



## CABINET

**Subject Heading:**

**Outline Proposals to address Early Years, Primary, Secondary and SEND rising rolls – Update to Phase 4 and Phase 5 expansion Programme**

**Cabinet Member:**

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

**SLT Lead:**

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**Policy context:**

The recommendations have implications throughout the Borough

**Financial summary:**

Capital Cost of **£33.500m** will be funded from a combination of basic needs allocation, unallocated capital budget from earlier phases, SEND capital grant and S106 Housing Development contributions. The projected costs for Stage 1 will leave a balance in the Unallocated Reserve of £2.731m. This will be ring fenced to contribute to funding Stage 2 will be the subject of a future Cabinet setting out the detailed proposals together with the sources of the additional funding required. of the programme commencing in 2024/25.

Revenue implications for schools will be funded from the DSG.

An increase in pupil numbers may also have a knock on effect on other local authority budgets. These 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?**

September 2020

**Reviewing OSC:**

Children and Learning

**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**

1. The report seeks Cabinet's approval of the commissioning strategy to implement the next phase of the expansion programme to manage the forecast increase in early years, primary, secondary and SEND pupil numbers beyond the current Phase 4 of the Council's School Expansion Programme.
2. Although many other London Boroughs and urban areas are currently experiencing a plateau or decrease in demand for primary school places, Havering is still forecasting significant growth in the coming years. This increase in demand is due to rising birth rates, an increase in the number of families moving into the borough and continuing growth in housing development.
3. Phase 5 of the Schools Expansion Programme sets out proposals for capital investment of £37.900m to provide for expansion of school places in those areas where there is clear evidence of sustained growth in need over the next five years. The investment will be funded from a combination of basic needs allocation, unallocated capital budget from earlier phases, SEND capital grant and S106 Housing Development contributions.
4. This rise in demand in Primary and SEND means that the Council needs to do two things:
  - 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.
  - Plan for a longer term growth in pupil numbers to meet demand from new housing and a growing population and establish new schools as and when required.
5. The recommendations take account of the very wide resident, parent and stakeholder consultation outcomes of the Council's agreed [Commissioning Plan for Education Provision 2019 – 2023](#).
6. Approval of the recommendations will enable officers to undertake consultation with stakeholders including 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 likely future demands.

**RECOMMENDATIONS**

**That Cabinet:**

1. **Agree** Phase 5 school expansion programmes should continue to be developed based on the following approach in line with the [decision on the Commissioning Plan for Education Provision 2019-2023](#)
  - i. 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 in areas where there are no schools with high surplus capacity.
  - ii. To consider the expansion of existing schools, but only to a maximum size of 4 FE in the primary phase, ensuring at all times that high standards of education are paramount.
  - iii. To consider the delivery of additional primary and secondary places as a result of major regeneration through establishment of new schools.
  
2. **Agree** that in respect of all proposals set out below that all relevant statutory processes, including planning, should be followed and where the process is the responsibility of an Academy to provide all necessary support. Where consultation is necessary the proposals below are subject to the outcome of such consultation.
  
3. **Approve** Capital Budget of £33.500m to fund Phase 5 of the Schools Expansion Programme from 2020/21 to 2023/24 including:
  - 3.1. **Increase in Early Education and Childcare Places including implementation of :**
    - i. New 20 place nursery provision at Forest Approach Academy following the outcome of a successful bid for grant of Capital funding from the Department for Education to create new high-quality school-based nursery places, targeted at closing the gap for disadvantaged children.
    - ii. A maintained nursery at The R J Mitchell Primary School of 47 places for 2, 3 and 4 year olds from 2021/22
    - iii. A 47 place nursery provision on Beam Park School for 2, 3 and 4 year olds from 2021/22
    - iv. A 47 place nursery on Bridge Close for 2, 3 and 4 year olds from 2023/24

**3.2. Increase in Primary Places including implementation of:**

- 3.2.1. Establish one-off bulge classes as an interim measure to increase Primary places in 2020/21
- 3.2.2. Permanent Primary Places expansion proposals in the following planning areas where there is clear evidence of a sustained need over the next five years subject to planning and consultation where necessary:
- i. Elm Park Planning area:
    - Expansion of The R J Mitchell Primary School from 2FE to 3FE from 2021/22
  - ii. Harold Hill Planning area:
    - Expansion of Drapers' Pyrgo Priory Primary from 2FE to 3FE for 2022/23
    - Expansion of Broadford Primary from 3FE to 4FE for 2023/24 if growth is sustained
  - iii. Rainham and South Hornchurch Planning area:
    - To agree for LBH to enter into a 125 year peppercorn lease with Emmanuel Community Trust for a site on the Beam Park estate following practical completion of the school build and drawing down the freehold interest of the site. The new school on Beam Park is due to open on 1 September 2021.
  - iv. Romford Planning area
    - Agree to seek proposals to establish the Bridge Close School under the Free School presumption process.
  - v. Upminster and Cranham Planning area
    - 1 FE permanent expansion from 2023/24 if growth is sustained.
- 3.2.3. **Increasing SEND Places**
- i. Nursery SEND places
    - To approve the implementation of the 20 place nursery provision at Forest Approach Academy for 2, 3 and 4 year old pupils with SEND
  - ii. Primary SEND places:
    - One Additionally Resourced Provision (ARP) for primary children with Communication and Interaction Needs with 12 places in Scotts Primary School for 2020/21.
    - One Additionally Resourced Provision (ARP) for primary children with SEMH (Social, Emotional, Mental and Health) needs with 12 places at Suttons Primary School for 2020/21
    - An ARP for 12 places (4-11) for pupils with ASD/SEMH on Beam Park School for 2021/22

