
A separate report is submitted in the private part of the agenda in respect of this item, as it contains details of financial information required to be kept private in accordance with Schedule 12A of the Local Government Act 1972. The grounds for privacy are that it contains information relating to the financial and business affairs of any particular person (including the authority holding that information). The public interest in maintaining the exemption under Schedule 12A outweighs the public interest in disclosing the information.

Cabinet

10th January 2023

Name of Cabinet Member:

Cabinet Member for Education and Skills – Councillor K Sandhu

Director Approving Submission of the report:

Chief Partnership Officer

Ward(s) affected:

All

Title: Coventry One Strategic Plan and Education Capital Programme

Is this a key decision?

Yes - the proposals will be significant in terms of its effects on communities living or working in an area comprising 2 or more wards or electoral divisions in the area of the City.

Executive Summary:

Under Section 14 of the Education Act 1996, Coventry City Council has a statutory duty to ensure sufficient school places and fair, appropriate access to education. It is the Council's role to plan, commission and organise school places in a way that raises standards, manages supply and demand and creates a diverse infrastructure.

The Coventry One Strategic Plan, first presented to Council on 2nd October 2018, sets out pupil forecasts for special, primary and secondary pupils across education planning areas in response to rising or falling pupil cohorts across the city. It outlines the strategy proposed by the Local Authority and the Coventry Education Partnership to meet the additional places required in secondary provision from 2019 – 2024. Work has also been undertaken to look at the Special School provision and the primary estate in line with falling birth rates and new housing, and actions required as a result of the rising demand for specialist school placements.

It is proposed that this strategy will be a flexible plan, able to adapt to shifting mechanisms of parental preference, unforeseen changes in supply and demand of school places, and future birth rates. To do this, the One Strategic Plan will be monitored and updated annually with presentation to the Education Portfolio Councillor, and Cabinet, alongside a wider process of constant review of School Place Planning. In addition, the procuring of places will take place annually so as not to create an unstable number of school places.

This partnership commitment signifies a statement of intent to collaborate and work in partnership to achieve the best possible outcomes for children and young people in Coventry, ensure the sustainability of Coventry schools, and to enable the City Council to meet its statutory obligations. As part of this process, numerous options have been discussed at both full Coventry Education Partnership meetings, and the Secondary Headteacher Executive. The preferred option presented below has been approved by the Coventry Education Partnership as being the best valid option keeping in line with our statutory requirement as outlined by the DfE to:

- i. Spend capital funding efficiently
- ii. Safeguard the quality of places in the system
- iii. Manage down spare capacity in the estate where it exists.

Capital allocations to meet projected shortfalls in provision are provided by the Education Skills Funding Agency (ESFA) to all Local Authorities based on the data provided in the annual School Capacity return (SCAP). Demand for places minus the supply of places is multiplied by a cost per pupil place to inform the final allocation. This return informs the ESFA of the expected change in pupil numbers over the next few years, the current capacity of schools to meet those numbers and the planned changes to that capacity. The next tranche of funding will be announced in March 2023.

The Council in the report dated 12th and 18th October 2021 respectively approved a capital budget for the delivery of the capital refurbishment works on the Woodlands Site to facilitate the relocation of the existing Woodfield Primary and Secondary schools. Further funding has been identified toward the delivery of this project and this report seeks to approve an increase to the capital budget.

Recommendations:

The Cabinet is recommended to:

1. Authorise the programme of work outlined within the proposed Coventry One Strategic Plan for Primary, Secondary Education and Special Educational Needs (SEN).
2. Delegate authority to the Chief Partnership Officer and the Chief Legal Officer to agree the most appropriate procurement route for the works to be delivered and awarded.
3. Delegate authority to the Chief Partnership Officer and the Chief Legal Officer to undertake all necessary due diligence and to enter into the legal agreement to facilitate the lease for Swanswell to Sidney Stringer Multi Academy Trust (MAT) to allow Sidney Stringer Academy to increase their Published Admission Number (PAN)
4. (Subject to acting within approved budgets), authorise an increase to capital budget for the delivery of the capital refurbishment works on the Woodlands site, to facilitate the relocation and expansion of Woodfield Special School by an additional amount of up to the sum identified in the private element of this report.
5. Approve that the Council capital programme is adjusted to facilitate the Recommendation set out in Recommendation 4 above.

