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**REPORT FOR: CABINET**

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| <b>Date of Meeting:</b>             | 11 July 2019   |
| <b>Subject:</b>                     | School Organisation Update   |
| <b>Key Decision:</b>                | No   |
| <b>Responsible Officer:</b>         | Paul Hewitt, Corporate Director People Services                                |
| <b>Portfolio Holder:</b>            | Councillor Christine Robson, Portfolio Holder Children, Young People & Schools |
| <b>Exempt:</b>                      | No   |
| <b>Decision subject to Call-in:</b> | Yes  |
| <b>Wards affected:</b>              | All  |
| <b>Enclosures:</b>                  | Appendix A: School Roll Projections 2019/2020 to 2031/2032 Report              |

## **Section 1 – Summary and Recommendations**

This report provides an update to Cabinet on the school roll projections for 2019-2032 which informs all school place planning and provides an overview of other School Organisation initiatives.

### **Recommendations:**

Cabinet is requested to:

1. Note this update on the implementation of the school expansion programme and the School Roll Projections 2019-2032 Report.
2. Note the changes in the overall school organisation landscape.

**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 school organisation and highlights the emerging place planning issues as informed by the School Projections Report 2019-2032.

### **School Organisation**

#### **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.

### **Changes to the school organisation landscape**

#### **Catholic Academy Trust**

5. The Westminster Diocese has worked with its schools across the Dioceses to create a Catholic Academy Trust (CAT) structure. Four Harrow Schools have joined the CAT which was formed on the 1 May 2019.
  - St George's Catholic Primary School
  - St John Fischer Catholic Primary School
  - St Joseph's Catholic Primary School
  - Sacred Heart Language College

### **The Pegasus Trust**

6. The Trust was created on 1 March 2019. Two schools are part of the Trust.
  - Priestmead Primary School
  - The Welldon Park Academy

### **Harrow Council's School Amalgamation Policy**

7. 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 Stag Lane Junior School resigned and this has triggered the Council's Amalgamation Policy.
8. 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.
9. For September 2019 the Published Admissions Number (PAN) for two schools was reduced formally from 90 to 60 via Office of the Schools Adjudicator and officer are working with a number of other schools informally to lower PANs.
  - The Welldon Park Academy
  - Cedars Manors School

## **Demographic School Roll Projections and Implications**

### **Overall projections**

10. Harrow, along with the majority of other London boroughs, commission 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.
11. 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 2019/20-2031/32 are presented at Appendix A.
12. The 2019 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 Reception projections last year indicated that the numbers were initially plateauing followed by a decline. The Reception projections for 2019 plateau over the period covered in the report. The Year 7 projections in 2019 steadily increase over the period covered, with a dip in the middle of the period.

### **Housing development and School Place Planning**

13. Harrow's increasing 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 Kodak West. 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.
14. 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.
15. 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 even further from 88% in 2017/18 to 85% in 2018/19 and is projected to stay between 88-92% 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;
  - 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;
  - The impact of Brexit and migration.

Please note further details about the above can be found in the annexes, particularly 'Annexe 5: Affordability of Housing in Harrow'.

16. 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**

17. 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.

18. However, this picture is changing. The projections for 2019 as per the last couple of years are lower however there is steady increase projected over the next 10 years. The main reasons for these changes are:
- Last year, the GLA identified problems of inflation in the population of children in the official estimates. Discussions with the ONS traced the problem to a likely mismatch between the assumed age structures of international inflows and outflows. These problems are particularly acute for areas of London with high international flows and, without correction lead to inflated numbers of children in the projections. The GLA has now created an alternative series of population and migration for use in its models. These revised estimates cover the period mid-2009 to mid-2017 and are the result of a modelling process that worked to reconcile estimated population and migration flows of children with other data sources. The resulting estimates are now more consistent with observed annual change in school rolls, GP registration data, and past births.
  - Whilst there has been a very slight reduction in births in Harrow, it should be noted that Harrow's births are currently at the highest levels ever – 3,624 as at 2016/17. The birth projections are indicating a slight dip initially but then are projected to increase slightly and then remain quite steady up to at least 2025/26.
  - The Reception baseline projections have a lower starting point of 3,103 (Baseline) and 3,165 (+2%) for 2019/20, with a slight increase in 2020/21, after which they plateau ranging between 3,179 (Baseline) and 3,243 (+2%) in 2021/22 and 3,190 (Baseline) and 3,254 (+2%) in 2031/32. As per the last couple of years the continued sharp increases into the next decade, which have been predicted during the past few years, are no longer projected.
  - Fewer than expected children have entered Reception classes in Harrow in 2015/16, 2016/17, 2017/18 and 2018/19. Most recently there has been a significant drop of 147 less children entering Reception - from 2017/18 to 2018/19. The small increases that have been seen over recent years are insignificant in comparison to the increases in previous years. There was a 4 year trend of increases ranging between 122 and 221 additional children in Reception classes between 2011/12 and 2014/15.
19. Following the expansion programme and free schools in September 2016 there are 3,450 permanent reception places. 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.

