




Report for:	Cabinet Member Signing	Item Number:	
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Title:	School Expansions – outcome of stakeholder consultation held between September and November 2014 and recommendations on whether or not to publish statutory notices – Bounds Green Infant and Junior School N11, St James C of E Primary N10 and St Mary’s CE Primary N8
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Report Authorised by:	Jon Abbey – Interim Director, Children’s Services  Anji Philips – Assistant Director, Schools and Learning
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Lead Officer:	Jennifer Duxbury – Head of Education Services Eveleen Riordan – Deputy Head of Education Services
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Ward(s) affected: The wards within which the affected schools sit (Bounds Green ward, Hornsey ward and Muswell Hill ward and their adjacent wards are primarily affected, but the provision of school places has the potential to impact on all wards in the borough as the benefits of local place sufficiency ripples out across the borough	Report for Key/Non Key Decisions: Key
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1. Describe the issue under consideration

- 1.1. On 15 July 2014 Cabinet agreed that Education Services could begin a public consultation on the how we might provide additional reception places in the borough to meet projected demand.
- 1.2. Between 15 September and 7 November 2014 consultation was carried out with stakeholders¹ on the possible expansion of three primary schools –

¹ parents, carers, schools, pupils, local residents, businesses and anyone who might have an interest in the provision of additional reception places



School	Expansion	Proposed implementation date
St James C of E Primary N10	Expansion from one form (30 pupils) to three forms (90)	Phased: September 2016 Reception cohort expanding from one to two forms September 2018 Reception cohort expanding from two to three forms
Bounds Green Infant and Junior School N11	Expansion from two forms (60 pupils) to three forms (90)	September 2016 reception cohort
St Mary's CE Primary N8	From two forms (60 pupils) to three forms (90)	September 2015 reception cohort

- 1.3. This report provides comprehensive details of the feedback on the responses we received from all stakeholders on the consultation including together with the latest available data on demand for school places in the borough. Having regard to all of the material information as outlined above this report makes a number of recommendations and these are set out in paragraph 3 below.

2. Cabinet Member introduction

- 2.1. This is a report for sign off by the Cabinet Member for Children and Families: therefore there is no Cabinet Member introduction

3. Recommendations

- 3.1. The Cabinet Member for Children and Families is asked to:

- 1) Note the views, opinions, and evidence received in response to consultation carried out between 15 September and 7 November on the possible expansion(s) of:

Bounds Green Infant and Junior School N11
St James C of E Primary School N10
St Mary's CE Primary School N8

- 2) Note the:

- analysis of the views, opinions and evidence of the feedback received;



- analysis of other factors including the demand for and supply of reception places across Haringey and in particularly in and around the wards within which the above three schools are sited;
 - projections for school rolls in our primary schools for up to ten years ahead based on actual and projected birth rates;
- 3) In considering 1 & 2, agree to the publication of a statutory proposal (Stage 1 of the statutory steps outlined in the Department for Education's Guidance²) in January 2015 immediately followed by a (fixed) four week period of representation (Stage 2) in respect of the following two schools:
- Bounds Green Infant and Junior School, and
 - St Mary's CE Primary School;
- 4) Note that a Cabinet report will be prepared for March 2015 making recommendation(s) on whether or not these two schools should be expanded;
- 5) Agree that, having regard to representation received as a result of consultation, that a statutory notice for the expansion of St James C of E Primary School should not be published at the present time;
- 6) Note that a wider school place consultation will be undertaken with stakeholders in Planning Area1, with a particularly focus on the Muswell Hill area and a report produced where appropriate.

4. Alternative options considered

- 4.1. Demand for primary reception places in our borough is rising and we know from the data from the School Place Planning Report that we will need additional places from 2015 if we are to ensure that we continue to meet our statutory duty of being able to provide enough school places.
- 4.2. Information on the supply of and demand for school places is set out in our annual school place planning report and is published online. A summary of this information is included in paragraph 5 below and in the associated appendices.
- 4.3. Previous reports (July 2013 and July 2104) have set out why the specific schools were identified for consultation and at this juncture, the results of the consultation and demand have informed the next steps.
- 4.4. The Education Act 2011 changed the arrangements for establishing new schools and introduced section 6A (the academy/free school presumption) to the

² School Organisation: Guidance for proposers and decision makers January 2014



Education and Inspections Act 2006. For the local authority, therefore setting up a new community school could not be considered.

5. Background information

5.1. Why are we thinking about increasing reception places?

Our School Place Planning report shows a projected shortfall of reception places in the coming years (see Appendix 1 which sets out actual and projected demand for reception places). Our latest borough wide projections (2014) show that if we do not provide additional places we will have a shortfall of 1 form of entry (1fe) in 2015, rising to 11fe by 2024.

5.2. This shortfall mirrors the position across the capital triggered by a rise in birth rates and net migration into London. This shortfall does not take account of the 2% recommended surplus advised by the DfE to allow for some parental preference and movement. In Haringey 2% equates to approximately 65 reception places (3fe) based on an overall published admission number of 3260 for the borough's reception cohort.

5.3. Meeting future demand

In July 2013 the Council's Cabinet agreed that the borough could carry out initial feasibility work to see if several of the borough's schools were physically capable of expansion. These schools had been selected according to our published Place Planning Principles (Appendix 2) as well as work to see where additional places could best be provided within the borough to most effectively meet projected unmet need.

5.4. In July 2014 the Cabinet agreed that the Council could begin consultation on the possible expansion of three primary schools: Bounds Green Infant and Junior School N11, St James C of E Primary School N10 and St Mary's CE Primary School N8. Initial feasibility had shown that all of these schools were capable of expansion and projections indicated that these schools would be well placed geographically to meet future rising demand. The schools also met the spirit and content of our published School Place Planning Principles (Appendix 2).

5.5. Consultation – the statutory process

Where a local authority wants to expand a school (increase the numbers admitted each year) and the expansion involves physical building works, the Department for Education's (DfE) School Organisation: Guidance for proposers and decision makers sets out the statutory stages that must be followed. The four stages are:

1. **Stage 1: Publication** (of a statutory proposal)
2. **Stage 2: Representation** (formal consultation – fixed period of four weeks only)



3. **Stage 3: Decision** (must be within two months of the end of the representation period)
4. **Stage 4: Implementation** (when the first intake of the expanded cohort starts)

5.6. Para 10 of the Guidance acknowledges that there is no requirement for a “pre-publication consultation period” but does say that there is a “strong presumption” that local authorities will “consult interested parties in developing their proposal prior to publication as part of their duty under public law to act rationally and take account of all relevant considerations”.

