

MUNICIPAL YEAR 2016/2017 - REPORT NO.

MEETING TITLE AND DATE :
Overview and Scrutiny Committee,
14 July 2016
CMB: 17 January 2017
Cabinet: 8 February 2017

REPORT OF:
Director of Finance, Resources and
Customer Service
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Agenda - Part:	Item:
Subject: School Places Scrutiny Workstream	
Wards:	
Key Decision No: N/A	
Cabinet Member consulted: Cllr Orhan	

1. EXECUTIVE SUMMARY

- 1.1 The Scrutiny workstream on Pupil Places looked at provision of school places in the borough and examined how the local authority is ensuring that both current and future demand can be met for primary, secondary and special schools.
- 1.2 The Council has a statutory duty to provide sufficient school places. Demand for primary pupil places in Enfield, as in other London Boroughs, has been increasing year on year and surpassing previous capacity since 2008.
- 1.3 The report makes a number of recommendations, designed to improve further the Council's school places planning and provision, and to support the Administration in delivery in this complex and rapidly changing area.

2. **RECOMMENDATIONS**

Cabinet are asked to note this report and the Cabinet Member and Directors response to the recommendations (attached as Appendix A)

Workstream recommendations

- 2.1 That representation from the workstream (letter from the Chair) will be made to National Government regarding early consultation with local authorities on the provisions of new free schools. (see 8.3-8.6)
- 2.2 That the council continues to seek support nationally for research into why substantial increases in autism are being seen. (see 11.2-11.9, 11.14, 11:15)
- 2.3 That the Overview & Scrutiny Committee holds a symposium inviting health professionals from CAMHS, paediatricians and Head teachers/ SEN leads to discuss this increase in autism and any potential common factors, linking in with officers in education, health and Public Health. The findings from the symposium to inform the future forecasting of demand of Autistic Spectrum Disorder and any research. (see 11.2-11.13)
- 2.4 That the additional provision for autism in the borough continues to be progressed as a priority (see 11.2-11.5, 11.14,11.15)
- 2.5 That the Council continues to formalise relationships with neighbouring authorities to ensure that information is shared on a regular basis on known pressures and plans affecting school places (including information on schools and housing developments) (see 12.1-12.7)
- 2.6 Given a context in which national legislation is creating a more fragmented education system, the Council builds on existing positive relations by ensuring that all policies and protocols explicitly refer to working with all types of school in Enfield. (see 13.1-13.6)
- 2.7 Given the recent changing situation regarding levels of Local Education Authority control over the opening of schools, that the Council gives consideration to using its website to encourage those seeking to establish a new free school, or expand an existing school to build within the right location and timeframe that will meet the projected need and not have an adverse effect on other schools (similar to that currently in use at Waltham Forest). (See 13.7)

Workstream Membership

The workstream consisted of the following Councillors:
Cllr Katherine Chibah (Chair), Cllr Nick Dines (Vice Chair), Cllr Christiana During, Cllr Alessandro Georgiou, Cllr Jansev Jamal and Cllr Vicki Pite.

The workstream members would like to thank the following officers and members for their contribution to the work of the review:

Jenny Tosh (Assistant Director- Education), Jacqueline Martyr (Education Regulatory Frameworks Development Officer), Michael Toyer (Interim Programme Manager), Neil Best (Stakeholder Engagement Manager), James Carrick (Head of Behaviour Support), Keith Rowley (Interim Head of Asset Management & Development), Lynne Dawes (Principal, Oasis Hadley), Jerry Collins (Principal, Ark John Keats), Dr Susan Tranter (Executive Headteacher, Edmonton County), Joanne Hamill (Deputy Head, Edmonton County), Erini Franciosa (Head of Primary, Edmonton County), Cllr Ayfer Orhan (Cabinet Member, Education, Children's Services and Protection), Allison Duggal (Consultant in Public Health), Clare Wright, (Head of Children's Commissioning, NHS, North Central London).

