



CABINET

Subject Heading:

Commissioning Plan for Education
Provision 2019-2023

Cabinet Member:

Councillor Robert Benham - Deputy
Leader of the Council, Cabinet Member for
Education, Children & Families

SLT Lead:

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Services

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Policy context:

The Strategy has implications for all wards
in the borough.

No financial implications from approving
the strategy, however, there will be
significant financial implications arising
from its delivery.

Financial summary:**Is this a Key Decision?**

Yes

When should this matter be reviewed?

December 2018

Reviewing OSC:

Children's Services

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

Communities making Havering
Places making Havering
Opportunities making Havering
Connections making Havering

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SUMMARY

Births in Havering rose significantly from 2,257 in 2002 to 3,423 in 2016 and this has been reflected in higher primary school intakes in recent years. To meet the increased demand, an additional 5,360 primary school places have been created across the borough in the last seven years. Secondary school intakes are starting to rise as a result of larger cohorts transferring to primary schools and to meet the increased demand an additional 1,075 secondary school places have been created over the last three years. During the period to 2022/23 we expect a further 318 primary school reception places to be needed in the borough.

Alongside this, the Council since August 2017 till date, has worked with providers to create an additional 422 (0-5 years) early years places to support the early years education and childcare entitlement in day nurseries, preschools, maintained nurseries and childminder settings. In addition, we have provided a further 108 full-time equivalent early years places in Spring 2018 in recognition of the roll out of the 30 hour offer for working parents/carers of three and four year olds from September 2017.

The Council is also working with its partners and has created 121 special school places through expansion of its special schools and creation of Additional Resourced Provision (ARP) in schools to serve the growing demand for specialist provision in the borough.

This plan is intended to update the Cabinet on the latest school places data and set out the proposed approach to meet that growing demand for the next five years, in the context of new national expectations about this changing role. The plan is also intended to:

- help the school community understand the longer term population trends and the implications for their schools;
- let parents and the wider community of Havering know what changes are planned and how their views and preferences have contributed to key planning decisions;
- outline to potential sponsors of new schools, such as Academies and Free schools, contextual information about Havering's changing school population.

RECOMMENDATIONS

That Cabinet:

1. Approve the draft Commissioning Plan for Education Provision (CPEP) in Havering 2019-2023;

2. Approve the circulation of the draft CPEP for consultation to all stake holders in early years and school place planning;
3. Delegate the determination of the final CPEP, to the Cabinet Member for Children & Learning in consultation with the Director of Children's services;
4. Approve for the LA to work with Havering sponsors to submit an application in Wave 13 for a new 3 FE mainstream primary free school in Romford.
5. Approve for the LA to submit an Expression of Interest (EOI) for a new special free school and an AP free school
6. To note that a further report will be going to Cabinet, that will set out the details of each expansion scheme, the consultation process and indicative costs and funding for each scheme.

REPORT DETAIL

1. Introduction

- 1.1 In Havering we have seen an increase of 52% in the number of births between calendar years 2002 to 2016. This includes a 19% increase in the birth rate from 2012 to 2016. Havering saw the highest birth rate increase over this period for a London Local Authority. The next highest birth rate increase for a London Authority over this period was less than 5%, with the majority of boroughs seeing a decrease in their birth rate.
- 1.2 Havering was the only London borough to have a year on year increase in the birth rate since 2013. This shows that although the majority of London boroughs have experienced a reduction in the birth rate, Havering is still experiencing an increasing birth rate that will lead to larger reception cohorts each year.
- 1.3 The number of Primary age pupils (Years R -6) in Havering schools is expected to rise significantly from 21,962 in 2017/18 to 25,375 in 2022/23. Beyond this point the pupil population continues to increase year on year. Across Havering, by 2027/28, pupil numbers are forecast to be 27,027.
- 1.4 The number of Secondary age pupils (Years 7-11) in Havering schools is expected to rise significantly from 14,338 in 2017/18 to over 16,600 in 2024/25 (the end of the standard forecasting period). Beyond this point, the longer term strategic forecasts indicate that pupil numbers will continue to rise, although this estimate is heavily influenced by projections of new

housing development beyond 2025, the principal driver for Havering's long term strategic forecasts. Any further major housing developments in any of the secondary planning areas may require new school sites and school provision in order to accommodate the school place demand.

