

Children's Scrutiny Panel

Dear Member,

You are invited to attend the meeting of the Children's Scrutiny Panel to be held as follows for the transaction of the business indicated.

Miranda Carruthers-Watt
Proper Officer

DATE: Wednesday, 9 October 2019

TIME: 2.00 pm

VENUE: Committee Room 4, Salford Civic Centre, Chorley Road, Swinton

In accordance with 'The Openness of Local Government Bodies Regulations 2014,' the press and public have the right to film, video, photograph or record this meeting.

AGENDA

1 **1.30pm - members only briefing**

2 **Apologies for absence**

3 **Minutes of the previous meeting** (Pages 1 - 4)

To approve as a correct record the minutes of the meeting held on 11th September 2019.

4 **Pupil Place Planning - Paula Newall** (Pages 5 - 28)

School Organisation Plan

5 **Service Groups Budgets - Chris Mee** (Pages 29 - 36)

6 **The work programme** (Pages 37 - 40)

The updated work programme for consideration

7 **Any Other business**

8 **Date, time and business for next meeting**

Wednesday 13th November at 2pm (1.30pm for the members briefing)
in Committee Room 4

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Agenda Item 3

CHILDREN'S SCRUTINY PANEL

Date of meeting: 11th September 2019

Meeting commenced: 2.00 p.m.

Meeting ended: 3.45 p.m.

PRESENT: Councillor Brocklehurst – in the Chair

Councillors: Jim Cammell, Laura Edwards (Vice Chair), Lewis Nelson, Mike Pevitt, Neil Reynolds, Madeline Wade, Ronnie Wilson

Co-opted Members: Dr Keith Archer (Church of England rep), Jacqui Morrissey (Foster Parents Association),

OFFICERS: Cathy Starbuck – Assistant Director Education Work and Skills
Jane Roberts – Commissioning Manager
Sam Palmer - Gaddum
Liz Wright – Democratic Services

MEMBER OF THE PUBLIC:
None.

1. INTRODUCTIONS AND APOLOGIES FOR ABSENCE

- The Chair welcomed those present to the meeting.
- Apologies for absence were submitted on behalf of Councillor Joan Walsh, Councillor Jillian Collinson and Judith Elderkin.
- The Chair requested that the agenda item MINUTES OF THE PREVIOUS MEETING be taken at the end of the meeting.

RESOLVED: THAT the agenda item MINUTES OF THE PREVIOUS MEETING be taken as the final item of business on the agenda.

2. DECLARATIONS OF INTEREST

Councillor Nelson declared an interest as he was employed by Gaddum who provided services for Young Carers in Salford and who was making a presentation today. He confirmed he had taken advice from Democratic Services and would take part and speak on the council's strategy and approach on young carers but would withdraw from any discussions if any specific about contracts were discussed.

RESOLVED: THAT Councillor Nelson could take part and speak on the strategy and speak on the council's strategy and approach on young carers but would need to withdraw from any discussions if any specific about contracts for services were discussed.

3. THE SUPPORT FOR YOUNG CARERS (YC)

Sam Palmer (Gaddam Head of Carers Services) and Jane Roberts (Commissioning Manager) gave presentations on the services for Young Carers provided in Salford and the Salford Carers Strategy with a focus on Young Carers, respectively. The main points and issues raised from the presentations are summarised below.

a. The support for Young Carers in Salford (Sam Palmer)

- Gaddum were a charity commissioned by Salford City Council to provide services for carers in Salford and had been delivering the services and support for around 10 years to those between 5-95 years old.
- The 2011 census identified 22,000 adult carers in Salford.

- YCs were more likely to have long term health conditions and mental health issues.
- The service was person centred and delivered through personalised actions plans.
- There were various partnerships involved to enhance the services and support, such as the YCs Group that have a partnership with the Lowry and a team in the Salford Royal providing a hospital support group.
- What types of referrals were made and when did the hospital group provide support?
Referral forms were distributed to GPs, schools and social workers and referrals could be made over the phone and the members were directed to the website for further details about referrals.
- What assessments were used?
Gaddum did not use the statutory assessment and that it was a gap in Salford that the All Carers Strategy was aiming to address. Gaddum used their own assessment and would refer to other services if needed, for example if other issues in the family were identified such as drug or alcohol abuse.
- YCs were entitled to request a statutory assessment.
- The challenges faced to identify YCs were discussed.
- Gaddum attracted funding from a number of other sources to enhance its provision and Salford carers and Young Carers benefited from this as well. Funding streams included from Booths Charities who were very generous and whose current funding was supporting a three year post in the service.
- A bid was being submitted this week for funding from the Government's Innovation Fund to develop digital resources for carers to access and help address isolation. The initial bid was for £25,000 to develop the idea and then if successful an application for funding up to £400,000 could be made.
- Not many Local Authorities had a dedicated YCs Service like Salford had.
- Members raised concerns about the support offered to schools and how this would be addressed. It was an aim of the All Carers Strategy to develop the support to schools and it was proposed to develop an action plan and that this would be brought to a future meeting of the Children's Scrutiny Panel for consultation. The panel agreed to this.
- The Vice Chair outlined the personal budgets for carers.
- Was all the money, available for personal budgets, used?
Jane Roberts agreed to provide the members with the figures around personal budgets.
- The highest numbers of referrals were in Little Hulton, Barton and Cadishead, in that order.
- Why were these areas the highest in terms of referrals?
Some of the families were already accessing other services so were identified in the system. There could be more awareness because other projects in the area would signpost people to it. Gaddum would be looking into this data further to try and further understand the distribution of the referrals across the city.
- Was Gaddum promoted to schools?
Gaddum had a presence in schools and regularly gave assemblies for pupils and staff.

b. The All Carers Strategy

Jane Roberts gave a presentation and the following points were raised.

- The definition of a carer.
- Jane gave an overview of carers in Salford. It was projected that there were be just under 3000 YCs in Salford by 2034. This was based on the numbers identified as Young Carers at this time.
- Gaddum had led on the GM survey for YCs.
- Gaddum's contract had been extended to September 2020. The process for the procurement for the new contract would begin in January 2020.
- Key areas of the All Carers Strategy were highlighted that included:
 - Including Carers Champions and involvement of the Young carers in the communications strategy;
 - Helping YCs to self-identify and making it easier and more attractive for them to do so;
 - There was a clear pathway between children and adult services;

- The YCs themselves were very clear there should be No Wrong Door so that wherever they contact first they can access the support they need without having to repeat their information.
- The service was working with the GM Carers Board and Salford had a Carers Steering Group.
- The service was trialling carers' passports so that there was consistency of support for the YCs.
- Governance: The service reported to the Health and Social Care Scrutiny Panel last week and they had identified areas to improve such as key performance indicators and the Carers Passport. The service would report back to the panel in November.
- *What was the Young Carers Passport?*
It was a free tool (national tool) that the YCs complete and it contained what help they needed in terms of school, work, leisure and health. It could help with transition from primary to secondary school and would mean that the YC did not have to keep repeating their circumstances and they could have the consistency of support. The YC would have the right to say what information was included and shared.
- A member commented that an important benefit of the passport would be that the YC would not have to keep repeating their information and situation to each new professional they met but the it was also very important that the YC had confidence that their information would be secure and only shared appropriately for their benefit.
- *Where would the information on the passport be held and would the passport give the YC access to discounts for any services they have to pay for?*
How the information would be stored and shared was still being investigated. Discussions were ongoing about if discounts would be available across GM and how that would work. This would include whether or not the passport could be linked to the GM Opportunity Pass.
- It was highlighted that carers can get free tickets for the cinema and requested that it was investigated to see if this could be applied to YCs.
- *What was the age of the youngest YC and what kind of support do they get?*
If a YC was 5 years old, for example, they would be referred to Early Help. The support they received could include help for the parent with medication and preparation of food for the family. Everything possible would be done to keep the family together in the family home.
- YCs were often concerned that they could be taken into care if they self-identified as a YC.
- YCs could be more at risk from long term health conditions.
- Members requested to see the NHS health statistics referred to.
- *Did male YCs have more difficulties in speaking up and identifying as YCs?*
It was hoped that the communications strategy would help with this.
- *Did most of the 10 GM authorities engage with the GM Carers minimum standards?*
Salford had ensured that all Directors of the GM authorities had signed up to them.
- *What was the impact on the YC's educational outcomes and their access to higher educational opportunities? Where the YCs able to access respite in the summer holidays?*
Support was provided on an individual basis based on the YC's needs. If a YC aspired to go to university support would be provided as appropriate to help them achieve this. Many YC did well academically. Holiday funding was available to help access holidays and trips and projects were provided specifically in the summer to support YCs.
- It was noted that the Ceremonial Mayor's fund was available to apply to for funding up to £500 for individuals.

