



Haringey Council

Report for:	Cabinet	Item Number:	
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Title:	Muswell Hill Reception Place Planning – outcomes from further work on the possible expansion of three primary schools – Coldfall Primary, Muswell Hill Primary and St James C of E Primary.
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Report Authorised by:	Anton Francic – Interim Assistant Director, Schools and Learning <i>Anton Francic</i>
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Lead Officer:	Eveleen Riordan – Interim Joint Head of Education Services
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Ward(s) affected: Primarily Muswell Hill, Fortis Green and Alexandra wards but also surrounding wards because the demand for and supply of school places does not limit itself to ward boundaries and the provision of additional places in one ward will ripple out in its effects to surrounding wards and beyond.	Report for Key/Non Key Decisions: Key
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1. Describe the issue under consideration

1.1. On 26 March 2015 the Cabinet Member for Children and Families agreed that feasibility work be carried out on the possible expansion of three **of the borough's primary** schools:

- i. Coldfall Primary expansion from 3 to 5 forms of entry (FE¹)
- ii. Muswell Hill Primary expansion from 2 to 3 *or* 4 FE
- iii. St James C of E Primary expansion from 1 to 2 FE

2. This report provides:

- i. Information on the current available school roll projections (2014) (which show lower projected school rolls than previous projections), and sets out the implications of these lower projections in the short and long term in terms of school place sufficiency in our borough;
- ii. Feedback on the outcomes of the feasibility report in terms of if and how the schools could be expanded together with an overview of existing condition and suitability issues at the schools;

¹ FE stands for forms of entry i.e. the number of reception classes admitted each September. It is used as an abbreviation throughout this report



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- iii. Information on an early assessment of the implications for the 30 hour entitlement as proposed in the emerging Childcare Bill 2015/16 on **Haringey's schools estate**.

3. Cabinet Member introduction

- 3.1. The consultation and feasibility work on the possible expansion of three primary schools in the Muswell Hill area - Coldfall Primary, Muswell Hill Primary and St James C of E Primary were conducted against the background of school roll projections that showed continued growth in school numbers. However the current school roll projections show that in this part of the borough the numbers are likely to decrease and will lead to a surplus of school places rather than a deficit.
- 3.2. While there is now no need to increase the size of any of these schools, the feasibility studies mean that if the need arises we will be able to act quickly to provide additional places and in the meantime there will be consideration of condition issues at the schools where appropriate.

4. Recommendations

4.1. Cabinet are asked to note:

- i. the latest available school roll projections (received May 2015) show projected sufficiency of reception places in Planning Area 1 (Muswell Hill) up to and including 2024
- ii. the risks outlined in para 6.37-39 of this report in not currently proceeding with options to provide new places in Muswell Hill;
- iii. that projected falling demand for reception places in Muswell Hill by 2018 may require a review of potential surplus capacity;
- iv. that constant monitoring of the demand for and supply of reception places in Muswell Hill will take place and a further report will be prepared if local demand varies from current projections;
- v. the outcome of the feasibility works, including construction and overall budget costs for the expansion of Coldfall Primary by two forms of entry (60 places), Muswell Hill Primary by one form of entry (30 places), and St James C of E Primary by one form of entry (30 places);
- vi. that further scoping work is proposed by the Property Services on suitability and condition issues at Coldfall and at Muswell Hill Primary, with responsibility for any suitability or condition issues at St James falling to the London Diocesan Board for Schools;
- vii. the initial general assessment of the impact of the emerging Childcare Bill on **Haringey's schools estate in terms of the 30 hour entitlement for three and four year olds of working parents**;

4.2. Cabinet are asked to agree:

- i. that no further consultation work be carried out on the possible expansion of any primary school in Muswell Hill at the present time because current school roll projections indicate that additional reception places will not be required in the next ten years.

5. Alternative options considered

- 5.1. Previous school roll projections set out a need to provide additional reception places in Muswell Hill to meet future projected demand.
- 5.2. Early consultation on the possible expansion of St James C of E Primary School by two forms of entry met with significant resistance from parents and carers at the school and from some local residents. As a result a broader consultation was held in January and February 2015 with all stakeholders to determine how additional local places might be delivered. From this consultation three schools came forward setting out a desire to expand.
- 5.3. Feasibility work was carried out to see if and how they could be expanded and to provide indicative costings. A full summary of the results of those feasibility studies set out in this report at Appendix 5 and headlines are set out in paras 6.22 to 6.28 below.
- 5.4. This report directly addresses a recommendation set out in a March 2015 Cabinet member signing report that feasibility work be carried out on the and how three Muswell Hill schools might be expanded. Having carried out wider consultation (January and February 2015) and analysed feedback on place provision in the Muswell Hill area (which informed the March 2015 Cabinet member decision) no alternative options are being considered at the present time.

6. Background information

- 6.1. Our School Place Planning Report (SPPR) 2014 set out an evidence base that showed that we would not have school place sufficiency at reception level in Muswell Hill unless we took action to increase the number of reception places available. The report was based on information provided to us in our 2013² school roll projections from the Greater London Authority (GLA). SPPRs dating back to 2008 can be viewed at www.haringey.gov.uk/schoolplaceplanning
- 6.2. The borough is divided into five Planning Areas for the purposes of planning for school places (PAs – see Appendix 1 for a map of the Planning Areas) and 2013 projections showed that while there was sufficiency of reception places in some PAs, there was evidence that PA1 (Muswell Hill), PA2 (Crouch End/Hornsey) and, to a lesser degree PA5 (Noel Park/West Green/Harringay), would run out of reception places in the short to medium term (up to five years ahead) if the number of places was not increased.
- 6.3. A rising population and an increasing demand for places was a pattern evidenced across the capital. This is **set out in London Councils' Do the Maths document available to view** at www.londoncouncils.gov.uk

² The 2013 projections are published in 2014 and the 2014 projections are published in 2015. We received the 2014 projections in May 2015.



