

REPORT FOR: **CABINET**

Date of Meeting:	21 November 2013
Subject:	School Expansion Programme
Key Decision:	Yes
Responsible Officer:	Catherine Doran, Corporate Director of Children and Families
Portfolio Holder:	Councillor Janet Mote, Portfolio Holder for Children and Schools
Exempt:	No
Decision subject to Call-in:	Yes
Enclosures:	Appendix A: Analysis of consultation Responses Appendix B: School Specific Responses Appendix C: Demographic School Roll Projections 2014-2022 Report Appendix D: Secondary School Place Planning Strategy

Section 1 – Summary and Recommendations

This report provides details of the outcomes of the statutory consultations on Phase 2 of the Primary School Expansion Programme agreed by Cabinet in July 2013, and proposes the next stages. In addition, information is provided on other school organisation related matters, including the Demographic Information School Roll Projections 2014-2022 Report and the Secondary School Place Planning Strategy.

Recommendations:

Cabinet is requested to:

1. Note the outcomes of the statutory consultations on proposals for primary school expansions.
2. Agree to the publication of statutory notices to expand permanently the following schools:
 - Aylward Primary School
 - Pinner Wood School
 - Grange Primary School
 - Norbury School
 - Belmont School
 - Priestmead School and Nursery
 - Newton Farm Nursery, Infant and Junior School
 - Kenmore Park Infant and Nursery School
 - Kenmore Park Junior School
 - Whitchurch First School and Nursery
 - Whitchurch Junior School
3. In relation to Cannon Lane Primary School:
 - Agree to extend the consultation period for the Governing Body of Cannon Lane Primary School to respond to the consultation by 4.00 pm on Friday 29 November 2013.
 - Agree to delegate to the Corporate Director of Children and Families, in consultation with Portfolio Holder for Children and Schools, the decision whether to publish statutory proposals to expand permanently Cannon Lane Primary School.
4. In relation to St Anselm's Catholic Primary School and St John Fisher Catholic Primary School, agree to delegate to the Corporate Director of Children and Families the decision whether to make representations on any published statutory proposals and for the Corporate Director to liaise with the schools and the Diocese of Westminster through the statutory process.
5. Note the Demographic Information School Roll Projections 2014-2022 Report.
6. Approve the Secondary School Place Planning Strategy.

Reason: (For recommendation)

To enable the Local Authority to fulfil its statutory duties to provide sufficient school places in it's area.

Section 2 – Report

Introduction

1. The Local Authority has a statutory responsibility to provide sufficient school places for its area. There are several key strands to the delivery of sufficient school places because an increasing pupil population impacts across primary, secondary and special school provision. The focus of this report is on Primary School Expansion Programme proposals and the Secondary School Place Planning Strategy.

In July 2013 Cabinet approved the Special School SEN Placements Planning Framework for bringing forward proposals over the next 3-5 years to increase provision for children and young people with special educational needs.

2. This report provides:
 - Information on the outcomes of the statutory consultations on proposals for primary school expansions.
 - Recommends the schools that should be subject to the publication of statutory expansion proposals.
 - The Demographic Information School Roll Projections 2014-2022 Report with updated projections.
 - The Secondary School Place Planning Strategy for approval.

Options considered

3. Cabinet agreed its School Place Planning Strategy in February 2010 to meet the increasing demand for school places that is primarily birth rate driven. In July 2011, Cabinet agreed on a Primary School Expansion Programme as part of the School Place Planning Strategy. The strategy aims to secure sufficient primary school places through the creation of additional permanent places, supplemented by planned bulge classes and contingency bulge classes, opened if required.
4. Harrow has been opening additional temporary reception classes since 2009, with an increasing trend.
 - 5 additional reception classes were opened in 2009 and in 2010.
 - 8 additional reception classes in 2011.
 - 12 additional reception classes opened in September 2012, a 50% increase above September 2011.
 - 17 additional reception classes have been opened in September 2013 above the 2008 baseline.
 - An additional Year 1 class was also opened in October 2011.
5. In September 2013 the first phase of 8 primary school expansions was implemented. Seven additional permanent reception forms of entry were created in community primary schools, and one in an academy primary school. Nine temporary additional reception classes were also opened.

6. The increased demand for reception places is projected to continue and to peak in 2018/19. In July 2013, Cabinet agreed that Phase 2 of the Primary School Expansion Programme is moved to the statutory process for permanent expansion. It is expected that there will be a need for a third phase of primary school expansions to meet demand for places from 2016 onwards and some initial considerations are also included in the report.
7. There is considerable pressure across the other primary phase year groups arising from in-year applications, most acutely in Year 1 and Year 2. When a local school place is not available, Harrow's Fair Access Protocol is used to allocate a place for a child. As a result of this in-year pressure, many classes in Harrow's schools have more than 30 children. Discussion has been held with school representatives to seek a collective view about approaches to best meet this need.

