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	My Ref :	
	Your Ref :	PINS/Q5300/429
	Date :	4 th December 2013

Dear Inspector Patrick Whitehead,

EXAMINATION OF NORTH CIRCULAR AREA ACTION PLAN
RESPONSE TO INSPECTOR'S PRELIMINARY QUESTIONS

On behalf of Enfield Council I am pleased to be able to provide you with the Council's response to the preliminary questions you raise in your letter dated the 14th November 2013.

Question 1: Whether there is a need to include a model policy (published on the Planning Portal website) in NCAAP to reflect the presumption in favour of sustainable development for consistency with national policy, in particular paragraph 15 of the NPPF?

Council Response: It is the Council's view that the North Circular Area Action Plan through its 28 policies and 20 opportunity site allocations collectively reflect a presumption in favour of sustainable development and how the presumption is to be applied locally, consistent with paragraph 15 of the NPPF. Enfield's Proposed Submission Development Management Document (DMD) includes text in reference to the presumption at paragraph 1.3.2. For consistency, Enfield Council does not consider it necessary to include a model policy but would suggest the inclusion of a similar paragraph at the end of sub-section: National Planning Policy Framework (NPPF) on page 11, wording as set out below:

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Further Modification (FM 1)

“When considering development proposals within the North Circular AAP area the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. The Council will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible and to secure development that improves the economic, social and environmental conditions in the area”.

Question 2: The New Southgate Place Shaping Priority Area boundary shown on page 170 of the adopted Core Strategy (Map 9.9) and the boundary of the New Southgate Masterplan (NB: referred to as ‘Masterplan’ in the Arnos Grove/New Southgate paragraph on page 47 of NCAAP) is slightly different - omitting properties to the north-east of the junction between Bowes Road and Waterfall Road. There is also no cross-reference to the Place Shaping Priority Area in the NCAAP; this appears to be an omission which may require attention.

Council Response: The Council can confirm that the exclusion of the properties to the north-east of the junction between Bowes Road and Waterfall Road is a cartographical error. The boundary shown in Fig.13 is to be realigned to the correct boundary shown on the NCAAP Policies Map and includes the properties 454-474 Bowes Road. An extract of Fig.13 and the NCAAP Policies Map is shown below for ease of reference.

Fig.13

NCAAP Policies Map



The Core Strategy terminology of the ‘New Southgate Place Shaping Priority Area’ has been replaced by the term ‘New Southgate Regeneration Priority Area’. For clarity, the NCAAP makes a cross-reference to Core Policy 45: New Southgate on page 13 in the 7th and final paragraph under sub-heading: The Enfield Plan.

Question 3: The policy stance on Broomfield Secondary School appears ambivalent from that set out in Core Policy 8 for an all age school on the existing site, to NCAAP Policy 4 referring to support for additional pupil places at Broomfield Secondary School whilst page 69 in NCAAP simply states that permanent expansion to admit more pupils "...is being considered". The necessary infrastructure to support the residential growth should be given proper consideration in the NCAAP.

Council Response: The aspirations for an all age school on the existing Broomfield School site set out in Core Policy 8 sought to improve the existing secondary school facilities and increase primary school capacity only. The all age school plans for Broomfield School were superseded shortly after the General Election in early 2010 and Core Strategy adoption late 2010 when the Building Schools for the Future programme was discontinued by the Coalition Government. This, coupled with the subsequent advent of free schools and further academies, has required the Council to review elements of its strategies for the provision of additional pupil places to meet projected demand.

The Council's approach to planning for pupil places is an on-going and considered process that involves a biannual review of capacity against projections using the latest Greater London Authority (GLA) statistics as a baseline. The snapshot captured by the GLA is then monitored against known local pressures. The reviews are undertaken in January and September. Following these, reports are made to the Council's Cabinet recommending actions to be taken to adapt both primary and secondary strategies accordingly. The Council's processes for projecting demand was externally audited earlier in 2013 and concluded to be robust.

Secondary pupil projections are more predictable than those in the primary sector, as a high percentage of primary aged pupils in Enfield will transfer to the secondary sector at Year 7. Based on latest data, in June 2013 the Strategy and School Expansion Programme Phase 2: 2013/14 – 2017/18 was reviewed and approved by the Council's Cabinet. The Report sets out the latest position on the Council's Primary Expansion Programme (PEP) and the demand for primary and secondary places. It is attached for your reference and will be added to the core document library.

The Cabinet Report highlights that demand for secondary places can be met up to 2017. However, from September 2017 there is a requirement for three additional Year 7 classes (90 pupil places) in the west of Enfield. This figure rises to fifteen additional Year 7 classes by 2021 (450 pupil places). Looking ahead, the Council's next review of pupil places projections is scheduled for May 2014 and in the interim the Council continue to monitor the progress of Free/Academy Schools that are seeking to provide places in the Borough as well as the situation in adjoining boroughs, (Broomfield School is particularly unusual as it is located on a key intersection of Enfield, Haringey and Barnet).

Notwithstanding the above, additional school provision is being created in Enfield through the approval of Heron Hall Free School, which opened in September 2013, and two new Academies, both due to open in September 2014. This, coupled with continued cross border pupil movement with Haringey and Barnet, has been assessed as being sufficient to meet projected demand until 2017/18; therefore the Council's current Strategy does not carry forward previous plans to expand Broomfield School.

Should the May 2014 review conclude that expansion of existing local authority maintained schools is necessary in addition to any approved free school/academy provision, then the options for expanding other secondary schools, including Broomfield would be considered next year allowing for the necessary 2-3 year plan and build period. NCAAP Policy 4 continues to support additional places as may be required, but is unable to be definitive on whether the expansion of Broomfield School is to be the agreed option of meeting future need. NCAAP Policy 4 should be considered in light of both the local and national education infrastructure and therefore Broomfield School is not viewed in isolation to other options of provision.

It is considered that a further modification would be useful to provide clarity over how additional secondary school provision is being addressed in Enfield to provide greater context for the policy stance for Broomfield Secondary School.

Further Modification (FMC 2)

To be inserted as the penultimate paragraph of the supporting text to NCAAP Policy 4: Education on page 32.