- 6.4. Our response to this projected unmet demand was to carry out wide consultation between September and October 2014 in Muswell Hill, Hornsey and the surrounds with a view to the possible expansion of three of our primary schools: St James C of E Primary (to address projected deficit in PA1), Bounds Green Infant and Junior School (to address projected deficit in PA5) **and St Mary's CE Primary** (to address projected deficit in PA2).
- 6.5. Following this consultation statutory notices were published in January 2015 setting out our intention to expand:
- i. Bounds Green Infant and Junior School by 30 reception places a year in 2016 and:
 - ii. **St Mary's CE Primary School by 30 reception places a year** in 2015
- 6.6. These expansions would take both schools from two FE (60 reception pupils join each school in September every year) to three FE (90 reception pupils join the school in September every year). The expansions of both of these schools were agreed by the Cabinet on 17 March 2015.
- 6.7. When feedback from the consultation carried out in autumn 2014 was analysed it was clear that there was considerable stakeholder opposition to the possible expansion of St James C of E Primary from its current one FE to three FE (the expansion to 3 FE proposed utilising land and uplift from an adjacent Council owned former care home that has come forward for residential redevelopment) and, having listened to and considered this opposition, a recommendation was agreed by the Cabinet Member for Children and Families to seek wider views on how additional places *might* be provided in the Muswell Hill area. From this consultation three Muswell Hill schools came forward setting out their interest in being considered for expansion:

School	Current size	Expansion to
Coldfall Primary	3 FE (90 reception places each September)	5 FE (150 places)
Muswell Hill Primary	2 FE (60 reception children each September)	3 FE (90 places) or 4 FE (120 places)
St James C of E Primary	1 FE (30 reception children each September)	2 FE (60 places) or 3 FE (90 places) ³

- 6.8. On 27 March 2015 the Cabinet Lead for Children and Families agreed a report recommending that feasibility work on these three schools should be carried out to test the viability of expansion of the three schools and to measure this against our Place Planning Principles (Appendix 2). The outcome from the feasibility work carried out on all three schools is set out in detail in Appendix 5, and summarised in paras 6.22-28 below.
- 6.9. Any current or updated projections would, of course, form a material consideration in ultimately determining how we proceeded in terms of any additional school place provision in Muswell Hill. The updated projections are considered in paras 6.10-19 below.

³ Feasibility work on the expansion of St James from 1FE to 3FE had already been carried out between July 2014 and December 2014 as part of previous work on the provision of additional school places in Muswell Hill

6.10. School Roll Projections 2014

Haringey uses the **Greater London Authority's (GLA)** School Roll Projections Service data to inform its place planning work. In May 2015 we received the latest (2014) school roll projections which, in common with some other London boroughs, showed a downturn in the projected demand for reception places over the next ten years. This downturn is in contrast to the acknowledged overall **projected increase in the capital's** population in the coming years. Data from the Greater London Authority (GLA) shows that London is growing as a result of inward migration while, in contrast, births fell in 2014 for the second consecutive year in the Capital.

6.11. Figure 1 below sets out the change in projected school rolls between the 2013 and 2014 projections and maps this against the total number of reception places we have across all of Haringey schools (3350 reception places known as the PAN or published admission number). **Whereas last year's projections showed a deficit** of reception places in the coming years, **this year's projections shows a small but significant overall surplus** of places over the next ten years.

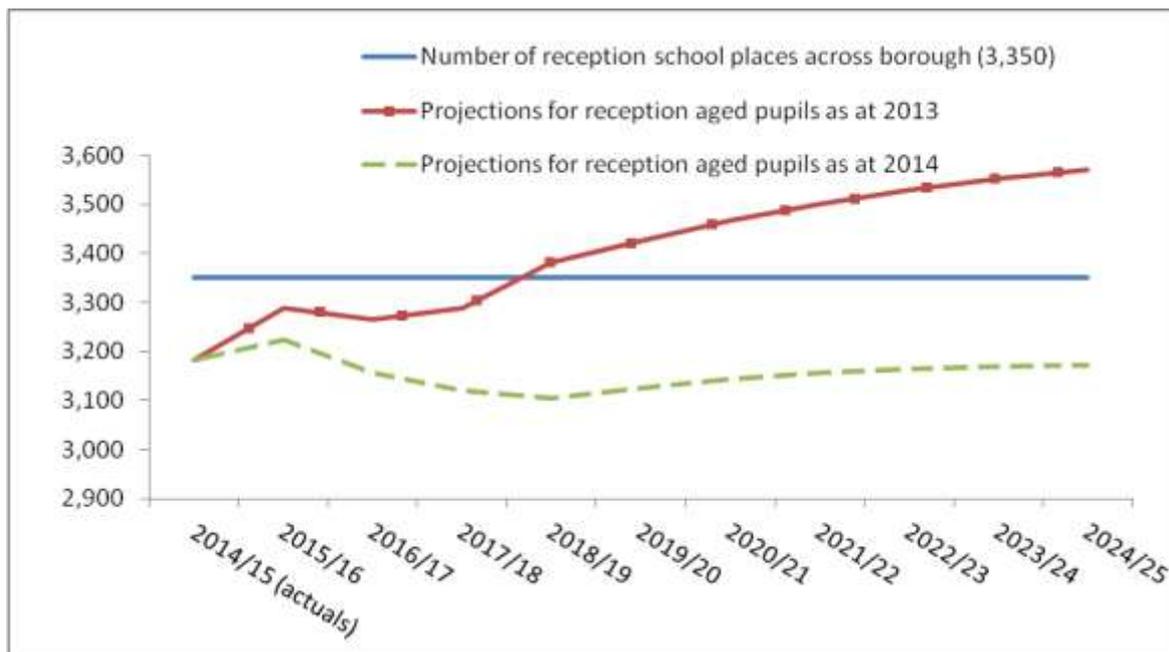


Figure 1: Reception places in the borough vs. projected demand for places as at 2013 and 2014 (Source: School Roll Projections, GLA)

6.12. Between the two successive rounds of GLA projections the projected number of annual births fell by a total of 530 births (cumulative births across a ten year period stretching from 2015 to 2025). There are a number of factors contributing to this fall in birth rates but the main contributors are:

- i. The latest projections have the benefit of the 2011 Census migration flow data which shows less actual inward migration than had originally been projected.
- ii. **Last year's projections assumed a large increase in the number of women age 20-40** and this is responsible for the large projected increase in births. For the latest



projections the increase is limited to those over 30. This leads to a much smaller increase in births than was the case for last year's projections.

- iii. Analysis of projected yields from new development shows a significant gender imbalance in the results of last year's projections. This is likely caused by underlying biases in the rates derived from NHS-based flow data. These biases are not evident in this year's projections underpinned by Census origin-destination data.

6.13. More detailed information on why the projections have changed so significantly in a twelve month period is available to read in Appendix 3 of this report.