Statutory consultations

Community Schools

8. Statutory consultations for Phase 2 of the Primary School Expansion Programme were held between 16 September 2013 and 18 October 2013 about proposals to expand the following community schools.
 - Aylward Primary School
 - Pinner Wood School
 - Grange Primary School
 - Norbury School
 - Belmont School
 - Priestmead School and Nursery
 - Newton Farm Nursery, Infant and Junior School
 - Cannon Lane Primary School
 - Kenmore Park Infant and Nursery School
 - Kenmore Park Junior School
 - Whitchurch First School and Nursery
 - Whitchurch Junior School
9. Harrow Council distributed consultation information to a wide range of stakeholders including neighbouring Local Authorities, local MPs, Councillors, Union representatives, Diocesan Bodies, voluntary organisations, and Harrow Youth Parliament. Information was put on the Harrow Council website, together with a facility for online response to the consultations. The Council distributed letters to local residents to inform them of the consultation and to invite them to a consultation meeting at the school. Each school distributed information and response forms to their school communities and parents, and arranged open consultation meetings for parents and residents to enable discussion about the proposals. Officers and architects attended all the consultation meetings to give presentations and answer questions.

Voluntary Aided Schools

10. The Governors of St John Fisher Catholic Primary School and St Anselm's Catholic Primary School have conducted consultation on the proposals to expand their schools by one form of entry to a similar timescale to the Harrow Council consultations. It is for those Governing Bodies to consider the responses to the consultation on proposals to expand their schools by one form of entry and to decide whether or not to publish statutory proposals.
11. In terms of the strategic school place planning, the proposed expansion of these schools contributes to meeting increased demand for catholic school places in areas of overall rising demand. St John Fisher Catholic Primary School and St Anselm's Catholic Primary School were received successful Targeted Basic Need Programme bids and funding was secured for their expansion.
12. If the Governing Bodies of St John Fisher Catholic Primary School and St Anselm's Catholic Primary School, do agree to move forward with the publication of statutory notices, then they would be referred to Cabinet for determination. The Corporate Director Children and Families will liaise with these two voluntary aided schools and the Westminster Diocesan Board about the consultation outcomes and will make representations as may be appropriate to the Governing Bodies to be taken into account when making their decisions about whether to publish statutory proposals.
13. The Governing Body of St Anselm's Catholic Primary School believes that there is sufficient demand for catholic places at St Anselm's that would justify an expansion and have confirmed an 'in principle' agreement. Further discussions are required with the Governing Body, the Westminster Diocesan Board and the Council about this proposal particularly as the cost from the feasibility study is significantly above the TBNP allocation.
14. A verbal up-date on the decision by the Governing Body of St John Fisher Catholic Primary School will be provided to Cabinet at their meeting.

Whitefriars Community School

15. The development of additional primary and secondary school places on the Harrow Teachers' Centre and Whitefriars Community School sites was the subject of a successful bid to the Government's Targeted Basic Need Programme. This was submitted once it was confirmed by the Education Funding Agency that Avanti House would not be located permanently at the Harrow Teachers' Centre site.
16. A consultation on proposals to expand Whitefriars Community School by one form of entry and to extend the age range to include secondary provision from September 2015 was launched on Monday 4 November to Friday 29 November 2013. The outcomes of this consultation will be

reported to Cabinet in December 2013. If it is agreed to take this proposal to statutory notices, then this timeline will be aligned to the other Phase 2 schools proposed for expansion and the funding timescales for the Targeted Basic Need Programme.

Outcomes of the Statutory Consultations

17. The detailed analysis of the consultation responses is presented at Appendix A. School Specific Responses in relation to the 10 community school sites are presented at Appendix B.

Headline Consultation Responses

18. 823 responses were received to the consultations. Respondents included parents/carers, pupils, school staff, governors, residents and organisations. A number of comments were included with the responses given. The full consultation responses and comments are available in Background Papers to this report.

19. Two questions were asked in the consultation. They were:

- “Do you agree with the approach to creating additional school places In Harrow?”
- “Do you agree with the approach to permanently expand **named* school” (Note: the respondent would specify which school proposal their response related to)

Both questions offered the option to respond ‘Yes’, ‘No’, or ‘Not Sure’ to each question. Opportunity was given for comments to be added if the respondent wished to do so.

The following tables provide overall responses to the consultation questions.

Question 1: “Do you agree with the approach to creating additional school places In Harrow?”

20. The overall responses to Question 1 were

Response	Number	Percentage
Yes	507	61.60%
No	211	25.64%
Not Sure	105	12.76%
Total	823	100.00%

Question 2: “Do you agree with the approach to permanently expand **named* school”

21. Respondents were asked to state which school their response related to. The overall responses, including residents, parents etc, to the statutory consultation question by school were:

Numbers	Yes	No	Not Sure	Total
Aylward	29	28	7	64
Belmont	31	14	8	53
Cannon Lane	16	92	10	118
Grange	50	16	5	71
Kenmore Park	43	10	5	58
Newton Farm	43	15	7	65
Norbury	56	12	9	77
Pinner Wood	9	19	6	34
Priestmead	79	19	16	114
St Anselm's	4	43	2	49
St John Fisher	5	42	7	54
Whitchurch	41	17	8	66
	406	327	90	823

Note: The consultation responses for the separate schools on the Kenmore Park and Whitchurch sites have been combined.