20. 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.
21. The Central Planning Area is the only planning area that is indicating a shortfall of places overtime. Both the Baseline and +2% projections suggest the beginning of a shortfall of places in 2020/21, with a shortfall of 1 form of entry (Baseline and +2%) in 2021/22. This deficit is projected to continue increasing; reaching a shortfall of 4 forms of entry (Baseline and +2%) in 2026/27, and peaking at 5 forms of entry (+2%) deficit by 2027/28 and until 2031/32. Current admissions offers for a Harrow school place in September 2019 are suggesting some capacity in this planning area.
22. The Central Primary 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
23. This Primary 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 discussions have taken place with The Harrow Academies Trust with regards to possible specialist provision. The school site on the Poet's Corner regeneration site is planned to 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.
24. Over the medium and long term given the volume of housing development the situation will be kept under review because it will be important to bring forward places with demand arising from the developments and avoid surplus provision over the short term. The impact of the developments included in Harrow's 2017/18 trajectory is not expected to be immediate and surveys are likely to be needed to ascertain the occupancy and therefore potential impact on school places in the mid to long term future.
25. The data for each Primary Planning Area is provided in Appendix A Section 4.

#### **Year 7 projections**

26. The projections for Year 7 places are overall in-line with the 2019 projections. The actual number of pupils on roll has risen from 1,932 in 2012/13 to 2,347 in 2017/18 and even further increased to 2,534 in 2018/19.
27. The projections are overall set to continue increasing over the period covered in the report (2019/20 to 2031/32). 2,664 (Baseline) and 2,717

(+2%) places are projected for 2019/20, with a slight dip in 2025/26, but are suggested to continue slowly increasing until the end of the period, with projections of 2,829 (Baseline) and 2,886 (+2%) by 2031/32. Based on the Baseline SRP there is projected to be a shortfall of 2 forms of entry by 2021/22, which will peak at a deficit of 4 forms of entry by 2027/28, followed by 3FE shortfall until the end of the period. Based on the +2% SRP, there will be a shortfall of 2 forms of entry by 2020/21, which will increase to 4 forms of entry in 2021/22, and continue increasing until the end of the period, with a peak of 6 forms of entry suggested in 2027/28. At this time there are just under 2 forms of entry Year 7 places available, this is due to vacancies that are concentrated in a small number of schools.

28. 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.
29. It is proposed that the situation is monitored and that once there is greater clarity about changes on the borough boundaries that a local solution to meet the growing need is developed with the High Schools.

Officers will be discussing with Secondary Heads options to discuss how to meet the future demand.

## **Brief updates**

### **Special Educational Needs Provision**

30. The SEND Strategy was agreed by Cabinet in February 2019. 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.

31. Strategic Priority 1 relates to the need to review and increase provision for SEND. Additional provision has been created
32. 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 were opened in September 2018 at Woodlands. These created provision for immediate demand and over the medium term Harrow Council is developing options to deliver a permanent increase in the provision within Harrow.
33. To meet the increase in demand for provision for pupils with severe and complex needs, a pilot specialist provision will open at Belmont School for pupils who have severe and complex learning difficulties with autism. The aim of the provision will be to develop a clear ethos throughout the whole school that promotes inclusion, high expectations and a commitment to improve outcomes for pupils with severe learning difficulties and/or autistic spectrum disorder (ASD). The provision will offer inclusive education and social opportunities, alongside access to specialist intervention from teaching staff and in class support. There will be between 10-12 places at the provision and 4-6 staff.
34. An expression of Interest for a new special free school was unsuccessful; Officers will continue to explore options to increase provision including any further rounds of the Government's free school programme. There is a lack of sites for a new special school and that the Council will need to keep under review any school land no longer required for mainstream education or to identify other suitable sites that would be suitable for a new special school.
35. 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 £3.2m over three years. This will be allocated to support priorities within the SEND Strategy agreed by Cabinet in February 2019. Further reports will be presented to Cabinet in accordance with required decision-making once proposals have been developed.