6.14. Borough wide picture

On a borough wide basis current projections show that there is overall sufficiency of places within the borough for the next ten years. However, this sufficiency translates into local surplus in some areas but a deficit of places in other areas. For example, in the north east of the borough (Tottenham Green, Tottenham Hale, Northumberland Park, White Hart Lane and Bruce Grove – collectively known as Planning Area 4) we project that there will be a deficit of places from 2020, with three to four forms of entry (over 100 places) required by 2024. The other area we expect to see unmet demand is in the area around Noel Park, West Green, Woodside, the south half of Bounds Green and the north half of Haringay (known as Planning Area 5) where we expect to see a deficit of places from 2020 of up to one form of entry (30 places). More detailed information on the supply of places on a local basis can be found in the School Place Planning Report 2015.

6.15. Muswell Hill area

In terms of this report our focus is solely on the projections for **Planning Area 1 (PA1)** which centres on the **Muswell Hill** area and covers the following wards – Muswell Hill, Fortis Green, Alexandra and the north half of Bounds Green. A map of the Planning Areas is included at Appendix 1.

6.16. Table 1 below sets out the latest school roll projections for PA1 and provides an analysis of how projected demand will be met for the next ten years based on the current PAN of 540. The table shows that in the short term (up until 2016/17) there is a very small projected deficit of places, but that from 2017/18 there is a gradual increase in the projected number of surplus places.

Planning Area 1		Projections		Surplus/Deficit places
Year	Capacity	2013	2014	
2014/15	540	554	541*	-1
2015/16	540	534	562	-22
2016/17	540	557	534	-6
2017/18	540	555	511	29
2018/19	540	564	496	44
2019/20	540	567	488	52
2020/21	540	569	478	62
2021/22	540	570	468	72
2022/23	540	571	457	83
2023/24	540	570	445	95



2024/25	540	569	436	104
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Table 1: School roll projections for Planning Area 1

- 6.17. While there is projected to be a deficit of 22 local places for PA1 entry to reception in September 2015 even allowing for the additional 30 (bulge) places provided at St James in September 2015, admissions data does tells us that there is currently (August 2015) sufficiency of places to meet local demand although this remains finely balanced. At this point in time we do not plan to increase capacity within PA1 for September 2015 as to do so would create a surplus of places locally which could lead to financial difficult for local school(s) who did not fill all of their available places.
- 6.18. In summary, latest projections informed by recently available 2011 census data shows that we expect to have sufficiency of places in the Muswell Hill area in the coming years and we will not need the extra capacity provided by the permanent expansion of any school. Further, based on this latest data, we may need to consider reducing the number of locally available places from 2018 onwards *if* there is no change in the level of demand that these latest projections show.
- 6.19. Our published 2015 School Place Planning Report (available to view at www.haringey.gov.uk/schoolplaceplanning) provides much more detail on the borough wide picture as well as drilling down in some detail into the five Planning Areas (Appendix 1).
- 6.20. Provision for three and four year olds
Appendix 4 contains information on emerging legislation in the Childcare Bill. Access to free childcare for three-and-four-year-olds in England is to double to 30 hours a week under measures announced in the Queen's Speech. If passed, the Childcare Bill will provide legislation that grants the entitlement to families where both parents are working. The changes aim to help 600,000 children a year in England from 2017. Information on the Childcare Bill is included in this report because, if passed, it will necessitate an increase in provision of nursery places, some of which will be provided in primary school settings.
- 6.21. Additional nursery provision in school settings *may* have implications if we need to increase reception capacity in the coming years as any additional nursery provision provided in schools may make this challenging or impossible in some settings. We will work with Property and Early Years colleagues to plan for limiting any risks in the long term and to ensure that our plans for the 30 hour entitlement and potential future expansion or bulge are joined up.
- 6.22. Conclusions on feasibility reports
Feasibility work on the three Muswell Hill schools was commissioned following a Cabinet Lead Member decision in March 2015. The work concluded in July 2015. The total scheme costs, and the average cost per new school place vary significantly between the options. This is because the options will in varying degrees be affected by;
- i. Specific site issues which determine the ability to reconfigure or provide for new build extensions
 - ii. The existing condition of the existing school buildings and the need to bring them up to standard



- iii. The current suitability of accommodation provision and adjacency of facilities to support efficient running of the school and effective delivery of the curriculum
- iv. Any other site conditions that affect the complexity of the construction solution

6.23. Table 2 below sets out the construction cost, total cost per project and cost per place of an expansion at each of the three schools. As an indicator school capacity (SCAP) guidance from the DfE sets out an assumption of a maximum cost of £25,000 per mainstream place, although this cost has been challenged by authorities in London who argue that it doesn't reflect land, building, labour and other costs in the Capital.

School	Construction cost	Total project delivery cost	Cost per place ⁴
Coldfall – 60 additional reception places	£12.5m	£17.4m	£41,428
Muswell Hill – 30 additional reception places	£12.5m	£16.7m	£80,000
St James – 30 additional reception places	£4.02m	£5.5m	£26,190

Table 2: Summary of overall budget costs for the expansion of each school

6.24. The feasibility work carried out on these three Muswell Hill schools has produced timely headline information showing how additional provision *could* be made in the local area as and when required and providing indicative costings based on all available financial data as of 2015.

6.25. The feasibility has been carried out following a wide conversation with all local schools and stakeholders where all three schools that are the subject of this report have expressed a firm interest in being considered for an expansion. This means that the information now before you is for three local Muswell Hill schools where the senior leadership of the schools (head teacher and governors) sit firmly behind the principle of an expansion in the way described for each school.

6.26. Informal feedback from all three schools also suggests that their conversations with current parents and carers at the respective schools show that many of them broadly support the principle of expansion in the way that has been described. Such buy-in for a potential expansion is an important precursor to any further work with stakeholders to expand a school. Of course this initial and in principle support would not pre-empt or override any representations received from any stakeholder(s) in the event that further consultation was to be carried out on the expansion of any one or more of the three schools now or at some point in the future.

6.27. As part of the feasibility work carried out at all three schools, our thanks and appreciation goes to the three head teachers, chairs of governors and all other

⁴ This cost is calculated according to the cost of the additional places from reception to year 6. So, for a 1 FE expansion a total of 210 additional places would be created from reception through to year 6.

stakeholders from the three schools who gave considerable time, thought and input into ensuring the feasibility work was a robust and thorough process.

