

MUNICIPAL YEAR 2017/18 REPORT NO. 165

MEETING TITLE AND DATE:

Cabinet – 22 March 2018

REPORT OF:

Executive Director of Finance,
Resources and Customer Services and
the Executive Director of Children's
Services

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Agenda – Part: 1	Item: 8
Subject: Strategy and approach to delivering pupil places	
Wards: All KD 4594	

1. EXECUTIVE SUMMARY

- 1.1 The Council continues to successfully deliver additional school places to meet demand in increasingly challenging and uncertain conditions. The Council will work to help the delivery of both primary and secondary places when they are required.
- 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 2017 annual review of the population projections about the expected demand for school places;
 - There has been evidence of inward and outward migration of families in 2017 which makes population projections difficult to assess pressure on specific year groups. Further assessments will be made based on the January 2018 school census;
 - 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; and
- 1.3 The key points from the review of demand for school places up to 2020 are:
 - Demand for primary school places between 2017 and 2022 is lower than projected last year but there is local demand in the South West from 2022;
 - Demand for secondary school places between 2018 and 2022 is broadly 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 2018 to 2022 period at the borough level. However, two forms of

entry will be needed by 2022 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 The current school roll projections do not reflect new housing developments planned in Enfield and therefore future demand may vary from those depicted in the report.
- 1.6 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.
- 1.7 In terms of delivery there is a need to:
 - Deliver two additional permanent forms of primary entry (FE) in the South West from September 2022;
 - The previous 2016 report projected the need to deliver twelve additional permanent secondary forms of entry (FE), 6FE by September 2018 and 6FE September 2022. The updated roll projections graph in Appendix A Section 3, identifies the need for approximately 9FE. Education and Schools Funding Agency (ESFA) plans will deliver 8 forms of entry for 2019/20, which means there is no need or available funding, for Council delivered secondary schools up to 2020. However the same graph shows that a small change in the transfer of year 6 pupils to Enfield year 7 secondary schools may require additional places. We, therefore, need to plan to achieve any required additions.
 - Officers will monitor the situation and will implement alternative plans should the ESFA fail to deliver additional secondary places in 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 are outlined in section 3.11.
- 1.8 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.
- 1.9 Previously established delegated authority is in place for decisions on:
 - Establishing the detail of the School Expansion Programme (SEP) 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, by conducting suitable procurement exercises.

2. RECOMMENDATIONS

- 2.1 It is recommended that Cabinet:
- 2.1.1 Agree the continuation of the school expansion programme, with the focus on special provision and high needs pupil places in both primary and secondary phases;
- 2.1.2 Agree the 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.
- 2.1.3 Note that the SEP capital budgets for 2017/18 to 2018/19 are maintained at £27.4 million (section 6.1), funded entirely from central Government grants. Any budget revision is to be updated by separate report(s) brought forward as necessary on any land acquisitions required to facilitate provision of extra places and/or the need to increase budgets from Council resources;
- 2.1.4 Support continued delegated authority to the Cabinet Member for Education, Children's Services and Protection in consultation with the Cabinet Member for Finance and Efficiency:
- 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 2021/22;
 - 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.
- 2.1.5 Support continued delegated authority to the Executive Director for Finance, Resources and Customer Services in consultation with the Assistant Director Education:
- 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.
- 2.2 It is recommended that Cabinet Members note: 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.

2017 Mainstream School Convertors

3.2 There are new mainstream school organisations that have decided to convert to academies in the current academic year;

- 01 September 2017 Lavender and Brimsdown Primary schools, now known as the Ivy Trust;
- Grange Park and Carterhatch Juniors, 01 November 2017 and 01 January 2018 respectively, have joined the Enfield Learning Trust (ELT), multi academy trust;
- Following a Ofsted decision Aylands Special School has been compelled to academise and is now also part of ELT;
- 01 March 2018 Lea Valley High, now known as the Cedars Learning Trust.

Further schools are also consulting and their decisions will be reported in future reports.

Planned New Free School openers

3.3 As previously reported the Department for Education (DfE), approved three new Free Schools, One Degree Academy, Limes Academy and The Wren Academy. The updated position is as follows

3.4 One Degree Academy was approved to open in Enfield as a 3FE all-through school (1080 places not including 6th form), which was planning to open in the south-east planning area, centred around Edmonton but is temporarily housed at Heron Hall Secondary Academy. The ESFA has now announced the primary phase will be permanently based in a new primary school to be built at the Chase Farm Hospital site. The secondary phase site has not yet been identified.

3.5 As previously reported Limes Academy has been approved as a 3FE primary to open in 2017 in the north of Enfield but the permanent school site has not yet been confirmed. As One Degree Academy has to be established in the north of Enfield, Officers do not feel further primary places are required in this area. Officers are in conversation with the ESFA to resolve the site location issue.

3.6 The Wren Academy was approved as a 6FE secondary school to open in 2018 in the north of Enfield. The ESFA has since announced that an 8FE Wren Academy will be opening on the Chase Farm site, opening date to be confirmed. The opening of an 8FE school rather than 6FE does require Officers to review the original plans of a 6FE 2018 and 6FE 2020.

3.7 Previously, the DfE approved a free school, Ark North Enfield, programmed to open 2020 but the demand for additional secondary places now needs to be review (as in section 3.6).

- 3.8 The DfE announce an opportunity to Councils to bid for a new special free school. Officers compiled an application for a new Social, Emotional and Mental Health (SEMH) special school for secondary age children for up to seventy learners, including a 6th Form. Officers can now report that Enfield application was successful in bidding for a new SEMH free school which is to be sited on Ark John Keats off-site playing field at Bell Lane. Officers are currently in discussion with the ESFA on the design development of the new school.

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 and the proposed Limes Trust has required officers to re-evaluate school expansion strategies. In the medium term there is sufficiency of places. However current trends suggest a need for additional places, by 2022/23, in the South West area. By 2025, if all planned new free schools and expansions occur, there will be over-provision of approximately 15FE (8% above demand), mainly felt in the SE which is likely to impact less popular schools.

- 3.11 In response to the future levels of anticipated demand for school places identified as part of previous annual reviews of demand and capacity a number of other projects were established. These remain subject to feasibility and/or land acquisitions are either being delivered or subject to feasibility work. These are:

3.11.1 Additional primary capacity - South West

Currently, a temporary primary provision has been established, in partnership with ELT at Bowes Southgate Green using Broomfield Secondary school's accommodation. This "partner school" arrangement is proving popular locally. To establish the primary school classrooms, it has been necessary to refurbish parts of Broomfield School accommodation. The refurbishment works is continuing annually as the school grows incrementally but will also allow a 6FE Broomfield secondary school to operate and 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 details will be developed with the ESFA 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 2022/23.

