
REPORT FOR: CABINET

Date of Meeting:	15 October 2015
Subject:	School Expansion Programme
Key Decision:	No
Responsible Officer:	Chris Spencer, Interim Corporate Director of People
Portfolio Holder:	Councillor Simon Brown, Portfolio Holder Children, Schools and Young People
Exempt:	No
Decision subject to Call-in:	No, as the recommendation is for noting
Wards affected:	All
Enclosures:	Annexe A: Summary of Expanded Schools

Section 1 – Summary and Recommendations

This report provides a quarterly update to Cabinet on the implementation of the school expansion programme and related matters.

Recommendations:

Cabinet is requested to note this update on the implementation of the school expansion programme.

Reason: (For recommendations)

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

Section 2 – Report

Introductory paragraph

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 which requires more school places across primary, secondary and special school provision. Harrow is implementing its strategies to increase the number of places.
2. This is the eighth quarterly report to Cabinet on the School Expansion Programme covering primary, secondary and special school places. The previous reports have set out the strategies to increase provision across primary, secondary and special schools to meet pupil growth and the July 2015 report provided detailed financial information and delivery progress.
3. This report provides up-dates on the delivery of the school expansions for September 2015, future planning and highlights the links with the Council's Regeneration Programme.

Options considered

4. The Council's strategy to increase school places combines the expansion of existing schools in Harrow and the opening of new free schools as part of the government's Free School Programme.
5. A summary of all the schools that are part of Harrow's School Expansion Programme is provided at Annexe A.

School Expansion in Harrow

6. Schools in Harrow are popular with families and many are oversubscribed with waiting lists. Pupils achieve well and continue to perform above the London and National averages. Harrow's primary and secondary schools are successful as judged by OfSTED with 88% judged Good or better (Source: Ofsted Data View).
7. There is a strong community of schools in Harrow with an impressive track record of working collectively and in collaboration with the Council to develop education provision for Harrow's families. These achievements include:
 - strategic change in the age of transfer and creation of sixth forms;
 - the permanent expansion of over 50% of Harrow's existing primary schools to ensure that wherever possible there will be school places for children in their local community;

- participation by all schools in the Fair Access Protocol, taking pupils over their published admission number to ensure pupils without a school place are admitted to school;
 - increasing provision for special educational needs through the expansion of three special schools and opening additional resourced provision for pupils with special educational needs at mainstream schools;
 - establishing new secondary places through the expansion of existing schools and the creation of an all-through school from extending the age range of a primary school; and,
 - sponsoring three new free schools to create new high quality primary and secondary places and alternative education.
8. This is in the context of the Government's agenda that is radically changing the education landscape by promoting and encouraging greater school autonomy away from the local authority through the academy schools programme.

School Expansion Programme Delivery

9. There is an extensive schools capital programme to create additional places and special educational needs provision. Whilst the priority for the funding is on expansion, the Council in partnership with schools has taken the opportunity for the learning environments and school sites to be transformed and improved significantly.
10. The approach the Council has adopted has the following features:
- to consider all school sites in accordance with government accommodation guidance but to develop individual site specific solutions;
 - to provide permanent accommodation for permanent expansions and replacing time served temporary accommodation with permanent build. This improves the internal environment by enabling classrooms and spaces to be reconfigured ensuring that year groups are located together and circulation improved. Externally, the footprint is consolidated which in turn improves the outdoor and playground spaces;
 - improving catering facilities to provide meals in accordance with the Key Stage 1 Meal Entitlement;
 - Providing specialist spaces for the additionally resourced SEN provision.
11. The Council has maximised the government's funding opportunities and there are three main strands:

- Annual Basic Need allocation and Targeted Basic Need Programme. These projects are being delivered mainly by Keepmoat the Council's Framework Partner.
 - Priority School Building Programme (PSBP) Rounds 1 and 2. This is the government's national programme to address the worst condition schools. There are 7 schools in the PSBP1 programme and they will be rebuilt. The projects are managed and delivered directly by the Education Funding Agency (EFA). Completion is dependent on entry to the programme but it is expected to be between Autumn 2016 and Spring 2018.
 - Free Schools managed and delivered by the EFA with the proposers.
12. The school expansion and other school organisation capital programmes, bulge classes and amalgamation works are managed by the Schools Capital Team. There is an extensive and complex programme which had 29 projects during the summer period.
 13. This is an intensive programme of works which has considerable challenges. At the outset of the programme it was expected that the majority of the project works would be completed by September 2015. However, there have been delays across the programme arising for a range of reasons and the majority of projects will be completed by the end of the year. The overall delay has meant that the priority for the Schools Capital Team and the contractors has been to ensure that there is accommodation for the pupils at the beginning of September.
 14. Through the determination and commitment of the school staff, including Headteachers and site supervisors, the contractor and Schools Capital Team, the majority of schools opened during the first week of September for the new academic year. Four schools opened on Monday 7 September and parents were informed on Friday 28 August about the deferred start. The issues that were overcome to achieve this should not be underestimated and, whilst it is acknowledged that there are on-going challenges to complete all the projects, it is important that the combined contributions in this achievement from the schools, contractors and council are recognised.