- An ARP for 18 places – 6 places (2-4) and 12 places (4-11) for pupils with ASD and SEMH for 2023/24 as part of the Bridge Close development
- iii. Secondary SEND places:
- Agree to establish two ARPs containing 20 places each in secondary schools to meet the needs of secondary pupils with Communication and Interaction (mainly ASD) and SEMH needs. One to be delivered in 2020/21 and one to be delivered in 2021/22
- iv. Special Schools:
- Agree to expand Corbets Tey School from 155 to 170 places for 2021/22
  - New special free school (3-16) with 60 places for ASD and SEMH in 2022/23
  - Agree for the LA to submit bids for a new special school when the DfE announces another Wave of special (SEND) and alternative provision (AP) free school applications round.
4. **Delegate** the power to take further decisions regarding the implementation of these proposals and the approval of which settings/schools should be expanded including any amendments to the proposals above, such as a decision not to proceed or to expand a different setting/school, in the light of developing circumstances or the results of consultation (subject to the appropriate statutory processes) for Phase 5 of the Expansion Programme to the Lead Member for Children & Learning.
5. **Delegate** to the Director of Asset Management authority to submit planning applications after consultation with planning officers, 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 Phase 5 expansions required- noting that tender awards will remain the subject of separate Executive Decision(s).
6. **Delegate** to the Assistant Director of Education authority to select proposers for new schools and make recommendations to the Secretary of State for Education in respect of free school processes.
7. **Approve** virement of £1.526m from Schools Expansion Programme Unallocated Fund

<b>REPORT DETAIL</b>
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**1. Introduction**

- 1.1. Although many other London Boroughs and urban areas are currently experiencing a plateau or decrease in demand for primary school places, Havering is still forecasting significant growth in the coming years.
- 1.2. Havering saw a large increase in the birth rate from 2014/15 to 2015/16: the birth rate in 2014/15 was 3152 which increased to 3464 in 2015/16- an increase of 10% year on year. This has led to a large increase in the projected reception intake for 2020/21.
- 1.3. The birth rate for the following year in 2016/17 fell to 3381, followed by a further reduction in the birth rate in 2017/18 to 3347. The need for additional school places in Havering will be largely driven by new housing planned in the borough.
- 1.4. In London, Havering was one of five London boroughs that saw their birth rate peak in 2016 over the period 2001-2016. Of the five, four boroughs saw a reduction in the birth rate the following year in 2017, showing that the reduction in the birth rate from 2016 to 2017 was not unique to Havering and was a pattern repeated in other parts of London.
- 1.5. In October 2016, Cabinet approved a school expansion programme Phase 3 and Phase 4 as part of the Council's Commissioning Plan for Education Provision 2015/16 - 2019/20 agreed in August 15.
- 1.6. Under Phase 3 and Phase 4 of the school expansion programme, a total of 19 schools have been expanded which has created an additional 3106 permanent primary school places and secondary places in the borough.

A breakdown summary of additional school places created in those Phases is shown in table 1 below;

**Table 1: Additional Places already created**

Row Labels	Primary		Secondary		SEND		Early Years		Grand Total
	Permanent Places	Temporary Places	Permanent Places	Temporary Places	Permanent Places	Temporary Places	Permanent Places	Temporary Places	
Phase 3	1006	210		250	84		191		1741
Phase 4	990	30	1110	50	24		178		2382
<b>Total</b>	<b>1996</b>	<b>240</b>	<b>1110</b>	<b>300</b>	<b>108</b>		<b>369</b>		<b>4123</b>

- 1.7. The following expansions proposed in Phase 3 and 4 were not implemented

**Table 2: Proposed expansions in Phase 3 and 4 not implemented**

School	Phase	Planning area	Proposal	Implemented	Reason
<b>Drapers' Pyrgo Priory School</b>	Primary	Harold Hill	Expansion from 2FE to 3FE for 2017/18.	No	Business case was not submitted by the Academy. Places were not needed.
<b>Broadford Primary School</b>	Primary	Harold Hill	Expansion from 3FE to 4FE for 2018/19.	No	This project was swapped for Mead which has been delivered.
<b>Gidea Park Primary School</b>	Primary	Romford	Expansion from 2FE to 3FE for 2019/20	No	Objection to expansion proposal from school & GB
<b>Parsonage Farm Primary School</b>	Primary	Rainham & S Hornchurch	Expansion from 3FE to 4FE for 2018/19.	No	Expansion proposal postponed due to delays in planned housing and stakeholder opposition- expansion no longer required
<b>Newtons Primary School</b>	Primary	Rainham & S Hornchurch	Expansion from 2FE to 3FE for 2019/20	No	School not eligible for expansion until Jan 2019 when Ofsted judgement became Good. Expansion no longer required.
<b>Emerson Park</b>	Secondary	Central Planning area	Expansion from 7FE to 8FE	No	Places were not required