“In the secondary school sector, new provision is being created in Enfield through the approval of Heron Hall Free School, which opened in September 2013, and 2 new Academies, both due to open in September 2014. Secondary school provision in the west of the borough continues to have capacity up to 2017/18. The Council continues to monitor the progress of free school/academy provision alongside the latest pupil number projections annually and adapt its Strategy for providing places according. If the expansion of existing schools is necessary in addition to the approved free school/academy provision, then options for Broomfield Secondary School will be explored”.

Finally, Enfield Council will be responding to the detailed comments of dha Planning regarding their additional submission on behalf of New Ladderswood LLP and the New Southgate Industrial Estate in a separate statement.

Yours sincerely



Joanne Woodward BA (Hons) MRTPI
Head of Strategic Planning and Design
Regeneration, Leisure and Culture

MUNICIPAL YEAR 2013/2014 REPORT NO. 13

MEETING TITLE AND DATE:Cabinet – 19th June (KD 3719)**REPORT OF:**

Directors of Schools and Children's Services, and Finance, Resources and Customer Services

Agenda – Part: 1**Item: 8**Subject: SCHOOL EXPANSION PROGRAMME
PHASE 2 2013/14 – 2017/18

Wards: All

Cabinet Members consulted:

Cllr Ayfer Orhan and Cllr Andrew Stafford

Contact Officer:

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1. EXECUTIVE SUMMARY

- 1.1 This report updates the strategy for the provision of pupil places, last updated in June 2012 to establish phase one of the primary expansion programme. In response to the recent annual review of statistics about the demand for pupils, a comprehensive solution for delivering the extra places required up to 2017/18 is proposed. The demand for Primary school reception places is projected to be 15 forms of entry over the period with six required for September 2014 and a further nine for September 2017. This has been confirmed by an independent expert. Just under half of this demand is expected to be met by provision from Free/Academy Schools but the Council will need to plan to expand Local Authority maintained schools to ensure it continues to meet the statutory responsibility to provide sufficient school places in the borough.
- 1.2 Secondary school provision up to 2016/17 meets projected demand but demand and provision for 2017/18 will need to be kept under review to ensure that there is capacity in place. Recent projections show that there is expected to be demand for an extra eight forms of Secondary school entry above current and planned provision in September 2017. Population projections and the supply of places will continue to be reviewed annually and the programme updated accordingly.
- 1.3 Cabinet approval is sought to establish phase two of the school expansion programme and a provisional budget to run from 2013/14 to 2017/18. This is required as known Free / Academy Primary school provision does not meet all demand. The Council programme will ensure the extra building capacity required is delivered so that the statutory duty to provide sufficient pupil places can still be met.
- 1.4 Delegated authority is sought for a series of decisions to:
- Establish the detailed programme and projects, including project level budgets within the programme; and
 - Agree procurement approaches, land transactions, place orders, submit planning applications and enter into contracts with required contractors.

2. RECOMMENDATIONS

- 2.1 It is recommended that Cabinet Members approve:
- 2.1.1 The updated strategy to provide the additional school places required between 2013/2014 and 2017/18;
 - 2.1.2 The establishment of the school expansion programme to run from 2013/14 to 2017/18;
 - 2.1.3 The recommendation to Full Council of a provisional budget of up to **£44.318 million** to deliver 1,680 extra Council funded Primary school reception places, including the cost of rebuilding and re-configuring existing schools between 2013/14 and 2017/18, subject to availability of funding, agreement of detailed scheme costs, and clear demonstration of value for money.
 - 2.1.4 That the projects and budgets for the new build of Garfield Primary School and the main scheme at Grange Park Primary school move into phase two of the school expansion programme with their budgets added to the programme budget referred to in paragraph 2.1.3.
 - 2.1.5 Delegated authority to the Cabinet Members for Children and Young People and for Finance and Property in consultation with the Directors of Schools and Children's Services and Finance, Resources and Customer Services to take decisions on:
 - The individual schools and sites that can be expanded, and decisions on statutory expansions, to meet the need for extra pupil places up to 2017/18;
 - Entering in to contractual arrangements and placing orders for each expansion project; and
 - Conducting any necessary land transactions as individual schemes are developed.
 - 2.1.6 Delegated authority to the Directors of Schools and Children's Services and Finance, Resources and Customer Services to take decisions on the:
 - Detail of programme and project management arrangements, including any subsequent changes to arrangements that are required;
 - Submission of planning applications; and
 - The appropriate procurement routes for individual schemes.
 - 2.1.7 To forward this report on to Full Council for approval and adoption in the Council's capital programme.

3. BACKGROUND

The Primary Expansion Programme

- 3.1 The Primary Expansion Programme (PEP) phase one will provide an additional 1,890 permanent school places across all year groups beginning in 2013/14 across eight schools and also includes increased capacity to support previous school expansions. An operating budget of £24.993 million was agreed in December 2012. A final budget will be agreed in the summer as part of the Key Decision on signing contracts (Memorandum of Agreement).
- 3.2 As each of the PEP schemes has developed, it has become necessary to adapt the programme in light of school consultation, site constraints and planning issues. The major changes have been:
- The removal of three schools from the current phase of the programme where it was clear that extra provision of Primary places for September 2013 was not feasible, the schools were:
 - Oakthorpe, site constraints and the views of the Governing Body;
 - Broomfield, the school entered an Ofsted category; and
 - Walker, the Governing Body did not support the proposed scheme to enable expansion.
 - An expansion of scope and specification at schools to deliver the best educational conditions possible and refurbish existing accommodation; and
 - Changes to phasing of the buildings, handover to schools and the opening of the new permanent buildings.
- 3.3 A summary of the deliverables for the PEP programme schools is set out below:
- 3.3.1 Chesterfield School
Replace inadequate accommodation to support improved educational outcomes and to allow bulge classes to complete their cycle at this 4FE school;
- 3.3.2 Prince of Wales Primary School
Complete the accommodation requirements of the school's permanent expansion from 2 FE to 3 FE;
- 3.3.3 Worcesters Primary School
Complete the accommodation requirements of the school's permanent expansion from 2 FE to 3 FE;
- 3.3.4 Highfield Primary School
Provide the additional accommodation to permanently expand the school from 2FE to 3FE;
- 3.3.5 George Spicer Primary School
Accommodate a permanent additional 2FE for the school with Reception and Key Stage One classes in a new building on the Kimberly Gardens Site;
- 3.3.6 Edmonton County, Bury Campus, all age school

