

Report to:	EXECUTIVE CABINET
Date:	23 June 2021
Executive Member:	Councillor Leanne Feeley – Executive Member – Lifelong Learning, Equalities, Culture and Heritage
Reporting Officer:	Richard Hancock – Director, Children’s Services
Subject:	EDUCATION SPECIALIST AND BASIC NEED CAPITAL PROJECTS
Report Summary:	<p>The report provides and update on the Education specialist and Basic Need Capital projects. It provides background on the work undertaken since 2009 to increase places in the borough and outlines the work that is currently being undertaken to expand the specialist estate to meet the needs of our children and young people with Education Health and Care Plans who need specialist provision. The report seeks approval to move a number of schemes forward to ensure work can take place over the summer holidays. The report outlines the projected costs of the schemes and seeks approval for additional budget where necessary.</p>
Recommendations:	<p>It is recommended that Executive Cabinet approve:</p> <ol style="list-style-type: none"> 1. An additional £835,000 of Basic Need Funding is allocated to the Rayner Stephens High School scheme. 2. A grant agreement for £1.3m is agreed with Stamford Park Trust to enable Rayner Stephens High School to relocate the science classrooms and laboratories back into the main school building, create a fit for purpose drama space and reconfigure the dining hall and kitchen space to enable 30 additional pupil places per year for at least three years from September 2021 3. The Council instruct the LEP to commence works at Cromwell High School as outlined in the high level cost plan dated 5 May 2021 to remodel accommodation for use by the sixth form students and the garage is converted to a workshop to a value of £395,850. 4. An allocation of £153,000 of Basic Need Funding is allocated to the Oakfield Primary School scheme. 5. A grant agreement for £150,000 is agreed with The Enquire Learning Trust to add a modular extension onto the current building at Oakfield Primary School to provide 8 additional resourced pupil places for at least 10 years from September 2021. 6. An allocation of £28,000 of Basic Need Funding is allocated to the Greenside Primary School scheme. 7. A grant agreement for £26,500 is agreed with Victorious Academies Trust to remodel existing internal space to provide 10 resourced pupil places at Greenside Primary School for at least 10 years from September 2021.
Corporate Plan:	<p>The proposals contained within this report will support the delivery of the Community Strategy, through the delivery of sufficient and suitable places to meet anticipated increased demand in 2022/23.</p>

Policy Implications:

N/A

Financial Implications:**(Authorised by the
statutory Section 151
Officer & Chief Finance
Officer)**

The Council had £12,010,447 of Basic Need available to spend in 2020/21 and notification has been received of additional allocations of £12,231,816 for 2021/22 and £6,348,338 for 2022/23, totalling £30,590,601. There is currently a commitment against this of £11,511,512 relating to previously approved earmarked schemes (£11,489,500) and commitments due to outturn spend for 2020/21 (£22,012). There is £19,079,089 available to allocate. This report requests approvals which total £1,016,000. There are separate reports going to Strategic Planning and Capital Monitoring Panel (SMCMP) on 5 July 2021, which is requesting approval of £827,100 and a Cabinet Report requesting approval of £13,000,000 for other basic need schemes. If approval were given for all requests, this would result in unallocated basic need funding of £4,235,989. In order to afford all requests, future years funding would need to be committed.

The Council had £1,052,065 of Special Provision Funding available to spend in 2020/21. There are currently commitments against this of £736,000. There is unallocated funding of £316,065. The government have also announced a High Needs Provision Capital allocation (HNPC) for Tameside of £1,223,336 for 2021/22. Work is underway to establish how the funding can be utilised. Basic Need funding is being requested in this report but it may be that some or all of the unallocated Special Provision and HNPC funding would support this.

Grant Agreements – Where a grant agreement is to be put in place, the amount requested for approval in this report should be the maximum amount paid. It will need to be made clear in the grant agreements that this is the case and any additional costs would need to be met by the relevant Trust.

Estimated costs have been included for project management. These will be monitored as part of the regular capital monitoring updates, which are reported to SPCMP.

Cromwell – There is to be a phase three to this scheme and based on the current spend on phase one and the estimated costs of phase two, there would be remaining budget for the third phase of £99,342. The costs of phase three are currently unknown.

