

Report for: **Cabinet**

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| Date of Meeting: | 17 November 2022 |
| Subject: | School Organisation Update and School Capital Programme |
| Key Decision: | Yes - there will be capital expenditure in excess of £1m and two or more wards of the Borough will be affected |
| Responsible Officer: | Senel Arkut – Corporate Director People Services; Peter Tolley - Director of Children’s Services |
| Portfolio Holder: | Councillor Hitesh Karia - Portfolio Holder for Children’s Services |
| Exempt: | No |
| Decision subject to Call-in: | Yes |
| Wards affected: | All |
| Enclosures: | Appendix A: School Roll Projections 2022/2023 to 2034/2035 Report Appendix B: Equalities Impact Assessment |

Section 1 – Summary and Recommendations

This report provides an update on the school roll projections for 2022/2023-2034/2035 which informs all school place planning and provides an overview of other School Organisation initiatives. The report also outlines the capital programme required to deliver the school organisation priorities.

Recommendations:

Cabinet is requested to:

1. Note the update on the implementation of the school expansion programme, the School Roll Projections for 2022/2023-2034/2035 Report and the changes in the overall school organisation landscape.
2. Agree to publish statutory notices to establish the Additional Resourced Mainstream School (ARMS) provision at Pinner Wood, Stanburn and Grange primary schools, and expansion at Shaftesbury High School in accordance with the School Expansion Programme.
3. Delegate authority to the Director of Children's Services, following consultation with the Portfolio Holder for Children's Services to determine the Statutory Notices.
4. Approve the commencement of a procurement process to compliantly select contractor(s) to deliver the projects within the capital programme to implement the proposals to increase special educational provision associated with the School Expansion Programme.
5. Delegate authority to the Corporate Director of Place, following consultation with the Portfolio Holders for Children's Services, Environment & Community Safety, Business, Employment & Property and Finance and Human Resources to award contracts following the compliant completion of each procurement associated with the Schools Expansion Programme.
6. Delegate authority to the Director of Children's Services, following consultation with the Portfolio Holder for Children's Services to publish statutory notices to increase interim capacity from September 2023 for pupils with severe and complex needs.
7. Delegate authority to the Director of Children's Services, following consultation with the Portfolio Holder for Children's Services to determine statutory notices to increase interim capacity from September 2023 for pupils with severe and complex needs
8. Delegate authority to the Corporate Director of Place, following consultation with the Portfolio Holders for Environment & Community Safety, Business, Employment & Property and Finance and Human Resources to procure and appoint a contractor to deliver the associated accommodation requirements.
9. Delegate authority to the Director of Children's Services, following consultation with the Portfolio Holder for Children's Services to determine Admission Arrangements for community schools in Harrow.

Reason: (for recommendations)

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

Section 2 – Report

1. The Local Authority has a statutory responsibility to provide sufficient school places for its area. Like many boroughs, Harrow experienced significant growth in the pupil population and implemented strategies to increase the number of school places. Initially this rise in population was experienced in the primary sector. Increasing pupil numbers are now emerging at secondary level as the pupils move from primary phase to secondary. The current projections show that the pupil population in primary schools is declining across Harrow and London. The projections for special educational needs provision are continuing to rise requiring additional places to be created.
2. 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 is an update on the implementation of school organisation strategy and highlights the emerging place planning issues as informed by the School Roll Projections 2022/2023-2034/2035 Report.

Options considered

3. To implement the school organisation strategy and SEND strategy a school capital programme is required to provide sufficient and appropriate accommodation. To achieve the outcomes required the following options were considered:

Option 1: Do Nothing – this would not be a viable option because to implement the changes to school organisation a capital programme is required.

Option 2: To implement the schools capital programme to provide suitable and sufficient accommodation.

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 increased places in primary and secondary schools by expanding individual schools, through the Government's Free School Programme and by creating an all through school. Special school places have been increased through special school expansions and the creation of additionally resourced provision at mainstream schools. The focus is now on managing the supply of primary school places, working with secondary schools to meet rising demand and increasing places in special education provision.