Provide 2 FE of primary school accommodation at Bury Campus to make Edmonton County School an all age school. Project complicated by reconfiguring Secondary accommodation and will deliver primary school places from January 2014;

3.3.7 Grange Park Primary School

Provide the accommodation required by the School to permanently expand from 3 to 4FE. Reception classroom to be delivered for September 2013 with main scheme to be delivered for September 2014. The main scheme project will now sit in phase 2 of the School Expansion Programme;

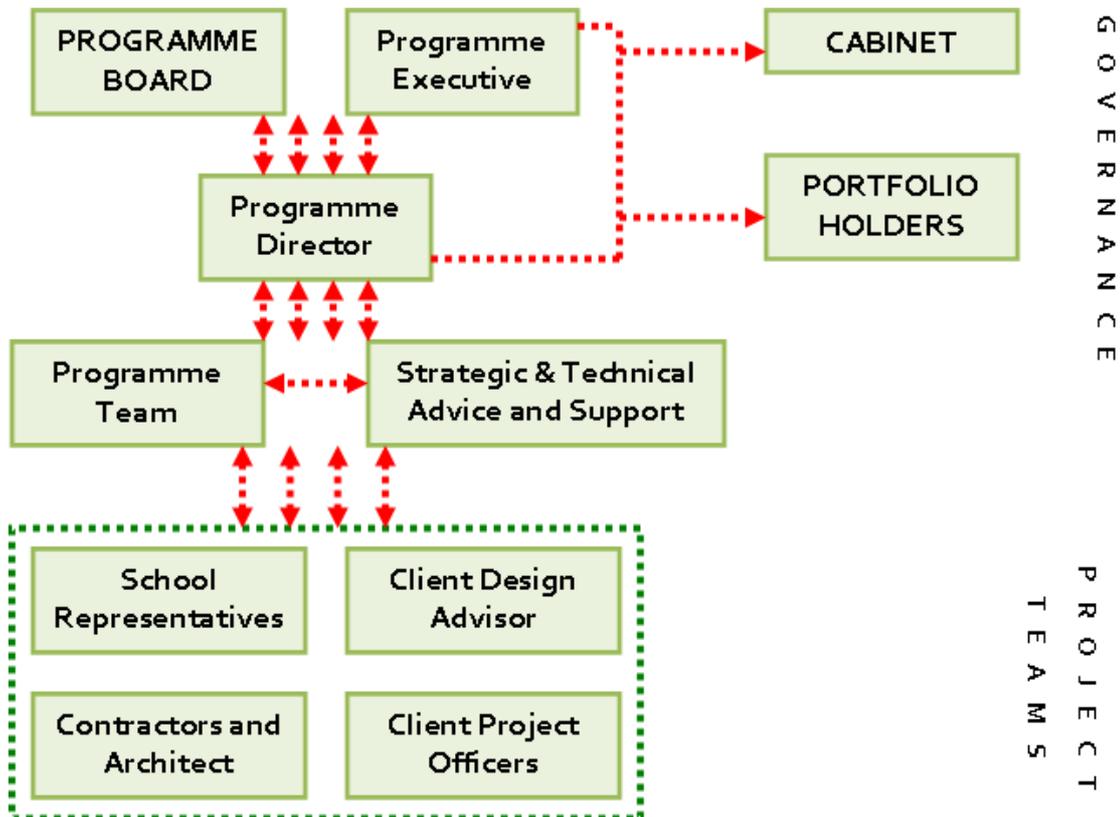
3.3.8 Garfield Primary School

Original scheme reviewed and the school will now be completely rebuilt to allow permanent expansion from 2FE to 3FE with a target date for completion of September 2014. Temporary accommodation for extra pupils will be in place for September 2013 and the project will now sit in phase two of the School Expansion Programme.

Programme and Project Structure for the PEP

3.4 The PEP has a complex programme structure due to the involvement of external parties in establishing the programme. The programme structure has changed over time to reflect changing roles of organisations involved and the current scheme is set out below. The general approach is that it was very much programme driven and top down in nature for the initial phase with a transition to project based in the run up to and beyond contract signature (Memorandum of Agreement).

PEP Programme Structure



Procurement for the PEP

- 3.5 The current programme is using the Scape Framework to secure the services of construction contractors. Scape undertook a procurement process to set up a framework for works that comply with the Public Contract Regulations 2006 in a two stage selection process under OJEU (Restricted procedure).
- 3.6 Corporate Procurement conducted due diligence of the Scape frameworks and have confirmed that it is set up in line with EU requirements. The most economically advantageous tenders were provided by Kier and Willmott Dixon.
- 3.7 The Scape framework is a perfectly acceptable option for procuring construction contractors and it has a value for money component built in. It is a very good choice when there is a programme imperative as it provides immediate access to contractors, certainty on contractor overheads and profit fees and a clear process roadmap for key milestones.
- 3.8 The Scape Framework prescribes use of NEC3 contracts, which is a change as JCT has historically been used for Council School construction contracts.

4. Proposal for a School Expansion Programme to deliver extra places between September 2014 and September 2017

The need for Primary School pupil places

- 4.1 Given the pressure on places in recent years an independent review was conducted in March to May 2013 by Openbox Consulting in, a company that has supported a number of local authorities with pupil place modelling. Openbox reviewed Council and Government data separately to the annual release of population projections from the Greater London Authority, that is used in pupil place projections, and the planning areas used by the Council. The main points from this review are as follows:
 - That the number of primary pupil place planning areas should be reduced from twelve to six;
 - That the Council should provide as extra 3% to 4% of places above projected demand to allow for fluctuations in population projections and to provide parents with a degree of choice;
 - Extra Primary reception places (four forms of entry) are needed in the North East Enfield area from 2014. Two further reception forms of entry are required from 2017 in this area;
 - Extra Primary reception places (two forms of entry) are needed in the South West of the borough from September 2014. Two further reception forms of entry are required from 2017 in this area;
 - For the North, West Central, South East and Hadley Wood areas existing capacity currently meets projected demand up to September 2016; and

- If the demand for extra places in September 2014 can be provided the population stabilises for two years but demand increases again for September 2017 which results in a need for extra Primary reception places in five of the six new primary pupil place planning areas.