Legal Implications:**(Authorised by the
Borough Solicitor)**

The council has a statutory duty to ensure that there are sufficient, suitable pupil places in Tameside schools. The purpose of the capital projects set out in the main body of this report are intended to ensure that this duty is met.

The proposal is that the works will be delivered via the LEP contract. It is not expected that there will be any changes to the standard terms of that contract. If any subsequent changes are required then it would be advisable that support is sought from both legal and finance. The use of the LEP contract should also ensure that the projects are delivered on time and provide value for money but robust contract/project management will still be required.

It is important that the contract process with the LEP is carefully followed where the Council is responsible for the projects and detailed reports are brought forward expediently for each of the various projects setting out full breakdowns for costs, clarity on scope, time lines and what is being delivered, risks and how they will be managed together with details as to independent certifier and

milestones so that members are in a position to monitor delivery and challenge any scope creep so there is a clear audit trail from allocation of funds to delivery of the school project.

Some of the projects detailed in this report relate to non-council controlled schools . Therefore appropriate legal arrangements need to be entered into with those schools to ensure the projects can be delivered through a licence to enter and access school sites and to ensure that where appropriate school fund project and any variations from agreed scope.

Risk Management:

The proposals contained in this report are necessary to ensure that the Council has access to sufficient places in the borough for secondary age pupils in mainstream provision and in specialist provision. Failure to expand the current mainstream provision will result in the Council being unable to fulfil its statutory duty to provide sufficient places for children in the borough and will result in additional revenue implications should specialist out of borough places be needed to meet the needs of children with Education, Health and Care Plans.

Background Information:

The background papers relating to this report can be inspected by contacting Catherine Moseley – Head of Access Services, by:



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1. INTRODUCTION AND BACKGROUND

- 1.1 All local authorities have a statutory duty to ensure that there are sufficient school places to meet demand in their area. Planning for fluctuations in demand for school places is an important function which needs to be carried out at a local level and will differ depending on the phase of learning, for example, pupils will travel further to secondary schools than primary schools. The compact geography of the borough and the mix of types of school, for example, single sex means that place planning happens at a level higher than wards or towns.
- 1.2 School place planning is a complex process that takes account a range of factors including the number of births in the borough, in year movement and cohort survival rates (how many children move from one year to the next) as well as parental preference and planned housing development. With rapid shifts in economic conditions for families and changing patterns of migration, planning for basic need for school places requires a proactive approach to best respond to both short and medium-term demand for places.
- 1.3 The Council has been proactive in tackling the issue of a 27% rise in births and a 24% increase in pupils starting primary schools over the last few years whilst also managing to maintain high levels of meeting parental preference.
- 1.4 The Published Admission Number (PAN) has been increased at many primary schools and overall by almost 18% from 2734 places in 2009/10 to 3195 places currently and we are now increasing secondary school places. In 2010, there were 2582 pupils in Year 7 and for September 2021, there are 3239 places available. With the cooperation of secondary schools across the borough, it is predicted that will be sufficient places for predicted demand for the next few years. However, major new housing developments will require additional places to be factored over a number of years.
- 1.5 As the numbers of pupils in mainstream schools increases, so does the number of pupils in specialist provision. In 2014/15, there were 519 children with a statement of special educational needs. As of January 2021, there were 1738 children and young people with an Education, Health and Care Plan. There has been some expansion of specialist provision in the borough but more is needed to ensure that needs are met appropriately and within the borough if possible.
- 1.6 The Council's strategy and plans to meet future forecast demand are approved by Executive Cabinet at least on an annual basis when school admission arrangements are also determined. The latest approval was on 27 January 2021. Progress on all education capital projects is reported to Strategic Planning and Capital Monitoring Panel.
- 1.7 Most of these increases in pupil numbers and admission numbers have necessitated capital work to expand the accommodation available in some of our schools. This has been funded through the Basic Need Grant from the Department for Education. Between 2011 and 2019, the Council received a total of £42,745,350 to fund additional places in the borough. A further £12,231,816 has been allocated for 2021-22 and £6,348,338 for 2022-23. In addition to Basic Need Funding, the Council has also received an allocation of £1,075,921 for the period 2018 – 21 from the special capital fund for provision in specialist settings.
- 1.8 The Council and other responsible bodies in the borough receive separate funding to address school condition issues.

