



Havering

L O N D O N B O R O U G H

OVERVIEW & SCRUTINY BOARD (SPECIAL MEETING) AGENDA

7.00 pm	Tuesday 24 November 2015	Havering Town Hall, Main Road, Romford
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Members 16: Quorum 5

COUNCILLORS:

Conservative (7)

John Crowder
Steven Kelly
Robby Misir
Dilip Patel
Viddy Persaud
Carol Smith
Linda Trew

Residents' (3)

June Alexander
Nic Dodin
Barbara Matthews

East Havering Residents'(2)

Gillian Ford (Chairman)
Linda Hawthorn

UKIP (2)

Ian de Wulverton
Lawrence Webb (Vice-Chair)

IRG (2)

David Durant
Graham Williamson

For information about the meeting please contact:

**Richard Cursons 01708 432430
richard.cursons@oneSource.co.uk**

Protocol for members of the public wishing to report on meetings of the London Borough of Havering

Members of the public are entitled to report on meetings of Council, Committees and Cabinet, except in circumstances where the public have been excluded as permitted by law.

Reporting means:-

- filming, photographing or making an audio recording of the proceedings of the meeting;
- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
- reporting or providing commentary on proceedings at a meeting, orally or in writing, so that the report or commentary is available as the meeting takes place or later if the person is not present.

Anyone present at a meeting as it takes place is not permitted to carry out an oral commentary or report. This is to prevent the business of the meeting being disrupted.

Anyone attending a meeting is asked to advise Democratic Services staff on 01708 433076 that they wish to report on the meeting and how they wish to do so. This is to enable employees to guide anyone choosing to report on proceedings to an appropriate place from which to be able to report effectively.

Members of the public are asked to remain seated throughout the meeting as standing up and walking around could distract from the business in hand.

OVERVIEW AND SCRUTINY BOARD

Under the Localism Act 2011 (s. 9F) each local authority is required by law to establish an overview and scrutiny function to support and scrutinise the Council's executive arrangements.

The Overview and Scrutiny Board acts as a vehicle by which the effectiveness of scrutiny is monitored and where work undertaken by themed sub-committees can be coordinated to avoid duplication and to ensure that areas of priority are being reviewed. The Board also scrutinises general management matters relating to the Council and further details are given in the terms of reference below. The Overview and Scrutiny Board has oversight of performance information submitted to the Council's executive and also leads on scrutiny of the Council budget and associated information. All requisitions or 'call-ins' of executive decisions are dealt with by the Board.

The Board is politically balanced and includes among its membership the Chairmen of the six themed Overview and Scrutiny Sub-Committees.

Terms of Reference:

The areas scrutinised by the Board are:

- Strategy and commissioning
- Partnerships with Business
- Customer access
- E-government and ICT
- Finance (although each committee is responsible for budget processes that affect its area of oversight)
- Human resources
- Asset Management
- Property resources
- Facilities Management
- Communications
- Democratic Services
- Social inclusion
- Councillor Call for Action

AGENDA ITEMS

1 CHAIRMAN'S ANNOUNCEMENTS

The Chairman will announce details of the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

2 APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS

(if any) - receive.

3 DISCLOSURE OF PECUNIARY INTERESTS

Members are invited to disclose any pecuniary interest in any of the items on the agenda at this point of the meeting.

Members may still disclose any pecuniary interest in an item at any time prior to the consideration of the matter.

4 CALL-IN OF CABINET DECISION CONCERNING OUTLINE PROPOSALS TO ADDRESS EARLY YEARS, PRIMARY, SECONDARY AND SEN RISING ROLLS - PHASE III AND IV EXPANSION PROGRAMME (Pages 1 - 56)

5 URGENT BUSINESS

To consider any other item in respect of which the Chairman is of the opinion, by reason of special circumstances which will be specified in the minutes, that the item should be considered at the meeting as a matter of urgency

Andrew Beesley
Committee Administration Manager

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Overview & Scrutiny Board

24 November 2014

REPORT

Subject Heading:

Requisition of a Cabinet decision regarding Outline Proposals to address Early Years, Primary, Secondary and SEN rising rolls – Phases 3 and 4 Expansion Programme

CMT Lead:

Isobel Cattermole, Deputy Chief Executive, Children, Adult & Housing

Report Author and contact details:

Richard Cursons - Committee Officer
richard.cursons@havering.gov.uk

Policy context:

Financial summary:

As shown in Cabinet report attached at Appendix A.

The subject matter of this report deals with the following Council Objectives

Havering will be clean and its environment will be cared for	<input type="checkbox"/>
People will be safe, in their homes and in the community	<input type="checkbox"/>
Residents will be proud to live in Havering	<input checked="" type="checkbox"/>

SUMMARY

In accordance with paragraph 17 of the Overview & Scrutiny Committee Rules, a requisition signed by two Members representing more than one Group (Councillors Keith Darvill & David Durant) have called in the Cabinet decision of 4 November 2015.

RECOMMENDATION

That the Board considers the requisition of the decision of the Cabinet Decision and determines whether to uphold it.

REPORT DETAIL

At its meeting on 4 November 2015 Cabinet:

1. **Agreed** that Phases 3 and 4 of the school expansion programme should be developed based on the following approach in line with consultation responses:
 - a. To have a preference for expanding existing popular and high-performing schools and inclusion of nursery provision and Additional Resource Provisions (ARPs) where appropriate and practicable.
 - b. To consider the expansion of existing schools, but only to a maximum size of 4FE (forms of entry) in the primary phase, ensuring at all times that agreed standards of education was paramount; to consider the possible establishment of primary phase provision on secondary school sites as all-through provision and the encouragement of Free Schools where needed and they provided best value.
 - c. To begin to rationalise Published Admission Numbers (PANs) for secondary schools so that they were in multiples of 30.
2. **Agreed** the **PERMANENT** expansion - subject to consultation and statutory processes - including planning processes and consultation of the following schools:
 - a. Parsonage Farm
 - b. Crownfield Infants & Junior Schools
 - c. St Peter's Catholic School
 - d. Broadford Primary
 - e. James Oglethorpe Primary

To note that a further 1FE expansion would be required in each of the Romford and Upminster & Cranham planning areas but that work was still on-going to select those schools.

3. **Delegated** the power to take further decisions regarding the approval of which settings/schools should be expanded (subject to the appropriate statutory processes) for the remainder of the Phase 3 of the Expansion Programme to the Cabinet Member for

Children & Learning and the Cabinet Member for Value, following consideration of the above, subject to budgetary provision being confirmed.

4. **Delegated** to the Director of Asset Management authority to submit planning applications, commission all associated surveys/ investigations (including transport assessment, soils survey, environmental checks etc.) and commence tender processes as required to support the development of options appraisals to deliver the phase 3 expansions required – noting that tender awards would remain the subject of separate Executive Decision(s).
5. **Recommended to Council** that the following items be added to the 2015/16 capital programme for phase 3 expansion:

£16,756,152 16/17 Basic Need Grant and;
£282,078 interest on existing S106 education contributions
6. **Authorised** feasibility studies to be carried out to facilitate the development of a secondary high quality and value for money expansion programme to take place in Phase 4 (2018/19) at a number of secondary schools.
7. **Authorised** £1m funding to be transferred from the phase 3 expansion programme to the phase 4 expansion programme to allow the most appropriate schemes to be developed to design & planning stage, noting that there was a risk that any schemes not progressed would not be eligible for capital funding, requiring alternative revenue funding to be identified.
8. **Noted** that plans to address Phase 4 of the Council's Expansion Programme would be the subject of future reports and that where possible the financial implications would be addressed as part of the 2016/17 and future years budget setting processes.
9. **Noted** that transport, parking and traffic was a key issue of concern for local residents when schools were built or expanded and that future expansion plans would incorporate an action plan to address those issues.

Increasing SEN places

10. **Approved** the SEN Strategy – Appendix 1 to the report - and the proposals outlined in the Strategy.
11. **Agreed** to open a new 16-25 SEN provision based at Avelon Road by September 2016.
12. **Recommended to Council** that the following items be added to the 2015/16 capital programme re; post 16 SEN: £927,000 interest on existing S106 education contributions

13. **Agreed** to increasing the number of Early Education and Childcare Places based on the following approach:
- a) Support the set-up of new businesses, particularly in areas of place pressure.
 - b) Engaging with maintained schools, academies and free schools to support the establishment of nursery provision to deliver the Early Education Entitlement as part of the whole school rather than engaging with a Private, Voluntary and Independent (PVI) provider especially where these were in areas of place pressure.
 - c) Encouraging and supporting schools to offer full time education and childcare (this might include Breakfast and After School Clubs) from 8am to 6pm, enabling school nurseries to deliver a more flexible offer including blocks of hours, rather than just morning or afternoon.
 - d) Engagement with both school and PVI settings to develop or expand more of these, to deliver the increased 2 year old entitlement.
 - e) Building capacity to support the delivery of the new 30 hours funded entitlement due to come into force in September 2017.
14. **Recommended to Council** that the following items be added to the 2015/16 current Early Years capital programme: £1,900,000 DSG Top-sliced from Early Years Capital.

Reasons for the requisition:

A requisition was received on 11 November 2015, signed by Councillors Darvill and Durant. The reasons for the requisition were as follows:

- 1) to give further consideration of the impact on educational attainment of pupils and the adverse environmental consequences on residents of larger, particularly 4 Form Entry Primary Schools;
- 2) to consider whether the mitigation measures proposed to address highways and parking difficulties set out in the report will be successful; and,
- 3) to review the list of Primary Schools proposed for permanent expansion.

Background Papers List

Appendix A – Cabinet Report 4 November 2015

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Cabinet

4 NOVEMBER 2015

Subject Heading:

Outline Proposals to address Early Years, Primary, Secondary and SEN rising rolls – Phases 3 and 4 expansion Programme

Cabinet Member:

Councillor Meg Davis, Lead member for Children & Learning

CMT Lead:

Isobel Cattermole, Deputy Chief Executive, Children, Adult & Housing

Report Author and contact details:

Mary Pattinson, Assistant Director, Learning and Achievement

Mary.pattinson@havering.gov.uk

Tel. 01708 433808

Policy context:

The recommendations have implications throughout the Borough

Financial summary:

Phase 3 (2015/16 to 2017/18 need) is expect to cost in the region of £40m with approx. £45m of funding confirmed leaving a balance towards Phase 4 of £5m.

Phase 4 estimated costs of £67m with no confirmed funding other than £5m referred to above. Various potential sources of funding exist. In order to deliver expansions for 18/19 academic year authority to progress to design stage requested at estimated cost of £1m. This can be contained within £5m balance from phase 3 but if schemes do not progress will be abortive costs and revenue funding will need to be identified. Phase 4 to be the subject of further reports.

Revenue implications for schools has to date been funded from the DSG. Pressures on DSG mean that there may be a need to review funding sources in the future if DSG is unable to fully fund these expansions. This will be the subject of further reports. Revenue implications for the local authority are still being assessed and will be raised through the appropriate channels as necessary.

Is this a Key Decision?

Yes as expenditure arising from implementation of the recommendations is likely to exceed £500,000

When should this matter be reviewed?

November 2016

Reviewing OSC:

Children and Learning

The subject matter of this report deals with the following Council Objectives

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Residents will be proud to live in Havering	<input checked="" type="checkbox"/>

SUMMARY

Havering has seen an increase of over 33% in the number of births in families resident in the Borough between calendar years 2002 and 2013. Havering residents are choosing to start or/and increase their family more than other London borough, in fact the ONS live birth data for 2013 shows that all other London boroughs experienced a drop in their birth rate from 2012 to 2013 apart from Havering which saw a 4% increase. Many London boroughs, having already experienced the increase in birth rate, are now seeing it plateau, but for Havering we are still at the early stages of our increase in the birth rate and therefore implementing these proposals so that local residents who are choosing to start or/and expand their family have a local primary and then secondary school place to send their children is timely and imperative. An expansion programme has already begun and in 2013/14 we created 10 FE permanent forms of entry (FE) in Primary schools together with 525 temporary places to cover short-term pressures for primary age pupils. In total 21 primary schools have expanded.

The number of Primary age pupils is expected to continue rising significantly from 20,374 in 2014/15, to 24,278 in 2019/20, which is more than 3,000 extra pupils over the next five years. There will therefore be a need to continue to make new provision for these local children available in most planning areas on both a permanent and temporary basis. The authority has a statutory duty to provide school places for all children who reside in Havering.

As these pupils advance toward needing secondary education our current surplus of places in the secondary sector will be eroded and surpassed. Havering will exceed its overall Secondary places (in all year groups) around 2018/19, but is projected to exceed its Year 7 capacity sooner; in 2016/17.

There are currently 3,248 places available in Havering for Year 7 pupils. The Local Authority will begin the process of planning additional capacity across the borough

for the projected increase in secondary pupil numbers through Phase Three of expansion.

This rise in demand means that the Council needs to do two things:

1. Find ways to absorb the immediate extra demand for places, while protecting the Borough's excellent reputation for good schools – which is already well underway.
2. Plan for a longer term growth in pupil numbers, which means creating more capacity in the Havering school system.

This report seeks Cabinet's approval to an approach to managing the forecast increase in early years, primary, secondary and SEN pupil numbers beyond the current Phase 2 of the Council's Programme of Primary School Expansions.

The recommendations take account of the very wide resident, parent and stakeholder consultation outcomes, the Council's agreed Commissioning Plan for Education Provision 2015/16 - 2019/20, updated pupil forecasts and other related developments.

Approval of the recommendations will enable officers to undertake consultation with stakeholders including the encouragement of new Free Schools where appropriate, and ensuring value for money, as part of the Council's strategy of ensuring that there are sufficient school places to meet the assessment of likely future demands.

Officers will also be authorised to commission detailed feasibility work to assess, appraise and prioritise the capital implications and to firm up specific proposals for final decision by March 2016.