4.2 The independent statistics supplied by Openbox Consulting have been compared with the most recent GLA population projections and they are broadly in line¹. There is little difference in the projected demand up to 2017/18. Separate reports will address potential changes to the pupil place planning areas and confirm which statistics should be used for planning the provision of places and which for the School Capacity Collection submissions to the Education Funding Agency. Population projections will continue to be reviewed annually to inform Council decisions on the provision of school places.

¹ Population projections currently available do not include the population increase from the planned housing developments in the Meridian Water regeneration scheme.

- 4.3 The table below shows in detail the need for Primary School places for September 2014 and September 2017. It should be noted that in all Primary school expansions the reception class is required initially, followed by extra classes for school years one to six to accommodate the increased number of pupils as they move up each year. Following a school expansion decision it takes seven years for the school to reach full capacity.

Primary School Need for Classes and Places in 2014/15 and 2017/18

Enfield Primary Areas	Extra capacity required for September 2014-20				Extra capacity required for September 2017-23			
	Reception classes in 2014	Total classes by 2020	Reception pupils in 2014	Total pupils by 2020	Reception classes in 2017	Total classes by 2023	Reception pupils in 2017	Total pupils by 2023
North East	Additional 4	28	120	840	Additional 2	14	60	420
North	0				Additional 1	7	30	210
West Central	0				Additional 1	7	30	210
South East	0				Additional 3	21	90	630
South West	Additional 2	14	60	420	Additional 2	14	60	420
Hadley Wood	0				Additional 0			
TOTALS	Additional 6	42	180	1,260	Additional 9	63	270	1,890

- 4.4 An initial list of Primary schools that have the potential to expand has been produced. Further feasibility work and consultation with the schools is required. The spread of those schools across the six pupil place planning areas is summarised in the table below.

Schools and sites with the potential for expansion between 2013 and 2017

4.5 The table below represents the list of options for providing extra school capacity that could help meet demand. For some planning areas there are more options for the provision of extra places than are required to meet demand. All options are subject to feasibility and consultation. As individual schemes progress through feasibility and consultation, final decisions will be made and the list of options will be updated to become confirmed schemes.

Primary Area	Schools/sites	Comments (need)	Comments (delivery)
North East Enfield	ARK John Keats Academy – ARK 1 (+1FE)	Required to meet projected demand for 2014	The school is considering whether to increase the planned Primary school intake by one form of entry.
	A primary school expansion (+1FE)	Required to meet projected demand for 2014	Subject to consultation, feasibility and funding.
	An all-age free school (+2FE)	Required to meet demand for 2014	Subject to consultation, feasibility and funding – would not be Council funded
	A potential expansion to create an all-age school (+2FE)	Required to meet demand for 2017	Subject to need, consultation, feasibility and funding
North Enfield	A primary school expansion (+1FE)	Option to meet demand for 2017	Subject to consultation, feasibility and funding. This option would require a land acquisition.
	St Johns (+0.5FE)	Option to meet demand for 2017	Classes are currently small and there is an opportunity to provide extra buildings to allow classes to become full-size
	A potential expansion to create an all-age school (+2FE)	Option to meet demand for 2017	Subject to need, consultation, feasibility and funding
West Central Enfield	A primary school expansion (+1FE)	Option to meet demand for 2017.	Subject to consultation, feasibility and funding
	Edmonton County (+2 FE) – transferred from stage one	Planned expansion helps meet current and future demand	Plans and contractors in place and will open in January 2014, funded by current PEP.

Primary Area	Schools/sites	Comments (need)	Comments (delivery)
South East Enfield	Bowes Annex (+1FE)	Option to meet projected demand for 2017	Some capacity in place, an opportunity to permanently expand by building four extra classrooms, if required.
	A new free school (+2FE)	Required to meet projected demand for 2017	Subject to consultation, feasibility and funding – would not be Council funded.
	Oasis 2 – Hadley (+1FE)	Required to meet projected demand for 2017	The school is considering whether to increase the Primary school intake by one form of entry.
South West Enfield	A potential expansion to create an all-age school (+2FE)	Option to meet demand for 2017	A longer term option and subject to consultation, feasibility and funding.
	A potential school expansion (+2 FE)	Required to meet demand for 2014	Option still in the initial stages of feasibility regarding the potential permanent site.
	A primary school expansion (+1FE)	Option to meet demand for 2017	A medium term option currently being negotiated with the Governing Body which has been carried forward from phase one and will be subject to further consultation, feasibility and funding.
Hadley Wood	No extra reception capacity needed		

4.6 The Department for Education has approved the Meridian Water Academy, which is in the south east area of the borough. The school is not included above as it will provide capacity to meet the demand for places resulting from the new housing that forms part of the Meridian Water regeneration scheme. That population increase is not yet included in the population projections used by the Council.

Secondary School Need for Classes and Places in 2014/15, 2015/16 and 2017/18

- 4.7 The report by Openbox Consulting also covered the demand for Secondary school places, the main points from the analysis of their projections were as follows:
- There is spare capacity in terms of Year 7 Secondary School places in the North of the Borough up to and beyond 2017/18 but these schools have a borough-wide catchment due to their central location;
 - In the East of the Borough an extra six Year 7 Secondary School classes are required in September 2014 then another seven for September 2015.
 - In September 2017 a further five Year 7 Secondary School classes are required in the East of the Borough with a further three Year 7 classes needed in the West.
- 4.8 The tables below shows the need for Secondary School places across the borough. There are fewer place planning areas as pupils of Secondary School age are more able to travel longer distances.