5.7. We see the gathering of views and evidence on the expansions as critical to informing a balanced and robust process. We carried out an eight week consultation³ period for each of the three schools, during which time the following actions were instigated:

Stakeholders	
Consultation document (appendix 8)	All parents, carers, staff and governors were provided with a copy of the full consultation document (Appendix 8) which provided them with information on the proposed expansion and set out details of how they could express their views
Consultation Flier (appendix 4)	Houses, flats and businesses at a radius of 1km from the centre of the school were leafleted (Appendix 4) advising of the expansion consultation, giving the web link details and advising on public meeting dates and times
Other consultees	All adjoining boroughs, the borough’s MPs, all councillors, the diocesan boards and all relevant council departments were advised of the consultation via an email
Posters	Posters were displayed at all schools where an expansion was being considered and at all of the borough’s libraries
Public meetings – two public meetings were held at each school: one in the morning to coincide with school drop off, and one in the evening to allow working parents/local residents to attend	<u>Bounds Green Infant and Junior School</u> Thursday 2 October at 9.15am and 6.15pm <u>St James C of E Primary</u> Wednesday 24 September at 7pm and

³ The consultation was originally scheduled to run for six weeks (15 September to 24 October) but was extended to eight weeks (ending on 7 November) to accommodate requests from stakeholders across all three schools



	Thursday 25 September at 9.15am <u>St Mary's CE Primary</u> 22 September 2014 at 9.15am and 6.30pm
Emails/ letters	All electronic submissions were acknowledged via email and questions and queries raised through the consultation period were responded to so as to ensure respondents were able to make fully informed comments on the proposals
Design drop-ins	Design drop-ins were held at each school and allowed all stakeholders to view some indicative drawings for how any expansions might be delivered and officers were available to talk through the indicative designs and answer questions and queries.

5.8. A comprehensive Consultation Report setting out the documents we shared with stakeholders and all of the feedback given to us, together with Council responses to questions raised during the consultation process (as well as a list of frequently asked questions and answers provided as part of the consultation documentation) is included at Appendix 8 and Appendix 3 to this report.

5.9. We have had some representations from pupils through the consultation process. The voice of the pupils of each school will be addressed at any statutory notice stage through working with individual schools and their School Councils or as appropriate.

5.10. Demand for reception places in the borough

Demand for reception places in our borough is rising. At the present time we have a very low surplus of reception places in the borough – 54⁴ reception places available places across all of our schools (out of a total of 3350 reception places (1.6% surplus). Our projections show that, in the shorter term (up to 2018/19) we will have a deficit of 120 places (4fe)⁵, rising to a deficit of 310 places (11fe) by 2024 if we do not increase the number of reception places we have available to meet rising demand. While our projections are more accurate in the shorter term (because they take account of children that have actually been born but have not yet started school), we do know that accuracy in recent years has been within the range of 0.2% and 2.71% over the last six years (with 0.2% equating to 6⁶ pupils or less than one form of entry and 2.71% equating to eighty pupils or just under three forms of entry). The 2% DfE recommended

⁴ As of 6 Nov 2014

⁵ Based on a Published Admission Number (PAN) of 3260 reception places

⁶ Based on the 2014 PAN of 3350



surplus (to allow for some parental choice and movement) based on 3350 available reception places is 60 places.

- 5.11. We know from the projections that we have that to do nothing to increase capacity is not an option as we will not be able to meet future demand and therefore meet our statutory duty as a Council. An in-depth analysis of the demand for and supply of reception places across the borough together with actual and projected school rolls is set out in our annual School Place Planning Report (SPPR) 2014 which is published on our website and is available to view at www.haringey.gov.uk/schoolplaceplanning
- 5.12. The SPPR was signposted to all stakeholders during the consultation period and a link to it provided on the Council's consultation webpage so that those stakeholders who were interested in the data that informs our projections and the school roll data that we hold across the borough could access information that informed why Cabinet agreed to begin consultation on expanding some of our schools. There is table taken from the SPPR at Appendix 1 setting out the number of births and pupil roll projections by corresponding intake year compared against the number of available places across the borough. This table shows the projected shortfall in reception places measured in forms of entry on a year by year basis from 2015 through to 2025.
- 5.13. Below is an analysis of the demand for places in the local area close to each of the schools we are thinking about expanding, together with a summary of the consultation responses we have received for each school. The summary of the responses received **must** be read in conjunction with the full consultation report for each school included at Appendix 8 of this report. The consultation reports set out in their entirety the responses we have received during the consultation period. The Consultation Report at Appendix 8 contains a list of frequently asked questions for each school and Appendix 8 also contains has a summary of the questions and answers flowing from the public meetings that were held. Where any questions were asked that were not covered by the FAQs or the Q and As the appendices have been supplemented to reflect these additional questions.
- 5.14. The schools are considered in alphabetical order beginning with Bounds Green Infant and Junior school.

5.15. Bounds Green Infant and Junior School

5.15.1. Demand for reception places local to Bounds Green Infant and Junior School

Bounds Green Infant and Junior School falls into Planning Area 1 (PA1) for the purposes of school place planning (see Appendix 5, map of Planning Areas). However, the school rolls for Bounds Green show that demand and supply of places in PA5 (comprising of Noel Park, West Green, Woodside,



south half of Bounds Green wards) has the most impact on how demand is played out at Bounds Green. For the purposes of this report the data for PA5 is used to reflect demand and supply in the area around Bounds Green Infant and Junior School. This shows (Appendix 1) that demand is projected to outstrip supply by approximately one form of entry (1fe) from 2015, rising to 2fe in 2018 and 3fe in 2021 based on a published admission number (PAN) of 3260.

