
REPORT FOR: CABINET

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| Date of Meeting: | 12 July 2018 |
| Subject: | School Organisation Programme |
| Key Decision: | No |
| Responsible Officer: | Paul Hewitt, Corporate Director, People Services (Interim) |
| Portfolio Holder: | Councillor Christine Robson, Portfolio Holder Young People & Schools |
| Exempt: | No |
| Decision subject to Call-in: | Yes |
| Wards affected: | All. Update report |
| Enclosures: | Appendix A: School Roll Projections 2018- 2019 to 2030-2031 Report |

Section 1 – Summary and Recommendations

This report provides an update to Cabinet on the implementation of the school expansion programme and the updated school roll projections for 2018-2031 which inform all school place planning. This report also provides an overview of other School Organisation initiatives and projects.

Recommendations:

Cabinet is requested to:

1. Note this update on the implementation of the school expansion programme and the School Roll Projections 2018-2031 Report.
2. Note the changes in the overall school organisation landscape.
3. Delegate authority to Corporate Director People Services, following consultation with the Portfolio Holder for Young People and Schools, and consideration of consultation responses, to publish the statutory notices that will affect the amalgamation of two schools in accordance with Harrow Council's Amalgamation Policy.
4. Delegate authority to the Corporate Director People Services, following consultation with the Portfolio Holder for Young People and Schools, to determine the notices that will affect the amalgamation of two schools in accordance with Harrow Council's Amalgamation Policy.

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. The Local Authority has a statutory responsibility to provide sufficient school places for its area. Like many boroughs, Harrow has experienced significant growth in the pupil population and has implemented strategies to increase the number of school places. Initially this rise in population was experienced in the primary sector and increasing pupil numbers are now starting to emerge at secondary level as the pupils move from primary phase to secondary.
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 on the implementation of the school expansion programme and highlights the emerging place planning issues as informed by the School Projections Report 2018-2031.

School Expansion Programme Implementation

Overview

4. Additional school places have been created in Harrow in phases to meet increased demand as it arises. The local authority has planned three phases of primary expansions, one phase of secondary expansions and an initial phase of additional special educational needs places have been implemented. The increase in school places has been delivered through the expansion of existing schools and the opening of new places through the government's free school programme.

Primary

5. By September 2016, 26 additional permanent Reception forms of entry had been created through the expansion of existing schools, which is over half of Harrow's primary schools; 4 additional permanent Reception forms of entry were 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, mainly in reception but also in other year groups.

Secondary

7. As part of the school expansion programme 7 additional permanent Year 7 forms of entry have been created through the expansion of two existing schools. 12 additional permanent Year 7 forms of entry have been created through the opening of free schools in Harrow.

8. Further expansions were implemented by some High Schools from September 2016.

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. In September 2016, additional resourced nursery provision was opened in one school as a pilot this will become permanent provision from September 2018.
10. An additional 12 additional reception places will open from September 2018 at Woodlands School. This expansion is designed to deal with immediate demand. Harrow Council is developing options to deliver a permanent increase in the provision within Harrow.

School Expansion Programme Delivery

11. To accommodate additional pupils there has been an individual building programme for each school to provide sufficient permanent accommodation. Where possible time served temporary accommodation has been replaced and the footprint of the school consolidated through the provision of new accommodation and remodelling of internal spaces. The local authority has delivered the schemes in SEP 1, 2 and 3. The final scheme in SEP3 will be completed by Autumn 2018.
12. Seven school expansions were delivered within the government's Priority Schools Building Programme (PSBP) by the Education Skills Funding Agency (ESFA). Final confirmation of the start date for work to commence at Elmgrove Primary School is awaited from the ESFA. Planning permission for the Hatch End High School scheme was agreed in April and work will commence later this year.

Changes to the school organisation landscape

Catholic Academy Trust

13. The Westminster Diocese has been working with its schools across the Dioceses to create a Catholic Academy Trust (CAT) structure. In Harrow this ambition is that all Catholic schools in the trust will work together. On this basis, Academy Orders have been granted by the Regional Schools Commissioner (RSC) to convert and form a CAT:

- St Anselm's Catholic Primary School
- St George's Catholic Primary School
- St John Fischer Catholic Primary School
- St Joseph's Catholic Primary School
- St Teresa's Catholic Primary School & Nursery
- Sacred Heart Language College

The timescale has yet to be agreed but it is expected to be in the Autumn Term. Officers will work with the schools and Diocese to support the conversions.