3. BACKGROUND

- 3.1 The school places workstream was set up by the Overview and Scrutiny Committee (OSC). This followed on from a report that OSC previously received advising that secondary places would need to be increased from September 2018. Members felt that they would like to examine what had been achieved in terms of provision and what still needed to be done.
- 3.2 Although this matter was previously examined by a scrutiny working group in 2010/11 with the recommendations accepted and included in a report that went to Cabinet in December 2011. Enfield has continued to experience rising demand at primary level whilst at secondary level there is currently some overcapacity. However as large primary cohorts move through schools, more secondary school places will be ultimately needed.
- 3.3 This workstream sought to establish how we as a Council are meeting the pressure on school places at primary, secondary and special schools. The objectives of the review at the outset were to answer specific questions:
 - What are the challenges we face in forward planning?
 - Are there challenges specific to Enfield?
 - Are we meeting these challenges in the best way possible?
 - How do other Boroughs deal with particular challenges and are their approaches useful to us?
 - Given economic pressures, are we managing resources effectively as possible in this area?
 - Are there factors outside our direct control that impact upon this issue?

- If so, how can we manage these to ensure the best outcomes for Enfield parents and children seeking school places?
- How is the impact of significant housing developments (both inside of the borough and outside but close to borough boundaries) taken into account?
- How is the impact of the cross borough movement of pupils taken into account?
- How do we work with free schools and academies?
- How does the funding work on this issue?

3.4 The workstream met on four occasions; receiving an overview of school places planning including; the assessment of supply and demand; background information on population modelling and the process for creating additional places for academies, free schools and local authority schools. This included a public meeting which was attended by the Cabinet Member and which looked at the Council's Strategy and Approach to delivering pupil places, a report on Special Educational Needs (SEND) school places provision and the SEND Education Strategy.

3.5 Members from the workstream have also undertaken visits to three Enfield schools in the borough to see the expansions that have taken place and hear the views of the schools. In addition they have also undertaken independent research liaising with other London boroughs and London Councils.

3.6 The workstream noted that a Government White Paper 'Educational, Excellence, Everywhere' was published on the 17 March 2016. This proposes changes to schools and to the role of the local authority which will mean that the local authority will retain the duty to provide sufficient school places; however, as it is the case currently, it cannot require or direct an academy to expand or take additional pupils.

3.7 The workstream felt that the recommendations it has put forward will remain valid and under the proposed changes and good relationships with all schools will be paramount under the local authority's role of securing sufficient school places.

4. School types

4.1 There are currently several types of publically funded schools in England with the majority of pupils attending either a maintained school or an academy. Maintained schools are maintained and funded by the local authority. Maintained schools in Enfield include:

- Community schools- responsibility of the local authority
- Foundation Trust schools- responsibility of the trust and governing body

- Voluntary Aided (VA) schools – mainly faith schools and supported by a trust
- 4.2 Academies, Free Schools and Academy converters all have the same status in law meaning that they are all funded directly by the Department for Education (DfE) and are independent of local authority control.
- 4.3 Academies are self-governing and constituted as charitable trusts. Free schools are a type of academy, free to attend and are governed by a non-profit charitable trust who have signed funding agreements with the Secretary of State.

Enfield schools are at the time of the workstream were made up as follows:

School Type	Community	VA	Foundation	Academy	Free	Independent
	LA Maintained Schools			DfE Maintained		
Infant	5					
Junior	4	1				
Primary	36	17		1	4	
Secondary	6	4	1	5	1	
All Through	1			1	1	
Special	6					
PRU	1					
Total	59	22	1	7	6	
	Non Maintained					
Independent						10

5. School Place Planning

- 5.1 The Local Authority has a statutory duty to provide sufficient pupil places for the children in their area that require a place.
- 5.2 Nationally and locally the demand for primary school places has risen steeply. London as a whole is disproportionately affected and has seen very large increases in its pupil population, the majority of which has been within the primary sector.
- 5.3 ‘The London Equation’ produced by London Councils states that between 2010/11 and 2014/15, London’s pupil population (aged 5-19) has increased by 112,000 which represents 35 per cent of the overall national pupil growth.
- 5.4 London has been facing an increase in demand for the last seven years, and this continues to grow. A combination of rising pupil populations, spiralling building costs and lack of available land has put increasing pressure on London boroughs.

- 5.5 The Council has responded to rising rolls by creating sufficient new primary pupil places to meet demand through a significant programme of construction works on school sites. At secondary level the Councils policy is that places will be met by Academies, in line with Government policy and using government funding.
- 5.6 Since 2010, 6,720 primary places have been created, 5,370 are local authority and 1,350 through academy expansion and free schools. This equates to roughly 180 new maintained primary classes and 45 academy/ free school classes.
- 5.7 The workstream was informed that Enfield is in the top quartile in London for being able to offer parents their first choice of Primary Schools through the admissions process. For reception 2015, 85.04% of in time applicants were offered their first preference with 94.53% offered one of their first three preferences. For Secondary transfer for 2015, 74.7% of on time applicants were offered their first choice with 91.99% offered one of their first three preferences.