Changes to the school organisation landscape

Community School Admission Arrangements and Published Admission Numbers

5. All Harrow resident pupils who applied for a place at a primary school for September 2022 were offered a place. There was sufficient capacity to meet demand with surplus places available. Recently, in Harrow and many other London boroughs, the number of primary applications has been falling and local authorities are managing the changes in demand by working with schools to lower published admission numbers. However, for September 2022 the number of on time applications received for Reception places increased by 100 in comparison to 2021. This increase is being monitored.
6. Due to the change in projected demand in the primary phase the Council has worked on an informal basis with schools where the demand for places has fallen for several years. In order to support schools where the demand for places has remained low and with the agreement of the Governing Body at the school, the number of places at some schools has been reduced. The agreement with schools is on the basis that should the need for school places increase the capacity will be reinstated and the schools will admit pupils to their original published admission number.
7. Since September 2019 the following reductions in Published Admissions Numbers (PAN) have been implemented for Reception classes.

| Academic Year | School | Original PAN | New PAN | Reduction/ Increase |
|---------------|----------------------------|--------------|---------|---------------------|
| 2019 | The Welldon Park Academy | 90 | 60 | -30 (1FE) |
| | Cedars Manor School | 90 | 60 | -30 (1FE) |
| 2020 | Weald Rise Primary School | 120 | 60 | -60 (2FE) |
| 2021 | Longfield Primary School | 120 | 90 | -30 (1FE) |
| | Roxbourne Primary School | 90 | 60 | -30 (1FE) |
| | Kenmore Park Infant School | 120 | 90 | -30 (1FE) |
| | Kenmore Park Junior School | 120 | 90 | -30 (1FE) |
| | Cannon Lane Primary School | 120 | 90 | -30 (1FE) |
| 2022 | Cannon Lane Primary School | 90 | 120 | +30 (1FE) |
| | Stanburn Primary School | 120 | 90 | -30 (1FE) |
| 2023 | Grange Primary School | 90 | 60 | -30 (1FE) |

8. For September 2021 Harrow Council received 180 less on time applications for Reception across the borough which was not in line with the GLA projections. It is assumed that this decline was as a result of Brexit as well as the Covid-19 pandemic. It is noted that many other London boroughs received fewer applications than projected. In this context, an in-year variation was sought by the Office of the Schools Adjudicator (OSA) to reduce the PAN for Cannon Lane Primary School on 25 June. The OSA agreed the request on 23 July 2021. The need for this request was unforeseen because in the previous year the school offered up to its PAN of 120.

9. However, for September 2022 the demand for places for Cannon Lane Primary School increased and 120 places were offered in line with previous years.
10. For September 2023 following a consultation the PAN for Grange Primary School has been determined at 60 places in Reception class, a reduction from 90.
11. There are no proposed changes for the admission arrangements for community schools for September 2024/25. The arrangements will be determined by the Director of Children's Services in consultation with the Portfolio Holder for Children's Services.
12. Officers will continue to work with schools to manage school places for all year groups to support schools during this period whilst ensuring that the Local Authority has sufficient capacity to meet any demand for places.

Harrow Council's School Amalgamation Policy

13. There is one remaining infant school and one remaining junior school yet to be amalgamated in accordance with the policy.
14. Stag Lane Primary School amalgamated on 1 April 2020 and Pinner Park Primary School on 1 April 2019. Pinner Park Primary School amalgamation works were completed in October 2022. The amalgamation works required for Stag Lane Primary School have been rescheduled to commence after schools close in Summer 2023.