RECOMMENDATIONS

That Cabinet:

1. **Agree** that Phases 3 and 4 school expansion programme should be developed based on the following approach in line with consultation responses:
 - a. To have a preference for expanding existing popular and high-performing schools and inclusion of nursery provision and Additional Resource Provisions (ARPs) where appropriate and practicable.
 - b. To consider the expansion of existing schools, but only to a maximum size of 4FE in the primary phase, ensuring at all times that agreed standards of education is paramount; to consider the possible establishment of primary phase provision on secondary school sites as all through provision and the encouragement of Free Schools where needed and they provide best value.
 - c. To begin to rationalise Published Admission Numbers (PANs) for secondary schools so that they are in multiples of 30.

2. **Agree** the **PERMANENT** expansion, subject to consultation and statutory processes, including planning processes and consultation of the following schools:
 - a. Parsonage Farm
 - b. Crownfield Infants & Junior Schools
 - c. St Peter's Catholic School
 - d. Broadford Primary
 - e. James Oglethorpe Primary

To note that a further 1FE expansion is required in each of the Romford and Upminster & Cranham planning areas but that work is still on-going to select these schools.
3. **Delegate** the power to take further decisions regarding the approval of which settings/schools should be expanded (subject to the appropriate statutory processes) for the remainder of the Phase 3 of the Expansion Programme be delegated to the Cabinet Member for Children & Learning and Cabinet Member for Value, following consideration of the above, subject to budgetary provision being confirmed.
4. **Delegate** to the Director of Asset Management authority to submit planning applications, commission all associated surveys/ investigations (including transport assessment, soils survey, environmental check etc.) and commence tender processes as required to support the development of options appraisals to deliver the phase 3 expansions required – noting that tender awards will remain the subject of separate Executive Decision(s).
5. **Recommend to Council** that the following items be added to the 15/16 capital programme for phase 3 expansion:

£16,756,152 16/17 Basic Need Grant and;
£282,078 interest on existing S106 education contributions
6. **Authorise** feasibility studies to be carried out to facilitate the development of a secondary high quality and value for money expansion programme to take place in Phase 4 (18/19) at a number of secondary schools.
7. **Authorise** £1m funding be transferred from the phase 3 expansion programme to phase 4 expansion programme to allow the most appropriate schemes to be developed to design & planning stage, noting that there is a risk any schemes not progressing will not be eligible for capital funding, requiring alternative revenue funding to be identified.
8. **Note** that plans to address Phase 4 of the Council's Expansion Programme will be the subject of future reports and that where possible the financial implications will be addressed as part of the 2016/17 and future years budget setting processes.

9. **Note** that transport, parking and traffic is a key issue of concern for local residents when schools are built or expanded and that future expansion plans will incorporate an action plan to address these issues.

Increasing SEN places

10. **Approve** the SEN Strategy – Appendix 1 and the proposals outlined in the Strategy.
11. **Agree** to open a new 16-25 SEN provision based at Avelon Road by September 2016.
12. **Recommend to Council** that the following items be added to the 15/16 capital programme re; post 16 SEN: £927,000 interest on existing S106 education contributions
13. **Agree** to increasing the number of Early Education and Childcare Places based on the following approach:
 - a) Support the set-up of new businesses, particularly in areas of place pressure.
 - b) Engaging with maintained schools, academies and free schools to support the establishment of nursery provision to deliver the Early Education Entitlement as part of the whole school rather than engaging with a Private, Voluntary and Independent (PVI) provider especially where these are in areas of place pressure.
 - c) Encouraging and supporting schools to offer full time education and childcare (this may include Breakfast and After School Clubs) from 8am to 6pm, enabling school nurseries to deliver a more flexible offer including blocks of hours, rather than just morning or afternoon.
 - d) Engagement with both school and PVI settings to develop or expand more of these, to deliver the increased 2 year old entitlement.
 - e) Building capacity to support the delivery of the new 30 hours funded entitlement due to come into force in September 2017.
14. **Recommend to Council** that the following items be added to the 15/16 current Early Years capital programme: £1,900,000 DSG Top sliced from Early Years Capital.

REPORT DETAIL

Introduction

1. In 1991, Havering's annual birth rate started declining steadily from 2,822, until 2001 when it reached the lowest point of 2,226. This long term falling roll led to a decrease in pupil population and hence significant surplus places in some of the borough schools thereby making them uneconomical and financially unviable to sustain. The need to plan for a reduction in the level of school capacity was agreed by Havering's Cabinet and a major review of primary places throughout the Borough was then undertaken in 2004 starting with a reduction and readjustment in the pupil admission number (PAN) in 9 schools. A further review also undertaken in 2006, leading to a further reduction and readjustment in the PAN of 4 more schools and in addition, the closure of 3 primary schools.
2. Havering in common with the many other London Boroughs and urban areas has been for the last three years experiencing an increase in demand for primary school places and we are forecasting continuing significant growth in the coming years. This is because we have seen an increase of over 33% in the number of births between calendar years 2002 and 2013. The Office for National Statistics (ONS) live birth data for 2013 shows that all London boroughs experienced a drop in their birth rate from 2012 to 2013 apart from Havering which saw a 4% increase. This increase in demand is mainly due to families already resident in Havering choosing to start or expand their families here.
3. The demand pressures are mainly arising from local birth rate rises, rather than migration. However there has also been a number of families moving into the borough from other parts of London, the UK and abroad. Recent data released by the Greater London Authority (GLA) shows that Havering has experienced the largest net inflow of children across all London boroughs. The biggest inflows of children into Havering for 2014 came from neighbouring Outer London Boroughs, Barking & Dagenham and Redbridge.
4. The changes now seen in Havering's population, influenced by significant increased births, in migration from nearby boroughs, new housing developments and some economic migration, mean that the Council's provision of school places must also respond to meet increasing demand for school places for families resident in Havering. As the authority has a statutory duty to provide school places for all children who reside in Havering, urgent work needs to take place to meet these needs.
5. In September 2012, Cabinet approved a school expansion programme as part of the Commissioning School Places Strategy 2012/13 - 2016/17.
6. Following Cabinet's agreement, Phase 1 of the Programme was approved to deliver 12FE permanent expansion schemes across 15 schools.
7. Phase 1 resulted in the creation of 1,530 additional permanent primary places and a total of 525 temporary ('bulge') places in 2013.

8. Phase 2 of Havering's programme of school expansions from 2014 delivered a total of 975 permanent and 292 temporary primary school places across all year group in 6 schools.
9. In total, 21 schools have been expanded under Phase 1 and 2 of the school expansion programme which has created an additional 2,505 permanent Primary school places in the borough.

Commissioning Plan for Education Provision

10. Havering's Cabinet approved the draft Commissioning Plan for Education Provision at its meeting on 18 March 2015 and requested that it should be circulated for wider consultation.
11. A wide consultation survey on this Plan was undertaken by the School Organisation Team from 20 April to 22 June 2015 to gather the views from education providers, residents, parents and other stakeholders on proposals that will help address the needs identified.
12. There were a total of 824 completed questionnaires, of which over 700 were completed online. This is a very high level of response, in fact the highest response recorded by any London borough.
13. Key findings from the survey found that 62% of residents supported expanding an existing primary/secondary school in the area, compared to 31% who supported the establishment of a new primary school via a free school or sponsored academy and 38% who supported the establishment of a new secondary school via a free school or sponsored academy.
14. Survey responses from parents was more mixed, with 39% of parents wanting to expand an existing school, rising to 42% who wanted to expand a school but on two sites. 58% of parents indicated they wanted the establishment of a new school via a free school/academy, however the many comments from parents about this option suggests that there is confusion in the parents' comments about the powers the authority has to open new schools as a significant number of parents asked for a new local authority school.
15. Under current legislation the council cannot open a new school, but can go out to competition to invite a free school or academy to open a new school. In this instance the council is required to lease the land to the sponsor on a 125 year lease and is also required to pay for the building cost. At the present time, therefore, expanding existing schools is likely to provide greater value for money. However, at all times to ensure all options can be considered, officers from Asset Management, Property Services and Learning and Achievement meet to assess the viability of any current or future spaces that may be suitable for a school site.
16. The consultation survey responses have helped to inform the approach set out in this report which is to expand existing schools where possible but continue to explore free school options – ensuring at all times best value for the council.

17. Overall 80% of all respondents agreed with the principles which guided the commissioning proposals, and based on this consultation, the final Commissioning Plan for Education Provision was approved in August 2015 and forms the basis of the recommendations in this Cabinet Report.

Traffic and Transport

18. When considering expansion of existing schools, a key issue identified in the survey by parents/carers was traffic and transport. Parking and associated driving behaviours causes many complaints. This very controversial topic generates numerous complaints and enquiries. As part of the Corporate Transformation Programme a review of borough wide parking is soon to commence which will improve our knowledge and intelligence of the current situation, ascertain the challenges of tomorrow and through the production of new revised policies, mitigate some of the pressures associated with this highly emotive topic.
19. The most passionate complaints and enquiries are associated with parking near schools. This is not just a Havering problem but one that is causing concern and frustration nationally. Increased car ownership and the changes from life's demands have resulted in a chaotic, dangerous environment in and around the schools with many parents choosing to use their cars as the primary mode of transport. This culture is a significant issue for Havering as an outer London borough as it has the 2nd highest car ownership in London and is continuing to grow.
20. It's common for the council to receive daily complaints regarding parking on zigzag lines, double parking, blocking driveways and even on occasion parking on local resident's drives, resulting in confrontation. There are also reports of drivers mounting pavements and many near misses that could have resulted in tragic outcomes.
21. From an enforcement perspective there has been a concerted effort to address the problem. Over the past year over 1200 Penalty Charge Notices (PCN) have been issued outside schools and nearly 500 vehicles 'moved on'. Sadly this level of enforcement has not deterred those parents who are willing to accept that the risk of receiving a PCN is worth taking even if it results in a fine as long as it doesn't disrupt their daily routine.
22. With the pending schools expansion programme to accommodate the predicted increase in demand it is logical to conclude that unless the steps are taken to address the current situation, the problem will become worse.
23. An Officer/ Member group has been established to produce a plan of action to address the challenge. It is clear that a number of interventions will be required to achieve the desired outcomes and that each school will require a bespoke plan as the challenges and potential solutions vary from site to site. Some of the interventions include:
 - Hard Hitting Campaign highlighting statistics of accidents and near misses to appeal from a 'hearts and minds' perspective.

- Introducing a volunteer scheme, empowering local residents and school staff to issue PCN's.
 - Wherever possible to create a drop off point within the school boundary
 - Introduce alternative drop off points and promote 'walking buses'
 - Open the schools earlier and encourage breakfast clubs to address the issue of parents having to wait for the gates to open before going straight on to work.
 - Restrict access to roads during school opening and closing times
 - Empower schools to take a harder line with parents who continually park irresponsibly.
24. In conclusion it should be remembered that although such poor behaviour causes local community frustration, the primary reason to act is child safety. Using some or all of the interventions above may not be popular but should be balanced against the need to improve and create a safe environment for the children and by supporting the majority of parents who are responsible and reducing the likelihood of a serious accident.

Demand for Places

25. Havering continues to be a place that families wish to move to and bring up their children and, as has been previously noted, the birth rate of Havering residents continues to rise steeply. The deficit of primary places for Havering residents is projected to continue to rise steeply year on year into the future.
26. This increase in demand is further fuelled by the significant level of housing development in the borough, which is projected to continue up until 2024/25, in line with the London Plan.
27. There has already been a significant expansion of schools in each planning area during Phase One and Two. Those schools that were selected were those who met the criteria for expansion but also provided best value. Although it is likely that over time a larger number of schools in Havering will need to be expanded, ensuring a cost effective use of funding, has therefore been essential.
28. Schools that have already been expanded and/or have a temporary expansion (bulge) during Phase One/Two are set out below (in bold). As well as those to be expanded as part of the government funded PSPB Programme. Academies, free schools and voluntary aided schools have significantly different governance arrangements impacting on expansion decisions, so they have also been detailed.

29. The table below indicates those schools which have been expanded or have had a bulge classes in the last 5 years, the table also shows the Governance status of each school.

Collier Row		Hornchurch	
School	Governance	School	Governance
Clockhouse Primary	C	Ardleigh Green Infant	C
Crownfield Infant	C	Ardleigh Green Junior	C
Crownfield Junior	C	Benhurst Primary	C
Dame Tipping Primary	VC	Harold Wood Primary	C
Parklands Infant	C	Langtons Infant	C
Parklands Junior	C	Langtons Junior Academy	A
Oasis Academy Pinewood	A	Nelmes Primary	C
Rise Park Infant	A	Squirrels Heath Infants	C
Rise Park Junior	A	Squirrels Heath Junior	C
St. Patrick's Catholic Primary	VA	St. Mary's Catholic Primary	VA
		Towers Infant	C
		Towers Junior	C
		Wykeham Primary	C
Elm Park		Rainham & South Hornchurch	
School	Governance	School	Governance
Elm Park Primary	C	Brady Primary	C
Hacton Primary *	C	La Salette Catholic Primary	VA
R J Mitchell Primary	C	Newtons Primary	C
Scargill Infant	C	Parsonage Farm Primary	C
Scargill Junior	C	Rainham Village Primary	C
Scotts Primary	C	Whybridge Infant	C
St. Alban's Catholic Primary	VA	Whybridge Junior	C
Suttons Primary*	C		
Harold Hill		Romford	
School	Governance	School	Governance
Broadford Primary	C	Crowlands Primary	C
Brookside Infant	C	Gidea Park Primary	C
Brookside Junior	A	Hylands Primary	C
Drapers' Maylands Academy	A	Mawney Primary *	F
Harold Court Primary	C	St. Edward's CE Primary	VA
Hilldene Primary	C	St. Peter's Catholic Primary	VA
Mead Primary	C		
Pyrgo Priory Primary	A		
St. Ursula's Catholic Infant	VA		
St. Ursula's Catholic Junior	VA		
Upminster		<p>Key:</p> <p>C = LA Maintained</p> <p>VA = Voluntary Aided</p> <p>VC = Voluntary Controlled</p> <p>A = Academy</p> <p>F = Foundation</p> <p>* = PSPB Schools</p>	
School	Governance		
Branfil Primary	C		
Engayne Primary	C		
James Oglethorpe Primary	C		
St. Joseph's Catholic Primary	VA		
Upminster Infant	A		
Upminster Junior	A		

30. The table below indicates the minimum additional permanent primary Reception year phase capacity, expressed as forms of entry (FE) that officers forecast will be needed for each School Planning Area over the next four years. (The period that this Report covers.)

