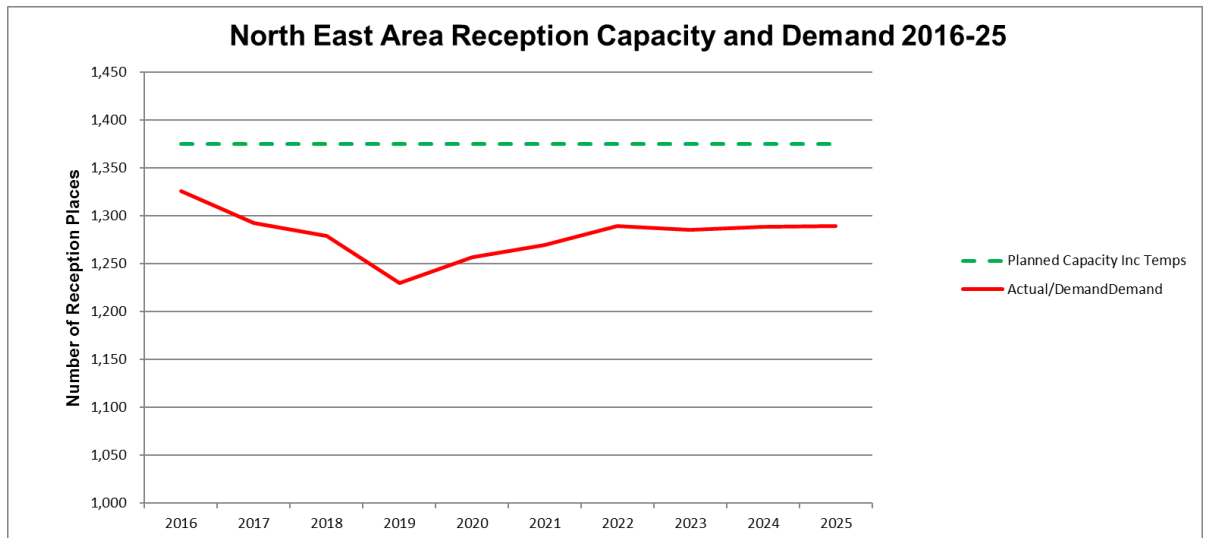
### Primary South West

The SW area shows demand beyond capacity, rising to a predicted need of around 2FE by 2020. The planned capacity includes a 2FE at Bowes Southgate Green (at Broomfield Secondary). The situation is complicated by the planned opening of a 2FE primary, September 2016, at Ashmole secondary school (Barnet). Therefore, area pupil place demand is difficult to predict for two reasons; the redevelopment of the Ladderswood estate as well as other housing projects and the uncertainty around the take up of Ashmole places by Enfield children. In the short term it is possible that additional bulge classes could be provided at local schools if necessary. In the longer term there is a need to continue to investigate a 2fe primary option for 2020.



### Primary North East

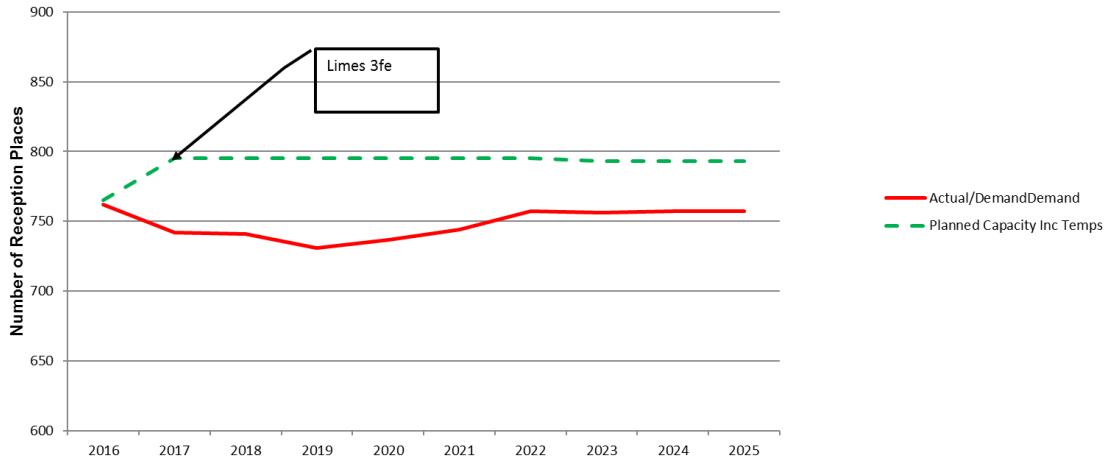
NE Enfield’s projected primary demand falls within capacity for the foreseeable future and indicates up to 4FE spare capacity in 2019 (9% over projected demand).