Secondary schools

15. Secondary school place planning is more susceptible to changes within neighbouring boroughs and beyond. For example, there is an established pattern of Harrow pupils travelling to grammar, independent or faith schools not located in Harrow.
16. Secondary schools continue to work with the Local Authority to ensure that every Harrow resident applicant has an offer of a school place, and Officers will continue their discussions with secondary headteachers to discuss options of how to meet future demand.
17. For September 2022, four schools agreed to open bulge classes to ensure that the Local Authority had sufficient places for National Offer Day and that every Harrow resident applicant had an offer of a school place. Following the movement that follows the first round of offers, it was determined that these additional places were not needed.
18. In the first half of the autumn term, when schools re-open there is always a period of movement in the availability of school places. During this time schools confirm that pupils who have not returned to school have moved and are attending another school. Once these details are confirmed the places are released and offered.

19. At the beginning of the September 2022 term, to ensure all pupils were offered a school place, the Local Authority used the Fair Access Protocol to admit pupils over secondary schools' published admission numbers across all year groups.
20. It was agreed that Officers would meet with secondary headteachers on 7 December to consider options, such as bulge classes to meet the growing demand for places in high schools as the number of places available in all year groups in the secondary sector has reduced considerably.

Demographic School Roll Projections and Implications

Overall projections

21. Harrow, along with many 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.
22. The roll projections are prepared for the whole borough to provide a strategic and overarching picture and for Planning Areas. For primary school places there are five geographic Planning Areas. There are three secondary school geographic Planning Areas.
23. 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 2022/23-2034/35 are presented at Appendix A.
24. The 2022 GLA pupil projections continue to indicate a change to the trends of the last 5 years when the trend had been an increase in primary pupil numbers followed by a plateau. The Reception place projections last year indicated a plateau over the period covered in the report. The Reception projections for 2022 increase for the first year, followed by a dip that continues to fall until 2029/30 when the projections start to increase very slightly. The Year 7 projections in 2022 increase for the first year, followed by a slight dip, which continues, with a little fluctuation in 2027/28, until the end of the period in 2034/35.

Housing development and School Place Planning

25. Harrow's increasing pupil population has in the past 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 developments. The housing landscape of Harrow is already beginning to change with developments underway, nearing completion and occupied such as at the former Zoom leisure site Kodak West. This transformation will continue over

the next decade especially with Harrow's regeneration programme. Being prepared for an increased number of children emerging from Harrow's housing developments is the next challenge in terms of school place planning.

26. 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. Annex 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 of the possible impact of the developments on local schools over time.
27. Some of the possible impacts that Officers will monitor over time will be the:
- Impact on the birth to Reception class conversion rate. The rate dropped from 88% in 2017/18 to 85% in 2018/19 but reverted back to 88% in 2019/20. The rate reduced to 84% in 2020/21 and 2021/22 and is projected to remain between 85-87% over the next few years and is then projected to continue declining. A change may arise affecting demand which is not attributed to a change in birth rate. The birth rate is also affected by the further areas monitored as below.
 - Families moving into Harrow with siblings across school years,
 - Effect of existing families moving into new homes and the impact on established local admission patterns,
 - Impact of new schools, including Voluntary Aided (VA) schools now and in the future, both in Harrow and on its borders, on established local admission patterns,
 - The impact of Brexit, internal and international migration and the Covid-19 pandemic.
28. 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

29. Harrow's demographic profile of children entering its primary schools had shown an increasing trend over a ten-year period since 2005-06. The increases in numbers of primary age children had been very significant and posed challenges for the Local Authority and schools to ensure sufficient school places for all children.
30. The demand for places changed in 2015/16 and is still changing. The Reception projections for 2022, as in the last few years, are lower with a slight decrease projected over the next 10 years. The main reasons for these changes are:
- This year's birth to Reception retention rate of 84% is based on one of Harrow's highest ever birth rates - 3,624 births in 2016/17

converting to only 3,048 Reception children in Harrow's schools in 2021/22. Harrow's highest level of births of 3,661 in 2015/16 dropped to 3,506 in 2019/20. Harrow's birth rate is projected to continue falling over the next 3 years, followed by a steady increase into 2030 and beyond.