The responses for St Anselm's and St John Fisher represent only those received by the Council. The Schools also received responses directly.

22. The responses made to the first consultation question indicate broad agreement with the Council's approach to creating additional school places in Harrow. The comments made by respondents to this question include the following main themes:
- A perception that Harrow is already over populated and over crowded.
 - New schools should be built to meet the increased demand rather than expanding existing schools that are pressed for capacity.
 - Over time there has been too much development in the borough which exceeds the available infrastructure, for example roads, to support the increased population.
 - Traffic congestion and road safety are already significant issues and will be exacerbated by increased pupil numbers in schools.
23. Officer responses to these comments made are as follows:

Harrow's Area Action Plan has been subject to extensive consultation and provides a strategic framework for future sustainable development in the borough. Harrow Council will do all that it can to create new schools, but the reality is that there is very little land available to the Council for this. A new primary school will be established at the Kodak development and the Harrow Teachers' Centre site has been identified for additional secondary school provision in the borough's area planning. The Council will work with proposers of free schools to support appropriate new provision wherever possible. The design work to provide additional teaching space at expanded schools will seek to consolidate existing spaces and to address any issues with the current running of the school as far as possible. The travel and traffic issues

arising from increased numbers of pupils in schools are recognised and are addressed in the section on Traffic and congestion issues below.

24. The responses made to the second consultation question relating to specific school proposals are shown in the table above. There is considerable range in the number of responses received for individual schools. The level of responses is relatively low given the distribution of information to the parents and staff and the local residents around the school. The comments made by respondents to this question are summarised in Appendix B for each school together with officer comment. Formal responses have also been requested from school governing bodies and are summarised also.
25. It is noted that there is reticence and concern in the responses reported for the following four schools, Cannon Lane Primary School, St John Fisher Catholic Primary School, St Anselm's Primary School and Pinner Wood Primary School. The concerns raised will be discussed in more detail with the schools and their communities. An example of this is the extension of the consultation period for the governing body of the newly amalgamated Cannon Lane Primary School to respond formally to the consultation and arranging a further meeting for residents and parents.

Traffic and congestion issues

26. Increased traffic and congestion at the start and end of the school day is a characteristic of many schools. The School Expansion Programme will generate a significant increase in journeys to these sites with a consequent impact on the highway network due to the additional traffic. Particularly, there will be potential for increased congestion and road safety problems due to additional vehicle trips. This was raised as a concern in the consultation responses in relation to each of the schools.
27. The schools proposed for expansion, as is the case at many schools in Harrow, already have a degree of traffic and congestion issues from the current school intake. The increase will exacerbate the problems if no mitigating measures are taken. To minimise the impact of the additional pupils attending the proposed schools for expansion, a cross-council approach is being implemented. This approach brings officers together from Children and Families, Enterprise and Environment and Communications to co-ordinate work.
28. Additional resource is being committed to ensure an appropriate profile to the Phase 2 expansion projects in particular.

This additional resource will ensure:

- Transport Assessments are undertaken at each of the schools proposed for expansion. The assessments will provide an independent view of the proposals by reviewing baseline information about current traffic volumes and current issues and make recommendations about any impact as well as setting out

any actions required. This assessment will take account of the consultation responses already received.

- Appointment of a Transport and Travel Planner Officer for the expansion projects to develop and implement effective travel strategies in conjunction with the schools. This position will also coordinate inputs and actions from other council departments to assist the change process. This is a key role in influencing and engaging with all stakeholders to change attitudes to travel through the review and the development of School Travel Plans in order to minimise the use of private car travel to the school, particularly by parents. This role will also liaise with the Highways, Traffic Management and Enforcement teams to ensure that any necessary engineering work and enforcement action, including Safer Neighbourhood Teams, is provided in line with the travel plans developed. This officer will also be involved in the pre-planning engagement activities and input into the planning applications.
- There will be a communication strategy for the Phase 2 expansion projects to raise the profile of school travel planning. An additional Communications Officer will be engaged to give this work a high profile.

29. The congestion that occurs around schools at the beginning and end of the school day has been a national problem over many years. Caused by the high use of private cars as the dominant travel choice by parents, it is currently an issue across most schools in the borough. The Council's policies on addressing the proliferation of vehicular traffic and congestion are set out in the Council's Transport Local Implementation Plan (LIP). The current LIP was adopted in July 2011 in order to take account of the current London Mayor's Transport strategy.

