

**Report for:** 9 July 2019 - Cabinet

**Title:** Results of the non-statutory consultation on the options for the future of Stamford Hill Primary School and its possible amalgamation with Tiverton Primary School

**Report**

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**Ward(s) affected:** Place planning changes impact all schools, but with particular reference to Stamford Hill Ward

**Report for Key/  
Non-Key Decision: Key Decision**

## 1. Describe the issue under consideration

- 1.1 This report presents the outcomes of the preliminary stakeholder consultation (pre-statutory) relating to the proposal to establish a new primary school through the amalgamation of Stamford Hill and Tiverton Primary schools from September 2020.
- 1.2 There is significant concern over the long-term sustainability of Stamford Hill Primary School and, to a lesser extent, Tiverton Primary School, in terms of their falling rolls and the resultant risk to their financial stability. The former is as a result of a flattening birth rate which means that local demand for school places has fallen and is projected to remain broadly static until 2026/27 and possibly beyond. More detailed analysis on falling rolls in the local area can be found in Section 5 of this report.
- 1.3 The Council has a duty of care to ensure children in its schools are able to receive a good education and to access the full curriculum. A school with a declining roll will be challenged to do this effectively because of inevitable financial pressures from reduced funding.
- 1.4 For these reasons and having carefully considered alternative options including federation and the continuation of current school improvement actions, it was recommended to Cabinet in March 2019 that pre-statutory consultation commence on the proposal to amalgamate Stamford Hill and Tiverton Primary Schools.<sup>1</sup>
- 1.5 The report presented to Council's Cabinet on 12 March 2019 set out the options for the future of Stamford Hill Primary and sought agreement from Cabinet to commence a pre-statutory consultation.<sup>2</sup> This report is available to view on the [Haringey Council website](#).

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<sup>1</sup> Amalgamation in this case relates to the proposal to close Stamford Hill Primary School with the displaced pupils being accommodated by Tiverton Primary School.

<sup>2</sup> The report sought agreement to commence a pre-statutory consultation on the options for the future of Stamford Hill Primary School, including the preferred option of closure with the displaced pupils being accommodated by Tiverton Primary School. If amalgamation were to go ahead, this would create a single school operating from one site.

- 1.6 The pre-statutory consultation period ran from the 27 March to 8 May 2019 inclusive.
- 1.7 Based on the balance of responses in favour of an amalgamated school, together with careful consideration of a number of factors set out in paragraph immediately below, Cabinet is asked to agree the recommendation to take the proposal forward to the next phase by agreeing to commence a six week statutory consultation on the amalgamation. This statutory consultation will start at the beginning of the autumn term 2019 (September/October).
- 1.8 In recommending proceeding to a statutory consultation, careful consideration has been given to a number of factors, including:
- views gathered from all stakeholders as part of the pre-consultation exercise;
  - any impact on the quality of education delivered to pupils attending Tiverton and Stamford Hill Primary Schools and other local schools;
  - the need for school places against a backdrop of falling rolls;
  - the ability of local schools to be able to survive financially;
  - and how pupils will be able to be accommodated at Tiverton Primary School and over what timeframe, *if* the amalgamation were to go ahead.
- 1.9 More information on consideration of the above factors can be found in Section 6 of this report as part of the Council's response to the points raised by individuals not in favour of the proposal and in the Council's summary of benefits in support of the amalgamation.

## 2. Recommendations

### Cabinet is asked to:

- 2.1 Consider the outcome of the pre-statutory consultation on the proposals to close Stamford Hill Primary School with the displaced pupils being accommodated by Tiverton Primary School as set out in Section 6 of the Report; and
- 2.2 Agree to proceed to commence a six-week statutory consultation on the proposal to close Stamford Hill Primary School with the displaced pupils being accommodated by Tiverton Primary School from September 2020.

## 3. Alternative options considered

- 3.1 A number of alternative options were presented to local stakeholders as part of the pre-statutory consultation. Stakeholders were also informed of the reasons why these options were less desirable than the Council's preferred option of an amalgamation:

**(A) Keeping Stamford Hill open:** This option does not provide a long-term sustainable solution to falling local demand and leaves other local schools vulnerable because demand for school places are falling more widely in the locality.

**(B) Federation:** Federation is an option that focuses on improving educational delivery by allowing the governing body to use budget, resources and staff across a federation to improve the educational outcomes for all pupils. This option would need another school to federate with Stamford Hill Primary. Also, under a federation, schools would remain as separate organisations and this would not address the decline in numbers on roll at Stamford Hill (and other local schools) or

the financial challenges that other schools are facing. This option is therefore less desirable than amalgamation.

**(C) Amalgamation with split site:** This would involve Tiverton Primary School having two permanent sites and would not be desirable because it would involve the overheads of permanently running two sites in a context of falling demand for school places.

**(D) Closure of Stamford Hill Primary with pupils moving to other local schools (including Tiverton Primary):** This would involve closing Stamford Hill Primary School and giving parent/carers the opportunity to apply for a school place at any other Haringey primary school (including Tiverton) and in other local authorities. This option provides a less outcome focused solution to those parents with children currently at Stamford Hill Primary and doesn't provide a mechanism for ensuring cohorts of children are, as far as reasonably possible, kept together, which is an outcome some parents expressed as part of the pre-statutory consultation.

3.2 Local stakeholders were asked as part of the non-statutory consultation survey what their preferred option would be if they were not in favour of the proposal of an amalgamation. The consultation survey and the FAQ document containing the above alternative options are attached as an Appendix to this report.

#### 4. Cabinet member introduction

4.1 Every child and young person, wherever they live in our borough, deserves an excellent education and, as a Council, we are committed to supporting our schools to continue to deliver high-quality teaching, learning and support across Haringey in a period where growing pressure on school budgets is being felt.

4.2 Following an 'inadequate' inspection judgement by Ofsted in November 2018, an Academy Order was made for Stamford Hill Primary by the Secretary of State for Education in December 2018. The Regional Schools Commissioner (RSC), on behalf of the Department for Education, is currently seeking to identify an academy sponsor for the school. However, we do not believe that forced academisation is the right approach, and our preferred option is for a local solution that takes account of the wider needs of our schools' community. The option proposed to Cabinet in this report is, therefore, to consult on an amalgamation of Stamford Hill Primary with nearby Tiverton Primary School.