- The Reception baseline projections have a slightly lower starting point of 3,120 (Baseline) and 3,182 (+2%) for 2022/23, which is followed by a steady continued decline. The previously projected continued sharp increases into the next decade are no longer projected.
 - The small increases in numbers of Reception children that have been seen in some 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. Fewer than expected children have entered Reception classes in Harrow in 2015/16, 2016/17, 2017/18 (3,189 pupils), with an even lower number on roll in 2018/19 and 2019/20 (3,079 pupils). There was a very small increase in 2020/21 to 3,089, but the most recent number fell to 3,048 in 2021/22.
31. Following the expansion programme and the opening of free schools Harrow has 3,480 permanent Reception places. There are vacancies in Reception classes which are concentrated in a 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 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.
32. Overall, across Harrow there are sufficient places available compared with the projections. The position in the Primary Planning Areas varies in respect of the actual number of pupils on roll and future demand. Based on the Baseline projections there is a surplus of Reception places (Forms of Entry – FE) projected in the following Planning Areas between 2022/23 and 2034/35:
- North East (1 to 3 FE)
 - North West (0.5 to 4 FE)
 - South East (1 to 5 FE)
 - South West (1 to 4 FE)
33. This is not consistent across all Planning Areas. There continues to be a shortfall of places in the Central Planning Area (0.5 to 4 FE).
34. The Central Planning Area is the only planning area that is indicating a significant shortfall of places over time. Both the Baseline and +2% projections suggest a shortfall of places in 2022/23, with a shortfall of 0.5 (Baseline) and 1 form of entry (+2%). This deficit is projected to

continue increasing, reaching a shortfall of 2 forms of entry (Baseline and +2%) in 2029/30 and continuing to 4 forms of entry deficit by 2034/35. As at October half-term 2022 there is no spare capacity in the Central Planning Area in the Reception year group.

35. The Central Primary Planning Area has the majority of housing developments planned and the increase in projected pupils is aligned with the estimated timescale for the developments to be completed. Further discussions about the projections, revision to the density of the developments and timescale are required to ensure that there is sufficient capacity.
36. Harrow View Primary School is planned to have 3 forms of entry or 90 places per year group and with the additional provision of an ARMS unit for pupils with special educational needs. Discussions have taken place with The Harrow Academies Trust with regards to possible specialist provision. Officers continue discussions with the Education and Skills Funding Agency (ESFA) and the School Trust regarding the opening and of the Harrow View Primary School. This school will be located within the Central Planning Area.
37. Free school places are not included in 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.
38. Over the medium and long term, given the volume of housing developments, the situation will be kept under review because it is 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 2021/21 trajectory is not expected to be immediate, and surveys are needed to ascertain the occupancy and therefore potential impact on school places in the mid to long term.
39. The data for each Primary Planning Area is provided in Appendix A Section 4.

Year 7 projections and Place Planning

40. The 2022 projections for Year 7 places are slightly lower than the 2021 projections. The actual number of pupils on roll has risen from 1,932 in 2012/13 to 2,670 in 2019/20, however they dropped slightly to 2,622 in 2020/21 and then increased slightly to 2,633 in 2021/22.
41. The projections are overall set to start steadily falling over the period covered in the report (2022/23 to 2034/35). 2,681 (Baseline) and 2,735 (+2%) places are projected for 2022/23. Based on the Baseline School Roll Projections (SRP) there is projected to be a surplus of places from 2 FE in 2022/23 which increases to 14 FE by 2034/35. Based on the +2% SRP, there will be a shortfall of up to 1 form of entry in 2023/24, which increases to 12 FE by 2034/35. At this time there are just under 1.5 forms of entry Year 7 places available, this is due to vacancies that are concentrated in a small number of schools.

42. The projections do not show a shortfall of places for secondary schools. However, there has been an increase of in-year applications which has increased the demand for places across all year groups. As there are single sex schools within the secondary phase, they can mask the need for places.