## 2. Early Years Need

### 2.1. Universal 3 & 4 year old projections

**Table 3: Universal 3 & 4 year old projections table**

Summer	Brooklands	Cranham	Elm Park	Emerson Park	Gooshays	Hacton	Harold Wood	Havering Park	Heaton	Hylands	Mawneys	Pettits	Rainham and Wennington	Romford Town	South Hornchurch	Squirrels Heath	St Andrews	Upminster	Total
2016	316	161	241	205	289	235	333	217	357	151	161	398	285	435	308	281	268	320	4961
2017	371	188	262	195	301	247	303	218	308	199	123	389	278	447	278	301	257	297	4962
2018	357	199	235	194	348	248	253	213	279	233	165	409	259	395	237	295	263	324	4906
2019	351	197	262	194	355	239	324	213	300	228	164	418	290	421	290	302	287	338	5174
2020	351	216	281	192	385	238	345	222	325	249	160	420	297	429	279	327	307	329	5352
2021	355	224	279	197	393	246	353	222	324	260	163	424	288	438	286	324	302	325	5404
2022	366	215	270	202	376	267	350	219	307	252	162	421	297	446	319	312	292	331	5403
2023	378	215	270	204	384	284	346	217	301	250	160	417	295	474	450	308	301	331	5585

*Figures highlighted are projected numbers*

2.1.1. Analysis of childcare for 3& 4 year olds show that across the borough there is sufficient childcare, however at ward level, the wards listed below have a projected deficit of places Below is the action plan with options that will help us meet the projected demand in these wards:

- Elm Park ward - to work with good/outstanding childcare providers to create additional places in this ward, explore new provision and/or create early years and childcare provision in schools with high surplus



capacity. To establish a new maintained nursery provision at The RJ Mitchell School by following the statutory process to lower the age range at the school.

- Hylands ward - work with good/outstanding childcare providers to create additional places in this ward, explore new provision to create early years and childcare provision.
- Harold Wood ward - work with good/outstanding childcare providers to create additional places in this ward, explore new provision to create early years and childcare provision.
- Hacton ward- work with good/outstanding childcare providers to create additional places in this ward, explore new provision and/or create early years and childcare provision.
- Romford Town ward - the proposed establishment of a 47 place nursery at Bridge Close Primary will help meet the potential shortfall of early years and childcare places in this ward
- Pettits- to work with good and outstanding childcare providers to create additional early years and childcare places in this ward.
- South Hornchurch -the proposed establishment of a 47 place nursery at the new school in Havering on the Beam Park site will help meet the potential shortfall of early years and childcare places in this ward.

## **2.2. 30 hours update.**

2.2.1. The 30 hours extended entitlement was introduced in September 2017, offering an additional 15 hours childcare for 3 and 4 year olds to eligible working families. Between Autumn 2017 (when the offer was available) and Summer 2018 there was a 77% increase in take up. While this appears to be a significant increase, the increase will be part driven by children who were already accessing fee paying childcare places and are now eligible for the 30 hour offer. This high number of “converter” children to 30 hour offer are already within the child care system accessing a place and do not require the creation of a new place. We are expecting to see a similar increase for Summer 2019 and will continue to monitor the take up going forward and address future need in areas where this may be required.

2.2.2. 45% of childminders have signed the Directory and Funding Agreement to deliver funded Early Education and Childcare places

(including the 30 hour offer) in Havering and for the first time, we now have out of school clubs providers delivering funded places too.

**2.3.2 Year Olds**

2.3.1. In 2018 the take up of funded 2 year olds places in Havering was lower than in our border Local Authorities for the first time. Nationally the take up was 72% and Havering was at 56%. One reason why the take up in Havering is lower than national average is due to parental preference; some parents decide that their children are not ready to start nursery as a 2 year old.

2.3.2. Wards with less than 50% take up have been highlighted as areas that need additional marketing, these are Brooklands, Gooshays, Hacton, Havering Park, Heaton, Hylands, Mawneys, Romford Town, South Hornchurch and Upminster wards.

**3. Primary Need**

3.1. Table 4 indicates the 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 five years.

**Table 4: Need for reception places**

School Planning Area	Primary Phase Schools with size as at 1 September 2019 expressed as Forms of Entry (FE)	Need for 2019/20	Need for 2020/21	Need for 2021/22	Need for 2022/23	Need for 2023/24
<b>Collier Row</b>	Clockhouse Primary (3 FE) Crownfield Infant & Junior (4 FE) Dame Tipping CE VA Primary (0.5 FE) Parklands Infant & Junior (4 FE) Oasis Academy Pinewood (1.5 FE) Rise Park Infant & Junior (3 FE) St. Patrick's Catholic Primary (2 FE)	0	0	1FE	0	0
<b>Elm Park</b>	Elm Park Primary ( 2 FE) Hacton Primary (2.8 FE) Scargill Infant & Junior (3 FE) Scotts Primary (2 FE) St. Alban's Catholic Primary (1 FE) Suttons Primary (2 FE) The R J Mitchell Primary (2FE)	0	1FE	1FE	2FE	1FE

