



## PEOPLE'S OVERVIEW AND SCRUTINY SUB-COMMITTEE

**Subject Heading:**

School Expansion Update Including Strategic Direction in response to demand for SEND places

**SLT Lead:**

Robert South, Director of Children's Services

**Report Authors and contact details:**

Darren Purdie, Head of Education Provision & Inclusion

Caroline Penfold, Head of CAD Services

**Policy context:**

Progress on school expansions and places for pupils with SEND.

### SUMMARY

To be consistent with Havering's vision to ensure a good start for every child to reach their full potential during their educational journey, giving them access to a place at a Good or better school.

This report updates members of the Committee on the positive progress of the Schools Expansion programme to date, and the strategic direction linked to place planning for pupils with Special Educational Needs & Disabilities.

### RECOMMENDATIONS

It is recommended that the Overview and Scrutiny Committee note the content of the report, and they continue to receive updates on these arrangements.

**REPORT DETAIL**

**School Expansion Context & Update**

1. Although many other London Boroughs and urban areas were experiencing a plateau or decrease in demand for primary school places, Havering continues to forecast 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 projected growth in housing development.
2. Phase 5 of the Schools Expansion Programme set out proposals for capital investment of £37.900m to provide for expansion of school places in those areas where there was clear evidence of sustained growth in need over the next five years. The investment was funded from a combination of Basic Needs allocation, unallocated Capital Budget from earlier phases, SEND capital grant and S106 Housing Development contributions.
3. This rise in demand in Primary and SEND meant that the Council needed to do two things:
  - Find ways to absorb the immediate extra demand for places, while protecting the Borough's excellent reputation for good schools
  - 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.
4. The recommendations took account of the very wide resident, parent and stakeholder consultation outcomes of the Council's agreed Commissioning Plan for Education Provision 2019 – 2023. The 2023-2028 Commissioning Plan is currently in development based on the most recent data projections, and a report to Cabinet will be prepared for early 2023.

## People Overview & Scrutiny Committee, 6<sup>th</sup> September 2022

5. Phase 5 school expansion programme continued 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 were 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.

6. Capital Budget of £33.500m was approved to fund Phase 5 of the Schools Expansion Programme from 2020/21 to 2023 including:

- **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 (although this did not go ahead)
- iii. A 30-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\*

*\*The last two are approved but remain awaiting the advance of the local developments.*

- **Increase in Primary Places including implementation of:**

- i) Establishing potential one-off bulge classes as an interim measure to increase Primary places in 2020/21, which ultimately was not required
- ii) Permanent expansions in the following planning areas where there was clear data-based evidence of a sustained need over the next five years subject to planning and consultation where necessary:

a) . Elm Park Planning area:

Expansion of the R J Mitchell Primary School from 2FE to 3FE from 2021/22 was planned, but not executed due to an ultimate lack of need.

## **People Overview & Scrutiny Committee, 6<sup>th</sup> September 2022**

### b) Rainham and South Hornchurch Planning area:

A site on the Beam Park estate following practical completion of the school build and drawing down the freehold interest of the site.

### c) Romford Planning area

Agreement to seek proposals to establish the Bridge Close School under the Free School presumption process; this was successful and funding has been secured for a 3 FE primary school.

### d) Upminster and Cranham Planning area

1 FE permanent expansion from 2023/24 if growth were to be sustained; as growth monitoring demonstrated this was not the case, a permanent expansion was not needed.

## **Data Context Supporting The Position of the Previous Expansions Plan:**

7. 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.

8. 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 was largely driven by new housing planned in the borough.

9. 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.

10. Reference to the expansion to accommodate SEND provision will be picked up in the next section of the report, leading into the detailing of the strategic direction being taken to address the demands on SEND places.

## **Outcome and Future Considerations:**

11. The delivery of the expansion programme sitting within the remit of the Schools Organisation & Place Planning Team has been successful overall. Delays to school builds have occurred, but in areas related to overall site construction.

12. Close working with the Asset Management team has ensured that on-going buildings issues and potential post-expansion snagging linked to building issues are monitored and address swiftly.