30. The policies in the LIP align with current regional and national policies to encourage modal shift and discourage private car use. The strategy recognises that the capacity of the network cannot keep pace with the increasing levels of public car ownership and usage and, that the use of other transport modes is the only viable alternative. Therefore schools in the borough are encouraged to create a travel plan document. The document identifies travel behaviour and barriers that prevent sustainable travel modes. A package of measures is then created to mitigate these barriers and can include a wide range of different aspects as follows:

- Sustainable transport promotions / communications, providing best practice guidance from other schools.
- Interactive workshops and theatre group shows / presentations with pupils, parents and teachers.
- Road safety education and advice.
- Cycle / Scooter training.
- Organising walking buses, park and stride, walking reward schemes.
- Provision of user friendly or tailored travel maps and public transport information.

- Highway engineering improvements such as for example, crossing points or provision of cycle storage facilities.
 - Enforcement action against traffic / parking offences.
 - Self monitoring of travel plan performance and identifying improvements.
31. There are on-going discussions, yet to be concluded, between Transport for London, London Councils and the London Boroughs about the impact of potential LIP funding reductions in future years. It is not expected that the policies will be affected but in the event that there is a budget reduction the Council will need to adjust its programme of works accordingly.
 32. Given the Council's transport policies, it is unlikely measures that facilitate driving would be included in the development of the schools. For example; drop off zones or car parks. These types of facilities would only exacerbate the existing problems.
 33. The travel plans for the proposed schools for expansion will be amended as part of the School Expansion Programme. The success of the travel plan is largely dependent on the level of engagement and ownership by the school and their parents. It will be extremely important for officers to engage proactively with Headteachers and their school community to encourage positive changes in travel choices.
 34. As well as encouraging changes in transport behaviour, it will also be necessary to regulate the highway environment to discourage obstructive and inconsiderate parking. It is inevitable that a proportion of parents will drive to school and restrict traffic flow at or near the school frontage. Each site will be reviewed to see where parking restrictions are required to limit the worst effects. Parking restrictions will need to be supported by an appropriate level of enforcement. It must be noted that as a standalone measure this would not be effective and can only work as a part of a package of measures identified in the travel plan.

Next steps

Statutory proposals

35. Statutory proposals will be published in relation to those schools that Cabinet decides should be taken to the next stage in the statutory processes. Statutory proposals will be published for a four week representation period from Thursday 9 January 2014 to Thursday 6 February 2014.

Decision making

36. A further report will be presented to Cabinet in March 2014 to determine the statutory proposals. Cabinet will have the following options when considering the statutory proposals:

- a. Reject the proposals.
- b. Approve the proposals.
- c. Approve the proposals with modification e.g. in relation to the implementation date.
- d. Approve the proposals subject to meeting a separate condition.

Preparatory school expansion work

37. During the publication of the statutory proposals, officers will continue to work with the schools to plan for the potential expansion and addressing points or issues raised in the consultation. Officers will provide support to the Headteachers and Governors as required to consider school organisation and management issues.
38. Capital building works will be needed at the schools proposed for expansion to be able to accommodate the additional children. Feasibility studies for these works following consultation with the schools is largely complete and the aim is to start design works for each project in November. The urgency of the design work followed by planning applications and construction for these schemes is twofold. Firstly the need for necessary accommodation to be delivered in time for when the schools begin to take additional classes. Secondly due to grant conditions that mean much of the grant for these projects needs to be fully spent by September 2015.
39. Therefore, initial design and planning work (and in some cases planning applications) will be completed at each school in parallel to the statutory processes. This will be at a level of financial risk to the Council, as it is prior to the final decisions Cabinet will make in March. This risk is considered to be low because the views expressed during the statutory consultation processes in relation to the proposals will be taken into account. The risk will also be mitigated by on-going discussions where the cost is high or there is uncertainty about the level of support for the expansion before developing the designs further. Pre-Planning community engagement activity will also be undertaken prior to the submission of any planning applications.

Reviewing Phase 2

40. Depending on the outcomes of the Portfolio Holder decision for Cannon Lane Primary School, the response from the Governing Body of St John Fisher Catholic Primary School and further discussions regarding St Anselm's Catholic Primary School, officers may need to approach other schools to expand as alternatives in Phase 2 if these expansions are not continued. Where the schools were the subject of a successful Targeted Basic Need Programme bid, the same criteria of popularity, high performance and in an area of demand will be applied to identify other schools. However, it is unlikely that funding can be transferred to another school project as the bids were school specific.

Demographic School Roll Projections 2014-2022 Report

41. The Council commissions the Greater London Authority (GLA) to provide projections. Officers review the projections and adjust as necessary to ensure that the projections reflect the experience of schools and the Admissions Service.
42. Attached at Appendix C is the Demographic Information School Roll Projections 2014 – 2022 Report. The report highlights the changing profile of Harrow's population, includes commentary on the methodology adopted by the GLA, and presents the latest primary and secondary school roll projections data for Harrow.