SEND Strategy

Special Educational Needs Provision

43. Harrow's SEND Strategy 2019-2024 outlines the current context for SEND nationally and locally, it sets out the guiding principles and four strategic priorities. The 2024-2029 SEND Strategy will be co-produced over the next 18 months with the Council facilitating the process. This will include reviewing progress against the 4 priorities in the 2019-2024 strategy as well as collaboratively reviewing SEND data and developing the priorities for the next 5 years. The Council anticipates that expansion of provision will remain a priority for the next 5 years.
44. In line with the key priority, to reduce out borough placements, Harrow is progressing 2 main strands of development:
- A 'Whole System Shift' model
 - Further expansion of the additional resourced mainstream school (ARMS) provision
45. The 'Whole System Shift' is a strategic and cultural approach across all Harrow's special and mainstream schools to develop the education provision on offer in Harrow as a continuum of provision, in order to ensure that the finite numbers of special school places are prioritised for children and young people (CYP) with the greatest complexity of need.
46. The Local Authority has carried out projection modelling for pupil planning purposes to identify requirements for SEND provision and the most cost-effective provision model. These will be updated on an annual basis once the sequential September phase transfers are confirmed.
47. Analysis of data on primary categories of need and projection modelling has shown that there are now greater numbers of CYP in Harrow with SEND who have increasing levels of need such that they will be identified as having severe learning difficulties (SLD). Based on actual pupil numbers of CYP who required SLD provision, between 2015 and 2019, and projections of pupil numbers and need, the projections show that, 25 new children each year will require SLD special school provision.
48. The projection modelling confirms that the immediate and significant pressure is for secondary phase SLD special school places from

September 2020. To accommodate this immediate place pressure Harrow Council expanded Kingsley High Special School to its full capacity, from 96 to 102 places from September 2021 and created a temporary satellite provision for 24 CYP from September 2022.

49. Analysis of SEND data and trends indicate that there will continue to be growth in demand for primary SLD special school places. Prior to 2020, the growth in numbers has been largely accommodated in the primary sector, through two expansions at a primary SLD special school (Woodlands School) and the development of a primary SLD resourced provision in a mainstream school (Belmont School). These developments have managed demand in the primary sector but as the pupils roll through this will create pressure in the secondary sector.
 50. Current projections show that Harrow requires 180 additional special school places by 2025 and a total of 330 additional places by 2029. The Special Free School Bid for 292 places, if successful will make a substantial contribution as detailed below.
 51. The LA is working collaboratively with the four special schools in Harrow, two of which are designated moderate learning difficulties (MLD), to explore and progress how best SLD provision can be expanded across a 'Whole System Shift' model and subsequently how MLD provision can be expanded and developed within mainstream schools. The engagement and commitment of the MLD schools and mainstream schools to develop ARMS provision, to the 'Whole System Shift' model is critical to the LA's SEND Strategy and a key priority to increase the number of SLD places. To further support the System Shift, it is necessary that the range of special educational need met in the two MLD schools widens, to include more pupils with complex needs. Since September 2020, both Alexandra and Shaftesbury Schools have admitted approximately 15 pupils with more complex needs who would previously not have been considered, including several pupils from Woodlands School. This creates additional capacity in the two schools designated as for pupils with severe learning difficulties (SLD).
 52. This approach will reduce future pressures on the High Needs Block (HNB) created by expensive out of borough placements thus enabling spend to benefit the development of Harrow's school provision for Harrow pupils. In addition, this approach will secure diversity in the provision of schools and increase choice for parental preference.
 53. With the establishment of a 'Whole System Shift' model, pathway projections determine that approximately, 48 secondary and 36 primary ARMS places will need to be developed by 2026 to meet capacity of demand for MLD pupils who would have previously been offered an MLD special school place.
- Additionally Resourced Mainstream Schools (ARMS)**
54. Three primary schools and one secondary school are working with the Local Authority to create additional ARMS provision.