The panel thanked Sam Palmer and Jane Roberts for their detailed reports.
Sam Palmer and Jane Roberts left the meeting at this point.

RESOLVED: THAT

1. an action plan to developed linked to the All Age Carers Strategy and will be presented to a future meeting of the panel for consultation;
2. members would receive the figures around personal budgets from Jane Roberts
3. members requested to see the NHS health statistics that were referred to.

4. THE WORK PROGRAMME

- Dental Health would remain in abeyance at this time.
- The budget monitoring items had been picked up and were on the work programme.

- It was requested that the when the report on the school performance data was presented in December that it included an overview of all key stage (KS) performance not just KS4.
- On the recommendation tracker it was requested that:
 - The tracker showed if any recommendations were still outstanding;
 - To include hyperlinks to the relevant reports;
 - Any recommendations from reviews to be included.
- It was agreed that the update on the School Provider Arm (SPA) be added to the Work Programme for the December meeting.
- It was agreed that the Pupil Planning Report due to be presented in October should focus on the strategy for primary and secondary school places and if Ward councillors had an specific concerns Cathy Starbuck offered to meet them to discuss the issues in their particular areas.

RESOLVED: THAT

1. the recommendations tracker be adapted as listed above;
2. that the December report on school performance data includes an overview of all key stage data not just KS4;
3. the SPA Update be included on the Work Programme for the December meeting.

5. SCOPING DOCUMENT – ACCESSING CHILDREN'S AND YOUNG PEOPLE'S MENTAL HEALTH SERVICES

- Councillor Edwards introduced the document.
- Waiting times for services was identified as a key issue.
- It was agreed that the following should be added to the review:
 - YC Service to be included and case studies provided by Gaddum and Jane Roberts
 - Post 16 and GM work to be included;
 - Looked After Children.
- Debbie Blackburn would be asked how best to ensure that Looked After Children were included in the review and who was best to approach.
- The Scoping Document would need to be presented to the Lead Members for Children and Young people's Services and the Lead Members for Adult Services, Health and Wellbeing for consultation and approval.

RESOLVED: THAT the review would also include the areas listed above.

6. MINUTES OF THE PREVIOUS MEETING HELD ON 10 JULY 2019

RESOLVED: THAT the minutes of the meeting held on 10 July 2019 were approved as a true and correct record.

7. MATTERS ARISING FROM THE MINUTES OF THE PREVIOUS MEETING HELD ON 10 JULY 2019

There were no matters arising.

8. DATE AND TIME OF THE NEXT MEETING

The next meeting would be held on Wednesday 9th October 2019 at 2pm in Committee Room 4.

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Introduction

The Local Authority has a statutory duty to ensure that sufficient places are available for every child of school age, to promote diversity, parental choice and high educational standards; to ensure fair access to educational opportunity; and to help fulfill every child's educational potential.

A change in Government legislation introduced in 2011 allows new providers of school places to establish state-funded free schools. This sits outside of the Local Authority's school planning process and as such any established 'new schools' are deemed to be free schools. There are also a growing number of schools that have converted to become academies, which are also independent of Local Authority control.

This means that whilst the statutory duty for providing sufficient school places sits with the Local Authority, school places are no longer solely provided by the Local Authority and as such Local Authorities are required to work alongside other providers.

Predicting school demand is a complex process and involves a range of different and often conflicting factors such as parental preference, migration and in year movement. Demand for school places changes over time, as such whilst projections and forecasts may be generated from robust data, there will be fluctuations in actual demand.

Although there has been no statutory requirement to publish a School Organisation Plan since 2004, it is considered good practice to produce a plan related to pupil place planning.

This School Organisation plan is an updated version of the existing pupil place planning strategy (2012-2018) and brings together information from a range of sources, including pupil forecast data, forecast methodology, school capacity and new housing developments. The plan also outlines changes in recent legislation.

This plan is a live document and therefore does not set out all the actions the Local Authority intend to take going forward, but provides an overview of the current projected need and demand. As detailed further in the plan, the Local Authority will work closely with all schools and trusts in the development of future schemes. As with the former strategy, it is the intention to update pupil forecasts annually and the full Plan every five years, or in line with any change in legislation.

1. School Organisation Context

Salford is a city which over the last number of years has experienced rapid growth. This growth is a result of a rise in birth rate, along with an increase in migration and has had a significant impact on school planning.

Salford also a large Orthodox Jewish population and over the last few years we have begun to see significant growth and demand for places across this sector. The majority of this demand appears to be across the independent Jewish faith sector. This brings challenges around forecasting and planning for demand going forward.

The Local Authority began to experience unprecedented demand for primary school places in late 2010. All areas of the city were affected and the Local Authority responded to this need with a school expansion programme. This has resulted in the creation an additional 5000 primary school places.

To date, whilst we have seen a small increase in secondary demand this has not been at the rate experienced at primary level. However, as the growth we have seen at primary begins to feed into secondary there will be the need to create additional secondary school places.

As of September 2019, Salford as:

- 74 primary mainstream schools providing primary education for pupils aged 4-11 years and a number of schools that offer places for younger children (2 year old funding)
- 1 specialist primary school providing specialist provision for pupils aged 2 to 11 years with severe and profound multiple learning difficulties;
- 15 secondary mainstream schools providing secondary education for pupils aged 11-16 years, including one school (UTC opened 2015) providing for the 14-19 age range.
- 3 specialist secondary schools providing specialist provision for pupils ranging from 9 years to 18 years.
- 4 Pupil Referral Units one of which is a Pupil Health Unit for children.
- 18 citywide specialist enhanced resource provisions located across primary and secondary mainstream schools.

As of September 2019, 5 of primary provision, 10 of secondary provision and 3 of special school provision are academies. The academy conversion is also underway for one further primary and one secondary school.

In June 2019, the Department for Education (DfE) announced that the Secretary of State had agreed that the application to propose a secondary free school in Salford should proceed to the next stage of the process (pre-opening stage). Details around the opening date, size and preferred location of the new free school is yet to be determined. Although the site will be located to support the forecasted secondary growth predicted across Swinton, Little Hulton and Walkden areas of the city.

The Local Authority has also been successful in Wave 13 SEND school bidding round. The new SEND free school will cater for a mix of Autism spectrum disorder (ASD) and Social Emotional Mental Health (SEMH) and will cater for 50 Key Stage 3 and Key Stage 4 pupils when full. The opening date and location of the school is yet to be finalised.

2. Current Policies and Legislation

Set out below is a summary of key national legislation and local policies affecting school organisation.

Local Authorities have statutory duties to:

- Ensure sufficient school places (*Education Act 1996* Section 14).
- Increase opportunities for parental choice (Section 2 of the *Education and Inspections Act 2006*, which inserts sub-section 3A into S14 of the *Education Act 1996*).
- Comply with any preference expressed by parents provided compliance with the preference would not prejudice the provision of efficient education or the efficient use of resources (*School Standards and Framework Act 1998* Section 86).
- Ensure fair access to educational opportunity (Section 1 of the *Education and Inspections Act 2006* inserts sub-section 1(b) into S13 of the *Education Act 1996*).

Paragraph 92 of the *National Planning Policy Framework - February 2019 update* (NPPF) states that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities, and that local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, giving great weight to the need to expand or alter schools to meet the needs of communities, including where this is as a result of housing development.

3. Policy on Unfilled School Places

Not all unfilled school places can be considered "surplus". The Audit Commission advises that some margin of spare school capacity is necessary to provide flexibility for unexpected influxes of children and expressions of parental preference.

The 2013 National Audit Office report *Capital Funding for New School Places* confirms that the Department for Education (DfE) considers it "reasonable for authorities to aim for between 5 and 10 per cent surplus to allow them some opportunity to respond to parental choice" (para 1.17) and that 5% is "the bare minimum needed for authorities to meet their statutory duty with operational flexibility, while enabling parents to have some choice of schools" (para 1.16).

The Local Authority aims where possible to work within this set target, however for sensible planning purposes, across some areas of the city where higher levels of movement and transition is experienced, this figure could be higher (between 8%-12%). This is to maintain and manage school places, meet parental preference, plan for future growth and also prevent pupils having to travel long distances for schooling. Salford's Local Policy for travel distance (other than by choice) is within a 2 mile radius for primary and a 3 mile radius for secondary.

In addition, as the demand for school places changes over time, and in cases where demand decreases there may be a need to provide fewer places. This can be achieved in a number of ways:

- By removing temporary accommodation;
- Mothballing part of a school - particularly if demand for places might increase in future years;
- And/or finding alternative compatible users or uses for some of the accommodation.