### Primary North Centre

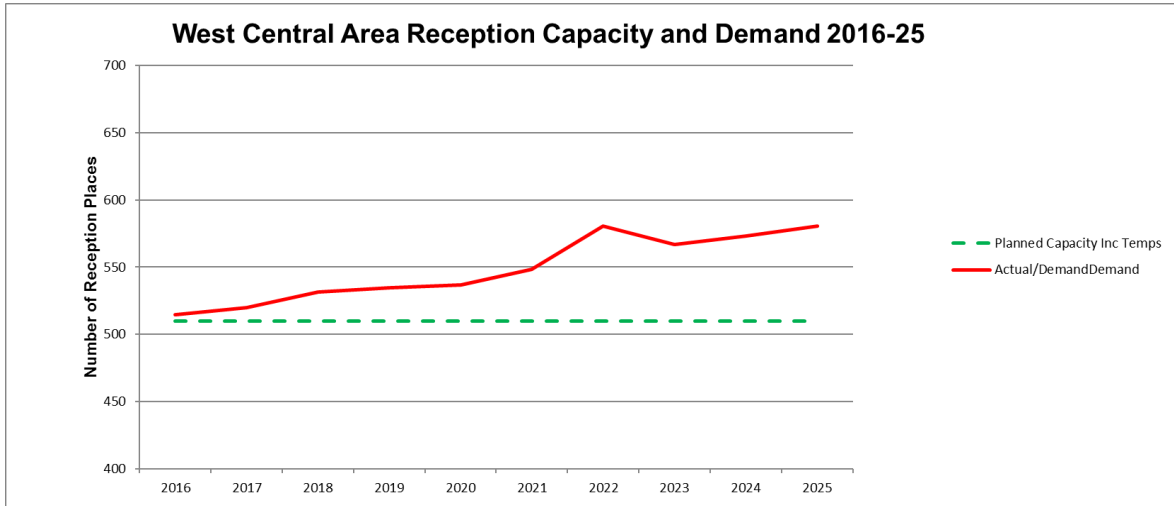
NC Enfield’s projected primary demand falls within current provision. The proposed additional school capacity provided by the new Limes Academy indicates a surplus of 3FE from 2018 onwards. It should be noted that the continuing of 1FE at Chase Farm@Suffolks in 2017 is not yet confirmed and is dependent on negotiations with Limes Trust.