6. Demand

- 6.1 The workstream heard that every year Enfield reviews the projected demand for school places against the current available capacity; focussing on the projected demand for Reception year for primary and Year 7 for secondary.
- 6.2 Demand and capacity are assessed and checked for accuracy of this information with the schools; an action plan will then be developed to fill any gaps. This information will be regularly checked. Currently the demand continues to be significant at primary whilst there is some capacity at secondary.
- 6.3 Like many other education authorities in London, Enfield uses the Greater London Authority (GLA) produced school roll projections as the basis of demand for both primary and secondary schools. This data includes:
- Population change from birth, deaths, in-country and international migration (from Office of National Statistics)
 - Population Change as a result of residential development (from London Development Database)
 - Cross-borough movement of pupils (based on historic trends)
- 6.4 The workstream were advised that school roll projections are very complex with the main challenges on the GLA projections being:
- Keeping pace with rapidly changing migration patterns with families in London now increasingly living in overcrowded conditions.
 - Data is only entered on London Development Database once planning consent has been given.

- Consideration of cross borough movement is based on historic trends. However as this is a relatively new methodology and will not necessarily be a strong predictor.
- 6.5 The Council makes an allowance for these challenges and in addition looks to provide an element of parental choice. To achieve this the GLA projections are increased by 5% for primary and 3% for secondary. These are added after an assessment of the projections against actual school rolls as recorded in the census data.
- 6.6 The GLA forecasts are subject to ongoing review and improvement. The workstream were advised that the GLA forecasts for Enfield in each of the last 3 years had shown surplus at primary level but a small shortfall at secondary level.
- 6.7 The workstream undertook independent research on this complex issue of modelling contacting other London boroughs and London Councils, with responses being received from 15 other London Boroughs.
- 6.8 This information showed that all of the responding London boroughs bought into the GLA projections; although they were used in a number of different ways. For example some were used as a checking facility and some were enhanced using various other strands of local data.
- 6.9 Examples of the local data that other London boroughs used in various combinations to supplement their own GLA projections included:
- GP registration data
 - Historic applications to schools
 - Admissions pupil preference and allocation information
 - ONS births and transfer rates based on a three year average
 - Manual projections for individual schools based on known popularity and increases in births in an area
 - Adjustments using local knowledge of migration patterns and new school provisions
 - For secondary in addition to transition rates from primary an allowance was made to adjust for numbers going in and out of the borough based on a three year average.
- 6.10 All boroughs that responded indicated that their methodology for modelling was reviewed continually to ensure the best fit locally.
- 6.11 The London Equation published in June 2015 by London Councils advised that in the past three years, forecasts by London boroughs have been 98% accurate.

- 6.12 The workstream considered whether using local data to add to these projections could enhance the accuracy of the GLA figures. They felt that given; Enfield already make an allowance and increase the projections; the accuracy of the Enfield figures over the last three years and the accuracy of the forecasts across London using different methods, that at present this was not necessary.
- 6.13 The workstreams view was that Enfield should continue to review the accuracy of the GLA projections on an annual basis making adjustments where necessary. Should there be a change in the levels of accuracy the workstream was of the opinion that the Council should review how it uses the GLA data to ensure that the best fit locally.
- 6.14 In addition to the challenges with projections other factors the workstream were informed that were difficult to predict included:
- Parental preference which can be influenced by many things including perception of schools, transport links, geographic location, siblings, type of school (i.e. faith school)
 - New Housing developments
 - Ofsted ratings whether good or bad will affect the popularity of a school
 - Temporary accommodation, benefit changes, refugee crisis and immigration
 - Migration in and out is particularly difficult to track. In general in Enfield more primary children come in than out but with secondary the opposite is true.
- 6.15 Members were informed that secondary schools are more complex to plan for as pupils are prepared to travel further, many Enfield children receive education outside the borough and significant numbers also come in from other authorities. Since 2011, more secondary age Enfield pupils are educated outside the borough than come in from other boroughs.

7. Supply

- 7.1 The workstream was advised that alongside an assessment of demand an assessment of the current supply is undertaken to identify gaps in capacity.
- 7.2 The information used for this assessment is the schools statistical return that every school must submit to central government on their capacity. A school census is also undertaken three times a year, providing information on the numbers in each year group. Information will also be received from academies however there maybe delays to this.