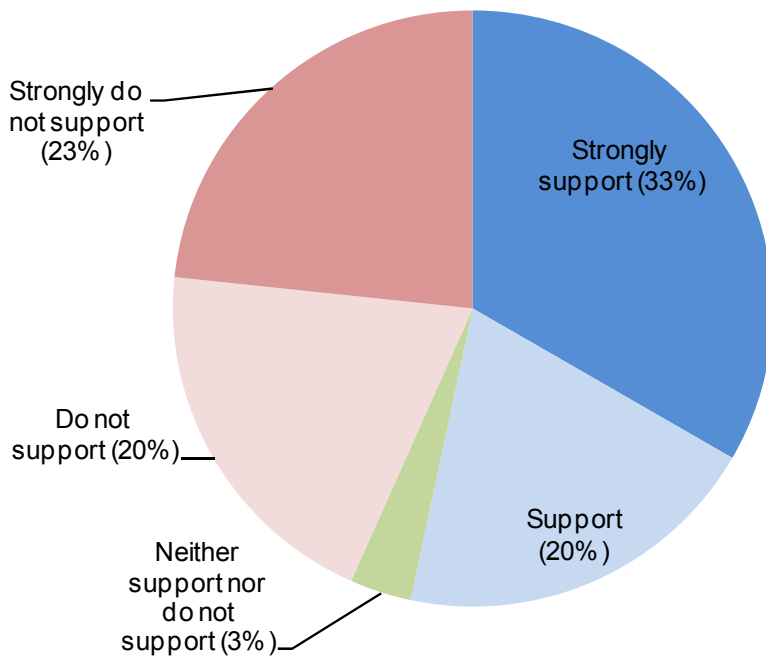
- 5.15.2. In addition to monitoring demand for places and school rolls in the area around Bounds Green, we are also in regular contact with our colleagues in Enfield with regard to demand for places in Enfield in the area close to Bounds Green. We know that Enfield's North Circular Road Area Action Plan (NCR APP), together with several regeneration projects (including the Ladderswood Estate) will mean an increase in demand for local school places. The Greenwich Judgement of 1989 established the right of any child to apply for admission to any school; whether they succeed in that application or not, however, will depend upon the admissions criteria for that school but not upon whether that school is under the control of the local authority where the child happens to live.
- 5.15.3. Enfield have/are planning to increase local capacity for school places (including at Garfield Primary School which increased from 2fe to 3fe in 2013 and a potential 2fe primary provision at Ashmole Academy from 2015) but we are carefully monitoring the impact of the AAP and other regeneration on demand for places on our side of the borough boundary, specifically at Bounds Green Infant and Junior School and St Martin of Porres. As of November 2014 there were 47 Enfield children in Bounds Green Infant and Junior School (see Appendix 7)
- 5.15.4. **Bounds Green Infants and Junior school – summary of consultation findings**
53% of respondents to the consultation (16) said either that they supported or that they strongly supported the proposal to expand the school compared to 43% (13) who either did not support or strongly not support an expansion (see Figure 1 below for complete results).
- 5.15.5. We received 18 electronic and 12 paper consultation responses (making a total of 30 responses). The largest respondent group were parents/carers of a pupil at the school (20 responses) followed by parents or carers of a child not yet of school age (9).



Figure 1 below sets out a summary of the responses in a pie chart.

**Figure 1: Support for proposed expansion
(Bounds Green Infants and Junior school)**

Source: LBH Consultation survey 2014



Note 1: Totals may not sum to 100% due to rounding

Note 2: For the precise questioning used for each survey please refer to the survey forms given in the appendices.

5.15.6. The most often cited advantages of an expansion were the reduction of school waiting lists (10) and new buildings / classrooms (7). In contrast the most often cited disadvantages were less space (17), the school losing character (9) and the disruption caused by the development (8).

5.15.7. Conclusions on the recommended next steps for Bounds Green Infant and Junior School are set out in 5.22 to 5.26 below.

5.16. St James C of E Primary School

5.16.1. Demand for school places in the area local to St James C of E Primary School

St James C of E Primary falls into Planning Area 1 (PA1) for the purposes of planning for school places. Demand for places in this part of the borough is high and as of November 2014 there were no spaces at reception level and



waiting lists existed for all schools in the PA⁷. Our projections show that we currently do not have enough reception places to meet local demand (as a result a bulge class of 30 was provided at St James for the September 2014 entry) and we project that we will need 1fe from September 2015 rising to 2fe (60 places) from 2016.

5.16.2. St James C of E Primary school – summary of consultation findings

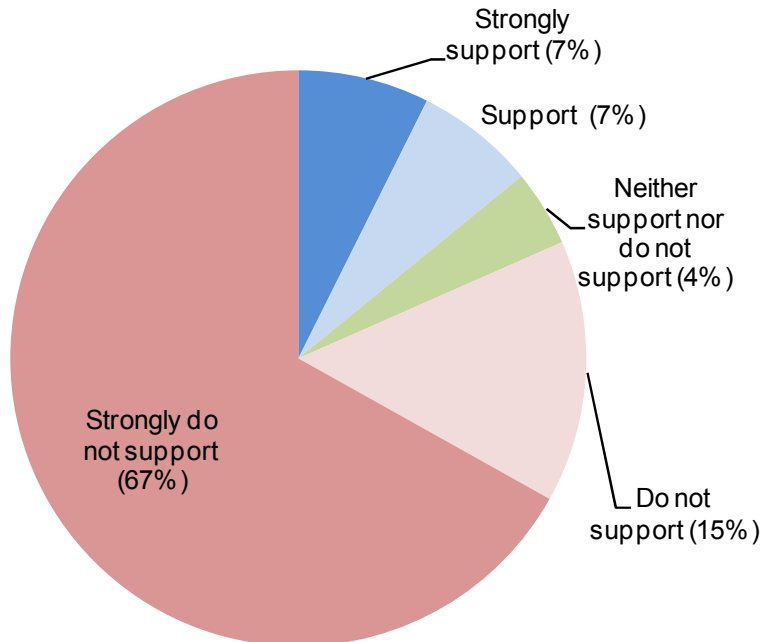
A total of 82% of respondents to the consultation (133) said *either* that they did not support or that they strongly did not support an expansion of the school compared to 14% (23) who either support or strongly support an expansion (see Figure 1 below for complete results).

5.16.3. We received 144 electronic and 19 paper consultation responses (a total of 163) and the highest category of respondent was a parent/carer of a pupil at the school (117 responses) followed by a parent or carer of a child not yet of school age (21).