### North Central Area Reception Capacity and Demand 2016-25



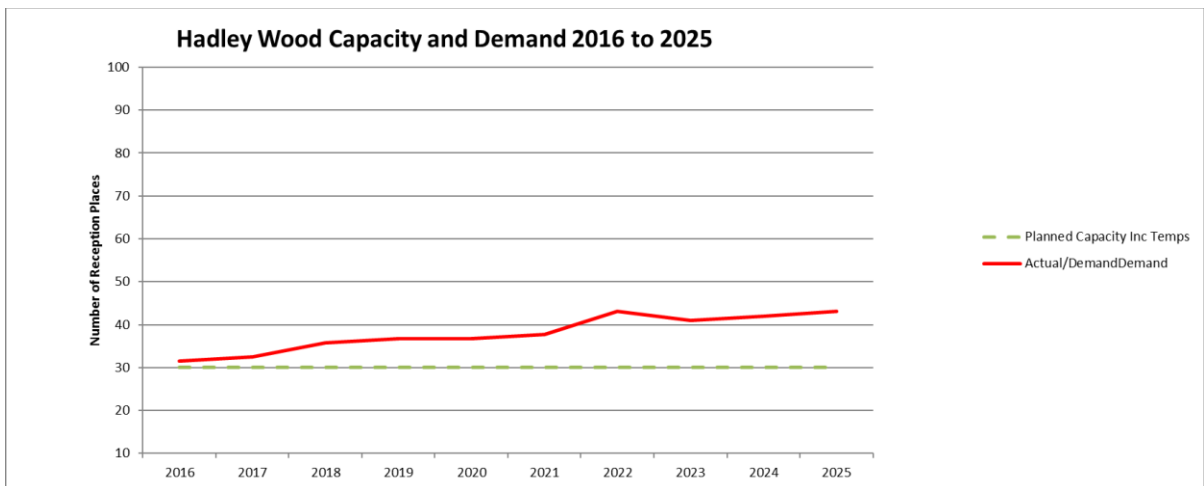
## Primary West Central

The WC area demand already exceeds capacity with a predicted requirement for places of between 1FE and 2FE by 2020. However, as the NC area has a surplus of places and will be able to offer to children from the west central area. It is recommended that the area be monitored and contingency plans implemented if necessary.



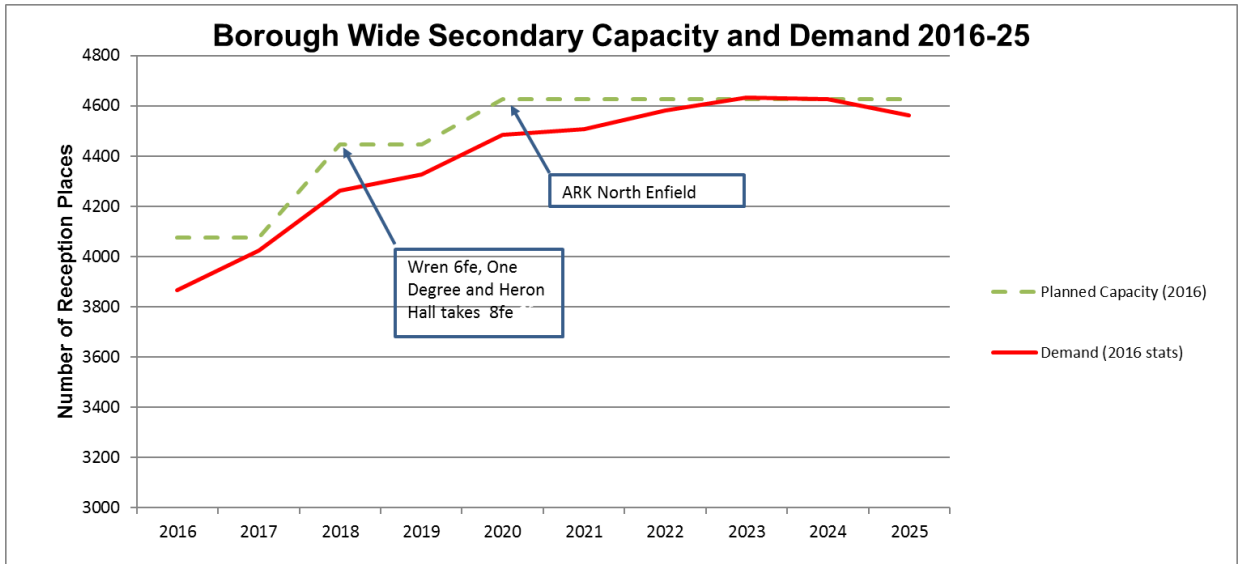
## Hadley Wood

Hadley Wood primary school place projections show an increase of 8 places up to 2021. However, the surplus of places in the North Central area should be able to meet the additional demand.