1. Grange Primary School
2. Pinner Wood Primary School
3. Stanburn Primary School
4. Canons High School

| Name | Need | Number of places |
|----------------------------|---------------|-----------------------------|
| Grange Primary School | MLD | 12 |
| Grange nursery | Complex needs | 12 part-time places (6 FTE) |
| Stanburn Primary School | MLD | 12 |
| Pinner Wood Primary School | MLD | 12 |
| Canons High School | MLD | 12 |

55. All places in these provisions will be above the school's existing planned admission numbers (PAN) and will be opened in a phased manner over the next two years, starting in September 2023.
56. Pre-consultations were undertaken at all three primary schools between 24 January 2022 and 11 February 2022. The majority of responses were in support of the provisions opening.
57. Schools have agreed the proposed designs of primary school ARMS accommodation. The next stage will be to obtain revised costs for the projects before seeking approval to publish statutory notices. The process of publishing statutory notices gives residents 4 weeks to make comments on the full proposals.
58. After the 4 weeks any comments received will be considered and Officers will report the findings to the delegated decision makers. The Council has 2 months in order to make a decision about the proposals.

The options are to:

- reject the proposal,
- approve the proposal without modification,
- approve the proposal with modifications, having consulted the LA and/or GB (as appropriate) or

approve the proposal, with or without modification – subject to certain conditions (such as the granting of planning permission) being met.

59. For each of these schemes, proposals will be developed, appropriate consultation carried out, statutory notices will be published and determined to increase SEND provision in accordance with the SEND Strategy.
60. These additional ARMS places will create capacity in the special schools for pupils with more complex needs.
61. Shaftesbury High School - In September 2021 the school increased commissioned numbers to 180. The school has taken an additional 5 pupils whose school pathway previously would have been to Kingsley

High. In line with the 'System Shift' we will increase the capacity on the school site to of 200 places. Internal works are being scoped and were originally planned to be implemented by September 2022 to ensure that the school is able to accommodate 200 pupils. Delays in works mean that the additional places will be available from September 2023.

62. Additional capacity was required for pupils with SLD for September 2022. To accommodate this need, a temporary satellite provision was opened at Weald Rise Primary School for 20 to 24 Kingsley High pupils.
63. Planning is already underway for additional capacity for September 2023 as a similar number of places will be required to meet the demand of pupils leaving Woodlands. Options are being explored and will be presented and determined using the delegations being sought.

Government's Special Free School Programme

64. In June 2022 the DfE invited local authorities to submit bids for a Special Free School by 21st October 2022. Harrow Council, in accordance with the SEND strategy has submitted a bid. The bid is for an all through (for pupils aged 4–19) special school for 292 pupils with severe and complex needs.
65. Harrow is also a partner to the special free school bid prepared and submitted by Ealing Council to establish a new school for 160 pupils aged 4–19 for pupils who have severe learning difficulties. Ealing have identified land at Northolt High School for this school. It is anticipated that Harrow would be able to utilise approximately 4 places a year in the primary phase (28 places in total for YR to Y6) and 8 places per year in the secondary phase (40 in total for Y7-Y11, with sixth form depending upon the most appropriate progression for each young person).
66. If the bids are successful, this will make a significant contribution to managing demand for Harrow's pupils. The additional places will mean more pupils with severe and complex needs will have an opportunity to remain in a local Harrow school or nearby. This will reduce the pressure on the High Needs Block (HNB) and SEN Transport. This joint approach demonstrates that Harrow's demand for special school places requires a combination of solutions.
67. Officers have engaged with the Harrow Parent Forum, other parent groupings and headteachers regarding the bids. All are supportive of the approach.
68. Successful local authorities will be announced by the DfE by the end 2022 or early in 2023. Competitions will then launch in the successful areas through the publication of local authority specifications and proposer guidance. The final approval for the special school will be made in September 2023 and then the project will move into the pre-opening stage with the Academy Trust and DfE. Schools will open in September 2025 at the earliest.