A summary of the responses is set out in a pie chart in figure 1 below

**Figure 1: Support for proposed expansion
(St James C of E)**

Source: LBH Consultation survey 2014



Note 1: Totals may not sum to 100% due to rounding

⁷ Bounds Green Infant and Junior, Coldfall Primary, Eden Primary, Muswell Hill Primary, Our Lady of Muswell RC Primary, Rhodes Avenue Primary, St James' CE Primary, St Martin of Porres RC, Tetherdown Primary



Note 2: For the precise questioning used for each survey please refer to the survey forms given in the appendices.

5.16.4. The most often cited disadvantages of an expansion were less space (114), local parking or traffic issues (73) and the disruption caused by the development (56). Sale of Land was also cited by 24 respondents. The most frequent cited advantages of expansion were new buildings / classrooms (45), the reduction of school waiting lists (36) and better prospects for staff (28).

5.16.5. Conclusions on the recommended next steps for St James C of E Primary School are set out in paras 5.27 to 5.50.

5.17. St Mary's CE Primary School

5.17.1. Demand for school places in the area local to St Mary's CE Primary School

St Mary's falls into Planning Area 2 (PA2) for the purposes of planning for school places. We currently provide a total of 626 reception places in this PA and, for September 2014, we increased this capacity to 656 by providing an additional 30 places at St Mary's to meet projected unmet demand. As of November 2014 all three reception classes were full and there was a waiting list for reception places at the school. We expect demand to outstrip supply in this area by 2fe (60 places) in 2015/6, settling back down to 1fe (30 places) from 2016/17 onwards.

5.17.2. St Mary's CE Primary - summary of consultation findings

A total of 56% of respondents to the consultation (10) said either they did not support or that they strongly did not support an expansion of the school compared to 39% (7) who either supported or strongly supported an expansion of the school (see Figure 1 for complete results).

5.17.3. We received 14 electronic and 5 paper consultation responses (making a total of 19 responses). The biggest respondent group was a parent/carer of a pupil at the school (12 responses) followed by a parent or carer of a child not yet of school age (5).

5.17.4. 53% of respondents to the consultation (10) said that either they did not support or they strongly did not support the proposal compared to 37% (7) who said they either supported or strongly supported an expansion of the school (see Figure 1 below for complete results).

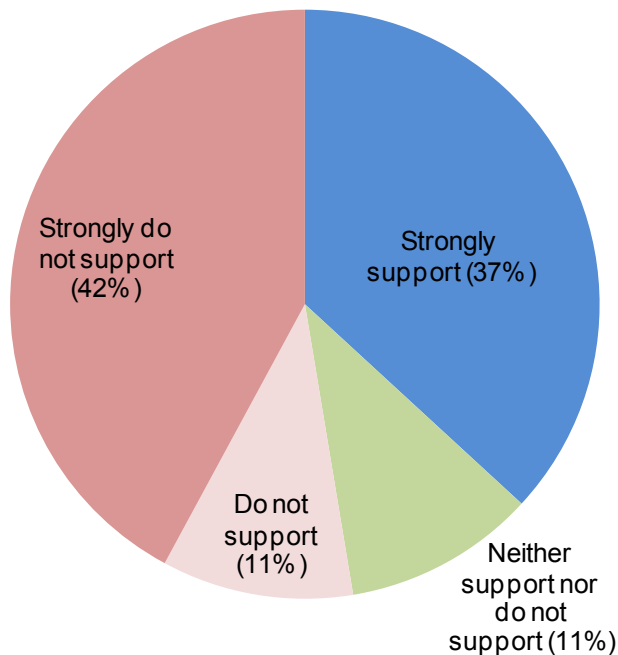
5.17.5. St Mary's CE Primary school received 14 electronic and 5 paper consultation responses. The largest respondent type was a parent/carer of a pupil at the school (12 responses) followed by a parent or carer of a child



not yet of school age (5).

**Figure 1: Support for proposed expansion
(St Mary's CE)**

Source: LBH Consultation survey 2014



Note 1: Totals may not sum to 100% due to rounding

Note 2: For the precise questioning used for each survey please refer to the survey forms given in the appendices.

5.17.6. According to respondents the greatest disadvantages of any expansion were the disruption caused by the development (9) and the school losing character (7). The most frequently cited advantages of expansion were a reduction of school waiting lists (9) and more money for the school as a result of increased pupil numbers (3).

5.17.7. Conclusions on the recommended next steps for St Mary's CE Primary School are set out in paras 5.51 to 5.56 below.

5.18. Conclusions on all three schools

We have seen an overall upward trajectory in birth rates in our borough in recent years which has meant a rise in the demand for reception places in the borough. Nationally birth rates show a similar trend: up by 18% in England and Wales in the last decade⁸. There is no single explanation underlying the rise in fertility in England and Wales but the Office for National Statistics cites that the possible causes may include:

⁸ Source: The Independent, February 2014



- more women currently in their twenties having children
- more women at older ages (born in the 1960s and 1970s) are having children that had previously postponed having them
- increases in the numbers of foreign born-women who tend to have higher fertility than UK-born women
- government policy and the economic climate indirectly influencing individuals' decisions around childbearing

5.19. Our last known projections from the GLA (reproduced at Appendix 1) reflect this upward trend and show an overall upward trajectory for births between now and 2024 so that by 2024 we expect there to be 295 more births in that year.

5.20. We have previously expanded several of our primary schools (Rhodes Avenue 2012, Welbourne 2013) and we have also used 'bulge' or one off classes at a number of schools across the borough to meet local demand. In addition the opening of several free schools in the borough since 2012 has meant that an additional 140⁹ free school reception places have been provided across the borough.

5.21. During the consultation across the three primary schools we heard varied and differing views and concerns both in favour of and against the expansion of all three schools. When we made a commitment to carry out this non statutory consultation with all stakeholders we made clear that the feedback we received would be a vital factor in helping us to form recommendations on any next steps for the expansion of school(s) in the borough. The conclusions on next steps for all three schools is set out below in the following paragraphs –

Bounds Green Infant and Junior School -	Paras 5.22 to 5.26 inclusive
St James C of E Primary -	Paras 5.27 to 5.50 inclusive
St Mary's CE Primary -	Paras 5.51 to 5.56 inclusive

5.22. **Bounds Green Infant and Junior School** - Para 5.15.1 above sets out the demand for reception places close to Bounds Green and shows a deficit of 3FE (90 places) in the coming years. Paras 5.15.5 provide a summary of the consultation responses. Of those who opposed the expansion the main points of concern was the perceived lack of onsite space within which to provide an additional form of entry together with a fear that the current ethos of the school would be lost and that building work would be disruptive and that the education of children at the school would suffer.