6.28. A fuller summary of the feasibility work for each school is available to view at Appendix 5.

6.29. Conclusion

The 2013 school roll projections available from 2014 showed a deficit of school places in the Muswell Hill area in the coming years which led us to carry out stakeholder consultation and commission feasibility works on the possible expansion of one or more of three local primary schools. Latest available school roll projections (2014) published in May 2015 have been informed by newly available information from the 2011 Census and the latest birth data from the Office for National Statistics and show an overall downward step change in the projected demand for school places in the borough generally, including in the Muswell Hill area. These latest projections show that we expect to have an overall rising surplus of reception places in Muswell Hill over the next ten years, with the projected surplus reaching 104 reception places (equivalent to 3.5 reception classes) by 2024.

6.30. Feasibility work on three schools (Coldfall, Muswell Hill Primary and St James C of E Primary School) shows that all three schools are capable of expansion but with varying overall budget costs based on the individual site constraints at each of the three sites.

6.31. **The Chief Financial Officer's comments (para 7 of this report)** provide further commentary on the indicative overall budget costs for each expansion and the viability of securing such funding, as well as our funding position going forward.

6.32. Our School Place Planning Principles (Appendix 2), agreed by Cabinet back in 2013, are used when considering the expansion of a school. **The first principle is to “seek to meet demand for places within local communities, having regard for the role of schools at the heart of sustainable communities”.** **The latest available school roll projections show that we now expect to see sufficiency of places in the Muswell Hill area in the coming years, and in fact a surplus of almost four forms of entry by 2024.**

6.33. Given these latest projections we do not have a robust evidence base on which to recommend the expansion of any Muswell Hill school at the current time. One of our **Place Planning Principles focuses on “bringing forward proposals that make best use of scarce capital resources” (Appendix 2)** and the financing of additional school places at a **point in time where our evidence base doesn't** support such additional provision would not meet this principle.

6.34. Consequently it is not recommended that further consultation is carried out on one or more of the schools at the present time as our school roll projections currently show that we expect to have local place sufficiency in the period up to 2024.

6.35. The Childcare Bill has implications for three and four year old childcare in the borough, some of which will be provided within school settings. It is too soon to assess exactly how this will impact on the schools estate within the borough but our place planning work looking forward will need to reflect the provision of this entitlement.



- 6.36. Our school roll projections are revised every year to take into account the latest available birth rate data and the latest available information on the actual uptake of school places in our borough. If future projections show an increase (upward trajectory) in demand for places we will use the feasibility work that we have carried out to help inform us on how increased local provision might be provided. We would also take account of any future emerging or agreed free school places as part of this future place planning work.
- 6.37. Risks
The school roll projections that we received from the GLA in 2015 show a significant difference in the projected school rolls in our borough in the coming years when compared with the projections we received in 2014 and move us from a position of deficit of places to one of overall sufficiency. While census data together with updated birth and migration data supports the change in projections, our conversations with the GLA do suggest that we plan our school places with a note of caution and that migratory factors in the future *may* lead to a further step change in projections that could see us once again needing to look at increasing capacity at reception level. This is against an acknowledged backdrop that the soaring birth rates seen in London in recent years are unlikely to continue at the same pace which will lead to an overall flattening of the demand for school places at least in the short term.
- 6.38. To mitigate any future risk we will, as ever, closely and constantly monitor the demand for and supply of places and, as set out in our SPPR (para 4.6 of SPPR), we will use our Pupil Places Steering Group to pull together contingency plans that mean we can move quickly and decisively if the pattern in the demand for places changes again in the **shorter or longer term. Such contingency work is largely a ‘business as usual’ picture for the work we carry out in our school place planning.**
- 6.39. A further complication in terms of risks is the emerging legislation in the Childcare Bill **and its implications for, among other stakeholders, the borough’s schools estate. It is too early to fully assess the actual impact of the 30 hour entitlement but we do anticipate that there will be some impact on a number of schools across the borough and we are working with colleagues across the Council and with schools to ensure that the planning for school places and nursery provision is joined up and cohesive. Cabinet will see further reporting on this in the coming months from the Council’s commissioning officers.**

7. Comments of the Chief Finance Officer and financial implications

- 7.1. As the recommendation of the report is not to proceed at present with any of the options for expansion which have been studied, there are no immediate financial implications. However, it is relevant to review the context of the decision, the levels of funding available for the future, and the options for the use of existing contingencies in place.
- 7.2. The DfE recently published its own score-card information demonstrating that Haringey has an excellent record since 2008 of providing new primary school places to meet a rapidly increasing school population. In total 1,300 places had been provided by 2013, a further 450 places are being delivered by 2016. The majority - 93% of new places are in good and outstanding schools. Our recent average cost for providing pupil places was 30% less than the national average.



- 7.3. As might be expected however, the potential solutions for expanding our schools further are becoming more difficult, and inevitably more expensive. The feasibility studies which have been carried out on the three schools which are the subject of this report demonstrate that in general the cost per place of future permanent expansions in Muswell Hill is likely to be much higher than the upper limit expected by the DfE, (which is less than £25,000 per place). The solutions as set out in Table 2 also vary significantly in cost, depending on the site conditions, the status of existing buildings requiring refurbishment, and other complexities affecting the construction cost.
- 7.4. The value for money indicated by the cost per place would be a significant factor affecting the choice of scheme in the future. However it would always be just one of the factors in any future choice. The actual number of places required, the overall affordability of the scheme, the capacity and willingness of the schools to expand, plus other factors would also be taken into account if a decision was required in the future to take forward any of the options explored.
- 7.5. The funding for new pupil places is driven by the annual data collection exercise run by the Education Funding Agency on behalf of the DfE. The data collection exercise focuses on the surplus capacity of schools, and the **Council's** plans to ensure future capacity to meet projected pupil demand. The data collection exercise is then used to allocate **future year by year funding allocations of "Basic Need"** capital grant, which is the DfE funding to provide new school places. The levels of grant currently allocated to Haringey for the current and following 2 financial years are as follows:

Basic Need Grant allocations	£
2015/16	7,121,555
2016/17	7,477,633
2017/18	568,592
Total	15,167,780

- 7.6. Just over £10m of this funding is already committed to the delivery and completion of existing approved expansion schemes in the current capital programme. The remaining £5m is unallocated to provide contingency cover for programme risks, and also to contribute to new expansions schemes as required in both the primary and secondary sector. Where not required, the funding may also be used to cover priority condition works in both the primary and secondary school estate.
- 7.7. The drop in funding allocations shown for 17/18 indicates that the surplus capacity data held by the DfE already indicates that **Haringey's pupil place projections are not** significantly above available capacity, and there is therefore no expectation that the DfE/EFA will provide funding for future primary school expansions. **Money is only**



provided where the data demonstrates proven need. Even when funding allocations are approved, the current DfE funding rate is only £14,672 per primary school place, which is well short of the real cost to the Council based on current experience.