Position for school places in September 2015

15. The immediate pressures for school places continue to be experienced in the primary sector. 30 additional permanent Reception places have been opened this September above the number opened in 2014. The situation will be monitored closely. At this stage it is believed there will be sufficient Reception places to meet in-year demand this academic year.
16. There is particular pressure across year groups Year 1 to Year 6 and pupils continue to be placed in accordance with the Fair Access Protocol. This means that the majority of primary schools have pupils in year groups above their published admission number. In order to alleviate this pressure, seven additional temporary 'bulge' classes have

been opened across year groups Year 1 to Year 4 in recent years, which has been possible because of the very helpful response by schools to meet the demand for more school places:

- a Year 1 class in 2011;
- a Year 2, a Year 3 and two Year 4 classes in 2014;
- a Year 1 and a Year 4/5 class in 2015.

Discussions will continue with schools about options to open further additional temporary classes during this academic year and in September 2016 as required.

17. There are sufficient places to meet demand for secondary places currently and it is believed there will be sufficient places to meet in-year demand this academic year.

Future Planning

18. Four primary schools are currently approved for expansion in Phase 3 of the Primary School Expansion Programme and a separate report to Cabinet recommends the expansion of the Stag Lane schools. One expansion project will be delivered by the EFA through the government's Priority School Building Programme. The Schools Capital Team will manage the delivery of the other projects and a contractor will be appointed from the SCAPE Framework.
19. The focus for the future planning is on provision for special educational needs and secondary places. In developing plans there will be consideration of existing schools and free school opportunities.
20. The position for primary places will continue to be monitored closely. Currently there are plans to open new places in Free Schools. Two primary free schools with two forms of entry each are planned to open in September 2016 and a third school with 2/3 forms of entry in September 2017.

Harrow's Regeneration Strategy and School Expansions

School expansions

21. Harrow's schools have responded magnificently to the challenge of ensuring there are enough school places in Harrow. 25 additional permanent Reception forms of entry have been created through the expansion of existing schools, which is over half of Harrow's primary schools. Avanti House free school has provided an additional two Reception forms of entry. Also, the Stag Lane schools are recommended for expansion in a separate report to Cabinet.
22. The school expansion programme has also delivered additional secondary and special educational needs places. 6 additional permanent Year 7 forms of entry have been created through the expansion of two existing schools, and Avanti House free school has provided an additional six Year 7 forms of entry. Six schools have opened additional special educational needs places.

23. The number of school places created by the above that will fill incrementally over the next few years are:
 - almost 6,000 primary places;
 - over 2,000 secondary places;
 - 151 special educational need places.
24. The challenge continues to ensure sufficient school places. Current planning for future school places up to September 2017 would create almost 1,500 primary places and over 1,000 secondary places. Further school places will need to be created into the next decade, with particular pressures for secondary and special educational needs places.

Harrow's Regeneration Strategy

25. The Harrow regeneration programme is a once in a generation opportunity to 'Build a Better Harrow', for today, and future generations. The £1.75Bn development programme of both Council and private assets will see some 5,500 new homes within the Heart of Harrow Opportunity Area and will provide a major impetus for business development, creating around 3,000 new jobs overall. To make Harrow a thriving, modern and vibrant borough there will be a clear focus on the quality of place making, a sustained programme of improvements to Harrow town centre and Wealdstone district centre, an insistence on high quality architecture and a programme of investment in social and community infrastructure as well as new and improved public spaces.
26. The 2014/15 Corporate Plan prioritises investment in social infrastructure such as schools, leisure and sports facilities and transport improvements and the regeneration programme.
27. Harrow's schools are popular and successful and make a valuable contribution to the local community. They are an important part of Harrow's regeneration. The £125m investment programme in school buildings across Harrow makes a significant contribution to the development of the local infrastructure. In the Heart of Harrow Opportunity Area, two new free schools, Harrow View Primary School and Saint Jérôme Church of England Bilingual School will open, and four primary schools, Norbury Primary School, Marlborough Primary School, Elmgrove Primary School and Whitefriars School, have been expanded. Marlborough Primary School will move into its new school building in Spring 2017. Salvatorian College will be rebuilt as an expanded school in the government's Priority School Building Programme Round 1 and Elmgrove Primary School is part of Round 2 for redevelopment. Space has been identified within the Civic Centre site for a new primary school.
28. The landscape of the Wealdstone district centre is evolving with the developments on the former ColArt site and the proposed new Civic Centre development. Schools are also playing their part to help shape the area. The Council's vision to establish secondary provision on the former Harrow Teachers' Centre site is being realised with the creation

of Whitefriars School as an all-through school with new and refurbished buildings across the school and former Harrow Teachers' Centre sites. In addition, there are ambitious plans for the rebuilding of Salvatorian College, which will impact further on the area and street frontage.