List of Appendices included:

Appendix 1: One Strategic Plan 2021-2026

Background papers:

None

Other useful documents

Coventry One Strategic Plan and Education Capital Programme
Cabinet Report – 18th February 2020

<https://edemocracy.coventry.gov.uk/ieListDocuments.aspx?CId=124&MID=11948#AI30130>

Coventry One Strategic Plan – Phase 2 Secondary School Expansions
Cabinet Report – 13th October 2020

<https://edemocracy.coventry.gov.uk/ieListDocuments.aspx?CId=124&MId=12245&Ver=4>

Woodlands Cabinet Report – 12th October 2021

<https://edemocracy.coventry.gov.uk/documents/s51379/SEND%20Proposal%20for%20the%20Use%20of%20the%20Woodlands%20Site.pdf>

Has it been or will it be considered by Scrutiny?

No

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

No

Title: **Coventry One Strategic Plan and Education Capital Programme**

1. Context (or background)

- 1.1. Under Section 14 of the Education Act 1996, Coventry City Council has a statutory duty to ensure sufficient school places and fair, appropriate access to education. It is the Council's role to plan, commission and organise school places in a way that raises standards, manages supply and demand and creates a diverse infrastructure. Where a school is an Academy or Free School their admissions arrangements are outside of Local Authority control.
- 1.2. The Coventry One Strategic Plan sets out pupil forecasts for primary and secondary across education planning areas in response to rising or falling pupil cohorts across the city. It outlines the strategy proposed by the Local Authority and the Coventry Education Partnership to meet the additional places required in all phases of education (Early Years, Primary, Secondary and Special Education Needs (SEN)) from 2021 – 2026.
- 1.3. The Department for Education (DfE) provides each Local Authority with an annual update on the estimated cost of providing a school place nationally, with a local variation. Officers use these figures to inform their S106 contributions from housing developers. Accordingly, the cost per pupil place as outlined in the appendix has been updated to reflect this change.

1.4. Primary

- 1.4.1. The birth cohort is continuing to reduce, increasing the surplus places across the city, although there are still localised areas of pressure within distinct planning areas of the city. There is a shifting movement of births within Coventry from the North-East of the city, which has a falling birth rate, towards the West of the City where births are starting to stabilise and, in some areas, continuing to increase.¹
- 1.4.2. The birth cohort peaked for entry into Reception in September 2016 and, with the existing housing stock considered, has begun to re-stabilise and in some areas of the city started to decrease. Although future developments within the Local Plan may lead to a future rise in birth rates (is this also migration into the city as more houses) in the specified locations.
- 1.4.3. To utilise the existing school estate efficiently and enable schools to manage budgets more effectively; exploration of expanding the use of enhanced resourced provision (ERP) is being considered, which could lead to a range of ERP bases within the city to reflect the current priority areas of need including Early Years developmental delay, Autistic Spectrum Condition (ASC) and Social and Emotional Mental Health (SEMH).²
- 1.4.4. The current Year 6 is the largest cohort in Coventry Primary mainstream and special schools.

1.5. Secondary

- 1.5.1. From September 2019, additional capacity was added into Secondary schools to mitigate these larger cohorts. As agreed at Coventry Education Partnership meetings with Heads, the plan is to deliver and adopt a model of both permanent and temporary expansions to ensure sufficiency of places, viability for schools, and cost efficiency. Temporary expansions are for a single Year 7 increase, and that increase then moves through the school until the cohort reaches Year 11. Adopting a mixed economy model of permanent and temporary expansions will ensure the safeguarding of the future viability of the school estate, and longer term will allow for a more flexible approach to increasing and reducing capacity.