5.23. We know that an expansion of any school brings challenges to a school and we have set out in some detail in the consultation material (Appendix 8) how such challenges could be addressed generally and with more specific reference to the leadership at Bounds Green (and to the leadership of the other schools in their

⁹ 30 places at Eden Primary N10, 60 Places at Brook House Primary School N15 and 60 places at Harris Academy Tottenham N17



dedicated consultation material). Parents and carers who have children who are not yet of school age have also come forward to express support for an expansion of the school and the additional local school places that the expansion will provide for their own or other children as they reach statutory school age. The school's leadership, including governors, have set out their in principle support for an expansion to meet the needs of local families although they do retain some concerns about how an expansion is delivered as well as how robust the projections for future demand are. We have further collaborative work to carry out with the school in the coming months to agree more detailed work on delivery of an expansion, and we do have confidence that our projections across the borough show a very small margin of error as each reception cohort comes forward in September of each year (between 0.2% and 2.71% in the last six years, equating to 80 reception places at its highest based on an overall reception capacity of 3350 as was provided for September 2014 entry).

- 5.24. On balance and having regard to consultation responses, school roll projections and the comments from the leadership of the school it is recommended that a statutory notice is issued for the expansion of the school from two to three forms of entry, to take effect from 2016. It is recommended that a notice is published in January 2015 and a fixed statutory period of representation (consultation) will immediately follow during which all stakeholders will once again have the opportunity to express their views.
- 5.25. Following that representation period a report will be prepared for the Council's full Cabinet in March 2015 to make a final decision on whether or not to expand the school. The March 2015 report will also have the benefit of the latest available statistics for reception applications for the September 2015 intake¹⁰. We will be able to measure these statistics against our September 2015 school roll projections to establish the accuracy of these projections. This information will provide a valuable check against the projections on which we are currently make a recommendation to expand the school.
- 5.26. During the period between now and March 2015 we will also be having further detailed conversations with the senior leadership of Bounds Green Infant and Junior School on, among other things, design of any expansion and school roll projections and their accuracy together with local demand for school places. We will report back to Cabinet on the outcome of these conversations in March 2015. The options open to officers for the Cabinet report in March 2015 will be to: 1) recommend expansion of the school, or: 2) to recommend that the school is not expanded. Any recommendation will be based on the latest available data and the representations made as part of the statutory consultation scheduled for January/February 2015, including from the governors of the school. The Cabinet will be the decision maker based on the recommendations and the information contained in the report.

¹⁰ The closing date for applications for reception 2015 is 15 January 2015



- 5.27. **St James C of E Primary** - Para 5.16.1 above sets out the demand for reception places close to St James and shows a deficit of 2FE (60 places) in the coming years. Paras 5.16.3 provide a summary of the consultation responses with a vast majority very firmly against an expansion of the school based on the information shared through the consultation period, although there was a proportion of a response that supported an expansion and recognised the need to increase the number of local school places.
- 5.28. There has been a very strong opposition put forward by stakeholders to the expansion of the school based on a proposed overall reduction in the curtilage of the school site, together with the increased attraction of traffic to the school that residents expect as a result of an expansion. Respondents also expressed concern about the disruption the expansion would have on the school and the resultant impact on the delivery of education to the children at the school. Where support was shown for the expansion the grounds cited were the new classrooms and buildings that an expansion would bring, together with reduced school waiting lists and more money for the school to use to enrich the curriculum and learning.
- 5.29. The proposed expansion of St James is more complex than the other two proposed expansions for two main reasons: an expansion from one to three forms is proposed over a phased period between 2016 (when the school would move to two reception classes) and 2018 (when the school would move to three reception classes); and 2) the building works to deliver an expansion proposes a holistic development which takes advantage of using the existing St James' school site located on Woodside Avenue (in the ownership of the diocese) and, the adjacent former residential care home known as Cranwood House (in the ownership of the Council and on Muswell Hill Road).
- 5.30. This holistic approach would provide enhanced, modern education facilities to meet projected unmet need for school places as well as providing affordable housing, particularly council rented homes, which are in serious undersupply in this part of the borough. It is these two elements of a proposed expansion that lie at the heart of the opposition to the expansion from current parents and carers of children at the school and from local residents.
- 5.31. The holistic approach to facilitating an expansion of St James C of E Primary School does require a swap of land which is currently in London Diocesan Board for Schools ownership and land which is currently in local authority ownership.
- 5.32. Consultation responses from stakeholders and more specifically from parents/carers at St James have focused on a significant concern regarding the overall reduction of Diocesan land and the play space offered within the design for the new 3fe school.



5.33. While the overall gross site area (existing school site boundary) is reduced, the onsite changes mean that an expanded school would benefit from a slight increased net useable play space, and a 3fe school at three storeys as opposed to the school's current one storey building. To achieve this increase in play space the design is reliant on the use of play decks (play space above ground floor level and seen in many school settings in built up areas where space is at a premium). The total area of play space as proposed in a 3fe school exceeds DfE standards for primary schools by 5%. To provide any additional play space over and above that set out at design stage would potentially impact on the proposed housing development and the percentage of affordable housing units (which are already less than the 50% set out in the borough's Local Plan). A breakdown of proposed external space is set out below:

- Sport England tennis court is offered at 24m x 11m = 264 sq metre.
- The schools current MUGA (multi use games area) is 383 sq metre.
- The proposed first floor offers 2 play decks, 550 and 819 sq metre (square and rectangular spaces to suit all activities)
- The proposed second floor play deck is offered at 213 (informal play/outdoor learning area)

5.34. The budgetary constraints for this holistic approach means that the proposed housing development would cross subsidise the new 3fe school (approximately £4m housing contribution against an indicative £9m education budget). The Diocese would be required to undertake a land swap within the existing school site to support the proposed housing. The works to expand also do allow some condition issues that currently exist at St James to be addressed as part of the new build.

5.35. This land contribution would be offset by a smaller portion of land given over to the school from the existing Cranwood site (see map at Appendix 9). There remains an overall reduction in school land. The exchange of land has proved contentious for many parents and carers of the school and there have been some misconceptions that school land is being sold to fund the increase in school places.

