



## CABINET

## REPORT

**11 July 2012**

**Subject Heading:**

Commissioning School Places Strategy  
2012/13 – 2016/17  
Cllr Rochford

**Cabinet Member:**

**CMT Lead:**

Sue Butterworth  
Group Director of Children's Services

**Report Author and contact details:**

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**Policy context:**

The Strategy has implications for all wards in the borough.

**Financial summary:**

No financial implications from approving the strategy however significant costs and issues may arise as additional places are implemented. £9.9m is currently approved within 2012/13 Education Capital programme for this purpose – detailed review of financial implications to be undertaken once schemes for delivery become clearer.

**Is this a Key Decision?**

Yes

**Is this a Strategic Decision?**

Yes

**When should this matter be reviewed?**

July 2013.

**Reviewing OSC:**

Children's Services

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

Ensuring a clean, safe and green borough	<input type="checkbox"/>
Championing education and learning for all	<input checked="" type="checkbox"/>
Providing economic, social and cultural activity in thriving towns and villages	<input type="checkbox"/>
Valuing and enhancing the lives of our residents	<input checked="" type="checkbox"/>
Delivering high customer satisfaction and a stable council tax	<input checked="" type="checkbox"/>

## **SUMMARY**

By 2020 there will be around 21% more primary age children than in 2010 across the country. By 2015 all regions in England are projected to increase their primary aged population compared with 2010. Projected growth ranges from 10% to 15%, the rate for London.

In Havering the birth rate has grown substantially. This has begun to have implications for the sufficiency of places in primary schools, especially in the first year of entry (Year R). This report sets out our strategy to address this. In addition, while the Council retains statutory responsibility for ensuring there are sufficient school places to meet the needs of the population in the area, there is now an expectation that local authorities will introduce Free Schools and Academies as new providers in areas of demographic growth, and that the Council will therefore become a commissioner of additional places.

This strategy 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 roll. The strategy 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 School Places Strategy 2012/13-2016/17 (CSPS)
2. Approve the circulation of the draft CSPS for consultation to all stake holders in school place planning
3. Delegate the determination of the final CSPS, to the Cabinet Member for Children Service's and the Group Director for Children's Services.

4. To note that a further report will be going to Cabinet in September 2012, which 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 By 2020 there will be around 21% more primary age children across the country compared to 2010. Between 2010 and 2015 all regions in England are projected to increase their primary aged population between 10% to 15%.
- 1.2 In Havering the total number of primary pupils needing a school place is expected to increase by 2,833 (15%) between 2011/12 and 2016/17
- 1.3 At secondary level the pattern is different with a downward trend until 2015/16 and a rising roll from 2016/17. Due to this dip in secondary numbers there are currently no plans to expand secondary schools. Further discussions may be needed at a later date once the primary growth has moved through the system.
- 1.4 This substantial change in primary 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. Primary Places

- 2.1 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
- 2.2 By 2016/17, it is projected that the number of Reception pupils will exceed available places by 521. However, as these pupils are spread out across the Authority, further analysis shows that there is a projected need for 21 additional Year Reception (Year R) classes across Havering in order that Reception age children do not have to travel exceptionally long distances to school.

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- 2.3 This does mean that not all classes will be full, i.e. with 30 pupils at the beginning. However, based on the 30 pupils-per-class rule, if projected future demand for any given year group exceeds 30 pupils, it is necessary to create an additional class. This will then leave capacity to accommodate any additional pupils in year.
- 2.4 On the basis of seven year groups across Primary education, 21 Reception classes will eventually mean that 147 additional classrooms will be needed by 2023. Although most of this shortfall will require new classrooms some demand will be met by bringing spare accommodation back into a suitable teaching space.
- 2.5 The result is that although 147 classrooms will have maximum capacity of 4,410 pupils, it is projected that 2,836 of this capacity (64%) will be used. As stated previously this is due to the fact that demand is not spread even across the borough, although we are very likely to reach the Audit Commission's overall occupancy level of 90% in the near future. It is important to note that this is a borough-wide figure and the levels to which individual classroom capacity is filled will vary between individual schools.
- 2.6 All indications are that the drivers for demand for primary pupil places will continue and it is prudent therefore to have significant additional capacity across the entire Havering Primary school system, to absorb potential further increased demand and also to more reliably satisfy parents' choice of school for their child(ren). It should be noted however that the schools may face financial difficulties if they have significant spare capacity as the level of funding attracted on a per pupil basis may not be sufficient to employ the required staffing levels. Contingencies have been provided by Schools' Funding Forum for this situation should it arise.
- 2.7 There is a need to provide some additional primary places by September 2012 and this is being done by providing sufficient 'bulge classes', temporary expansions of one class of 15 or 30 for one year, for each planning area of the borough. These schools have already been approached if they were located within the area of growth and had sufficient existing space to accommodate a single class and have all accepted a bulge class.
- 2.8 For September 2013 there is a projected need for 12 permanent Reception classes and 1 more for 2014. To meet this we propose to expand the capacity of a sufficient number of schools by 15 or 30 pupils, ie 0.5-1 form of entry to meet the need within growth areas.
- 2.9 Suitable schools are being selected for expansion according to the following criteria :
- that they are both popular and successful;
  - they have sufficient site area for expansion;
  - expansion will not lead to the school becoming too large;
  - and the school is located within an area of growth.