- 7.8. The DfE also provided just over £3m in 15/16 for condition work across the community school estate. However this is the total received by the Council **for all of its community secondary schools, special schools and primary schools**. It is clearly insufficient to deal with the current estimated backlog of school condition works which when last surveyed exceeded £70m.
- 7.9. **As part of the Council's long term financial planning however, a 30 year capital strategy** is being produced. This will require a review of existing condition in all community school assets and a refreshed asset management programme. As part of this programme it is currently planned that urgent roofing works at Coldfall will now progress. A full condition and suitability survey of Muswell Hill will also be required to inform future decision making. However the results from a refreshed survey will also need to be balanced against other urgent and competing priorities at other schools.
- 7.10. The options for the use of existing funding allocations and contingencies will feed into the capital strategy which is to be the subject of a future Cabinet report planned for December 2015.
- 7.11. Revenue Implications.
- 7.12. **On average 92% of a school's revenue funding is determined by reference to pupil numbers**, therefore empty places can have a significant impact on a school's **budget share**. A number of surplus places may be necessary across the authority but it is important that these are managed to ensure unnecessary places do not destabilise the financial viability of individual schools.

8. Head of Legal Services and legal implications

- 8.1. Under section 14 of the Education Act 1996 the Council has a duty to secure that sufficient schools for providing primary and secondary education for children of compulsory school are available for their area. Available schools must be sufficient in number, character and equipment to provide for all pupils the opportunity of appropriate education. **"Appropriate education" means education which offers such variety of instruction and training as may be desirable in view of the pupils' different ages, abilities and aptitudes and the different periods for which they may be expected to remain at school.** Accordingly the duty requires the Council to secure provision for special educational needs.
- 8.2. Case law has established that the section 14 duty is not an absolute duty in that even if the Council is not in a position to offer primary or secondary school places to all pupils applying for them, the duty is not breached provided the Council was doing all it reasonably could to rectify the situation. The information in the report provides reasonable grounds for concluding that the section 14 duty does not require the expansion of any Muswell Hill primary school at the present time.

9. Policy Comments

- 9.1. The Council will be able to deliver its statutory duty to provide school places for the **children in the borough and to support one of Haringey's key priorities: to make the borough outstanding for all – enabling every child to have the best start in life with high quality education.**
- 9.2. The service will continue to monitor the demand and supply of places in the area.

10. Equalities and Community Cohesion Comments

- 10.1. In response to 2013 school roll projections a feasibility study was commissioned in relation to the potential expansion of particular school sites in Muswell Hill.
- 10.2. The intention was that a full EqIA would be completed following the results of the consultation and feasibility study in line with any subsequent statutory consultation notice period.
- 10.3. Given the recommendation in this report not to proceed with expansion of any Muswell Hill School it is not intended to proceed with this work.
- 10.4. The service will continue to monitor demand and supply of places and should future projects indicate expansion is required then a full EqIA will be completed to assess the impact of proposals for the protected groups on individual school sites.

11. Head of Procurement Comments

- 11.1. Not applicable.

12. Reasons for Decision

- 12.1. The council has a duty to ensure sufficiency of primary and secondary school places for children of compulsory school are available for their area. Feasibility work was agreed on an evidence base of projections that showed unmet demand in the coming years. Current projections now show overall sufficiency of places across the borough up to 2024, although with an acknowledgement that there is greater surplus in some areas, and that projections show we will need to increase capacity in Tottenham and the Wood Green borders from 2020.
- 12.2. The decision not to proceed with consultation on the expansion of one or more Muswell Hill schools is based on projected overall local sufficiency of places until 2024 and accords with the agreed place planning principle of the need to meet (but not to exceed) the demand for school places in the local area.

13. Use of Appendices



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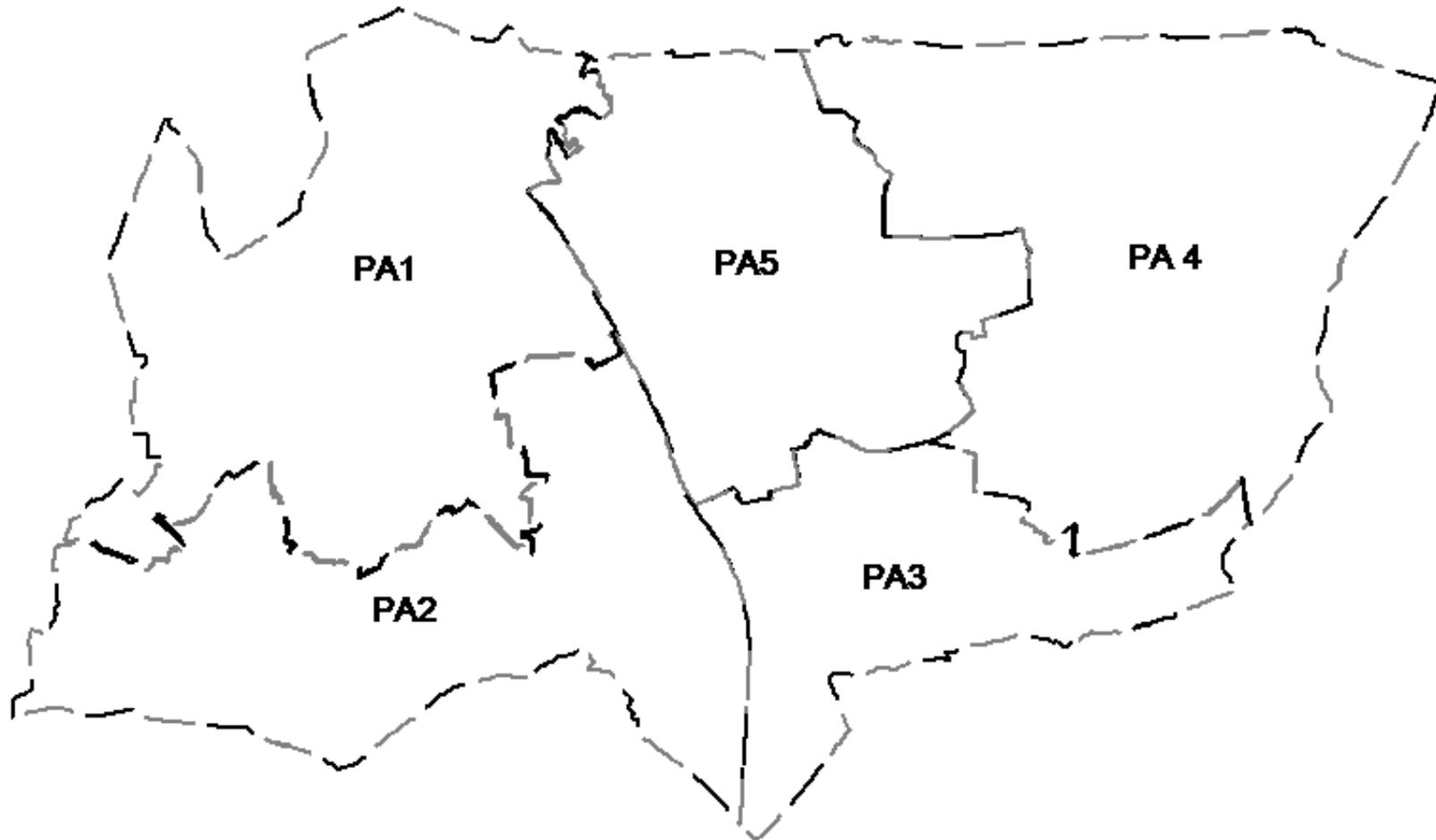
- Appendix 1 Map of Planning Areas
- Appendix 2 Place Planning Principles
- Appendix 3 Additional information on projections
- Appendix 4 Childcare Bill 2015
- Appendix 5 Summary of feasibility work for all three schools