School Planning Area	Primary Phase Schools with size as at 1 September 2015 expressed as Forms of Entry (FE)	Additional need for 2016/17	Cumulative additional need 2017/18	Cumulative additional need 2018/19	Cumulative additional need 2019/20
Collier Row	Clockhouse Primary (3 FE) Crownfield Infant & Junior (3 FE) Dame Tipping CE VC Primary (0.5 FE) Parklands Infant & Junior (4 FE) Pinewood Primary (2 FE) Rise Park Infant & Junior (3 FE) St. Patrick's Catholic Primary (2 FE)	1 FE	2 FE	2 FE	2 FE
Elm Park	Elm Park Primary (2 FE) Hacton Primary (2 FE) Scargill Infant & Junior (3 FE) Scotts Primary (2 FE) St. Alban's Catholic Primary (1 FE) Suttons Primary (1 FE) The R J Mitchell Primary (2FE)	0	0	0	0
Harold Hill	Broadford Primary (2 FE) Brookside Infant & Junior (2 FE) Harold Court Primary (2 FE) Hilldene Primary (3 FE) Mead Primary (3 FE) Pyrgo Priory Primary (2 FE) St Ursula's Catholic Infant (2 FE) Drapers' Maylands Primary (2 FE)	1FE	1 FE	2 FE	2FE
Hornchurch	Ardleigh Green Infant & Junior (3 FE) Benhurst Primary (2 FE) Harold Wood Primary (3 FE) Langtons Infant & Junior (3 FE) Nelmes Primary (2 FE) Squirrels Heath Infant & Junior (3 FE) St Mary's Catholic Primary (2 FE) Towers Infant & Junior (3 FE) Wykeham Primary (3 FE)	1 FE	2 FE	2 FE	2 FE
Rainham & South Hornchurch	Brady Primary (1 FE) La Salette Catholic Primary (1 FE) Newtons Primary School (2 FE) Parsonage Farm Primary (3 FE) Rainham Village Primary (2 FE) Whybridge Infant & Junior (2 FE)	1 FE	2 FE	2 FE	3 FE
Romford	Crowlands Primary (3 FE) Gidea Park Primary (2 FE) Hylands Primary (2 FE) St Edward's CE VA Primary (3 FE) St Peter's Catholic Primary (1 FE) The Mawney (2 FE)	3 FE	3 FE	3 FE	3 FE
Upminster & Cranham	Branfil Primary (3 FE) Engayne Primary (3 FE) James Oglethorpe Primary (1.5 FE) St. Joseph's Catholic Primary (2 FE) Upminster Infant and Junior (3 FE)	1 FE	1 FE	2 FE	2 FE
Total		8 FE	11 FE	13 FE	14 FE

31. The 8 FE additional permanent provision needed for 2016/17 is planned to be delivered subject to consultation and statutory processes as follows:
- Seeking planning permission for expansion of Parsonage Farm from 3 FE to 4FE (1 FE). To note that Cabinet previously approved the expansion of this school, subject to statutory consultation process. Following a rejection of the initial request for planning permission for this school, a new planning proposal has been developed for future submission.
 - Pre-consultation and statutory consultation processes including planning. Following these processes and outcomes the proposal is to then expand:
 - St Peter's Catholic Primary from 1 FE to 2 FE
 - Crownfield Infant and Junior Schools from 3 FE to 4FE
 - James Oglethorpe Primary from 1.5 FE to 2 FE (James Oglethorpe is already operating to 2FE throughout Key Stage 2 (years 3, 4, 5 and 6) and in Reception as the school has already taken bulge classes in those year groups).
 - Broadford Primary from 2 FE to 3FE
 - To note that Suttons and Hacton Primary schools, subject of previous reports, are being expanded through PSBP 1 and therefore an additional 56 Reception places will be available for 2016/17 in those planning areas. Expanded schools that are in the PSPB Programme provide best value for money as PSPB building works are government funded.
32. Although there is a need for 1FE in Hornchurch, the council is not proposing any expansion in that planning area for that year because there is some surplus capacity in Elm Park planning area at present. Officers have been working closely with headteachers and governing bodies to ensure that they are fully on board with the expansion proposals linked to their schools and confident that the expansion will lead to improved opportunities for children and hence outcomes.
33. Officers predict a maximum overall need for additional classes over and above those needed in Reception, ie, across all year groups from 2015/16 as set out in the tables below. It is possible that some of this can be delivered by utilising existing space within schools and/or re-phasing expansions that have already been approved and funded. However in Romford and Harold Hill there will be significant capacity issues until the two free schools Romford Academy and Drapers Maylands are up and running to full capacity. The delay of the planned implementation of other permanent expansions for September 2015 has also resulted in a shortage of places not only in Reception but in Year 1 as well for 2016/17.

Need for Primary places Reception to Year 6 for 2015/16

Primary Planning Area	Year R	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Total Yr Rec-6
Collier Row	0	0	0	0	0	0	0	0
Elm Park	0	0	0	0	0	0	0	0
Harold Hill	0	1	0	0	0	0	1	2
Hornchurch	0	0	0	0	0	0	0	0
Rainham & South Hornchurch	0	0	0	0	0	0	0	0
Romford	1	1	1	0	1	0	1	5
Upminster & Cranham	0	0	0	0	0	0	0	0
Total Classrooms	1	2	1	0	1	0	2	7

34. As there is no surplus capacity at all in some planning areas, 7 bulge classes will be needed for 2015/16 to meet the additional demand for primary places resulting from in year applications. It is not feasible to open a bulge class in Year 6, so families requesting a place in this year group in those areas where there's no capacity will be offered school places through the fair access process.
35. It is important to acknowledge that the creation of a temporary expansion (bulge) class, whilst in many cases necessary, is not always straight forward. Build costs are often high compared to a permanent expansion and schools have to make significant adaptations to arrangement and staffing within the school without additional resources. The approach taken in Havering has been, wherever possible, to minimise the number of "bulge" classes that have been established.

Need for Primary places Reception to Year 6 for 2016/17

Primary Planning Area	Year R	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Total Yr Rec-6
Collier Row	1	0	0	0	0	0	0	1
Elm Park	0	0	0	0	0	0	0	0
Harold Hill	1	0	1	1	1	1	0	5
Hornchurch	1	0	0	0	0	0	0	1
Rainham & South HX	1	0	0	0	1	0	0	2
Romford	3	1	2	2	0	2	0	10
Upminster & Cranham	1	0	0	0	0	0	0	1
Total classrooms	8	1	3	3	2	3	0	20

36. Projections show a greater number of bulge classes than before that are needed for 2016/17. This is in addition to a need to deliver the 8 FE expansion needed for 2016/17. The expectation is that the year R requirement above will be delivered through permanent expansions leaving 12 bulge classes required for other year groups. If the 8FE expansion is not delivered fully by 2016/17 further bulge classes will be needed in future years.

Secondary

37. Up to 2001/02, Havering experienced a decline in the birth rate that also had an impact on the secondary pupil roll. This has resulted in a slight drop in secondary numbers which has continued until 2014.
38. As primary children move into the secondary sector, the number of Secondary age pupils (Years 7-11) in Havering schools is expected to rise significantly from 14,720 in 2014/15 to 18,665 in 2022/23. This will cause therefore our current surplus of places in the secondary sector to be eroded and surpassed. Havering will therefore exceed its Year 7 capacity from 2016/17 onwards and overall Secondary places (in all other year groups) from 2018/19 onwards. As, over the next six years, we are projecting an increase of 15% in our Year 6 cohort, the table below shows the Year 6 numbers and the projected Year 7 numbers.

Year	Year 6	Projected Year 7
2013/14	2498	2829
2014/15	2681	2963
2015/16	2727	3127
2016/17	2937	3320
2017/18	2878	3252
2018/19	3118	3514
2019/20	3290	3699
2020/21	3360	3760
2021/22	3370	3755

39. There are currently 3,248 places available in Havering for Year 7 pupils. The Local Authority therefore plans to begin the process of providing additional capacity within the borough for the projected increase in pupil numbers. Please note that plans to add additional capacity in Year 7 will take place when all the secondary schools in Havering are full up to PAN unless the pressure of place prevents this approach.
40. The tables below show the deficit of Year 7 places across the whole borough and also by planning area.

Year	Projected Year 7	Year 7 places	Deficit of Year 7 places	Deficit as forms of Entry (Cumulative)	Deficit as forms of Entry (Incremental)
2016/17	3,320	3,248	-72	2 FE	2 FE
2017/18	3,252	3,248	-4	0 FE	0 FE
2018/19	3,514	3,248	-266	9 FE	7 FE
2019/20	3,699	3,248	-451	15 FE	6 FE
2020/21	3,760	3,248	-512	17 FE	2 FE
2021/22	3,755	3,248	-507	17 FE	0 FE

Projected surplus/deficit of year 7 places by secondary planning area							
School Planning Area	Secondary Schools with size as at 1 September 2015 expressed as Forms of Entry (FE)	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
North East	Drapers Academy (6 FE)	-46	-49	-68	-81	-78	-72
North West	Bower Park (6 FE)	8	13	1	-7	-9	-9
Central	Marshalls Park School (5.5 FE) Abbs Cross Academy (5.5 FE) The Albany School (6.5 FE) The Champion School (5 FE) The Frances Bardsley Academy (7 FE) Emerson Park School (6.5 FE) Redden Court School (5 FE) The Royal Liberty School (4 FE) St Edward's C of E School (7FE)	-143	-100	-229	-320	-345	-350
East	The Coopers & Coburn School(6FE) Gaynes School (6.5 FE) Hall Mead (6.5 FE) Sacred Heart of Mary Girls' School (4FE)	44	63	16	-17	-28	-28
South	The Brittons School (7.5 FE) The Chafford School (6.5 FE) Sanders School (6.5 FE)	65	67	14	-27	-50	-48
Total Surplus/ Deficit of places		-72	-4	-266	-451	-512	-507
Total Surplus/ Deficit of places in FE		2FE	0FE	9FE	15FE	17FE	17FE

41. For secondary expansion planning purposes additional places have been looked at a borough-wide level rather than on a planning area level.
42. In 2016/17 the additional need is proposed to be delivered by rationalising the Published Admission Number (PAN) of the oversubscribed secondary schools in areas of need so they are multiples of 30, rather than below that number. Feasibilities on the rationalisation of PANs for the following first tranche of schools will be carried out. Further feasibilities on PAN rationale will also be needed in other schools in the future.

	Current PAN	Revised PAN	Increased Year 7 places
Marshall's Park School	172	180	8
The Frances Bardsley Academy	220	240	20
Emerson Park School	192	210	18
Abbs Cross Academy	168	180	12
The Albany School	196	210	14

43. It is envisaged that the costs associated with rationalising PANs will be considerably less than delivering a form of entry for 2018/19 and beyond and therefore offer best value.
44. Statutory proposals will not be required for the rationalisation of schools' PANs as these will not increase the capacity of the school by 25%.
45. Feasibilities and design work is planned to be carried out to explore how the secondary 7 FE expansion needed for September 2018 can be delivered. To note that a number of schools and Academies have been successful for PSBP 2 and are likely to have major building works, funded by the government, over the next five years. It will be important to explore as to whether linking any expansion plans to these government funded projects will provide a best value option.

Strategy for meeting the rising demand in the secondary sector

46. With any potential shortfall in funding needing to be met by the council, it has been important to ensure at all times that the most efficient and cost effective approaches are adapted to meet the rising demand for places, ie creating additional capacity in schools. As set out in paragraph 13, this is also the preferred options of parents. Therefore it is planned to select schools:
- where there is increased pressure of places
 - which are oversubscribed
 - which can be expanded
 - which are good or outstanding
 - which are sufficiently educationally secure and resilient to have the capacity to manage a significant increase in size
 - where the expansion will provide value for money
47. Most Havering secondary schools take the majority of their pupils from their local feeder primary schools. There is a strong tradition in Havering of close working between secondary schools and their feeder primaries too. It is therefore sensible to consider expanding secondary schools where there has already been expansions in the linked feeder primary schools so they can take the increased demand for places in primary. This will keep the strong "family of schools approach" positively supported by parents in their survey responses, in Havering, an approach that research shows also ensures better outcomes.
48. As allocations for year 7 are completed a year in advance, solutions for 2018/19 will need to be determined by Sept 2017 when parents make their applications for secondary places. Consultation on proposals need to be

concluded by June 2017 hence feasibilities and design needs to be carried out soon to enable work to start on developing proposals to meet the 7 FE expansion needed for 2018/19.

Impact of Early Education Entitlement for 2, 3 and 4 Year Olds

49. The Local Authority has a statutory duty to ensure, so far as is reasonably practical, that there is sufficient childcare in the area to meet the requirements of parents enabling them to work or undertake training leading to work. From September 2013 this has been extended from entitlement to all 3 and 4 year olds to more disadvantaged 2 year olds that meet criteria. The Early Education Entitlement (EEE) is currently delivered by 15 Nursery Classes in Maintained Schools and by approximately 130 PVI Full Day Care Nurseries, Pre-Schools and Child-minders.
50. The projected increase in the population of under 5s in Havering by 14.4% between 2012 and 2019, with significantly higher increases in certain planning areas, together with the extension of the 2 year old offer, will put pressure on place availability. As primary and secondary schools are considered for Phase 3 of the Expansion Programme for additional school places it is proposed that consideration also be given to nursery provision particularly in areas where there is potential EEE place pressures. Detailed schemes have not yet been finalised but it is envisaged that schemes will be developed to best utilise the £1.9 Early Year Capital Funding available.
51. The government's new Childcare Bill is expected to double the amount of free childcare available for working parents of three and four-year-olds to 30 hours a week during term-time. While the free childcare expansion will be rolled out nationally in 2017, trials in some areas will begin in September 2016. Havering is starting to plan for the delivery of the new entitlement offer.