**Cabinet, 18 September 2019**

School Planning Area	Primary Phase Schools with size as at 1 September 2019 expressed as Forms of Entry (FE)	Need for 2019/20	Need for 2020/21	Need for 2021/22	Need for 2022/23	Need for 2023/24
<b>Harold Hill</b>	Broadford Primary (3 FE) Drapers Brookside Infant & Junior (2 FE) Harold Court Primary (2 FE) Harold Wood Primary (3 FE) Hilldene Primary (3 FE) Mead Primary (3 FE) Drapers' Pyrgo Priory Primary (2 FE) St Ursula's Catholic Infant & Juniors (2 FE) Drapers' Maylands Primary (2 FE)	0	3FE	0	2FE	2FE
<b>Hornchurch</b>	Ardleigh Green Infant & Junior (3 FE) Benhurst Primary (2 FE) Langtons Infant & Junior Academy (3 FE) Nelmes Primary (2 FE) Squirrels Heath Infant & Junior (3 FE) St Mary's Catholic Primary (2 FE) Towers Infant & Junior (3 FE) Harrow Lodge Primary (2 FE)	0	2FE	1FE	0FE	1FE
<b>Rainham &amp; South Hornchurch</b>	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 (3 FE)	0	0	0	1FE	1FE
<b>Romford</b>	Crowlands Primary (3 FE) Gidea Park Primary (2 FE) Hylands Primary (3 FE) St Edward's CE VA Primary (2 FE) St Peter's Catholic Primary (2 FE) The Mawney (3 FE) Concordia Academy Romford (3 FE)	0	0	1FE	1FE	3FE
<b>Upminster &amp; Cranham</b>	Branfil Primary (3 FE) Engayne Primary (3 FE) James Oglethorpe Primary (2 FE) St. Joseph's Catholic Primary (2 FE) Upminster Infant and Junior (3 FE)	0	1FE	1FE	0	1FE
<b>Total</b>		0FE	7FE	5FE	6FE	9FE

3.2. As table 4 sets out, there is a need for additional reception places over the next five years. Previously the forecast methodology included a 5% surplus element on the projected reception intakes for the Harold Hill, Romford and Rainham and South Hornchurch primary planning areas only, due to high in year mobility and new housing growth in these areas. This surplus element has now been removed; delays to planned housing developments has meant that additional school places delivered in these areas to meet the need generated by housing have not been filled, an issue exacerbated by the surplus element added to the forecast. In addition, the ESFA has written to all Local Authorities setting out their expectations with regards to how Local Authorities manage their school estate, particularly in relation to managing any surplus places. Removing the 5% surplus element from the projections will reduce the risk of surplus places in Havering.

3.3. A total of 7FE is needed in 2020/21- the need for additional places this year is largely driven by the jump in the corresponding birth rate for the 2020/21 reception intake. The birth rate for the 2020/21 reception intake is our highest to date and was an increase of 10% compared to the birth rate the previous year.

3.4. Due to the 2020/21 reception need being based on our peak birth rate the decision has been taken to address much of the need for places through one-off bulge classes, where these are required. This approach is being adopted in order to assess how sustained the need for additional places is in each area. In table 4, the need for places is based on actual birth data except for the 2023/24 need which is based on a projected birth rate in the absence of actual birth data for this year being available. Please see Appendix 1 ONS birth data, GLA school roll projections and GLA population projections for more information regarding the future demand for school places and the birth rate in Havering.

3.5. The need for places in 2020/21 in table 4 is due to be delivered subject to consultation and statutory processes where necessary as follows:

- Elm Park- 1FE bulge class at Suttons Primary School/Scargill Infants School
- Harold Hill- 3 x 1FE bulge classes at Drapers' Pyrgo Priory School, Drapers' Maylands and Mead Primary School
- Hornchurch- 1FE bulge class at Langtons Infants School, 1FE bulge class at Harrow Lodge Primary School
- Upminster and Cranham- 1FE bulge class at James Oglethorpe Primary School

3.6. The need for places in 2021/22 in table 4 is due to be delivered subject to consultation and statutory processes where necessary as follows:

- Collier Row- 1FE bulge class at Oasis Pinewood Primary School
- Elm Park- 1FE permanent expansion of RJ Mitchell Primary School

- Hornchurch- 1FE bulge class at Langtons Infants School
- Romford- 1FE bulge class at Concordia Primary Academy
- Upminster and Cranham- 1FE bulge class at James Oglethorpe Primary School

3.7. The need for places in 2022/23 in the table 4 is due to be delivered subject to consultation and statutory processes where necessary as follows:

- Elm Park- 1FE bulge class at Suttons Primary School/Scargill Infants School
- Harold Hill- 1FE permanent expansion of Drapers' Pyrgo Priory School and 1FE bulge class Broadford Primary School
- Rainham and South Hornchurch- new 3FE school delivered as part of Beam Park development
- Romford- 1FE bulge class at Concordia Primary Academy

3.8. The need for places in 2023/24 in the table 4 is due to be delivered subject to consultation and statutory processes where necessary as follows and if growth is sustained:

- Harold Hill - 1FE permanent expansion of Broadford Primary School
- Hornchurch- 1FE bulge class at Langtons Infants School
- Romford- new 3FE school delivered as part of Bridge Close development
- Upminster and Cranham- 1FE permanent expansion

#### **4. Housing**

4.1. The increase in demand for school places in Havering is also driven by the level of housing development planned in the borough, which is projected to continue in order for the borough to meet and exceed its housing target of 17,550 new homes over the 2016/17- 2030/31 period, as set out in the emerging Local Plan and London Plan 2016.

