

REPORT FOR: **CABINET**

Date of Meeting:	17 July 2014
Subject:	School Expansion Programme
Key Decision:	Yes
Responsible Officer:	Chris Spencer, Interim Corporate Director of Children and Families
Portfolio Holder:	Councillor Simon Brown, Portfolio Holder Children, Schools and Young People
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All
Enclosures:	Appendix A: Expansion School Funding Source and Delivery Appendix B: School Roll Projections 2015-2023 Report Appendix C: Indicative Capital Costs

Section 1 – Summary and Recommendations

This report provides a quarterly update to Cabinet on the implementation of the school expansion programme and related matters. The updated school roll projections are provided.

Recommendations:
Cabinet is requested to:

1. Note this update on the implementation of the school expansion programme.
2. Agree to the publication of statutory proposals to expand permanently a third phase of primary schools.
3. Agree to delegate to the interim Corporate Director of Children and Families, in consultation with the Portfolio Holder for Children, Schools and Young People, the decision about:
 - a. the final list of schools that should be moved to the statutory process for permanent expansion.
 - b. submitting expressions of interest for any maintained schools for inclusion in the Priority School Building Programme 2, as well as any academy that wishes to be included in the local authority's submission.
4. Agree the variation to the PFI contract to enable the building expansion at Kingsley, Woodlands and Camrose schools and the increased unitary payment to the PFI provider.

Reason: (For recommendation)

To enable the Local Authority to fulfil its statutory duties to provide sufficient school places in its area and vary the PFI contract to enable the physical expansion of the school buildings at Kingsley, Woodlands and Camrose schools.

Section 2 – Report

Introduction

1. The Local Authority has a statutory responsibility to provide sufficient school places for its area. Like many boroughs, Harrow is experiencing significant growth in the pupil population. 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.
2. This is the third quarterly report to Cabinet on the School Expansion Programme covering primary, secondary and special school places. It outlines the progress to date on the planned programme implementation.

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. 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.
5. In November 2013, Cabinet approved the Secondary School Place Planning Strategy which outlines the proposed approach to increase capacity within the secondary sector by September 2015 for the demand expected by September 2018.
6. Statutory proposals to expand 15 schools on 13 sites in Phase 2 of the Primary School Expansion Programme in 2014 and 2015 were agreed by Cabinet at its meetings in March and April 2014.
7. The combined increase of places across Phase 1 and Phase 2 is 23 additional forms of entry in primary schools from the 2008 baseline. This report requests that Cabinet agrees to the publication of statutory proposals to expand permanently a third phase of primary schools.

School Expansion implementation

Primary Phase 1

8. Phase 1 of the Primary School Expansion Programme was implemented in September 2013 with the creation of 8 additional permanent Reception forms of entry at expanded schools. Nine temporary additional Reception classes were also opened.

Primary Phase 2

9. Five additional permanent Reception forms of entry will be opened in September 2014 and a further eight in September 2015. To help meet the demand for additional school places, each school is opening a temporary 'bulge' Reception class the year before the permanent expansion.
10. A building programme is underway to create the spaces and facilities required by September 2015. The Council's framework partner Keepmoat is the constructor for the majority of the projects and the Children's Capital Team has been expanded to manage the projects.

Special Educational Need

11. In accordance with the Special School SEN Placements Planning Framework, three special schools have been approved for expansion, and three mainstream schools will open additional places for children

with special educational needs. These construction projects will be delivered by September 2015 in accordance with the Targeted Basic Need Programme funding conditions.

12. Following successful application to the Demographic Growth Capital Fund, Harrow College will be opening additional places for LLDD learners aged 16-25 years.
13. In view of the projections and in light of the Government's Special Educational Needs and Disability reform agenda, consideration is being given to the next phase of expansion of special educational needs provision especially for Severe Learning Difficulty.