¹ Appendix 1 – One Strategic plan - page 22.

² Enhanced Resource Provision is a model adopted by the majority of local authorities of providing small classbases (8-10 pupils) with an EHCP specialised teaching within a mainstream school.

- 1.5.2. Phase 1 expansions cover the years (2019-2021) and were presented to Cabinet in October 2018 outlining the planned temporary and permanent increases up to 2021. These building expansions are now complete.
- 1.5.3. Phase 2 was presented in October 2020, and cover increases between 2022 – 2024. All of these expansions are ongoing and due to complete this year and next.
- 1.5.4. Both phase 1 and phase 2 will provide sufficient places up to 2024. The Education Team are liaising with the Secondary Partnership to explore the possibility of a phase 3 of expansions, covering the years 2025 – 2027, which will also be temporary due to a smaller cohort entering secondary in September 2028. Phase 3 may be required to address an increased number of in-year admissions applications from new to city pupils, which is currently being evaluated.

1.6. **Special Education Needs (SEN)**

- 1.6.1. Local Authorities have a statutory duty to ensure, that all learners who have an Education, Health and Care Plan receive the required provision to meet their assessed needs. This means that LAs have to provide a continuum of provision to meet a continuum of need. Whilst Coventry currently has relatively few specialist provisions, delivered in the form of resourced centres/units in mainstream schools, it does have a comprehensive range of special school provision.
- 1.6.2. However, the recent evidenced growth in need and extended retention in post 16 provision, specifically in the areas of learning disability, complex communication (autism spectrum conditions) and social emotional and mental health (SEMH), has placed an unprecedented level of demand on the special school system. This reflects the national position.
- 1.6.3. In September 2022 & 2023 there were 108 places added across the Special School estate and it is expected further expansion will be required, largely within SEMH provision.

1.7 **Relocation and expansion of Woodfield Special School**

- 1.7.1 The recent evidenced growth in need, specifically in the area of complex communication (autism spectrum conditions) and social emotional and mental health (SEMH), has placed a level of demand on the special school system that exceeds supply.
- 1.7.2 School age Education, Health, and Care plans have increased from 2145 in January 2020 to 2344 in January 2021, which is a growth of 9%. Whilst the overall growth across of EHCP (age 0-25 years) is 10%. Between 2017-2022 there has been an overall growth of 50% of EHCP and within school age SEMH this is a growth of 26%.
- 1.7.3 Woodfield Special School is currently in the process of academy conversion and the move to the new site would allow Woodfield School to increase the number of pupils.
- 1.7.4 Work is underway to facilitate the capital refurbishment and this report seeks to ensure that sufficient capital budget is made available to deliver the project.

2. **Options considered and recommended proposal**

2.1. **Primary Schools options and recommended proposal**

- 2.1.1. With a declining birth rate and therefore a corresponding increasing primary school surplus, the Council still has a statutory duty to provide sufficient school places. To aid in a more measured and transparent manner for parents, we have and will continue to examine Published Admission Number (PAN) reductions in a coordinated cycle. This will ensure that not all surplus places are removed in the same academic year, and that information about

the reduction in places is made apparent in admissions booklets. This proposed option will have the minimum impact upon parental preference whilst also ensuring that the majority of schools are able to maintain balanced budgets. It is proposed to ensure sufficient places whilst avoiding oversupply and without exceeding 8% surplus places within a planning area

- 2.1.2. Headteachers have been encouraged to contact the Local Authority to discuss the PAN of the school if they are concerned about the number of surplus places the school is likely to hold. The Council plan to reutilise provision, where possible, to create specialist hubs to both support the changing pupils needs and pressure on school budgets.