In year admissions demand and supply

- 7.3 This is a challenge for schools in Enfield and creates additional demand pressures which can be across any of the school year groups. The workstream were advised that during the Autumn 2015 term, 1030 in year applications were received, this included applications in every single year group from nursery through to Year 11.
- 7.4 The schools that the workstream visited also raised concerns on this issue advising that any affected school invests considerable time and resources dealing with this issue.
- 7.5 The Council's Admissions team manage the demand assessment on an on-going basis and if necessary will make temporary arrangements. The current admissions system is unable to distinguish between those children who have made an application from one school to another and those new to the area and need a school place. This restricts the analysis that can be undertaken into this trend.
- 7.6 The workstream undertook independent research on this emerging issue contacting other London boroughs and London Councils. A very limited response was received from the boroughs. However London Councils provided a detailed response.
- 7.7 London Councils advised that due to the complexities of collating information on a pan-London level that they only have limited data on in-year admissions.
- 7.8 Overall, levels of pupil mobility are affected by a number of factors, including demographics, the level of spare capacity present in schools, the ease of navigating the school admissions programme, and wider government reforms not linked to education. Non-standard moves – defined as joining a state maintained school other than as part of a standard intake – are very common amounting to about 20 per cent of all pupil moves nationally and over 60,000 moves per year in London. The burden of integrating non-standard moves falls unevenly on schools, with some managing many more than others.
- 7.9 They state that it is possible to identify four different types of non-standard move:
- (i) first arrivals to a state maintained school in England;
 - (ii) returners previously found at a state-maintained school but with a break;
 - (iii) house-movers who change home postcode when they move school; and
 - (iv) switchers who move from one state maintained school to another without moving house

- 7.10 Non-standard moves can be grouped into 'low cost' moves and 'high cost' moves, reflecting diversity in the costs incurred by both schools and local authorities in arranging and integrating these pupil moves. 'Low cost' moves consist of house-movers and pupils who have been on a school waiting list, with all other non-standard movers associated with 'high costs'. London has rates of first registration and returners at about double the national average, yet lower rates of school moves associated with house moves (within London or into the capital from elsewhere). This implied the costs they incur in managing non-standard moves are much higher than elsewhere but are not recognised in government revenue funding allocations.
- 7.11 Pupil mobility in both Inner and Outer London is about 20 per cent higher than in other regions of England, though there is considerable variation between London boroughs. There are very high levels of pupil mobility in central and west London, with other isolated pockets. However, overall, there is no clear trend in rates of pupil mobility between 2009/10 and 2013/14, although 2013/14 has somewhat higher levels of mobility than the years that preceded it.
- 7.12 Both Inner and Outer London have rates of first registration and returners, at about double the national average, a key driver behind the London figures. By contrast, the rates of school moves associated with a house move are lower in London than elsewhere. Levels of switching between schools without a house move in London roughly reflect the national average.
- 7.13 They stated that local authorities with high levels of in-year admissions arguably need to maintain greater spare capacity to manage this turbulence; equally though, high levels of spare capacity facilitates higher levels of in-year admissions
- 7.14 The workstream felt that the Council may wish to consider changes to the current admission system to allow detailed analysis to be undertaken in the future to inform pupil place planning.

8. Delivery of additional capacity

- 8.1 Should there be a need for additional capacity there are two options available:
- Expand an existing school either on current site or another suitable site to create a split site school or
 - Build a new school.

How additional places are created

- 8.2 Since 2010 there has been a significant change in legislation preventing local authorities from opening new schools. All new schools that are built must be free schools or academies and are delivered by the Education Funding Agency (EFA).
- 8.3 Workstream members were provided with examples where there had been little or no consultation with the local authorities regarding new free schools. The result of this had been some new academies have opened in areas too close to existing schools which had created overcapacity and had an effect on both the existing schools in the area and the new school itself. The example was provided to the workstream of where no consultation with the local authority had occurred with the result being that a new academy opened with 4 forms of entry and the closest academy experienced a drop in numbers by 4 forms of entry.
- 8.4 The workstream heard that currently in Enfield there is overcapacity at secondary level in the current and medium term resulting in schools struggling with low school rolls (both LA maintained and academies). Overcapacity in schools can have a negative destabilising effect on schools and significant financial pressures. The Council works with these schools to assist them to manage finances.
- 8.5 In September 2014, Regional Commissioners were appointed across the country to oversee free schools and academies. The workstream was advised that regular meetings take place with Enfield's regional commissioner and although the relationship has greatly improved, there have still been cases of approved academies that Enfield is unaware of. The workstream encourages the Council to continue to work pro-actively with the EFA.
- 8.6 The workstream felt that local authorities should be consulted with at a much earlier stage to allow the local authority to both inform and influence with a view that any new schools are built where they are needed and in the appropriate timeframe.