Secondary Phase

14. The position for high school places is currently very different to that of primary schools. If there was no extra provision in Harrow for Year 7, demand would exceed supply in 2016 as the increased numbers in the primary sector progress through into the secondary sector. The Council's Secondary School Place Planning Strategy identified three strands to increase the number of secondary school places up to September 2018 within the timescales of known Government funding. The three strands are:
 - An additional form of entry at Bentley Wood School from September 2015, funded by the Government's Targeted Basic Need Programme;
 - Age range extension of Whitefriars Community School from September 2015, funded by the Government's Targeted Basic Need Programme, and providing up to five forms of entry at Year 7;
 - A new free school subject to the decision of the Secretary of State and delivered by the Education Funding Agency (EFA) providing up to six forms of entry at Year 7.
15. The Education Funding Agency (EFA) has identified the Whitchurch Playing Fields as its preferred permanent location for the secondary phase of Avanti House free school and is undertaking a feasibility study. This would provide an additional 180 Year 7 places per year and would contribute to the overall increase in school places required to meet future demand.
16. It is recognised that the permanent location of Avanti House free school in Harrow will bring additional capacity sooner. However, there will be the basic need for more secondary places beyond 2018 and the additional capacity will be needed.

Delivery of School Expansion Capital Programme

17. Building works are required to create the spaces and facilities for the additional children at these expanded schools. The buildings at Stanburn and Glebe in Phase 1 are constructed and works at other schools are in progress. Phase 2 projects are in the design and planning stage with a view to the construction programme starting in the summer. The Council's School Capital Team is delivering the programme with Keepmoat the Council's Framework Partner. The Education Funding Agency (EFA) delivers the government's Priority

School Building Programme. The table at Appendix A summarises the funding source and the programme delivery.

Demographic School Roll Projections

18. The Local Authority commissions the GLA to produce school roll projections for the borough and its school planning areas. These projections take account of birth rates, incoming population and local development. The projections are further scrutinised by the authority and adjusted based on local information about applications, in-year growth in pupil numbers, mobility of pupils and levels of demand for other services.
19. Attached at Appendix B is the Demographic Information School Roll Projections 2015 – 2023 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.
20. The updated 2014 primary school projections confirm the continuing trend in the increased demand for reception places, with demand slightly higher than previously forecast. The demand for reception places no longer peaks in 2018/19 as previously forecast and the projections continue to rise until at least 2025/26.
21. The projections for 2014 onwards continue to show increases in 'rising 5s' each year, as a result of increasing births in the borough. This results in more pupils entering and moving through school years. In addition, the projections show the impact of net migration into the borough, with increased numbers of children across school years. The retention rate of Harrow births into school reception entry has risen and is projected to rise further. The growth in child population is also being experienced in surrounding boroughs, which is likely to have an impact on Harrow's schools.
22. All evidence suggests that more school places are needed across the borough, with the most immediate impact continuing to be at the primary level. This situation is confirmed by data from other services. For example GP registrations of younger children are increasing significantly and social care is experiencing unprecedented levels of demand with highest level of child protection cases in recent years. The population density in Harrow has increased compared to 2001 and the number of households has increased as has the average household size. The projections confirm the need for a third phase of primary school expansions and a likely need for further phases of primary expansions beyond that. There will be increased demand at secondary level and for special educational need and Cabinet has previously agreed its approaches to increasing provision (see sections above).

Development of Primary Phase 3

23. The Primary School Expansion Programme is being implemented in phases as the demand grows over the years. The scale of the expansion programme is very significant and by Phase 2 involves over

half the infant phase primary schools in Harrow. The cumulative impact of the additional permanent Reception forms of entry in 2015, above the baseline of permanent places in 2008, will be 23 forms of entry (690 Reception places).

24. Reports in January and March 2014 notified Cabinet that planning will be developed for a third phase of expansions to meet the increased demand from 2016. The extent of the third phase of expansions will be informed by factors that include:
- whether all the Phase 2 expansion proposals are successfully implemented;
 - the outcome of free school applications that may create new schools in the borough and when they will open, and;
 - the actual and predicted levels of demand for additional school places.

Phase 2 implementation

25. All the Phase 2 statutory expansion proposals have been approved. Planning applications have been submitted and these are in the statutory processes for approval by the Planning Committee. Twelve planning applications have been approved and five more are being considered by the Planning Committee during July and September.

Free school applications

26. The Education Funding Agency has identified its preferred permanent location for Avanti House free school on Harrow, and the additional places at this school are factored into the permanent places baseline from 2014/15. A number of free school applications are being considered by the Department for Education as outlined in the 'Free School Programme' section below. These applications include proposals for primary schools that would provide an additional 5 forms of entry overall: a 3 form of entry and a 2 form of entry school. Applications that are successful will be announced by the Department for Education in the autumn. If these applications are approved for opening in 2015 / 2016, this will be factored in to planning the scale of Phase 3 expansions.