	Extra capacity required for September 2014			
Enfield Secondary Areas	Year 7 classes in 2014	Total classes by 2018	Year 7 pupils in 2014	Total pupils by 2018
East	Additional 6	30	180	900
North	0			
West	0			
TOTALS	Additional 6	30	180	900

	Extra capacity required for September 2015			
Enfield Secondary Areas	Year 7 classes in 2015	Total classes by 2019	Year 7 pupils in 2015	Total pupils by 2019
East	Additional 7	35	210	1,050
North	0			
West	0			
TOTALS	Additional 7	35	210	1,050

Enfield Secondary Areas	Extra capacity required for September 2017			
	Year 7 classes in 2017	Total classes by 2021	Year 7 pupils in 2017	Total pupils by 2021
East	5	25	150	750
North	0			
West	3	15	90	450
TOTALS	Additional 8	40	240	1,200

Schools and sites that will meet demand between 2014 and 2017

- 4.9 Up to September 2015 only the East of the borough needs to address an increase in demand. A combination of new provision from Heron Hall Academy (initially +3FE from September 2013 for three years rising to 6FE over time) and ARK John Keats (+6 FE from September 2014) plus existing capacity in the North area means that demand for Secondary School places can be met up to September 2016.
- 4.10 For 2017/18 a further eight forms of Secondary School entry will need to be provided. Current capacity and the progress of confirmed Free / Academy Schools will continue to be monitored. At this point in time ARK North Enfield Academy has been confirmed by the Department for Education as a new school in the borough for September 2014 but the provider will need to secure a site. It is expected that the school is likely to aim to provide an extra six forms of entry.
- 4.11 The independent statistics supplied by Openbox Consulting have been compared with the most recent GLA population projections and they are broadly in line. There is little difference in the projected demand up to 2017/18. Separate reports will address potential changes to the pupil place planning areas and confirm which statistics should be used for planning the provision of places and which for the School Capacity Collection submissions to the Education Funding Agency.

Proposal for the provision of extra school places to meet projected demand

- 4.12 Across the borough, the demand and supply of Primary school places can be summarised as follows:

Primary Provision	2014		2017		TOTAL	
	Extra forms of entry	Extra places	Extra forms of entry	Extra places	Extra forms of entry	Extra places
Projected Demand	6	1,260	9	1,890	15	3,150
Free/Academy school supply	3	630	4	840	7	1,470
Requirement for Council funded	3	630	5	1,050	8	1,680

supply						
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- 4.13 It is proposed that for the provision of extra Primary reception places the Local Authority puts in place a programme to:
- Investigate and deliver options to deliver an extra two forms of entry by September 2014 in the South West area of the Borough;
 - Investigate and deliver options to deliver an extra one form of entry by September 2014 in the North East area of the Borough;
 - Deliver extra building capacity to provide an extra five forms of entry at Primary schools by September 2017 including the cost of rebuilding and re-configuring existing schools through local authority funding; and
 - Monitor the progress of Free/Academy Schools that are seeking to provide places in the Borough.
- 4.14 It is proposed that for the provision of extra Secondary Year 7 places the Local Authority:
- Continues to monitor the progress of Free/ Academy Schools that are seeking to provide places in the Borough.
 - Reviews, in May 2014, the Secondary school pupil place projections alongside Free / Academy school applications then updates the strategy for providing places accordingly.

Special school places

- 4.15 The council recognises that the increase in pupil numbers across the borough will also impact on special school provision. Officers are currently carrying out an analysis of future demand for places and predicted areas of need. Where extra places are required then proposals will be brought forward accordingly.

Pupil Referral Unit places

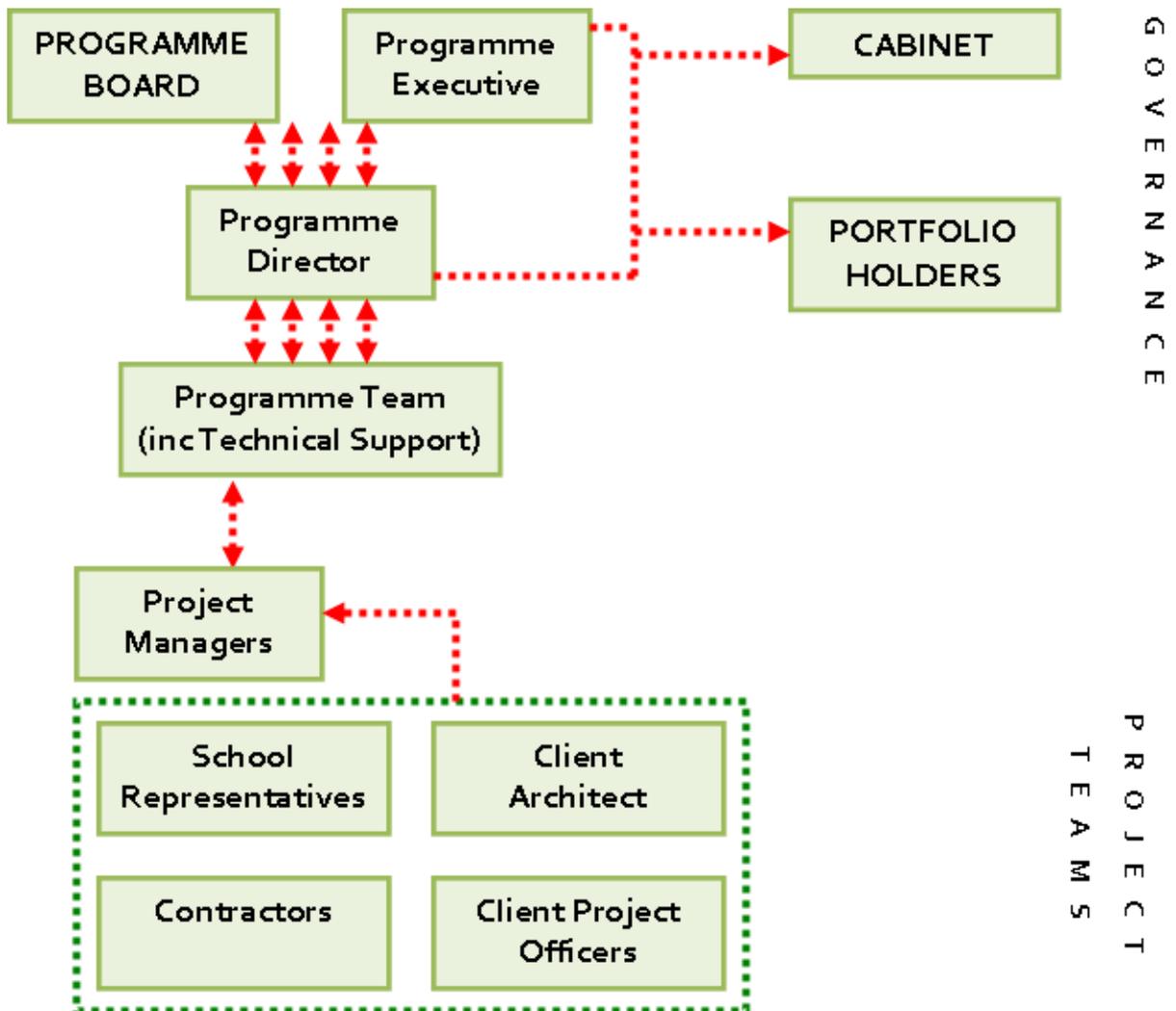
- 4.16 Recent legislation (April 2013) requires that all Pupil Referral Units are managed and funded in the same way as maintained schools. As part of the implementation of this change in legislation the Council is considering whether there is a need to increase places at the Enfield Secondary Tuition Centre.