4.2. The projected child yield expected from the new housing as taken from the May- Havering Housing Trajectory that forms part of the Local Plan post hearing correspondence, has been factored in the school roll projections. The trajectory details planned housing developments due to be delivered in Havering up until 2030/31. In the long term, this is likely to result in a continuation and probable escalation of the projected increase in pupil numbers.

4.3. Any changes to the housing trajectory either to the housing numbers or when the housing will be delivered, will likely lead to changes to the future projected demand for school places.

4.4. The school roll projections take into account the housing from the Havering Housing Trajectory, which is based on the London Plan housing target for Havering of 1,170 homes per year. The new Draft London Plan proposes a new ten year housing target for Havering of 18,750, or 1,875 new homes per year. The increase in housing target will likely result in further homes being added to the Havering Housing Trajectory which in turn will lead to additional demand for school places in Havering.

#### **4.5. Romford Strategic Development Area**

- i. The current housing trajectory sees over 5,300 new homes due to be delivered in the Romford area over the Local Plan period. This housing has been factored into the school roll projections. Due to the housing growth planned for Romford, we are projecting the need for a new 3 form of entry primary school (630 places).
- ii. If the amount of housing in Romford does increase beyond what is currently detailed in the Local Plan housing trajectory, then more new schools will be needed in order to meet the demand for school places.

#### **4.6. New School in Romford (Bridge Close)**

- i. The presumption process is the main route by which local authorities establish new schools in order to meet the need for additional places, both in terms of basic need and the need for diverse provision within their areas.
- ii. Under the presumption route the local authority is responsible for providing the site for the new school. It is the department's expectation that the site be available free or on a peppercorn basis by the Local Authority to the trust. The Local Authority is also responsible for meeting the associated capital and pre/post-opening revenue costs. Basic need capital funding is provided on an un-ring-fenced basis, so that local authorities can provide the places that they need, including through new presumption schools. The Local Authority will be funding £11.5 million (Basic Need funding) to fund the build costs for the Bridge Close School. This cost estimate is based on Basic Need funding allocations and the cost per place for primary school places. If the building cost is higher as a result of planning or high design specifications (which the Local Authority is not funded for through Basic Need allocations), then the Council will have to fund this additional cost through Council borrowing as previously agreed.

- iii. The decision on all new free school proposals lies with the Secretary of State. His approval is required as it is the Secretary of State who will enter into a funding agreement with the sponsor chosen to run the new school.
- iv. We are currently exploring the opportunity to secure the Bridge Close school through Wave 14 for free schools. The deadline for submitting an application in Wave 14 is 11 November 2019 and the outcome is likely to be known by the Summer term 2020. If successful the Bridge Close school will be centrally funded and delivered.
- v. If not successful through Wave 14, then the Local Authority will run a competition to open the Bridge Close school through the free school presumption route. The presumption process for Bridge Close School is attached as Appendix 2.

#### **4.7. Rainham and Beam Park Housing Development**

- i. The current housing trajectory sees over 3,000 new homes due to be delivered in the Rainham area over the Local Plan period. This housing has been factored into the school roll projections. Due to the housing growth planned for Rainham, we are projecting the need for a new 3 form of entry primary school (630 places).
- ii. Due to the housing planned in Havering, permanent expansions have already been implemented in several schools in the area. However delays to planned mass housing developments has meant that additional school places delivered in these areas to meet the need generated by housing have not been filled:

**Table 5: Need for reception places in Rainham and South Hornchurch**

Rainham and South Hornchurch	Reception places available	Surplus/ Deficit of places as FE	Notes
2019/20	360	2	
2020/21	420	1	Includes 1FE perm exp. each of Rainham Village and Brady
2021/22	510	5	Includes new 3FE Beam Park school opening this year
2022/23	510	2	
2023/24	510	2	

- iii. Table 5 includes 1FE permanent expansion of Rainham Village from 2020/21- this expansion was originally planned to be implemented from

2018/19, but has been delayed for two consecutive years as the places are not required. 1FE permanent expansion of Brady Primary School is also included from 2020/21 in table 5, with the new 3FE school on Beam Park due to open in 2021/22.

- iv. As can be seen in table 5, if these places are implemented as currently planned this will lead to a large surplus of places in the area at least initially, due to changes to the housing trajectory. The above need is based on a current housing trajectory that sees 1500 homes due to be delivered up to 2021/22. Any changes to the housing trajectory will change the need for places.