5.36. In fact 2631m² of land currently in diocesan ownership is being given over in exchange for 870m² of land currently in Council ownership. The principle of offering a parcel of land was known by the Diocese and Governors and informed their preferred option offered in August 2014. The risk of obtaining support by the Charities Commission was considered low by the Diocese based on benefits and precedent set previously. The present design exceeds BB99 DFE primary space guidance by approx 5%.

5.37. The redevelopment of the former Cranwood House site for residential units will go ahead regardless of whether or not a decision to expand St James C of E Primary is taken. The Cranwood House site has been designated in the



borough's Local Plan for a number of years as a site suitable for residential development and it provides a valuable opportunity to provide a mix of housing that is in demand in the borough and across London. Provision of residential on this site also allows a significant contribution to Haringey's London Plan housing target of 820 units a year to contribute towards the overall shortage (including affordable) of housing in the Capital. The further alterations to the London Plan (FALP) proposed an even higher annual housing target for the borough of 1502 units from 2015. A holistic approach to redevelopment of this site together with an expansion of St James has been proposed because the timings have aligned in such a way as to consider a school building that crosses the two sites and residential development that provides some financial uplift to partially pay for delivery of the school expansion.

- 5.38. Governors of the school, while supporting the principle of an expansion of the school to either two or three forms of entry, have expressed strong concerns about a) financial limitations flowing from the land swap proposed between the adjacent Cranwood House and some diocesan land currently within the curtilage of the school, and b) from an environment and facility perspective governors consider that the land being lost and the benefits secured for future pupils in imbalanced as currently proposed. The Governors' full submission is appended in the consultation report at Appendix 8 to this report.
- 5.39. The objections to the proposed expansion of St James using a holistic solution that takes account of the adjacent local authority owned Cranwood site are strong. They are set out in full in Appendix 8 to this report and include officer and other responses to the objections that have been raised.
- 5.40. The Head teacher of another local primary (Highgate Primary) has set out his concerns about a) perceived inaccuracies in the authority's published consultation information and the School Place Planning Report in terms of projections and new development and b) loss of prospective pupils to St James if it is expanded.
- 5.41. The full response from Highgate is included in the consultation report at Appendix 8 of this report. The Head teacher believes the expansion would have a significant and destabilising impact on Highgate Primary School as pupils who might have chosen to go to/been offered a place at Highgate Primary would be likely to be offered a place at an expanded St James. The consultation document refers to the number of applications we received for a reception place in PA1 against the number of reception places in PA1 – 554 for 540 leaving a shortfall of 14 places.
- 5.42. This information is factual based on applications we received and is correct. Following offer day there were residents in PA1 who had not been offered a local school place and had to be offered a place some distance from their home address. Ten families living in N10 were not given one of their preferred schools



on national offer day (17 April) and we had to allocate them a school place out of the local area.

- 5.43. We were subsequently able to offer all of these families a local place but this would have been helped by the bulge class opened in reception at St James in September 2014. Without this bulge class it is likely that the ten local families not offered a local place would have been higher and that other children would have been offered lower preference schools, further away.
- 5.44. Even when set against the unmet future demand for reception places in the local area and the risk we face to insufficiency of school places locally if we do not take action to increase capacity, the strength of feeling against an expansion of St James C of E Primary by two forms of entry based on the holistic proposal (using adjacent LA land and uplift from a residential development to part fund the expansion) is very clear and the risks to proceeding to issuing a statutory notice based on the current proposal without the full and unconditional support of the school's governing body and the parent and carer body of children currently at the school would make the delivery of an expansion very difficult if not impossible.
- 5.45. The DfE's statutory Guidance on School Organisation contains important information about process, decision making and appeal and can be viewed at <https://www.gov.uk/government/publications/school-organisation-maintained-schools> and is included at Appendix 10 to this report.
- 5.46. Having regard to all of the above, including the projected unmet demand for local school places and the strong opposition to an expansion that requires a land swap, even allowing for the benefits that could be achieved through the resultant uplift from the adjacent residential development, it is recommended that a statutory notice in respect of an expansion of St James is not published at the current time.
- 5.47. The feedback from the recent consultation has told us that the expansion as currently proposed does not have sufficient support and there would be too many associated risks to any final decision making and implementation in taking it forward at this stage. These risks cannot, at the current time, be offset by the provision of additional local school places that an expansion at St James would bring.
- 5.48. It is also recommended that a wider consultation with local parents (of school children and pre-school aged children) together with local residents, local schools and all other stakeholders takes place in the Muswell Hill area early in 2015.
- 5.49. Feedback from this consultation will be reported to Cabinet in March 2015 together with any necessary recommendations, including any further



consultation on expansions and/or bulge classes, to ensure that we have sufficiency of school places in the local area looking forward. Governors, staff and parents/carers of St James will of course be part of this conversation about local school place delivery.

- 5.50. During this further proposed consultation period outlined above for the Muswell Hill area the Council will continue to develop and progress works for the redevelopment of the Cranwood site to provide residential development.
- 5.51. **St Mary's CE Primary N8** - Para 5.17.1 above sets out the demand for reception places close to St Mary's and shows a deficit of 2fe (60 places) then 1fe (30 places) in the coming years. Paras 5.17.5 provides a summary of the consultation responses to an expansion based on the information shared through the consultation period.
- 5.52. Of those opposed to an expansion the main reasons cited were the disruption caused by the building works and the loss of character within the school that parents envisaged would result if the school went from two to three forms of entry. Where support was evident the strongest reasons were a reduction in school waiting lists and more money within the school as a result of the additional pupils. A full record and analyse of comments received during the expansion is included at Appendix 8 to this report and should be read in conjunction with the recommendations in this report.
- 5.53. The projections for the local area are very clear: there are more applications for a school place in the local area than there are places available. This high demand for places has already meant that we have sought and secured bulge classes in the local area at Weston Park Primary (two consecutive bulges) and one at St Mary's. Without a more permanent solution to future projected unmet demand we will be unable to give parents and carers the certainty they seek in terms of a securing a school place for their child and we project that we will not have enough school places locally to continue to meet demand.
- 5.54. On balance and having regard to all comments received during the consultation period and the projections for school rolls in the local area it is recommended that a statutory notice is published in January 2015 setting out the authority's intention to expand this school. A fixed statutory period of representation (consultation) will immediately follow during which all stakeholders will once again have the opportunity to express their views.
- 5.55. Following that representation period a report will be prepared for the Council's full Cabinet in March 2015 to make a final decision on whether or not to expand the school. The March 2015 report will also have the benefit of the latest available statistics for reception applications for the September 2015 intake¹¹. We will be able to measure these statistics against our September 2015 school

¹¹ The closing date for applications for reception 2015 is 15 January 2015



roll projections to establish the accuracy of these projections. This information will provide a valuable check against the projections on which we are currently make a recommendation to expand this school.