Recommendation: To note that the workstream will make representation in the form of a Letter from the Chair to National Government regarding early consultation with local authorities on the provision of new free schools.

- 8.7 It should be noted that not all workstream members supported this. Councillor Alessandro Georgiou felt unable to support this stating his personal view that he had a lack of trust in the Administration's views with regards to free schools and academies.

School expansions challenges

8.8 The workstream was advised that the challenges around expansions are:

- School, or governing body needs to be in agreement,
- Funding - the gap in Basic Needs Funding.
- Identifying existing sites for expansion this is a particular problem as almost all suitable primary schools that could be expanded have been.
- Very few opportunities to acquire land either adjacent or on nearby sites

8.9 Additional capacity at secondary level will be needed by 2019.

Challenges around the delivery of new schools

8.10 The workstream was advised that the challenges for the local authority on new schools are:

- Applications to develop new schools apply directly to the Department of Education and Enfield is often not consulted
- Very few suitable sites and no government funding available to purchase land for the provision of additional school capacity

9. Funding/ Costs

9.1 The government provides a Basic Needs grant to local authorities to provide new school places. This can be used to expand existing maintained schools, free schools or academies, and for establishing new schools. Basic Need Funding is calculated on a four year projection.

9.2 Unfortunately the Basic Needs Funding does not reflect the actual amount of delivery costs and there is no allowance for land acquisition for additional land to support school expansions. The difference in government funding and the real cost of building is increasing as a result of rising costs in a buoyant construction industry

9.3 The workstream were informed that available capital funding from central government for the provision of additional school places is limited; and that the generally accepted opinion is that it is an underestimate and has not kept pace with recent inflation in the construction market. This creates a funding gap where the stated central government expectation is that Council's bridge the funding gap from other income sources. The main reliable income source is contributions from developers (through either CIL or s106) but there are others such as asset disposals.

10. Strategy and approach to delivering pupil places

10.1 The workstream considered the Council's Strategy and Approach to delivering pupil places. This advised that information on spare capacity

in schools and plans to create additional places mean that demand for places can be met over the 2015 to 2019 period at borough level.

- 10.2 The current overcapacity at secondary will both meet demand and provide a high degree of parental choice until 2019, this includes a projected need for an additional 10 forms of entry between 2018/19 with EFA plans to deliver 11 forms over this period. Whilst at Primary, 11 additional permanent forms of primary entry are required from Sep 16 to 19. The workstream learned that there are plans for 9 and 2 more are subject to progressing early discussions about options. The West of the Borough has the greatest flexibility to deliver these and negotiations are in place regarding building a school in Groveland's Park
- 10.3 The workstream also received a detailed breakdown on works undertaken and planned under the school expansion programme broken down by area and demand and delivery required for both the Primary and Secondary areas and details of the need for Special school places.
- 10.4 The strategy advised that increased capacity is needed in schools and establishments that provide education services for the most acute need. Autistic Spectrum Disorder is the highest priority and needs to increase by 1 form of entry at all age ranges (class sizes vary from 5 to 8).

11. Special Need School demand and supply

- 11.1 The workstream were informed that this is a highly complex area and the most difficult to plan for.

They were advised that the challenges to support future planning are:

- There are a number of pupils with a Special Educational Needs or Disability (SEND) attending mainstream schools whose needs would be better met by attending a Special school. Whilst some children are placed in a mainstream setting due to parental preference there are also pupils who cannot be accommodated in a special school due to lack of sufficient specialist provision
- The revised Code of Practice on SEND introduced changes to the categorisation of SEND needs and requires all Send Statements to be converted to Education Health Care Plans (EHCP) over a period of several years. Therefore it is not possible to provide consistent trend data to aid place planning. In addition the conversion process may mean data held on school systems, which is the prime source used by the Government, may differ to that held by the local authority.
- Work is progressing on assessment, especially of high support needs to ensure rounded consideration of other factors in diagnosis and education professionals are involved- this will affect data over time

- Enfield aspires to increase mid-level support in mainstream school environments
- 11.2 As the need has continued to increase Enfield has had to place children in special schools outside the borough at very high costs both in terms of provision and transport, as well as being very disruptive to the pupil and other family/carers. Where out-of-borough provision for autism had to be utilised then significant costs per pupil are incurred of between £50k to £80k (day provision) depending on the level of need and institution. This excludes the cost of transport which further raises the overall cost significantly.
- 11.3 The workstream was informed that current assessment shows a gap of 63 places needing to be addressed immediately given the very high costs of out of borough placements.