#### **4.7.1. Proposed actions to address surplus**

- i. 2020/21-
  - to delay implementation of Brady 1FE permanent expansion
- ii. 2021/22
  - to delay implementation of Brady 1FE permanent expansion
  - to discuss with the DfE the potential to postpone the phased opening of the new 3FE on Beam Park to September 2022.
- iii. 2022/23
  - implementation of Brady 1FE permanent expansion
  - New Beam Park school opens as 1FE as part of a phased opening

#### **4.8. Council Estate Regeneration**

- i. Further growth will be accommodated from major regeneration of the Council's own housing estates. The current housing trajectory sees over 3,500 homes due to be delivered in Havering as part of the Council Estate Regeneration area over the Local Plan period. This housing has been factored into the school roll projections. Some of the estates will be decanted during the building process. The decanting of these estates and the relocation of families may result in some local schools experiencing lower school rolls in the short term. This would be expected to rectify itself once the regenerated estates are reoccupied.



**5. Secondary Need**

**Table 6: Need for year 7 places**

<b>School Planning Area</b>	<b>Secondary Schools with size as at 1 September 2019 expressed as Forms of Entry (FE)</b>	<b>Need for 2019/20</b>	<b>Need for 2020/21</b>	<b>Need for 2021/22</b>	<b>Need for 2022/23</b>	<b>Need for 2023/24</b>	<b>Need for 2024/25</b>	<b>Need for 2025/26</b>
<b>North</b>	Drapers Academy (7FE) Redden Court School (7 FE)	0	0	0	1FE	2FE	2FE	1FE
<b>Central</b>	Marshalls Park School (8FE) Hornchurch High School (6.5 FE) The Champion School (5 FE) The Frances Bardsley Academy (8 FE) Emerson Park School (7FE) Bower Park School (6 FE) The Royal Liberty School (5 FE) St Edward's C of E School (7FE)	0	0	0	0	0	0	0
<b>East</b>	The Coopers & Coborn School(6.5 FE) Gaynes School (6.5 FE) Hall Mead (7 FE) Sacred Heart of Mary Girls' School (4FE)	0	0	0	0	0	0	0
<b>South</b>	Abbs Cross Academy (6 FE) The Brittons School (7.5 FE) Harris Academy Rainham (6 FE) Sanders School (6.5 FE)	0	0	0	0	0	2FE	2FE
<b>Total</b>		0	0	0	1 FE	2FE	4FE	3FE

5.1. The need for places in 2024/25 in the table 6 is due to be delivered subject to consultation and statutory processes where necessary as follows:

- i. South- 1FE permanent expansion at one of the secondary schools in area 2024/25 and reinstate Sanders back to its original PAN of 192 from September 2024.
- ii. Please note that both schools in the North planning area have already undergone permanent expansion; Redden Court has expanded by 2FE and Drapers' Academy has expanded by 1FE having declined to expand further. Therefore the need for places in this planning area will have to be met by available places in the neighbouring Central planning area.

**6. Special Educational Needs**

6.1. SEND nursery places

- i. Following the outcome of a successful bid to the Schools Nursery Capital Fund, the Local Authority will implement a 20 place nursery provision at Forest Approach Academy for 2, 3 and 4 year old pupils with SEND. The provision will be ready to open in September 2020.
- ii. The number of pupils (4-11) with EHC plans is expected to increase from 1074 to 1642 over the next four years (53% increase) as shown in table 7 below. The type of need with the highest increase is Communication and Interaction (74%) and SEMH (59%).

**Table 7: Primary, Secondary and Special School SEND projections (Reception to year 11)**

Year	Cognition and Learning	Communication and Interaction	SEMH	Sensory and or Physical needs	Total
2016/17	293	413	105	103	914
2017/18	267	469	123	114	973
2018/19	272	552	143	107	1074
2019/20	281	653	157	108	1199
2020/21	292	752	176	116	1335
2021/22	307	853	198	121	1479
2022/23	327	960	228	127	1642

**Table 8: Post 16 SEND projections (16 to 25)**

	Cognition and Learning	Communication and Interaction	SEMH	Sensory and or Physical needs	Total
2016/17	126	124	38	34	322
2017/18	158	139	40	38	375
2018/19	189	168	50	49	456
2019/20	196	156	67	53	473
2020/21	177	161	92	54	485
2021/22	155	207	106	45	513
2022/23	142	258	100	39	539

- iii. The number of pupils (16-25) with EHC plans is projected to increase by 18% over the next four years. The type of need with the highest increase is Communication and Interaction (54%) and SEMH (100%).

**Table 9: Borough wide – Primary, Secondary, Special Schools and Post 16 SEND projections**

	Cognition and Learning	Communication and Interaction	SEMH	Sensory and or Physical needs	Total
2016/17	419	537	143	137	1236
2017/18	425	608	163	152	1348
2018/19	461	720	193	156	1530
2019/20	476	809	225	161	1672
2020/21	469	913	268	170	1820
2021/22	462	1060	304	166	1992
2022/23	469	1218	328	167	2181

- iv. The number of pupils (4-25) with EHC plans in Havering is projected to increase by 43% over the next four years.

6.2. Proposals to meet the increase in demand:

6.2.1. Have more ARPs that focus on supporting children who have ASD and SEMH, particularly in early years and primary schools

For 2019/20

- New Post 16 (sixth form) provision at Forest Approach Academy which will take 14 pupils for Sept 2019. The intake will increase to respond to local demand.
- 1 ARP at Nelmes Primary School 12 places for ASD

For 2020/21

- 1 ARP at Scotts Primary School 12 places for ASD
- 1 ARP at Suttons Primary School 12 places for SEMH
- 1 ARP at a secondary school for ASD needs.