Programme and project management

- 4.17 It is proposed that the next phase of the School Expansion Programme broadly uses the existing PEP structure, and is driven from the outset by a robust project approach and Project Managers that report into a modified Programme Management structure. This is essential to ensure each scheme's particular features, opportunities and constraints, as well as local views and needs, are addressed from the outset.
- 4.18 The changes result in changes to some of the key roles within the programme structure although reporting lines and Governance arrangements remain the same.
- 4.19 The key changes proposed are as follows:
- Use a Project Manager for each scheme using standard PRINCE2 methodology to manage and co-ordinate all work packages and report regularly to a more strategic programme team.

- Use a Client Architect leading a design team, instead of a Client Design Advisor. This role is critical to controlling time, cost and quality parameters and would be undertaken or directed by Council officers to ensure consistency of approach work with the Schools to develop designs and requirements for the contractors to respond to.
- Establish a Programme Team that includes technical advisors rather than using internal commissioning arrangements to incorporate a policy and challenge function.
- Formalise the Programme Executive to report to the Director of Schools and Children’s Services and includes the Assistant Directors of Regeneration, Education, Finance and Property.
- Expand the feasibility reports to include a consideration of pupil movements in the planning area and the potential impact of the proposed expansion on the wider planning area.
- Introduce a clearer routemap for individual projects within the programme with a project review, or gateway report, at key stages.

Proposed School Expansion Programme Structure



Procurement

4.20 It is proposed that the Programme Team and Executive will consider appropriate options for procurement on a project by project basis. The options will generally be:

- Engaging construction contractors and/or technical advisors through established EU compliant frameworks, either directly ie via Scape or via running mini-competition exercises i.e. Government Procurement Services (GPS) in compliance with the framework terms; or
- Conducting a tender exercise in accordance with the Councils Constitution including EU compliant tenders where applicable.

4.21 The procurement route for existing expansions schemes to be shifted under the new programme are as follows:

- Grange Park – continue with the Scape arrangements using Kier Construction;
- Garfield – investigate the most appropriate procurement options for the scheme outlined in the 24th April Cabinet report.

Proposed Delegated Authority arrangements for the programme

4.22 Subject to Cabinet approval, to facilitate the establishment of the programme a series of delegated authorities are proposed.

4.23 It is proposed that Cabinet delegates authority to:

(a) the Cabinet members for Children & Young People and Finance & Property, in consultation with the Directors of Schools & Children's Services and Finance, Resources & Customer Services, to take decisions on:

- placing of orders with contractors;
- award of contracts;
- appropriate land transactions; and
- establishing project level budgets

(b) the Directors of Schools & Children's Services and Finance, Resources & Customer Services to take decisions on the:

- detailed programme management arrangements;
- submission of planning applications;
- the use and procurement of technical advisors (ie. quantity surveyors, architects, etc); and
- procurement route for the works required for each scheme.

4.24 It is proposed that Cabinet approves that the Grange Park main scheme and Garfield new scheme are included within this next phase of the school expansion programme with the established scheme budgets added to the new programme budget and each scheme subject to the new programme management arrangements.

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 Enfield Council has a statutory responsibility to provide the necessary school places. The Primary Expansion Programme creates a mechanism to assist with the delivery of extra capacity required. Not providing places cannot be considered an option;
- 5.2 The following proposals have been considered but rejected:
- Increasing class sizes to over 30 pupils. Current legislation stipulates that Key Stage One classes cannot exceed 30 pupils with only one qualified teacher. This does not apply to Key Stage two. However, school accommodation does not normally allow for more than 30 pupils in one class base.
 - The use of community halls as emergency class bases. This option has been explored with a number of head teachers in relation to the development of the Partner School initiative. However, the revised strategy seeks to deliver a programme of permanent expansions.

6. REASONS FOR RECOMMENDATIONS

- 6.1 The Council has an overriding statutory duty to provide sufficient pupil places to meet anticipated demand. This report sets out the proposed strategy and delivery arrangements to oversee delivery arrangements for schools with funding secured for expansion, to further develop options for expansion by conducting feasibility studies and consultation with the schools identified and to secure funding through opportunities that become available.
- 6.2 This strategy and delivery arrangements will deliver the additional reception places required in the areas of highest demand up to 2017/18. The expanded capacity aims to provide a higher level of flexibility built in to counter sudden increases in demand.

7. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

7.1 Financial Implications

- 7.1.1 The proposed programme budget for Cabinet approval is set out below. This budget total does not include Garfield and Grange Park as both schools are already included in the Capital Programme. However, it is proposed that once the new phase of the programme is established that both schemes are included.
- 7.1.2 To generate the budget below, outturn figures from recent modular and traditional built expansion and separate modular build schemes have been used to produce estimated costs for the purpose of setting a high level programme budget.