Performance Issues

29. 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. As at 31st March 2015, 88% of Harrow's primary and secondary schools are judged 'good' or 'outstanding', compared to 86% in London and 82% nationally (Source: Ofsted Data View).
30. The Education Act 2011 maintains a focus on driving up standards in schools, and places 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.
31. 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 Department for Education.
32. 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, and all these considerations are taken into account in assessing school expansion proposals.

Environmental Implications

33. 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 3 of the School Expansion Programme will have an impact on carbon emissions that will need to be carefully considered in this context.
34. 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.

35. 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

36. Risk included on Directorate risk register? Yes.
Separate risk register in place? Yes.
37. 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.
38. The risks for delivery of the school expansion programme have been reported in detail to Cabinet in the previous quarterly update reports. The highest priority risk for this programme is financial in respect of the programme or individual projects being unaffordable and thereby incurring additional costs to the Council. Control actions to mitigate against this risk include:
- Capital strategy brings together the Government's school funding streams: Basic Need; Capital Maintenance; Targeted Basic Need Programme; and building programmes e.g. Priority School Building Programme.
 - School expansion feasibility designs aligned to the DfE guidance on spaces and areas for schools.
 - Indicative costs calculated from feasibility studies to inform programme budget.
 - Programme contingency has been included in the programme budget.
 - Robust financial and programme monitoring through the Programme Board, Capital Forum and Cabinet reports.
 - Exploring how the Government's Free School Programme for new schools (programme funded directly from government) may be supported in Harrow.

Legal Implications

39. 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.
40. 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.

41. 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.

Financial Implications

Revenue

42. 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 the 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 agreed to an additional class are not financially penalised, the DSG growth fund provides Additional Class funding for the period from September to 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

43. The budget for the school expansion programme through to 2018-19 is £124.944m. As at the end of August 2015 there have been significant pressures identified primarily in Phase 2 (SEP2) of the programme. They include items omitted/excluded from the Agreed Maximum Price (AMP) schedules, delays leading to additional costs including Plan B options for works not completed by September 2015 and a number of external unforeseen factors such as UK Power. It is anticipated the worst case scenario forecast figures will not all come to fruition and that the programme will still be affordable within the budget. However, the programme is continually changing and therefore there is still a risk to this budget.
44. This does not include costs for two schools (Priestmead and Aylward) which will be rebuilt as expanded schools as part of the Government's Priority School Building Programme (PSBP) to improve the schools in the worst condition across the country.

Virement

45. All Phase 3 (SEP3) schools are on very confined sites within heavily residential areas. Consequently this brings additional challenges to the building programme with enhanced planning requirements mainly around traffic and the size and type of building planning will allow. Furthermore, due to works having to be carried out whilst schools are in occupation means the building process will be longer which impacts on project costs. The current construction market in the UK and in particular in London is extremely buoyant with many construction firms working to capacity and with full order books. Because of this, the cost of construction related materials, labour and professional services are

at a premium. This means the current SEP3 budget needs to rise to keep pace with the rising costs of the London construction market. On 17 September 2015 Cabinet approved a virement to the Capital Programme transferring £5.465m of funding from the as yet uncommitted Phase 4 School Expansion Programme to Phase 3 to fund these increasing costs from within the overall approved capital programme.

Equalities implications / Public Sector Equality Duty

46. 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.
47. 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.
48. 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. By acting to ensure all children in Harrow have access to a high quality school place, Harrow is promoting equality of opportunity for all children and young people.

Council Priorities

The Council's vision is: **Working Together to Make a Difference for Harrow**

49. 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
50. 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: 2 October 2015		
Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 5 October 2015		

Ward Councillors notified:	NO, as it impacts on all Wards
EqIA carried out:	YES <i>Undertaken on the School Expansion Programme during Phase 2</i>
EqIA cleared by:	Corporate Equalities Impact Assessment Quality Assurance Group

Section 4 - Contact Details and Background Papers

Contact: Johanna Morgan, Education Lead School Organisation,
020 8736 6841 johanna.morgan@harrow.gov.uk

Background Papers: Equalities Impact Assessment on Phase 2 of the School Expansion Programme

Call-In Waived by the Chairman of Overview and Scrutiny Committee	NOT APPLICABLE <i>(Call-in does not apply to Recommendations for noting only)</i>
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