SEN Provision

52. As the general population of school aged children increases, the numbers of children who have special educational needs will increase too. There are approximately 20 children with an additional or special need for every 100 children, with 2/3% of those needing significant support. There is also an increase in the complexity of needs of some of the children requiring a school place. The numbers of places for children who have some primary needs such as Moderate or Specific Learning Disabilities may decrease as support is offered in mainstream schools but we are predicting sharp rises in the numbers of children needing places with other special needs, for example Autistic Spectrum Disorder.
53. The SEND Strategy (see Appendix 1) outlines a set of proposals which is intended to implement over the next five years to meet the increased demand for SEN places in Havering. These are as follows:

54. For 2015/16 (Phase 3)

- To create an additional 20 places for pupils with ASD through the establishment of 2 or more new ARPs, 1 primary and 1 secondary, with a range of 6-10 places in each, to cover for the age range of 3 to 19.
- An additional 20 places for Children and Young People with Social, Emotional and Behavioural difficulties through the creation of 1 or more ARP (Primary), with 6-10 places in the South East/East, and 1 or more ARP (Secondary), possibly in the South East/East to link in with its primary equivalent or alternatively in the North West to link in with Hilldene.

55. For 2016-17 (Phase 4)

- 2 or more off-site Satellite Units with 6-10 places in each to create capacity in special schools through the planned transfers of pupils whose needs can be better served through this type of provision. This will follow consultation with special schools who have expressed an interest in operating this kind of resource; preference will be given to those who have identified a potential off-site facility, either in a mainstream school or elsewhere.
- A further 20 places delivered via ARPs, 6-10 places for primary and 6-10 places for secondary aged pupils with behavioural, emotional and social difficulties.

56. For 2017-20 (Phase 4)

- An additional 2 or more ARPs for ASD, one or more primary and one or more secondary, with 6-10 places in each to serve mainly mainstream ASD pupils.
- An additional 2 or more satellite units specifically to be used to create capacity in special schools enabling them to transfer pupils whose needs could be met in this way, thereby releasing places for a return of a similar number of pupils from out borough schools which may include the retention of some pupils who would otherwise be placed out of the borough.
- A further 20 places delivered via ARPs, 6-10 for primary and 6-10 for secondary aged pupils with behavioural, emotional and social difficulties.

Post 16 SEN Provision

57. Cabinet approved the Post-16 Strategy on the 20 November 2013 and gave approval, in principle, as part of that strategy to develop a new post-16 provision for young people with SEND. £1m of section 106 receipts were provisionally earmarked for this project. The Council's statutory requirement, introduced by the Children and Families Act 2014, is to make provision for young people with SEND up to the age of 25, i.e. for an additional 6 years, for those who require it.

58. It has been agreed that the new provision will be co-located, with adult's day centre services, at Avelon Road Day Centre. The provision will start, in September 2016, with around 10-15 students and will provide a varied curriculum which supports young people to move into adulthood.
59. The vision is to provide high quality education and training opportunities for young people aged 16-25 years. The provision will be aspirational in supporting young people and adults to move onto pre-entry or Entry Level 1 qualifications, alongside building their social and employability skills, and into becoming active and contributing members of their community. The provision will support young people and their parents to aspire to a life which is as independent as possible and which includes some form of work, whatever this might look like for each young adult, depending on their need. The curriculum will cover:
- Independence skills, such as:
 - Home living and living with others
 - Personal care and safety
 - Money
 - Travel and leisure
 - Interpersonal relationships
 - ICT (computer skills) and e-communication (e.g. emails)
 - Food hygiene and food preparation
 - Work experience and supported employment opportunities
60. Work on the new provision is progressing. Two parent events have been held, hosted by Councillors Davis and Brice-Thompson. Other consultations have taken place with parents and young people to ensure the provision will meet need and reflects demand. The Head-teachers of Havering's special schools have also been involved in development, with meetings to identify potential cohorts and to start looking at options for the curriculum.

Future Housing and Regeneration Opportunities

61. The school roll projections include the child yield expected from known housing developments in the Borough. The scale of housing in Havering incorporated in the school roll projections, are shown in the tables below for housing developments with a net gain of 10+ units either completed, under construction, including those with planning but not yet started and those on the Havering Housing Authority Monitoring Report 2013/14 and by planning area.
62. Recently the Rainham and Beam Park Housing Bid has also been approved. A total of 1800 units are expected to be delivered over the period 2015/16 to 2021/22. However, it is important to note that although the projected child yield over this period has now been factored in the school roll projections. Beyond this period further development is expected and in the long term, this is likely to result in a continuation and probable escalation of the projected increase in pupil numbers.

63. Havering will be undergoing future regeneration programmes particularly in the Romford area. Cabinet has approved the Romford Development framework where over 2,000 new housing units are proposed. Any proposed new residential developments will add to the demand for school places in all areas of Havering, as pupil numbers are projected to continue to increase.

64. Housing developments with a net gain of 10+ units by planning area:

Primary Planning Area	Completed	Under construction	Not Yet Started	Total
Collier Row	72	0	0	72
Elm Park	0	113	0	113
Harold Hill	90	742	725	1,557
Hornchurch	136	111	0	247
Rainham & South Hornchurch	22	227	4,450*	4,699
Romford	1,198	1,256	481	2,935
Upminster & Cranham	18	0	0	18
Total	1,536	2,449	5,656	9,641

Secondary Planning Area	Completed	Under construction	Not Yet Started	Total
North East	90	742	725	1,557
North West	30	0	0	30
Central	1,376	1,367	481	3,224
East	18	0	0	18
South	22	340	4,450*	4,812
Total	1,536	2,449	5,656	9,641

*Includes Rainham Housing Zone

Summary of proposed approach to ensuring sufficiency of school places

65. In the light of the changing schools landscape the permanent increase in early years, primary, secondary and SEN phase school capacity could be met in a number of ways and involve a number of providers of new places. Therefore the following “two stranded” approach is therefore proposed to ensure a robust strategy is developed with minimal risks:

- Expand existing schools on their existing sites or onto an additional site (i.e. satellite schools/split sites schools), including consideration of expanding, subject to assessment of the impact of such an expansion on standards, effectiveness and performance.
- To seek proposals to establish an academy (free school) when and where there is a need for a new school in an area and it is cost effective to do so. The development of new free schools is not within the full control of the Council and this work would need to be undertaken with the Department for Education to find a free school sponsor who is interested in setting up in Havering. There has been some particular

challenges in Havering in the opening of one of the proposed new free schools with significant delays to its opening due to the low number of parents selecting this school. Officers in Education and Strategic Property Services are looking at alternative sites in planning areas of high demand to put forward proposals for new schools as an option. As well as funding the buildings, any land needed for a free school would need to be given to the sponsor at no cost.

Next steps

66. Following the agreement to the recommendations set out in this report, it is proposed to progress Phase 3 proposals identified here and begin to develop further proposals for Phase 4.

REASONS AND OPTIONS

Reasons for the decision:

This decision is necessary to ensure the provision of sufficient school places to meet the forecast rise in early years, primary, secondary and SEN pupil numbers projected beyond Phase 2 of the Council's Programme of Primary Phase School Expansions.

Other options considered:

A number of options have been identified in this paper each requiring further consideration. So far no option has been rejected.

Not providing any additional places is not an option as we would be failing to meet our statutory duties.

IMPLICATIONS AND RISKS

Financial implications and risks

Phase 3 – Expansion Programme

Capital

It is difficult to estimate the costs of expansions without knowledge of schemes and details of site specific issues. For those elements of the expansion where sites have been identified cost are estimated based on feasibility studies. For sites not yet identified, such as some primary schools and ARPs/Satellite Provision the cost

below are a very broad estimates based on previous expansions provided and may vary considerably as plans for delivery of are finalised.

Estimated costs and funding details are summarised below:

Detail's Briefing 21 October 2015	Total Estimated Cost	£ 15/16	£ 16/17	£ 17/18	£ 18/19	£ 19/20 onwards
Primary Expansions for 16/17 Academic Year & remodelling of Oglethorpe	15,150,000	3,412,500	8,872,500	1,740,000	975,000	150,000
Primary Expansions for 17/18 Academic Year	6,000,000	-	1,500,000	3,900,000	600,000	-
Primary Bulge Classrooms for Sept 15	750,000	675,000	75,000	-	-	-
Primary Bulge Classrooms for Sept 16	1,500,000	-	375,000	975,000	150,000	-
Secondary – Rationalising PAN for Sept 16	1,875,000	750,000	937,500	187,500	-	-
Early Education Entitlement for 2, 3 and 4 Year Olds	1,872,000	468,000	1,404,000	-	-	-
SEN ARPs – Sept 15	3,000,000	750,000	1,950,000	300,000	-	-
SEN ARPs – Sept 16	1,500,000	375,000	975,000	150,000	-	-
SEN Satellite Unit – Sept 16	2,000,000	500,000	1,300,000	200,000	-	-
SEN ARPs – Sept 17	3,000,000	-	750,000	950,000	1,000,000	300,000
SEN Satellite Unit – Sept 17	2,000,000	-	500,000	1,300,000	200,000	-
Post 16 SEN	1,000,000	250,000	650,000	100,000	-	-
Total Estimated Costs	39,647,000	7,180,500	19,289,000	9,802,500	2,925,000	450,000
FUNDING AVAILABLE						
<i>Schemes within Phase 2 Programme</i>						
A1828 Broadford Primary Permanent Expansion	(700,000)	(700,000)	-	-	-	-
A1843 Parsonage Farm Permanent Expansion	(2,000,000)	(2,000,000)	-	-	-	-
A1844 Romford Planning Area Permanent Expansion	(2,500,000)	(2,500,000)	-	-	-	-
A1873 Upminster Permanent Expansion	(2,200,000)	(2,200,000)	-	-	-	-
<i>Other funding</i>						
Unallocated phase 1 funding – estimate	(750,000)	(750,000)	-	-	-	-
Unallocated phase 2 funding – estimate	(1,750,000)	(1,750,000)	-	-	-	-
2016-17 Basic Need Grant	(15,355,280)	-	(15,355,280)	-	-	-
2017-18 Basic Need Grant*	(16,756,152)	-	-	(16,756,152)	-	-
Secondary s106 funds Received and earmarked for post 16 SEN*	(927,000)	(927,000)	-	-	-	-
Interest on s106 funds received and not yet earmarked*	(282,078)	(282,078)	-	-	-	-
Early Years Funding – Capital Grant	(422,000)	(422,000)	-	-	-	-
Early Years Funding – Top-slice of DSG*	(1,900,000)	(1,900,000)	-	-	-	-
TOTAL CONFIRMED FUNDING	(45,542,510)	(13,431,078)	(15,535,280)	(16,756,152)	0	0
In year (Excess)/Shortfall in Funding		(6,250,578)	3,933,720	(6,953,652)	2,925,000	450,000
Cumulative (Excess) Funding	(5,895,510)	(6,250,578)	((2,316,858)	(9,270,510)	(6,345,510)	(5,895,510)

There is sufficient funding available to deliver the phase 3 expansion requirements if the Capital Programme is increased in line with the recommendations within this report, to include the additional (*) items above. The anticipated timing of spend and funding available also means that there are no longer term cash flow implications anticipated from this programme. Any in year issues will be covered as part of normal treasury management activities of the Council.

It should be noted that Basic Need Grant Allocations do not include any additional funding for pupils with SEN, as such; provision of the more expensive SEN provision put a strain on the funds remaining to fund mainstream primary and secondary places.

Future capital repairs costs of any new places delivered will either the responsibility of the local authority in respect of mainstream schools, or the school themselves in respect of Academies, as is the case for the existing school estate. The responsible party will need to prioritise schemes and manage costs within the funding available to them, as they do currently.

Revenue Implications for the Local Authority

A revenue budget of £135k is exists for feasibility studies and 15/16 costs are expected to be contained within this budget.

It should be noted that an increase in school admissions across the Borough are having a 'knock-on effect' on other LA budgets such as Special Educational Needs, home to school transport, etc. The details of this are currently being quantified and any pressures arising will be addressed through the appropriate channels. The DSG allocation to the LA is based on pupil numbers and will therefore increase each year as pupil numbers rise. The majority of this increase will be allocated to the schools with the additional pupils through the Schools Funding Formula although there may be some available to meet other school-related pressures.

Revenue

Revenue Implications for schools

The revenue implications for schools are that in creating additional classes, additional resources will be incurred particularly for teaching and support staff. The funding received by the LA for allocation to schools through a mainly pupil-led formula is based on the numbers on roll at Havering schools as at an October census point. Schools therefore receive funding for a financial year based on the preceding October pupil numbers (other data is also used to recognise deprivation and special educational needs). Any additional pupils who are placed in schools after the October census are not funded by the DfE even though schools will need to appoint additional staff. In consultation with the Schools Funding Forum, the LA has top-sliced a budget of £2.7m from the DSG (Dedicated Schools Grant) from which to fund schools for mid-year increases in pupil numbers where a new class is required.

In 2015/16 financial year this budget has been largely committed to fund the growth already in the school system from previous years as the larger cohorts

move through the school but there is sufficient to fund the seven bulge classes required in the current financial year mentioned in this report.

In 2016/17 the seven bulge classes from 2015/16 will need to be funded in full from the DSG Pupil Growth Fund as it will only be when the pupils are on roll in October 2016 that the LA will receive funding to allocate to the school through the pupil-led formula. The Pupil Growth Fund will also need to fund the eight additional bulge classes that may be required from September 2016 as well as the continuing commitment for previous year growth as the cohorts move through the schools. Should there be significant growth in any secondary school this will also need to be funded from the Pupil Growth Fund.