Primary School Pupil Projections and School Expansion Programme Phase 3

43. The updated 2013 primary school projections indicate the same trend in the increased demand for reception places, with demand slightly higher than previously forecast and peaking in 2018/19. The high level of demand is then predicted to continue with a slight and gradual reduction thereafter.
44. The projections indicate that a third phase of primary school expansions will be needed to meet the increased demand from 2016 onwards.
45. The final number of permanent classes will be informed by:
 - The decision making process for the proposed Phase 2.
 - The permanent location of Avanti House.
 - Any free school bids that are successful within Harrow.
46. If all the Phase 2 proposed school expansions are implemented there will be an additional 12 reception classes in Harrow. This will provide 360 additional reception places from September 2015. This would also increase the permanent baseline of reception places to 3,150.
47. The baseline could be increased further by 3 forms of entry or 90 places if the Whitefriars Community School proposal is agreed and the Avanti House Primary School places are located permanently in Harrow. A new three forms of entry primary school is identified within the Kodak site development. Together, this would increase the baseline by 18 reception classes against the projected shortfall of 22 reception classes in September 2018.
48. If some or all of the Phase 2 proposed school expansions are not agreed then officers will need to bring forward alternative proposals and the Council may need to borrow the funding for these proposals. There are a reducing number of options to identify schools for expansion, and other schools are likely to be more expensive to deliver. In addition, the schools that have been identified for funding through the government's Targeted Basic Need Programme and the Priority Schools Building Programme have met the government's criteria to enter the programmes and this funding is not transferable to

other schools. Officers will continue to work with schools to develop alternative proposals which might include further bulge classes, or free school proposals where sites are available, to secure sufficient high quality school places for Harrow's families.

49. Officers are developing contingency plans for Phase 2 should any of the schools not proceed to permanent expansion. The development of Phase 3 will be on-going.

Secondary School Pupil Projections

50. The Demographic School Roll Projections Report also includes the projections for secondary pupils. The overall number of pupils in secondary schools has been declining since 2005 as has the number of Year 7 pupils. The Year 7 decline has created a high level of vacancies concentrated in a small number of schools which has led one school to review and reduce its planned admission number.
51. However, this position will change. Harrow started opening additional reception classes in September 2009 and this increase in primary pupil numbers will impact on the secondary schools from September 2016 when there is an increase of 120 pupils. The projections then continue to increase by 640 from 2,301 in September 2016 to 2,828 in September 2021. The projections assume that there will continue to be approximately 85% of in-borough Year 6 students transferring to Year 7 places in Harrow secondary schools.
52. As the cohorts of additional pupils in primary schools move through to secondary age there will be a projected shortfall of places from September 2016.

Secondary School Place Planning Strategy

53. The Secondary School Place Planning Strategy details the projections and the shortfall of places. It outlines how it is proposed to increase capacity within the secondary sector by September 2015 for the demand expected by September 2018. The Secondary School Place Planning Strategy is provided at Appendix D.
54. The aim of the Secondary School Place Planning Strategy is to ensure that there are sufficient secondary school places in Harrow. The Strategy brings together the strategic planning of the Local Authority and individual school development planning. It will inform how opportunities provided by the Government to create school places will contribute to the provision in Harrow. These are currently the Free School Programme and other specific funding programmes, for example the Targeted Basic Need Programme.
55. In Harrow there are ten high schools making provision for pupils aged 11 to 18. Eight schools are academy schools, one is a voluntary aided school and one is a community school. There are two special high schools for pupils with severe and complex needs and moderate

learning difficulties making provision for pupils from 11 to 19. Currently there is one all-through free school temporarily located in Harrow that makes provision for pupils aged 4 to 18 including up to 180 Year 7 places. The Jubilee Academy, an alternative provision free school, opened in September 2013.

56. In September 2014 there will be 2,150 permanent Year 7 places. If the projections are compared to the number of permanent places there will be a shortfall of five Year 7 classes in September 2016. This will increase to 23 Year 7 classes in September 2021. The actual number of Year 7 places required is partly dependent on the permanent location of Avanti House School and other places available in existing and new schools in the local area.
57. There are a number of options to increase secondary school capacity, including:
- Expand existing high schools.
 - Bring forward proposals for new free schools.
 - Expand and extend the age range of primary schools.
58. The statutory process to make these changes will depend on the legal status of the school e.g. community, voluntary aided or academy school. There is limited potential to expand the existing high schools in Harrow. The sites have been developed considerably in recent years to provide additional accommodation for Sixth Forms and Year 7 pupils following the change in the age of transfer. Therefore Harrow's Secondary School Place Planning Strategy will need to draw on all these options to increase capacity.
59. The Secondary School Place Planning Strategy outlines a Phase 1 that comprises three strands to increase the capacity in the secondary sector required by September 2018. Together these projects would deliver 12 permanent forms of entry by September 2015 in line with the current known funding timescales.