School expansion programme budget for phase two

Council funded pupil places required	Budget required for 2013/14 - 2017/18 (4.5 years)
630 new from 2014	£11,139,000
1,050 from 2017	£19,704,000
Allowance for re-configuring/rebuilding	£9,771,000
Land acquisitions	2,000,000
Programme management (at 4%)	£1,704,000
TOTAL	£44,318,000

- 7.1.3 The phasing of this budget across financial years is proposed as per the table below, which will need to be reviewed annually to allow for updated information that will come from feasibility studies, funding rounds and consultation.

2013/14	2014/15	2015/16	2016/17	2017/18
£4,765,621	£20,795,633	£3,296,469	£6,252,035	£9,207,602

- 7.1.4 As each project is developed through the stages of feasibility, planning and delivery relevant value for money tests will be applied. As design and procurement progresses individual project budgets and funding will be established and subject to further agreement. At that stage, relevant comparisons with Department for Education, Education Funding Agency and Cabinet Office Government Construction Cost bench marks will be made as these rely on metre squared rates being available.
- 7.1.5 It is proposed that the current budgets for the Grange Park main expansion scheme and Garfield new expansion scheme, both of which are already included in the Council's Capital Programme, are transferred to this programme budget for operational reasons.
- 7.1.6 It is proposed that Cabinet delegates authority to the Cabinet Members for Children and Young People and for Finance and Property in consultation with the Directors of Schools and Children's Services and Finance, Resources and Customer Services to agree project level budgets within the overall programme budget and any subsequent project budget variance within the programme budget.
- 7.1.7 The availability of funding for the programme will depend upon future allocations of government grants such as Basic Need Grant and the outcome of the recent bid for Targeted Basic Need Grant, which is likely to be announced later this month. This bid was for up to £37 million, and, if this is successful, £24 million could be used to fund the expenditure in 2014/15 and 2015/16. The remaining £13 million is allocated to the provision of extra places through Free / Academy school schemes. Subsequent bidding rounds are uncertain but if conducted will be used to fund expenditure in 2016/17 and 2017/18.
- 7.1.8 If grant funding, as described in paragraph 7.1.7 is not forthcoming, decisions on individual schemes will need to be taken in the context of affordability,

taking account of the significant impact that prudential borrowing would have on revenue budgets. For every £1 million of borrowing, an additional pressure of £75k will need to be added to the annual revenue budget. Where there are other relevant opportunities in the future to bid for capital funding then these will be taken to contribute to the programme budget and minimise the Council's capital allocations and/or prudential borrowing.

7.2 Legal Implications

- 7.2.1 Section 14 of the Education Act 1996 requires that an authority ensures that sufficient school places are available within its area for children of compulsory school age. Case law upon this statutory duty confirms that compliance with the duty requires an education authority to actively plan to remedy any shortfall. Section 111 of the Local Government Act 1972, includes the power to do anything ancillary to, incidental to or conducive to the discharge of any of its statutory functions. The recommendations within this report are in accordance with these powers.
- 7.2.2 Each school expansion will be subject to the statutory consultation process prescribed by Section 19 of the Education and Inspections Act 2006, The School Organisation (Prescribed Alterations to Maintained Schools)(England) Regulations 2007 and The School Organisation and Governance (Amendment)(England) Regulations 2009. There is also statutory and non statutory guidance (Expanding a Maintained School Guidance for Local Authorities and Governing Bodies) issued by The Department for Education. The decision on each statutory expansion will be made by the Cabinet Member for Children and Young People.
- 7.2.3 Where Planning Permission is required in respect of any school expansion that proceeds beyond feasibility considerations and initial consultation with schools such will be accordance with the Town and Country Planning Act 1990 (as amended). This will require statutory and public consultation. Pursuant to the Council's constitution such will be required to be considered at planning committee. Works should not commence until such time as approval is given and any pre-commencement conditions (if required) by the planning permissions are discharged.
- 7.2.4 In accordance with the Councils Constitution, in particular Contract Procedure Rules, the Council is able to utilise a range of EU compliant frameworks to engage the services of construction contractors or technical support staff such as architects or quantity surveyors. Any use of a framework must be in accordance with the framework terms.
- 7.2.5 All legal agreements will need to be in a form approved by the Assistant Director of Legal Services.
- 7.2.6 Any acquisition or disposal of land will need to be in accordance with the Council's Property Procedure Rules.

7.3 Property Implications

- 7.3.1 The Strategy set out in this report will provide additional primary places in local areas of need.

- 7.3.2 Where an acquisition may present itself, in order assist in the School Expansion Programme, these opportunities will be need to be assessed in more detail with feasibility and due diligence studies.
- 7.3.3 The budget put aside in table 7.1.1 suggests possible land values only. Stamp Duty Land Tax (SDLT), transactional costs (legal, surveyors and disbursements) and potential VAT are all excluded from the figures presented within this report.
- 7.3.4 The site values will depend upon the prevailing market conditions at the time, and external valuations may be required to support the acquisition of land.
- 7.3.5 The land acquisition strategy will be challenging. Several internal and external approvals will be required and the Council will need to obtain appropriate consents in place.
- 7.3.6 Relevant stakeholder consultation will be required from the outset to support either acquisition or disposal of land and gaining planning permissions. Consultees may include English Heritage, the Greater London Authority (GLA), Sports England and the appropriate Secretary of State.
- 7.3.7 The use of modular construction will assist with speeding up the construction process, but requires significant investment upfront in the design process. Additionally it has the potential to lower costs as compared with the traditional build routes. The modular construction also significantly improves a buildings environmental performance and overall sustainability.
- 7.3.8 To meet statutory requirements it is vital to ensure that the Council's financial accounts do not include buildings (or parts of buildings) that have been demolished. To ensure we have high quality records and meet our statutory obligations Education Asset Managers will complete a demolition notification form and return to Property Services.
- 7.3.9 An inventory list of any material procured and produced will need to be kept. In the event of failure, appropriate arrangements will need to be made for these supplies to be retained and secured for the Council until a decision is made on how best to dispose of them.
- 7.3.10 Property Services will need to be aware and sent the new data being generated for the expansion of these schools. These include floor plans with room data for the purposes of the Asset Management System, Atrium.
- 7.3.11 Property Services is to be involved from the outset with aspects of the expansion programme regarding project management, acquisition, disposal and other land development issues.
- 7.3.12 Once planning permission is gained Building Regulations will need to be adhered to as part of the enabling and construction works.