This will need to be managed carefully, in line with legislation and factoring in other local issues and future forecasts.

4. Special Educational Needs and Disabilities (SEND)

The *Children and Families Act 2014*, along with associated statutory guidance (*SEND Code of Practice 2015*) and other legislation, sets out duties towards children and young people with special educational needs or disabilities. In addition, schools and local authorities have a duty to provide reasonable adjustments for disabled pupils, in line with the *Equality Act 2010*.

The vision in Salford's SEND Strategy 2019/21 is that every child and young person aged 0-25 will achieve their full potential and are:

- As healthy and safe as possible
- Achieve the best education outcomes they can
- Well equipped for adult life as they can be
- Having a sense of belonging and value
- Given opportunities to achieve their highest aspirations

5. School Organisation Decision Making

Making changes to local authority maintained (non-academy) schools

School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013 and *(Establishment and Discontinuance of Schools) Regulations 2013* set out the way in which decisions are made about proposals to open, close or enlarge local authority maintained (i.e. non-academy) schools, or make other significant changes such as altering the age range. The DfE released updated *Guidance: Making Prescribed Alterations to Maintained Schools and Opening and Closing Local Authority Maintained Schools (October 2018)*. The purpose of this guidance is stated as:

- To ensure that additional good quality school places can be provided quickly where they are needed - it is expected that, where possible, additional new places will only be provided at schools that have an overall Ofsted rating of 'good' or 'outstanding'.
- That local authorities and governing bodies do not take decisions that will have a negative impact on other schools in the area;
- Changes can be implemented quickly and effectively where there is a strong case for doing so.

In respect of *permanent* expansions, legislation requires full consultation to take place, particularly with parents, staff and governors. A statutory consultation and decision-making process must be followed to make the following "prescribed alterations", whether they are proposed by the local authority or by the school governing body:

- Proposed permanent enlargement of the premises of the school, where this is both by more than 30 pupils and by at least 25% or 200 pupils (whichever is the lesser). For SEN schools these thresholds are 10% or 20 pupils, whichever is the lesser.
- Expansion onto a satellite site; closure of a satellite site, where the satellite is more than 1 mile from the main site; or transfer to a new site, where this is more than two miles from the current site.
- Decrease in the number of pupils in SEN schools (in mainstream schools,

reductions in Published Admission Numbers are consulted on in accordance with the School Admissions Code).

- Establish/remove/alter SEN provision within a mainstream school.
- Change of types of need catered for by a special school.
- Change of age range.
- Change of category.
- Single sex school becoming co-educational, or vice versa.
- Change of boarding provision.

For proposals to create school sixth forms:

- These are only expected to be allowed for schools which are rated as 'good' or 'outstanding' by Ofsted, and where there is a genuine need for more sixth form places.
- The proposed sixth-form should provide places for a minimum of 200 students and either directly or through partnership, offer a minimum of 15 A level subjects.
- Financial viability should be demonstrated through evidence of financial resilience should student numbers fall and that the proposal will not impact negatively on 11-16 education or cross subsidisation of funding.

There are requirements to notify the DfE or Regional Schools Commissioner (RSC) of proposals considered potentially controversial:

- Increase in a school's capacity by 50% or more.
- Increase in a school's pupil numbers to over 2,000.
- Expanding a school onto a satellite site or transferring to a new site.
- Change of category - governing bodies are strongly encouraged to convert to academy status instead of to a foundation.
- Extend the age range to create an all-through school - it is the department's expectation that in most cases, it would not be appropriate for a primary school to extend its age range to provide secondary provision.

The statutory process was streamlined by the 2013 Regulations:

1. Publication of proposals.
2. Formal consultation - 4 weeks.
3. Decision by Cabinet (acting as decision maker for school organisation) - within 2 months of the end of the consultation period, or the decision defaults to Schools Adjudicator. In limited circumstances, there will be the right of appeal to the School Adjudicator.
4. Implementation: there is no maximum limit on the time between the publication of a proposal and its proposed date of implementation. However, proposers will be expected to show good reason (for example an authority-wide re-organisation) if they propose a timescale longer than three years.

Expansion at a mainstream school that does not require a physical enlargement to the premises of the school does not require this statutory process. An increase in pupil numbers may be achieved solely by increasing the admission number in line with the School Admissions Code.

Local authorities have the power to close all categories of maintained schools. The governing body of a voluntary, foundation, or foundation special school may also publish proposals to close its own school. Decisions related to school closures are taken by the local authority following a statutory process to allow those directly affected by the proposals to feed in their comments.

Due to the sensitivity of school closures, the statutory process for closing a school includes an extended period of consultation before a formal proposal is published.

The Secretary of State may direct a local authority to close a maintained school requiring special measures (under section 68 of EIA 2006). This will usually be done only where there is no prospect of the school making sufficient improvements and where there is a sufficient supply of alternative school places in the area. Prior to making the direction, the Secretary of State must consult with the local authority, the governing body, and – in the case of a voluntary or foundation school – the diocese or other appointing authority. Such a direction will not require the publication of a statutory proposal for the school's closure.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/756572/Maintained_schools_prescribed_alterations_guidance.pdf

Making Changes to Academies

The guidance on "Making significant changes to an open academy and closure by mutual agreement" was published in October 2018. Much of the guidance mirrors the non-academy guidance, and it has the same stated purpose as the guidance for non-academy schools, including the expectation that only academies that are rated as 'good' or 'outstanding' will seek to expand.

Significant changes need to be approved by the Regional Schools Commissioner (RSC) and may require a full business case, or in some cases can follow a fast track be undertaken for at least four weeks with all those who could be affected, and should include public and stakeholder meetings.

The "fast track" route only applies to academies rated as 'good' or 'outstanding' in their last inspection by Ofsted. Fast track can apply to:

- Any increase in the capacity of an academy (with the exception of satellite expansions and changes to UTCs and studio schools);
- An age range change (of up to two years) e.g. to extend existing nursery provision to two year-olds (with the exception of age-range changes to UTCs and studio schools, adding or removing a sixth form and any cases of a contentious nature);
- Adding boarding provision.

When assessing a fast track application, the RSC will consider the impact that the proposed change will have on the quality and capacity of the academy. Proposers must provide evidence that:

- Fair and open consultation has taken place, including demonstrating that any consultation relating to admission changes has been undertaken, the number and percentage of people/bodies in favour of the change and against it have been considered, and if there are any objections, how the issues raised will be (or have been) managed;
- Funding, to cover the capital costs of the proposed change has been secured, and that there are no issues with the school's current budget and/or finances. In the case of expansions, academies must show they have sufficient funding for additional pupils, until lagged funding is received;
- The change is aligned with local pupil place plans, with supporting evidence from the local authority and it is unlikely to have a negative impact on educational standards at the academy or at other local schools or colleges;
- Appropriate planning permissions and other consents required have been secured; and

The department may need to request additional information to that requested above, depending on the complexity of the proposed change and may also request that a full business case is submitted.

For full business case proposals, the RSC will make a decision based on consideration of all relevant factors and any evidence provided by the academy trust(s). These include:

- Educational track record and current performance of the academy;
- The details of the change, including the rationale and impact on the school, any potential issues/risks relating to the proposals (e.g. changes to leadership and governance, any foreseen adaptations, additions, refurbishments or land transfers needed), and evidence of demand;
- When the change is to be implemented, and how (e.g. will it be done in stages?);
- Evidence that the LA has been engaged to find places for displaced pupils including proposed arrangements for any pupils part way through their GCSE or post 16 studies where a change in age range or amalgamation will displace them;
- Local context including supply of school places data, LA wider position data and the impact on the availability of places, the effect on other schools, academies, colleges and educational institutions within the LA;
- Evidence of fair and open local consultation, including an overview of the responses to the consultation;

- Evidence of the degree of LA support and what the academy has done in response to any consultation responses from it;
- Financial health of the academy and funding arrangements for the proposed change, any indicative costings and an indication of how these might be met, including how the change will be sustained in terms of capacity and value for money;
- A request for a variation of the admission arrangements, where changes are necessary to implement an approved change. The request should flag whether it is proposed that a PAN will be reduced, or a relevant age group for admission will be removed;
- Information on the consultation on the proposed change including any admissions consultation, including the number and percentage of persons/bodies in favour of the change and against it, and if there are any objections, how the issues raised will be (or have been) managed;
- When an academy is proposing changes to its SEN provision, the business case must demonstrate that the proposed change will not have a detrimental impact on local SEN provision or pupils with SEN currently in the school;
- Details of financial and governance arrangements and if appropriate, confirmation that planning permission has been secured;
- Where a school is designated as having a religious character, consent of the trustees of the school, and in the case of Church schools the diocese or relevant diocesan board; and any implications for other statutory requirements e.g. under TUPE, childcare (early years), equalities and health and safety legislation.