Actual and predicted demand

27. Actual demand for places in Harrow's primary schools is sustained at a high and increasing level. The level of demand for school places is such that the primary school sector is effectively full, with numbers over 30 in many classes across all schools and primary year groups as a result of in-year applications. Although places in schools are found without delay for children in-year that do not have a school place, this position makes considerable demands on schools that need to be alleviated. It also means that there is potentially reduced scope to offer parents a place at their preferred school. It is planned to open additional temporary 'bulge' classes in primary year groups including Reception classes to create increased capacity.
28. The updated school roll projections predict that the increased demand for Reception places will continue at a high level for the foreseeable future and will not peak in 2018/19 as previously predicted. Overall, the numbers of places that will be required in Reception are at a higher

level than previously predicted. These projections reflect the reality being experienced at our schools and are in line with a range of other indicators about the growth in Harrow's population.

29. It is predicted that 7 additional Reception forms of entry above the Phase 2 baseline of permanent expansions will be needed in September 2015, rising to 10 additional in 2016 and 13 in 2017. This indicates the potential scale of Phase 3 expansions. Successful free school applications of 5 forms of entry would reduce the level of expansions of existing schools. It is apparent from the projections that at least a further fourth phase of primary school expansions will be needed to meet the increased demand through the rest of the decade.
30. Discussions have already been initiated with Grimsdyke School and the Stag Lane schools about permanent expansion from September 2015 and site feasibility studies have been commissioned. Both schools will open a bulge Reception class in September 2014, but permanent expansion is subject to statutory processes and Cabinet decisions.
31. It is recommended that Cabinet delegate to the interim Corporate Director of Children and Families, in consultation with the Portfolio Holder for Children, Schools and Young People, the decision about the final list of schools that should be moved to the statutory process for permanent expansion. This would be with a view to statutory expansion processes commencing with consultations about specific proposals in the Autumn Term 2014.
32. As noted above, there will be a need to plan for a further phase of expansion of special educational need provision. Additional provision is being put in place from 2015 and the impact of developments in neighbouring areas, especially from free school provision that creates new special educational need provision, will need to be monitored. The number and nature of the future demand will need to be scoped and the impact of the Government's 0-25 years reform agenda will need to be considered. There is likely to be demand for more SEN assessment places for younger children in early years settings as well as continued education provision to 25 years.

Expansions and the Schools Private Finance Initiative (PFI)

Expansions and Capital Funding

33. As part of the primary school expansion programme Camrose Primary School will be expanded by one form of entry. Kingsley High School and Woodlands School will be increased to provide additional places for pupils with severe and complex needs and autism in accordance with the Special School and SEN Placements Planning Framework. The Council secured capital funding from the Government's Targeted Basic Need Programme (TBNP) for these expansions and the places are required to be available by September 2015 in accordance with the TBNP funding grant conditions.

Schools' Private Finance Initiative (PFI)

34. In 2001, the Council received £15m PFI credits under the then Government's Schools Private Finance Initiative (PFI) to design, build, finance and provide facilities management services at Camrose Primary School, Kingsley High School and Woodlands Primary School. Camrose Primary School and Woodlands are located on the same site. In September 2003, the Council signed a 30 year Project Agreement with the PFI provider to deliver the new buildings and facilities management services and commenced the unitary charge payment to the PFI provider under the terms of the Project Agreement. The unitary charge consists of repayment of the initial debt, lifecycle costs associated with the build and equipment provided, and facilities management charges. It is funded by the government PFI credit grant, the three schools' contributions which are calculated on the floor area for each school and cover facilities management services and a management fee, and the Council's affordability contribution, funded from the general fund. In 2013-14 the PFI was as follows:

Annual Unitary Charge	£2,464,699
Funded by:	
Government Grant PFI Credit	-£1,543,316
Contribution from Schools for Facilities Management costs	-£306,701
Insurance rebate	-£53,694
Finance adjustment for reduction in liability	-£144,259
Net balance contribution from General Fund	£416,728

Increased Accommodation and Impact on Unitary Payment

35. To allow for the expansion of these three schools, additional accommodation is necessary and the unitary charge will increase as a result of the additional floor area. The table below summarises the increased floor areas:

School	Existing Area	Expansion
Kingsley School	2682 m2	362 m2 (13.4%)
Woodlands School	2344 m2	313 m2 (13.4%)
Camrose School	2449 m2	346 m2 (14.1%)

36. The Council is intending to procure the construction of the school extension works for all three schools from Keepmoat. Keepmoat will be handing over the completed buildings to the PFI provider and not the Council at practical completion. The Council will then take on potential liability for construction defects arising during the defects liability period but Keepmoat will provide collateral warranties to the Council guaranteeing the construction works. The PFI provider will take on responsibility for the future facilities management.
37. The additional unitary charge payment arising from the expansion works is expected to be in the range of £100,000 to £120,000 per annum for the remaining 19 years of the contract. It is proposed that this will be funded from the Direct Schools Grant (DSG) and included in

the schools funding formula. There will be further discussions about this approach in the wider context of revenue funding in relation to the school expansion programme.

38. Under The School and Early Years Finance (England) Regulations 2013, regulation 18 the local authority is permitted to take account of specified factors in determining its schools funding formula. This is set out in Schedule 3. The schedule includes information at paragraph 12 “payments in relation to a private finance initiative”.
39. Regulation 10 requires local authorities to determine the formula on an annual basis. If it is planned to change the formula in relation to factors or criteria to be taken into account, it must consult the schools forum and maintained schools.
40. In accordance with these regulations, the local authority will propose to add the PFI factor into the schools funding formula. The consultation process will take place in October 2014 with the outcome of the consultation and proposals for the final formula being taken to Cabinet for approval in February 2015. However if this is not agreed, the DSG is removed in future, or there is a shortfall, then there is a financial risk to the Council. The elements of the unitary charge in relation to facilities management will automatically transfer to the schools.
41. Officers are also running a design review alongside this process with representatives from the PFI provider, FM provider and Keepmoat as the Council’s Contractor to ensure that the new expansions fit seamlessly and also allow the Contractor to cost the unitary charges and cost the FM side, which the schools pay.
42. The Council will be asked to enter into a varied contract for the remaining 19 years, which carries legal responsibilities to continue the current repayments plus the additional expansion payments.

Brief updates

Priority School Building Programme

43. The Priority School Building Programme is the Government’s programme to rebuild or refurbish schools in the very worst condition across the country. The programme is managed by the Department for Education and implemented by the Education Funding Agency rather than by local authorities.
44. The first phase of the Government’s Priority School Building Programme (PSBP1) is being implemented by the Education Funding Agency. Marlborough Primary School and Vaughan Primary School are in an early tranche for completion by April 2016. The EFA met with the other Harrow schools in the programme at the end of May. Feasibility work on these projects will be starting this summer with a view to completion in September 2016.
45. The arrangements for the second phase of the Government’s Priority School Building Programme (PSBP2) were announced on 29 May 2014 for the period of the next Spending Review period, running from

2015-2021 (value of around £2 billion). The EFA have invited Expressions of Interest by 18 July 2014, which can be for the entire school site, or one or more individual buildings where those buildings are in very poor condition. Harrow will submit a small number of bids for those schools which are known to have particularly serious condition issues, and letters have been sent to schools inviting them to consider whether they have specific matters that they consider are likely to be ranked as a high priority. It is recommended that Cabinet delegate to the interim Corporate Director of Children and Families, in consultation with the Portfolio Holder for Children, Schools and Young People, the decision about submitting expressions of interest for any maintained schools for inclusion in the Priority School Building Programme, as well as any academy that wishes to be included in the local authority's submission.