Local Government (Access to Information) Act 1985
Greater London Authority (GLA) School roll projections
ONS birth data



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Appendix 1 - Map of Planning Areas



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Appendix 2 – Place Planning Principles (adopted July 2013)

- Seek to meet demand for places within local communities, having regard for the role of schools at the heart of sustainable communities;
- Supporting work to make all our schools good or outstanding, ensuring that every child has a place at a good or outstanding school. Where expansion is needed to meet demand for places, we should favour the expansion of schools where there is proven demand and well-established and successful leadership and management at a good or outstanding school;
- Have regard to the impact of any changes on the viability and standards at existing and new schools;
- Bring forward proposals that make best use of scarce capital resources;
- Work towards more schools having at least 2 forms of entry when building any new schools and through active support for federation of schools to help give each school the capacity to meet our aspirations.



Appendix 3 – Additional information on school roll projections available from May 2015

1. The change in projected Haringey school rolls between the 2013 and 2014 projections is primarily a result of the update of migration flow data to incorporate the results of the 2011 Census. Real changes in observed migration patterns are responsible for much of the changes in each case. These have led to a projected reduced birth rate which in turn has meant an overall reduced school roll projections.
2. The migration data incorporated in the 2014 projections does appear to be more robust than that used for the 2014 when tested against actual birth data (from the Office for National Statistics – ONS) and there is a conclusion from both the GLA and from our subsequent analysis that the 2015 projections represents a better view of future births than the 2014 projections. Table 1 below sets out the projections for 2014 and 2015 in term of the number of forms of entry (FE) based on a class size of 30. The table succinctly illustrates how we expect, borough wide, there to be a surplus of places up to and including 2024.

	GLA School Roll Projections (Reception)		Borough wide reception capacity (3,350)	Surplus expressed in equivalent forms of entry based on 2014 projections
	2013	2014		
2015/16	3,287	3,224	3.350	4FE ⁵
2016/17	3,265	3,155	3.350	6/7FE
2017/18	3,288	3,120	3.350	8FE
2018/19	3,380	3,104	3.350	8fFE
2019/20	3,426	3,125	3.350	7/8FE
2020/21	3,466	3,142	3.350	7FE
2021/22	3,501	3,156	3.350	6FE
2022/23	3,528	3,164	3.350	6FE
2023/24	3,551	3,168	3.350	6FE
2024/25	3,570	3,172	3.350	6FE

Table 1: projected number of reception places needed up to 2024, measured against the number of available reception places each year (PAN)

3. There is a note of caution to these projections: fertility rates in Haringey (and across the country) have proven to be volatile in recent years and it would be naive not to plan for further unexpected changes in fertility to occur in the future. Further, future additional demand for school places *could* come from migratory factors that are hard to predict and account for. Examples include the significant impact of the 2004 EU Accession⁶ and the potential impact of absorbing migrants from conflicts in Libya and Syria. We are also still too early to completely assess the longer-term impact of the lifting of migration restrictions (2014) for Romania and

⁵ FE – forms of entry i.e. number of classes in the school in reception

⁶ The enlargement of the European Union by ten new member states. The simultaneous accessions concerned the following countries: Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia, and Slovenia. Seven of these were part of the former Eastern Bloc, one of the former Yugoslavia, and the remaining two were Mediterranean islands.



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Bulgaria. Initial data (source: GLA) shows is that international inflows into the Capital rebounded after two years of lower estimates – up to 200 thousand from 170 thousand the year before. This rise is largely driven by increased migration from Europe, with rises from all groups of nations, but particularly from Romania and Bulgaria.

4. Finally, net domestic outflows from London to the rest of the UK are increasing. This follows a drop from 2008 (to coincide with the economic downturn) as the economy and the housing market meant more families stayed in London. This rise coincides with the expected increase in migration outflows as the economy and housing market recover.



Appendix 4 – Childcare Bill 2015

1. The Childcare Bill 2015/16 is working its way through the House of Lords and is currently expected to become an Act in 2015 or early 2016. **The government's current package of childcare provides for the following:**
 - 15 hours of free early education for all three- and four-year-olds and for around the 40% most disadvantaged two-year-olds, administered by local authorities;
 - the childcare element of working tax credit which currently allows parents to claim up to 70% of their childcare costs, this will increase to 85% under Universal Credit;
 - the Tax-Free Childcare Scheme, which will save up to 1.8 million working families up to £2,000 per child on their annual childcare bill; and
 - **Working parents having the right to share pay and leave in the child's first year or following a child's placement**
2. The new extended free childcare entitlement for working parents of three- and four-year-olds will build on this package by providing eligible parents with an additional 15 hours of free childcare per week, over 38 weeks or the equivalent number of hours divided across more weeks per year.
3. **Haringey's schools estate** is one vehicle that can facilitate and drive forward provision of the additional places needed to fulfil our statutory duty in meeting the provision of this emerging legislation. Although provision of these additional places presents an opportunity for the estate, albeit with financial implications, we do currently project that there will be an impact on future capacity of some of our schools e.g. for a one form entry school with a total of 210 pupils an additional 26FTE (full time equivalent) places *might* have to be provided to meet demand.
4. At the current time, and given that the Bill has not become an Act and so detail isn't finalised, it is difficult to assess the exact impact that will result from this emerging legislation. Private and voluntary institutions will also have a role to play in ensuring sufficiency of these places is achieved.
5. Haringey is being considered as a pilot LA for the delivery of these places which means an impact from as soon as September 2016 or from September 2017 if we are not a pilot. We will periodically need to review the progress of this programme with the Programme Lead and the Schools Estate Management Team, along with Schools and Learning to ensure that our planning and ability to deliver these places is joined up.
6. **Haringey's Corporate Plan's Priority 1 sets out an "outstanding for all" priority for the children of this borough.** As part of this priority there is a commitment to ensuring every child has the best start in life. The provision of the 30 hour entitlement for working parents who need this support will underpin this priority for many of our families, and the provision of these places across the borough to meet demand supports this goal.