The RSC will consider the proposal and either approve or reject it. The RSC may also defer the approval pending further evidence. Where proposals are particularly controversial and could attract adverse public or press attention; the RSC may choose to escalate such proposals to the Secretary of State for a decision.

The department will notify the academy trust of the RSC's decision. The responsibility for amending academy trust documentation and registering the change on GIAS lies with the academy trust. GIAS can be updated any time after the decision date but must be done prior to implementation.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/751304/Making_significant_changes_and_closure_academy.pdf

Academy Property Transactions – Buying, Exchanging or Leasing Land/Building

Whilst the above guidance outlines the processes relating to making changes for both Academies and non-Academies, another factor that Academies need to bear in mind for future expansion is the acquiring of additional land.

In terms of physical land as an Academy the school is controlled by the Secretary of State and the Academies division.

Therefore the Academy '*must seek and obtain explicit and prior approval from the Secretary of State before buying, exchanging or leasing land or a building*'. So they would need to formerly apply to the Secretary of State (SOS) acquire any additional land. They would need to demonstrate that the SOS has formerly approved as per the process and given permission to take on additional assets or liabilities, before the LA can look at the formal process of a lease (see the link below):

<https://www.gov.uk/government/publications/academy-property-transactions-advice-and-forms/pin-2-and-form-2-buying-exchanging-or-leasing-land-or-a-building>

New Schools

The Education Act 2011 amended the Education and Inspections Act 2006 to change the arrangements for establishing new schools. Most new schools will now be established as academies, and since May 2016, all new academies are classified as free schools with effect. New academies can be established through two routes, both of which have resulted in new schools;

- The free school presumption process requires local authorities to seek proposals to establish a free school where they have clearly identified the need for a new school in their area. These are often referred to as "presumption" schools or LA-led proposals. The local authority runs a competitive process to invite potential academy sponsors to run the new school.
- Proposers can also apply directly to the DfE to establish a free school, through time-limited application waves. These are often referred to as "wave" schools or "central route" proposals. This route may be subject to specific criteria: for mainstream schools.

Under the presumption route the local authority is responsible for providing the site for the new school and meeting the associated capital and pre-/post-opening costs; for wave schools, these are the responsibility of the DfE.

The decision on all new free school proposals lies with the Secretary of State. Following a presumption process, the local authority recommends its preferred proposer to the Secretary of State, who will take this into account when choosing an academy sponsor, along with any additional factors of which the DfE is aware. The Secretary of State's decision is delegated to the Regional Schools Commissioner (RSC) for the area in which the school will be located.

Prior to running a presumption process, where local authorities have identified a need for new places and are considering ways to address this, they can liaise with groups that are, or are thinking about, applying for a free school via the wave route as part of their review of how best to meet that need. Where a free school (proposed via the wave route) might meet the identified need, the local authority can: postpone a competition; hold a competition in parallel to any application for a central free school; or deem that the proposed free school would meet the identified need and decide not to run a presumption.

There are a few limited circumstances in which the establishment of a new non- academy (maintained) school can be proposed:

- A new voluntary aided school where there is a deficit of corresponding faith places;
- A new community or foundation primary school that is to replace a maintained infant and a maintained junior school;
- A new school resulting from the re-organisation of existing faith schools in an area, including an existing faith school losing or changing its religious designation; or

A new foundation or community school, where suitable academy/Free School proposals have not been identified and a competition has been held but did not identify a suitable provider.

6. Current Demand

Primary

Similar to the national picture, Salford has experienced a reduction in birth rate over the last few years (children born in 2013, 2014 and 2015). This is reflected in the level of primary surplus that is currently being carried. That said, birth data for those pupils born in 2016 (Reception intake 2021) is showing an increase before dropping again at the levels experienced in the 3 academic years prior to 2016.

Based on the current primary forecast data and taking into consideration the capacity already in the system at present there are no plans to undertake any further large scale primary expansions. However due to the predicted growth for 2021 intake, it may be necessary to create some level of additional capacity across a number of planning areas. Initially this would be in the form of bulge classes. Some planning areas are also carrying more surplus capacity than others and as such these areas may be required to support adjoining planning areas. This will be dependent on distance and whether a reasonable alternative school place can be offered.

Secondary

Whilst we have seen a small increase in demand for secondary places this has not been at the level experienced in previous years across the primary sector. For both September 2018 and 2019 academic years it has been necessary to create additional Yr7 places with the use of bulge classes. This has enabled the local authority to meet the needs of pupils within their local communities and also ensure that a suitable level of surplus is being carried.

Section 10 of this plan details the projected pupil forecasts for both primary and secondary across individual school planning areas.

It should be noted that pupil forecast data excludes any further growth and demand that could be felt from migration and new housing. The level of inward migration and movement being experienced could cause further pressure for a number of primary and secondary planning areas. Large scale housing developments are also planned in various locations across the city which could in the future exacerbate the problem. Details of pupil yield that could arise from new housing is detailed in the table below (Housing Growth).

Specialist Education

Forecasting for special educational provision is more complicated than for mainstream schools. It is important that we know that all children and young people with SEND are attending the right provision at the right time and which is of good quality.

More than 7000 children and young people in Salford receive SEND support. Salford has the highest incidence of SEND in Greater Manchester and the 6th highest in England. There has been a significant rise in the number of Education Health and Care Plans (EHCPs) issued in Salford over recent years with 3.9% of 0-25 year olds having a Plan compared to 2.8% nationally. 64% of EHCPs were delivered in mainstream schools in 2018 (40% in England). 36% of EHCPs are delivered in Salford specialist provision whilst 7% are still delivered in independent special school (3.9% nationally).

Salford commissions a range of provision for those children and young people with the most complex needs and which is of the highest quality. A strong offer of enhanced resourced provision in mainstream schools meets a range of needs and which is an integral feature of a well-defined continuum of provision. The SEND Capital Fund has been utilised to increase the sufficiency of this offer by adding an additional 8 place provision for children with autism, 16 place provision for children with social emotional and health needs and added significant capacity to the early years offer at special school. Salford has been successful in securing approval for a new special free school comprising 50 places for children and young people aged 11-16 with autism and social emotional/mental health needs.

With over 90% high needs funding supporting provision and significant budget pressures, planning for growth is a complex blend of enhancing the existing estate whilst reducing the reliance on out of city placements. SEND capital funding will be used to further grow the range and sufficiency of enhanced resource and specialist provision following consultation with parent groups and partners. Effective and transparent use of resources is a key feature of the vision for SEND provision and outcomes in Salford.

All pupils attending a special school or specialist resource base in Salford will have a statement of SEND, an Education, Health and Care Plan, or be undergoing an assessment of their special educational needs. The decision about admission to a special school or resource base is based on clearly defined indicators. Each child is considered carefully according to their needs by a panel of experienced professionals. Parental views are taken into consideration.

Housing Growth

Salford's planned housing developments are at different stages in their Local Plan processes with some housing developments currently underway. The Strategic Housing Land Availability Assessment (SHLAA) table below shows the net additional dwellings 2018-23 and 2023-28 with estimate of associated primary pupil yield (derived from Housing and Employment Land Availability Assessment, December 2018). Currently the potential yield from new housing is calculated at primary age level. This is because historically children arriving from new housing developments tend to be of primary age rather than secondary.

Summary of Primary School Potential Requirements - Potential Form of Entry Requirement from the table below identified by 2028

Secondary Planning Areas	SHLAA Yield 2018-23	SHLAA Yield 2023-28	Total SHLAA Yield 2018-28	Total Potential FE equivalent required 2018-28
1. Little Hulton & Walkden	124	85	209	1FE
2. Boothstown, Worsley & Ellenbrook	164	76	243	1.5FE
3. Irlam & Cadishead	4	50	54	0.5FE
4. North Swinton	5	29	34	0
5. Swinton South	3	8	11	0
6. North Eccles	24	32	56	0.5FE
7. South Eccles	79	25	104	0.5FE
8. Claremont	40	3	43	0.5FE
9. Weaste & Seedley	116	100	216	1.5FE
10. Broughton & Kersal	228	211	439	2.5FE
11. Ordsall	151	184	335	2FE
12. Border	6	9	15	0
Total	947	812	1759	10.5FE

All the above information is as snap shot in time and is a tool to help manage the Demand Risk for pupil place planning in Salford moving forward. Whilst we can use the Forecast, yield and projections this will need to be continually monitored to expose trends and changes and to ensure that we react and plan for sufficient capacity at the time of need prior to committing funding. This may involve various options. (E.g. land banking in line with the timescales). The (SHLAA) Information is based on pupil yield assumptions. These are 0.29 per house citywide, 0.01 per apartment in PPA 11 (Ordsall) and 0.07 per apartment outside of PPA11.