For 2021/22

- 1 ARP at Beam Park School 12 places for ASD/SEMH
- 1 ARP at a secondary school for ASD and SEMH needs
- Corbets Tey expansion from 155 to 170 places.

For 2022/23

- New special school (3-16)- 60 places for pupils with ASD and SEMH

For 2023/24

- An ARP for 18 places – 6 places (2-4) and 12 places (4-11) for pupils with ASD and SEMH for 2023/24 as part of the Bridge Close development.

## **REASONS AND OPTIONS**

### **7. Reasons for the decision:**

7.1. This decision is necessary to ensure the provision of sufficient school places to meet the forecast rise in early years, primary, secondary and SEND pupil numbers projected beyond Phase 4 of the Council's Programme of School Expansions.

### **7.2. Other options considered:**

There are in theory many different options for expanding existing provision, however, given the expansions that have been happening over the previous four phases the proposals set out in this paper are the only ones considered realistic at the current time. So far none of the options set out in this Report have been rejected.

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

## **IMPLICATIONS AND RISKS**

### **8. Financial implications and risks:**

#### **8.1. Capital Expenditure**

8.1.1 Phase 5 of the Schools Expansion Programme sets out proposals for capital investment of £33.500m to provide for expansion of school places in those areas where there is clear evidence of sustained growth in need over the next five years. Appendix 3 – Table 1 summarises the proposed expansion programme for Primary, Secondary and SEND across the planning areas within Havering.

8.1.2 The estimates of capital costs for the major developments have been provided by the Technical Services team and have been costed based on standard DfE build criteria and contract rates. Any additional capital to fund requirements over and above the DfE

approved design would have to be met from either the authority or other sources.

- 8.1.3 A small provision of £1.500m is included to support the temporary bulge class arrangements during 2020/21, 2021/22, 2022/23 and 2023/24, for certain schools.
- 8.1.4 The investment will be funded from a combination of basic needs allocation, unallocated capital budget from earlier phases, SEND capital grant and S106 Housing Development contributions. The sources of the funding and total provision are set out in table 10 below. The authority has secured and set aside £36.231m of this funding which is not dependent on future allocation or additional sources of grants or receipts. The projected cost of Stage 1 is £33.500m leaving a balance of £2.731m in the Unallocated Reserve to contribute to funding Stage 2 which will commence during the financial year 2023/24. The remaining programme and funding for Stage 2 will be the subject of a future Cabinet report setting out the detailed proposals together with the sources of the additional funding required.

**Table 10: Sources of Funding for Phase 5:**

<b>Funding:</b>	<b>£'m</b>
<b>Basic Need</b>	21.900
<b>Unallocated Funds from Phase 3 &amp; 4</b>	7.898
<b>Send Capital Grant</b>	2.157
<b>S106 Contributions</b>	4.276
<b>Total Funding</b>	<b>36.231</b>
<b>Balance of Schools Expansion Programme to Fund Stage 2:</b>	<b>-2.731</b>

Note: the total funding required for the SEND proposal is £7.8m, of which £2.157m will be met by the SEND grant and the balance from Basic Need.

- 8.1.5 The largest source of funding, £21.9m is from Basic Need Allocation which was announced in May 2018 to meet demand for places needed by September 2021. Though DfE has not announced the Basic Need allocation for places needed beyond September 2021, it is very unlikely that Havering will receive further allocations as the previous allocation was based on a year with high projections, which have reduced in subsequent years. DfE will deem that Havering has

been adequately funded as the projected numbers for the coming years are lower.

8.1.6 The unallocated funds are from the budgets for schemes proposed in previous phases which have either not been progressed or the actual cost was under the original budget.

8.1.7 The SEND Capital Grant is from Government capital funding allocation to Havering for 2018-2021 to support school places for children with Special Education Needs (SEN) and disabilities (children with Education, Health and Care Plans (EHC plans)).

8.1.8 The Section 106 Contribution of £4.276m has been secured from housing development receipts specifically ear-marked to support the expansion of school places.

**8.1.9 Virement of £1.526m from Schools Expansion Programme Unallocated Fund**

The programme is requesting approval for virement of £1.526m from the Programme's Unallocated Fund to support additional costs for schemes previously approved. There is an available balance in the Unallocated Fund of £9.4m which is more than sufficient to meet the virement. The balance if the virement is approved will reduce to £7.898m which is the balance included in table 10, Sources of Funding presented above.

**Table 11 – Virement from Unallocated Fund to Support Phase 3 and 4 Schemes**

<b>School Expansion Programme</b>	<b>£'m</b>
Mawney School PSPB Contribution towards	0.011
Crownfield Infant School Expansion	0.620
Emerson Park School Expansion	0.246
James Oglethorpe Nursery Expansion	0.008
Old School House Nursery Expansion	0.015
Mead Nursery	0.034
Brady Primary Expansion	0.490
Redden Court School Expansion	0.103
<b>Total Virement from Schools Expansion Unallocated Fund</b>	<b>1.526</b>

**8.2 Revenue Expenditure**

8.2.1 The additional revenue costs for the increased demand will be met from either the Dedicated Schools Grant (DSG).

8.2.2 The range of additional provision within this report will mean that irrespective of nature of the provision all providers will need to appoint additional staff and provide other resources. As highlighted above the additional funding will be allocated from one of three blocks of the Dedicated Schools Grant (DSG): Early Years, Schools or High Needs depending on the nature of the provision.