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Work is currently underway to finalise this list of schools, together with a programme of works and detailed financial implications. A further report will be brought to the September Cabinet which outlines these proposals in more detail.

- 2.10 By 2016/17 there is likely to be a need to commission up to a further eight Reception classes. By this time there may be a more limited number of schools that will meet the criteria for formal expansion. Therefore alternative options such as new schools (possibly Academies/Free schools) may need to be considered.
- 2.11 The DfE will shortly be inviting expressions of interest from sponsors seeking to open new Free Schools or Academies from 2014/15 onwards. Havering's Officers are meeting with any potential sponsors and providing them, where appropriate, with the evidence they need of where there is a shortage of new places and any possible potential sites in the borough.

**3. Secondary**

- 3.1 The projected increase in primary pupils will transfer to secondary schools. As a result we are forecasting at secondary level (11-16) that the overall number of pupils will increase by 1,229 (8%) by 2020/21 and to continue to grow further into the future.

**4. Next steps**

- 4.1 Were Cabinet to approve the draft CSPA the Strategy would then be circulated for consultation with schools, the Dioceses and all other school place planning stakeholders. Following the end of the consultation period the Strategy would be revised appropriately and then subject to approval by Lead Member be circulated as the approved CSPA for the next five years.

<b>Key milestones</b>	<b>Date</b>
Cabinet decision on Draft CSPA	11 July 2012
Consultation period	July - September 2012
Decision by Lead Member and Group Director on Final CSPA	September 2012
Circulation of approved strategy	September 2012

**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 CSPA 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 draft strategy does not give rise to any financial implications; however, clearly its implementation will have significant financial implications.

**CAPITAL**

Within the Council's Education Capital Programme for 2012/13 £5.5m has been approved to fund both the replacement of the Key Stage 1 (KS1) accommodation and provision of additional places at Branfil Primary School. The implementation of additional places at this school is dependant on final forecasts of expected need and a Council decision to expand the school, following statutory consultation.

A further £9,876,472 has been approved within the 12/13 Capital Programme for the provision of additional primary school places.. This was funded from a combination of basic need grant (£3.7m) and expected S106 monies (£6.2m). Since approval of this funding additional basic need grant of £4m was received for 12/13 and this has been used to replace the expected S106 monies in the funding programme in order to reduce the risk associated around forecasting the receipts of S106 monies.

The bulk of this funding will be required to fund a permanent increase in school places from September 2013 onwards but £180k has been allocated to fund works to facilitate the admission of bulge classes in September 2012. This leaves a balance of £9,696,472 to fund places required from September 2013 onwards.

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High level indications were that this £9.7m would fund the provision of additional 40 classrooms. This is obviously substantially less than the 147 classrooms required but some spare accommodation already exists within our schools and the costs of bringing these back into teaching space is much less than providing a new classroom. It is expected that the remaining classrooms may be provided as follows:

- S106 contributions / Tariffs ( actual and expected receipts are being reviewed)
- Contribution from the DSG as agreed by the Schools Forum (approx £1m)
- Further basic needs grant allocations from 2013/14 onwards (expectations are that further grant will be awarded from DfE based on pupil projections)
- Provision of places by Academies and Free Schools (not funded by the LEA)

The financial implications of the whole primary expansion programme will be kept under review as detailed plans for the delivery of additional classrooms 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. An update will be provided to Cabinet in September.

## **REVENUE**

### **Implications for Schools**

The revenue implications for schools are that, in creating an additional class from September (eg Sept 12), additional resources will be incurred particularly for teaching and support staff. From the following financial year (eg 2013/14) the schools will receive additional funding through their budget shares as the pupils will be on roll at the date of the pupil census that is used to calculate funding. For the period September to March, however, additional resources will need to be provided. These will be met from a contingency held within the Schools Budget (funded by the Dedicated Schools Grant) as agreed by the Schools Funding Forum. As referred to above, the DSG will be increased from the following financial year as the Year R pupils are on roll; the bulk will be allocated to schools however there may be some available to fund LA services.

The contingency "pot" may reduce as a result of schools becoming academies and as such be insufficient to fund remaining schools for additional pupils.

It is proposed that from 2013/2014, the funding regime will be changing and contingency funds will be delegated to schools unless the schools forum approve otherwise. If a central contingency is not approved schools will be funded on the

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basis of pupils on role in the previous January and will need to manage the in year financial consequences of any increase in admissions.

However, it should be noted that schools may face financial difficulties if they have significant spare capacity as the level of funding attracted on a per pupil basis may not be sufficient to employ the required staffing levels. At present there is a factor within the schools funding formula to allow additional funds to be allocated in these circumstances. However this will no longer be permitted in future .

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

The draft CSPA 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 CSPA.

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 13 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 Schedule 11 of the Education Act 2011 (1) 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 CSPA 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 ie 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:**

As a result of a decision supporting the expansion programme, there is likely to be a need to recruit additional teaching and support staff within the relevant schools. These schools will directly manage the recruitment and selection process in accordance with the existing and relevant HR policies and procedures. Schools' HR support in relation to these processes will be provided as appropriate.

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

An Equalities Impact Assessment has been conducted and the conclusion is that there would be no identified adverse impacts.



**BACKGROUND PAPERS**

- DfE Advice: Establishing a new school, Departmental advice for local authorities and new school proposers, May 2012
- Havering School Planning Data Pack Spring 2012