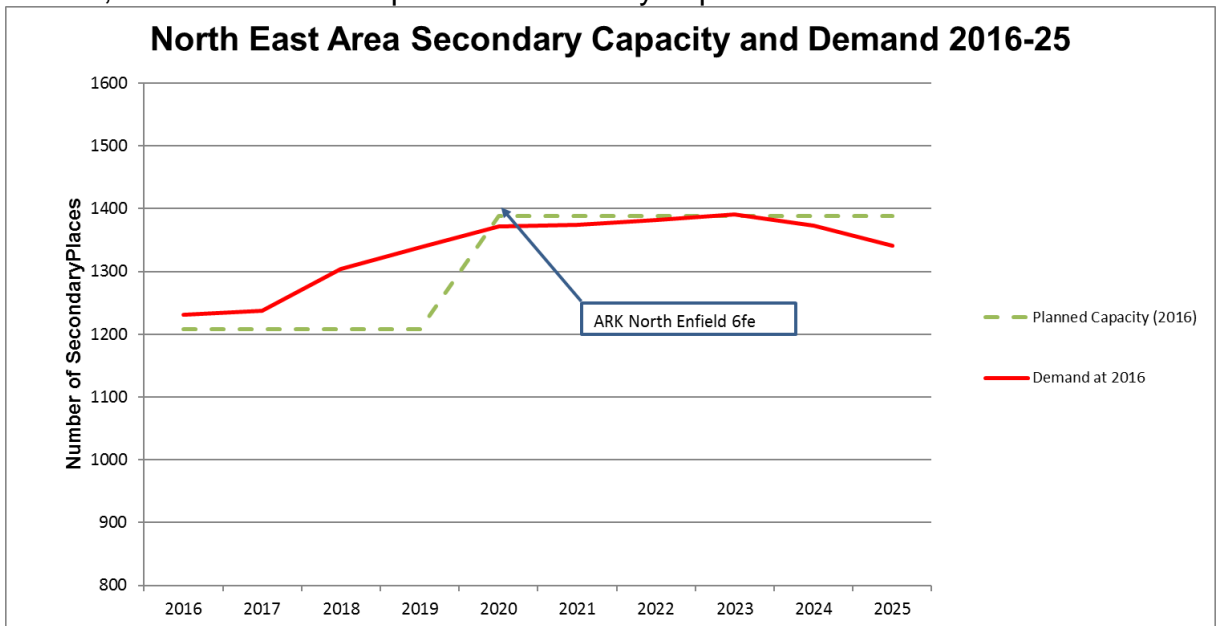
## 2. Secondary School Projections

The secondary projection shows demand increasing as the larger primary cohorts transfer to year 7. The approval of One Degree Academy (3FE) all-through free school and further approvals for the Wren Academy (6FE) and Ark North Enfield Academy (6FE), increases the secondary capacity by 15 forms of entry. This will provide sufficient places to meet demand. However, should the Education Funding Agency (EFA) fail to deliver the new free schools within their projected timescales there will be a shortage of places. Officers have been in contact with the EFA and will continue to monitor the situation.



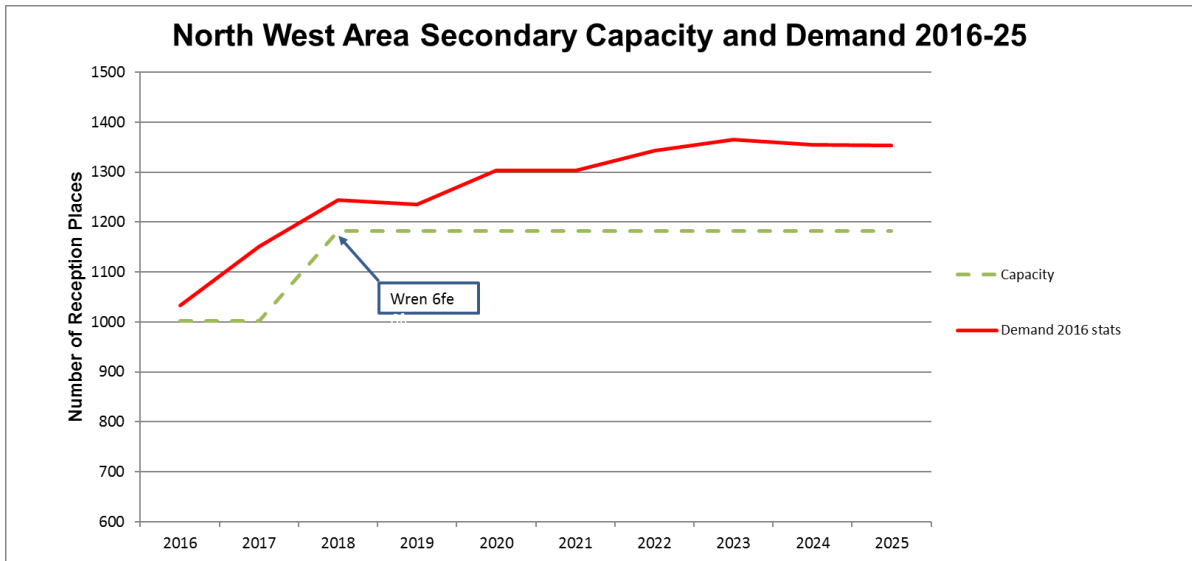
### Secondary North East

The planned capacity is dependent on the introduction of 6FE, through Ark North Enfield, for 2020 which will provide sufficiency of places.