- 1.5 This substantial change in primary and secondary population requires an agreed plan to enable the Council to continue to meet its responsibility for ensuring there are sufficient school places in the area.

2. Early Years Education and Childcare

- 2.1 We are aware that assessing the childcare market and ensuring a sufficiency of provision is both a complex and a constantly moving challenge. Analysis of childcare places for 0-4 year olds shows that across the borough there is a surplus of places.

Forecasts for 2018/19 indicates a potential shortfall of places in in the Elm Park, Gooshays, Harold Wood, Mawney, Rainham & Wennington and Squirrels Heath wards in 2018-19. This is the position based on existing capacity as of summer 2017, however, this situation may change as new providers open and existing providers may close. We will continue to work with providers, schools and potential providers to encourage the establishment of additional provision where this is required. When a new school is delivered according to the ESFA baseline design a nursery space will be included.

- 2.2 The Government Policy to offer 30 hours free early education and childcare went live in September 2017. Havering put in an additional 108 places for the 30 hour offer. Demand for 30 hour places is currently estimated and is constantly under review to ensure that there is sufficient number of places to meet demand

3. Primary Places

- 3.1 The factors that have contributed to the rise in primary pupil numbers have been identified as the:
 - substantial increase in the number of births within the borough;
 - increase in the cohort growth between those born in Havering and those entering Reception as a result of pupils moving into the borough;
 - increase in the cohort growth across all primary year groups as a result of pupils moving into the borough.
- 3.2 The number of Reception pupils in Havering schools has increased from 2,607 in 2008/09 to 3,298 in 2017/18. This is an increase of 27%. The

number of Primary pupils in Havering schools is forecast to rise from 18,297 in 2008/09 to 25,375 in 2022/23.

3.3 Future reception places needed by FE by planning area over time

Planning Area	Reception places needed by FE				
	By 2018-19	By 2019-20	By 2020-21	By 2021-22	By 2022-23
Collier Row	0	0	0	0	0
Elm Park	0	0	1	1	1
Harold Hill	0	0	4	3	3
Hornchurch	0	0	2	1	1
Rainham and South Hornchurch	0	0	1	2	3
Romford	0	0	1	3	3
Upminster and Cranham	0	0	1	0	0

3.4 Options to meet the projected future demand for places by planning area:

- **Collier Row-** no additional reception places needed in this planning area over the plan period.
- **Elm Park-** 1FE permanent expansion needed from 2020/21.
- **Harold Hill-** 1/2 FE permanent expansion needed from 2020/21, consider whether remaining need can be met by bulge classes (the above table includes permanent expansion of Mead from 2019-20).
- **Hornchurch-** 1FE permanent expansion needed from 2020/21, remaining need to be met by bulge classes.
- **Rainham and South Hornchurch-** pre-statutory consultation has been conducted regarding a 1FE expansion of Brady Primary School. If the statutory proposal for this school is approved this will be implemented from 2020-21. As part of the Beam Park development in this area a new 3FE primary school is needed by 2021-22 (although this will be closely linked to the housing delivery). The new school should meet the remaining need within the plan period.
- **Romford-** due to the housing growth planned in the area over the next five years, a new 3FE primary school will be needed by 2021-22 (although this will be closely linked to the housing delivery). The 1FE need in 2020-21 will be met by a bulge class.
- **Upminster and Cranham-** the 1FE need in 2020/21 will be met by a bulge class.

4. Secondary Places

- 4.1 The number of Year 7-11 pupils in Havering Secondary schools has been declining in recent years from 15,422 in 2008/09 to 14,338 in 2017/18. Thereafter it is forecast to increase to 16,677 through the period to 2024/25, an increase of 16% on current roll numbers.
- 4.2 The number of Year 7 pupils in Havering schools has fallen in recent years from 3,125 in 2008/09 to a low point of 2,829 in 2013/14. Thereafter, Year 7 rolls are forecast to rise to almost 3,511 through the period to 2024/25, an increase of 23% on current roll numbers.
- 4.3 The current surplus capacity for Year 7 is 14% across Havering, however this varies across planning areas. By the end of the forecasting period (2024/25) there will be a deficit of around -1% deficit capacity in Year 7 across the borough (based on current capacity data and known future expansions) so plans to commission additional secondary school places will need to be brought forward in the coming years to address this situation.
- 4.4 Future year 7 places needed by FE by planning area over time