2 PRIMARY SCHOOL CAPITAL PROJECTS

- 2.1 The increases in primary school places began in 2009 when the birth rate began to rise. Over the years, an additional 3334 places have been created in 36 of our primary schools.
- 2.2 This increase has been achieved through a mixture of permanent and temporary increases. For example at Holden Clough a new school was built through the Priority Schools Building Programme and increased the intake of the school from 30 per year group to 60; or at Ashton West End where remodelling of the accommodation enabled the school to increase their admission number from 45 to 60 per year group on a permanent basis.
- 2.3 We have also been able to open two completely new schools; Inspire and Discovery Academies in Ashton and Hyde respectively which can accommodate up to 120 pupils per year group.
- 2.4 There have also been some temporary increases where schools have taken a bulge class, a one off temporary increase in the admission number of the school, and this has been achieved through remodelling internal space, for example, making an IT suite into a classroom or adding temporary demountable classrooms. The pupils in the first four bulge classes that we put into primary schools in September 2013 left Year 6 in summer 2020.
- 2.5 There are still two projects to expand primary schools that are not yet complete. They are at Aldwyn Primary School where we are increasing the Published Admission Number from 45 to 60 and St John's Primary School where we are increasing the Published Admission Number from 30 to 45. Contracts for both projects have now been signed.

3 SECONDARY SCHOOL CAPITAL PROJECTS

- 3.1 As with primary schools, the Council has worked with our secondary school headteachers to increase places as the numbers come through from primary schools. The first increases in secondary school admission numbers took place in 2012. Since that time, an additional 2310 places have so far been created across all year groups in 10 of the 16 secondary schools. This represents an 11% increase with plans for further increases over the next three years.
- 3.2 As the number of places has risen, so has the number of children starting at secondary schools in September. In 2010, there were 2582 pupils in Year 7 and for September 2020, 2993 places were allocated, a 16% rise in demand.
- 3.3 Again, the additionality has been achieved through some internal remodelling of space, temporary demountable classrooms and the opening of Laurus Ryecroft School.
- 3.4 There are several on-going capital projects with our secondary schools including at Audenshaw School, Rayner Stephens High School, St Thomas More RC College and All Saints Catholic College. A scheme and timescale for Audenshaw School has been agreed, this will be project managed by the Council. Schemes are currently being developed with St Thomas More RC College, All Saints Catholic College and Rayner Stephens High School and provisional budgets have been allocated through the Strategic Planning and Capital Monitoring Panel. Additional funding needed to complete the scheme at Rayner Stephens form part of the recommendations in this report. Other schemes will be subject to further governance reports.
- 3.5 In partnership with our secondary schools, we have been able to close the gap for additional places in September 2021 and 2023. For September 2021, there is no child without a school place despite this being the biggest predicted year group.

Increase secondary school places for secondary aged children at Rayner Stephens High School

- 3.6 Rayner Stephens High School is an secondary academy in Dukinfield that is part of the Stamford Park Trust. Plans are in place to add an additional 30 school places per year at Rayner Stephens High School from September 2021. The Stamford Park Trust and the school have carried out their own feasibility study on the remodelling work needed to accommodate additional pupils. The feasibility study includes design proposals up to RIBA Stage 2 (Appendix 1). The study contains an options appraisal based on the brief provided by the school and budget available.
- 3.7 The main objective of the proposed works is to relocate the science classrooms / laboratories back into the main school building from an unsuitable demountable block, create a fit for purpose drama space and reconfigure the dining hall and kitchen space to accommodate additional pupils. This is particularly important as Rayner Stephens provide the dining space for Cromwell High School as the two provisions are co-located. Cromwell High School are also increasing their numbers as they expand their sixth form provision and these additional pupils with complex needs will also need to be able to access dining facilities in Rayner Stephens.
- 3.8 The cost of the work is estimated to be £1.3m and a budget of £473,000 has previously been agreed through Strategic Planning and Capital Monitoring Panel. It is recommended that an additional £835,000 be allocated to the project from Basic Need Funding. This is to cover the cost of the work and estimated project management costs.
- 3.9 The works will be commissioned by the Stamford Park Trust with oversight within the Council from the Capital Projects Team and a grant agreement would be put in place to fund the project. It is recommended that a grant agreement of £1.3m is agreed with the Stamford Park Trust to support this work. Ongoing monitoring of the project would be through the grant agreement and reported to the Strategic Planning and Capital Monitoring Panel.