Autism

- 11.4 The numbers of children with SEN is rising nationally. Enfield has seen a particular rise in Social, Emotional and Mental Health (SEMH) issues and autism and is above the national average. The workstream was advised that the Council is seeking support nationally for research as to why this is the case. Members were further advised that there are also more pupils at the complex end of the spectrum and an increasing level of need at a much younger age.
- 11.5 Members noted that at an Overview and Scrutiny (OSC) Call-in meeting in September 2014, OSC were advised that in the preceding year there had been an unprecedented 44% increase in diagnosis of autism in the Borough.
- 11.6 It was also noted at the Call-in meeting that this increase was an issue of concern for everyone and that the Council would need to undertake further research across its health, social services and educational teams to see if the reasons could be identified.
- 11.7 The workstream was advised that the Council had been unable to undertake this further research. They were informed of work that had been established with Russet House School and the Advisory Service for Autism with a focus on early identification and providing high quality support and training for schools and meeting the needs of parents and children.
- 11.8 Whilst the workstream was encouraged by this work they felt that research could identify the reasons behind the disproportionate increase in Enfield, and any genetic, biological or environmental factors behind the increase. This would assist the Council to plan more effectively for services that are needed for children and young people with autism.

- 11.9 The workstream discussed the issues around the increased numbers in Enfield with autism and whilst the possibility of increased diagnosis was discussed there was no evidence to form any conclusions.

Recommendation: That the Council continues to seek support nationally for research into why substantial increases in autism are being seen.

- 11.10 Scrutiny officers have met with Allison Duggal, Consultant in Public Health, and the Head of Children's Commissioning, NHS, North Central London to discuss the increase in autism. The workstream was informed that the increase in numbers with autism represents the increase in the number of children accessing services and the number of children with a statement.

- 11.11 The public health consultant advised that the data recorded around autism is limited and this prohibits analysis, and the Head of Children's Commissioning NHS, North Central London advised that the most comprehensive data on autism is likely to be the SEN figures.

- 11.12 The Head of Children's' Commissioning advised that she was aware from colleagues that increases in autism were also being seen across North Central London, although exact details were unknown.

- 11.13 A symposium had been discussed with health in the past but had never been progressed. However, the Head of Children's Commissioning felt that this might be effective in bringing different professionals together and that people would be keen to attend such an event.

Recommendation: That the Overview & Scrutiny Committee holds a symposium inviting health professionals from CAMHS, paediatricians and Head teachers/ SEN leads to discuss this increase and any potential common factors, linking in with officers in Education, health and Public Health. The findings from the meeting to inform the future forecasting of demand of Autistic Spectrum Disorder and any research.

- 11.14 Enfield has developed plans to meet the needs of the increasing numbers of pupils with autism in the borough. This will include provision for older secondary aged pupils with complex needs as they make the transition to adulthood.

- 11.15 These plans have experienced delays for several reasons. The workstream were informed that one of the reasons was the Council deciding that this facility was required on a permanent basis and not a temporary one.

Recommendation: That the additional provision for autism in the borough continues to be progressed as a priority.