4.3 The proposal will mean the closure of Stamford Hill Primary with the displaced pupils being accommodated by Tiverton Primary School, to create a single school operating from one site. The Council's preferred option would be pursued in parallel with the academisation currently sought by the RSC, as this will enable us to avoid delay in finding the best solution for current and future cohorts of pupils.

4.4 Significant concerns have been raised about the long-term sustainability of Stamford Hill Primary School in terms of the risks to its financial stability and its ability to attract pupils to the school. The latter is largely due to a flattening birth rate which is affecting many schools locally, and indeed schools across London. This means demand for school places has fallen in the borough and is now projected to remain broadly static for the next 5 years. For these reasons and having carefully considered alternative options including federation and the continuation of current school improvement actions, I recommend to Cabinet that the Council consults on the preferred option of amalgamation of Stamford Hill and Tiverton Schools as set out in this report.

## 5. Background information

- 5.1 Stamford Hill Primary School is a one-form entry school located on Berkeley Road, London, N15 6HD. As a one form entry school Stamford Hill Primary admits up to 30 pupils in the 'relevant age group'.<sup>3</sup>
- 5.2 Following many years of borough-wide rising demand as a result of the growth in Haringey's population, the Council is now in a position of needing to reduce capacity as a result of a flattening birth rates and a higher than projected increase in outward migration. This has contributed to an unacceptably high surplus of places in some school place planning areas, especially in Planning Area 3<sup>4</sup> (PA3) where current projections show a consistent surplus of approximately one form of entry in this planning area up until 2026/27.

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<sup>3</sup> This is the age group at which pupils are or will normally be admitted to the school e.g. reception or Year 7.

<sup>4</sup> Haringey has five Planning Areas (PAs) for the purpose of school place planning to enable to plan effectively to meet local demand. PAs provide a useful framework to compare admissions application data, pupil projections, school roll information and housing developments across the borough. [Planning Area 3 \(PA3\)](#) comprises the following wards – St Ann's, Seven Sisters and the southern half of Harringay ward.

- 5.3 Table 1 below shows a gradual decline in pupils on roll at Stamford Hill Primary in recent years, culminating in a 32% shortfall in pupil numbers by 2019.

**Table 1 - Stamford Hill Primary School Pupils on roll (Full School PAN 210 Pupils)**

Pupils on Roll**	2014	2015	2016	2017	2018	2019*
Stamford Hill	196	192	196	189	184	144
Shortfall	14	18	14	21	26	66
%	7%	9%	7%	10%	12%	31%

\*Current roll as at May 2019

\*\*data captured from May census

- 5.4 Tiverton Primary is a 2-form entry school located almost immediately opposite Stamford Hill Primary, on the other side of Seven Sisters Road. Similarly, Table 2 shows a gradual decline in pupils on roll at Tiverton Primary School, culminating in a 24% shortfall in pupil numbers by 2019.

**Table 2 – Tiverton Primary School Pupils on roll (Full School PAN 420 Pupils)**

Pupils on Roll**	2014	2015	2016	2017	2018	2019*
Tiverton	394	404	392	352	338	318
Shortfall	26	16	28	68	82	102
%	6%	4%	7%	16%	20%	24%

\*Current roll as at May 2019\*

\*\*data captured from May census

- 5.6 A large portion of the funding received by schools is directly related to the number of pupils on roll at the school. Too many vacancies in schools mean that schools are very challenged in being able to balance their budgets.
- 5.7 The Council is concerned that continuing falling rolls in schools in PA3, especially at Stamford Hill and Tiverton Primary, will impact significantly upon the financial sustainability of local schools and, in turn, their potential ability to raise the standards of pupil achievement.

### **Ofsted and Directive Academy Order**

- 5.7 The possibility of bringing together both Stamford Hill Primary and Tiverton Primary in an amalgamation had arisen against a backdrop of falling rolls in the local area and also following an 'inadequate' (serious weaknesses) Ofsted judgement of Stamford Hill Primary in November 2018. Following the outcome of the Ofsted inspection, the school was subject to a Directive Academy Order for the purposes of enabling it to be converted to an Academy.
- 5.8 The Regional Schools Commissioner (RSC), on behalf of the Department for Education is currently seeking to identify an Academy sponsor for the school. However, the preferred option is for a local solution that takes account of the wider needs of the local school community. Officers in the Local Authority have discussed with the RSC

the possibility of an amalgamation of the two schools to address falling demand for school places and the RSC is content that such a process can be pursued alongside the DfE's academisation process. If the amalgamation were to go ahead, the need for an academisation of Stamford Hill would fall away.

- 5.9 Preliminary discussions were held with Governors and senior leaders of both Stamford Hill and Tiverton Primary schools in the early months of 2019. As a result of these discussions, the Council reached an informed decision to commence with the preliminary pre-statutory consultation on the proposal to establish a new primary school through an amalgamation, such consultation to commence in March 2019.

**Pupil numbers (vacancies)**

- 5.10 Table 3 below shows that there are currently vacancies across all year groups in Stamford Hill Primary with 144 pupils on roll in total as at May 2019. The school has capacity to admit up to 210 pupils in the main school (Reception – Year 6)

**Table 3 – Pupils on roll at Stamford Hill Primary (R-Yr6)**

Stamford Hill (PAN 30)	R	1	2	3	4	5	6
Numbers on roll	19	9	21	24	21	25	25
Vacancies	11	21	9	6	9	5	5

Current roll as at May 2019

- 5.11 Table 4 below shows that Tiverton Primary School also has vacancies across all year groups with 318 pupils on roll as at May 2019. As a two-form entry school, Tiverton Primary has a capacity to admit up to 420 pupils in the main school.

**Table 4 – Pupils on roll at Tiverton Primary School (R-Yr6)**

Tiverton (PAN 60)	R	1	2	3	4	5	6
Numbers on roll	30	53	40	42	49	52	52
Vacancies	30*	7	20	18	11	8	8

Current roll as at May 2019

\*The number of vacancies in the Reception class is based on Tiverton having capacity as a 2-form entry school. The Reception class has been capped at 30 following approval from the Office of the Schools Adjudicator in 2018 and the PAN will be at 30 for entry in September 2019. The Council has also set the PAN at 30 for entry to Reception in September 2020 in the context of falling demand for school places in PA3.

- 5.12 More broadly, PA3 shows a significant number of vacancies across the school estate with Crowland, Seven Sisters, South Haringay, St Ignatius and St Mary's Priory all carrying in excess of 30 vacancies each across the entire main school body. This equates to 11.85% surplus vacancies cumulatively across all schools in PA3. The Department for Education (DfE) has previously recommended that Local Authorities maintain no more than 2% surplus capacity to ensure that pupils arriving in-year can be offered a school place, and to allow for movement between schools and parental preference.