### **Free School Programme**

36. 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.



37. 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.
38. Officers are in discussion with the ESFA regarding the sites and opening of the following free schools: Harrow View Primary School, Hujjat Primary School.
39. 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.
40. 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.

### **Performance Issues**

41. 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 31<sup>st</sup> March 2019, 92% of Harrow's primary and secondary schools are judged 'good' (47%) or 'outstanding' (45%), in line with 92% in London (63% Good, 29% Outstanding) and above 85% nationally (66% Good, 18% Outstanding) (Source: Ofsted Data View).
42. 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.
43. 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.
44. 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**

45. 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.
46. 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.
47. 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**

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

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| <ol style="list-style-type: none"><li>49. 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.</li><li>50. The risks for delivery of the school expansion programme have been reported in detail to Cabinet in the previous 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:<ul style="list-style-type: none"><li>• 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.</li><li>• School expansion feasibility designs aligned to the Department for Education guidance on spaces and areas for schools.</li><li>• Indicative costs calculated from feasibility studies to inform programme budget.</li><li>• Programme contingency has been included in the programme budget.</li></ul></li></ol> |
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- 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.

**Note: Risk implications must be signed off by Corporate Director.**

## Procurement Implications

51. No procurement implications arising from this report.

## Legal Implications

52. 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.
53. 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.
54. 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

55. The relevant elements of the Schools capital programme for 2019-2022 is £ £19.335m which includes slippage from previous years. This is set out at Table 1.

Table1

| <b>Scheme</b>             | <b>Budget 2019-22</b> |
|---------------------------|-----------------------|
|                           | <b>£'000</b>          |
| Amalgamations             | £182                  |
| Bulge Classes             | £552                  |
| Secondary - new provision | £12,050               |
| SEN - new provision       | £6,551                |
| <b>Totals</b>             | <b>£19,335</b>        |

### Amalgamations

Budget of £182k is earmarked to school amalgamation works as and when required. This budget will be available to fund any amalgamation works required at Stag Lane 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.

### **New Secondary Provision**

Funding of £12.050m has been earmarked for secondary provision. The situation will be monitored and once there is greater clarity the LA will seek to develop a local solution with the High Schools.

### **New SEN Provision**

Funding of £6.551m has been earmarked for SEN provision which will be informed by the SEND Strategy. 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.

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**

56. 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.
57. 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.
58. 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**

59. The Council Priorities are as follows:
  - Ensure every Harrow child has a school place
  - Children and young people are given the opportunities to have the best start in life and families can thrive
  - Everyone has access to high quality education
  - Deliver excellent value for money services

- Reduce the borough's carbon footprint

60. The Council Strategic Themes are to:

- Build a Better Harrow.
- Supporting Those Most in Need
- Protecting Vital Public Services
- Modernising Harrow Council

61. 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<br>Chief Financial Officer |
| Date: 19/6/2019 |                                     |   |

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| Name: Sarah Wilson | <input checked="" type="checkbox"/> | on behalf of the<br>Monitoring Officer |
| Date: 19/6/2019    |                                     |  |

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| Name: Nimesh Mehta | <input checked="" type="checkbox"/> | Head of Procurement |
| Date: 18/6/2019    |                                     |                     |

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| Name: Paul Hewitt | <input checked="" type="checkbox"/> | Corporate Director |
| Date: 27/6/2019   |                                     |                    |

**MANDATORY**

**Ward Councillors notified:**

**NO, as it impacts on all Wards**

**EqIA carried out:**

**No**

**EqIA cleared by:**

This is an up-date report and any individual proposals will include an EQIA.

**Section 4 - Contact Details and Background Papers**

**Contact:** Johanna Morgan, Divisional Director, People Services  
0208 736 6841

**Background Papers:** Annexe 1 - Child projections, Births, Admissions, School Census; Annexe 2 - Harrow's population Projections; Annexe 3 – GLA School Roll Projections Methodology; Annexe 4 - Harrow's Regeneration Programme and Housing Profile; Annexe 5 - Harrow's changing landscape; Annexe 6 - SEND and Early Years Data

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

**No**