Year 7 places needed by FE							
Planning Area	By 2018-19	By 2019-20	By 2020-21	By 2021-22	By 2022-23	By 2023-24	By 2024-25
North East	0	1	0	0	1	1	1
North West	0	0	0	0	0	0	0
Central	0	0	0	0	0	1	1
East	0	0	0	0	0	0	0
South	0	0	0	0	0	0	1

- 4.5 Options to meet the projected future demand for places by planning area:

- **North East-** need in this area up until 2022/23 to be met by surplus places in neighbouring Central planning area. From 2022/23 the need will have to be met through permanent expansion in either the neighbouring Central or North West planning areas.
- **North West-** no need projected over the plan period, although permanent expansion could be considered to help meet the need from neighbouring planning areas.

- **Central-** 1FE permanent expansion to be considered from 2023/24 (the above table includes 1FE permanent expansion of Redden Court and permanent PAN rationalisation of 12 places at Abbs Cross).
- **East-** no need projected over the plan period (the above table includes a permanent PAN rationalisation of 18 places at Hall Mead).
- **South-** 1FE permanent expansion needed from 2024/25 (the above table includes Harris Academy Rainham increasing its PAN by 1FE from 2020-21).

5 Post-16 Provision

- 5.1 Demographic forecasts from the GLA show that the 16-19 cohort in Havering is projected to decrease over the next few years, before increasing year on year from 2020.
- 5.2 The projections show that the number of students expected to study at Havering sixth form college and FE college is projected to increase from 2019/20 onwards in line with the projected population increase.
- 5.3 The projections show that the number of students expected to study at a Havering school sixth forms is projected to remain fairly static over the next five years.
- 5.4 Future priorities over the plan period - Post 16;
- To secure sufficient resources for world class learning so that all young Havering residents are able to access such opportunities, particularly for learners with support needs .
 - Ensuring that the technical education reforms and the introduction of the Technical study programmes help address Havering's need for a highly skilled workforce.
 - Improving the availability of high quality careers guidance throughout Havering raising aspirations amongst local young people.
 - Continuing to promote and develop the Apprenticeship offer in Havering the short-term there is the potential for there to be a decline in demand for post-16 provision due to lower numbers of 16-19 year olds resident within the borough. However, by 2021 the size of the cohort will expand significantly.
- 5.5 There is sufficient capacity available at Havering Sixth Form College and FE College to meet the projected demand for post 16 over the period of the plan.

5.6 There are sufficient sixth form places available at Havering school sixth forms to meet the projected demand, with no need to increase the number of Havering school sixth form places available over the period of the plan.

5.7 The post-16 provision within the borough provides a sufficient breadth of opportunities at level 2 and Level 3 both vocational and academic. The offer within the school sixth forms and the sixth form college is predominantly academic at level 3 with some aspects of vocational provision. The local Further & Higher Education college offers vocational programmes from entry level to level 4.

5.8 To secure entry level pathways with flexible access to support the NEET/Not known cohort in particular to support the vulnerable cohort to ensure that there are sufficient pathways available at the right level to re-engage this cohort in participating

6. SEND and AP Places

6.1 The [Havering High Needs Strategy](#) has been developed and gives details of our local offer and the changes that will be implemented to ensure that the needs of children and young people with SEND are met.

6.2 Over the period of this plan we are projecting an increase of 9% in the number of Havering residents with an Education Health Care Plan or a statement attending primary, secondary, special school and post-16 provision in a Havering or in an out-borough SEND provision.

6.3 Borough wide projections for Havering residents with an Education Health Care Plan or a statement attending primary, secondary, special school and post 16 provision in a Havering or in out borough SEND provision.