The demand for increased funding to be held as a pupil growth contingency from a ring-fenced DSG is likely to result in less funding being available for distribution to schools putting at risk the ability of schools to maintain current levels of expenditure. Schools are, however, guaranteed through DFE financial regulations to not have their funding reduced by greater than 1.5% per pupil.

Funding to LAs for pupils with behavioural or special educational needs is to LAs through a High Needs Block. Each Additional Resource Provision whether ASD or SEBD (as set out in the report) will require funding at £10,000 per place plus a needs led top up. The Additional Resourced Provisions will help increase capacity and ultimately reduce the costs of expensive out of borough provision.

LAs receive funding for Early Years places on the basis of participation measured against numbers on roll at a January census point at early years settings. The LA funds provision on the basis of a Single Funding Formula consisting of an hourly rate and supplements for deprivation and quality. Further guidance is awaited from the DfE on how the increase to 30 hours per week is to be funded.

The need to set a pupil growth fund of £2.7m funded from the DSG has meant that the funding delegated to schools through the schools funding formula has reduced. Any further increase in the pupil growth fund above this level would require a further reduction in school funding and put at risk the ability of schools to set balanced budgets and maintain high standards of educational provision. The current £2.7m growth fund is unlikely to be sufficient to fund continuing growth in the primary sector, the forecast growth in the secondary sector and additional provision for pupils with special educational needs outlined in this report.

Risk

There is a risk that pupil numbers continue to grow and that the places delivered as a result of phase 3 and 4 are insufficient, leading to the need for additional places and funding. It is also possible that if plans are not delivered in time short term arrangements will need to be introduced to ensure that places are available. Delivery of places at short notice may require temporary accommodation to be hired. Any such costs are classified as revenue expenditure for which no funding has been identified. There is also possibility that suppliers becoming aware of urgent demands increase their prices accordingly thus putting further financial pressure on the Council. As such every effort should be made to avoid these situations

A further risk is that places will be delivered and then not be taken up leading to unnecessary levels of spend. However, the pupil forecasting methodology used is robust and take up levels are regularly monitored in order to minimise this risk. To date the vast majority of places predicted have been filled.

Further risks are that, as capital projects develop, costs increase over and above the funding available and/or that additional costs are incurred as a result of the short timescales available for the delivery of additional classrooms. In addition to the financial risks the timescale also puts the delivery of the programme at risk. Wherever possible, measures are being taken to minimise these risks.

As a significant level of the predicted need is based on an expected demand arising from the Rainham Housing Zone and Romford Development Framework any significant slip, either forward or backward, in the delivery of these developments could mean that places are needed sooner/later than forecast.

Phase 4 – Expansion Programme

The financial implications of such a large scale increase in service delivery are significant. Details will become clearer as the plans for meeting need are finalised but this section aims to give an overview of the scale of costs, funding available and any other associated financial implications. As approval is sought for delivery of the relevant plans details financial implications will be set out and approved through the relevant channels

Detail	Total Estimated Cost		£ 15/16	£ 16/17	£ 17/18	£ 18/19	£ 19/20	£ 20/21 onwards
Primary Expansions for 18/19 Academic Year	4,000,000		0	0	1,000,000	2,600,000	400,000	0
Primary Expansions for 19/20 Academic Year	2,000,000		0	0	0	500,000	1,300,000	200,000
Secondary Expansions for 18/19 Academic Year~	24,500,000		1,000,000	3,165,000	12,495,000	5,635,000	2,205,000	0
Secondary Expansions for 19/20 Academic Year~	27,000,000		0	1,620,000	2,970,000	13,770,000	6,210,000	2,430,000
Secondary Expansions for 20/21 Academic Year~	9,000,000		0	0	540,000	990,000	4,590,000	2,880,000
Total Estimated Costs	66,500,000		1,000,000	4,785,000	17,005,000	23,495,000	14,705,000	5,510,000
Estimated Balance from Phase 3 programme	(5,362,354)							
Funding Gap	61,137,646							

It should be noted that 14 out of 18 secondary schools within Havering are Academies who may wish to deliver the building works themselves, albeit funded by the Council. Negotiations need to take place with the relevant Academies and wherever possible payments to academies should be phased to both minimise cash flow implications and also ensure that key delivery milestones are monitored

At this stage, other than the £5.8m balance expected to remain from Phase 3, no funding has been identified for delivering phase 4 of the expansion programme, leaving a funding gap of £61 million. However there are various potential sources of funding as detailed below:

- Future years basic need grant allocations – if the 2018/19 to 2020/21 grant allocations are at a similar level to 2014/15 - 2017/18 then this could address approximately £45m of the gap. It is also possible that as latest SCAP return highlighting the shortfall in secondary places is reviewed our grant allocation will increase significantly. Alternatively, government may reduce grant allocations and look to local authorities to fund the shortfall.
- Additional Section 106/CIL receipts, both in relation to current and new planning agreements – when the Rainham Housing Zone and Romford Developments are built significant developer contributions are expected, although the exact amount timing of receipts is unclear at this stage it could be millions;
- Capital Receipts; this could be receipts already realised or sale of sites already identified for disposal. However, it may be necessary to identify further sites for disposal in order to fund the next round of expansion Programme.
- Borrowing; the Council's financial strategy does not currently allow for borrowing – consideration may need to be given to changing this in order to fund the expansion programme. However, any borrowing would incur additional revenue costs for which there is currently no funding.

Feasibility Studies and Design Fees

Although a significant funding gap has been identified for phase 4, a lead time of approximately 2.5 years is required to deliver a secondary expansion. This means that in order to deliver 7 FE expansions for September 18 it is necessary to start developing these schemes now.

Initially feasibility studies need to be undertaken. A revenue budget of £135k exists for feasibility studies and 15/16 costs are expected to be contained within this budget.

However, following completion of feasibility studies, it will also be necessary to develop designs during the remainder of 15/16 for those schemes to be delivered. Design fees for 15/16 are estimated at £1m. The balance remaining from phase 3 of the expansion programme would be sufficient to cover these costs. However, should the phase 4 programme not be approved at a later stage and these design costs become abortive, capital funding would no longer be appropriate and it would be necessary to identify alternative revenue funding.

Revenue Implications & Risks

These are the same as highlighted for Phase 3.

However, the most significant additional risk for Phase 4 is that due to the long lead in times to deliver secondary expansions it may be necessary to approve delivery of schemes before future years grant allocations are confirmed. This would require alternative sources of funding to be identified and may also create cash flow issues.

Although the Council aims to manage any cash flow implications are part of its overall treasury management processes, with the scale of costs involved this may not be possible. Consideration may need to be given to short term borrowing which will have a revenue cost and should be avoided if possible. Also, the Council's financial strategy does not currently allow for borrowing and consideration may need to be given to changing this in order to fund the expansion programme.

These issues will be the subject of further reports and/or addressed as part of future years budget setting processes.

Legal implications and risks

The Council has a statutory duty to ensure sufficient primary and secondary education is available to meet the needs of the population of their area (Section 13 Education Act 1996).

The new guidance on School Organisation came into force on 28 January 2014. As a consequence of the changes, governing bodies of all categories of mainstream school can now make the following changes to their schools without following a formal statutory process:

- Expansion (enlargement of premises);
- Alteration of upper or lower age limit by up to two years (except for adding or removing a sixth form); and
- Adding boarding provision

At present certain types of school organisational change (including change of age range, change of character and expansion through enlargement of premises) are subject to statutory processes of consultation and decision-making.

Academies wishing to expand, make age range changes (by up to two years), add boarding provision or amend admissions need to seek approval from the Secretary of State, through the EFA, to make such changes.

The recommendations set out guiding principles for the Council to address the rising school roll issues and there is no apparent risk in adopting them. As and when individual decisions come to be made legal advice is likely to be necessary

Human Resources implications and risks

The human resources implications for the schools to be proposed for expansion will be managed by the schools themselves. There is likely to be a need to recruit additional teaching and support staff and the relevant schools will undertake the recruitment and selection process in accordance with the appropriate policies and procedures. There are growing difficulties in recruiting to teaching posts and therefore schools will need to consider that additional resources and a longer recruitment timescale may be required to fill vacancies. The Havering Education HR service will provide support as appropriate and required to all schools, academies or free schools that purchase relevant services.

Equalities implications and risks:

An Equality Analysis was conducted for Phase 2 of the Primary Expansion Programme and a similar analysis will be undertaken for Phase 3 of the Expansion programme as firm proposals emerge to fully assess their impact on children with protected characteristics and their families.

Appendices

Appendix 1: SEND Strategy

BACKGROUND PAPERS

There are none

London Borough of Havering

A Strategy for Children and Young People with Special Educational Needs and Disabilities

2015-20

DRAFT: 10 September 2015

Prepared By:
Dr Ahmad Ramjhun
Senior Consultant
London Borough of Havering
10 September 2015

EXECUTIVE SUMMARY

The London Borough of Havering is committed to ensuring that it can make suitable and effective provision for all its children and young people. Its Special Educational Needs and Disability (SEND) Strategy has as its focus, the primary requirement to meet the needs of its children and young people with SEND, as far as possible, within the borough. This is to enable children and young people to remain within their local community whilst also enabling the Local Authority to make the most effective use of its resources. Currently, the main issues it faces relate to the need to provide for significant increases in certain types of Special Educational Need (SEN) in addition to its new duties to provide for an extended pupil/student population from 19 to 25.

The Council faces a number of complex challenges to ensure that it continues to operate effectively, being confronted with rises in the general school population, compounded by the fact that these are inconsistent across and between different school phases.

The Council's SEND Strategy is therefore being driven in a way that takes account of current demographic changes and how these will develop within the medium to longer term. It is also being driven by the need to make even more effective use of its limited resources. Its priority is to increase capacity in its own schools for its children and young people with special educational needs and disabilities whilst also building parental confidence in the system. It also has to address the need to reduce out-borough expenditure, particularly on Independent and Non Maintained Schools (INMS) schools, as current levels are unlikely to be sustainable in the very near future.

The Council's immediate priorities and strategy are as follows.

- The need to increase capacity in order to deal with the increasing number of its children and young people with SEN and Complex Needs (CN), particularly the disproportionate growth in the number of pupils identified with Autism Spectrum Disorder (ASD) and Challenging Behaviours.
- The need to deal with the absence of any specialist provision for its children and young people with behavioural, emotional and social difficulties (BESD). Whilst this has been dealt with by using out-borough placements in the past, the current and predicted rates of permanent exclusions from schools suggest that additional places for this group of its children and young in both the primary and secondary sector, is a matter of priority, requiring urgent action.
- The Council's statutory requirement, introduced by the Children and Families Act, 2014, to make provision for young people with SEND up to the age of 25, i.e. for an additional 6 years.
- The Council's requirement to reduce out-borough expenditure as failure to do this, will result in year on year overspends from the SEN Budget. Based on current figures of children and young people in out-borough independent and non-maintained special school placements, this level of spending will be unsustainable and will have an adverse effect on what is already an uncertain, over-pressured and volatile SEN budget.

The Council has few options in terms of the strategies it can use. Like other LAs, it has little or no capital budget for developing new SEN provision although it has a much larger population to deal with. Most of its SEN resources are also committed and at risk of being over-spent.

The Council is therefore looking to increasing capacity within its existing resources and is focusing on developing new provision within its own schools. To this end, it is committed to reviewing all its SEN resources, with a view to securing best value. It is also proposing to create a number of Additionally Resourced Provision in the mainstream (ARPs), particularly in the areas listed above where there are shortages of provision.

INTRODUCTION

In Havering we are committed to developing the most inclusive communities which are welcoming and supportive of all. Our aspiration for all our children and young people are the same and this is that they should all have the best opportunities to achieve and fulfil their potential. Our aim for children and young people with special educational needs (SEN) is even more ambitious in that we want them to enjoy their education in the most inclusive environment possible and be supported in participating as fully as they can in the lives of their schools and local community.

Our Vision

For every parent, a child is special. For some, their needs require exceptional provision if they are to learn as all children learn. To be at home, with their family and get the best out of their school means extra effort from many of us. Here in Havering we are committed to supporting our parents and families to enable every child with special educational needs to achieve their potential and have fulfilling lives in their community. We will ensure that all children can have their needs met in a school as close to home possible. This is to ensure that they are in the right school at the right time so that they may participate fully in the lives of their schools and make the most of their learning opportunities. That is what we mean by 'inclusion', supporting schools and families to help children and young people remain and develop into participative members of their local schools and community.

To every child we make a promise: we will make sure you are in the right school at the right time to get the best from your opportunities.

To every family we make another promise: we will provide a place for your child that is as close to your home as we can so that you can be active supporters of your child and their school. The only exception to these promises is where a child needs a learning environment so special that no one local authority can expect to make it on their own. But that is a rare exception and we will do everything to make sure that we avoid having to make that choice simply because it can involve a child not living at home with their own family.

This Strategy for Children and Young People with Special Educational Needs is ambitious and is designed to achieving the best we can for all, irrespective of their levels of needs or disabilities, and with a focus on recognising the talents, views, aspirations and contributions that they bring to their schools and local communities. We will work relentlessly to achieve the best possible outcomes for children and young people with Special Educational Needs and will do so, in partnership with their parents, schools and anyone else involved in promoting their best interests. We want them all to feel valued and to have a greater control and choice over the options available to them whilst also promoting a greater sense of belonging and ownership within the lives of their families and local communities. We will respect and safeguard their values and their rights, ensuring that they are helped to be healthy and safe and that they enjoy and succeed in what they do.

PRINCIPLES

Our key values are to be positive about each other, to respect others and to work together. Our principles are embedded within these overriding aspirations and are to:

- Work in partnership with children, young people and their parents and carers, involving them in decision making and supporting them in developing their independence and autonomy through to adulthood.
- Ensure that they are able to participate in all aspects of family, school and community life in a local and inclusive setting, making the most effective use of available resources.