Secondary School Provision

Additional Secondary School Capacity

3.11.2 The additional capacity created by 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 2019/20 when there is a requirement for 6FE and a further need for 6FE in 2020.

Secondary North West

3.11.3 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 8FE through the Wren Academy for 2019/20.

Secondary North East

3.11.4 Previously reported the planned capacity was dependent on the introduction of a 6FE through Ark North Enfield, for 2020. However the introduction of an 8FE Wren academy requires Officers to review with the ESFA the timing and capacity of Ark North Enfield to prevent an oversupply of secondary places.

Special Need Provision

3.11.5 As previously reported there has over the last five years been significant increase in demand for high needs placements, particularly in the Autistic Spectrum Disorder (ASD) and SEMH. In the current climate of financial reductions, the biggest potential risk to the Council in regard to children with Education, Health and Care plans (EHC), 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.

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

Current Special School expansions

3.11.7 Orchardside School, Bullsmoor Lane, consolidates and increase capacity for secondary school aged children requiring short term support before returning to mainstream educational settings. Works are now largely complete and the school is in occupation.

3.11.8 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 to a new facility at St John's Church Hall, Dysons Road (originally the temporary classes for Meridian Angel Primary). The lease for St Johns Hall has been extended to allow West Lea to provide additional longer-term school placements for 70 children with

complex needs. The construction works at the main school site have commenced and progressing well.

- 3.11.9 Aylands Special School (now Fern House part of ELT multi academy trust), 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 to 56, an additional 12 places. The project is currently at feasibility stage.
 - 3.11.10 Funding for the West Lea and Aylands projects utilises funding from Capital Maintenance grant awarded from Central Government.
 - 3.11.11 Durants Special school. The former Minchenden Secondary School site has been purchased with a view to establishing a Durants upper school provision key stage 4. This would allow for permanent additional special school places to be provided in a refurbished building for 120 learners.
 - 3.11.12 Russet House Springfield, Autism Provision. In cooperation with Russet House a new provision is to be established in the redundant Garfield key stage 2 building (approved in separate reports). The project creates an additional 20 primary autistic spectrum places and is due to open in September 2018.
 - 3.11.13 Russet House Edmonton. St Marys primary unit, previously occupied and run by the Bowes Alliance has been vacated and a new primary autistic provision for 14 learners is to be set up also in cooperation with Russet House.
 - 3.11.14 Swan Centre. As the centre is now vacant following the opening of Orchardside the opportunity has been taken, in cooperation with West Lea, to create 16 additional places for children with complex needs.
 - 3.11.15 SEMH Free School (as per section 3.8) 70 places.
 - 3.11.16 The above listed projects create a total of additional 322 special school places with an estimated saving of £31.4 million return from investment of £27.4 million Central Government Grants, over the primary phase (7 years) or secondary phase (5 years), see appendix A, section 4. The estimate includes transport cost saving of £1.3 million per annum, representing direct saving on General Resources. The caveat is that each Child's Education Health and Care plan (EHC), is tailored to the education need and specialised support required and therefore the estimate is an indicator in the support of the investment rather than actual projected savings.
 - 3.11.17 Further investigation is underway to support high performing children with ASD.
- 3.12 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

- 3.13 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 have been 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.

- 3.14 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 and 2019/20.
- 3.15 If future Government grant funding is not forthcoming, or is insufficient, and other sources such as Section 106 or Community Infrastructure Levy are receipts are also insufficient then prudential borrowing as a last resort may have to be utilised to fund school expansion but this report does not seek additional funding from the previously approved levels.
- 3.16 Additionally, the government has announced that it will make £2.5 million available for special need places in 2018/19. The additional funding will be utilised in supporting the projects in section 3.11.

Programme and Project Structure

- 3.17 Appendix B outlines the SEP structure.
- 3.18 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. The input of school head teachers will be important and be sought through representatives already engaged in established forums.
- 3.19 The programme structure and ways of working will continue to be reviewed regularly to ensure they fit with the wider approach of the Council.

Stakeholder engagement

- 3.20 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.
- 3.21 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

- 3.22 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 (subject to changes in legislation following Britain's exit from the European Union).
- 3.23 The initial list of suitable Frameworks is subject to ongoing review by Corporate Procurement and has been expanded to include newly available frameworks.
- 3.24 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 ESFA will then accept and then deliver, this is particularly true for Special Schools. The Council will continue to work with the ESFA and current providers that provide high quality services and contribute to the wider education community in the borough to assess potential expansion opportunities.

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 EXECUTIVE 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 2018/19 are shown in the table below.

	2017/18 £'000s	2018/19 £'000s	TOTAL £'000s
Approved SCS SEP Capital Programme	6.350	21.101	27.451
Funded by:			
Government Basic Need Grants	(5.370)	(8.520)	(13.890)
Contribution from Capital Maintenance Grant	(0.980)	(12.581)	(13.561)
TOTAL	(6.350)	(21.101)	(27.451)

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 schemes listed in section 3.11.

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 Officers will utilise Government Grants and other contributions ahead of Council Resources.

6.2 Additionally, the government has announced that it will make £2.5 million available for special need places in 2018/19 (not included in the above table).

6.3 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.

6.3.1 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 guidance ('Making 'prescribed alterations to maintained schools' April 2016). The decision on each statutory expansion will be made by the Cabinet Member for Children and Young People.

- 6.3.2 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.
- 6.3.3 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.
- 6.3.4 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.
- 6.3.5 All legal agreements will need to be in a form approved by the Director of Law and Governance.

6.4 Property Implications

- 6.4.1 The Strategy set out in this report will provide additional school places in local areas of need.
- 6.4.2 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.
- 6.4.3 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

- 6.4.4 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.
- 6.4.5 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.
- 6.4.6 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.
- 6.4.7 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.
- 6.4.8 Initial consultations regarding acquisitions should require the Assistant Director of Strategic Property Services to be either present or informed.
- 6.4.9 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.
- 6.4.10 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.
- 6.4.11 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.
- 6.4.12 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.
- 6.4.13 Property Services is involved in the programme management structure and is able to advise on acquisition, disposal and other land development issues.
- 6.4.14 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 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 2018/19 to 2022/23 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 2018 and will be reviewed to inform the annual update to the strategy for providing school places. The 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 sight 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 Disclosure and Barring Service (DBS) 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 3, 5 and 7 as 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 demand and school capacity