Year	Cognition and learning needs	Communication and interaction needs	Social, Emotional and Mental Health	Sensory and/or physical needs	Total
2015/16	461	492	124	133	1210
2016/17	468	524	161	149	1302
2017/18	484	596	141	153	1374
2018/19	490	606	155	155	1406
2019/20	496	616	157	157	1426
2020/21	506	629	160	161	1455
2021/22	513	638	163	163	1477
2022/23	521	648	165	166	1500

6.4 The table above highlights that for:

- Cognition and Learning needs – historical trend shows a year on year increase and we expect this to continue going forward.
- Communication and Interaction needs- historical trend shows an increase in numbers from with the largest increase from 2016/17 to 2017/18. We expect this increase to continue but at a lower rate. This increase is mainly in Autistic Spectrum Disorder (ASD).
- Social, Emotional and Mental Health – historical trend shows an increase between 2015/16 and 2016/17 however there was a decrease in the numbers between 2016/17 and 2017/18 we expect numbers to increase in 2018/19 and from 2019/20 to increase at a lower rate.
- Sensory and/or physical needs – historical trend shows a year on year increase. We expect this increase to continue but at a lower rate.

6.5 Future priorities over the plan period- SEND;

- Delivering a new 60 place free school to meet the needs of children and young people aged 3-16 years who have complex or severe ASD or social, emotional and mental health difficulties by 2020/21.
- Delivering more Additionally Resourced Provisions (ARPs) in mainstream settings to create more places for pupils with moderate learning difficulties and communication and interaction needs (mainly for those with Autistic Spectrum Disorder) who can best be supported in mainstream provision or an ARP, where appropriate.
- Reviewing and re-designating special schools, as appropriate; reducing the number of pupils with moderate learning difficulties who attend special schools and enabling special schools to support the growing numbers of children with more complex needs.
- Establishing Routes 4 life to deliver places for 19 – 25 year olds with SEND.
- Commissioning a new special free school through the free school wave route (Wave 13) to cater for pupils with complex Autistic Spectrum Disorder needs that cannot be met within an ARP setting.

6.6 Over the last three years, Havering's exclusion figures remain static in comparison to a rise in permanent exclusion nationally:

- 2015/16 36
- 2016/17 37
- 2017/18 34

6.7 Over the last three years, the number of pupils requiring AP has fluctuated slightly with currently to date (September 2017 – June 2018) Havering having 251 pupils listed as in attendance.

6.8 Future priorities over the plan period- Alternative Provision

- To deliver an all through AP Free School which will provide a registered full time offer for a small number of Primary aged pupils who require development and support to be able to return to mainstream and maintain their placement.
- This would also enable secondary pupil's access to a registered full time AP offer so they can work towards Progress 8 that addresses their needs and supports their aspirations and progression into post 16 and adulthood

7. Next steps

7.1 We are asking the Cabinet to approve the draft CPEP. The CPEP would then be circulated for consultation to schools, parents, the Dioceses and all other school place planning stakeholders. Following the end of the consultation period the CPEP Strategy would be revised appropriately and then subject to approval by Lead Member be circulated as the approved CPEP for the next four years.

Key Milestones	Date
Cabinet decision on Draft CPEP	25 July 2018
Consultation Period	Sept – Nov 2018
Decision by Lead Member and Director of Children's Services on Final CPEP	December 2018
Circulation of approved strategy	January 2019

REASONS AND OPTIONS

Reasons for the decision:

This decision is necessary to progress the strategy for ensuring there are sufficient school places in Havering to meet the rising pupil population.

Other options considered:

It was considered that the Council could proceed with the expansion programme without an agreed CPEP in place. However as the Council is in the leadership role

for this major and long term expansion programme, it should be consulting with stake holders on its proposed strategy for meeting the challenge of the rising school population and in so doing reduce the risk of these plans being unsuccessful.

IMPLICATIONS AND RISKS

Financial implications and risks:

Approval of the strategy, which sets out the authority's aims and aspirations for education provision in the borough, does not give rise to any financial implications. However, implementation of the strategy will have significant financial implications. The most significant of these being capital costs arising from the delivery of additional school places and the associated revenue implication once these places are filled.

There are no costs associated with the submission of bids for free school as this will be completed by existing Council officers. A successful bid could attract millions of pounds of investment in providing a new school in the borough which otherwise would need to be funded by the Council. Before any successful bid is accepted the financial implications will be fully assessed.