Appendix 5 – Summary of feasibility work for all three schools

1. Coldfall Primary School feasibility

Coldfall’s original fabric dates back to 1928 and comprises of a two storey brick built building. In 2005 part of the school was rebuilt and extensions added in order to accommodate its expansion from two to three FE. The expansion began with the reception intake in September 2005 and the school is now three FE across all year groups.

2. Feasibility work was carried out on the following:

- Maintaining the 26 FTE (full time equivalent) nursery spaces at the school
- Considering an additional 30 pupils from September 2016
- Considering a further additional 30 pupils from September 2017
- Support 150 pupils per year group (PAN⁷ 150) from September 2018

3. Following conclusion of feasibility work on the expansion of Coldfall from 3 FE to 5 FE a RIBA Stage 1⁸ design report was presented to stakeholders⁹ on 20 July 2015 and proposed three potential design solutions:

Section	Option 1 (referenced in the main feasibility report as 5.1)
Enabling Works	Proposed Enabling works for summer 2016 – adapt 1 st floor classrooms to form additional teaching space.
Section 1	Proposed Enabling works for summer 2017 – nursery adaptations/relocation
Section 2	Form new MUGA and installation of temporary classrooms
Section 3	Build new hall & kitchen – inner courtyard/pond view building
Section 4	Demolish existing hall (note: parallel project roof replacement works) and build new 3 storey building, including new build directly above existing kitchen

Section	Option 2 (referenced in the main feasibility report as 5.2)
Enabling Works	Proposed enabling works for summer 2016 – adapt 1 st floor classrooms to form additional teaching space. Proposed enabling works for summer 2017 – various options presented
Section 1	Form new MUGA and installation of temporary classrooms
Section 2	Demolish pond view building; build new 2 storey 10 classroom

⁷ PAN – published admission number i.e. the number of pupils in each year group that the admission authority has agreed will be admitted

⁸ RIBA divides the process for completing the design and construction of a building into 8 stages. Stage 1 is the Preparation and Design stage and develops an initial project brief. This may include; considering feedback from previous projects, defining overall spatial requirements, carrying out surveys and quantifying the budget.

⁹ Stakeholders to the Design Report for all three schools included the Head teacher, the Chair of Governors, the Interim Assistant Director for Schools and Learning (Project Sponsor), the Head of (Education) Finance, Client Design Advisor (independent of the LA and challenges on design proposals) and Head of Project Delivery.



	block.
Section 3a	Build 3 new classrooms above existing reception and Y3 classrooms.
Section 3b	Build new extension for nursery alongside existing reception classrooms.
Section 4a	Extend Kitchen.
Section 4b	New Music Room

Section	Option 3 (referenced in the main feasibility report as 5.3)
Enabling Works	Proposed enabling works for summer 2016 – adapt 1 st floor classrooms to form additional teaching space. Proposed enabling works for summer 2017 – various options presented
Section 1	Form new MUGA and installation of temporary classrooms
Section 2	Demolish pond view building; build new 3 storeys.
Section 3a	Build 3 new classrooms above existing reception and Y3 classrooms.
Section 3b	Build new extension for nursery alongside existing reception classrooms.
Section 4a	Extend Kitchen.
Section 4b	New Music Room

4. All stakeholders, with one exception, agreed that, on balance, option 2 or option 3 (referenced as option 5.2 and 5.3 in the Design Report) were the preferred options. While these options are similar, option 3 is likely to be considered less disruptive to occupants as option 2 would require decanting of reception and year 3 classrooms. Option 3 would contain the majority of the proposed construction works to the rear of the school site. Option 3 would be likely to present a greater planning risk due to storey height, while option 2 may need to be re-considered pending presentation and feedback at a formal pre planning meeting. This meeting would take place at the beginning of RIBA Stage 2 *if* the proposal to expand Coldfall was progressed any further than the feasibility stage.
5. At Feasibility Stage option 3 is considered to offer best value for money offering an indicative construction cost of £12,555,000, although all options offer a negligible difference in construction cost (option 1 is £12,610,000 and option 2 is £12,870,000).
6. The total budget costs (based on option 3) are currently estimated to be £17,400,000 to deliver two additional forms of entry (equating to £290,000 per new pupil place).
7. However, this total budget cost does not offset the cost of addressing the urgent hall roof works that will need to be undertaken at the school whether or not an expansion were to go ahead. Prior to the feasibility works being commissioned repairs to the roof were being addressed via initial scoping and tendering works to establish costs and solutions. This work has continued in parallel to the feasibility work on the possible expansion of the school. If consultation on the possible expansion of Coldfall Primary School does not flow from this



Cabinet meeting parallel tendering is already underway to secure a solution to the roof issues at the earliest possible time.

8. Muswell Hill Primary School feasibility

Muswell Hill Primary School comprises of a lightweight two storey framed and panelled construction built circa 1967. The school is built on part of the former trackbed that made up a railway line that served Muswell Hill. The school is bounded by Dukes Avenue (large Victorian residential properties) and by Alexandra Place and Park and the Parkland Walk (both Metropolitan Open Land). The site does contain significant play areas although the earth **below the 'mound' has not been surveyed in depth but is believed to contain contaminated soil.** Entrance to and from the school is very limited from a vehicular perspective.