- 5.13 Surplus rolls at too high a level can affect the viability and sustainability of schools. If amalgamation were to go ahead and all displaced pupils at Stamford Hill transferred to

Tiverton Primary or other local schools within PA3, then the local cumulative surplus of 11.85% across PA3 incorporating all year groups would be significantly reduced. The current estimate (based on June 2019 figures) is that the overall surplus would be reduced to approximately 5.88%.

- 5.14 The proposed amalgamation of Stamford Hill Primary School with the displaced pupils being accommodated by Tiverton Primary School would result in Tiverton and its site eventually operating as a viable two-form entry school. This is more aligned with the current level of projected demand in the area. It is predicted that Tiverton Primary School would satisfactorily fill two forms of entry as opposed to the current significant surplus created by three forms of entry across two individual schools.

### **Modelling based on a proposed amalgamation from September 2020**

- 5.15 Table 5 below shows the theoretical impact on pupil numbers based on the proposed closure of Stamford Hill with the displaced pupils being accommodated by Tiverton Primary School (one site) from September 2020.

**Table 5 - theoretical modelling based on a proposed amalgamation from September 2020, using 2019 data as a baseline for predicted 2020 data**

	Pupils expected to be on roll as at September 2020								Pupil roll
	Capacity	R*	Y1**	Y2	Y3	Y4	Y5	Y6	
Stamford Hill	210	30 or fewer	19	19	9	21	24	21	143
Tiverton	420	30 or fewer	29	30	53	40	42	49	273
<b>Amalgamated school</b>	420	60 or fewer	48	49	62	61	66	70	416
<b>+ / - admission number (60)</b>		0	-12	-11	2	1	6	10	-4

\*Data will be present from January 2020 (application deadline for entry in September 2020)

\*\* Data is based on pupils that have been offered a place for entry in September 2019.

- 5.16 The table above shows a hypothetical model whereby an amalgamated school is established from September 2020 through an amalgamation between Stamford Hill and Tiverton Primary schools. This does not include a temporary split-site scenario in operation from September 2020 (using the site at Tiverton and the site at Stamford Hill for a period of time), although further modelling is in progress to see if and how this might be achieved and to allow for onsite provision at Stamford Hill to continue where needed.
- 5.17 Based on this theoretical model for 2020, the current Year 5 and Year 6 cohorts at Stamford Hill would have already transferred to secondary school (the current year 6 leaving in July 2019 and the current year 5 leaving in July 2020). Year 1 pupil data for 2020 in the table above is based on pupils who have currently been offered a place to start Reception in September 2019 in both schools and would therefore progress to Year 1 in the following September (2020). The modelling in the table above also includes the caveat that there would be no mobility or churn between now and September 2020 i.e. no pupils leaving or joining the schools in this interim period. Of course, we know that this won't be the case, but for the purposes of modelling we have assumed no mobility rather than attempt to estimate what that mobility might be.

- 5.18 The in-year application process<sup>5</sup> will remain open irrespective of whether Council's Cabinet agree to proceed to statutory consultation on the proposal to establish a new primary school through an amalgamation between Stamford Hill and Tiverton. Historically, mobility rates at both Tiverton and Stamford Hill Primary schools have been high. The number of families leaving tends to be balanced out by a similar number joining these schools (net mobility). Amongst factors affecting school mobility in this planning area are - flux associated with people moving in/out of nearby private sector rented housing; churn in social housing (especially where property has been rented out by leaseholders to families); rises in property and rental prices which *may* displace some families; uncertainty surrounding Brexit with some European families leaving the local area; new housing developments and their cost and size. We are not projecting a significant influx of pupils joining Tiverton and Stamford Hill Primary (or other local schools within PA3) between September 2019 and September 2020, or indeed significantly beyond that date.
- 5.19 It is evident that Tiverton Primary School currently has the capacity to absorb the vast majority of pupils from Stamford Hill Primary. A programme of capital works may be required to accommodate any additional pupils; however, it is expected that a small minority of families from Stamford Hill are likely to transfer to alternative schools leaving more capacity within the current structure.
- 5.20 Currently you will see from table 5 above that the overall admission number in the main school would only be missed by 4 pupils (i.e. 416 projected on roll out of a possible 420 pupils). Any enlargement and/or significant alternation of Tiverton Primary School is, therefore, not likely to be required. The Council is committed to working closely with the school to maximise its available space so it can continue to ensure the successful learning of all pupils and that no disruption is caused as a result of any potential amalgamation.
- 5.21 If amalgamation were to go ahead, an admissions process enabling families to apply to alternative schools would be implemented prior to the establishment of the new school in September (from May 2020). It is expected that schools in the local area will still be carrying a high number of vacancies which means that an alternative local school can be offered to any family that wants one. All Haringey schools in the area are judged by Ofsted to be 'Good' or 'Outstanding.'
- 5.22 Pupils joining other local schools from Stamford Hill Primary will contribute towards the improved sustainability of the receiving schools as they will be able to increase their pupil numbers and, in turn, their financial income.
- 5.23 Following the complete vacation of the Stamford Hill site, the Local Authority will consider the wider needs of our children, young people and school in determining a use of the site that keeps it in education use if that need can be demonstrated. This includes but is not limited to SEND provision, alternative provision and future proofing for an inevitable return to a rise in pupil numbers in the next 7 to 20 years.

## 6. Consultation

- 6.1 The pre-statutory consultation ran from 27 March to 8 May 2019. Two public meetings were held at Stamford Hill and Tiverton Primary schools, respectively and were well attended. Individuals and translators representing the 4 main languages from the local community also attended - Polish, Portuguese, Spanish and Turkish.

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<sup>5</sup> In-year applications are applications for a school place at any time outside the normal admissions round. For example, applicants wishing to transfer from one school to another or arriving from other parts of the country or overseas.

6.2 Details of the outcomes of the consultation are given below from paragraph 6.4 - 6.16.

6.3 Consultation included:

- letters to parents and staff at both Stamford Hill and Tiverton Primary schools;
- letters to all local Haringey primary schools within PA3 and Gladesmore secondary school;
- a questionnaire response sheet issued to all parents, staff and Governors of Stamford Hill and Tiverton Primary schools. This document was also made available on the Council’s website and in local libraries for inviting comments, with the option of responding via an online survey.
- A consultation FAQs document updated regularly to take account of other questions asked during the consultation period.
- Two public meetings held at both schools. The issues surrounding the potential amalgamation were discussed and those present were able to ask questions and express views. The minutes of these meetings are attached at Appendix 3.