8.2.3 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 and the demand for alternative provision and support services. Any pressures arising will be addressed through the appropriate channels as the needs arise.

8.2.4 Schools and other providers will 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.

8.2.5 Early Education and Childcare Places

The additional places at The RJ Mitchell Primary School, at Beam Park and Bridge Close will be funded from the Early Years Block. This funding will be allocated through the current formula which is on the basis of an hourly rate for each hour of provision per child and a deprivation supplement. The funding received by the LA from the DfE is based on the January census before the start of the financial year with an update based of the following January census. These costs can be absorbed within the overall Early Years Block

The 20 place nursery at Forest Approach Academy will be funded from a combination of the above and a contribution from the High Needs Block.

8.2.6 School Places

- i. 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 when additional classes are required. This applies to schools where expansion is permanent as well as for bulge classes. For permanent expansions, additional funding will need to be allocated to

schools each year until each year group is at the new form of entry. Bulge classes are for a single year group only and will require funding for the first year after which it is expected that the school will be funded through the normal schools funding formula for the additional pupils on roll as at the October census.

- ii. In recognition of the need to additional funding for growth, separate pupil growth funding is allocated to LAs from the DfE on a formula that is calculated on any increase in pupil numbers between the previous two October censuses. This lagged arrangement does not therefore take account of forecast growth. Havering's allocation for financial year 2019-20 is £2.5m but includes significant protection against a reduction in funding from the previous year. Once the protection ceases, this arrangement based on lagged pupil numbers is unlikely to provide sufficient funding to fund the increased costs in the schools that are expanding. Without further consideration by the DfE this could require a diversion of funding from the rest of the Schools Block of the Dedicated Schools Grant which may impact on the ability of Havering to continue to implement the national funding formula.

#### **8.2.7 SEND Places**

- i. Funding to LAs for pupils with special educational needs and disabilities is allocated through the High Needs Block of the Dedicated Schools Grant. From their overall allocation LAs must fund a range of provision for SEND and for pupils requiring alternative provision. Each additional Special School place will require funding at £10,000 per place plus a needs-led top up.
- ii. LAs also need to fund Additionally Resourced Provisions (ARPs) from their High Needs Block at £6,000 per place plus another £6,000 top up. Schools retain the AWPU in their funding which they should use to fund the ARPs in their schools.
- iii. Funding to local authorities from the High Needs Block is on the basis of previous year data. Any additional costs arising from increased provision will need to be met from within each financial year's allocation. These proposals will place additional pressure on Havering's High Needs funding.
- iv. However, an increase in the number of local special schools and Additional Resourced Provisions in mainstream schools will help increase capacity to meet increased demand and ultimately reduce the costs of expensive out of borough provision.

## **9 Legal implications and risks:**



- 9.1 The Council has a statutory duty to secure that efficient primary education and secondary education is available to meet the needs of the population of their area (Section 13 Education Act 1996).
- 9.2 At present certain types of school organisational change (including change of age range, change of character, expansion through enlargement of premises, increase/decrease or change of provision for pupils with special educational needs) are subject to statutory processes of consultation and decision-making.
- 9.3 A number of the recommendations require the Local Authority to bring forward proposals which must be the subject of statutory notifications. In such cases the Authority should ensure that it conscientiously considers the responses to the statutory process before making any final decisions. As such the recommendations which require statutory consultation should not be considered to be finalised until the outcome of the consultation is known and a fresh decision has been made following that.
- 9.4 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 ESFA, to make such changes.
- 9.5 The recommendations which set out the guiding principles for the Council to address the rising school roll issues are of a generic nature and have been approved already by Executive decision and there is therefore no reason to make a new decision about these.
- 9.6 As and when individual decisions come to be made legal advice is likely to be necessary.
- 9.7 In respect of any proposed lease of property the terms under which the Council is to enter into the lease should be approved by the Director of Asset Management. The powers to enter into the lease exist under s1 Localism Act 2011 and section 120(1)(a) Local Government Act 1972

## **10 Human Resources implications and risks:**

- 10.1 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.

10.2 The Havering Education HR service will provide support as appropriate and required to all schools, academies or free schools that purchase relevant services.

**11 Equalities implications and risks:**

11.1 The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:

- (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (ii) the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants.

11.2 An equality impact assessment was carried out as part of the approval of the Commissioning Plan for Education Provision in Havering 2019-2023, attached as Appendix 4.

- Appendix 1 ONS birth data, GLA school roll projections and GLA population projections
- Appendix 2 Free school presumption process and timeline
- Appendix 3 Financial costings for phase 5
- Appendix 4 EIA for Commissioning Plan for Education Provision in Havering 2019-2023

**BACKGROUND PAPERS**

Letter from Lord Agnew dated 30.05.2018