The 2017 based assessment used 0.35 per house citywide, 0.01 per apartment in PPA11 and 0.07 per apartment outside of PPA11. The trend for yield therefore is downwards for house and remains the same for apartments.

Cross Boundary Movement

Salford borders a number of other Authorities (Manchester, Bury, Trafford, Wigan, Warrington and Bolton) meaning that some families living In Salford, may take the decision to apply for schooling at neighboring authorities, and vice versa, although the net import tends to be less. At primary level, imports and exports of pupils broadly balance, whereas for secondary we tend to be the net exporter. Based on 2019 intake data the current figure at primary level is 3.2% and 13.3% for Secondary. For special education, Salford is also a net exporter of approx. 5% of the special school population.

Greater Manchester pupil place planning colleagues work closely and data around forecasts, housing and plans for future expansions are shared in order to assist with local planning. The major risk now relates to the ongoing and increasing pressure from migration and

housing. Although we test and develop a yield as an average for the City, it remains very difficult to map with accuracy the impact that from neighbouring authorities.

7. Methodology

Pupil Forecasts

The purpose of forecasting pupil numbers is to satisfy statutory obligations to meet Basic Need (demand for additional school places) and to allow Authorities to plan the need for the city.

Local authorities have a duty under section 14 of the Education Act 1996 to secure that sufficient schools are available for their area to provide primary and secondary education. Each year the Department for Education collects information on school places from local authorities as part of the annual School Capacity Collection (SCAP)

The information gathered from the SCAP collection is used to monitor the provision of places nationally, assess current and future shortfalls in school capacity and to inform the calculation of basic need capital allocations to support new pupil places. The data also informs the locations and sizes of new schools, or school expansions, provided through centrally funded capital programmes.

Basic Need Score Card

The data gathered from SCAP collection forms the DfE, Basic Need scorecard. The scorecard provides a snapshot of school places and the progress towards ensuring there are sufficient good school places in each local authority area across England. The scorecard shows how many places have been delivered or are planned to be delivered, and provides information about the quality of the places delivered for the academic year, they also show forecasting accuracy of local authorities, how well parental preference is met and the cost of providing places. Please see link below showing local authorities latest score card for both primary and secondary and supporting guidance.

<https://www.gov.uk/government/statistics/local-authority-school-places-scorecards-2018>

School Planning Areas

Effective pupil place planning is a fundamental element of the local authority's role as strategic commissioner of good school places. It is under-pinned by the use of local area knowledge and data to identify any early warning signs of insufficient numbers of school places in specific parts of the authority.

The basic unit of this local knowledge is the 'pupil planning area' which means an area within the local authority which is used by that authority for the purposes of assessing current and future pupil demand for school place provision. In Salford there are 12 primary planning areas and 3 secondary planning areas.

The responsibility for proposing and designing pupil planning area structures sits with the Local Authority to reflect local circumstances. However, proposals to structurally change or create planning areas for use in the SCAP data collection process may require approval from the department.

The following tables, based on SCAP data pupil planning area analysis, show the average number of primary and secondary pupil planning areas in unitary and non-unitary local authorities apportioned by the number of schools in the authority. It is anticipated that any

future changes to local authorities' pupil planning area structures would not exceed the average number of planning areas applicable to the size of that local authority. Proposed re-structures may not be approved even if they are comparable to the averages outlined below - requests will be considered on a case by case basis and a decision whether to approve the changes will be made based on the evidence provided by the local authority for that individual case.

Average number of primary pupil planning areas by number of primary schools

	Average Numbers of Planning Areas Unitary	Average Numbers of Planning Areas Non-Unitary
LAs with between 1 and 49 primary schools	5	-
LAs with between 50 and 74 primary schools	7	-
LAs with between 75 and 99 primary schools	10	-
LAs with between 100 and 149 primary schools	18	-
LAs with between 150 and 199 primary schools	23	26
LAs with between 200 and 299 primary schools	36	41
LAs with between 300 and 399 primary schools	54	64
LAs with 400 or more primary schools	80	83

Average number of secondary pupil planning areas by number of secondary schools

	Average Numbers of Planning Areas Unitary	Average Numbers of Planning Areas Non-Unitary
LAs with between 10 schools or less	2	-
LAs with between 10 and 19 secondary schools	4	-
LAs with between 20 and 39 secondary schools	8	16
LAs with between 40 and 59 secondary schools	18	21
LAs with 60 or more secondary schools	18	22

Salford's Methodology Data

In addition to submitting pupil forecasts data, Local Authorities are also required to submit details of their methodology.

Data sets included in Salford's forecasts model:

- GP data
- Live birth data
- Admissions data
- ONS population
- Forecast data PLASC data

The forecasts for each planning area also give the option of using the Salford average cohort change, or the average cohort change for that particular planning area. It is also possible to factor in potential increases in pupil numbers due to new houses being built in the area by adding an estimated crude percentage for the potential increase created by the housing development to each planning area.

As it is impossible to predict when a new housing development may generate additional children, the age of the child or type of school, for pupil forecast purposes the potential pupil yield from new housing is not included in the pupil forecast data. It does however act as a valuable tool when managing the risk and planning on how to meet potential demand from new housing going forward.

8. Funding for Growth

Government funding for school places is mainly through annual "Basic Need" allocations. These are based on data collected from local authorities in the annual School Capacity Survey (SCAP). This collects information on the capacities of schools in each planning area and local authorities' forecasts of pupil numbers for several years ahead. Special schools are not included. Capital funding for the basic need for new pupil places in all government-funded schools (including academies) is allocated to local authorities according to the relative need for new places, based on forecast data provided by authorities. In deciding where to use basic need funding to provide additional places, local authorities are expected to consider fairly both their maintained schools and local academies, and where the additional places will be of greatest benefit to their children. Available Funding will therefore play a major factor in determining preferred solutions going forward.

Academies can also submit bids to the DfE Condition Improvement Fund (CIF). Whilst the core priority for CIF is to address significant condition need of the building, CIF also supports a small proportion of expansions. New academies created through applications directly to the DfE – "wave" free schools – can attract additional funding towards ensuring sufficient school places, but this funding would be expected to result in reduced Basic Need funding in the longer term, as a result of the additional capacity they provide.

S106 monies

The Local Authority is consulted on all significant housing developments, and advises on the likely impact on local schools using the pupil yield calculation (detailed in the summary of primary school potential requirements table at section 6 of this plan) Typically, this will include seeking financial contributions towards the cost of expanding local schools, if there are not expected to be sufficient places available.

The city council projects forward the number of pupils that will require places in future years with significant accuracy. New housing development will clearly generate an additional requirement for pupil places over and above the city council's pupil projections. There has been (and may continue to be) the need to expand the city's primary school estate in order to accommodate the requirement for pupil places that new housing development will generate. It is therefore appropriate that new housing development contributes towards the requirement for additional pupil places on a proportionate basis.

The city council does not have a Community Infrastructure Levy (CIL) charging schedule in place. However, the city council's adopted Planning Obligations Supplementary Planning Document (SPD) from 2015 requires a contribution towards education from most new housing developments through section 106 agreements (s106). S106 agreements can only be required if they are:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development;
- Fairly and reasonably related in scale and kind to the development.

Contributions are not sought from smaller schemes of less than 11 dwellings, whilst contributions are not sought in relation to dwellings in the form of apartments given that the pupil yield from such dwellings is minimal. Contributions are also not sought from 1 bed houses as they do not typically result in a primary pupil yield, given that they do not allow for separate sleeping accommodation for a parent and child.

In applying the policies of the SPD, the city council seeks to minimise the capital cost to developers as far as practicable, by seeking to expand existing schools in the first instance, and by utilising the city council's land assets to accommodate additional school facilities or new schools where necessary. To calculate the required contribution the city council applies a formula-based approach to calculate the financial contribution towards education provision that will be sought from new housing development. This is calculated on the basis of the following calculation: Financial contribution per house = primary pupil yield factor x cost per primary pupil place.

There are however certain instances where there is no scope to expand existing schools within an area, and there are no suitable alternatives available to the city council to create additional places within an area. In these circumstances, the city council will enter into negotiation with the developer in order to ensure that appropriate provision for the pupil place requirement that will arise from the development can be made. This may require the developer to set aside land to accommodate a school. Where a development would result in a material increase in the requirement for additional pupil places but the developer fails to make appropriate provision, this would justify the refusal of planning permission.