6.4 The consultation survey, FAQs and minutes from the public meetings were translated into the 4 main languages (Polish, Portuguese, Spanish and Turkish) and uploaded to the [consultation webpage](#).

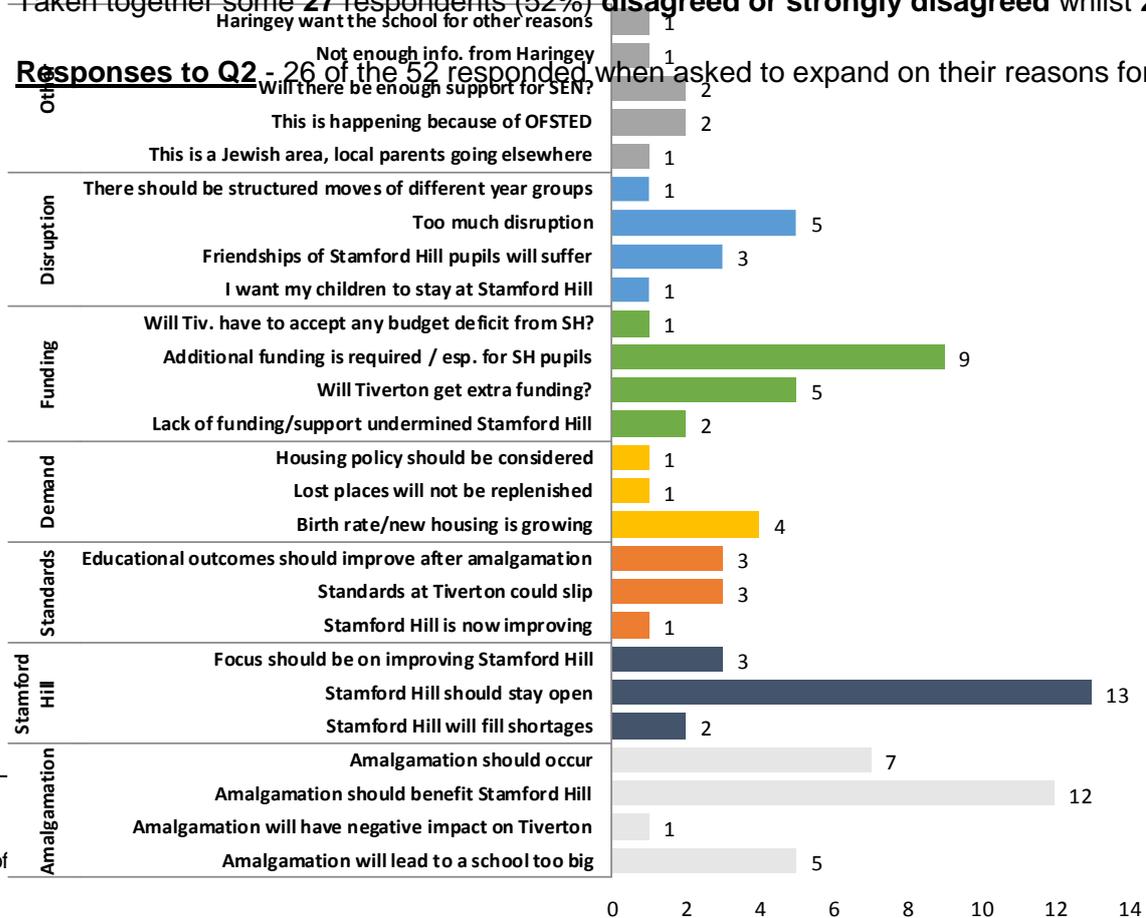
### Responses to the consultation

6.5 **52** individual responses were received to the consultation (**23** by post, **18** by online survey and **11** by email). These responses included **23** parental/carer responses. There were **6** responses from staff (teaching staff), **2** from Governors, **6** from Haringey employees, **1** from a Headteacher, and **14** responded ‘Other’. Those who responded ‘Other’ included an Assistant Headteacher, local residents, a Deputy Headteacher, a nursery nurse, a Unison rep, a School Business Manager and Year 6 pupils.

6.6 **Responses to Q1** - **Question 1 - Please expand on the reason for your answer to Q1** - Of the 52 individual responses, **19 (37%)** agreed with the proposal to amalgamate  
Source: Haringey Education Service 2019

6.7 Taken together some **27** respondents (52%) **disagreed or strongly disagreed** whilst **21 (41%)** **agreed**

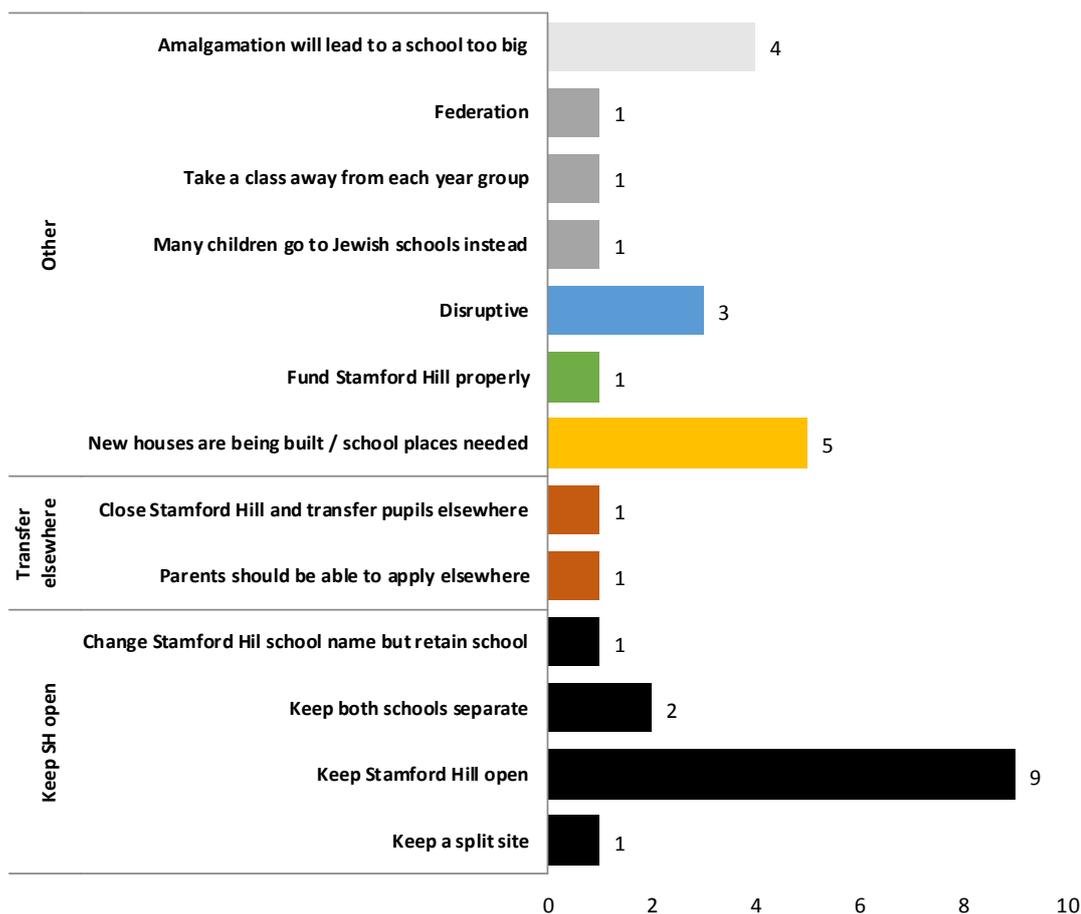
6.8 **Responses to Q2** - **Question 2 - Please expand on the reason for your answer to Q1** - **26** of the 52 responded when asked to expand on their reasons for agreeing or disagreeing