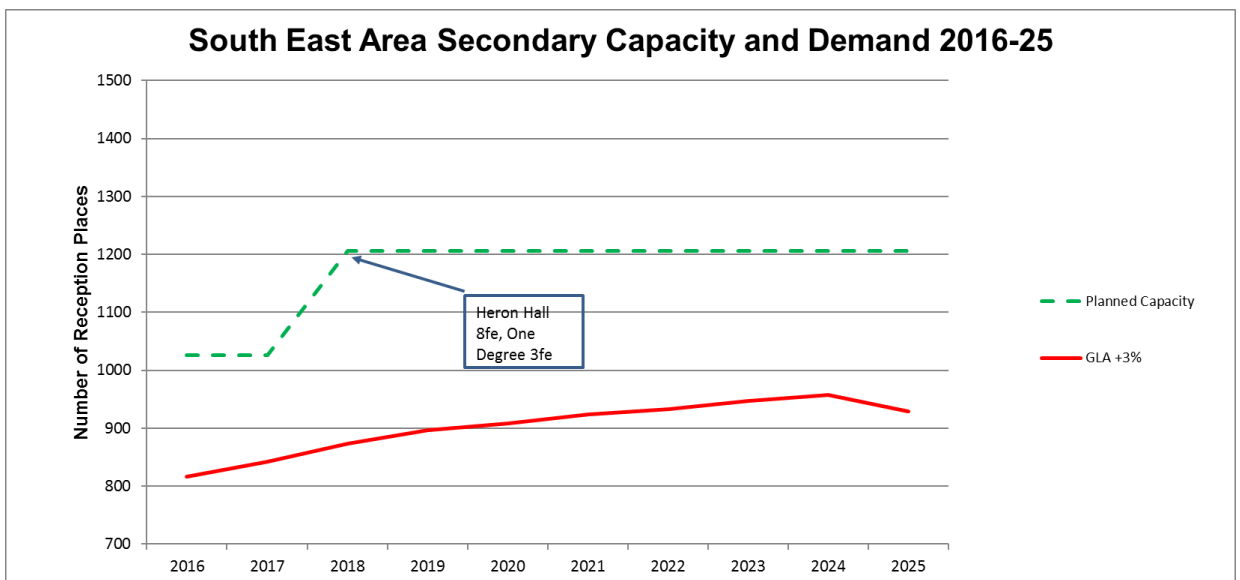
## Secondary North West

The North West area, including Enfield Town, demand already outstrips capacity but surpluses in the rest of the borough, particularly the South East, alleviates the issue of placing secondary children. The planned capacity shown is dependent on an additional 6fe through the Wren Academy for 2018.