12. Working with neighbouring authorities and other London boroughs

- 12.1 The workstream were advised that if housing developments took place outside the borough but on the border, the Council might not necessarily be aware of these and therefore any potential impacts these might have on pupil places. Large developments built very quickly could create unexpected demand; however larger developments would normally have natural lead times of between 2 and 3 years which allowed time to plan for capacity. The workstream were also informed that schools built on the borders could have an impact on Enfield pupil places and could happen without the knowledge of the Local Authority.
- 12.2 The workstream therefore sought to understand; how closely Enfield works with neighbouring boroughs regarding both new housing developments and on new and existing schools that may impact on our school places; and also how Enfield liaised with other London boroughs regarding their approaches to school places.
- 12.3 Members was advised that Enfield meets with its neighbouring peers at national forums, collects relevant data and looks with neighbouring boroughs at cross borough data.
- 12.4 The workstream was advised that closer working with neighbouring boroughs where there is potential for any increased school capacity close to the border to serve Enfield needs to be explored and understood.
- 12.5 The GLA arrange quarterly meetings of pupil place planners to discuss current trends and initiatives for improving accuracy. Enfield also meets with its statistical neighbours quarterly with discussions held on primary, secondary and special school demand, initiatives in pupil place planning and capital works/ new school provision will also be shared.
- 12.6 In addition Enfield is represented at the Association of London Directors of Children's Services meetings on pupil place planning. Separate national meetings are also attended to assess best practice and assess advantages for Enfield's school place planning.
- 12.7 The workstream encourages close working with neighbouring boroughs to assist in place planning and forecasting pupil numbers. They thought that relationships with neighbouring authorities should be formalised to ensure that information is regularly shared on cross border flows of pupils, school reorganisations which impact on cross border flows, and on new housing developments. Members thought it useful that several other local authorities include within their Cabinet

reports on pupil places; sections on the likely impact of changes in neighbouring boroughs including known pressures and plans in these boroughs.

Recommendation: That the Council continues to formalise relationships with its neighbouring authorities ensuring that information is shared on a regular basis on known pressures and plans affecting school places (including information on schools and housing developments).

13. Relationships with schools

- 13.1 The workstream was encouraged to note that Enfield adopts a 'family of schools' approach and that the Council is also keen to foster good relationships with free schools and academies. Members were advised that a close working relationship with all schools can help guard against any destabilising impacts.
- 13.2 The workstream observed that not all schools appeared to have the same relationship with the local authority.
- 13.3 They also noted that if there had been a lack of consultation on a new school this could represent a challenge to the relationship especially if the opening might impact negatively on provision planning.
- 13.4 The workstream was also provided with some positive examples of working with new schools; a new academy agreed to defer the opening date due to current overcapacity at secondary and joint working on an expansion of an academy.
- 13.5 The workstream felt that it is important to build on existing good relationships and encourage good communication at both member and officer level between the Council and all schools whether they be maintained, academies or free schools.
- 13.6 Given the recent Government White Paper and the proposed changes to both the types of school and the role of the local authority, strong effective partnership working/ relationships will be paramount to the Council's role in securing school places for every child.

Recommendation: Given a context in which national legislation is creating a more fragmented education system, the Council builds on existing positive relations by ensuring that all policies and protocols explicitly refer to working with all types of school in Enfield to ensure that the Council and all schools work together

- 13.7 The workstream also considered a Local Government Association document 'The Council role in school place planning' which contained a series of case studies. Members noted that Waltham Forest had developed a series of web pages regarding the demand for school

places and the need for new schools and published this information on their website to encourage new providers to build in the right location and timeframe. This included providing details of what is needed in the borough and when. Members also felt this might also assist in fostering a good relationship with the new provider at the earliest stage.

Recommendation: Given the recent changing situation regarding levels of Local Education Authority control over the opening of schools, that the Council considers using its website to encourage those seeking to establish a new free school, or expand an existing school to build within the right location and timeframe that will meet projected need and not have an adverse effect on other schools (similar to that currently in use at Waltham Forest)

14. Visit to Schools in the borough

14.1 Workstream Members visited three schools in the borough to hear their views on; the increases in pupil numbers; working with the local authority and view the expansions within the schools. They met with the Principal and staff at three all through schools; the Oasis Hadley, Ark at John Keats and Edmonton County.

14.2 Members were pleased to discover that all three schools followed the Council's admissions policy and provided very positive feedback on this.

14.3 The workstream observed that the schools worked in different ways and had different relationships with the local authority. Some of the concerns or issues that the school raised are listed below:

- School places capacity and in-year admissions and the challenges that this produces.
- Parents are often attracted to new schools with new facilities and move their children accordingly.
- Under capacity and the effect that this can have on schools
- Population mobility is a concern for some schools and is an issue that they have to deal with from year to year

14.4 The workstream would like to thank the officers for organising these visits and the schools for their time and their views.

15. ALTERNATIVE OPTIONS CONSIDERED

None

16. COMMENTS FROM CMB

CMB noted the report and the comments made by the Cabinet Member and the Director in response to the recommendations.

17. REASONS FOR RECOMMENDATIONS

To assist the Council to fulfil its statutory duty to provide sufficient pupil places to meet anticipated demand.

18. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

18.1 Financial Implications

Financial implications of expanding schools and academies are considered by Schools Forum as part of the school budget setting process. Currently the Authority is allocated Dedicated Schools Grant funding for all schools and academies and the element relating to academies is then recouped and paid direct by the Education Funding Agency.

These arrangements may change with the proposed move to a national funding formula for schools and schools being encouraged to convert to academy status but no details are available at this stage.

18.2 Legal Implications

Section 14(1) of the Education Act 1996 imposes a duty on English local authorities to secure that sufficient schools for providing primary and secondary education are available for their area. The schools must also be suitable for the differing needs of pupils.

Section 14 (3A) of the Education Act 1996 requires a local authority to exercise its functions under Section 14 (i.e. the provision above) with a view to securing diversity in the provision of schools and increasing opportunities for parental choice.

In addition, local authorities have power under section 1(1) of the Localism Act 2011 to do anything that individuals generally may do.

The proposals set out above comply with the above legislation.

18.3 Property Implications

Strategic Property Services together with SCS Asset Management are actively assisting the Education Funding Agency and various Academy sponsors to source land for primary and secondary schools within the Borough.

The Council has successfully expanded strategic primary schools (where possible) to take up the extra demand in school places in the pupil place areas across the Borough.

The Council has also set out a strategy and solution to the rising need in school places for the Autistic Spectrum Disorder under the report to Cabinet and Council - Upper Secondary Autistic Provision (KD 4209).

19. KEY RISKS

Providing school places carries a risk due to the increasing demands and must be continually addressed and the Council must meet this need under its statutory duty, the Council must balance this risk that providing more places may attract more pupils from outside the borough. The recommendations in this report should help towards this.

Understanding the cause of the increase in autism is important for planning service provision, the findings of the symposium will inform the future forecasting of Autistic Spectrum Disorder.

20. IMPACT ON COUNCIL PRIORITIES

Fairness for All

Providing an appropriate school place for all children in Enfield, particularly those on the Autistic Spectrum will contribute to all children fulfilling their potential.

Growth and Sustainability

Effective future planning for an increasing number of school places will ensure that sufficient places are available in the right areas to meet demand.

Strong Communities

Enduring that children have access to high quality local schools contributes to the development of strong communities

21. EQUALITIES IMPACT IMPLICATIONS

Corporate advice has been sought in regard to equalities and an agreement has been reached that an equalities impact assessment is neither relevant nor proportionate for the approval of this report.

22. PERFORMANCE MANAGEMENT IMPLICATIONS

Effective planning will ensure that the Council is able to fulfil its statutory duty to provide all children with a school place.

23. PUBLIC HEALTH IMPLICATIONS

There is a strong positive correlation between education and health and the borough is legally mandated to provide sufficient school places. Understanding the cause of the increase in autism is important for planning, service provision and prevention.

Appendix A

CABINET MEMBERS' AND DIRECTORS' RESPONSE TO THE SCHOOL PLACES SCRUTINY WORKSTREAM REPORT & RECOMMENDATION

Recommendations	Director/Cabinet Members Response
Recommendations relating to the Cabinet Member for Education, Children's Services and Protection	Meeting with Cllr Orhan, Cllr Chibbah, Tony Theodoulou , Jenny Tosh 3/10/2016
That representation from the workstream (letter from the Chair) will be made to National Government regarding early consultation with local authorities on the provisions of new free schools.	Agreed
That the council continues to seek support nationally for research into why substantial increases in autism are being seen.	Agreed
That the Overview & Scrutiny Committee holds a symposium inviting health professionals from CAMHS, paediatricians and Head teachers/ SEN leads to discuss this increase in autism and any potential common factors, linking in with officers in education, health and Public Health. The findings from the symposium to inform the future forecasting of demand of Autistic Spectrum Disorder and any research.	Agreed
That the additional provision for autism in the borough continues to be progressed as a priority	Agreed
That the Council continues to formalise relationships with neighbouring authorities to ensure that information is shared on a regular basis on known pressures and plans affecting school places (including information on schools and housing developments)	Agreed
Given a context in which national legislation is creating a more fragmented education system, the Council builds on existing positive relations by ensuring that all policies and protocols explicitly refer to working with all types of school in Enfield.	Agreed
Given the recent changing situation regarding levels of Local Education Authority control over the opening of schools, that the Council gives consideration to using its website to encourage those seeking to establish a new free school, or expand an existing school to build within the right location and timeframe that will meet the projected need and not have an adverse effect on other schools (similar to that currently in use at Waltham Forest).	Agreed