- 6.9 The most popular themes were around the immediate impact of amalgamation (shown in grey above) mentioned by 25 respondents, changes that could or should be made to Stamford Hill (shown in orange above) and issues relating to funding (shown in green above).
- 6.10 The three most popular responses were Stamford Hill should remain open (13), amalgamation should benefit Stamford Hill (12) and additional funding is required, especially for Stamford Hill pupils (9).
- 6.11 **Responses to Question 3** - 31 of the 52 responded when asked what their preferred option was if they did not agree with the proposal to amalgamate. This is despite only 27 respondents disagreeing or strongly disagreeing with the proposal to amalgamate in Question 1 and can be attributed to an eagerness to expand on views already expressed.

**Question 3 - If you don't agree with Stamford Hill and Tiveton amalgamating which of the following is your preferred approach?**

Source: Haringey Education Service 2019



- 6.12 A response was received by email from the Chair of Governors at Tiverton Primary School on behalf of the Leadership and Governing Body, which set out the governing body's view of the support and the steps that would be required to 'make this work for the children'. Points raised in this response are summarised in the table under Item 6.14 below.
- 6.13 Neither of the Governing Bodies of the relevant schools have opposed the proposed amalgamation.
- 6.14 As part of the pre-statutory consultation process, public meetings were held at Stamford Hill Primary on 3 April 2019 and Tiverton Primary School on 25 April 2019. Approximately 50 people attended the first public meeting at Stamford Hill Primary and approximately 30 attended Tiverton Primary. The number of parent/carers estimated to be at the meeting was 40 and 20, respectively.
- 6.15 The views expressed at the public meeting broadly reflected those of the written responses. A recurrent question posed by parent/carers related to whether places would be guaranteed for displaced pupils. It was made clear that places at the new primary school would be guaranteed to all families that wanted one if amalgamation were to go ahead.
- 6.16 The following table lists a summary of comments that were received during the consultation together with responses from LA Officers. All individual and collective responses are available for Cabinet members to inspect at Appendix 3
- 6.17 Summary of the points raised by respondents

<b>Summary of points raised by Tiverton Primary School - Headteacher, Chair of Governors, Senior Leaders and others</b>
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| <ul style="list-style-type: none"> <li>• Responses from Tiverton Primary School were in favour of the proposal; however, assurances were sought that additional financial support and resources would be provided to ensure the best possible outcomes for the new school community.</li> <li>• The Headteacher of Tiverton Primary School stated that she was "confident that appropriate resourcing by the Local Authority, together with the dedication and resilience of the Tiverton team will serve to support a highly successful amalgamation."</li> <li>• The Chair of Governors echoed the Headteacher's remarks and emphasised that the school's deficit budget had significantly reduced as a result of efficiency savings. She sought assurances on behalf of the Governing Body and Leadership team that the school budget would not be detrimentally impacted. Concerns largely centred on financial pressures and the impact on standards if amalgamation were to go ahead.</li> </ul> |
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The Governing Body of Tiverton request funding under the following categories, which they believe to be the areas of focus crucial to a successful amalgamation:

**Premises**

- Funding for bulge classes in the event that the school is required to admit additional children above a PAN of 30 or 60 as appropriate.
- Split site funding in the event that the school has to operate on two sites temporarily.
- Resources made available for patrol crossing before and after school.

**Performance and standards**

- Funding to support children achieving less than the expected level of attainment.
- Funding to support children with SEND who may require accelerated learning and support for fast track assessments.

**Officer's response to the points raised by Tiverton Primary School - Headteacher, Chair of Governors, Senior Leaders and class teachers**

The concerns raised above have been acknowledged. The deficit budget at Stamford Hill Primary School has significantly reduced and it would not transfer to the new primary school established through an amalgamation. Any remaining deficit at Stamford Hill would be borne by the Local Authority ahead of any amalgamation.

**Premises**

As set out in paragraphs 5.18 and 5.19 above, Tiverton Primary School currently has the capacity to absorb the vast majority of pupils from Stamford Hill Primary. A programme of capital works may be required to accommodate additional pupils; however, it is also expected that a small minority of families from Stamford Hill will transfer to alternative schools leaving more capacity within the current structure.

Any enlargement and/or significant alternation of Tiverton Primary School is, therefore, not likely to be required. The Council is committed to working closely with Tiverton Primary to maximise its available space so it can continue to ensure the successful learning of all pupils. Any bulge classes required to accommodate additional pupils above PAN will invite Growth Fund payment.

A temporary split-site scenario may be in operation from September 2020, although further modelling is in progress to see if and how this might be achieved and to allow for onsite provision at Stamford Hill Primary to continue where needed. Haringey's local authority formula currently includes a factor to provide additional funding to schools that operate on more than one site.