2.2. **Secondary School options³ and recommended proposal**

- 2.2.1. Across the Phase 1 and Phase 2 programme's there have been 1,134 additional pupil places added to support the increase in demand for Secondary school places in the City from September 2018 to September 2024.
- 2.2.2. Within phase 2 secondary expansion programme, Sidney Stringer agreed to increase the school PAN to accommodate an additional 90 pupils across 3 academic years. Although the school had limited options available for expansion, the Council planned to relocate Coventry Extended Learning Centre KS4 to one site, which resulted in the Swanswell building becoming vacant and surplus to requirement.
- 2.2.3. In order to accommodate the extra pupils at Sidney Stringer, the Council has refurbished the building to become a STEM centre of Excellence and therefore, a lease has been proposed to respond to the rising pupil numbers and vacant building. This lease is between Coventry City Council and Sidney Stringer Multi Academy Trust.
- 2.2.4. The proposed lease is for 49 years, to allow Sidney Stringer Academy to reorganise their existing provision, on a longer term basis and to allow Coventry City Council to fulfil its statutory duty and provide a high quality establishment to the benefit of Coventry pupils.

2.3. **Special Education Needs Options**

- 2.3.1. Coventry City Council have been allocated funding to create new school places and improve existing facilities for children and young people with SEN and disabilities. This funding totals c£19.5m (Special Provision Fund and High Needs Provision) and has been utilised, and is planned across multiple projects, to create 308 places within Coventry SEN schools.
- 2.3.2. A separate report to Cabinet to address the proposed strategy to meet the demand for Social Emotional Mental Health (SEMH) by expanding and relocating Woodfield Special school was presented in October 2021.
- 2.3.3. The report to Cabinet in 2021 outlined the costs for Woodfield relocation and expansion to Woodlands as the sum identified in the private element of this report, which was funded with a mixture of basic need, land receipts, Special Provision fund. Further information are contained in the private element of this report.
- 2.3.4. Due to the increased costs within the construction industry, because of external factors, the budget for Woodlands has increased to the sum identified in the private element of this report. Due to increases in capital funding received, as outlined in section 2.4, the increased costs and overall project budget can be fully funded within the Education Capital Programme, negating the need to utilise other Council resources.

2.4. **Finance** **One Strategic Plan – Overall Funding Package**

³ Other Options considered – as Appendix 6.

- 2.4.1. The funding for the One Strategic Plan consists of several separate capital funding streams of which the details of these are set out below:
- 2.4.2. Basic need funding is allocated to Local Authorities to meet the demand for pupil places. Allocations have been made up until 2022/23. Future funding for the 2023/24 financial year will be announced March 2022.

Year of Allocation	£
Historic Funding Received	14,665,000
19/20 Allocation	3,913,000
20/21 Allocation	6,237,000
21/22 Allocation	23,733,503.95
22/23 Allocation	13,724,521.70
23/24 Allocation (announced but not yet received)	20,175,916.00
24/25 Allocation (announced but not yet received)	275,551.00
TOTAL FUNDING	82,724,761.65

- 2.4.3. Overall capital resources for One Strategic Plan are set out in the private element of this report.
- 2.4.4. Coventry City Council received an additional funding, details of which are set out in the private element of this report towards SEND provision in March 2022 and some of this funding has been utilised to expand existing SEND special schools. It is proposed the remaining funds will be utilised to facilitate the relocation and expansion of Woodfield Special School and address the building works required as a result of condition issues.

3. Results of consultation undertaken

- 3.1.1. As academies, the schools included in the Secondary recommended option are required to consult for their expansion and inform the Department of Education of this consultation. The Council have consulted with Primary, Secondary, and SEN headteachers via Coventry Education Partnership meetings to co-produce this One Strategic Plan. For Primary, and SEN, depending upon whether the school is maintained or academy, the responsibility for conducting the consultation will either sit with Coventry City Council or with the school.

4. Timetable for implementing this decision

The timescale for the One Strategic Plan is set out in the following table:

Activity	Approximate Timing
Consultation with Primary, Secondary and SEND Headteachers via Coventry Education Partnership meetings	June 2022 – November 2022
Report to Cabinet for adoption of the policy set out in the One Strategic Plan and recommendations	January 2023

5. Comments from the Chief Operating Officer (Section 151 Officer) and the Chief Legal Officer

5.1. Financial implications

Capital resources for the One Strategic Plan are a cumulation of several funding streams, including estimated funding from future year allocations which could still be subject to some change. Project costs are also indicative until the point of awarding contracts and therefore may differ from those currently anticipated.