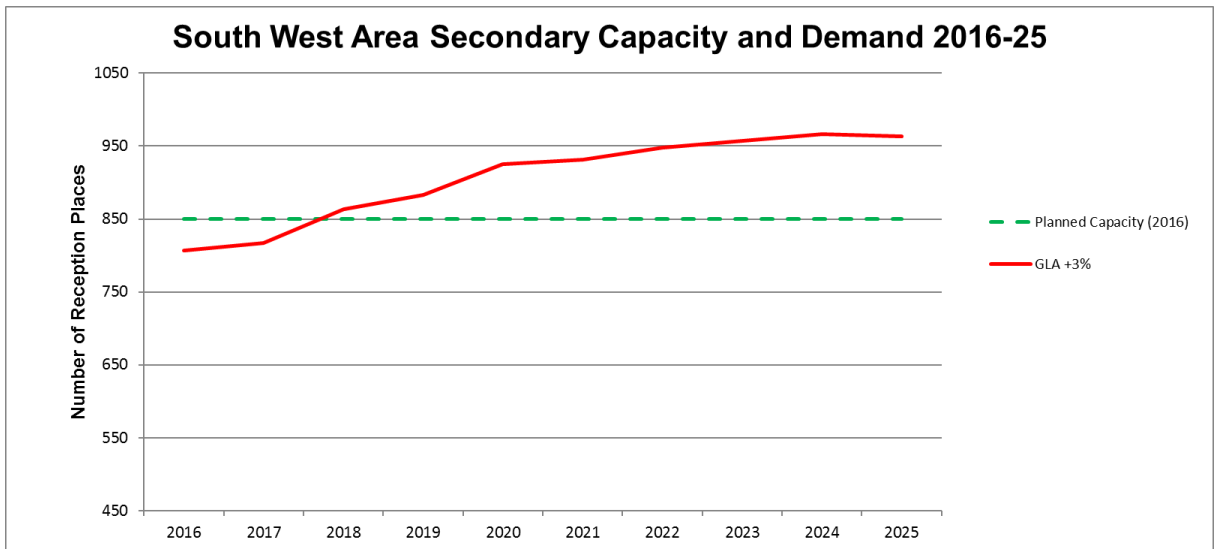
## Secondary South East

The South East area has surplus of places for the foreseeable future. The increase in capacity is provided by Heron Hall's planned increase to 8FE and One Degree 3FE.



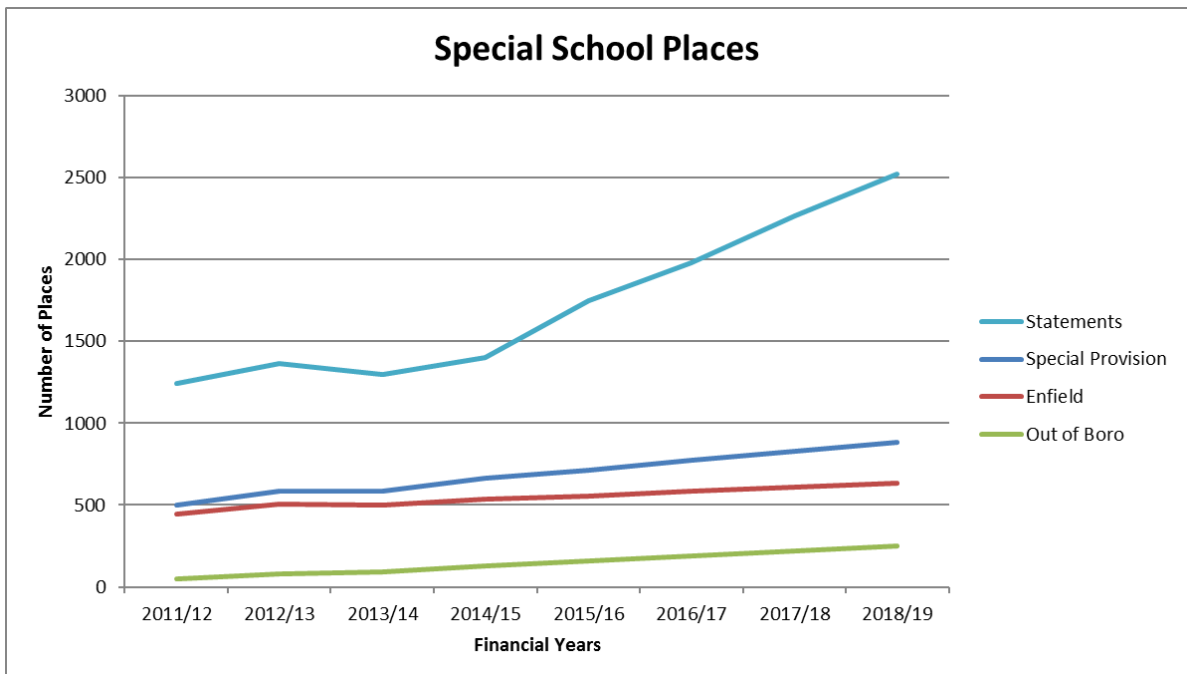
## Secondary South West

The South West area trend shows demand outstrips capacity by 3fe by 2018 but surpluses in the other areas will allow for pupils to be offered places providing new free schools are established as planned by the EFA.