13. Due to some unpredictable factors, such as the impact of COVID-19, some families have re-located resulting in minor fluctuations in the accuracy of the projections initially made, but these have been within the tolerances of the Department

## People Overview & Scrutiny Committee, 6<sup>th</sup> September 2022

for Education. For ease, here are places created to date over the duration of the current Commissioning Plan:

### (i) Additional Primary Places Created

Year	Temporary Year R places added	Permanent Year R places added	Temporary primary places added (Years 1-6)	Permanent primary places added (Years 1-6)	Total primary places added
2017-18	0	156	0	576	732
2018-19	0	30	30	180	240
2019-20	0	30	0	180	210
2020-21	0	30	0	420	450
2021-22	0	0	0	0	0
<b>Total</b>	<b>585</b>	<b>246</b>	<b>30</b>	<b>1356</b>	<b>1632</b>

### (ii) Additional Secondary Places Created:

Year	Temporary Year 7 places added	Permanent Year 7 places added	Temporary Secondary places added (Years 8-11)	Permanent secondary places added (Years 8-11)	Total Secondary places added
2016-17	0	58	0	0	58
2017-18	0	0	0	382	382
2018-19	0	131	0	524	655
2019-20	0	58	0	232	290
2020-21	0	30	0	120	150
2021-22	0	0	0	0	0
<b>Total</b>	<b>0</b>	<b>277</b>	<b>0</b>	<b>1258</b>	<b>1535</b>

14. Priorities for the remaining year of the current Commissions Plan are linked to sufficiency of Primary places and SEND places. The latter will be discussed shortly.

15. For 2022/23 from September onwards, this is the current sufficiency picture for the borough:

- a) **Reception** – A good level of capacity across the borough.
- b) **Year 1** – Limited places available in Hornchurch and Romford planning areas. Collier Row is the next nearest planning area, however all the vacancies are in St Patricks which is a Catholic school. Children will need to travel to Harold Hill. As mobility in Romford is high and it's a planning area where there's a net gain in pupil numbers, addressing this is a priority and is currently being explored for the incoming Commissioning Plan\*.

*\*As it will be impractical to establish a bulge class in any of the schools in Romford, pupils will have to travel to Harold Hill, Rainham and South Hornchurch and Upminster planning areas.*

- c) **Year 2** – Vacancies are available in Rainham and South Hornchurch planning area. Because of continued high mobility in Romford and Hornchurch it's very likely that there'll be more applications from children moving in rather than leaving the planning area. This will be noted for the new Commissioning Plan
- d) **Year 3** – Anticipated to be no vacancies in Harold Hill, Hornchurch and Upminster planning areas. However, these planning areas do not have high net gain in pupil numbers. The net flow for that year group is minimal, making the risk to sufficiency low. This will still be noted in the preparation of the new Commissioning Plan.
- e) **Year 4 and Year 5** – There will be surplus in all planning areas for these age groups
- f) **Year 6** - There are no vacancies in Romford, Harold Hill and Upminster planning area. The provision of travel will need to be considered should pupils seek to move into this year group.

16. It should be noted that, under present arrangements, the sufficiency picture will move (mobility notwithstanding) as a wave through the provision in place, and School Organisation and Place Planning will continue to work closely with the Schools Admissions to monitor and respond to trends emerging.

### **Pressures on SEND – The Strategic Direction**

17. The Havering vision is for children and young people with special educational needs and disabilities (SEND) 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. A key priority is to ensure that children, young people and their families have the right support at the right time in the right place.

Our High Needs strategy, developed in partnership with parents, education settings, health and social care identified key priorities to enable this to happen. We have had success in promoting an inclusive education system as possible in that the majority of our children are

## People Overview & Scrutiny Committee, 6<sup>th</sup> September 2022

educated in mainstream settings. It is also to provide a range of provision to meet the spectrum of local need in terms of type and complexity of need.

### **Projections of numbers of children with Educational Health and Care Plans in Havering**

#### **18. Borough wide**

<b>Academic year</b>	<b>Cognition and Learning</b>	<b>Communication and Interaction</b>	<b>SEMH</b>	<b>Physical and/or Sensory</b>	<b>Totals</b>
Jan-18	414	599	165	150	<b>1328</b>
Jan-19	435	737	193	169	<b>1534</b>
Jan-20	488	802	227	176	<b>1693</b>
Jan-21	533	882	274	180	<b>1869</b>
Jan-22	555	981	298	182	<b>2016</b>
Jan-23	595	1076	344	189	<b>2204</b>
Jan-24	630	1172	389	190	<b>2381</b>
Jan-25	674	1278	462	191	<b>2604</b>
Jan-26	708	1388	530	195	<b>2822</b>
Jan-27	745	1500	598	205	<b>3048</b>

*\*Please note that the projections above are as at January of each year and not the full academic year*

It can be seen from the table above there has been a marked increase in the numbers of children and young people with education Health and Care plans and so the provision suitable to meet these must also grow.