The overall programme of works may need to be adjusted to ensure spend is not committed above the available resource. This will be managed by the project team and will include progress reports and budgetary control reporting as set out in section 6.2.

5.2. Legal implications

Section 13 of the Education Act 1996 places the Local Authority under a duty to promote high standards and fair access to education. S14 of the Education Act 1996 sets out the Local Authority's duty to secure sufficient schools in their area, and to consider the need to secure provision for children with SEN. This includes a duty to respond to parents' representations about school provision.

The Local Authority has a wide discretion in exercising the s 14 duty but has to follow statutory processes when establishing, closing, or making alterations to a school as set out in the Education and Inspections Act 2006 and School Organisation (Prescribed Alterations to Maintained Schools (England) Regulations 2013. Failure to comply with statutory requirements would leave the Local Authority unable to make the proposed changes and subject to action by the DfE. Reduction to the published admission numbers (PAN) at maintained mainstream schools are not subject to compliance with the School Organisation (Prescribed Alterations to Maintained Schools (England) Regulations 2013, although admission authorities (the Local Authority) in the case of community and voluntary controlled schools, the governing body in the case of voluntary aided and foundations schools, and the academy trust in the case of academy schools, must consult as required by School Admissions Code 2014 (SAC).

The SAC provides that when changes are proposed to admission arrangements, all admission authorities must consult on their admission arrangements (including any supplementary information form) that will apply for admission applications the following school year. Where the admission arrangements have not changed from the previous year there is no requirement to consult, subject to the requirement that admission authorities must consult on their admission arrangements at least once every 7 years, even if there have been no changes during that period. Community and Voluntary Controlled schools have the right to object to the Schools' Adjudicator if the PAN proposed is lower than they would wish.

In relation to the capital refurbishment works on the Woodlands site, to facilitate the relocation and expansion of Woodfield Special School, the nature and value of the works to be procured are such that they are likely to be subject to the Public Contract Regulations 2015 (as amended). Where this is the case a full tendering process will be undertaken which meets the requirements of those Regulations.

The cabinet's attention is also drawn to the Public Sector Equality duty (PSED General Duty) under the Equality Act 2010, which requires public bodies to have regard, when making decisions, to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it. The cabinet is specifically referred to the equalities impact statement at paragraphs 6.4 below, setting out the consideration that has been given to equalities issues which should be considered when approving the recommendations in this report.

6. Other implications

6.1. How will this contribute to the Council Plan (www.coventry.gov.uk/councilplan/)

These proposals will support and synergise with the Council's Policies as set out below:

- Improving Educational Outcomes – by providing additional school places in Good or Outstanding Schools.

- Raising the Profile of Coventry - by providing additional school places in Good or Outstanding schools.
- Creating the Infrastructure – Aiding in Schools to be self-sufficient.
- Rationalising our property portfolio – Enabling schools to reach their potential.
- Creating the infrastructure for the city to grow and thrive – by providing additional school places for Coventry residents to attend

6.2. **How is risk being managed?**

Monitoring is carried out through a number of different processes. This project will be monitored through a project management team and will be subject to careful scrutiny and regular assessment on progress towards identified milestones. Further monitoring will be carried out through progress reports to the Cabinet Member (Education and Skills), Cabinet, and quarterly budgetary control monitoring.

6.3. **What is the impact on the organisation?**

There are no specific impacts on the organisation.

6.4. **Equalities and Consultation Analysis (ECA)**

Children and young people with SEN often experience greater discrimination and have fewer opportunities than children without such difficulties. The proposal aims to ensure that all Coventry children have access to education in accordance with their needs. Any revised accommodation changes and admission arrangements take into account the provisions of the Equality Act 2010 in the context of their possible impact on equal opportunities.