Free School Programme

46. The latest round of applications to establish free schools from September 2015 is currently being evaluated by the Department for Education (DfE). It is understood that the DfE is considering four applications to establish free schools in Harrow:
- Two applications to establish secondary provision at the current Heathfield School site from September 2016. These applications are to establish 6 forms of entry (FE) at Key Stage 3 / 4, 4FE at KS5 and 12 place ASD SEN provision. The schools would start with 2FE in 2016 and grow to full capacity in 2022.
 - An application to establish primary provision at the Kodak site from September 2016. The school would be 3FE with nursery and have 12 place ASD SEN provision. The school would start with 2FE and grow to full capacity in 2024.
 - An application to establish primary provision at an unspecified location in HA3 area. The school would be 2FE co-educational Christian faith designated and would grow to full capacity in 2021.
47. The outcome of the Department for Education's evaluation and whether any of these applications are successful will not be known until the autumn. The Education Funding Agency is responsible for securing the location of successful free school applications, and it is not uncommon for the location of a proposed school not to be known at time of application.
48. Should these free school applications that are proposed for three locations in Harrow be successful, they would all contribute to meeting the basic need requirement for places in Harrow and would reduce the level of permanent school expansions that will be needed at existing primary and secondary schools. The proposed ASD SEN provision in these applications would also help to meet the need in Harrow and would add to educational pathways and choice for families.

Traffic and Travel

49. Traffic is a key concern to local residents that has been expressed in the consultation responses. Measures are being put in place to help reduce the traffic and congestion issues arising from the creation of additional school places. These measures have been reported to Cabinet in detail in previous reports.

Stakeholder Engagement

50. Robust and extensive community consultation has been one of the main priorities of Harrow's School Expansion Programme. A dedicated Council communications officer has assisted every school to research and canvass the views of parents and staff, and officers have held talks and meetings at every school in the programme. More than 6,000 Harrow households have been directly invited to events with specially designed invitations, and 500 Harrow residents have attended exhibitions explaining the programme and given their views. The expansion projects in the programme have been altered and improved by the feedback and suggestions given by the local community.

Key Stage 1 Meal Entitlement

51. From September 2014, all state funded infant school children (i.e. those in Reception, Year 1 and Year 2) will receive a free school lunch. For revenue funding, a flat rate of £2.30 per meal taken will be allocated, based on actual take-up by newly eligible infant pupils, which will be measured in the Schools Census from next year. For capital funding Harrow has been allocated £621,418, of which £116,628 is allocated to voluntary aided schools
52. Officers are engaging with schools to assess their ability to meet the Government commitment, and the capital funding will be targeted to where it can have the greatest impact. Meetings are taking place with the schools most in need, and their suppliers, to identify and quantify both kitchen and dining requirements. A number of schools already have most of what is required in place or available through contracts with external meals suppliers. The capital works in relation to the school expansion programme and Priority School Building Programme will include facilities towards meeting the requirement.

Legal Implications

53. The Council has a statutory duty under the Education Act 1996 to ensure the provision of sufficient schools for the provision of primary and secondary education in their area.
54. 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.
55. 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.
56. 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).

57. 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.
58. 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.
59. 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.
60. In order to publish proposals to expand maintained schools, local authorities (and governing bodies in relation to voluntary aided schools) are advised to consult stakeholders, although this is no longer a statutory requirement. If there is consultation, prior to deciding to publish proposals, the Council must consciously take account of the consultation results. Following the publication of proposals, there is a representation period. Decision makers must take account of any representations and any previous consultation, when deciding whether to implement proposals.
61. 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.

Financial Implications

Revenue

62. 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 and some set up costs.

Capital

63. The school expansion programme (SEP) indicative cost, including primary school expansions in Phase 1 and Phase 2 and assumptions about Phase 3 and secondary school expansions and provision for pupils with special educational needs (SEN) is presented at Appendix C. All schemes (excluding the SEP3 and the Priority School Building Programme schools) have now been submitted for planning and 12 of those schemes (Belmont, Pinner Wood, Kingsley, Norbury, Grange, Shaftesbury, Cannon Lane, Whitchurch, Kenmore Park, St John Fisher, Elmgrove, Bentley Wood) have been granted planning permission. The table in Appendix C has been updated with revised budgets as at July 2014 which reflect the planning applications. It is noted that, although budgets have moved between schemes, the overall capital programme remains within budget.
64. 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.
65. Over the last six months the construction industry has swung sharply from a long and deep recession to an abundance of work and it will now take time for the capacity to return to the market. The first four project tender returns have been delayed to allow subcontractors additional time to price the works. Based on current estimates and market conditions it is still expected that it is possible to deliver this programme with EFA capital grants, without the need for council capital funding. However this is a risk which is being monitored closely.
66. Current predictions for phase 3 of the primary school expansions (SEP3) indicate that the current allowance for three further school expansions may not be sufficient. This is a potential risk to the future affordability of the capital programme.
67. The budget cost for the relocation of the PRU from the Teachers Centre has been estimated at £655,000 and this decision was taken by Cabinet on the 26th June 2014.