**Performance and Standards**

It is recognised that one of the most important concerns is the impact of the amalgamation on standards. Amalgamation should lead to a single primary school with an uninterrupted and consistently high standard of teaching and support for pupils. Lump sum funding will be made available as appropriate to ensure that the new school established through an amalgamation will provide a rich and engaging curriculum and opportunities for pupils to achieve high standards in their learning.

The National Funding Formula **currently** includes provision for the payment of a lump sum to schools that are amalgamating. The relevant paragraphs in the **2019/20** school's revenue funding operational guide which set out how the lump sum is to be calculated where schools amalgamate are detailed below.

Paragraphs 41 of the attached Schools Revenue Funding 2019-20 Operational Guide (updated December 2018) provides that where schools have amalgamated after 1 April 2019. e.g. 1 September 2019, in the first year of the amalgamation the funding the new school would receive for the remaining 7 months of the year from 1.9.2019 up to 31.3.2020 via the lump sum element of the funding formula is the sum of the separate schools' funding for the remainder of that year, which is the same as the 2 schools would have received separately for that period up to 31 March 2020.

After the first 7-month period, the provision for the next financial year (2020/21)

would reduce to 85% of the predecessor schools' lump sums. Paragraph 41 provides some discretion as to the level of lump sum that can be paid to an amalgamating school in the third financial year of its operation. However, this would require an application by the Council to the Education & Skills Funding Agency (ESFA) giving an explanation for the level of discretionary protection being requested by the Local Authority. ESFA does not expect the level of discretionary protection to exceed 70% of the combined lump sums.

It should be noted that the funding factors and values in the National Funding Formula are subject to review by the ESFA and could differ in 2020/21 (when the amalgamated primary school would be expected to open if amalgamation were to go ahead) and 2021/22. The level of local discretion available to the Council and Schools Forum to set local funding factor values may also change over the period. This could affect the funding allocated to the amalgamated school under the Funding Formula applicable in the relevant financial year.

### **Summary of main points raised by individuals not in favour of the proposal**

#### **Housing and development**

- “There is going to be a massive development on the St Ann's Hospital site which will increase the number of families looking for schools in the area.”
- “There is always a great need for school places and with new developments being built all over the area. New families moving into the area”
- “Number of students falling? but there are more than 700 homes being built around the school, have you considered of how many children are going to come and live with their families in these new homes? Schools will be needed.”

#### **Disruption and separation of children**

- “Tiverton Primary school already have two classes per year. My daughter wouldn't thrive in such big numbers.”
- “I want my child to continue at this school”
- “Because you do not want there to be enough space for all the children of Stamford Hill and if there was, it would be an all-encompassing school and I would not say that there is a good education. Send children on the waiting list of the most important schools. Give the teachers stability. Promote the school. When the Stamford Hill school goes ahead with their children and they are very happy there and the change and I think it will unsettle the.”
- “It is because they will separate the friendship of the kids. It will complicate the children with their friends.”

#### **Demand for school places**

- “I'm assuming this is a big Jewish area and families are choosing Jewish schools over regular state primary schools?”
- “First, I do not agree with the school the Tiverton is not adapted for what they intend to do, and it is too small for this project.”
- “Stamford Hill has provided for many generations. If numbers are falling, then surely if teaching improves, greater numbers will apply. It seems a great waste of a public school when other areas in London have a very small amount of spaces. This is a much better site also. Why not keep this site open and not close?”

#### **Funding and performance and standard of teaching**

- “I prefer Stamford Hill to remain open to get the funds that they need.”

- “Stamford Hill will fill the gap that is short in the school. The teachers and headteacher will fill the shortage in the school. They will be more parents that would like to register their child at Stamford hill Primary School.”

## **Officer’s response to points raised by individuals not in favour of the proposal**

### **Housing and development**

The development at the St Ann’s hospital site has yet to commence and is unlikely to add any additional demand for local school places until 2021/22 at the very earliest. All planned developments, including child yield arising from the development(s) are accounted for in our school roll projections, and we do not project that numbers of children in the local area are likely to increase significantly in the near future, to lead to increased pupil numbers at schools. An amalgamation will provide a long-term sustainable solution to falling local demand.

### **Disruption and separation of children**

The Council is committed to providing a stable transition and ensuring cohorts of children are, as far as reasonably possible, kept together. Places at the new primary school established through the potential amalgamation will be guaranteed to all families that want one.

If amalgamation were to go ahead, an admissions process enabling families to apply to alternative schools would be implemented prior to the establishment of the new school in September (from May 2020). The Council recognises that keeping siblings together for families that apply for other schools will also be critical as siblings who are close in age may benefit from having each other at the same school to offer social and emotional support at a new school.

Parent/carers will have a right to express a preference for any school and, in the case of community and voluntary controlled schools, the relevant Local Authority is the admissions authority and will meet that preference provided there are vacant places or the school is happy to admit above the published admission number. In the case of Voluntary Aided (VA) schools and Academies, the Governing Body decide the conditions for admission to their particular school.

The majority of local schools (Community, VA and Academies) in PA3 currently have vacancies and will still be expected to do so when an admission process opens in May 2020 due to the projected lack of demand. This means that an alternative local school can be offered to any family that wants one. Moreover, all Haringey schools in the area are judged by Ofsted to be ‘Good’ or ‘Outstanding’ and will provide pupils with high educational standards.

### **Demand for school places**

In response to the points raised, a lack of demand in the local area is not due to families transferring to independent Jewish schools and pupil number are also not expected to increase unexpectedly from improvement in standards. The lack in demand for school places is due to a flattening birth rate and a higher than projected increase in outward migration. This has contributed to a high surplus of places with current projections showing a consistent surplus of approximately one form of entry in PA3 up until 2026/27.

6.18 As the main driver of school funding is pupil numbers there will continue be a significant concern about the long-term sustainability of Stamford Hill Primary School in terms of the risks to its financial stability and its ability to attract pupils to the school against a backdrop of falling demand which is projected to remain broadly static until 2026/27.

6.19 For these reasons and based on the balance of responses in favour of an amalgamated school, together with careful consideration of a number of other material factors such as falling rolls, the ability of local schools to be able to survive financially and the impact this will have on the quality of education delivered to pupils at Stamford Hill and Tiverton Primary Schools and other local schools, Council’s Cabinet is asked to agree the recommendation to take the proposal forward to the next phase by agreeing to commence a six week statutory consultation on the amalgamation.