69. If successful, a site for the Harrow special school will need to be secured within Harrow by the DfE or through other means. If unsuccessful, other options will need to be explored to meet the growing demand.

School Capital Programme 2020-2025

70. To support the SEND expansions the following schools will have a Capital project to ensure that there is suitable and sufficient accommodation. These are funded by the DfE's High Needs Provision Capital Allocations Grant

1. Grange Primary School
2. Pinner Wood School
3. Stanburn Primary School
4. Canons High School
5. Woodlands Primary School
6. Shaftesbury High School
7. Alexandra Primary School
9. Kingsley satellite at Weald Rise Primary School
10. Additional SLD/ASD provision required by September 2023

With the exception of Canons High School, the Council will be delivering the Capital Programmes. As an academy, Canons High School will commission and manage its own Capital programme funded by the Council.

71. The majority of works for the primary schools involves refurbishing existing areas.
72. The Woodlands Primary School capital programme will secure permanent modular accommodation replacing temporary buildings. The programme for Canons High School will create new accommodation incorporated within their master site development plan.

SEND Strategy and High Needs Bock (HNB)

73. The SEND Strategy is designed to improve outcomes for children and young people across Harrow. It is essential that the Strategy also reduces pressure on the high needs budgets and funding systems. Over recent years, significant pressures on the high needs budgets have resulted in many local authorities accruing deficits on their Dedicated Schools Grant (DSG). This includes Harrow. At the end of March 2022, the cumulative deficit stands at £4.007m.
74. A number of actions are being taken by the government, including the SEND review of funding that is currently underway and the published Green Paper. Alongside this, Officers are evaluating the strategy's effectiveness against the five key areas considered essential to deliver a sustainable high needs funding system.
75. The five key areas are:

1. Early intervention - In order to ensure children and young people's needs are appropriately identified and met from an early stage, colleagues from early years, education, care and health will review existing working practices to ensure support is available early and partners know where to access this. This will include representation from parent groups. During the pandemic, teams worked creatively and collaboratively to ensure support was available quickly for children in need, and this learning will inform future strategic work on this area. Recently, increased early support has been possible through evaluation and restructure of a number of panels to allow membership from a broader range of professionals.
2. Increased SEN support offer – A working party has been set up which will be led by schools to review the SEN support offer. This will include colleagues from across health and care, and will review the current offer of support available, allowing children to receive high quality support without requiring an Education Health Care plan (EHCP). This will include CPD and outreach work between settings.
3. Review EHCP assessment process and thresholds – the SEN assessment process is being reviewed to ensure that it runs effectively and in a sustainable way, whilst remaining in line with the SEND legislation. The SEN panel process has been recently altered to allow for targeted representation from the most appropriate colleagues. An audit of the quality of EHCPs has also started. Officers also consider feedback provided through the mediation and tribunal process.
4. Culture change and work with school leaders – School leaders have been engaged with the SEND Strategy and Whole System Shift and are in agreement with its rationale. School leaders are included at all stages of reviewing the SEND Strategy.
5. Appropriate and thorough provision mapping, with potential development of more local provision – As described above, council officers work continually to predict the required provision for the coming years. A key element of the SEND Strategy is ensuring adequate provision and is described above.

Performance Issues

76. 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 2021, 93% of Harrow's primary and secondary schools are judged 'good' (49%) or 'outstanding' (44%), in line with 93% in London (49% Good, 44% Outstanding) and above 87% nationally (68% Good, 19% Outstanding) (Source: Ofsted Data View).