The strands are summarised as follows:

Strand	School	Year	Additional Year 7 Forms (places)
Strand 1	Expansion of Bentley Wood High School	September 2014 (included in the 2,150 places from Sept 2014)	1 (30)
Strand 2	Harrow Teachers' Centre and Whitefriars Community School secondary	September 2015 (if approved)	5 (150)

	provision		
Strand 3	Free School Bid	By Sept 2015 at the earliest (subject to approval by DfE and identification of site)	6 (180)

Financial implications

Revenue

60. Any school expansion programme will inevitably have significant financial implications. All schools proposed for expansion have raised concerns about available funding and clarity about funding is essential to maintain their commitment to the School Expansion Programme. School revenue budgets are funded from the Dedicated Schools Grant (DSG). As the Department for Education (DfE) allocates DSG based on pupil numbers, any increase in pupil numbers results in additional revenue funding for the expanding school. The revenue funding is allocated to schools based on the Harrow Schools' Funding Formula. School budgets are based on pupil numbers in the October prior to the start of the financial year, so there is always a funding lag when schools increase their pupil numbers. To ensure that schools who agree to an additional class are not financially penalised, the Harrow School Funding Formula provides 'Additional Class Funding' for the period from September to the end of March. Following which the mainstream funding formula will take effect. This ensures that schools have adequate funding for at least the average costs of a teacher.

Capital

61. It is currently estimated that the cost of permanently expanding the 12 schools in the consultation is £25m. This does not include costs for two of the schools (Priestmead and Aylward) which will be delivered by the Education Funding Agency (EFA) as part of the Government's Priority School Building Programme (PSBP) to improve the schools in the worst condition across the country.
62. These costs were considered as part of setting the Capital Programme for this financial year (13/14). In October 2013, Cabinet agreed an increase to the Capital Programme for 13/14 due to additional funds being allocated by the EFA in this financial year. Bids have been submitted via the Capital Strategy capital bid process for the remainder of the programme which will come to Cabinet for approval in due course. Based on current estimates for the cost of the projects and some basic assumptions about further yearly allocations from the EFA, it is expected that it is able to deliver the programme with EFA capital grants, without the need for council capital funding.
63. The breakdown of the indicative costs for each school and the funding is detailed in the table below:

School	13/14 £,000	14/15 £,000	15/16 £,000	16/17 £,000	17/18 £,000	Totals (initial cost estimates) £,000
Norbury	350	1,250	700	0	0	2,300
Belmont	300	1,100	610	0	0	2,010
Pinner Wood	150	550	300	0	0	1,000
Grange	190	690	370	0	0	1,250
Aylward		PSBP	PSBP	PSBP		0
St Anselm's	770	2,800	1,530	0	0	5,100
St John Fisher	350	1,350	700	0	0	2,400
Newton Farm	320	1,180	650	0	0	2,150
Cannon Lane	450	1,750	930	0	0	3,130
Priestmead		PSBP	PSBP	PSBP		0
Kenmore Park Infant and Junior Schools	500	1,950	1,050			3,500
Whitchurch First and Junior Schools	300	1,100	610	0	0	2,010
TOTALS	3,680	13,720	7,450	0	0	24,850

64. There is considerable range in the cost to achieve permanent expansion which reflects the individual nature of the schools and their sites. Some sites, due to capacity and stock condition, require minimal capital investment; others such as St Anselm's would require significant rebuild to address capacity and condition.
65. At this stage the figures are indicative and provided for illustrative purposes. They will be refined and modified as the expansion projects are developed. Detailed feasibility stage cost plans are currently underway. If there are major site anomalies or key planning issues then these costs could increase. There will be close monitoring of the affordability of the School Expansion Programme through the Programme Management Board.
66. The Council has a small capital fund available for those schools that have a bulge class in September 2014. Schools will be invited to bid for this funding for essential works to accommodate bulge classes.
67. Phase 1 of the proposed Secondary School Place Planning Strategy includes three strands to increase capacity. These three strands would be funded by the Government. The Bentley Wood High School and the Harrow Teachers' Centre/Whitefriars Community School proposals were the subject of successful bids to the Government's Targeted Basic Need Programme. The Harrow Teachers' Centre/Whitefriars Community School proposal is an extensive development and the feasibility study is being developed. The cost will be reported to Cabinet at their meeting in December with the outcomes of the consultation on the proposals to expand and extend Whitefriars Community School.
68. A successful free school bid would be funded directly by the Government. Any bid is expected to identify a suitable building or site for the new school. The Education Funding Agency will support potential free school providers to locate appropriate sites, which will

normally be existing buildings that can be refurbished or remodelled to provide a school.

Other funding opportunities

69. Harrow has benefitted from considerable success in the outcome of bids put forward by officers for both the Priority School Building Programme and the Targeted Basic Need Programme which will largely fund and deliver the schools programme.
70. Yearly allocations are expected to continue and officers have worked to ensure Harrow achieves its fair allocation each year with substantial increases announced in March 2013 compared with previous years.
71. Wherever possible officers will seek to maximise the benefits to Harrow from government policies and new housing development. For example, the contribution of Free Schools to school provision, and developer contributions to mitigate the impact of new housing developments within Harrow.