CAPITAL

The bulk of Basic Need Grant funding allocated up to 2018/19 is fully committed in the Schools Expansion Programme, with only £2.8m unallocated. There was no allocation for Havering in 2019/20 and recently £21,953,472 of grant has been awarded for 2020/21.

Until detailed plans for the provision of additional school places are formulated, it is difficult to say whether this funding will be sufficient to meet the costs arising. However, given that there will be a need to provide both new schools and SEND/AP places, which are more costly than expansions previously delivered, it may well be that further funding is required.

Potential options for bridging any funding gap are as follows:

- S106 contributions/Tariffs/CIL
- Contribution from the DSG as agreed by the Schools Forum
- Further grant allocations
- Council Receipts
- Successful bids to the DfE for funding Free Schools within the Borough
- Borrowing (although there would be associated revenue costs)

The financial implications of the whole school expansion programme will be kept under review as details plans for the delivery of additional places becomes clearer. This will consider the estimated capital cost and funding sources plus the revenue implications of schools and the local authority. Any significant issues will be reported through the appropriate channels as necessary. It is expected that an update will be provided to Cabinet in January 2019.

REVENUE

Revenue Implications for the Local Authority

An increase in school admissions across the Borough may also have a 'knock-on effect' on other budgets such as free school meals, home to school transport, pupil referral units. Any pressures arising will be addressed through the appropriate channels as the needs arise.

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 date. 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 formula even though schools will need to appoint additional staff. The DfE currently allocates a budget of £2.7m within the DSG (Dedicated Schools Grant) from which to fund schools for mid-year increases in pupil numbers where a new class is required. This is currently under review and it is the DfE's intention to allocate this funding on a formulaic basis rather than on historic spend.

This funding is also used to fund the growth already in the school system from previous years as the larger cohorts move through the school and to protect schools that have committed additional resources where the expected increase in pupil numbers is slower than expected.

Funding to LAs for pupils with behavioural or special educational needs is allocated to LAs through a High Needs Block. Each Special School place or Additional Resource Provision 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.

Schools will also be responsible for the ongoing running costs and revenue maintenance costs of any new buildings. Such costs will need to be contained within their overall revenue budgets.

Legal implications and risks:

The draft CPEP will be subject to consultation. It is critical to a sound consultation that it is meaningful, in other words the consultees must be given sufficient information and time to comment and their responses must be conscientiously taken into account by the decision maker before the decision is taken to finalise the CPEP.

The Council has a statutory duty to secure that efficient primary and secondary education are available to meet the needs of the population of their area. (Section 3 Education Act 1996). It is clear that without a strategy to increase the provision within the Borough over the next few years the Council may fall into breach of its statutory duty. Under Section 6A Education and Inspections Act 2006 if a local authority in England consider that a new school needs to be established in their area, they must seek proposals for the establishment of an Academy. The CPEP indicates that new schools are likely and as and when this arises officers will be provided with detailed legal advice.

Individual proposals will need to be submitted to Cabinet for all those schools requiring statutory approval to expand their accommodation to admit additional pupil numbers i.e. above 30 pupils or 25% of all school places. Detailed legal advice will be provided on individual cases as they arise.

Human Resources implications and risks:

The human resources implications will be managed by the school with Education HR support where appropriate. There is likely to be a need for both recruitment of new and reorganisation of current teaching and support staff. The school will undertake both the recruitment and selection and organisational change processes in accordance with the existing and relevant policies and procedures.

Equalities implications and risks:

An Equality Impact Assessment (EIA) was conducted for Phase 4 of the Expansion Programme and an EIA will be undertaken for this phase of the Expansion programme (Phase 5) as the proposals are developed to fully assess their impact on children with protected characteristics and their families.

The decision to initiate formal consultation will provide the opportunity to gather the views of all interested parties and may help to identify potential equality and social inclusion related impacts or risks at an early stage, prior to implementation. The consultation feedback will be used to inform the Equality Impact Assessment for this phase of the expansion programme to ensure all equality impacts are fully assessed and mitigating actions are identified.

BACKGROUND PAPERS

- Draft Commissioning Plan for Education Provision 2019-2023