8. KEY RISKS

Additional capacity and contingency

- 8.1 The revised Provision of Primary Places Strategy has been revised by this report to set out the arrangements to commence delivery of a further 1,680 primary school places in the 2013/14 to 2017/18 period. This is in response to the recent review of pupil number projections. The next set of pupil number projections will be available in Spring 2014 and will be reviewed to inform the annual update to the strategy for providing school places. Our aim is to improve parental choice, and minimises the risk of providing insufficient pupil places.
- 8.2 There is a risk that if popular and successful Enfield schools near the borders of neighbouring boroughs are expanded then this could encourage an influx of pupils from those boroughs if they have not been successful in expanding their own provision.
- 8.3 Actual pupil numbers will be carefully monitored against projections, to ensure that the Council strives to provide places in the actual areas of demand (i.e. local places for local children). Officers will also continue to engage in regional and bilateral discussions about the provision of places to assess provision in other Boroughs.

Opposition to permanent expansion

- 8.4 A number of factors are likely to cause concern to some stakeholders, experience to date suggests that car parking and increased traffic flows will result in most opposition. The programme and project team members will work closely with schools and Governing Bodies to ensure that designs are of high quality and that issues of concern are addressed in the design proposals. The informal and statutory rounds of consultation will be managed in a way that makes them accessible to stakeholders, including residents, to maximise opportunities for input.

Basic Need Funding

- 8.5 The annual submission to the Department for Education (DfE) is based on identifying existing capacity in the system. Thus, close monitoring of pupil numbers and a review of projections will ensure that the Council is best placed to maximise any Basic Need Funding for the provision of school places.

Delivery Timescales

- 8.6 Each school year the Council will have to fulfil its statutory duty to provide sufficient school places. Programme and project milestones will be clearly identified and progress monitored closely by the Programme Executive and Board which is made up of stakeholders, Cabinet Members, Headteachers, Governors and Council officers at the most senior level.

Planning Consent

- 8.7 Each school expansion will require planning consent. During the initial design and pre-planning processes, architects will carefully follow pre-application advice that has been provided, so that designs presented to the Planning Committee will be of a high quality and best placed for approval. However, there is clearly a risk at this stage. Some flexibility regarding pupil numbers will

be provided within the programme to ensure that the Council meets its statutory duty to provide sufficient school places.

Costs

- 8.8 The estimated cost of expansion as outlined in the body of the report could well place additional strain on the Council's finances. If Government grant funding is not forthcoming then prudential borrowing might have to be a route to funding school expansion but this would have a significant impact on revenue budgets. For every £1 million of borrowing, an additional pressure of £75k will need to be added to the annual revenue budget.
- 8.9 The programme cost will be reviewed as part of an annual programme review in April that will consider the updated statistics on pupil places; levels of school provision, particularly planned Academy or Free School provision; and the progress of individual projects. Costs for each established project will be managed through the project and programme management arrangements and be subject to the Council's usual due diligence and value for money tests.

9. IMPACT ON COUNCIL PRIORITIES

Fairness for All

- 9.1 This proposal will result in pupil places being created across the Borough in order to meet demand in the relevant geographical areas which will also create employment opportunities for teaching and support staff. Further improvement and investment in school buildings will provide greater opportunities for enhanced community use.

Growth and Sustainability

- 9.2 By ensuring that places are provided in areas of highest demand, this will ensure that pupil mobility across the Borough is kept to a minimum. This therefore means that increased road travel is minimised and families can be encouraged to walk to school.

Strong Communities

- 9.3 The proposals outlined in this report will provide additional places in parts of the Borough where pressure on local schools is forecast to be greatest. The extra places provided in the neighbourhoods of highest demand will help satisfy demand in these specific areas and will ensure that young children will not have to travel unmanageable distances to and from school.
- 9.4 The proposals in this Strategy will allow the Authority to have greater control over the provision (and potential future reduction) of pupil places, allowing more opportunities to stabilise local communities and ensure that there are local places for local children,

10. EQUALITIES IMPACT IMPLICATIONS

- 10.1 An equality impact assessment was completed for approval of the overall strategy in June 2012. The strategy was developed to ensure that there are sufficient places across the Borough to meet demand, that these places are not discriminatory and to ensure that all children have access to high quality

education. The delivery of the strategy is updated annually following a review of pupil place projections. In accordance with the publication of statutory notices, full consultation with residents and parents on each proposed school expansion will be conducted.

11. PERFORMANCE MANAGEMENT IMPLICATIONS

- 11.1 The provision of additional places at the schools identified in this report will enable the Authority to meet its statutory duty to ensure the availability of sufficient pupil places to meet demand.
- 11.2 The strategy presented in this report is consistent with the national agenda for expanding popular and successful schools.

12. HEALTH AND SAFETY IMPLICATIONS

- 12.1 As all of the school expansion projects will involve contractors working on existing school sites, the Council will ensure that contractors provide the highest level of Health and Safety on site and meet Criminal Records Bureau (CRB) requirements.
- 12.2 There are no specific health and safety implications other than the impact of additional traffic, generated by increased numbers at the PEP schools. Working with Highways, funding has been included in the cost summary to allow for traffic mitigation measures on each of the schemes. As part of the planning approvals process, traffic impact assessments have to be submitted for each scheme, and the Planning committee will have to give approval.

13. PUBLIC HEALTH IMPLICATIONS

- 13.1 Providing school places in the areas where there is demand will encourage parents and carers to walk to school. This will impact on the health and well-being of the public in Enfield. Walking to school will encourage healthy lifestyles, and reduce pollution caused by traffic.

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