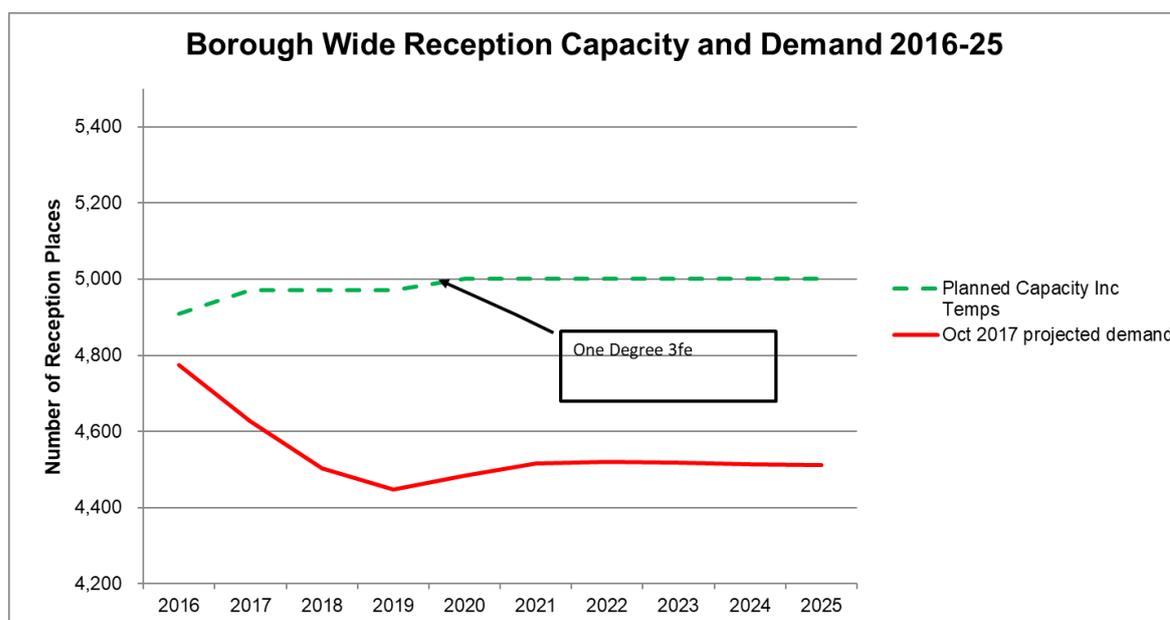
Surplus Places	R	1	2	3	4	5	6	7	8	9	10	11
2017 Capacity	4910	4910	4910	4910	4910	4910	4910	4076	4076	4076	4076	4076
Over/under capacity	503	251	245	187	297	188	399	179	312	304	415	587
% Surplus capacity	10%	5%	5%	4%	6%	4%	8%	4%	8%	7%	10%	14%

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 2025. By 2025, if all planned new free schools and expansions occur, there will be over-provision of approximately 15FE (8% above demand), mainly felt in the SE which is likely to impact less popular schools. This assessment does not include additional demand for places from new housing developments which will be incorporated into future projections once the detail of the types of houses are known.

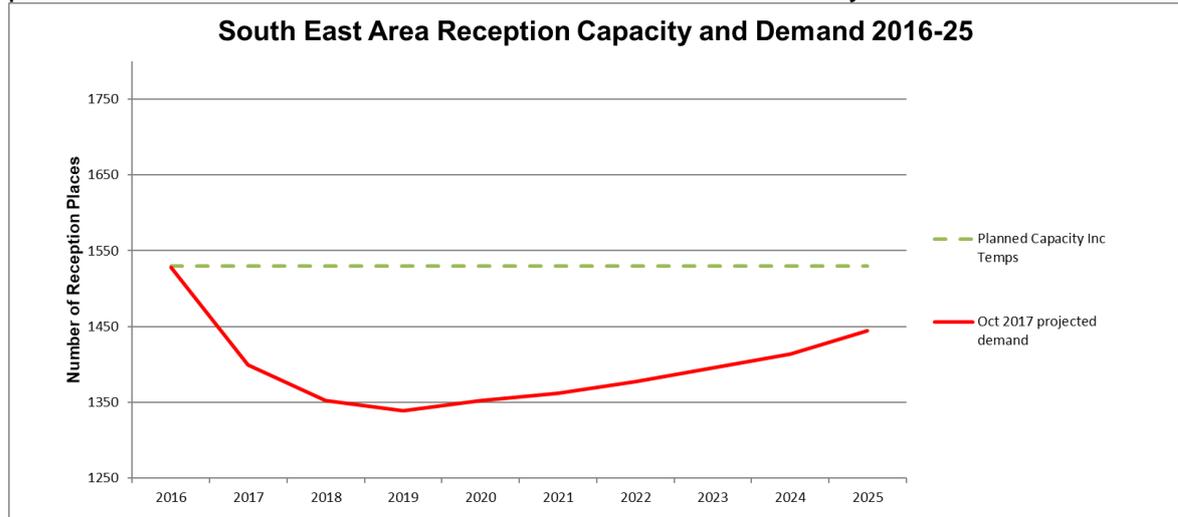


Note that the capacity in the above graph includes One Degree Academy of 3 FE temporary classes, at Heron Hall, as at September 2016 and a permanent 3FE from September 2020.

Primary South East

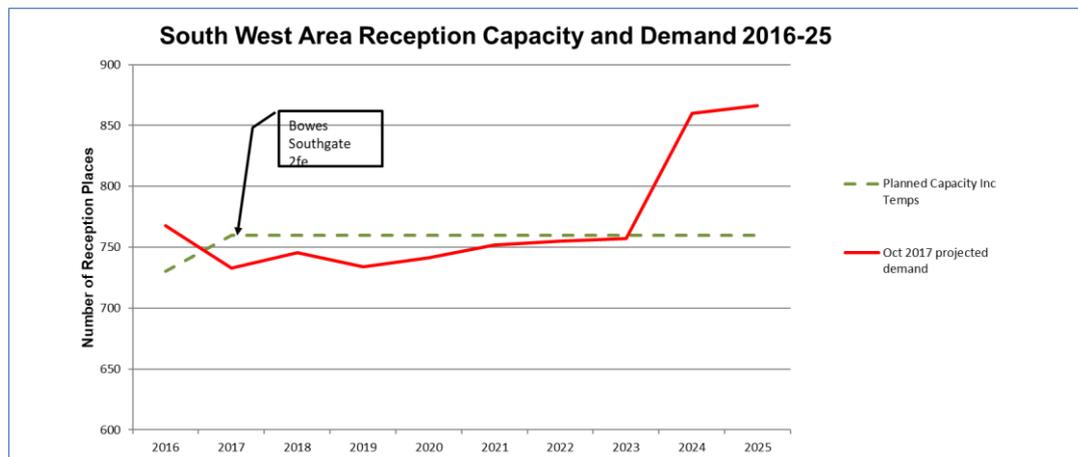
SE Enfield's primary school place demand is projected to peak in 2016, then decline until 2021 when demand begins to again rise.

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.