Welldon Park Primary School Academy Order

14. Welldon Park Primary School has been judged by Ofsted as inadequate and as a result the Regional Schools Commissioner (RSC) has issued an Academy Order for the conversion of the school to an academy.
15. The Local Authority submitted their Statement of Action to the Regional Schools Commissioner to support the conversion of the school to an academy. The local solution proposed is for Welldon Park Primary School to become part of a multi academy trust (MAT) with Priestmead Primary School. Priestmead Primary School has been supporting Welldon Park and would continue to develop and build on this established relationship. Priestmead Primary School has applied to convert to become an academy and establish a Trust which would enable other schools to join. The final decisions about the future of Welldon Park Primary School and Priestmead Primary School's academy conversion are made by the RSC.
16. **Harrow Council's School Amalgamation Policy**
Harrow's amalgamation policy aims to establish combined primary schools with continuity across the Foundation Stage, Key Stage 1 and Key Stage 2. The policy requires that governing bodies of all separate infant and junior schools are required to amalgamate the two schools when one or more circumstances arise unless there are compelling and over-riding reasons not to. The Headteacher of Pinner Park Junior School has resigned and this has triggered the Council's Amalgamation Policy.
17. The Governing Bodies are working, with support from officers, on the process and timeline to amalgamate the schools. In this instance, as the resignation is in the Junior School, it is proposed that the combined school will be achieved by extending the age range of the infant school. The process includes consultation and the publication of statutory notices. It is proposed that decisions to publish and determine notices are delegated to the Corporate Director People Services, following consultation with the Portfolio Holder for Children, Schools and Young People.

Demographic School Roll Projections and Implications

Overall projections

18. Harrow, along with the majority of other London boroughs, commission's school roll projections from the Greater London Authority's (GLA) School Roll Projections Service. 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.
19. 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. The School Roll Projections 2018-19-2030-31 are presented at Appendix A.

20. The 2018 GLA pupil projections continue to indicate a change to the trends of the last 5 years when the trend has been an increase in pupil numbers followed by a plateau. The projections last year indicated that the numbers were plateauing at a considerably lower level than previous projections. The projections for 2018 continue this trend but are at a lower level, with more of a downward trend over the next 10 years.

Housing development and School Place Planning

21. The recent increase in pupil population has been attributable to changes in demography, increases in birth rates and migration, rather than the availability of new homes. A key variable for school roll projections is the impact of new housing development. The housing landscape of Harrow is already beginning to change with developments underway, nearing completion and occupied for example the former Zoom leisure site and Colart. This transformation will continue over the next decade especially with the Harrow's Regeneration programme Build a Better Harrow. This is the next challenge in terms of school place planning.
22. The school roll projections are informed by Harrow's housing trajectory which includes information on the number of new dwellings completed, permissions granted and schemes in the pipeline. Annexe 4 of the School Roll Projections explains the use of the housing data and presents the housing developments over 50 units by School Planning Areas. This is important information because it allows the assessment overtime of the possible impact of the developments on local schools.
23. Some of the possible impacts that officers will monitor overtime will be the:
- Impact on the birth to reception class conversion rate. This has dropped to 88% and is projected to stay between 87-90% over the next ten years. A change may arise affecting demand which is not attributed to a change in birth rate but generated by families with small children moving into Harrow or born in Harrow and leaving before school age;
 - Availability of affordable housing in Harrow, allowing families to stay in Harrow;
 - New families moving into Harrow with siblings across school years;
 - Effect of existing families moving into new homes and impacting on established local admission patterns;
 - Impact of new schools, including VA schools now and in the future, both in Harrow and on its borders, on established local admission patterns.
24. There are two schools included within the Harrow Regeneration Programme. Harrow View Primary School on the Kodak development and a site within the Poet's Corner Scheme (Civic Centre site). These schools have been included on the basis of anticipated child yield from the developments as well as contributing as a focus for the community.

The opening of the schools will be planned to align with the completion and occupancy of the developments. There has to be flexibility in the timing because there is potential for original timescales to change which has been the experience to date of the opening of the Harrow View Primary School. Free school places are not included into the available school places until there is a Funding Agreement in place, although they are notionally planned or assumed in the assessment of need for future places.

25. The headline details for primary and secondary school place planning as informed by the Reception and Year 7 projections are outlined below.