4 SPECIALIST PROVISION CAPITAL PROJECTS

- 4.1 As with primary and secondary schools, there have been some permanent increases in places across the special school estate. For example, an additional 60 place Autism Spectrum Condition unit was built at Samuel Laycock School and Oakdale Primary School has expanded provision through remodelling of nursery space and the Children's Centre. Following the fire at Cromwell School in 2016, some additional accommodation was provided as part of the rebuild.
- 4.2 However, there has been a significant increase in children requiring specialist provision over recent years. The SEND Forward Plan 2019-22 was developed with parents and carers, schools and other education providers and professionals working in the area of SEND, and children and young people to set out what the Council will do to develop and improve education provision for children and young people with SEND in Tameside. The plan will also develop and be refined as time goes on so, if needed, to ensure the actions are the right ones.
- 4.3 One of the intentions clearly set out in the Plan is that the Council wants all children and young people with SEND in Tameside to be able to attend a school or provision as close to their home as possible.
- 4.4 Tameside currently maintains 1780 Education Health and Care Plans (EHCPs). The number of plans maintained has been rising steadily since 2017. The number of EHCPs in Tameside has more than doubled since 2017, when the Local Authority maintained 828 plans. Tameside is now in line with our statistical neighbours, with EHCPs representing

approximately 3.4% of the population. We can confidently conclude therefore that the growth in EHCP's was appropriate and necessary. However, this exponential growth in EHCPs has placed significant additional strain on specialist providers and resource bases across Tameside. The rapid rate of the growth in EHCPs in Tameside has been such that it was never going to be possible to plan and deliver provision sufficiency at the same rate. This has inevitably created pressure on placements for children with EHCPs, and particularly across the specialist sector, where all schools are currently oversubscribed. This is also true of our specialist resource bases. It is therefore imperative that we create additional provision in order to appropriately accommodate these vulnerable learners.

- 4.5 The table below shows our specialist provision across Tameside in both specialist schools and resource bases and illustrates the pressure on our existing provision. It highlights the need for additional resource bases and the expansion of some of our existing specialist schools.

School	Actual number	Commissioned number 2020	Commissioned number 2021
Hawthorns	141	114	140
Thomas Ashton	92	77	90
Cromwell (inc 6 th form)	97	110	116
Samuel Laycock	178	170	170
Oakdale	136	125	130
Oakfield	13	8	8
Linden Road	4	8	8
Russell Scott	4	5	6
St John Fisher	16		12
Hyde High	2	2	
St Thomas More	18		16
Pupil Referral Service	40	20	

- 4.6 There are currently 181 pupils attending schools and colleges outside of Tameside. These are attending other local authority special schools, independent, non-maintained schools or special free schools or special academies outside of Tameside. This means a number of pupils are often not being educated close to their home. This puts more pressure on the budget, both for special school provision and for transport particularly for more complex needs including ASC. The remainder of these children and young people attend a range of establishments such as further education colleges and other local authority mainstream schools.
- 4.7 During consultations with parents on developing the forward plan, it became clear that there was a gap in post 16 provision for young people with complex needs. Parents put forward the need to develop additional choice at the end of year 11. The forward plan agreed that some young people with complex needs are not ready to transition to specialist college provision at the end of Year 11 and there needs to be more Post 16 places in special schools for those that need that provision. Attention needs to be given to the provision to meet the needs of certain students as they move into adulthood.
- 4.8 The Forward Plan identified the following priorities for additional provision:
- Develop sixth form provision at Cromwell High School

- Increase special school places for primary aged children at Hawthorns School
- Create a short term nurture provision for Key Stage 1 pupils within Thomas Ashton School
- Increase the amount of resourced provision across the Borough with a focus on the main areas of need: SEMH, ASC and the prevalence of MLD so that there are at least three Resource Bases, capable of supporting 10 pupils, in each Neighbourhood. This would entail either having existing space refurbished, or extensions built.