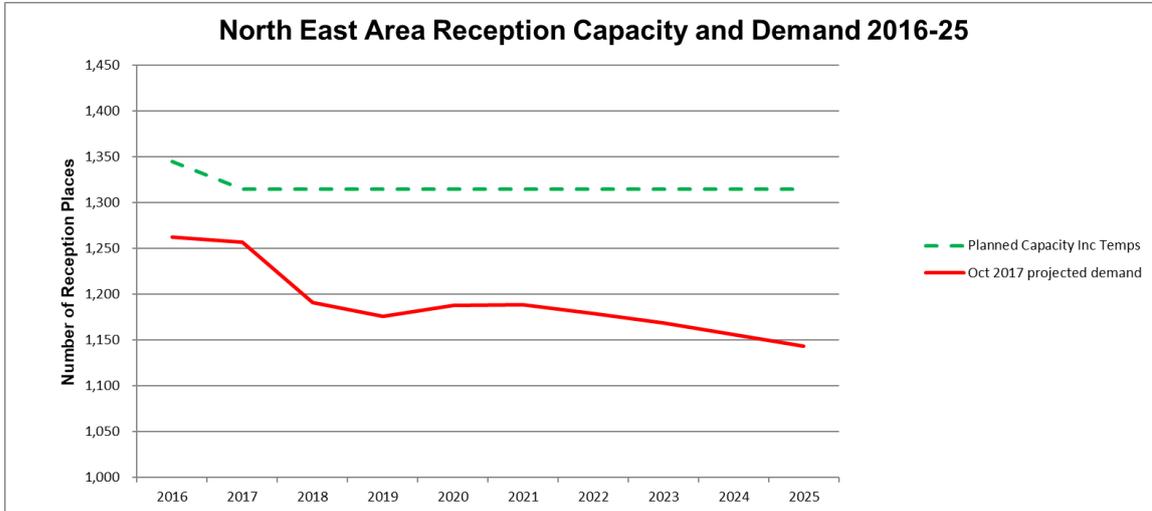
Primary South West

The SW area shows demand beyond capacity, rising to a predicted need of around 2FE by 2022. The current planned capacity includes a temporary 2FE at Bowes Southgate Green (at Broomfield Secondary) but complications on agreeing the lease between Broomfield and ELT brings into doubt with whether this provision can be sustained as a longterm solution. The situation is further complicated by the 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 longer term there is a need to continue to investigate a permanent 2FE primary option for 2022.



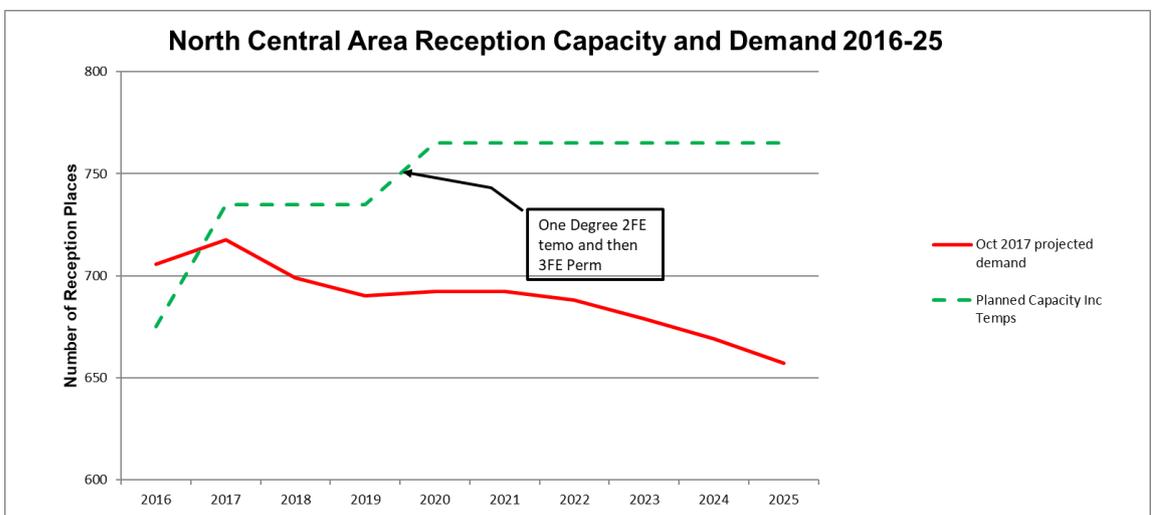
Primary North East

NE Enfield's projected primary demand falls within capacity for the foreseeable future and indicates up to 5FE spare capacity in 2020 (9% over projected demand).



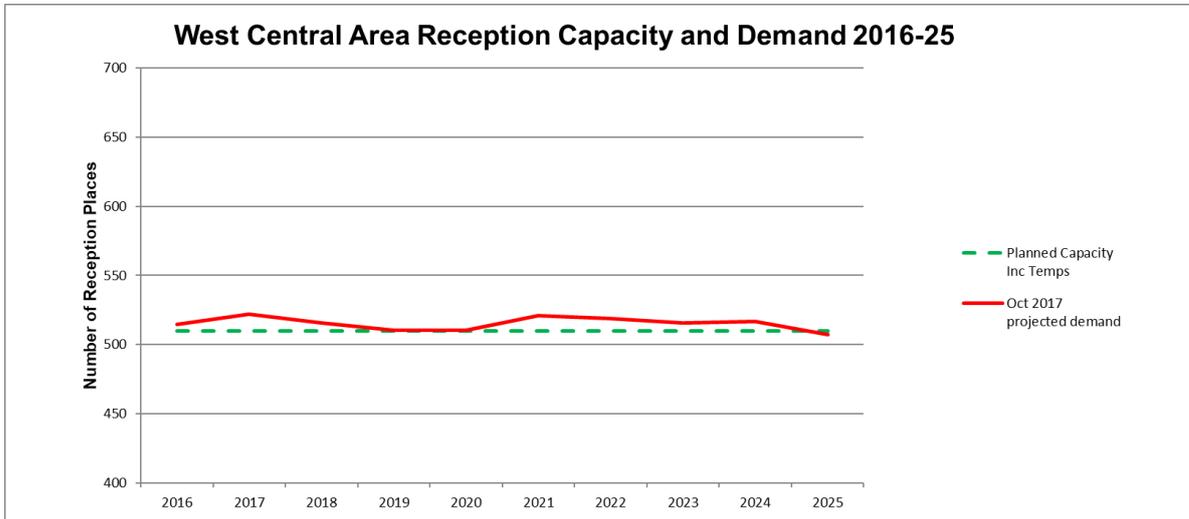
Primary North Centre

NC Enfield's projected primary demand falls within current provision. The proposed additional school capacity provided by the One Degree Academy indicates a surplus of 3FE from 2020 onwards. However, this surplus is dependent on the additional demand from the Chase Farm Hospital housing development.