PFI Unitary Payment

68. The additional unitary charge payment arising from the expansion works is expected to be in the range of £100,000 to £120,000 per annum for the remaining 19 years of the contract. It is proposed that this will be funded by the Dedicated Schools Grant (DSG), in accordance with the School Funding Regulations, subject to Schools Forum agreement and therefore will not be an additional funding exposure to the Council. The elements of the unitary charge in relation to facilities management will automatically transfer to the schools. However if this is not agreed, the DSG is removed in future, or there is a shortfall then there is a financial risk to the Council.

Performance Issues

69. 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.
70. 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.
71. 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.

Key Stage 2	Year	Reading, Writing & Maths L4+	KS1-KS2 Expected Progress - Reading	KS1-KS2 Expected Progress - Writing	KS1-KS2 Expected Progress - Maths
Harrow	2012	79%	91%	93%	90%
National		74%	90%	90%	87%
Harrow	2013	79%	90%	92%	92%
National		75%	88%	92%	88%

Source: DfE Statistical First Release

Key Stage 4	Year	% 5 A*-C grades inc E&M	KS2-KS4 Expected Progress - English	KS2-KS4 Expected Progress - Maths
Harrow	2011	64.6%	80.9%	80.1%
National		58.4%	73.1%	65.9%
Harrow	2012	63.6%	82.3%	80.4%
National		59.1%	69.3%	69.9%
Harrow	2013	65.4%	79.7%	83.3%
National		60.8%	71.7%	72.0%

Source: DfE Statistical First Release

72. 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.

- Closing 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.

2013 Key Stage 2 – Closing 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 Reading, Writing and mathematics at Key Stage 2.	17%	19%
Achievement gap between pupils with special educational needs and their peers, based on pupils achieving level 4 or above in Reading, Writing and mathematics at Key Stage 2.	49%	53%

2012 Key Stage 4 - Narrowing the Gap	Harrow	National
Achievement gap between pupils eligible for free school meals and their peers, based on pupils achieving 5 or more A* to C grade GCSEs including English and mathematics GCSEs.	28.8%	26.4%
The Special Educational Needs (SEN)/non-SEN gap – achieving 5 A*- C GCSE inc. English and Maths GCSEs.	46.3%	47.0%

73. 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

74. 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. Reducing emissions from schools is therefore a vital component in meeting the Council's target. However there is a significant risk that the expansion programme will increase emissions rather than reduce them. Phase 2 of the School Expansion Programme will have an impact on carbon emissions that will need to be carefully considered in this context.
75. The RE:FIT Schools Programme will be available to retrofit existing school buildings to improve their energy efficiency. For new-build schools, the design standards will need to ensure that they meet high energy use efficiency standards. Of particular importance will be the use of low carbon technologies – particularly for space heating – and these will need to be thoroughly investigated during the design phase.
76. For many of the projects in the school expansion, programme, 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

77. 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 reviewed by the Programme Board.
78. The highest priority risks for this programme are Planning and Finance. The table below sets out the high level risks together with mitigating / control actions.

High Level Risks	Consequences	Mitigating/Control Actions
Planning	Planning permission not granted creating delays to programme.	<p>Any school expansion that involves building works requiring planning consent is governed by planning law. Planning applications are subject to statutory consultation processes that are conducted separately and independently by the Planning Department. In order to mitigate risks to the programme, the following control actions have been put in place:</p> <p>Informal discussions with Planners during feasibility regarding planning polices.</p> <p>Planning Performance Agreement 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 and Traffic Statements undertaken to inform School Travel Plans and highways mitigation measures.</p> <p>IT improvements have been put in place for the planning applications to be viewed on the Council website.</p> <p>Additional dates have been arranged for Planning Committee to consider the planning applications.</p> <p>Planning Committee Member Briefings held.</p>
Finance	Unaffordable Programme / individual projects and additional costs to Council.	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>Risk of loss of TBNP funding if the new places are not provided and the allocations spent by September 2015.</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>Programme contingency has been included in the programme budget.</p> <p>Robust financial and programme monitoring through the Programme Board, Capital Forum and Cabinet reports.</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>Programme delivery</p>	<p>Delays to programme – school places not available, additional costs.</p>	<p>Capital Team expanded 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>
<p>Pupil Projections</p>	<p>Over or under estimate of pupil growth leading to a mismatch of provision – shortage of places or over provision of places leading to high levels of vacancies.</p>	<p>GLA commissioned to provide school roll projections. Review of projections against Admissions data on applications and in-year movement of pupils. Close working with schools.</p> <p>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.</p> <p>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.</p>
<p>Communication</p>	<p>Lack of understanding of need and proposals leading to delays and complaints.</p>	<p>Communication strategy developed for overall programme and individual projects.</p> <p>School Expansion Stakeholder Reference Group meets with cross-party and representative membership to provide advice and guidance on the implementation of the school expansion programme.</p>