Reception Projections and School Place Planning

26. 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.
27. However, this picture is changing. The projections for 2018 continue the downward trend but are lower this year than last year, with more of a downward trend over the next 10 years. The main reasons for these changes are:
 - Adjustment to the number of 0-4 year olds in the population projections. The GLA's analysis of trends of the ONS's mid-year estimate series, and comparison to administrative sources, suggests that there has been over projection of the number of 0-4 year olds in London since 2011 in the Census data. This adjustment has resulted in lower Reception projections for the majority of London.
 - A reduction in births in Harrow, which is in line with the overall picture in London, leading to a reduction of projected births. The baseline projections have a lower starting point of 3,139 for 2018-19, they peak in 2020-21 at 3,219 and then continue to drop very slightly each year with 2,987 in 2030-31. The continued sharp increases into the next decade, which have been predicted during the past few years, are no longer projected.
 - There are fewer than expected children entering Reception classes in Harrow in 2015-16, 2016-17 and 2017-18. Whilst there was a slight rise of 39 more children in Reception classes in 2017-18, this number is insignificant in comparison to the increases in previous years. There was a 6 year of trend of increases ranging between 122 and 221 additional children in Reception classes between 2011-12 and 2014-15.
28. Following the expansion programme and free schools in September 2016 there were 3,450 reception places. For the first time in several years there are vacancies in reception classes which are concentrated

in a small number of schools. Given the significant increase in school places to meet rising demand there needs to be a period of time for the situation to settle and be monitored. Where there are instances where a reduction in number of places would be beneficial to a school to manage mobility and fluctuations Officers have engaged with the schools on an individual basis.

29. The position in the Planning Areas varies in respect of the actual number of pupils on roll and future demand. Overall there are sufficient places available compared with the projections.
30. The Central Planning Area is the only planning area that is indicating a shortfall of places overtime. The projections suggest a shortfall of 1 form of entry in 2020-21, this deficit peaks in 2025-26 where without additional capacity there could be a shortfall of up to 4 forms of entry. Current admissions offers for a Harrow school place in September 2018 are also suggesting some capacity in this planning area.
31. The Central Planning Area projections and places include the 48 new community places at St Jerome's and pupils. The remaining 12 faith based places and pupils are included in the VA Planning Area.
32. This Planning Area has the majority of housing development planned and the increase in projected pupils is aligned with the estimated timescale for the developments to come forward. Two new school sites have been identified within this area. Harrow View Primary School is planned to have 3 forms of entry or 90 places per year group and the school site on the Poet's Corner regeneration site will provide a further 2 forms of entry or 60 places. These two schools will provide school places for the demand expected to come directly from the housing developments.
33. Over the medium and long term given the volume of housing development will be kept under review because it will be important to bring forward places with demand from the developments and avoid surplus provision over the short term.
34. The data for each Primary Planning Area is provided in Appendix A Section 4.

Year 7 projections

35. The projections for Year 7 places are in-line with the 2017 projections. The actual number of pupils on roll has increased from 1,932 in 2012-13 to 2,347 in 2017-18 and the projections continue to increase reaching a peak in 2022-23 at just under 2,904. With the current number of places available there will be a shortfall of 2 forms of entry in 2021-22, which increases to 5 forms of entry in 2022-23. This reduces to 1 form of entry in 2025-26. However, at this time there are a higher number of Year 7 places than required which is resulting in vacancies being concentrated in a small number of schools.
36. Secondary school place planning is more susceptible to changes within neighbouring boroughs and wider areas. For example, there is an

established pattern of Harrow pupils travelling to access grammar, independent or faith schools not located in Harrow. In addition, there have been free schools announced in neighbouring boroughs which might impact on current provision. The recent announcement by the Secretary of State to allow grammar and faith schools to expand may have an impact on the number pupils access a school outside of Harrow.

37. It is proposed that the situation is monitored and that once there is greater clarity about changes on the ward boundaries that a local solution to meet the growing need is developed with the High Schools.

Brief updates

Special Educational Needs Provision

38. The SEND Strategy continues and work within the four priorities will contribute to increasing capacity but also earlier intervention and support. The four strategic priority areas are:

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 and post 18 provision working in partnership with other agencies including colleges and voluntary sector.

Strategic Priority 4:

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

39. To meet the increasing need for places for children and young people with severe and complex needs with autism a free school proposal is being developed by three special school headteachers in Harrow for submission in the next wave of applications expected to be announced some time later this year.
40. Additionally resourced places were opened at Hillview Nursery School in 2017 to meet growing demand in the early years for SEND places. This mirrors the provision that has been established in mainstream primary and secondary schools. 12 additional reception places will be opened from September 2018 at Woodlands. These are to create provision for immediate demand and over the medium term Harrow Council is developing options to deliver a permanent increase in the provision within Harrow.

