
REPORT FOR: CABINET

Date of Meeting:	14 July 2016
Subject:	School Expansion Programme
Key Decision:	No
Responsible Officer:	Chris Spencer, Corporate Director of People
Portfolio Holder:	Councillor Christine Robson, Portfolio Holder Children, Schools and Young People
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All. Update report
Enclosures:	Appendix A: School Roll Projections 2017-2025 Report

Section 1 – Summary and Recommendations

This report provides a quarterly update to Cabinet on the implementation of the school expansion programme and related matters, including update on the Special Educational Need and Disability (SEND) Strategy. The updated school roll projections are provided in Appendix A.

Recommendations:

Cabinet is requested to:

1. Note this update on the implementation of the school expansion

- programme and the School Roll Projections 2017-2025 Report.
2. Agree the revised Strategic Priorities for the Special Educational Need and Disability (SEND) Strategy set out in paragraph 35 of the report.

Reason: (For recommendations)

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

Section 2 – Report

Introduction

1. This is the tenth quarterly report to Cabinet on the School Expansion Programme. 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 and is implementing its strategies to increase the number of school places.
2. The school expansion programme supports the Council Priorities by providing sufficient high quality school places for children in Harrow close to where they live.

Options considered

3. Previous reports have set out the strategies agreed by Cabinet to increase provision across primary, secondary and special schools to meet pupil growth. This report updates Members and outlines progress on the planned programme implementation.

School Expansion Programme Implementation

Overview

4. Additional school places are being created in Harrow in phases to meet increased demand as it arises. Three phases of primary expansions, one phase of secondary expansions and an initial phase of additional special educational needs places have been implemented. Later sections of this report outline current planning for further phases of additional school places.

Primary

5. In September 2016, 26 additional permanent Reception forms of entry have been created through the expansion of existing schools, which is over half of Harrow's primary schools; 4 additional permanent Reception forms of entry have been created through the opening of free schools in Harrow.
6. In addition to the permanent additional school places created, temporary additional classes (bulge classes) have also been opened since 2009 as needed to meet increased demand, including in primary year groups other than Reception.

Secondary

7. Seven additional permanent Year 7 forms of entry have been created through the expansion of two existing schools.
8. 12 additional permanent Year 7 forms of entry have been created through the opening of free schools in Harrow.

Special Education Needs

9. 151 additional special educational needs places have opened in six schools. These include expansions of special schools and new additional resourced provision in primary schools.

School Expansion Programme Delivery

Primary Phases 1 and 2

10. The majority of the Phase 1 (SEP1) and Phase 2 (SEP2) construction projects have been carried out by Keepmoat, the Council's Framework Partner. Most of the SEP1 and SEP2 projects have reached Project Completion and the schools are occupying their new accommodation.
11. The Children's Capital Project Team are working to resolve a number of building issues with Keepmoat including defects and outstanding works.
12. The financial implications section of this report sets out the position on costs for SEP1 and SEP2 of the programme. Work is being undertaken with Legal Services regarding the stance that can be taken with the contractors regarding some contractual matters.

Primary Phase 3

13. Following procurement processes, Arcadis were appointed as Technical Advisers and Willmott Dixon as the single supplier from the SCAPE framework for the SEP3 projects. The SCAPE framework is local authority owned and specialises in school construction.
14. Planning applications for three of the school expansion projects were approved by Planning Committee in February 2016. The further two projects are on a later timeline with a view to Planning Committee decisions in Autumn 2016. However, the completion of these projects is still planned to be by Summer 2017. Within the programmes, there will be appropriate accommodation for the additional intakes of pupils in September 2016 and this will require provision of temporary accommodation for a few weeks at one school. Contingency planning has been made for arrangements for pupils should there be any programme delays.

Secondary Phase 1

15. Expansion construction projects have been completed at Bentley Wood High School and Whitefriars School. Canons High School is increasing its Year 7 intake by a form of entry from September 2016 and options appraisal work has been undertaken to inform proposals for a construction project at the school.

Priority School Building Programme 1 (PSBP1)

16. Seven school expansions are being delivered within the PSBP1 rebuild projects being delivered by the Education Funding Agency. The first project at Marlborough Primary School is complete and the school moved in from its decant premises on 6 June 2016. Construction work is progressing at the other schools with a view to project completions by Summer 2017.