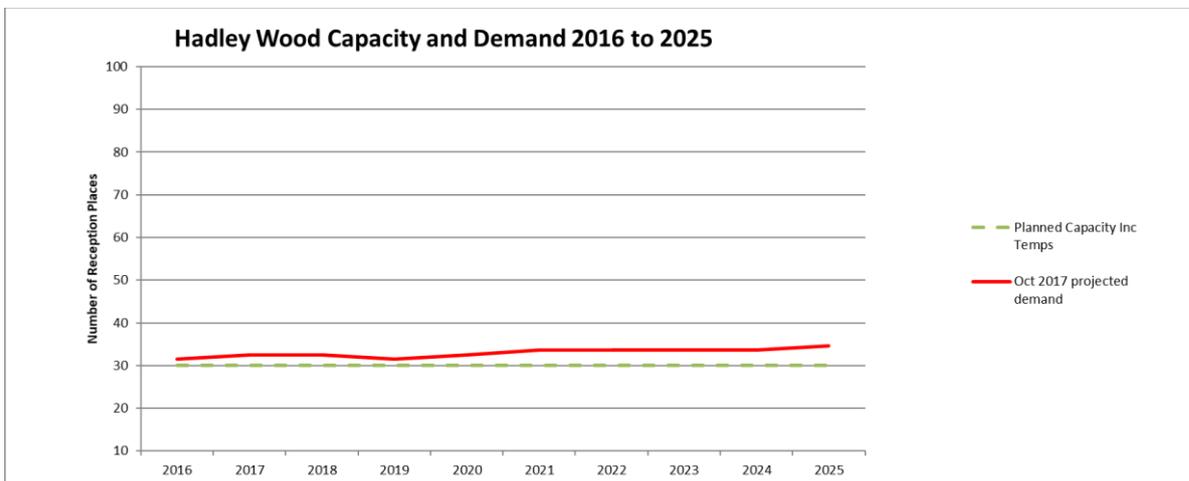
Primary West Central

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 WC area. It is recommended that the area be monitored and contingency plans implemented if necessary.



Hadley Wood

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

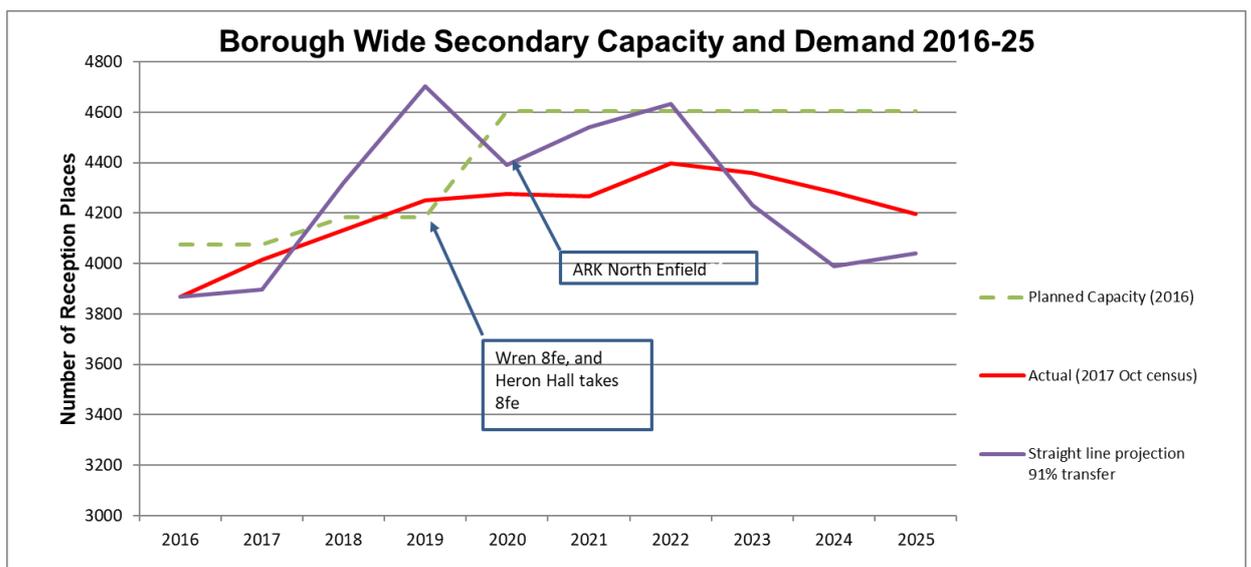


3) Secondary School Projections

The secondary projection shows demand increasing as the larger primary cohort's transfer to year 7. The approval of One Degree Academy 3FE, all-through free school, further approvals for the Wren Academy 8FE and Ark North Enfield Academy (6FE), increases the secondary capacity by 17 forms of entry. This will not only provide sufficient places to meet demand but also the potential of an oversupply of places should a 6FE Ark North Enfield also be introduced. However, should the ESFA fail to deliver the new free schools within their projected timescales there will be a shortage of places.

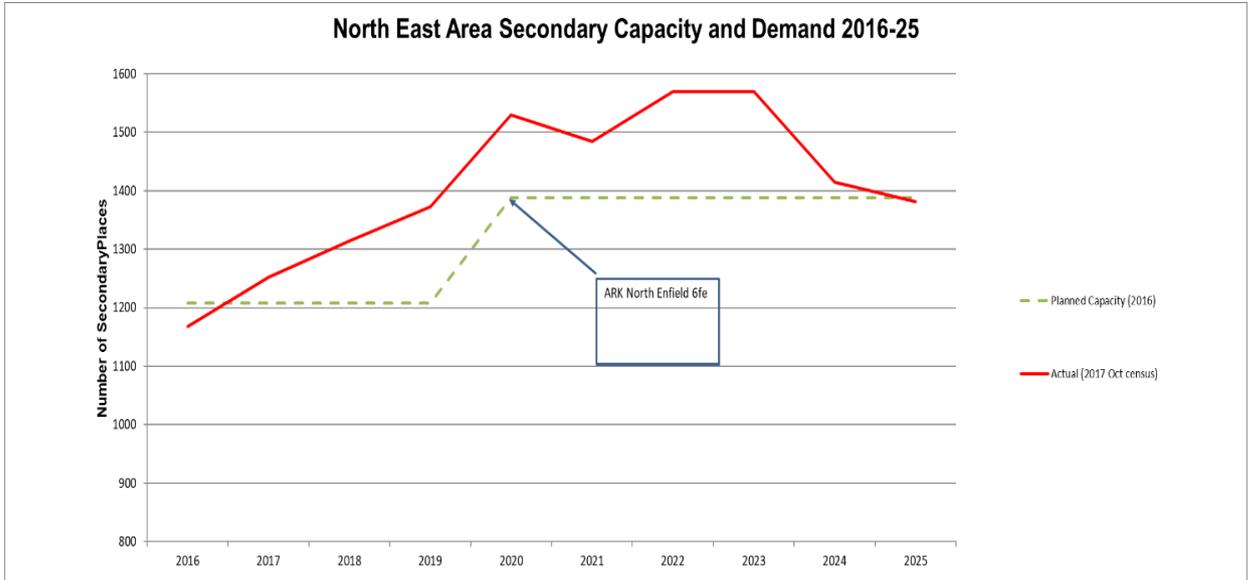
As an example of how small changes could alter the demand patterns, a further line of data has been added to the graph below, (Straight line projection 91% transfer). The data for straight line projection comes from the current primary roles with an average 91% transfer from year 6 to 7 (some cohort survival rates have been also applied to the primary cohorts) Therefore it can be seen that higher demand for secondary school places could be encountered than indicated from the 2017 actual demand projection. What should be noted that both methods of projection show surplus of places from 2022 and therefore care must be taken in delivery of additional permanent places to prevent an oversupply of future places.