Legal implications

72. Under s.14 of the Education Act 1996, a local authority shall secure that sufficient schools for providing primary and secondary education are available in their area. Sufficient means sufficient in number, character and equipment to provide for all pupils the opportunity of appropriate education.
73. In meeting this duty, a local authority must do so with a view to securing diversity in the provision of schools and increasing opportunities for parental choice.
74. State funded schools are split into schools maintained by the Local Authority and those directly funded by Central Government. The former are split into a number of categories and in Harrow, into community and voluntary aided schools. The latter encompass academies and free schools (which are academies which did not convert from a maintained school).
75. For maintained schools, there are prescribed requirements in order to make specific alterations. This includes expanding existing schools to add additional form groups. The requirements are set out in the Education and Inspections Act 2006 and associated regulations.
76. Academies do not have to follow the same requirements in order to expand, but are expected to seek the approval of the Secretary of State.
77. Section 6A of the Education and Inspections Act 2006 requires that local authorities seek proposals for the establishment of an academy if they think that a new school is required in their area. There are only

limited circumstances when a local authority will be able to publish proposals to establish a new maintained school.

78. In order to publish proposals to expand maintained schools, local authorities (and governing bodies in relation to voluntary aided schools) are required to consult stakeholders. Prior to deciding to publish proposals, the Council must consciously take account of the consultation results. If the results show that a number of stakeholders are against the proposal, the Council should consider these views, any mitigating steps which can be taken to address these views and other relevant information. In this case, relevant information will include financial information, views of other stakeholders, other viable alternatives and the requirement for school places to meet the Council's statutory duty.
79. The Council must ensure it meets its public law duties when making decisions, including meeting its public sector equality duty. It must consider all relevant information, disregard irrelevant information, act in accordance with the statutory requirements and make its decision in a fair and transparent manner.

Equalities implications

80. Section 149 of the Equality Act 2010 requires that public bodies, in exercising their functions, have due regard to the need to (1) eliminate discrimination, harassment, victimisation and other unlawful conduct under the Act, (2) advance equality of opportunity and (3) foster good relations between persons who share a protected characteristic and persons who do not share it.
81. Equalities Impact Assessment has been undertaken on Phase 2 of the Primary School Expansion Programme. The conclusion of this assessment is that the implications are either positive or neutral.
82. Harrow's schools are successful, inclusive and provide a diversity of provision. The school expansion programme will ensure sufficient school places for the increasing numbers of children in Harrow and will build on the successful provision that already exists in Harrow's schools.

Performance Issues

83. Schools in Harrow perform well in comparison to national and statistically similar local authorities. The vast majority of primary schools and secondary schools are judged 'good' or 'outstanding' by OfSTED. 92% of Harrow's primary and secondary schools are judged 'good' or 'outstanding', compared to 85% in London and 78% nationally.
84. The table below includes the 2012 Key Stage 2 results of the schools proposed for permanent expansion. The table compares the schools' performance in English and Maths at Level 4+, English Expected

Progress and Maths Expected Progress results to the Harrow and national averages.

2012 Key Stage 2	English & Maths L4+	English Expected Progress	Maths Expected Progress
Aylward Primary	58%	89%	65%
Belmont School	81%	100%	93%
Cannon Lane Junior	87%	91%	85%
Grange Primary	62%	90%	86%
Kenmore Park Junior	84%	79%	94%
Newton Farm Primary	100%	100%	100%
Norbury Primary	76%	94%	83%
Pinner Wood	89%	97%	95%
Priestmead Primary	83%	93%	89%
Whitchurch Junior	97%	99%	99%
Harrow	83%	91%	90%
National	79%	89%	87%

Source: DfE Performance Tables

85. The Schools White Paper and Education Act 2011 maintain a focus on driving up standards in schools, and place more of the responsibility with the schools directly for their improvement. The role of the Local Authority in measuring performance and driving improvement has changed significantly and is reduced from its previous level. However, the Local Authority maintains a strategic oversight and enabling role in local education, and is likely to retain some role in monitoring educational achievement and key measures such as exclusions and absence. The Local Authority is also statutorily responsible for supporting and improving underperforming schools.

86. The Local Authority continues to monitor key education indicators. The indicators are used locally to monitor, improve and support education at both school and local authority level. They are also used within information provided to the DfE.

87. The indicators fall within the following areas:

- Attendance and exclusions - remain a statutory duty for the Local Authority to monitor and improve.
- Underperforming schools – schools are assessed at Key Stage 2 & Key Stage 4 against defined floor standards.
- Narrowing the Gap - is a fundamental part of Ofsted's school inspection process, and accordingly, the Local Authority monitors the attainment of identified groups of pupils in its schools. The table below includes the gap at key stage 2 between pupils eligible for free school meals and their peers and the gap between Harrow's SEN children and their peers – children with a SEN provision includes School Action, School Action Plus or a Statement.