- Secure any support they or their families need in a consultative, effective and timely manner through working in partnership with schools, health, social care and other agencies.

SCOPE

This strategy covers the options available to young people with an Education, Health and Care Plan and/or Statement of special educational needs up to age 16 (Year 11). It takes account of Havering's Commissioning Plan for Children and Young People which includes fuller details of the Local Authority context and our rationale to ensure the availability of appropriate educational provision for all young people within the borough, including those with Special Educational Needs. This Strategy is specifically for the latter group and should be read in conjunction with the 'Post-16 Strategy for young people with special educational needs and /or disabilities.'

The Strategy has been developed, following consultation with schools and key partners, and is aimed at increasing capacity in schools within the Local Authority whilst also enhancing parental confidence in the options available. It is based on a full analysis of the current provision available and is aimed at addressing the key shortfalls that have been identified.

The Strategy is intended to be a "live" document to be continually reviewed and updated in order to take account of feedback from families and other key partners in addition to the changes likely to take place in the borough over the next 5 to 10 years. It represents a few of the many steps that will be needed to achieve the best possible outcomes for children and young people with special needs.

AIMS

The aims of this Strategy are to:

- set out the current provision available and how this needs to change in order to meet the continuing growth in the school population and demand for places for pupils with Special Educational Needs.
- identify the areas in which there are shortfalls, both current and predicted, and plan in a way that enables the LA to meet its statutory responsibilities in the medium to longer term.
- determine and deal with the key priorities whilst making use of effective use of the LA resources.
- work with schools and other partners within a partnership approach to both review and where appropriate make new or alternative provision, particularly in areas where there are either shortfalls in provision, growth in population or both, redirecting resources where necessary.
- empower and support innovative approaches to enable special and mainstream schools to work even better together so that pupils can have their needs met even more flexibly.
- work in partnership with parents and families of children and young people with Special Educational Needs in order to promote their best interests.

CONSULTATION

Our Strategy takes account of a great deal of work that has been undertaken previously by Local Authority officers with parents, schools and other stakeholders. It builds on this work, including wide ranging consultation. Given the urgency to create additional provision in the borough, we decided not to repeat this but to consult with key stakeholders, particularly schools, in the first instance, whilst still intending to involve children, young people and their families as the Strategy develops. This is because we wish our Strategy to be a live document to

provide us with the framework we can work with on a daily basis, in consultation with all stakeholders, to ensure that our children and young people always come first.

TIMESCALE

The plan is for the Strategy to be agreed by December 2015 so that it may be implemented by September 2016.

CONSTRAINTS

The main constraints that apply to this Strategy are financial, relating to both its capital and revenue elements. Whilst most of the improvements sought are capable of being met from DSG, some provision will require an injection of capital, especially where the need for accommodation is a prime requirement.

We will also need to invest in further developing the skills base of staff. Whilst we have many teachers and other staff across the partnership who are excellent in what they do, we must be clear if there enough of them and that their training is up to date to meet the increasing complexity of the needs of our children & young people

CONTEXT

The development of the strategy is designed to enable the LA to fulfil our legal duties and responsibilities, in compliance with the relevant legislation. It also takes account of the statutory changes brought about since the Children and Families Act 2014 came into force in September 2015, particularly the requirement for Local Authorities to assume responsibilities for all children and young people with Special Educational Needs, from 0-25, i.e. with new responsibilities for those from 19 to 25.

LEGAL BACKGROUND

The local authority has a legal duty to meet the special educational needs of those children for whom it is responsible. The needs of pupils who require *provision additional to or different from that generally available* is determined by a formal assessment process initially set down in the Education Act, 1981, now incorporated in the Children and Families Act 2014.

The assessment leads to the production of an Education, Health and Care Plan, previously a Statement of Special Educational Needs. If dissatisfied with the assessment and consequent Education, Health and Care Plan parents have a right of appeal to the Special Educational Needs Tribunal. The Tribunal can amend the plan and its orders on the educational sections of the plan are binding on the local authority. If the local authority does not deliver what is specified in an EHC Plan parents can bring a case of maladministration against the local authority through the Local Government Ombudsman who can order the local authority to comply and fine them for their previous failure to comply.

CHILDREN AND FAMILIES ACT 2014– KEY CHANGES

The Children and Families Act 2014 became law from September 2014. It sets out the statutory special educational needs and disability (SEND) system for children and young people aged 0 to 25 in England. The 'Code' is statutory guidance in that local authorities must have regard to it. It details the special educational needs and disability provision which schools and local authorities are legally expected to follow. The Children and Families Act 2014, the Equality Act 2010 and the Special Educational Needs Disability Regulations 2014 provide further guidance on these duties. Section 35 of the Children's and Families Act 2014 places duties on Local Authorities to ensure that:

- reasonable adjustments are made for disabled children and young people; and
- auxiliary aids and services to disabled children and young people are provided.

The system under the new Act for those under 16 is similar to that currently in place; namely the process of and reasons for assessments are very similar and families have the same rights of appeal.

The main changes from the Special Educational Needs Code of Practice 2001 are that the new SEN Code of Practice (2014) covers the 0-25 age range, extending this from 19-25; i.e. adding another population of 19-25 for whom Local Authorities have responsibilities. The new SEN Code of Practice also places a clearer focus on the views of parents, children and young people and their role in decision-making. Guidance is also provided on the joint planning and commissioning of services to ensure close co-operation between education, health services and social care.

For children and young people with more complex needs; a coordinated assessment process and the new 0-25 Education, Health and Care Plan(EHC) replaces statements and Learning Difficulty Assessments (LDAs);

Education, Health and Care Plan 0-25

Education, Health & Care Plans ("EHC") are now prepared at any time from birth to 25; they replace Statements and Learning Difficulty Assessments for post-16 students. These Education, Health and Care Plans provide statutory protections comparable with those currently associated with a Statement of Special Educational Needs for students up to 25 years old who choose to remain in further education. They will focus on outcomes for the children and young people and are to be reviewed regularly in response to changing needs.

Local Offer

A 'Local offer' is to be published by the Local Authority setting out the support that can be reasonably expected to be provided by its services. This will detail the help and support available from a range of services and the way this can be accessed. This information will include schools and colleges, other educational or training provision, local health and social care services and travel arrangements.

Personal Budgets

The right to a personal budget (including a budget for educational support) is being introduced for all families with an Education, Health and Care Plan. This gives families the option of a personal budget for all or part of the proposed Education, Health and Care Plan's support package to enable them to have more control over the services they need for their child and how those services are provided. Personal budgets draw funding streams together in order to ensure a multi-agency package of support.

Short-Breaks

As part of their Education, Health and Care Plan consideration is given to the fact that all children and young people are unique and may require different levels of support and different types of short breaks depending on their needs and circumstances and those of the family.

School Choice

The Children and Families Act 2014 gives parents a new right to seek a place at state Academies and Free Schools, removing the previous restriction to mainstream and special state-funded schools but still excluding independent schools. The preference expressed must meet the needs of the children and young people, be an efficient use of resources and be compatible with the education of other children attending the school.

Joint Commissioning

Local authorities and health care services are required to commission services jointly. This should result in more cost-effective SEN provision.

Multi-agency professionals, together with colleagues in the voluntary and community sector will be able to work together more, giving parents and communities increased influence over local services.

Making the assessment process more independent

The SEN Code of Practice 2014 introduces independent mediation as a means to resolve disputes before cases can be taken to the SEN and Disability tribunal. It can also deal with any issues that parents and young people may complain about in respect of the health and social care elements of the Education, Health and Care Plan.

Giving Young People the right to appeal.

Young people who are over the compulsory school age and under 25 can now appeal against the needs assessments in their Education, Health and Care Plan and against the Plan itself.

DEMOGRAPHY AND GEOGRAPHY

London Borough of Havering

Havering's principal town is Romford but other major communities also exist in Hornchurch, Upminster, Rainham and Harold Hill. The borough is primarily characterised by suburban development with large areas of protected Metropolitan Green Belt land.

Geographically, Havering is significantly larger than its neighbouring London boroughs (43.35 square miles, compared with Barking & Dagenham being 13.93 square mile, Redbridge 21.78 square mile and Bexley 23.38 square mile). Due to the large areas of parkland and protected areas, Havering is much less densely populated than its London neighbours (approximately 5,500 people per square mile, compared with Barking & Dagenham and Redbridge – each with 13,000 people per square mile and Bexley with 10,000 people per square mile). Whilst Havering's population is slightly smaller than Redbridge's (237,500 compared with 281,400), it is spread over an area twice as large.

These differences have an impact on the way in which education and other services can be provided, with children and young people potentially having to travel further than their peers elsewhere in London to access suitable schooling within the borough.

The population of Havering grew by 6% from 224,248 in 2001 to 237,232 in 2011. The total Havering population is forecast to rise to around 250,500 by 2016 and 263,900 by 2021 (representing 5.6% and 11.2% increases on the 2011 Census population respectively). Growth in the older population seen from the 2011 census was higher than in London or England and has shown the largest percentage increase of 43% from 2001 to 2011. The 2011 census showed an increase in the child bearing and working age groups (18-24 and 25-64) population. Growth in the 18-24 years group was higher in Havering than London or England, showing a 23% rise from 2001 to 2011.

The impact of the welfare reforms in 2013 coined the 'doughnut effect,' whereby residents relocate further outside of London to find more affordable accommodation has also added to the net inflow of people into the borough.

Special Educational Needs Issues in Havering

Mainstream Issues

There are approximately 1000 children who have a Statement of Special Educational Need, representing around 2% of the 0-16 school population. This is at around the national average, with a majority placed in mainstream schools. However, the distribution of pupils by type of need across schools and between the mainstream and special school sectors is revealing. The projections shown are those taken from Havering's Commissioning Plan for Education Provision (2015-16- 2019-20), published in July 2015.

Table 1 shows the distribution of CYP with Statements of SEN in mainstream primary schools, broken down according to the types of needs they are experiencing. This also shows the predicted numbers in each group over the next 10 years, taking account of population growth and current trends.

Tables 2 and 3 show these distributions in mainstream secondary and in special schools.

Table 1: Havering Primary SEN Projections

Year	Total primary NOR	Primary- number of statemented pupils in Havering primary schools by type of need												Total
		ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	
2012/13	19072	44	14	8	21	0	1	7	0	34	1	5	2	137
2013/14	19834	75	33	19	49	0	3	13	0	74	3	8	3	280
2014/15	20721	82	38	19	52	0	3	13	0	87	3	10	3	310
2015/16	21381	85	39	20	54	0	3	13	0	90	3	10	3	320
2016/17	22028	87	40	20	55	0	3	14	0	92	3	11	3	330
2017/18	22708	90	42	21	57	0	3	14	0	95	3	11	3	340
2018/19	23333	92	43	21	59	0	3	15	0	98	3	11	3	349
2019/20	23670	94	43	22	59	0	3	15	0	99	3	11	3	354
2020/21	24037	95	44	22	60	0	3	15	0	101	3	12	3	360
2021/22	24440	97	45	22	61	0	4	15	0	103	4	12	4	366
2022/23	24842	98	46	23	62	0	4	16	0	104	4	12	4	372
2023/24	25008	99	46	23	63	0	4	16	0	105	4	12	4	374
		ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	Total
2011/12		32.1%	10.2%	5.8%	15.3%	0.0%	0.7%	5.1%	0.0%	24.8%	0.7%	3.6%	1.5%	0.7%
2012/13		26.8%	11.8%	6.8%	17.5%	0.0%	1.1%	4.6%	0.0%	26.4%	1.1%	2.9%	1.1%	1.4%
2013/14		26.5%	12.3%	6.1%	16.8%	0.0%	1.0%	4.2%	0.0%	28.1%	1.0%	3.2%	1.0%	1.5%
1 year average		26.5%	12.3%	6.1%	16.8%	0.0%	1.0%	4.2%	0.0%	28.1%	1.0%	3.2%	1.0%	1.5%

Abbreviations: The Glossary provides fuller definition of each of these terms which are used below for ease of explanation.

ASD- Autistic Spectrum Disorder BESD- Behavioural, Emotional and Social Difficulties. HI- Hearing Impairment

MLD- Moderate Learning Difficulties MSI- Multi-sensory Impairment OTH-Other PD- Physical Disability

PMLD- Profound and Multiple Learning Difficulties SLCN- Speech, Language and Communication Disorders.

SpLD- Specific Learning Difficulties VI- Visual Impairment

Table 1 shows consistent rises in the numbers of pupils with Statements of Special Educational needs in mainstream primary schools, the sharpest increase taking place in 2013/14 when numbers more than doubled, from 137 to 280. Since then, these have been growing by around 10 a year so that by 2023/24, they are expected to rise from 137 to 274, i.e. doubled within 10 years.

The sharpest rises are in the Autism (ASD), Moderate Learning Difficulty (MLD), Behaviour (BESD) and Language (SLCN) groups, the number for ASD doubling over 10 years from 44 to 99 and that for MLD and BESD tripling from 14 to 46 and 21 to 63 respectively. SLCN increased from 34 in 2012/3 to 97 in 2014-5 and are predicted to rise to 101 in 2020/21; i.e. an increase of 300%. Increases in the other groups are much smaller to the extent of not requiring substantial strategic planning or action as clearly ASD, MLD, BESD and SLCN represent the main areas of growth.

Table 2 shows the distribution in mainstream secondary schools.