Officers have been in contact with the ESFA and will continue to monitor the situation.



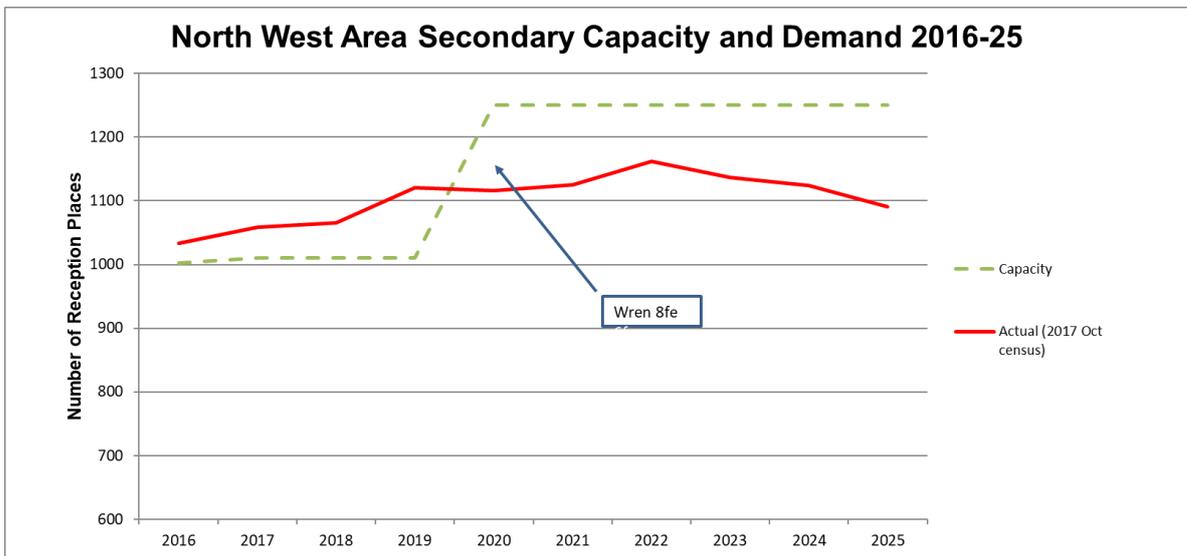
Secondary North East

The planned capacity is dependent and sufficiency of places is dependent on the introduction of the Wren academy in 2019/20 to provide additional places at the borough level. Further places may need to be added but the need for an Ark North Enfield at 6FE is under review.



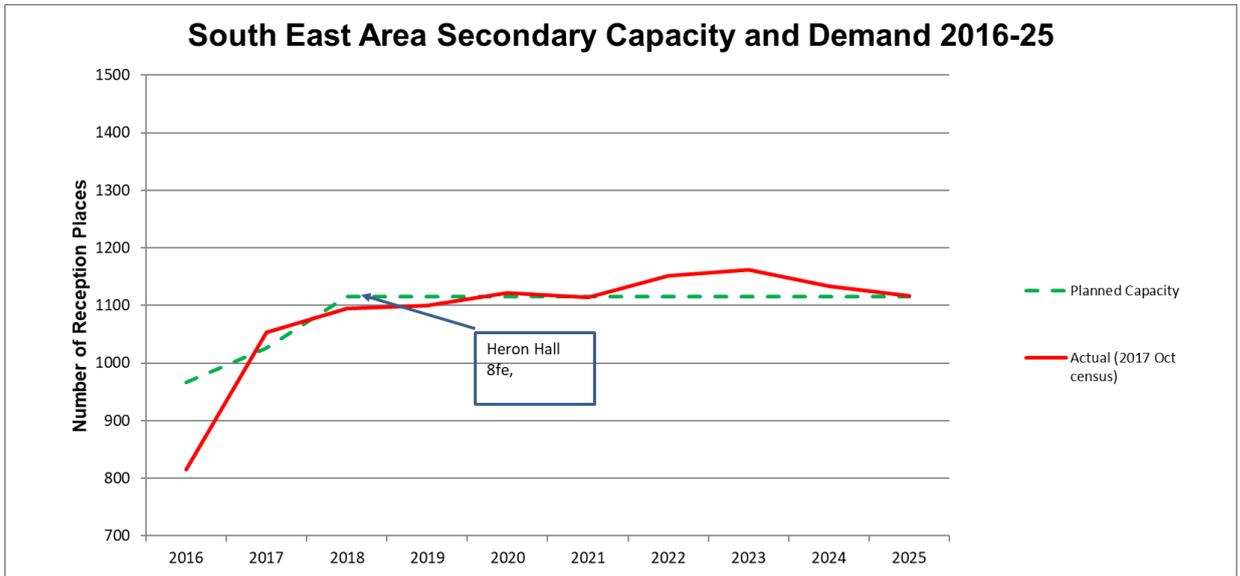
Secondary North West

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 8FE through the Wren Academy for 2019/20.