9. Salford's Decision Making Criteria

As part of the revised Pupil Place Strategy adopted in 2012, Members approved the establishment of a 'Mayoral Working Party' to provide political leadership for this key area of work.

The Mayoral Working Party meet regularly to review pupil forecast and to consider the proposals which will be taken forward, including the options appraisal of re-use of surplus sites and buildings. The Mayoral Working Party will report to the Mayoral Team.

The Local Authorities plan for growth will be delivered in line with the agreed and adopted school place provision programme. As forecasts fluctuate over time and to also ensure affordability for delivery of schemes, the programme will be split into short, medium and long term:

Short Term - identify options of quick fix solutions that can be used for bulge classes of small scale uplift in PAN .i.e. solutions such as re-using community space, third party use, and specialist areas to provide core teaching accommodation and extend the building via physical expansions.

Medium Term & Long Term - review the potential re-use of surplus buildings and sites, use of other educational accommodation and construction solutions to enable larger scale building extensions.

In many cases, expanding existing schools can create additional capacity more quickly than building new schools, and at a lower cost. Extensions of existing schools can also provide opportunities for added value through addressing existing accommodation issues and increasing the financial sustainability of schools.

When choosing which school should expand, a number of decision-making criteria will be considered, including:

- Physical capacity and options for uplift on existing sites – this may include adjacent land/sites required to allow for further uplift.
- Location - dot map data of pupil's residency to identify most central location that would meet demand within a planning area. Consideration relating to any new major housing developments will also be factored in.
- Parental Preference – Local Authorities have a statutory duty to comply with preference and are measured on the level of preference being met annually. If there is more than one option available across a planning area, then preferences would be included as part of the decision making process, although will not necessarily be the deciding factor.
- Growth and demand across various sectors .i.e. faith schools
- Affordability – funding availability and associated costs will play a part in determining preferred schemes if there is more than one option.
- Current government legislation - The Local Authority would avoid permanent expansion of schools that do not have an overall rating of *good or outstanding*, unless there was no other option and there was a strong case that expansion would help raise standards.
- Willingness and buy in from Schools, GB and Multi Academy Trusts.

11. Pupil Forecast Data

The tables below shows current pupil forecast data for both primary and secondary school planning areas.

Primary forecasts

Area 1 - Little Hulton & Walkden				12 Schools in area	
Year	PAN	Forecast - Reception	+/-	% +/-	-/+ Places per school
2019/20	505	435	70	14%	6
2020/21	505	417	88	17%	7
2021/22	505	456	49	10%	4
2022/23	505	460	45	9%	4
2023/24	505	463	42	8%	4

Area 2 - Boothstown & Worsley				7 Schools in area	
Year	PAN	Forecast - Reception	+/-	% +/-	-/+ Places per school
2019/20	360	341	19	5%	3
2020/21	360	367	-7	-2%	-1
2021/22	360	359	1	0%	0
2022/23	360	360	0	0%	0
2023/24	360	362	-2	-1%	0

Area 3 - Irlam & Cadishead				7 Schools in area	
Year	PAN	Forecast - Reception	+/-	% +/-	-/+ Places per school
2019/20	289	270	19	7%	3
2020/21	289	258	31	11%	4
2021/22	289	270	19	7%	3
2022/23	289	269	20	7%	3
2023/24	289	269	20	7%	3

Area 4- North Swinton

5 Schools in area

Year	PAN	Forecast - Reception	+/-	% +/-	-/+ Places per school
2019/20	195	172	23	12%	5
2020/21	195	174	21	11%	4
2021/22	195	173	22	11%	4
2022/23	195	172	23	12%	5
2023/24	195	171	24	12%	5

Area 5 - South Swinton

5 Schools in area

Year	PAN	Forecast - Reception	+/-	% +/-	-/+ Places per school
2019/20	240	227	13	5%	3
2020/21	240	197	43	18%	9
2021/22	240	217	23	10%	5
2022/23	240	219	21	9%	4
2023/24	240	221	19	8%	4

Area 6 - North Eccles

4 Schools in area

Year	PAN	Forecast - Reception	+/-	% +/-	-/+ Places per school
2019/20	180	143	37	21%	9
2020/21	180	174	6	3%	2
2021/22	180	164	16	9%	4
2022/23	180	163	17	9%	4
2023/24	180	162	18	10%	5

Area 7 - South Eccles

8 Schools in area

Year	PAN	Forecast - Reception	+/-	% +/-	-/+ Places per school
2019/20	315	300	15	5%	2
2020/21	315	291	24	8%	3
2021/22	315	312	3	1%	0
2022/23	315	317	-2	-1%	0
2023/24	315	322	-7	-2%	-1

Area 8 - Claremont

5 Schools in area

Year	PAN	Forecast - Reception	+/-	% +/-	-/+ Places per school
2019/20	330	317	13	4%	3
2020/21	330	323	7	2%	1
2021/22	330	320	10	3%	2
2022/23	330	324	6	2%	1
2023/24	330	329	1	0%	0

Area 9 - Weaste & Langworthy

5 Schools in area

Year	PAN	Forecast - Reception	+/-	% +/-	-/+ Places per school
2019/20	270	224	46	17%	9
2020/21	270	232	38	14%	8
2021/22	270	258	12	4%	2
2022/23	270	264	6	2%	1
2023/24	270	270	0	0%	0

Area 10 - Broughton & Kersal

7 Schools in area

Year	PAN	Forecast - Reception	+/-	% +/-	-/+ Places per school
2019/20	270	248	22	8.1%	3
2020/21	270	216	54	20.0%	8
2021/22	270	246	24	8.9%	3
2022/23	270	248	22	8.1%	3
2023/24	270	250	20	7.4%	3

Area 11 - Ordsall

4 Schools in area

Year	PAN	Forecast - Reception	+/-	% +/-	-/+ Places per school
2019/20	142	122	20	14%	5
2020/21	142	127	15	11%	4
2021/22	142	143	-1	-1%	0
2022/23	142	148	-6	-4%	-2
2023/24	142	152	-10	-7%	-3

Area 12 - Border

5 Schools in area

Year	PAN	Forecast - Reception	+/-	% +/-	-/+ Places per school
2019/20	285	212	73	26%	15
2020/21	285	213	72	25%	14
2021/22	285	230	55	19%	11
2022/23	285	240	45	16%	9
2023/24	285	250	35	12%	7

Secondary forecasts

Area 101 - Little Hulton, Swinton & Walkden				5 Schools in area	
Year	PAN	Forecast - Year 7	+/-	% +/-	-/+ places per school
2019/20	1145	1136	9	1%	2
2020/21	1145	1143	2	0%	0
2021/22	1145	1151	-6	-1%	-1
2022/23	1145	1198	-53	-5%	-11
2023/24	1145	1249	-104	-9%	-21
2024/25	1145	1235	-90	-8%	-18
2025/26	1145	1234	-89	-8%	-18

Area 102 - Eccles, Irlam & Cadishead				4 Schools in area	
Year	PAN	Forecast - Year 7	+/-	% +/-	-/+ places per school
2019/20	660	662	-2	0%	-1
2020/21	660	666	-6	-1%	-2
2021/22	660	670	-10	-2%	-3
2022/23	660	698	-38	-6%	-10
2023/24	660	727	-67	-10%	-17
2024/25	660	719	-59	-9%	-15
2025/26	660	719	-59	-9%	-15

Area 103 - Central & Border area				5 Schools in area	
Year	PAN	Forecast - Year 7	+/-	% +/-	-/+ places per school
2019/20	715	658	57	8%	11
2020/21	715	662	53	7%	11
2021/22	715	667	48	7%	10
2022/23	715	694	21	3%	4
2023/24	715	723	-8	-1%	-2
2024/25	715	715	0	0%	0
2025/26	715	715	0	0%	0

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REPORT OF THE STRATEGIC FINANCE MANAGER
ON BEHALF OF THE CHIEF FINANCIAL OFFICER

TO CHILDREN'S SCRUTINY PANEL
ON
9th OCTOBER 2019

TITLE: **REVENUE BUDGET MONITORING 2019/20, CAPITAL PROGRAMME 2019/20**

RECOMMENDATIONS:

It is recommended that Children's Scrutiny Panel:-

- Consider the current position and forecast year-end position for the service group's revenue budget, Dedicated Schools Grant budget and Children's element of the Integrated Fund.
 - Consider the progress made towards achieving the agreed cost reductions
 - Review the current position regarding the service group's 2019/20 capital programme.
 - Request further information as necessary to help to ensure good governance.
-

EXECUTIVE SUMMARY:

(a) Revenue Budget

The service group's budget for 2019/20 is £85.354m and the forecast expenditure for the year is £85.776m. Consequently, there is a forecast adverse variation of £0.422m for the financial year.