Year 12 to 14 Provision at Cromwell High School

- 4.9 The school, colleagues in Education and Rayner Stephens High School have worked over the last two years to identify how sixth form provision could be established at Cromwell High School in line with the priorities outlined in the SEND Forward Plan. The project has been a priority for parents as they felt there was a gap in post 16 provision of this type within the borough.
- 4.10 Whilst the site of the co-located schools is big and shares boundaries with two other schools (Yew Tree Primary School and Oakdale School), there are restrictions which mean that building additional accommodation is extremely difficult and therefore, likely to be high cost. Alternative options were therefore explored.
- 4.11 Phase One of the plan involved classrooms that the Schools Library Service had rented from Rayner Stephens being identified as suitable for sixth form accommodation as they are next to existing Cromwell School classrooms. A lease agreement was agreed with Rayner Stephens High School for these rooms and they have been remodelled to allow a pilot sixth form scheme to operate since September 2019. Phase One of the plan is now complete.
- 4.12 Over the last few months, negotiations have been on going with Rayner Stephens High School and the Stamford Park Trust to agree a lease agreement for further accommodation to enable the school to permanently establish sixth form provision on site. This will form Phase Two of the plan.
- 4.13 Once the lease agreement has been agreed, the Council can plan to remodel the space and this will be developed through the Capital Programmes Team. A further workshop teaching space has been identified on site and proposals to develop this have been drawn into Phase Two. It is anticipated that Phase Two will be complete by September 2021. The High Level Programme of Works and the High Level Cost Plan Summary has been devised by the LEP for Phase Two can be found at **Appendix 2** and **Appendix 3**. It is recommended that a budget of £396,000 is agreed for this work and that it is commissioned through the LEP. There are estimated project management costs of £5,000. A budget of £655,000 has previously been agreed by the Strategic Planning and Capital Monitoring Panel with £154,658 used for Phase One of the work. The remaining budget would be £99,342 after the spend incurred for phase one and costs estimated at phase two. Ongoing monitoring of the project would be through the grant agreement and reported to the Strategic Planning and Capital Monitoring Panel.
- 4.14 Phase Three of the plan to develop sixth form provision at Cromwell School will scope out the possibility of off-site accommodation and explore any other options within the current accommodation to provide further preparation for adulthood opportunities. Phase Three will also see the development of a comprehensive capital plan to ensure provision that neighbouring Cromwell and Oakdale Schools can continue to meet the needs of our pupils with complex needs into the future.

Increase the Amount of Resourced Provision Across the Borough

- 4.15 The SEND Forward Plan identifies the need to develop additional resourced provision across the borough to meet the needs of pupils identified as requiring enhanced provision but not a special school place.
- 4.16 Targeted provision is provision that is more specialist than mainstream schools, providing a higher level of support for children and young people with SEND, but not a special school. This may be shorter term provision to support a child into the most appropriate provision, or a longer term placement attached to a mainstream school. Tameside resource bases do not all provide a longer term option for placement, which means that children and young people may move straight from mainstream to special school when their needs could be met in a longer term targeted mainstream placement. This is a gap in the borough's provision.
- 4.17 There are currently resource bases in the borough at St John Fisher Primary School and St Thomas More RC College for ASC provision; Linden Road Primary for Hearing Impaired Provision; Russell Scott Primary, The Heys Primary School and Oakfield Primary School for pupils with moderate learning difficulties (MLD).
- 4.18 The Forward Plan identifies that the Council will begin to commission new targeted mainstream provision model with a greater emphasis on highly supported resource based provision for a small number of children. This will:
- Be related to the level and type of need in different neighbourhoods across the Borough
 - Be small group focused provision, for both boys and girls, attached to mainstream schools,
 - Be provided for primary and secondary pupils,
 - Include a higher level of specialist staffing to meet need, linked with social care and health provision where appropriate,
 - Prioritise the two greatest areas of need: Communication and Interaction (including autism) and SEMH, (however, consideration needs to be given to lower levels of need that are currently in Special Schools in order to free up places.)
 - Provide a small number of 'flexible' places at primary level to support the specific needs of identified groups of pupils who may require shorter term placements. 'Flexible' places would provide a quick response and short term placements would give pupils enhanced support to be included in mainstream school or to assist in identifying appropriate provision to meet their needs.
- 4.19 Over a 3 year period, the Council aims to establish 12 additional resource bases for those children requiring a more specialised level of support and intervention, and those struggling to be effectively included within mainstream settings. It is proposed to open four additional primary-aged SEND resource bases, ready to accommodate learners from September 2021.
- 4.20 In opening these bases, we will be able to create between 40-50 generic SEND places for a range of primary age EHCP students. The additional places will give greater options for SEND learners and their parents and families and it is anticipated these will also take pressure off the heavily burdened specialist sector.
- 4.21 Resource bases also create excellent opportunities to promote inclusive good practice across the mainstream sector, upskilling staff and also reducing pressure on mainstream settings, who may be less familiar and confident in working with children with complex needs.
- 4.22 The following primary schools will be included in Phase One of the project:

School	Current Resource base status	Current No' on designation in base	Future No	Capital required?	Location

Corrie	Unofficial	15	25 (10 additional EYKS1)	No	Denton
Greenside	Unofficial	10	20	Yes	Droylsden
Oakfield	Official	8	16	Yes	Hyde
Russell Scott	Official	6	9	No	Denton
Rose Hill	None	0	15	No	Ashton
Total additional			46		

4.23 In 2022, we propose to further expand provision focussing on Key Stage 3&4, opening a further four bases providing an additional 40 generic SEND places. In 2023, we will learn from the first two resource base roll outs, but at this stage it is anticipated that we will be looking to open an additional four primary bases, creating a further 40 generic SEND places. These will achieve a further net reduction in placements, required to avoid costs in external placements and should alleviate the demand out of borough.

4.24 The Council or the relevant academy trusts will need to pursue statutory school organisation proposals to establish or alter special educational needs (SEN) provision.

Increase Special Provision Places for Primary Aged Children at Oakfield Primary School

4.25 Oakfield Primary School is an academy school in Hyde and part of The Enquire Learning Trust. The school has been identified as a site where the current resource base provision can be expanded for September 2021. The school already have an official resource base for eight children which would increase to 16 children if the expansion is approved. The works will be commissioned by The Enquire Learning Trust with oversight within the Council from the Capital Projects Team and a grant agreement would be put in place to fund the project. The school and trust have carried out their own feasibility study and are at an advanced stage with the plans to add a modular extension onto the current building. Outline budget costs for the expansion are shown at **Appendix 4**. It is recommended that budget of £153,000 (estimated project management costs of £3,000) is agreed for the scheme and a grant agreement be agreed with The Enquire Learning Trust for £150,000. Ongoing monitoring of the project would be through the grant agreement and reported to the Strategic Planning and Capital Monitoring Panel.

Increase Special Provision Places for Primary Aged Children at Greenside Primary School

4.26 Greenside Primary School is an academy school in Droylsden and part of the Victorious Academies Trust. The school already operate an unofficial resource base which has space for 10 children. The school have expressed an interest in expanding the current base which means they could increase up to 20 children. The school have obtained a quote for £22,080 plus VAT to carry out some remodelling work to expand the resource base (Appendix 5). The works will be commissioned by the Victorious Academies Trust with oversight within the Council from the Capital Projects Team. It is recommended that budget of £28,000 (estimated project management costs of £1,500) is agreed for the scheme and a grant agreement be agreed with Victorious Academies Trust for £26,500. Ongoing monitoring of the project would be through the grant agreement and reported to the Strategic Planning and Capital Monitoring Panel.

5 SUMMARY OF PROJECTS

School	Method of delivery	Budget already agreed	Already committed in prior phases	Estimated scheme costs	Additional funding recommendation	Grant Agreement
Rayner Stephens	Grant Agreement	£473,000	£1,671	£1,302,000	£835,000	£1,300,000
Cromwell High School	LEP	£655,000	£154,658	£396,000	£0	N/A
Oakfield Primary School	Grant Agreement	£0	£0	£153,000	£153,000	£150,000
Greenside Primary School	Grant Agreement	£0	£0	£28,000	£28,000	£26,500

6 RECOMMENDATIONS

6.1 As set out at the front of the report.