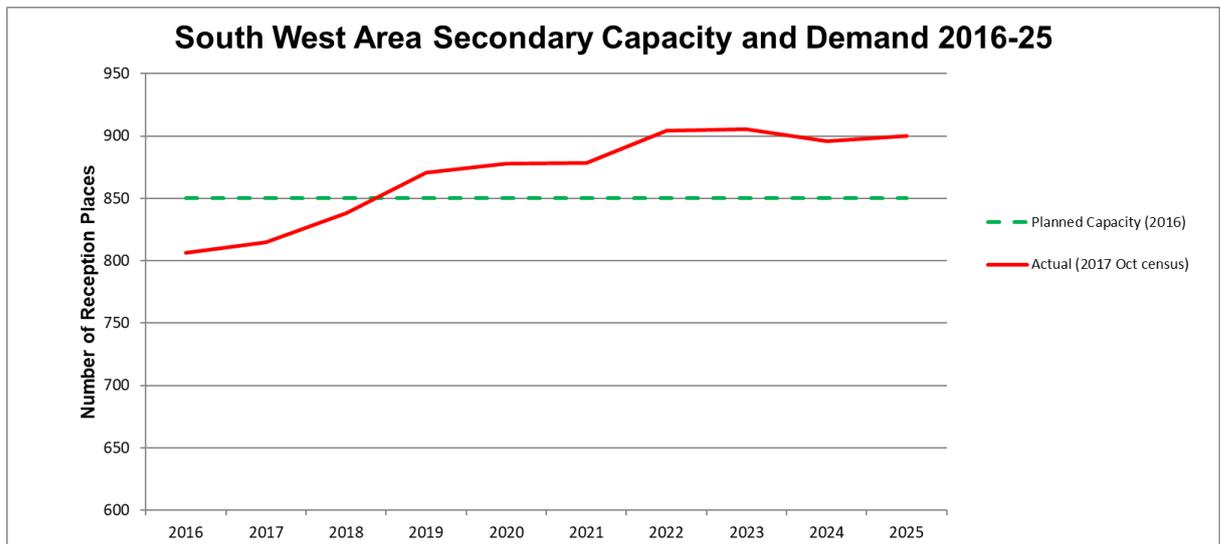
Secondary South East

The South East area has sufficiency of places provided by Heron Hall's planned increase to 8FE. One Degree 3FE secondary phase site location is yet to be confirmed.



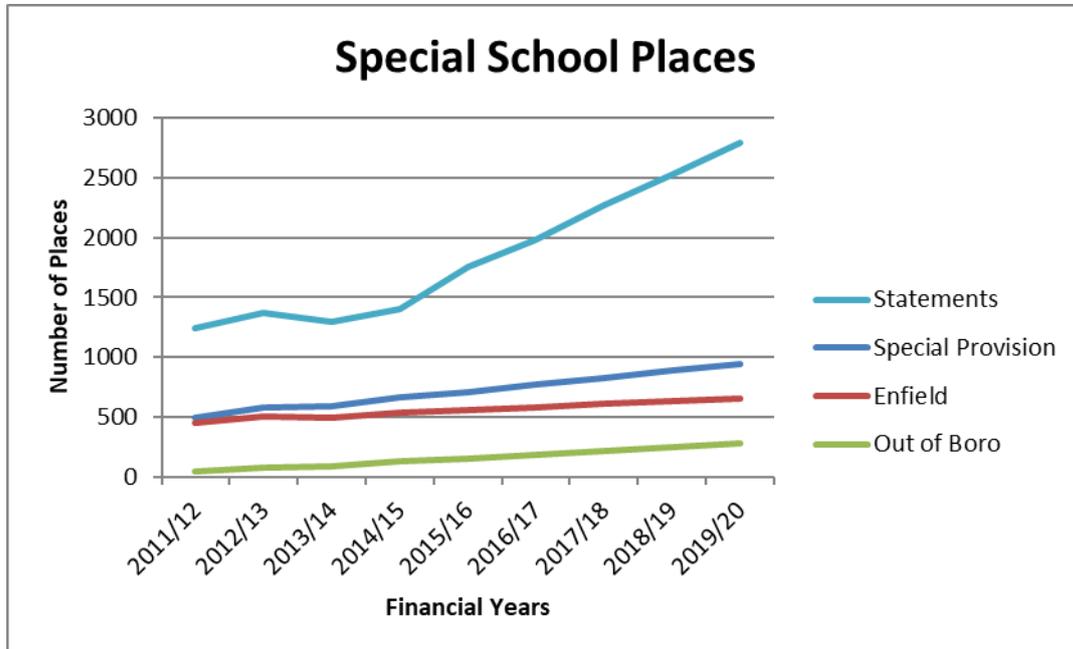
Secondary South West

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 the Wren Academy is established as planned by the ESFA.



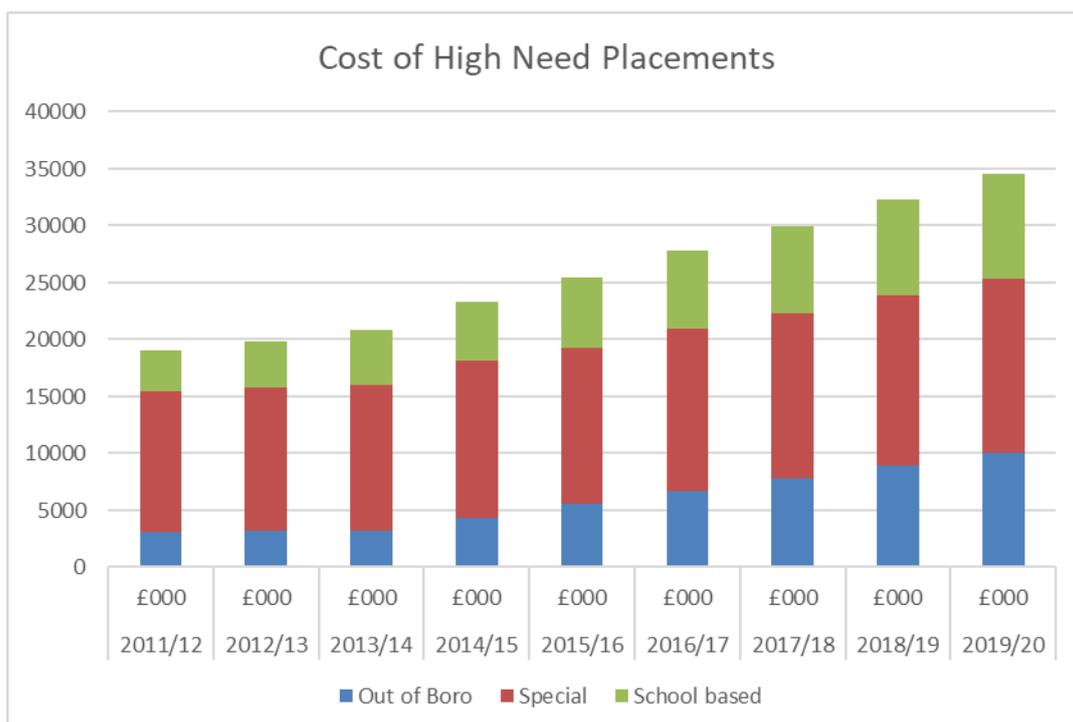
4) Special School Projections

Given the ad-hoc nature of pupils 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 Mainstream and Special Schools.