### 3. Special School Projections

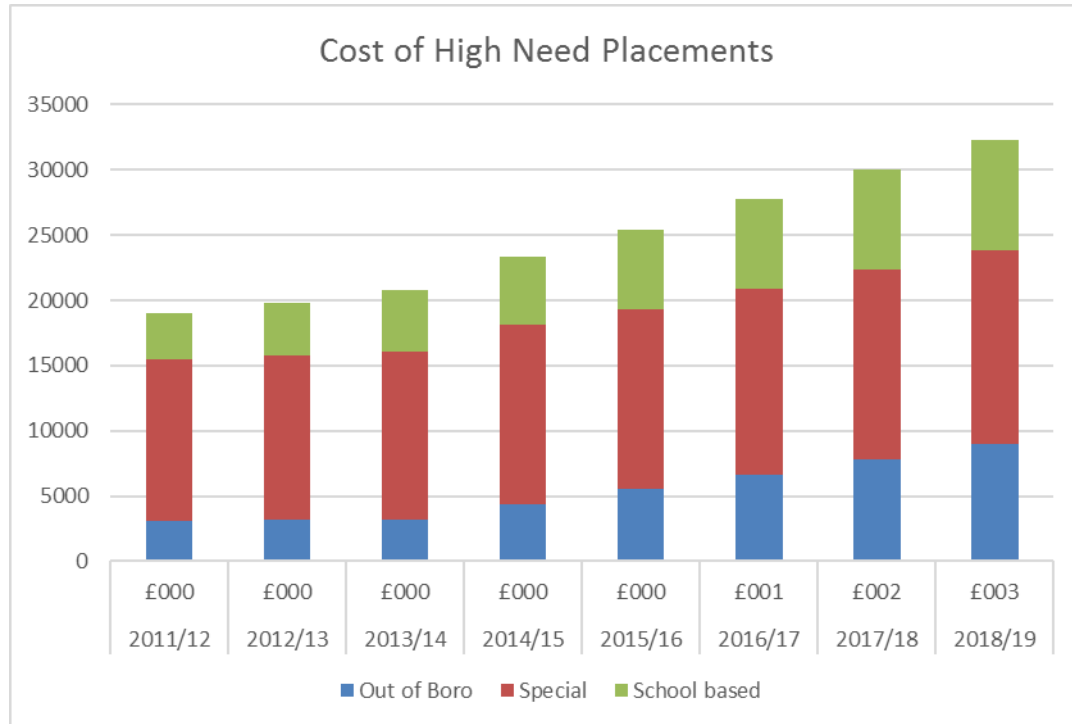
Given the ad-hoc nature of pupil requiring admission to placement with high needs it is difficult to project demand. However, although not completely reliable, it is possible to represent historic growth and extrapolate the trends to show likely future growth.