6.20 **LA summary of benefits in support of amalgamation**

The following is a summary of the benefits asserted by the LA in support of an amalgamation:

- Amalgamation can provide a foundation for sustainable long-term development and improvement as an increase in pupil numbers will result in additional revenue for the new primary school.
- A two-form entry school rather than three forms across two schools is more aligned with the current level of projected demand in the PA3 and will financially benefit local schools by assisting them to fill closer to their PAN.
- The new school established through an amalgamation will continue to have strong links with its local community and keep its individual identity.
- Tiverton Primary School is rated Good by “Ofsted” and strong leadership using strategic leadership and management structures will allow school-based leaders to focus on teaching, learning and raising standards further.
- Continuing support from the Haringey Education Partnership on all school improvement or school organisation issues.

**7. Statutory consultation and next steps**

7.1 **Statutory Consultation process and next steps** – there are 6 main stages summarized in the table below, with indicative timescales:

	<b>Description</b>	<b>Timescale</b>
1	Decision on whether to consult on the proposed closure of Stamford Hill Primary School	six-week statutory consultation (September – October 2019)
2	Gathering stakeholder representation and drafting a report with recommendations to Cabinet.	October 2019
3	Decision on whether or not to continue the process by publishing Statutory Notices to close Stamford Hill Primary School and proceed with an amalgamation.	November 2019 Cabinet meeting
4	Decision on whether to close Stamford Hill Primary School and proceed with an amalgamation.	January 2020
5	Stamford Hill Primary School closes	31 August 2020
6	New Primary School opens	1 September 2020

- 7.2 The next stage in the amalgamation process is for the Council to commence a six-week statutory consultation on the proposed closure of Stamford Hill Primary School with the displaced pupils being accommodated by Tiverton Primary School (amalgamation).
- 7.3 Following this, a recommendation will be made to Council's Cabinet on whether or not to continue the process by publishing Statutory Notices to close Stamford Hill Primary School in November 2019 and establish a new primary school through an amalgamation with Tiverton Primary School from 1 September 2020. This notice is published in the local press and sent to all interested parties.
- 7.4 There follows a six-week period of consultation which is published, which is the final opportunity for people and organisations to express their views about the proposals. At the end of the representation period the Council gather all the responses and documentation and the Council's Cabinet will then determine the statutory notices and decide whether Stamford Hill closes and the amalgamation should proceed.
- 7.5 There are 3 key decision points where members will decide on how to proceed:
- The first decision is whether Cabinet agrees for the Council to commence a six-week statutory consultation on the proposed closure of Stamford Hill Primary School with the displaced pupils being accommodated at Tiverton Primary School (amalgamation).
  - The second decision is whether, following statutory consultation, Cabinet agrees to continue the process by publishing Statutory Notices.
  - The third decision is whether at the end of the four-week representation period Council's Cabinet decide to close Stamford Hill School and establish a new primary school on 1 September 2020 through an amalgamation with Tiverton Primary School.
- 7.6 To ensure as wide a consultation as possible, a range of modes and methods of communication will be used to inform and facilitate feedback from stakeholders regarding the proposal –
- through the Schools Bulletin which is distributed to the Headteacher and Chair of Governors of every school in the borough;
  - letter to all Haringey primary and secondary schools
  - email to all Children's Centres in the borough;
  - email to all registered nurseries and child minders and any other early years providers;
  - via information published on the Council's online admissions pages;
  - via information in all libraries across the borough (poster and hardcopies of consultation document);
  - email to all councillors from the Lead Cabinet Member;
  - via information published in the Weekly Member's Update which is distributed to all councillors
  - email to both MPs with constituencies in Haringey;
  - email to the diocesan authorities.
  - email to all residents' and tenants' groups that the Council hold information for
  - emails and any additional information to Homes for Haringey (HfH) for dissemination to tenants' and leaseholder groups
  - email to the branch secretaries of all trade unions recognised by the Council for collective bargaining in respect of its employees at Stamford Hill Primary School
  - email to other groups, bodies, parents and carers as appropriate

- 7.7 Stakeholders will be given the opportunity to express their views in writing, via a questionnaire – both electronically and via a hard copy attached to a consultation document, by email and post.

#### Equality and Diversity Monitoring

- 7.8 As part of the statutory consultation process, respondents will be asked to complete an equality and diversity questionnaire, looking at Gender, Age, Ethnicity and Disability. The information collected will help identify any special requirements; promote equality; and improve choice and diversity. This information will only be retained and used for as long as is necessary. Where data is no longer required, it will be destroyed in line with relevant destruction policies and processes.

### **8. Contribution to strategic outcomes**

- 8.1 Ensuring that Haringey schools are educationally and financially viable to provide pupils with a rounded education that meets their academic, social and emotional needs, underpins Priority 1 in the Corporate Plan which seeks to enable every child to have the best start in life with access to high quality education.

### **9. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

#### **Comments of the Assistant Director of Corporate Governance and legal implications**

- 9.1 The Assistant Director of Corporate Governance has been consulted in the preparation of this Report.
- 9.2 Section 15 and 16 of the Education and Inspection Act 2006 requires the Council to publish and consult on proposals to discontinue (close) a maintained school. Regulations 11 and 12 of The School Organisation (Establishment and Discontinuance of Schools) Regulations 2013 sets out the information to be contained in the proposals and the publication requirements. The Council must also have regard to the statutory guidance issued by the DFE “Opening and Closing Maintained Schools 2018” which includes guidance on the publication of proposals for consultation.
- 9.3 The recommendations are within the legal powers of the Council.

#### **Comments of the Chief Finance Officer and financial implications**

- 9.4 The Council must also continue to parallel plan as an Academy Order was made in December 2018, the Council is still under a duty (section 5B of the Academies Act 2010) to take all reasonable steps to facilitate the conversion of Stamford Hill Primary School into an Academy. In the event the Department for Education notifies the Council that the Secretary of State is minded to enter into Academy arrangements with a specified person (i.e. has selected what is considered to be a suitable academy sponsor for the school) then the Council will be under a duty to take all reasonable steps to facilitate the making of Academy arrangements with the sponsor.
- 9.5 The proposal to establish a new primary school through an amalgamation between Stamford Hill and Tiverton Primary Schools in September 2020 is due to significant financial risk to the Council.
- 9.6 Stamford Hill Primary’s closing balance as at 31 March 2018 reported a deficit of £120,218, reducing to £46,354 as at 31 March 2019.