Demographic School Roll Projections

Overall projections

17. There is no single accepted method for projecting school numbers and London boroughs have recently faced major challenges in providing places to meet a growing child population. Harrow, along with the majority of other London boroughs, commissions school roll projections from the Greater London Authority's (GLA) School Roll Projections Service. The GLA provides the baseline projections to which local knowledge is applied to make reasonable adjustments in line with pressure at Reception, Year 7 and other school year groups.
18. A range of data is used to project school rolls, including: the underlying population projection base incorporating births, migration and housing development, and: school factors including applications and pupil numbers on roll. Harrow provides the GLA with population projections generated by the Witan 2015 population projections and pupil data. The 2015 Mid-Year Estimates of births in London show that Harrow along with most of its neighbouring boroughs had a drop in births – Ealing (-73), Barnet (-53), Brent (-3), however Hillingdon had an increase of 114 births as at mid-2015.
19. The GLA pupil projections are indicating a change to the trends of the last 5 years. Over this period the trend has been an increase in pupil numbers followed by a plateau. The latest projections indicate that the numbers are now plateauing at a considerably lower level than previous projections. This is outlined in more detail in relation to Reception and Year 7 projections below.

Reception projections

20. Harrow's demographic profile of children entering its primary schools has shown an increasing trend over the past ten years, since 2005/06. The increases in numbers of primary age children have been very significant and have posed challenges for the local authority and schools to ensure sufficient school places for all children.
21. The variations in trends incorporated into this year's initial data to inform the school roll projections have resulted in a considerably changed trajectory for Reception places.
22. The overall projection trend for Reception places in 2015 indicated a slightly slower rate of increase followed by a plateau. This has changed to a flat trajectory at a lower level. The continued increases into the next decade, which have been predicted during the past few

years, are no longer projected. This rather sudden and abrupt change in trend arises primarily from three significant changes:

- Reduction in births in Harrow.
- Reduction of projected births in Harrow.
- Fewer children entering Reception classes in Harrow in 2015/16

23. The changes in birth rate in Harrow are in line with the overall picture in London and affect the projections. Projected births in Harrow at mid-point 2015 are 131 lower than projected in last year's update. If the reduced birth rate projections materialise as projected this would inevitably reduce future projections for Reception places.

24. 53 fewer children entered Reception classes in 2015/16 following an increase in numbers the previous year of 221 children and a 6 year trend of increases. Last year's intake of 3,198 children into Reception classes was below the projection. The projection model uses this figure to inform future years and this inevitably reduces future projections for Reception places.

Year 7 projections

25. The overall projection trend for Year 7 places has also changed. This is a consequence of the changed trajectory for Reception places outlined above. The projections for Year 7 places show a lower trajectory of increase than the 2015 projections reaching a peak in 2024/25.

Housing development

26. A key variable for school roll projections is the impact of new housing development. Harrow's housing trajectory is included in the data base to inform the school roll projections. However, this data is entered prior to planning consents, but at this stage the exact composition and type of housing units and the anticipated child yields are not known. A key factor will be how many new families are attracted into the borough. Also how many existing families will move within the borough and whether this will make existing housing space available for occupancy. This is important because Harrow has high occupancy of its existing housing stock, higher than both the London and outer-London averages.

27. The child yield from the new housing development in Harrow will only therefore be properly reflected in future school roll projection annual updates. The impact is a variable that may well lead to increased numbers of school age children in Harrow above the numbers predicted in this year's updated school roll projections.

School place planning considerations

28. The clear conclusion from the above summary of the demographic school roll projections is that the position needs to be monitored carefully.

29. Last year's school roll projections were developed taking account of sustained increasing trends and, based on the projections this year,

this would appear to have been at a too high level. In consideration of this, school roll projections for 2016 have been adjusted at a lower level. This will be reviewed accordingly.

Primary school places

30. This year's update to the school roll projections predict that the implementation of the third phase of school expansions will provide sufficient school places to meet the level of increased demand up to 2025/26, which is as far as the demographic school roll projections extend.

Secondary school places

31. This year's update to the school roll projections predict that current increases in Year 7 places will provide sufficient school places to meet the level of increased demand up to 2021/22. Up to 4 additional forms of entry would be required by 2024/25.