		Programme communications officer appointed to develop and co-ordinate communications and community engagement.
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Equalities implications

79. 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.
80. Equalities Impact Assessment has been undertaken on Phase 2 of the Primary School Expansion Programme and on each school proposed for permanent expansion. The overall conclusion of these assessments is that the implications are either positive or neutral in that the expansion of the schools will help to ensure sufficient school places for the increasing numbers of children in Harrow. The assessments have not identified any potential for unlawful conduct or disproportionate impact and conclude that all opportunities to advance equality are being addressed.
81. 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.

Council Priorities

82. The Council Priorities are as follows:
- Making a difference for the vulnerable
 - Making a difference for communities
 - Making a difference for local businesses
 - Making a difference for families
83. The recommendation supports these priorities by:
- Ensuring Harrow Council fulfils its statutory duties to provide sufficient school places in its area.
 - Providing high quality local mainstream and special educational need 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: 20 June 2014		
Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 24 June 2014		

Section 4 – Performance Officer Clearance

Name: David Harrington	<input checked="" type="checkbox"/>	on behalf of the Divisional Director Strategic Commissioning
Date: 20 June 2014		

Section 5 – Environmental Impact Officer Clearance

Name: Hanif Islam	<input checked="" type="checkbox"/>	on behalf of the Corporate Director (Environment & Enterprise)
Date: 23 June 2014		

Ward Councillors notified:	NO
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Section 6 - Contact Details and Background Papers

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

Background Papers: None.

Call-In Waived by the Chairman of Overview and Scrutiny Committee	NOT APPLICABLE <i>[Call-in applies]</i>
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Funding Source and Capital Programme Delivery Route

Phase 1 Primary School Permanent Expansion from Sept 2013	Funding source	Delivery
Camrose Primary School with Nursery	TBNP	Keepmoat
Glebe Primary School	Basic Need	Keepmoat
Pinner Park Infant and Nursery School and Pinner Park Junior School	Basic Need	Keepmoat
Stanburn Primary School	Basic Need	Keepmoat
Marlborough Primary School	PSBP	EFA
Vaughan Primary School	PSBP	EFA
Cedars Manor School	PSBP	EFA
Krishna Avanti Primary School	(Academy)	EFA
Phase 2 Group 1 Permanent Expansion from Sept 2014		
Aylward Primary School	PSBP	EFA
Pinner Wood School	BN	Keepmoat
Grange Primary School	BN	Keepmoat
Norbury School	TBNP	Keepmoat
Belmont School	TBNP	Keepmoat
Phase 2 Group 2 Permanent Expansion from Sept 2015		
Priestmead School and Nursery	PSBP	EFA
Newton Farm Nursery, Infant and Junior School	TBNP	Keepmoat
Cannon Lane Primary School	TBNP	Keepmoat
Kenmore Park Infant and Nursery School and Kenmore Park Junior School	BN	Keepmoat
Whitchurch First School and Nursery and Whitchurch Junior School	TBNP	Keepmoat
Elmgrove Primary School	TBNP	Keepmoat
St John Fisher Catholic Primary School	TBNP	Keepmoat
All Through Schools		
Whitefriars Community School expansion and age range extension	TBNP	Other Contractor
Avanti House reception to Year 13	(Free School)	EFA
Secondary School Expansions		
Bentley Wood High School	TBNP	Keepmoat

Funding Source Key: TBNP – Targeted Basic Need
 BN – Basic Need
 PSBP – Priority School Building Programme