(b) Dedicated Schools Grant

The DSG allocation for central services in 2019/20 is £42.862m and the forecast expenditure for the year is £46.284m, a forecast adverse variation of £3.422m.

(c) Integrated Fund (Children's)

The latest position reported to Children's Commissioning Committee for the children's element of the integrated fund reflects the period up to the end of July 2019 and shows a budget pressure of £7.4m.

(d) Capital Programme

The service group programme for 2019/20 is currently £12.022m. The phasing of expenditure means that spend totalling £0.197m has been incurred for the period April to July 2019.

BACKGROUND DOCUMENTS:

- SAP general ledger and BI reports
 - Various documents held on the accountancy team
-

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ASSESSMENT OF RISK: Key risks to budgetary control and savings are identified in this report.

SOURCE OF FUNDING: Sections in this report consider the Revenue Budget and Capital Programme

LEGAL ADVICE OBTAINED: Not applicable

FINANCIAL ADVICE OBTAINED:

This report concerns key aspects of the Council's revenue finances and has been produced by the Finance Division.

WARD(S) TO WHICH REPORT RELATE(S): None specifically

KEY COUNCIL POLICIES: 2019/20 Revenue Budget, 2019/20 Capital Programme

1 Introduction

1.1 This report is set out in four main sections.

- Section 2 sets out the current position of the revenue budget and forecasts the year end position, highlighting any risks/sensitivities.
- Section 3 sets out the current position of the Dedicated Schools Grant (DSG) and forecasts the year end position, highlighting any risks/sensitivities.
- Section 4 provides an update on savings requirement
- Section 5 provides an update of the Capital Programme.

2 Revenue budget

2.1 The current position and year end forecast for the Revenue Budget is set out in **Table A** below. Agreed savings (discussed in section 4) have been built into the budget figures. Expenditure data reflects salaries, wages and other expenditure up to 31st July 2019.

2.2 At this stage of the financial year it is not possible to project income and expenditure with absolute certainty. There is therefore a risk of unforeseen variations to the forecast outturn.

2.3 **Table A: Revenue budget to 31 July 2019**

Division of service	Annual budget £000	Forecast outturn expend £000	Variance £000	Budget Pressure – Integrated Fund £000	Risk assessment
Leadership & Safeguarding	2,149	2,144	1	4	● (GREEN)
Specialist Services	33,817	33,849	(32)	(7,321)	● (RED)
SEN, Access & Inclusion	27,930	28,115	(185)	(448)	● (AMBER)
Education & Helping Families	21,742	21,585	(67)	108	● (GREEN)
Total	85,354	85,637	(283)	(7,661)	● (RED)

2.4 It is forecast that the Children's Services (non pool) revenue budget will overspend by £0.365m. This position is mainly due to underachievement of external income targets, however it is anticipated that this pressure will reduce during the year.

2.5 In 2019/20 the Council and Salford CCG expanded its pooled budget arrangements through the creation of an integrated fund covering a range of Children's, Adults and Primary Care services. Under the terms of the associated risk share agreement each partner would contribute to the cost of budget pressures in proportion to the contributions made to the pool for each service area. This means that rather than the budget pressures falling directly upon the council, the council will instead contribute its

share of any budget pressures with the Children's and Adults Services to the integrated fund.

The latest position reported to the Children's Commissioning Committee for the children's element of the integrated fund reflects the period up to the end of July 2019. Childrens Services face budget pressures of £7.6m offset partly by savings on the CCG element of the pool. The overall forecast adverse pool position is £7.4m which is largely due to continued demand pressures within the looked after children area of the budget, particularly in regard to costs of outside placements. Members will be aware of the work being undertaken to address some of these pressures such as the No Wrong Door model. However, should the year end position reflect the current forecast the council would be expected to contribute just over £5m towards these pressures.

3 Dedicated Schools Grant (DSG)

3.1 The year-end forecast for centrally held Dedicated Schools Grant budgets is set out in **Table B** below.

3.2 At this stage of the financial year it is not possible to project income and expenditure with absolute certainty. There is therefore a risk of unforeseen variations to the forecast outturn.

3.3 **Table B: DSG dedicated schools grant forecast**

DSG funding block	2019/20 Allocation £000	Forecast outturn expend £000	Forecast variance £000	Risk	Forecast balance 31 st Mar 20 £000
High needs	23,406	26,321	(2,916)	● (RED)	(12,996)
Early years	15,242	15,592	(350)	● (AMBER)	(127)
Schools	4,214	4,371	(156)	● (GREEN)	(619)
Total	42,862	46,284	(3,422)	● (RED)	(13,742)

It is forecast that in-year expenditure will be over budget by £3.422m by year end. This is due in the main to a forecast overspend on the High Needs block of £2.9m and £0.4m on Early Years.

The projected overspend on the High Need block is a continuation of the pressures experienced in the previous years with a deficit balance having been carried forward from 18/19 of £10.1m. The total projected deficit on the High Need block at the end of 19/20 therefore being £13m.

Commissioned by the Local Government Association, ISOS research into trends in spending for children and young people with SEND quantifies the current pressure on budgets for children and young people with SEND and explores the reasons behind the increasing expenditure on high needs funding. <https://www.local.gov.uk/have-we-reached-tipping-point-trends-spending-children-and-young-people-send-england>

The projected over spend is as a result of a number of factors which are outlined below

- **Increasing level of need in the city**

Of the population in Salford, 19.1 % are in receipt of some form of provision for their Special Educational Needs. This is far higher than the England average of 14.6%.

There are:-

Type of Support	%of Total Census Population
No SEND	80.9% (All England -85.4 %)
SEN Support	15.7% (All England – 11.7%)
EHC Plan	3.4% (All England -2.9 %)

- 1792

children and young people (0-25) with an EHC Plan.

- 627 children and young people placed in maintained or academy Special Schools
- 128 children and young people attending non-maintained or Independent Special Schools.
- 177 young people with EHCPs attend General Further education or Sixth Forms
- 29 young people attend Specialist post 16/19 settings
- 27 young people are undertaking supported internships
- 9 children and young people who have EHC Plans are electively home educated

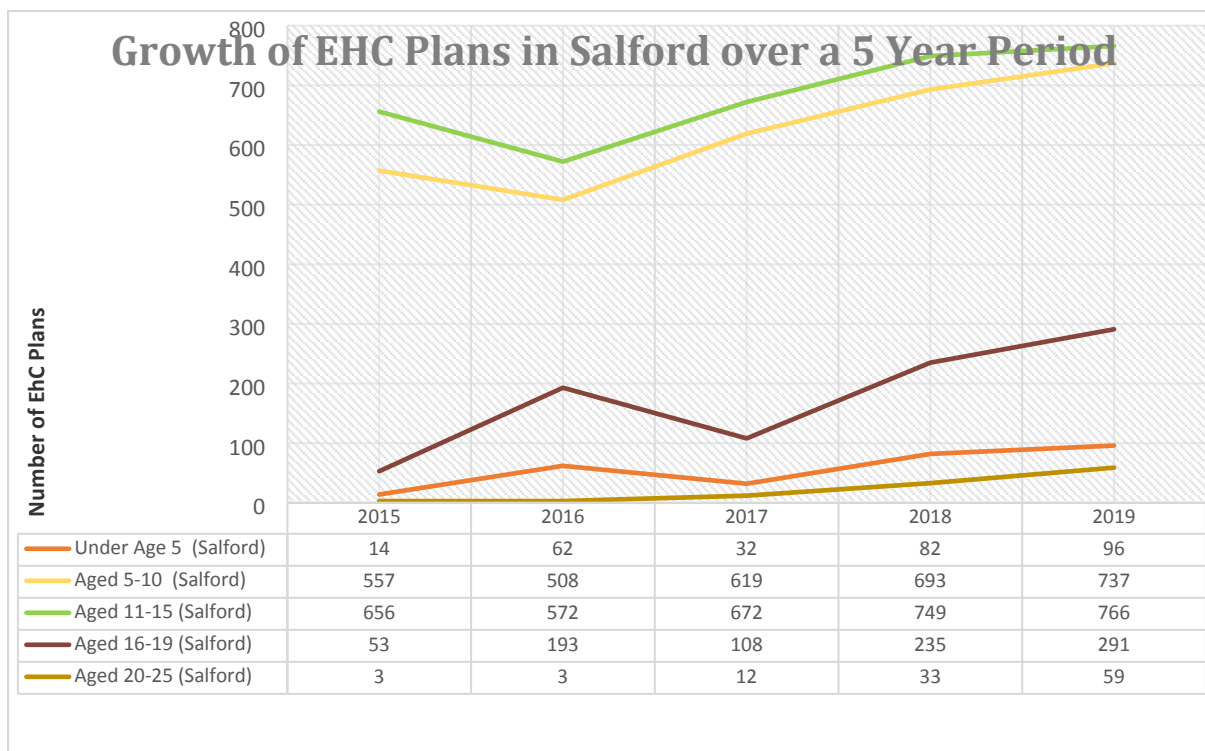
The age breakdown for children and young people with an EHC Plan is

- 0-5 years 80 (5% of all EHC Plans)
- 5-10 years 643 (36% of all EHC Plans)
- 11-15 years 672 (38% of all EHC Plans)
- 16-19 years 303 (17% of all EHC Plans)
- 20-25 years 61 (4% of all EHC Plans)

Nationally, EHC Plans are most prevalent at age 15, where 3.8% have an EHC Plan. In Salford the percentage of 15 year olds with an EHC Plan is 4.6%, higher than the England average.