Special Educational Need and Disability Strategy update

32. Cabinet agreed the Special Educational Need and Disability (SEND) Strategy in April 2015. The Strategy includes the vision for SEND in Harrow and identified 6 Strategic Priorities.
33. At their meeting in June, the SEND Working Group, with representatives from schools and colleges, reviewed the progress within the Strategy and the differences in the context for the strategy since the initial drafting last year. For example, the SEND Reforms were now embedded and not appropriate within the strategy, the implications of the government's White Paper, the changes to the funding that will be introduced with the national funding formula, SEND OfSTED Inspection, as well as local issues for example, the challenge of placing pupils with specific needs of SLD and ASD, transport costs, pressures to current funding and the creation of People Services with an all age disability service and real opportunity to address transition issues.
34. The Working Group remain committed to the SEND Strategy and its overall vision but considered that it would be improved if the Strategic Priorities were slightly re-scoped to reflect the current context.
35. The revised Strategic Priorities that Cabinet is recommended to agree are listed as follows:
 - Strategic Priority 1. Review in-borough specialist provision in the context of a changing demographic profile, pre-school, school and college organisational changes and other developments
 - Strategic Priority 2. Review current provision and need for children, young people and young adults with social, behaviour and mental health needs to ensure continuum of provision and support. (previously SEBD)

Strategic Priority 3. Improve local education and social care opportunities for post-16 provision working in partnership with other agencies

Strategic Priority 4. Improve outcomes for children and young people (0-25) with SEND and ensure appropriate staff skilled and qualified in all provision.

Brief updates

The Government's education reform agenda

36. On 17 March 2016, the Department for Education published its White Paper, *Educational Excellence Everywhere*, outlining the Government's plans 'to transform England's schools and build on progress that has already been made'. The Queen's Speech on 18 May 2016 announced the Education for All Bill will be brought forward to move towards implementing the reform agenda.
37. The White Paper signals the end of local government's role in maintaining schools. In future, local authority education duties would be focused on three areas:
 - a. Ensuring every child has a school place;
 - b. Ensuring the needs of vulnerable pupils are met;
 - c. Acting as champion for all parents and families.
38. It is planned that an engagement process will be undertaken with key stakeholders about Harrow Council's future relationship with schools in light of the Government's education and local government reform agendas. The outcome of this process would inform a report to Cabinet in early 2017 and would hopefully set out the basis of continuing partnership arrangements in the interests of Harrow residents and the children and young people attending Harrow schools.

Free School Programme

39. Officers continue to liaise with proposers of free schools and with the Education Funding Agency about the establishment of free schools in Harrow. All the free schools in Harrow are encouraged to maintain a focus on their local communities and to be mindful of the needs of local residents including those not directly associated with the schools. The free school proposers and Education Funding Agency (EFA) officials work constructively with officers from across the council to deliver the schools.
40. Free schools provide an important contribution to meeting the demand for school places and add to the diversity and choice of school provision in the borough. Harrow's schools have made three successful applications to establish free schools in Harrow to meet the needs of its residents developing local solutions for local issues.

41. St Jérôme Church of England Bilingual School will open at the former Wickes office building in Station Road, Harrow in September 2016.
42. On 12 April 2016 DfE agreed to a request by the Harrow View Primary School trust to defer the opening of the school for a further year to 2018 until the permanent accommodation on the Kodak development site is completed.
43. Pinner High School will open at the former Heathfield School site in Pinner in September 2016 with a site sharing agreement with Avanti House School.
44. Mariposa Primary School opening has been deferred to September 2017 while a site is secured.
45. On 5 February 2016, the Education Funding Agency announced Hujjat Primary School to be at the pre-opening stage. The opening date will not be determined until a site is confirmed and assessment has been made of the time needed to obtain planning permission and complete necessary building works or refurbishment.

Early Years

46. At its meeting on 24 May 2016, Cabinet approved Harrow's Early Years Strategy 2016-19. The strategy sets out how the Council will work with providers and partners to improve the quality of childcare provision and meet the targets for take up set by the Department for Education. It aims to improve outcomes for children, especially disadvantaged children and children with SEND, and to narrow gaps in achievement.
47. The strategy is informed by the Childcare Sufficiency Assessment 2016. Through analysis of data and engagement with early years professionals, providers and officers, 6 priorities have been identified within the strategy. For each priority a series of objectives have been developed.