Potential return from investment from projects listed in section 3.11 (special school expansions)

Investment to save - estimated savings							
Project	Number of new places	Average cost of in-boro educated PA (£000) *	Average cost of out of boro educated PA (£000) *	Average annual saving (£000)	Average saving over education phase (£000)**	Cost of Project and investment, capital grants (£000)	Comment
West Lea Special School	70	£1,770	£4,259	£2,489	£17,426	£ 4,000	Children from 5 to 18 with complex needs
Swan Centre - West Lea, to create additional places for children with complex needs.	16	£404	£974	£569	£2,845	£ 40	Secondary children with complex needs
Aylands Special School (now Fern House part of ELT multi academy trust)	12	£379	£730	£351	£1,755	£ 8,800	SEMH - All through. 5 Years education phase average as majority of children are secondary
SEMH Free School	70	£2,212	£4,259	£2,047	£10,235		SEMH - Secondary. DfE funded. Mainstream cost based on Aylands as it is the same category
Durants Special school - Minchenden	120	£3,780	£7,301	£3,521	£17,606.40	£ 11,000	ASD Secondary. Cost at the higher per place value
Russet House Springfield. The project creates an additional primary autistic spectrum places and is due to open in September 2018.	20	£588	£1,217	£629	£4,406	£ 1,500	ASD Primary
Russet House Edmonton.	14	£411	£852	£441	£3,083.96	£ 600	ASD Primary
Total	322	£9,544	£19,592	£10,048	£57,357	£ 25,940	
Savings return from investment						£ 31,417	
* Average transport costs In-boro £6.5k and out of boro £10.5k							
** Primary 7 years, secondary 5 years							

The above table is based on the worked example below:

Three providers	No of pupils	NET COST for full year	Average Cost pa
		(actual for 2017-18)	
Kestrel House	21	£786,217	£37,439
Leaways School	30	£1,437,508	£47,917
Treehouse School	9	£591,087	£65,676
Grand Total	60	£2,814,811	£151,032
Average cost		£938,271	£50,344

Worked example

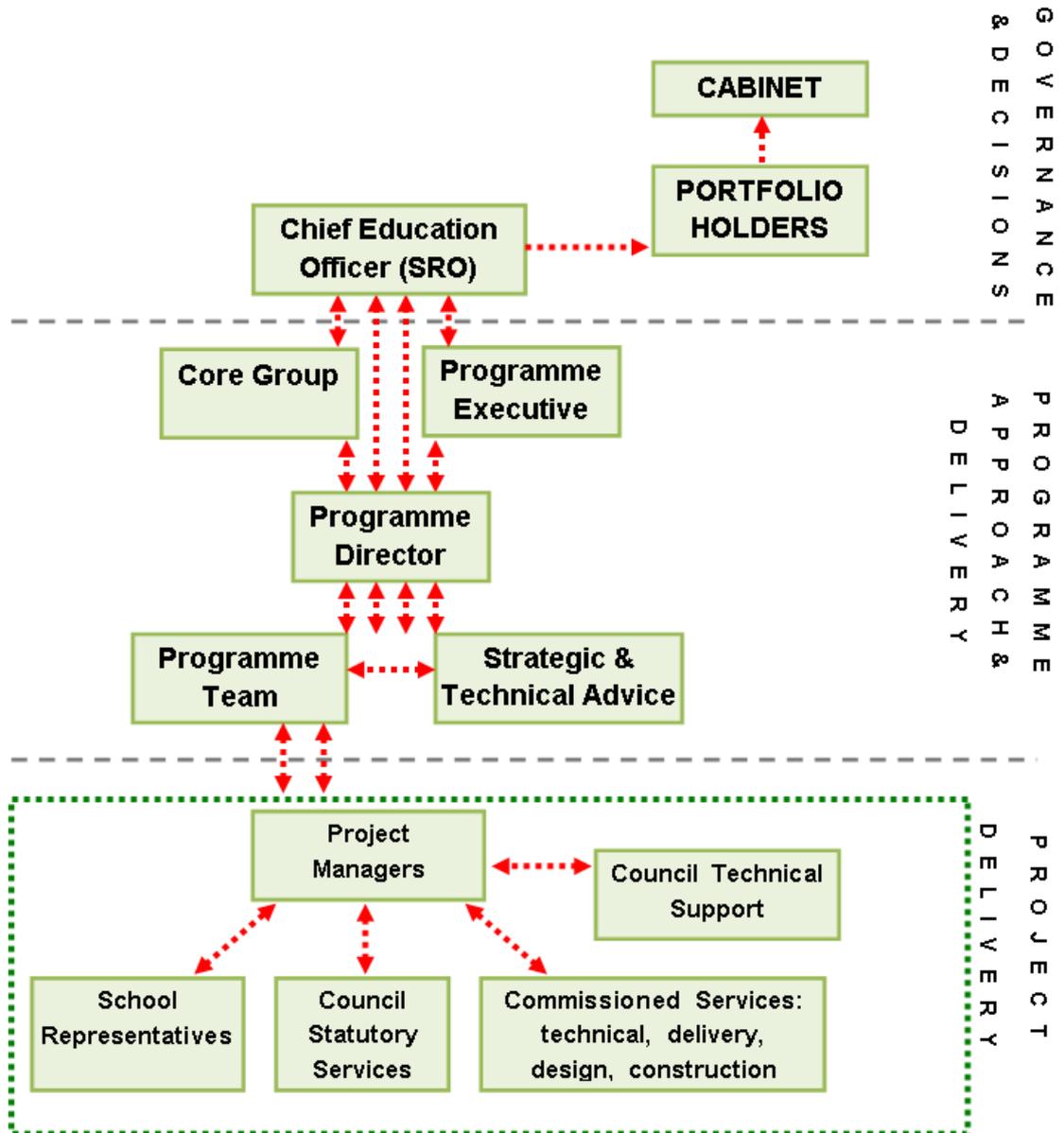
Requirement during 2017/18, a need to place 16 students			
West Lea agreed to manage the Special provision at the Swan; otherwise these students would have been placed at Leaways.			
West Lea @ Swan	16	£400,000	£25,000
If at Leaways	16	£766,671	£47,917
Net Saving		-£366,671	-£22,917
Kestrel House - 5 to 16 years - we have tended to place primary pupils here			
Leaways - 7 to 18 years - mainly placed secondary pupils			
Treehouse - 3 - 19 years - a mix age range placed			
The provision at the Swan is for secondary aged pupils			

Mainstream special costs per place		
Aylands	£25,101	
Durants	£22,919	Likely this will increase to £25k
Oaktree	£19,496	
Russet House	£22,875	
Waverley	£25,478	
West Lea	£18,781	

Average annual transport per place	Cost per placement	Accumulated cost	
	£000	£000	
Out of boro	10.5	£	3,381
In boro	6.5	£	2,093
Total difference		£	1,288

**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 Assistant Director Education post will take on the Senior Responsible Officer role for the programme and delegated authority decision-making responsibilities alongside the Executive 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 be invited to the meetings.
- 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 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 2018 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.