2012 Key Stage 2 - Narrowing the Gap	Harrow	National
Achievement gap between pupils eligible for free school meals and their peers, based on pupils achieving level 4 or above in both English and mathematics at Key Stage 2.	16%	17%
Achievement gap between pupils with special educational needs and their peers, based on pupils achieving level 4 or above in both English and mathematics at Key Stage 2.	44%	49%

88. There is a complex interrelationship between a number of other performance issues such as traffic congestion, road safety, traffic and parking enforcement and travel plan performance, as referred to earlier in the report, and all these considerations are taken into account in assessing school expansion proposals

Environmental Impact

89. The Council's over-arching climate change strategy sets a target to reduce carbon emissions by 4% a year. Schools account for 50% of the council's total carbon emissions (62% of emissions under the Carbon Reduction Commitment scheme – [CRC]). Reducing emissions from schools is therefore a vital component in meeting the council's target. Phase 2 of the School Expansion Programme will have an impact on carbon emissions that will need to be carefully considered in this context.
90. The RE:FIT Schools Programme will be available to retrofit existing school buildings to improve their energy efficiency. For these new-build schools, the design standards will need to ensure that they meet high energy use efficiency standards.
91. For those schools that are proposed for expansion, planning applications will be required and part of the application will be a school travel plan. Through this process and the development of the solutions for the schools, the impact of the additional pupils and their travel modes will be addressed.

Risk Management Implications

92. The directorate and corporate risk management implications for the Council arising from school place planning are included on the directorate and corporate risk registers. A Programme Risk Register is also being formulated and this will be reviewed by the School Expansion Programme Board.
93. The key high level risks for this programme are set out below:

High Level Risks	Consequences	Mitigating/Control Actions
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Planning	Planning permission not granted creating delays to programme.	<p>Informal discussions with Planners during feasibility regarding planning polices.</p> <p>Planning Performance Agreement to be agreed.</p> <p>Community engagement through the Education Statutory Consultation and the pre-planning engagement activities. School community and local residents invited to meetings and provided with information about local proposals.</p> <p>Traffic Assessments being commissioned to inform School Travel Plans and highways mitigation measures.</p>
Finance	Unaffordable Programme / individual projects and additional costs to Council.	<p>Capital Strategy developed to bring together the Government's school funding streams: Basic Need, Capital Maintenance, Targeted Basic Need Programme; and building programmes e.g. Priority School Building Programme.</p> <p>School expansion feasibility designs aligned to the DfE guidance on spaces and areas for schools.</p> <p>Indicative costs calculated from feasibility studies to inform programme budget.</p> <p>Exploring how the Government's Free-School Programme for new schools (programme funded directly from government) may be supported in Harrow.</p> <p>Robust financial and programme monitoring through the Programme Board, Capital Forum and Cabinet reports.</p>
Programme delivery	Delays to programme – school places not available, additional costs.	<p>Capital Team established with appropriate skills, experience and expertise in major construction projects to deliver programme.</p> <p>Programme Board established with Corporate Director and senior officer membership.</p>
Pupil Projections	Over or under estimate of pupil growth leading to a mismatch of	GLA commissioned to provide school roll projections. Review of projections against admissions, applications, In-Year movement of pupils. Close working with

	provision – shortage of places or over provision of places leading to high levels of vacancies.	schools. The permanent expansions are planned to achieve a sustainable level of school places to meet the growth as indicated by the pupil projections. The additional permanent places are created as the demand grows over the years. The peak and variations in demand for school places will be met by continued use of temporary additional places. This approach will minimise the risk of having to remove permanent capacity in the years following the peak in demand.
Communication	Lack of understanding of need and proposals leading to delays and complaints.	Communication strategy will be developed for overall programme and individual projects. Programme communications officer to develop and co-ordinate communications.

Corporate Priorities

94. This report incorporates the administration’s priority to deliver a cleaner, safer and fairer Harrow by:
- Ensuring it fulfils its statutory duties to provide sufficient school places in its area.
 - Providing high quality local educational provision in schools for children close to where they live.

Section 3 - Statutory Officer Clearance

Name: Jo Frost	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 25 October 2013		
Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 29 October 2013		

Section 4 – Performance Officer Clearance

Name:	Martin Randall	<input checked="" type="checkbox"/>	on behalf of the Divisional Director Strategic Commissioning
Date:	28 October 2013		

Section 5 – Environmental Impact Officer Clearance

Name:	Andrew Baker	<input checked="" type="checkbox"/>	on behalf of the Corporate Director (Environment & Enterprise)
Date:	28 October 2013		

Section 6 - Contact Details and Background Papers

Contact: Johanna Morgan, Education Professional Lead, Education Strategy and School Organisation, 020 8736 6841.

Background Papers:

- Primary School Expansion Programme report to Cabinet 18 July 2013. Item 672 <http://www2.harrow.gov.uk/ieListDocuments.aspx?CId=249&MId=61430>
- Phase 2 Primary School Expansion Programme statutory consultation documents http://www.harrow.gov.uk/info/200086/nursery_school_and_college/1000/school_expansion_programme
- Equality Impact Assessment on Phase 2 of the primary school expansion programme
- Full Consultation Responses (Contact 020 8420 9270 to view the consultation responses)

Call-In Waived by the Chairman of Overview and Scrutiny Committee	NOT APPLICABLE <i>[Call-in applies]</i>
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