Performance Issues

48. 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 August 2015, 93% of Harrow's primary and secondary schools are judged 'good' or 'outstanding', compared to 89% in London and 84% nationally (Source: Ofsted Data View).
49. 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.
50. 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.

51. 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

52. 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.
53. 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.
54. For many of the projects in the school expansion programme, planning applications are required and part of the application is 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

55. Risk included on Directorate risk register? Yes
Separate risk register in place? Yes
56. 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.
57. 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 Department for Education 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

58. 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.
59. 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.
60. 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

61. The budget for the school expansion programme through to 2019-20 is £140.241m. There have been significant pressures identified primarily in Phase 2 (SEP2) of the programme. As the programme has commenced and contractors have been on site, there have been a number of items identified as being omitted from the Agreed Maximum Price schedules or additional risks that have come to fruition that have meant that over the life of the programme the projected costs have increased. In addition, the construction costs within the industry have risen reflecting the growth in the market. In the SEP1 and SEP2 programmes there are also contractual and building issues. Work is under way to resolve these issues and close the programme with the contractor.

SEP1 and SEP2

62. The Council employs cost consultants to provide valuations of the works carried out by the contractors. The current forecasts indicate a pressure of £2m, however, this does not take account of outstanding works or works to repair defects. Cabinet in June 2016 approved merger of the uncommitted SEP4 programme budgets, anticipated to be delivered by the Free School Programme, and the SEP2

programme budgets and, if this forecast comes to fruition, there will be sufficient funding to meeting this pressure. However, the account valuations provided by the contractor vary significantly to those provided by the council's cost consultants and this would be a further significant pressure, and may require council borrowing to fund.

63. The forecasts continue to be monitored and updated as projects are completed and the accounts clarified and agreed with the contractors. Work is being undertaken with Legal Services to support the process of closing the programme with Keepmoat.

SEP3

64. The forecasts provided by the council's cost consultants include the three schemes which have been approved by planning, as well as the two schemes at Welldon Park junior site and the Stag Lane schools which are still subject to planning approval. The current forecasts indicate that the costs of SEP3 would exceed the budget by £3.126m.
65. There is an overall SEP3 contingency for the 5 schemes totalling £1.48m which would partially mitigate this but would leave a pressure of approx. £1.6m. The Welldon Park junior and Stag Lane schools schemes are still going through the value engineering process and where possible costs will be driven down. However, these two schemes are subject to planning approval and any further works or redesigns required to meet any additional planning conditions could put further financial pressure on this programme. Any pressure on this programme will result in an overspend which would have to be funded from Council borrowing.
66. Weald Rise Primary School, also part of SEP3, is being rebuilt as part of the Priority School Building Programme. However the expansion of the school is in addition to the works being provided by the EFA. Therefore the council has committed to a top up fee in order to deliver the expansion element of this programme, totalling £2.28m. This is included in the overall budget for the programme.

Equalities implications / Public Sector Equality Duty

67. 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.
68. 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.

69. 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**

70. 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
71. The Council Strategic Themes are to:
- Build a Better Harrow.
 - Be More Business-like and Business Friendly.
 - Protect the Most Vulnerable and Support Families
72. The recommendation supports these priorities and strategic themes 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.
 - Providing a generational investment of some £125m into the existing schools in Harrow for the benefit of its residents.

Section 3 - Statutory Officer Clearance

Name:	Jo Frost	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date:	28 June 2016		
Name:	Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date:	1 July 2016		

Ward Councillors notified:

NO, as it impacts on all Wards

EqIA carried out:

YES Undertaken on the School Expansion Programme during Phase 2

EqIA cleared by:

Corporate Equalities
Impact Assessment
Quality Assurance Group

Section 4 - Contact Details and Background Papers

Contact: Johanna Morgan, Divisional Director People Services Strategy,
020 8736 6841 johanna.morgan@harrow.gov.uk

Background Papers: None.

Call-In Waived by the Chair of Overview and Scrutiny Committee

NOT APPLICABLE

[Call-in applies]