9. Feasibility was carried out on the following:

2 to 3 FE

- 26 Nursery (no requirement at this time to increase)
- Additional 30 pupils from September 2016
- Additional 30 pupils from September 2017
- Support 90 pupils per year group (PAN 90) from 2018

3 to 4 FE

- 26 Nursery (no requirement at this time to increase)
- Additional 30 pupils from September 2016
- Additional 30 pupils from September 2017
- Support 120 pupils per year group (PAN 120) from 2018

It should be noted that the school have already rejected any proposals to expand to 4fe based on current pupil projections and the assumption drawn from the projections that these additional spaces are not required¹⁰. Following conclusion of feasibility work on the expansion of Muswell Hill from 2 FE to 3 FE a RIBA Stage 1¹² design report was presented to stakeholders on 21 May 2015 and included two potential design solutions for expanding to 3fe:

2fe to 3fe

- Option 1 - retain existing with heavy refurbishment to some and new build 15 classroom block to be constructed to north-east; or
- Option 2 - demolish some of the school and new build 3 story 15 classroom block to be constructed to west of site

10. Feedback from stakeholders indicated an overall preference would be to move to RIBA design stage 2 on the basis of option 1 as the preferred option.

¹⁰ The LA contacted the Head teacher to inform him of the latest projections received in May 2015 as soon as these had been received and verified by the LA

¹² RIBA divides the process for completing the design and construction of a building into 8 stages. Stage 1 is the Preparation and Design stage and develops an initial project brief. This may include; considering feedback from previous projects, defining overall spatial requirements, carrying out surveys and quantifying the budget.



11. Option 1 has a construction cost of £12,450,000 and a total budget cost of £16,713,340. Based on the additional 30 reception places the expansion would provide, this equates to £80,000 a place based on £16.7m total cost.
12. However, the above total budget costs set out above do **not** offset the condition and suitability costs that will need to be addressed in the school over time. All schools, whatever their age, will have rolling condition costs to be addressed. Older schools are also likely to have suitability costs as the demands of a modern curriculum have changed over the years. **It is acknowledged that Muswell Hill Primary is towards the higher end within Haringey schools' estate in terms of condition issues and the local authority has already had several conversations with the school's leadership about these issues.** These would need to be addressed as a separate project should the proposal to expand the school not be taken forward.
13. A conversation with the school has already begun about addressing these issues. The council will be carrying out a full condition survey of the school prior to producing any further feasibility options. It is expected this study will be concluded in autumn 2015. Depending on the outcome of the feasibility study, a business case for any identified work will be prepared for sign off from the Assistant Director for Schools and Learning and a capital budget to meet these costs will need to be identified in order to carry out the works. Other projects to address condition and suitability issues will be identified by **Haringey's Schools Landlord** and prioritised against all other identified works required to the overall **Haringey' school** estate.
14. The condition and suitability issues at Muswell Hill Primary are of a greater degree and reach than those at either Coldfall or at St James and in reflecting the overall cost of this expansion and the other expansions, one must take account of the significant impact that these issues have on the overall Haringey budget costs for an expansion of this school.
15. St James C of E Primary School
St James is a 1950s single storey structure in Muswell Hill. The school is currently one FE - 30 reception children each September) and catering provision (school lunches) is currently prepared off site and bought into the school at lunch time. The school took a bulge (additional) class of 30 reception children in 2014 and will take a further bulge reception class in September 2015. This means that the school will be two FE in the reception 2014 and 2015 cohorts until such time as the 2015 reception class works its way out of year 6 at the end of the academic year 2020/2021.
16. Consultation has previously been carried out on the possible expansion of the school from 1FE to 3FE (90 reception children a year). An expansion to 3FE involved a holistic approach which included a land swap with the adjacent former Cranwood Care Home site. The shortfall in funding to develop a new 3FE school was to be supported through uplift from the residential redevelopment of the Cranwood site. While the governing body, senior leadership of the school and the London Diocesan Board for Schools (LDBS) showed initial support to expanding the school to 3FE in this way, consultation with parents and carers who already have children in the school were almost unanimously against an expansion from 1FE to 3FE in the way proposed by early indicative plans that used the Cranwood uplift. As a result a Cabinet Member signing in December 2015 agreed to a wider conversation with Muswell Hill stakeholders (parents, carers, residents, schools etc) and from this St James C of E School set out their desire to be considered for expansion by 1FE to become a 2FE school.



17. Following conclusion of feasibility work on the expansion of St James from 1FE to 2FE a RIBA Stage 1^[2] design report was presented to stakeholders on 21 May 2015 and included two potential design solutions:
- Option 1 – adaptations and extension to existing building
 - Option 2 – adaptations and independent new build
18. Feedback from stakeholders indicated a preference for option 1. In commissioning a feasibility study a total budget of £5.5m was allocated which includes an estimated construction budget of £4m. Both design options exceeded this budget with option 1 offering a proposed construction budget of £4.02m which includes a full production kitchen and a kitchenette extension to the main hall. The total budget costs are presently estimated at £5.6m, however it is envisaged that the value engineering savings (including discussion around kitchenette provision) could be explored with the LDBS during Design Stage 2 to achieve the budget of £5.5m. Based on a total budget cost of £5.6m for 30 additional places, this works out at £186,000 a place.
19. If an expansion does not proceed at St James, the school has asked the Council to consider the provision of a permanent kitchen on site to support the 1FE school that currently exists. St James is a voluntary controlled school which means (in funding terms) that the responsibility for supporting them in their provision of catering facilities sits with the Diocese/School and not with the local authority who are not funded to provide this level of support to voluntary controlled schools. The potential local authority funding of a kitchen was discussed and demonstrated in 2014 where provision for meeting changes in free school meals was undertaken directly by the school with support from the Diocese. Further, Haringey did not **take a lead in the School/Diocese's decision to remove its on-site catering facilities** which were previously located in the current ICT suite. *If* however an expansion of St James were to be agreed provision of a full production kitchen has been included as part of the feasibility work to support such an expansion. This is because the local authority would not support an expansion to either 2FE or 3FE where full on site catering facilities were not provided as part of the works, particularly given the recent change (2014) to free school meal provision¹¹ for reception, year 1 and year 2 children in primary schools in England. In summary, this total **budget cost doesn't include the provision of catering facilities that do not currently exist within the school, and which would be provided by the Diocese in the event that an expansion of the school does not go ahead and where the school concludes that they are required for the one form of entry school that currently exists.**

^[2] RIBA divides the process for completing the design and construction of a building into 8 stages. Stage 1 is the Preparation and Design stage and develops an initial project brief. This may include; considering feedback from previous projects, defining overall spatial requirements, carrying out surveys and quantifying the budget.

¹¹ From September 2014 the government has funded schools in England so that every child in reception, year 1 and year 2 receives a hot, nutritious meal at lunch time