## Special School Costs

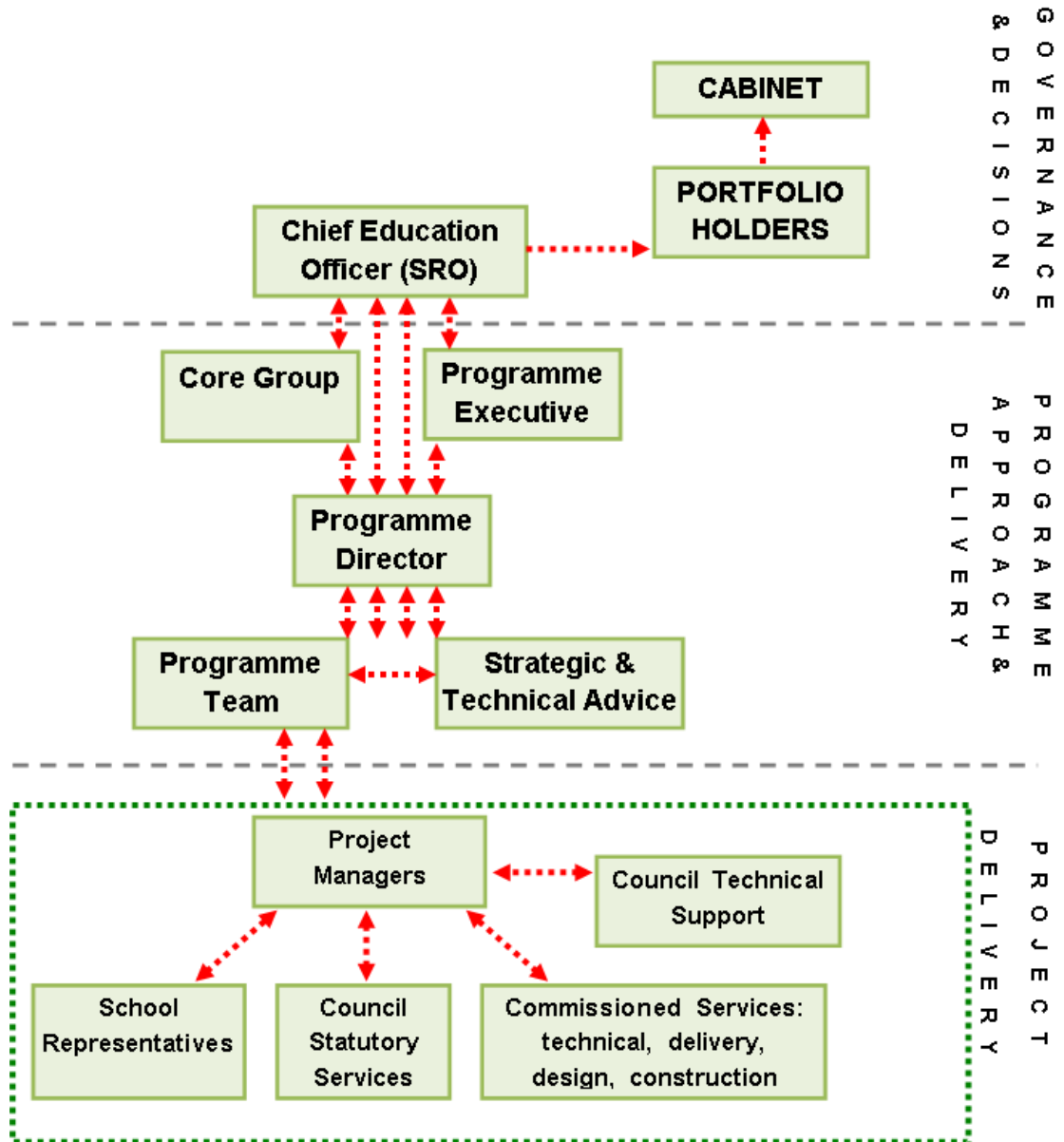
In the current climate of financial reductions, the risk to the Council is the growing cost of special school placements. Over the last five years the cost of out of borough placements has increased by £2.5 million alone. If growth in the demand for special school placements continues as depicted the costs would also increase and potentially overtake the High Needs allocations from Central Government.



The High Needs Funding block funding could be better utilised and quality of SEN placement/care improved by increasing the available high needs places in Enfield Special Schools.

**Appendix B  
Programme and Project Structure**

- 1.1 The programme structure established for the programme needs to be amended to take account of the retirement of the Director of Schools and Children’s Services and the subsequent interim arrangements in place until the wider senior restructure is delivered.



- 1.2 The Chief Education Officer post will take on the Senior Responsible Officer role for the programme and delegated authority decision-making responsibilities alongside the Director of Finance, Resources and Customer Services.
- 1.3 To maintain a balance between technical and educationalist input at the Programme Executive the Assistant Director for Special Projects will chair the meetings. Both the Chief Education Officer and the Assistant Director for Special Projects are member of Core Group along with the Programme Director. The only change to Core Group is that the Director of SCS will no longer attend.
- 1.4 Programme and project ways of working will continue to be reviewed to ensure operations align with corporate approaches, emerging delivery

options and industry standards of practice. This will be explored further as a prelude to likely Enfield 2017 restructure changes that will affect staff involved in both the delivery and management of Council assets. The current programme arrangements, programme and project level guidance documents will be updated as required and agreed through an operational decision in line with established delegated authority or through any reports in relation to Enfield 2017 re-structures. Currently the programme arrangements set out:

- The governance structure and strategic decision-making protocols;
- Delivery governance, structures and key delivery roles;
- A consistent approach to delivery activity for phase two projects that is aligned to industry standards, corporate ways of working and corporate systems;
- Information requirements to support decision-making and consistent reporting; and
- Mechanisms to manage the flow of accessible accurate information for each project and the programme overall to internal and external stakeholders.