- 5.56. The options open to officers for the Cabinet report in March 2015 will be to: 1) recommend expansion of the school, or: 2) to recommend that the school is not expanded. Any recommendation will be based on the latest available data and the representations made as part of the statutory consultation scheduled for January/February 2015, including from the governors of the school. The Cabinet will be the decision maker based on the recommendations and the information contained in the report.

6. Comments of the Chief Finance Officer and financial implications

- 6.1. The report has both capital and revenue implications

6.2. Capital Implications

The majority of funding to provide school places is provided by the DfE via annually announced capital grant allocations for both school place provision and maintenance of the school estate. The Council pools these resources to ensure that the highest priority projects can be supported. As yet no indication has been given from government as to the level of capital funding that will be available from 15/16 onwards, and there is therefore some risk that insufficient allocations will be made.

- 6.3. The total DfE allocation for estate maintenance and for new pupil places in 14/15 was £6.4m, and the current programme estimates are that this level of allocation will continue for the next 3 years. This funding is required to support the expansions which are the subject of this report, **as well as provide the resources for all other maintenance and pupil place requirements over the next 3 years for all Haringey community schools.** As has been the case since 2010 there will therefore be severe pressure to limit the level of general maintenance or investment across the community school estate to ensure that sufficient school places can be provided.
- 6.4. The Council will need to formally commit to providing the funding required for the expansions once it moves to statutory consultation on the proposals. This will mean that should the future allocations of grant from government fall short of current projections, the Council will need to find the resources from other sources, or reduce planned expenditure on other improvements to the school estate.
- 6.5. The indicative estimates of total capital cost at the feasibility stage for all three projects are as follows:



St James – full new build of 3FE school- £13m
St Mary's – adaptations and extension - £3.5m
Bounds Green – adaptations and extension - £3.3m

- 6.6. The estimates are from an early stage of design work. Firm cash limit budgets will be determined once further detailed design has been undertaken. Design work is planned to continue at risk for those projects where it is agreed to move to statutory consultation i.e. St Mary's and Bounds Green.
- 6.7. In the case of St James, there are a number of options for the configuration of the school and housing on the site. In terms of value for money, assessed as the number of new school places achieved in relation to total whole life cost investment required, expansion to 3FE via a new build solution is the preferred option. However, there is no doubt that this option is only financially viable, deliverable and affordable if the holistic project (i.e. including the adjacent Cranwood site) generates a minimum of £4m of capital receipts, and this is the basis of the planned funding package for the project to proceed. This requirement reduces the level of affordable housing that can be provided from the site, but is necessary in order to make the expansion viable.
- 6.8. In order to avoid the risk of abortive costs of design work on the St James project it is recommended that such work is suspended until the outcome is known from the further public consultation recommended in the report.
- 6.9. Revenue Implications.**
The Dedicated Schools Grant (DSG) will provide for the revenue implications of school expansions. The Schools Block of the DSG is determined by the October school census preceding the financial year and therefore will not reflect September increases in roll until the following financial year.
- 6.10. Individual school budgets are based on the same data but the School and Early Years Finance Regulations allow a schools forum to set aside a growth fund for in-year planned expansions covering the unfunded period from September to March. Haringey's Schools Forum have previously approved funding criteria for expanding schools on the basis of 7/12th of the relevant Age Weighted Pupil Unit (AWPU) funding plus £500 multiplied by the standard class number (30 in primary schools). A recommendation will be put to the Schools Forum on 4 December for a 2015-16 Growth Fund that will cover the expansion at Bounds Green and St Mary's CE and the already agreed bulge class at St James.
- 6.11. The average school receives through the Haringey School Funding Formula 92% of its allocation via pupil led factors, including nearly 74% through the AWPU. An increase in pupil numbers will therefore bring a substantial increase in income to a school and reduce the per pupil cost of school overheads.



7. Comments of the Assistant Director of Corporate Governance and legal implications

- 7.1. The Assistant Director of Corporate Governance has been consulted on the content of this report and comments as follows.
- 7.2. Under section 14 of the Education Act 1996 the authority must secure that there are sufficient schools for providing primary education in its area. The School Admissions Code dated 1 February 2012 states that admission authorities for all children in school must provide for the admission of all children in the September following their fourth birthday.
- 7.3. Sections 18 and 19 of the Education and Inspections Act 2006 (the 'EIA') provide for alterations to schools. Section 19 relates to the publication of proposals to make alterations. The relevant regulations made under the EIA are The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013 ("Regulations") under which the authority must, when bringing forward proposals to which the regulations apply, to expand a school, consult with interested parties and in doing so have due regard to the Secretary of State guidance as issued from time to time. The relevant guidance is the School Organisation Maintained Schools, Guidance for proposers and decision - makers issued January 2014 (the Guidance) is attached at appendix 10 to this report. The authority must also have regard to the Guidance when considering or determining proposals and making decisions in relation to their implementation.
- 7.4. Paragraph 10 of the Guidance provides that although there is no longer a prescribed 'pre-publication' consultation period for prescribed alterations, there is a strong expectation on LAs to consult interested parties in developing their proposal prior to publication as part of their duty under public law to act rationally and take into account all relevant considerations. Schools will also need to ensure that they have the consent of the site trustees and other relevant religious authorities (Including the CofE Diocesan Board of Education) (where necessary).
- 7.5. Paragraph 11 of the Guidance provides that it is best practice to take timing into account when considering a significant change or prescribed alteration to a school. For example, by holding consultations and public meetings – either formal or informal – during term time, rather than school holidays. The location of any public and stakeholder meetings should also be planned to maximise response. The admissions cycle should also be taken into account, for changes that will impact on the school's admission arrangements.
- 7.6. The recommendation on expansion for all the above schools including Bounds Green is that the Regulations are followed with regard to 'pre-publication' consultation.