In Salford there is generally an incremental rise in the number of children and young people with an EHC Plan in each age group from 3 to 16 and then numbers drop with a sharp decline from age 20 to 25. However, this will begin to grow as the cohorts move through the system.

The number of children or young people with a statement of SEND or requiring an Education Health and Care Plan (EHCP) has risen nationally by 35% between 2014 and 2018. In Salford the rise is 46%.



- **Rising unit costs of provision**

Nationally, young people over the age of 16 constitute 23% of all EHCPs and 17% of high needs expenditure. In Salford, young people over the age of 16 constitute 18% of all EHCPs and 10% of high needs expenditure. At the same time as rising numbers of children and young people with SEND, ISOS research found evidence that the unit costs of providing support were also rising. This is true in Salford also as more children presenting with complex needs attract higher banding levels thus pushing up the overall unit cost. ISOS recorded that of particular concern to local areas is the increased reliance on the INMSS sector as local special schools have reached capacity, because of the relatively high cost of this provision. While only 6% of children and young people with EHCPs are in INMSS, information supplied by some of their fieldwork authorities suggests that these placements account for on average 14% of expenditure. In Salford the position is even more challenging as 16% of the high needs block is expended on the independent and non-maintained sector, which is for 7% of children and young people with EHCPs.

- **Increase in overall population**

Over recent years there has been an increase in the overall children and young people population. This has had a more significant impact in some areas than in others, the impact of the population growth on the need to spend is not evenly felt. Some local areas have experienced much higher population growth than others. This presents an issue because, prior to the introduction of the high needs funding formula in 2016-17, high need block allocations were tied to historical spending patterns and were not based on population change. Even since the introduction of the new funding formula only half the high needs block allocation is subject to a formula calculation (with the remaining 50% still based on historical spending patterns) which arguably still leaves those experiencing rapid population growth with a funding gap. By way of illustration, the ten local authorities which have seen the highest population growth in pupils recorded on the school census since 2014 have experienced an average reduction in their per capita high needs budget from £717 per head to £640 per head. Salford has experienced the 11th highest population growth in pupils recorded on the school census of all Local Authorities.

- **Pressure on school budgets**

Prior to April 2018, there was no restriction on the movement between blocks. However, from 2018/19 there was a requirement that funding from the Schools Block had to be allocated to schools but Local Authorities (LAs) were able to transfer up to 0.5% of their school block funding into another block, with the approval of Schools Forum. Where the LA wanted to move more than 0.5% of the Schools' Block, the LA had to submit a disapplication request to the Secretary of State. With the

agreement of Schools Forum, Salford has transferred 0.5% in 18/19 and for 19/20. Schools Forum were not supportive of Salford submitting a disapplication request for 2018/19 to move higher amount from the Schools Block to the High Needs Block as this would have a detrimental impact on school's budgets.

The pressure on the Early Years block budget is as a result of:-

- Implementation of the National Funding formula in Early Years, which restricts the level of 3 and 4 year old grant allocation which can be retained by the council for central expenditure to 5%.
- Previous budget decisions to switch budget to Early Years DSG

5 Capital

5.1 Introduction

This report advises Children's Scrutiny Panel of recent developments regarding the capital programme.

5.2 Expenditure to Date

Children's Scrutiny Panel is asked to note the following summary of actual expenditure against expected expenditure as at the end of July 2019.

Table 1 – Actual Spend Against Profile

High Level Summary	Current Programme	Expected spend to date	Actual spend to date	Variance
	£m	£m	£m	£m
Basic Need	5.476	0.069	0.069	-
Capital Maintenance	4.546	0.127	0.127	-
SEND	1.000	0.001	0.001	
Social Care Management System	1.000	-	-	
Total	12.022	0.197	0.197	-

5.3 2019/20 Capital Programme Adjustments

Table 2 – Programme

High Level Summary	Original	Current	Variation	Comments
	£m	£m	£m	£m
Basic Need	5.476	5.476	-	
Capital Maintenance	4.546	4.546	-	
SEND	1.000	1.000	-	
Social Care Management System	1.000	1.000	-	
Total	12.022	12.022	-	-

Table 3 – Resources

High Level Summary	Last month	Current	Variation	Comments
	£m	£m	£m	£m
Unsupported borrowing - self financing	-	-	-	
Unsupported borrowing - general support	1.000	1.000	-	
Subtotal - Internal resources	1.000	1.000	-	
Grants	11.022	11.022	-	
Other contributions	-	-	-	
Subtotal - External resources	11.022	11.022	-	
Total resources	12.022	12.022	-	

5.4 Issues/Risks

At this stage of the year there are no issues / risks to report. The capital programme will continue to be closely monitored to identify any budget pressures at an early stage.

6 Recommendations

It is recommended that Children's Scrutiny Panel:-

- Consider the current position and forecast year-end position for the service group's revenue budget and Dedicated Schools Grant budget
- Review the current position regarding the service group's 2019/20 capital programme.
- Request further information as necessary to help to ensure good governance.

School Performance Data (annually - Cathy Starbuck)	
Topics in abeyance	
Children's Dental Health	
A Learning City	
Development of GM agenda and how this affects the CSD	
Reviews	
Accessing Children's and Young People's Mental Health Services	Councillor Edwards

RECOMMENDATIONS TRACKER

Title of Report	Date of submissions and responses	Responsible Lead Member/officer
School Provider Arm Model and its impact on educational attainment	Report submitted to Lead Member for Children's and Young People's Services in March 17 - Feedback due on the 5 recommendations made in June 2017. Once action plan received this is presented by the Chair of the panel (plus invitees) to the City Mayor 2017. Feedback received July 2017 and all recommendations were progressed.	Charlotte Ramsden/Cathy Starbuck
Pupil Premium Monies	Report submitted to Executive Lead Member for Children's Services, Learning and Skills 25 th April 2016. Progress reviewed in December 2016. Feedback received in February 2017 and no further actions required.	Charlotte Ramsden/Cathy Starbuck
Fostering in Salford	Report submitted to Executive Lead member for Children's Services, Learning and Skills Oct 2015 Progress reviewed January 2016 and Regular recruitment updates received (April 17) The next update is scheduled for the meeting on 11.03.20	Charlotte Ramsden/Zoe Fearon/Helen Romaniszyn

Portfolio of the Board:	Membership – 12 Members (10 Lab 2 Con)
<ul style="list-style-type: none"> • Children in Need • Integrated Looked after Children • Early Intervention • Children’s Safeguarding • Integrated Youth Support including Youth Offender Service • Complex Needs Inclusion • Complex Needs SEN • School Provider Arm • Starting Life Well • Transforming Learning • Skills and Work • Primary School Place Planning programmes • Partnerships and Commissioning (including the Children and Young People’s Trust) • To scrutinise the council’s business plan and budget in this functional area. 	<p>Cllr A Brocklehurst (Chair) Cllr L Edwards (Vice Chair) Cllr J Cammell Cllr J Collinson Cllr A Leitner Cllr M McCusker Cllr E Nelson Cllr M Pevitt Cllr N Reynolds Cllr M Wade Cllr Joan Walsh Cllr R Wilson</p> <p>Co-opted Members – Dr Keith Archer Ms Jacqui Morrissey Mrs Judith Elderkin Mr Seamus Martin (office ends 05.09.19) Four vacancies (free churches rep, Jewish Rep, RC Rep; 1 parent gov)</p> <p>Lead member: Councillor John Merry (Exec Support Cllr John Walsh) Key Officers: Charlotte Ramsden, Cathy Starbuck, Zoe Fearon, Deborah Blackburn, Beck Bibby)</p>

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