Table 2: Havering Secondary SEN projections by type of need

Year	Total secondary NOR	ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	Total
2012/13	15028	64	42	15	54	0	3	26	1	47	2	30	7	291
2013/14	14837	75	54	18	66	0	4	32	1	57	2	32	7	348
2014/15	15038	77	57	18	81	0	4	32	0	61	2	14	7	353
2015/16	15075	77	57	18	81	0	4	32	0	61	2	14	7	354
2016/17	15366	79	58	18	83	0	4	33	0	62	2	14	7	361
2017/18	15622	80	59	19	84	0	4	33	0	63	2	15	7	367
2018/19	16226	83	62	19	87	0	4	35	0	66	2	15	8	381
2019/20	16642	85	63	20	90	0	4	35	0	68	2	15	8	391
2020/21	17070	87	65	20	92	0	5	36	0	69	2	16	8	401
2021/22	17359	89	66	21	93	0	5	37	0	70	2	16	8	407
2022/23	17812	91	68	21	96	0	5	38	0	72	2	17	8	418
2023/24	18051	92	68	22	97	0	5	38	0	73	2	17	8	424

	ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	Total
2011/12	22.0%	14.4%	5.2%	18.6%	0.0%	1.0%	8.9%	0.3%	16.2%	0.7%	10.3%	2.4%	1.9%
2012/13	21.6%	15.5%	5.2%	19.0%	0.0%	1.1%	9.2%	0.3%	16.4%	0.6%	9.2%	2.0%	2.3%
2013/14	21.8%	16.1%	5.1%	22.9%	0.0%	1.1%	9.1%	0.0%	17.3%	0.6%	4.0%	2.0%	2.3%
1 year average	21.8%	16.1%	5.1%	22.9%	0.0%	1.1%	9.1%	0.0%	17.3%	0.6%	4.0%	2.0%	2.3%

As with mainstream primary placements, Table 2 shows similar distributions of pupils in mainstream secondary schools. Numbers of ASD, MLD and BESD show similar increases; ASD increasing from 77 in 2014-15 to a projected number of 87 in 2020/21 and to 92 in 2023-24. BESD numbers increased from 57 in 2014-15 and are expected to rise to 65 in 2020-21 and to 68 in 2023-4. SLCN increased from 61 in 2014-15 and are predicted to rise to 69 in 2020-21 and to 73 in 2023-24. MLD numbers also increased from 81 in 2014-15 to a predicted increase to 92 in 2020-21 and to 97 in 2023-4.

Mainstream provision for Children with Moderate and Specific Learning Difficulties

Whilst there are noticeable increases in the numbers of children and young people with moderate learning difficulties in mainstream primary and secondary schools, this is not an issue which is in any way unusual. Mainstream schools across the country are becoming even more skilled and experienced in meeting the needs of these pupils, being well able to make the necessary adjustments to provide for them. It is therefore not surprising that mainstream schools in Havering are successfully including these pupils so that it can be reasonably expected that this can continue within existing arrangements. Indeed these arrangements will not need to be too dissimilar to those that operate for pupils with Specific Learning Difficulties where numbers with Statements are falling rapidly year on year, now, in 2015, at 50% less than they were in 2012-13.

Mainstream Provision for Children with Physical, Hearing and Visual Impairment and those with Severe Learning Difficulties

As the tables show the numbers of pupils requiring such provision in the mainstream are so low that they do not constitute a priority for strategic action now or in the future.

Mainstream Provision for Children with Speech, Language and Communication Needs.

The way that children with speech, language and communication needs are classified for reporting purposes often means that this group includes a number of pupils on the autism continuum. It is therefore possible that a significant number within this group have an Autistic Spectrum Disorder as one of their needs though the approach they require may be different, with speech and language intervention, featuring prominently as their key requirement. Consultation with schools suggest that they remain very focused and committed to this group and are confident at meeting their needs, particularly if they are able to access support from speech therapists.

Children with Autistic Spectrum Disorder and Behavioural, Emotional and Social Difficulties

These two groups show large increases over the years and are clearly a concern for schools. This is not altogether surprising, given that the situation in Havering schools mirrors that of many schools across the country. Consultation with schools and other stakeholders confirms that they view these two groups as requiring priority attention. It is clear that the increases in their numbers and their complex requirements have been a source of great challenge to schools, placing additional demands on staff. Their needs are extensive and becoming increasingly complex to the extent that schools need support to continue to successfully provide for them. There is no doubt that these two groups require planning and intervention at a strategic level, aimed at ensuring that the provision they require is in place and that the shortfalls that have been identified are addressed in a timely and effective manner.

Tables 1 and 2 show the predicted increases in the numbers of these pupils in mainstream schools. Some of them are likely to benefit from either an Additionally Resourced Provision (ARP) in a mainstream school or other special facility. The data suggests that there will be an additional 23 pupils on the Autism continuum in mainstream schools within 5 years, increasing to an additional 32 within 10 years. Similar increases are predicted for pupils with behavioural, emotional and social difficulties, with an expected increase of 14 within 5 and 19 pupils within 10 years.

The need to provide for both existing pupils and the predicted increases will therefore be a key element of this Strategy.

Table 3 shows the special school projections.

Table 3: Havering Special School Projections

Table 3: Havering Special School Projections															
Year	5-16 population	Total number of statemented pupils in Havering special schools	ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	Grand Total
2012/13	33851	242	64	8	2	54	0	3	7	20	32	48	2	2	242
2013/14	34037	274	78	13	2	57	0	3	7	21	35	52	3	3	274
2014/15	34378	294	81	14	2	58	0	4	7	27	34	62	3	2	294
2015/16	34733	297	82	14	2	59	0	4	7	27	34	63	3	2	297
2016/17	35339	302	83	14	2	60	0	4	7	28	35	64	3	2	302
2017/18	36047	308	85	15	2	61	0	4	7	28	36	65	3	2	308
2018/19	36899	316	87	15	2	62	0	4	8	29	36	67	3	2	316
2019/20	37762	323	89	15	2	64	0	4	8	30	37	68	3	2	323
2020/21	38578	330	91	16	2	65	0	4	8	30	38	70	3	2	330
2012/22	39348	337	93	16	2	66	0	5	8	31	39	71	3	2	337
2022/23	40093	343	94	16	2	68	0	5	8	31	40	72	3	2	343
2023/24	40759	349	96	17	2	69	0	5	8	32	40	74	4	2	349
	Pupils in special schools as % of 5-16 pop	ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI		
2012/13	0.71%	26.4%	3.3%	0.8%	22.3%	0.0%	1.2%	2.9%	8.3%	13.2%	19.8%	0.8%	0.8%		
2013/14	0.81%	28.5%	4.7%	0.7%	20.8%	0.0%	1.1%	2.6%	7.7%	12.8%	19.0%	1.1%	1.1%		
2014/15	0.86%	27.6%	4.8%	0.7%	19.7%	0.0%	1.4%	2.4%	9.2%	11.6%	21.1%	1.0%	0.7%		
1 year average	0.86%	27.6%	4.8%	0.7%	19.7%	0.0%	1.4%	2.4%	9.2%	11.6%	21.1%	1.0%	0.7%		

The special school data shows that Havering has been successful in including the majority of its pupils in the mainstream. In 2014-15, there were 294 placements in Havering special schools, compared with 663 in the mainstream, i.e. less than half at 44% in special schools. The data also shows that the largest numbers of pupils in special schools are on the autism (ASD) continuum, followed by pupils with severe learning difficulties (SLD). The number of pupils with behavioural, emotional and social difficulties (BESD) is low and this is due to the fact that the LA has no special school of this kind, all of its 3 special schools, being for children with learning difficulties and complex needs. Those in Havering's special schools categorised as having behavioural, emotional and social difficulties, probably do not experience these as their primary needs. It is also noticeable that the number of pupils with moderate learning difficulties (MLD) is high and increasing. This is against the national trend. Given that there are already large numbers of these pupils in the mainstream, this is intriguing. It may be that some of these pupils are able to return to mainstream settings, if appropriate provision were to be in place for them, and this possibility requires exploration. Indeed our consultation would suggest that this should form part of this Strategy, particularly as the demand for special school places is growing so rapidly. Whilst there was a total of 242 pupils in Havering special schools in 2012, this has grown to 297 by 2015, i.e. an increase of 55 or 22 %. This is expected to increase by another 52, i.e. a further 17.5% to 349 by 2023-24.

However, it is also clear that the number of children with autism (ASD) requiring special school places is increasing; the data predicts an increase of 50% over a 10 year period, i.e. from 64 in 2012-13 to 91 in 2020/21 and 96 in 2023-24. The number of children and young people with severe learning difficulties is also increasing; from 48 in 2012-13 to a prediction of 74 in 2023-24. The number of those with profound and multiple learning

difficulties (PMLD) also shows a worrying trend. Although this is usually a low incidence need, numbers are predicted to nearly double over a 10 year period, from 20 to 32. It is not clear why there are some pupils with specific learning difficulties (SpLD), albeit in low numbers, in special schools and this will be kept under review.

PLACEMENTS IN OUT OF BOROUGH SCHOOLS

Out Borough Local Authority (OLA) Special Schools

Table 4 shows the number of placements in out of borough special schools maintained by other Local Authorities (OLA) and their distribution by type of need.

Table 4: SEN projections for Havering residents with a statement of SEN who attend an out of borough special school

Year	5-16 population	Total number of stated residents in OLA special schools	ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	Grand Total
2012/13	33851	61	15	20	2	4	0	0	2	3	6	5	3	1	61
2013/14	34037	77	19	28	2	5	0	0	4	3	7	5	3	1	77
2014/15	34378	77	19	28	2	5	0	0	4	3	7	5	3	1	77
2015/16	34733	78	19	28	2	5	0	0	4	3	7	5	3	1	78
2016/17	35339	79	20	29	2	5	0	0	4	3	7	5	3	1	79
2017/18	36047	81	20	29	2	5	0	0	4	3	7	5	3	1	81
2018/19	36899	83	20	30	2	5	0	0	4	3	8	5	3	1	83
2019/20	37762	85	21	31	2	5	0	0	4	3	8	5	3	1	85
2020/21	38578	86	21	31	2	6	0	0	4	3	8	6	3	1	86
2022/23	40093	90	22	33	2	6	0	0	5	3	8	6	3	1	90
2023/24	40759	91	23	33	2	6	0	0	5	4	8	6	4	1	91
	Havering residents in out of borough special schools as % of 5-16 pop		ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	
2012/13	0.18%		24.6%	32.8%	3.3%	6.6%	0.0%	0.0%	3.3%	4.9%	9.8%	8.2%	4.9%		1.6%
2013/14	0.23%		24.7%	36.4%	2.6%	6.5%	0.0%	0.0%	5.2%	3.9%	9.1%	6.5%	3.9%		1.3%

Table 4 clearly shows that the number of out of borough placements in other Local Authority special schools (OLA) has been increasing over the past few years and that this is expected to be 50% higher within 10 years. The majority of these placements are for children with an Autistic Spectrum Disorder (ASD) and those with behavioural, emotional and social difficulties (BESD). Some of these OLA schools are in neighbouring boroughs whilst others can be much further, all requiring transport. The cost of these placements is around £500k p.a., rising to £692k, if transport costs are included (see Table 5). Currently there are 68 Children and Young People in these placements, 62 under 16 and 6 over 16 years of age. The average cost to Havering is around £7k p.a. in top ups with the school receiving another £10k per place from the Education Funding Agency (EFA) so that the actual, total cost is £17k p.a., excluding transport. This rises to £20k if transport costs are included. If such provision were available in Havering and places funded through the EFA, the top up would be the same at around £7k per place p.a. but with transport costs substantially reduced. This is, of course, dependent on

Havering's bid to increase places at its special schools being agreed by central government though there is no reason as to why not, given the obvious population growth and the scarcity of special school places.

The high number of pupils with an Autism Spectrum Disorder (ASD) in out-borough LA special schools is primarily due to the lack of specialist places in local special schools; there are only 3 of these and they are all full and operating at maximum capacity. There is no reason as to why Havering's own special schools could not meet these pupils' needs as they are essentially the equivalent of similar schools set up for Autism Spectrum Disorder in other Local Authorities, the main difference being that the latter have places available.

The number of pupils with Autism Spectrum Disorder (ASD) in Other LA special schools currently stands at 19, though gradually increasing. These pupils may be able to be included in Havering's own special schools, particularly if additional capacity could be created. This could be through planned expansion and/or through the transfers of pupils with moderate learning difficulties (MLD) elsewhere, either to mainstream schools or in Additionally Resourced Provision (ARP) in mainstream schools for pupils with learning difficulties or indeed at off-site satellite units specially set up for this purpose and run by their own special schools. Given that there are around 69 of these pupils with MLD in special schools, their transfers would mean that there could be capacity for more than the 19 to 22 ASD pupils currently out of borough, enabling resources to be re-directed in this way.

There are also a larger number of children and young people with behavioural, emotional and social difficulties (BESD) in out-borough placements as a direct result of no specialist provision being available locally. The number of pupils with behavioural, emotional and social difficulties would, on its own, be sufficient to fill a special school within a couple of years, with 28 pupils currently attending out borough special schools, with an expected increase to around 30 within a few years. This would avoid the need for travel and save on costs. However, capital constraints make these difficult so that the addition of these types of places through the creation of specialist Additionally Resourced Provision (ARP) for pupils with behavioural, emotional and social difficulties (BESD) is possibly a way forward.

Out Borough Independent Non Maintained Special Schools Placements

Non-maintained Special schools are completely independent of Local Authorities, being run by private organisations and charities, setting their own admission and fee arrangements and specialising in particular areas of special educational needs, e.g. autism, behavioural, emotional and social difficulties, or medical needs.

There are currently 62 children and young people from Havering attending these placements, funded by the Local Authority, at a cost of around £3m p.a. Another £170k is top sliced from Havering's Dedicated Schools Grant for Independent Non Maintained Special Schools so that the actual cost is greater at around £3.2m p.a. The average cost is around £50k per place per annum though fees can range from £40 to over £200k per place p.a., particularly where the school also provides a residential facility.

The LA spends also around £387k on transport costs to Out Borough Independent Non Maintained Special Schools, i.e. an additional £6,241.00 on transport per pupil p.a. In total, the LA is therefore spending around £3.6m on placements in independent special schools, if transport costs are included.