- 9.7 Tiverton Primary reported a surplus of £167,558 as at 31 March 2018 and closed with a deficit of £190,887 as at 31 March 2019.
- 9.8 If Council's Cabinet were to proceed with an amalgamation then the new primary school would need to review their current cost of delivery model, ensuring that it is delivered against a balanced budget. This would entail the development of a single staffing structure for the new school.
- 9.9 Stamford Hill and Tiverton Primary schools are both currently facing a gradual decline in pupil numbers which would have a significant financial implication for both schools over future years. The proposed amalgamation should bring greater financial stability by bringing together resources, synergy and value for money in delivery provision under one senior leadership structure.
- 9.10 There are a number of factors that should be considered if Council's Cabinet were to agree to proceed with an amalgamation following the prescribed statutory consultation and representation periods:
- 1. Funding implications**
    - a. One Dedicated School Budget from the date of amalgamation
    - b. Currently both schools are funded for lump sum funding of £170,000 each under current soft National Funding Formula. This will therefore mean a reduction in Lump Sum funding as a result of amalgamation. However, the new school will retain the equivalent of 85% of the predecessor school's lump sums for the financial year of the amalgamation. This is subject to change if there are any alterations in the National Funding Formula for 2020/21.
  - 2. Split site funding**
    - a. Additional funding of £60,000 (based on current DSG formula) for split sites if provision is delivered over two sites.
  - 3. Combined Structure**
    - a. Both schools should prepare a combined budget before and after the amalgamation to identify any redundant costs that can be eliminated to achieve the desired savings over the longer term.
    - b. Operational staff teams should be reviewed as part of the combined structure to calculate the actual cost of the new structure.
  - 4. Cash Flow Advance (Loan)**
    - a. Stamford Hill Primary school are currently due to repay Haringey Council any outstanding cash advance upon conversation.
  - 5. Financial Controls and Deficit**
    - a. Stamford Hill Primary school should deliver a balanced budget at the time of conversation, to avoid any transfer of financial burden going forward.
    - b. Tiverton Primary School should review their current structure and complete a corporate finance approved deficit recovery plan that shows they have a sustainable position for the longer term.
- 9.11 Haringey Council will need to put measures in place to ensure the financial budget is well controlled during any potential amalgamation process and any long-term financial commitments are avoided or require approval by the Council.

## **Equalities Comments**

- 9.12 An Equalities Impact Assessment (EqIA) is attached at Appendix 1. This is an assessment of the potential impact of the proposed closure of Stamford Hill Primary School, with the displaced pupils being accommodated by Tiverton Primary School schools based on consideration of all the relevant data. The EqIA has been updated following the pre-statutory consultation period to address the issues raised and will be further updated if Cabinet decide to proceed to a six-week statutory consultation.
- 9.13 **Service users (children at Stamford Hill)** - A comprehensive EqIA has not identified any negative impact on any of the specified Equality characteristics / protected groups which include Sex, Gender Reassignment, Age, Disability, Race & Ethnicity, Sexual Orientation, Religion or Belief (or No Belief), Pregnancy & Maternity and Marriage and Civil Partnership. In terms of pupil composition Stamford Hill shares many similar characteristics with other Haringey primary schools located in Planning Area 3 and sufficient places exist at neighbouring schools to absorb displaced pupils. Moreover, all surrounding schools are judged by Ofsted to be 'good' or 'outstanding' and are able to cater for all children to ensure a high standard of learning.
- 9.14 **SEN** - Whilst Stamford Hill has a low proportion of pupils with SEN, they nevertheless are a vulnerable group who could be particularly affected by closure although this could be mitigated by good transition planning. Any children with special education need and disabilities (SEND) entitled to free transport if they can't walk to school because of their SEND or mobility problem will continue to receive free school transport.
- 9.15 **Staffing implications** - The key equality characteristic that has emerged from the EqIA is Sex. The closure of Stamford Hill will inevitably impact on staff working at the school. Due to the predominance of female staff over male staff in Stamford Hill Primary school (and indeed in primary schools across the country), they are likely to be affected in greater numbers. Linked to this equality characteristic is another, Pregnancy & Maternity.
- 9.16 In terms of mitigating the impact on both of these equality characteristics, the Council will endeavour to ensure all staff affected by the proposal to close Stamford Hill primary school will be given access to the redeployment pool and given support to find alternative roles within Haringey, if necessary. There are currently only two permanent members of teaching staff at Stamford Hill who will have access to this support as the remaining are employed as agency workers on a short-term basis. Non-teaching staff employed by the Council will also be supported in this way.
- 9.17 It is likely that many staff will also be anxious about changes if an amalgamation were to go ahead. Professional HR support will be made available to support these staff members to help them deal with the changes and find a way to manage and continue with their role.
- 9.18 The LA has discussed with both schools' Governing Bodies and leadership teams the recruitment and redeployment process that will operate if amalgamation were to go ahead and what impact this might have for the staff affected. These discussions have initially been held with the existing Governing Bodies, and in the event of the process moving to statutory consultation, would be held with a combined temporary Governing Body and trade unions representatives.

## 10. Use of Appendices

1. Appendix 1 – EqIA
2. Appendix 2 – Responses to pre-statutory consultation
3. Appendix 3 - Consultation survey, FAQs and minutes from public meetings

## 11. Local Government (Access to Information) Act 1985

This report contains no exempt information.

### Background

1. Cabinet report March 2019 agreeing to proceed to a non-statutory stage of consultation.
2. The Schools Standards and Framework Act 1998.
3. The Education Act 2002.
4. The Education and Inspections Act 2006.
5. Education and Skills Act 2008.
6. The School Admissions Code (December 2014).
7. The School Admissions (Admission Arrangements and Co-ordination of Admission Arrangements) (England) (Amendment) Regulations 2014
8. The School Admissions (Infant Class Sizes) (England) Regulations 2012.
9. The School Admissions (Appeals Arrangements) (England) Regulations 2012.
10. The Education Act 2011.
11. The School Admissions Appeals Code (2012).
12. The School Governance (Federations) (England) Regulations 2012.
13. The School Organisation (Establishment and Discontinuance of Schools) Regulations 2013
14. School roll projections sourced from the GLA
15. School roll information, including admission information from data held within Education Services
16. National College for Teaching and Leadership "The governance of federations" (August 2014)
17. Department for Education "Opening and Closing maintained schools" (November 2018)
18. Department for Education "Making significant changes ('prescribed alterations') to maintained schools" (October 2018).