#### **19. Additionally Resourced Provisions (ARPs)**

ARPs are specialist provisions in mainstream settings. They provide a separate environment consisting of teaching spaces and other facilities, such as sensory rooms pertaining to need they are identified to cater for. There is a dedicated and specialist staff team. The children spend time in both the ARP and the mainstream school proportionate to their needs and abilities. The benefits of the ARPs is that promote an integrated model and flex to support changes in both short and long term for children. They also provide a centre of expertise for the school which can benefit an inclusive environment for the rest of the school benefitting a wide range of children with SEND.

We have developed 3 new additionally resourced provisions over the last 3 years bringing the total number of ARP places up to 127 across the borough and we have plans to deliver 64 more by September 23.

The ARP development programme is summarised below:

## People Overview & Scrutiny Committee, 6<sup>th</sup> September 2022

### Early Years Phase

Setting	Provision	Comments/Update
RJ Mitchell	7 place ASD	Full
Forest Approach	7 Place communication and Interaction	Building complete first intake Feb 22

### Primary Phase

Setting	Provision	Comments/Update
RJ Mitchell	14 place ASD ARP	Full
Clock House	12 place expanding to 20 Place Communication and Interaction	Building work underway, new provision due to complete for September 22
Mead	12 place C&I	Full
Nelmes	12 place C&I	Full
Hacton	30 place Hearing Impaired	Under capacity currently with 17 pupils
St Edwards	12 place Communication and Interaction	Building work to start soon completion estimation Sept 23
Suttons	12 place SEMH	Plans for new building developed presented to governors who have agreed to progress. Planning application under consideration. Target opening Spring 24.

### Secondary Phase

Setting	Provision	Comments/Update
Hall Mead	22 ASD	Full
Redden Court	10 place ASD	Over number at 13
Harris Rainham Academy	20 place ASD	Consultation complete, planning permission application imminent. Target opening Sept 2023



## People Overview & Scrutiny Committee, 6<sup>th</sup> September 2022

School B	12 place Visual and Hearing impaired	Plans for repurposing of an existing space being developed target opening Spring 23
School C	20 place SEMH	Discussion/exploration phase, feasibility on site being carried out.

	<b>Currently operational</b>
	<b>Agreed and in pre- building phase</b>
	<b>Agreed in building phase</b>
	<b>In development</b>

### **20. Special School Provision**

Havering currently has 3 special schools. Lime Academy Forest Approach, Lime Academy Ravensbourne and Corbets Tey. This gives a total of 369 places. This is insufficient to meet local need and leads to a situation where children are transported out of borough (OOB) if a school place can be found for them in neighbouring boroughs.

However, this has become increasingly difficult due to the increase in numbers of children in these boroughs also seek special school places. Transporting children out of borough does not provide the children with the best start to their day with travelling times and also does not represent effective use of resources. Over £1m is spend on travel to OOB special schools. It also does not deliver our vision of children being part of their local communities.

### **21. Expansion of existing special schools**

Considerable time has been spent reviewing options for possible expansions of our existing schools. Each of the schools is situated in very restrictive settings. The sites are too small or in conservation areas where planning is extremely unlikely to be given.

It has been our strategy to look for opportunities to establish new schools on new sites.

Havering made a successful bid for a new special free school (3-16) with 60 places for ASD and SEMH and despite significant delays in the process is now in the build phase and will be delivered for September 2023.

The DfE recently announced another wave of special (SEND) and alternative provision (AP) free school applications round. The LA is in the process of making an application for a 300 place special school. A site has been identified and the bid is currently under development with an application deadline of 21 October 2023

In summary progress has and is being made of developing SEND provision in the borough, however there is more to do.

## **IMPLICATIONS AND RISKS**

### **Financial implications and risks:**

There are no noted financial implications in the update to the progress on the expansion programme, as these were addressed in previous reports. Funding for the programme was provided through the Capital Budget to support the delivery of this from the Department for Education, and these were delivered within budget, with a total spend by the end of the 2022 year of £53,761,980.52.

No additional school expansions are required under the terms of the 2018-2023 Commission Plan, presenting no risk and having no impact on any core Council budgets.

Financial considerations and risks for the new Commissioning Plan (2023-2028) will be considered and presented as part of the Executive Decision and Report to Cabinet early 2023.

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

There are no apparent legal implications in noting the content of the Report.

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

There are no HR implications arising directly from the recommendation to note this report.

### **Equalities implications and risks:**

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.

**ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS**

There are no environment and/or climate change implications associated with this Report.

That said, new builds are encouraged to adopt reduced carbon-centric approaches to development, and this is advanced through the tendering and procurement processes expected in all LBH engagement with external service providers as part of the pursuit of best value.

**BACKGROUND PAPERS**

N/A