The majority of pupils in Independent Non Maintained Special Schools are again in respect of those with an Autism Spectrum Disorder (ASD) and those with Behavioural, Emotional and Social Difficulties (BESD). Havering makes these placements either due to lack of local provision and in some instances, where children and young people require a residential facility due to social or health needs, in which case, social care or health or both, sometimes make a financial contribution to the education funding.

Clearly the cost of placing children and young people in Independent Non Maintained Schools is high, placing severe and increasing pressure on the Local Authority's Special Educational Needs (High Needs) Budget. We

accept that this level of expenditure is unsustainable. We are therefore exploring how this can be controlled and reduced, especially where there is an option of making local provision, either through the creation of additional capacity in special schools or through the re-distribution of pupils in local schools. We will also systematically review placements in independent special schools in a thorough, multi-professional and holistic way, involving all parties, particularly parents and carers, to make sure that the focus remains on the needs of the children and young people whilst also making the most efficient and effective use of resources.

SPECIAL EDUCATIONAL NEEDS TRANSPORT

The cost of transporting children and young people to out borough Other Local Authority and Independent Non Maintained Special Schools is around £600k p.a. This is funded through Havering's "Base Budget", i.e. from the Council's own budget, without any contribution from central government for this purpose in its Dedicated Schools Budget (DSB).

Table 5 shows the distribution of these transport costs in 2014-15.

Table 5: SEN Transport Costs to Out Borough Special Schools (2014-15)

Transport Type	Cost	Number of CYPs
OLA Transport Pre 16	172,996.00	62 pre 16
OLA Transport Post 16	18,614.00	6 Post 16
OLA Total	191,610.00	
Independent Schools Pre 16	367,461.00	42
Independent Post 16	19,352.00	19
Independent Total	386,813.00	
TOTAL COST	£578,423.	123

The Local Authority currently transports 123 children and young people to OLA and Independent schools out of the borough, at an average cost of £4,702 per child/young person p.a. The total cost in 2014-15 was £578,423 and is rising, estimated to reach around £604,000 in 2015-16. In 2014-15, the Local Authority spent around £387k on transport to independent non maintained schools, representing two thirds or 66% of the total cost. This is twice the amount spent on transport to Other Local Authority (OLA) maintained special schools. £192k was spent on transport to OLA special schools in a number of London boroughs and elsewhere; ranging from Newham, Lewisham, Brent, to Hillingdon and Essex.

Children and young people in independent non maintained schools are travelling much further across the country, some living away from home, in order to access their education. Many travel on a daily basis because there is no suitable place or vacancy locally. Some live away from home because of the distance, making daily journeys impossible. A few are in the care of the Local Authority.

This Strategy aims to reduce the need for children and young people to travel great distances so that they may have the opportunity of having their needs met locally, as close to home as possible. These children and young people are amongst the most vulnerable, many having to travel for up to 2 hours or more daily. We are therefore planning to develop a range of provision for children with Autism Spectrum Disorder (ASD) and behavioural, emotional and social difficulties (BESD) in strategic locations, particularly around the most densely and socially deprived areas of the borough. The aim is to have a range of provision in each district.

We also recognise that in order to maintain children and young people in the borough, there may be additional pressures on local schools and service providers. We are therefore committed to supporting our local partners, including parents and families through planned re-direction of resources.

STRATEGIC PRIORITIES

The above analyses in respect of mainstream, special school and out of borough placements clearly point to the need to adopt the following priorities.

- The establishment of new Additionally Resourced Provision (ARP) for pupils with Autism Spectrum Disorder (ASD) to support mainstream schools
- The creation of capacity in special schools for growth in predicted pupil numbers over the next 5-10 years and for those with Autism Spectrum Disorder (ASD) through the transfers of pupils with moderate learning difficulties (MLD) to ARPs in the mainstream
- A reduction in the number of Autism Spectrum Disorder (ASD) pupils placed outside of borough, including planned returns of some pupils considered able to benefit from more local provision through placements in Havering special schools once their capacity has been increased.
- The setting up of specialist facilities for pupils with BESD to support mainstream schools
- A planned reduction and where possible a return of pupils from out borough BESD placements to Havering's BESD resources.

The rationale with this approach derives from the current level and predicted growth in the needs of these two groups. If no action is taken, the only option will be to increase reliance and expenditure on out-borough placements whilst also accepting increased pressure on Havering's mainstream and special schools. Both of these options will be unsustainable. Out borough placements are costly and if special school numbers are not increased, there will be a shortfall of around 50 places which will involve even greater expenditure. There will need to be a two-pronged approach with special schools, dealing with both the expected increase in demand for places and the requirement to provide for a growing number of pupils with an Autism Spectrum Disorder.

Whilst capital constraints represent a major issue, there are ways in which the increased capacity required may be funded through revenue expenditure, particularly, if resources can be reduced and re-directed from out-borough spending.

ACTION PLAN

The following Action Plan is proposed.

Priority One

- The establishment of new ARP for pupils with ASD to support mainstream schools
- The creation of additional capacity in special schools for ASD pupils through the transfers of MLD pupils to ARPs in the mainstream
- A reduction in the number of ASD pupils placed outside of borough, including planned returns of some pupils considered able to benefit from more local provision through placements in Havering special schools once their capacity has been increased.

The projections in Tables 1-3 suggest that there will be increases of pupils with autism in the mainstream of around 23 within 5 and 32 within 10 years. These will be on top of the increases in the number of other pupils with autism requiring special school places, estimated to be around an additional 27 pupils within 5 years, rising to 32 within 10 years. Together this means increases of 50 pupils with an Autism Spectrum Disorder within 5 and 64 within 10 years needing places in both mainstream and special schools. The establishment of ARPs will help absorb these numbers as will the setting up of off-site satellite units run by special schools. The provision of 32 places in mainstream ARPs for pupils with an Autism Spectrum Disorder and further 32 in off-site units will, in effect, ensure that those in mainstream can have their needs met there whilst also enabling special schools to

transfer those who would benefit from mainstream experiences and education. Mainstream ARPs may also allow for more pupils with moderate learning difficulties (MLD) to remain in their schools, reducing their need to transfer to special schools. Off-site units will, on the other hand, release places in special schools and create the capacity needed for pupils with more severe needs. They will also create places for some pupils with ASD currently in out of borough placements due to lack of local provision.

A key element of this Strategy is the requirement for suitable pupils to be reviewed and carefully assessed to determine how best they may be supported where change is deemed to be beneficial. This will be in the form of targeted Annual Reviews to include parents and key stakeholders to secure the necessary consultation and agreement, including the required transition.

The time line below shows how this can be achieved in relation to each group.

Autism Spectrum Disorder (ASD):

2015-2016

In its report to Schools Forum dated 10 June 2015, the LA proposed an ambitious action plan to create an additional 20 places for pupils with ASD through the establishment of 2 new ARPs, 1 primary and 1 secondary, with 10 places in each, to cover for the age range of 3 to 19. These are planned within the current financial year and are intended to complement the existing ARPs for Autism Spectrum Disorder currently operating at RJ Mitchell and Hall Mead Academy. It is hoped that these can be located in the North West/West, given that RJ Mitchell and Hall Mead can respectively serve the South East and North East parts of the borough. This will reduce the need for pupils to travel any great distances in addition to reducing travel costs.

2016-2017

2 off-site Satellite Units with 10 places in each to create capacity in special schools through the planned transfers of pupils whose needs can be better served through this type of provision. This will follow consultation with special schools who have expressed an interest in operating this kind of resource, with preference given to those who have identified an off-site facility, either in a mainstream school or elsewhere. Where an off-site setting is not available, feasibility studies can be conducted to determine alternatives within the special school's own site and/or the possibility of their staff supporting students in other settings through out-reach or through staffing additions to another establishment, e.g. in a mainstream school/college local to the student's home.

Consultation with all special schools is planned imminently. The aim is to enable those pupils who have made progress to access mainstream education, if this is better suited to their needs. It will also enable the LA to both keep pupils with severe autism in the borough in addition to returning an agreed number from out borough placements, particularly if their "targeted" Annual Reviews indicate that this will be desirable.

2017-2018

- An additional 2 ARPs for ASD, one primary and one secondary, with 10 places in each to serve mainly mainstream ASD pupils.
- An additional 2 satellite units specifically to be used to create capacity in special schools enabling them to transfer pupils whose needs could be met in this way, thereby releasing places for the return of a similar number of pupils from out borough schools which may include the retention of some pupils who would otherwise be placed out of the borough.

The LA also proposes to identify 3-4 schools so that they may work towards becoming “Autism Friendly” as detailed in its School Forum Report of June 10, 2015. These schools will be allocated the equivalent funding of 1 ARP place value, currently £10k p.a. and will form part of a network of ASD facilities within the borough.

Priority Two

The setting up of specialist facilities for pupils with BESD to support mainstream schools and to reduce and in time, obviate out of borough placements.

Havering has no specialist school for children and young people with behavioural, social and emotional difficulties (BESD). Whilst it has PRUs, these are not suitable to make long term provision for pupils with behavioural, social and emotional difficulties (BESD). The LA has therefore tended to rely on its Learning Support Centre at Hilldene Primary School to provide for pupils in the primary sector. There is no secondary facility although the incidence of such needs tends to rise as pupils get older.

The number of pupils with behavioural, social and emotional difficulties (BESD) in mainstream schools increased from 57 in 2014-15 and is expected to rise to 65 in 2020-21 and to 68 in 2023-4. This is high, with many at risk of disciplinary exclusions. In addition there are around 28-30 in out-borough placements.

The LA has 2 options which are either to open a new special school for children and young people with behavioural, social and emotional difficulties (BESD) or to create a number of Additionally Resourced Provision (ARP) in the mainstream for these pupils. The first option is not without risks and uncertainties will require considerable capital resources; it is unlikely to be feasible in the short to medium term. The second alternative has the advantage of spreading numbers in manageable groups whilst also enabling the availability of an Additionally Resourced Provision (ARP) in more than one area of the borough.

In its report to Schools Forum dated 10 June 2015, the LA proposed the setting up of ARPs for pupils with behavioural, social and emotional difficulties (BESD), in addition to the recognition, including additional funding, of “Behaviour Confident Schools”. This Strategy will take this intention forward as follows.

2015-16

- An additional 20 places for Children and Young People with Social, Emotional and Behavioural difficulties through the creation of 1 ARP (Primary), with 10 places in the South East/East, and 1 ARP (Secondary), possibly in the South East/East to link in with its primary equivalent or alternatively in the North West to link in with Hilldene.

This is primarily intended to serve the needs of pupils who would benefit from a small and structured environment within a mainstream setting and/or who otherwise would be at risk of disciplinary exclusion from school.

The LA also proposes to set up 3-4 “Behaviour Confident Schools” funded in the same way and with similar purposes as those recognised as “Autism Friendly”.

2016-2017

- A further 20 places, 10 for primary and 10 for secondary aged pupils with behavioural, emotional and social difficulties.

This is intended to help the LA reduce its number of Out-borough placements and where possible, to return pupils already placed outside of the borough to return to Havering, particularly at key stage transfers. The LA will re-direct funding currently spent on out of borough placements for this purpose.

2017-2020

As for 2016-17.

CAPITAL AND REVENUE IMPLICATIONS

2015-16

The LA is proposing to commit a total of up to £480k p.a. to secure the implementation of its strategy during the 2015-16. However, this would be cost-neutral given that approximately £180k has been identified as a saving arising from the re-configuration of existing ARPs. This would be re-allocated to support the new portfolio of support provision. £200k has also been set aside for ASD developments in the current financial year; and a further £100k has been identified for new provision for pupils with behavioural, emotional and social difficulties.

Whilst capital is already fully committed for 2015 and beyond, the LA will consider any capital that may be available now and in the future. It will also consider any capital requirements that may be available in its 2017 allocations from central government.

2016-2020.

Additional places for ASD and BESD pupils will be through the Dedicated Schools Grant (DSG), due to the growth in the LA population. The LA will need to apply for DSG High Needs Funding, using the evidence it has to show its growth requirements and the shortfalls it needs to address to ensure sufficient capacity for children and young people with special educational needs in its schools.

CONCLUSION

In this Strategy, we have described our vision for special educational needs and disability (SEND) in Havering. We have consulted with schools and other stakeholders in order to agree the rationale and determine the way forward. We have also conducted extensive analyses of the special educational needs and disability data maintained by the LA, including projections on how our population of children and young people will increase over the years, preparing for demographic growth and other changes in an attempt to best plan for the future and meet their needs.

We have identified two priorities which are to increase provision for children and young people with an Autism Spectrum Disorder and for those with behavioural, emotional and social difficulties. Our Strategy deals with the short and medium term action required, detailing the steps required to increase local capacity so that more of these pupils can be educated in the borough without the need to travel or indeed, in some cases, living away from home.

We hope to improve outcomes for both groups and to involve and engage these children and young people so that they may make the most of their education and improve their life chances. We will work in close partnership with their parents, teachers and other stakeholders to make sure that our vision that they should experience the best education possible and not be disadvantaged is an everyday reality. Our Strategy will provide the framework to make this happen.

We will use this Strategy as a live document to guide us in what we do and why we are doing it, constantly putting the needs of the children and young people we serve, first.

GLOSSARY

ADHD	Attention Deficit Hyperactivity Disorder
ASD	Autism Spectrum Disorder
BESD	Behaviour Emotional and Social Difficulties
CLDD	Complex Learning Difficulties and Disabilities
CYP	Children and Young People
EHC	Education, Health and Care
FE	Further Education
HI	Hearing Impairment
ISP	Independent Specialist Provider
LA	Local Authority
LDA	Learning Difficulties Assessment
LDD	Learning Difficulties and Disabilities
LEA	Local Education Authority
MLD	Moderate Learning Difficulties
MSI	Multisensory Impairment
OOB	Out of Borough
PD	Physical Difficulties
PMLD	Profound and Multiple Learning Difficulties
SEN	Special Educational Need
SEND	Special Educational Need and Disability
SLCN	Speech, Language and Communication Needs
SLD	Severe Learning Difficulties
VI	Visual Impairment