- 7.7. The Lead Member should note that in the case of Bounds Green, expansions at a mainstream school that do not require a physical enlargement to the premises of the school are not covered by the Regulations. An increase in pupil numbers may be achieved solely by increasing the PAN in line with the School Admissions Code. The School Admissions Code provides that for a community or voluntary controlled school, the local authority (as admission authority) must consult at least the governing body of the school where it proposes either to increase or keep the same PAN. In undertaking wider consultation the local authority will have discharged as part of their duty under public law to act rationally and take into account all relevant considerations.
- 7.8. Due consideration must be given to responses received as a result of the pre-publication consultation before any final decision is reached concerning the publication of a proposal for St Mary's CE of Primary School and Bounds Green Infant and Junior School. The Lead Member is referred to paragraphs 5.15.4 to 5.15.7 and 5.17.2 to 5.17.7 and appendix 8 of the report.
- 7.9. Paragraph 12 of the Guidance provides that the publication of a statutory proposal must contain sufficient information for interested parties to make a decision on whether to support or challenge the proposed change. Annex A.2 of the Guidance sets out the minimum that this should include. Further the proposal should be accessible to all interested parties and should therefore use 'plain English'.
- 7.10. Due regard must also be had to the authority's public sector equality duty before a final decision is reached the expansion taking into the public sector equality duty under the Equality Act 2010.

8. Equalities and Community Cohesion Comments

- 8.1. Corporate Policy Team has been consulted in the preparation of this report and they comment that:
- 8.2. The Council has a statutory duty to secure sufficient education provision within Haringey to promote higher standards of attainment and must ensure that all Haringey children of Reception age have a place at school. In this statutory role, the Council must respond to changes in demand for school places over time by increasing or removing capacity as the case may be.
- 8.3. Evidence set out in this report clearly demonstrates the need for additional reception places in School Planning Areas 1 and 2 where the three schools – St James', Bounds Green and St Mary's – which are the subject of the expansion proposals in this report are located.



- 8.4. The Council also has a general equality duty under section 149 of the Equality Act 2010 to have due regard to the need to, among other things, advance equality of opportunity and foster good relations between group in Haringey.
- 8.5. Ensuring there is sufficient provision to enable all Haringey children of Reception age to have a school place is consistent with this duty. However, the duty also requires that the Council demonstrate due regard to the wider impact the proposal might have on persons or groups who might share any of the characteristics protected by sections 4 – 12 and 17 of the Equality Act 2010. To comply with this duty, the Council must seek to identify what impact the proposals may have and take steps to address any adverse impact they may have on any relevant protected characteristics.
- 8.6. It is advised therefore that a final decision be informed by among other relevant considerations, full equality impact assessment of the expansion proposal in regard to each of the three schools, especially bearing in mind that the results of a recent six-week consultation of stakeholder show that in regard to one of the schools (Bound Green Infant and Junior) there is a significant minority of current parents and carers who, on various grounds are opposed to expansion and a significant majority also opposed to expansion in regard to the other two schools.
- 8.7. The concerns and anxieties expressed by those stakeholders who are opposed to expansions should be addressed; and we note that the period between now and March 2015 will provide the opportunity and will be used for further engagement activities to address those concerns and anxieties before a report is put to cabinet for a decision whether or not to proceed with expansion.

9. Policy Implication

- 9.1. Our continued assessment of actual demand and projection for school places across all of our schools and settings helps to ensure that we are contributing towards planning to meet the projected demand for future places from both children who have already been born and for those children that it has been projected will be born over the coming years.
- 9.2. Our place planning principles contribute towards ensuring that this process is robust and considered. This underpins the Children and Young People Strategic Plan 2009 - 2020 which seeks to develop sustainable schooling (under the priority of Enjoy and Achieve) and empower families and communities through the provision of local school places (under the priority of achieving economic wellbeing). The provision of additional reception places to meet identified future unmet demand also contributes towards the 'Outstanding for All' outcomes and priorities as outlined in Haringey's Corporate Plan.

10. Reasons for Decision



- 10.1. The Council has a statutory duty to ensure that there are sufficient school places available to meet demand. At the present time we have a very low surplus of reception places in the borough – 60¹² reception places available places across all of our schools (out of a total of 3350 reception places (1.7% surplus).
- 10.2. Our projections show that, in the shorter term (up to 2018/19) we will have a deficit of 120 places borough wide (4fe), rising to a deficit of 310 places (11fe) by 2024. While our projections are more accurate in the shorter term (because they are based on children that have actually been born but have not yet started school), we do know that accuracy in recent years has been within the range of 0.2% and 2.71% over the last six years (with 0.2% equating to five pupils or one form of entry and 2.71% equating to 80 pupils or just under three forms of entry).
- 10.3. We know from the projections that we have that to do nothing to increase capacity is not an option as we will not be able to meet future demand. the decision to proceed to publication of a statutory notice in two of the schools – Bounds Green Infant and Junior School and St Mary's CE Primary School – is made based on an an analysis of the representations submitted to us during the recent consultation period together with the balance of the lack of future local school places if we do not take action now. In contrast, a recommendation has been made not to proceed to the statutory notice stage on St James at this point in time. There was considerable representation made against the proposal to expand the school incrementally from one to two forms from September 2015 and then to three forms from September 2018. Having listened to this feedback we would like to have a wider consultation with local stakeholders on how they might like to see additional local school places provided. This further consultation with stakeholders will help to inform any next steps on St James or any supplementary or alternative proposals to increase capacity locally to meet identified unmet need.

11. Use of Appendices

Appendix	Title
1	Table showing actual and projected demand for reception places 2008 to 2025
2	School Place Planning Principles
3	Consultation documents (pamphlet) for each school and fliers
4	List of streets where fliers were delivered
5	Map of Planning Areas (PAs)
6	Demand for places PA5
7	Number of children residing in Enfield who are in Bounds Green Infant and Junior School

¹² As of 24 Oct 2014



Haringey Council

8	Consultation report – contains detailed information on feedback received on all three schools during the consultation period together with consultation material, FAQs, and questions asked at public meetings/in correspondence.
9	Map showing land swap between diocesan owned land at St James and local authority owned land at Cranwood House
10	Link (and document) to the DfE statutory guidance on expanding a school - https://www.gov.uk/government/publications/school-organisation-maintained-schools

12. Local Government (Access to Information) Act 1985

GLA roll projections for Haringey
Haringey PLASC returns
ONS birth data