41. However, further work on analysing the needs of pupils with SEND and spend will be undertaken to inform future provision needs and any capital programme requirements. This includes exploring options to utilise surplus capacity in mainstream schools to create additional SEN places. In June 2018, the DfE announced capital funding for SEND and Harrow will receive £2.3m over three years. This will be allocated to support priorities within the SEND Strategy. A report on the SEND Strategy will be presented to Cabinet in the Autumn.

Free School Programme

42. Officers continue to liaise with proposers of free schools and with the Education and Skills Funding Agency (ESFA) 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 ESFA officials work constructively with officers from across the council to deliver the schools.
43. Two schools opened in September 2016 St Jérôme Church of England Bilingual School and Pinner High School at the former Heathfield School site. Avanti House Secondary School moved to its new school building at Easter.
44. Officers are in discussion with the ESFA regarding the sites and opening of the following free schools: Harrow View Primary School, Hujjat Primary School.
45. In January 2018, Lord Agnew the Parliamentary Under Secretary of State for the School System advised that the ESFA would not be opening The Mariposa Primary School in Harrow.

Performance Issues

46. 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 December 2017, 98% of Harrow's primary and secondary schools are judged 'good' (50%) or 'outstanding' (48%), in line with 98% in London (50% Good, 48% Outstanding) and 89% nationally (67% Good, 22% Outstanding) (Source: Ofsted Data View).
47. 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.
48. 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.

49. 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

50. 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.
51. 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.
52. 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

53. Risk included on Directorate risk register? Yes
Separate risk register in place? Yes

54. 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.
55. 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.

Procurement Implications

56. No procurement implications

Legal Implications

57. 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.

58. 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.

59. 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

The relevant elements of the Schools capital programme for 2018-2021 is £15.993m which includes slippage from previous years. This is set out at Table 1

| Scheme | Budget | Slippage from previous year | Total Funding |
|---------------------------|----------------|------------------------------------|----------------------|
| | £'000 | £'000 | £'000 |
| Amalgamations | | £420 | £420 |
| Bulge Classes | £300 | £252 | £552 |
| Secondary - new provision | £8,900 | £2,625 | £11,525 |
| SEN - new provision | £2,520 | £975 | £3,495 |
| Totals | £11,720 | £4,273 | £15,993 |

Amalgamations

Slippage of £420k is earmarked to school amalgamation works as and when required. This budget will be available to fund any amalgamation works required at Pinner Park schools

Bulge Classes

Funding of £552k has been earmarked for bulge classes for capital works for short term or temporary school expansions in primary schools. The current projections suggest a shortfall in reception places in 2020-21. This situation will be monitored in line with the volume of housing development in order to avoid surplus provision in the future.

New Secondary Provision

Funding of £11.525m has been earmarked for secondary provision and may be required to address the current projected shortfall in secondary places from 2020-21. The situation will be monitored and that once there is greater clarity the LA will seek to develop a local solution with the High Schools.

New SEN Provision

Funding of £3.495m has been earmarked for SEN provision which will be informed by the SEND Strategy. However, further work on analysing the needs of pupils with SEND and spend will be undertaken to inform future provision needs and any changes to capital programme requirements. In addition to the funding in the above table, in June 2018 the DfE announced capital funding for SEND and Harrow will receive £2.3m over three years. A report on the SEND Strategy will be presented to Cabinet in the Autumn along with a request to add this new grant to the capital programme.

Any changes to the capital programme requirements will be considered over the Autumn Term in preparation for the annual capital budget cycle.

Equalities implications / Public Sector Equality Duty

60. 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.
61. 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.
62. 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**

63. 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
64. The Council Strategic Themes are to:
- Build a Better Harrow.
 - Be More Business-like and Business Friendly.
 - Protect the Most Vulnerable and Support Families
65. 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

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| Name: Jo Frost | <input checked="" type="checkbox"/> | on behalf of the Chief Financial Officer |
| Date: 13/06/2018 | | |
| Name: Sharon Clarke | <input checked="" type="checkbox"/> | on behalf of the Monitoring Officer |
| Date: 13/6/2018 | | |

Section 3 - Procurement Officer Clearance

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| Name: Nimesh Mehta | <input checked="" type="checkbox"/> | Head of Procurement |
| Date: 13/6/2018 | | |

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| 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: Annexe 1 - Child Population Projections; Annexe 2 - Overview of Harrow’s population and changes; Annexe 3 - School Roll Projections Methodology; Annexe 4 - Harrow’s Regeneration Programme and Housing Profile; Annexe 5 - Changes to Harrow’s schools landscape; Annexe 6 - SEND and Early Years Data

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| Call-In Waived by the Chair of Overview and Scrutiny Committee | NO (Call-in applies) |
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