Public authority decision makers are under a duty to have due regard to 1) the need to eliminate discrimination, 2) advance equality of opportunity between people who share a protected characteristic and those who do not 3) foster good relations between persons who share a relevant protected characteristic and people who do not (public sector equality duty - s 149(1) Equality Act 2010). The applicable protected characteristics are disability, gender reassignment; race, religion or belief, sex; sexual orientation, pregnancy or maternity.

Decision makers must be consciously thinking about these three aims as part of their decision-making process with rigour and with an open mind. The duty is to have “due regard”, not to achieve a result but to have due regard to the need to achieve these goals. Consideration being given to the potential adverse impacts and the measures needed to minimise any discriminatory effects.

Each school has been assessed thoroughly in line with the Disability Discrimination Act 2004’ and meet the requirements of the Building Regulations and relevant British Standards including BS 8300 2009. Specific provisions of inclusion for wheelchair users; hard of hearing and visually impaired have been included in the designs. An access statement is provided for each school to act as an on-going live document. It documents the initial building approach and becomes an effective building management tool for the users to ensuring long term accessibility.

6.5. **Implications for (or impact on) climate change and the environment**

Coventry has 117 schools (excluding privately owned). Of these 117 schools, 52% are LA maintained schools and purchase energy from Coventry City Council and therefore, captured within scope 3 of Coventry City Council’s annual GHG emissions report. LA maintained schools account for 9% of Council emissions. Any new school buildings are designed to mitigate the effects of climate change fluctuations and to help reduce surface water run off as a result of flash or extreme weather events, reducing any negative effects on the local community and environmental infrastructure.

All future build and refurbishment programmes will need to report impacts in terms of carbon emissions in relation to the targets for carbon reduction to be achieved and future cost benefit analysis will need to incorporate the environmental and socio economic costs of the impacts of the carbon emissions from the developments on climate change.

In many cases a school operating at reduced capacity does not significantly reduce the energy demand as the buildings still need to be serviced for the lower pupil numbers. Increasing the intensity of usage of the existing school estate would help to improve overall carbon emissions on a per pupil basis.

6.6. Implications for partner organisations?

Planning for additional SEN places will require close partnership working with the PCT, Clinical Commissioning Groups, Coventry and Warwickshire Partnership Trust, Social Care and Private/Voluntary Organisations and will enable multi-agency support and provision for children with SEN to be made.

Report author(s):

Name and job title:

Rachael Sugars, Head of Education Improvement and Standards
Kirston Nelson, Chief Partnerships Officer

Service:

Education and Skills

Tel and email contact:

Tel: 02476977278

Email: Rachael.Sugars@coventry.gov.uk

Enquiries should be directed to the above person.

Contributor/ approver name	Title	Service	Date doc sent out	Date response received or approved
Suzanne Bennett	Governance Services Officer	Law and Governance	02/12/2022	06/12/2022
Helen Williamson	Lead Accountant Capital and Grants Team	Finance	24/11/2022	25/11/2022
Lowell Lewis	SHEQ Manager – Facilities Management	Property Services and Development	02/12/2022	05/12/2022
Jeannette Essex	Head of SEND and Specialist Services	Education and Skills	02/12/2022	05/12/2022
Names of approvers for submission: (Officers and Members)				
Rachael Sugars	Head of Education Improvement and Standards	Education and Skills	02/12/2022	05/12/2022
Christopher Whiteley	Lead Accounting	Finance	02/12/2022	05/12/2022
Oluremi Aremu	Head of Legal and Procurement Services	Law and Governance	02/12/2022	05/12/2022
Kirston Nelson	Chief Partnerships Officer	-	02/12/2022	05/12/2022

Cllr Dr K Sandhu	Cabinet Member for Education and Skills	-	02/12/2022	05/12/2022
------------------	---	---	------------	------------

This report is published on the council's website: www.coventry.gov.uk/councilmeetings