77. The Education Act 2011 maintains a focus on driving up standards in schools, and emphasises the responsibility with the schools directly for their improvement.
78. 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 as part of the information provided to the Department for Education.
79. There is a complex relationship 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

80. Harrow Council passed a motion to declare a climate emergency on 18 July 2019, with the aim to make Harrow a carbon neutral organisation by 2030. This is a very challenging ambition and Harrow Schools are expected to adopt a more proactive approach to minimise their energy wastage and carbon footprint in line with the borough and central government's carbon reduction targets and objectives. The heating and power requirements of the borough's maintained schools are a significant part of the overall carbon footprint that is attributable to the Council's estate. Reducing emissions from schools is therefore a vital component in meeting the Council's target.
81. In expanding existing schools, consideration should be given to delivering building works in a way that minimises the greenhouse gas emissions associated with the project, including in the selection of materials. 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. Council run procurement processes will also be required to actively test prospective suppliers on their ability to deliver greenhouse gas emissions reductions, in accordance with the Council's Low Carbon Procurement Policy adopted by cabinet in March 2022.
82. 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.

Data Protection Implications

83. There are no data protection implications with this proposal.

Ward Councillors' comments

84. None as this affects all wards in Harrow. Where there are specific school proposals, Ward Councillor are informed.

Risk Management Implications

85. Risks included on corporate or directorate risk register? Yes, this is included in the directorate risk register.
86. Separate risk register in place? No, there will be a risk register for each capital project which will be developed when the programme is implemented.
87. The relevant risks contained in the register are summarised below.
Yes
88. The following key risks should be taken into account when agreeing the recommendations in this report:

| Risk Description | Mitigations | RAG Status |
|---|---|------------|
| The School Roll Projections are under or overstated leading to an under or over provision of SLD within the Borough | The Council has used the GLA roll projections and they have been reliable in the past | Green |
| Estimated overspend of HNB by £32m by 2026 (There are number of reasons why this overspend is projected e.g. historic under funding, please see Financial Implications for further details) Please see paragraph 108. | Creation of additional in-borough provision reduces the future pressures on the HNB. The average cost of an out of borough independent/non maintained specialist provision is in the region of £50k-£80k per academic year depending on the complexity of need. There will also be costs of £5k-£10k per annum avoided to the SEN Transport budget which is funded by the General Fund if a child can be prevented from being placed out of borough. | Red |
| Breach of s14 of the Education Act 1996 if insufficient school places on offer | The proposed expansion will ensure the that the Act is not breached. | Green |
| Delays in the delivery and completion of the capital programmes | The projects will be managed by a Project Manager responsible for monitoring the delivery of the scheme and liaising with the schools and officers. If there are delays | Amber |

| Risk Description | Mitigations | RAG Status |
|---|--|------------|
| | alternative arrangements will need to be made to ensure pupils receive appropriate education during the period of delay. | |
| Insufficient Capital Funding for the projects | The Councils Capital Programme was agreed by Cabinet. There is currently £1.451m uncommitted funding. Each project will have a project manager who will monitor and report on the delivery of the programme. There is also a further allocation of grant funding from the High Needs Provision Capital fund of £1.749m in 2022-23 and £4.147m in 2023-24 which is addition to the funding identified in paragraph 101. This will be added to the capital funding in 2023-24 when it is anticipated the funding will be needed. | Amber |
| Any new satellite provision or expansion is considered a new school and is in breach of School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013 | Statutory processes and internal procedures are in place and reviewed by Legal services to ensure that decisions are compliant with the regulations | Green |
| Statutory notices are not published and determined in accordance with relevant regulations and timelines | Report to Corporate Director requesting permission and decisions, signed off by Legal before notices are published and determined | Green |
| Community School Admissions Arrangements are not determined by 28 February | Officers responsible for School Admission produce an annual report to Corporate Director to determine arrangements | Green |
| The procurement of the contractor is non-compliant | The capital programme manager will follow the | Green |

| Risk Description | Mitigations | RAG Status |
|-----------------------------------|--|------------|
| with CPRs/procurement legislation | Council's procurement procedures and governance. | |

Procurement Implications

89. The delivery of the Schools Expansion Programme as detailed in this report will require the selection of suitably qualified and experienced contractors to deliver the various projects that fall under the programme.
90. The procurement strategy for undertaking competitive procurement exercises will be developed by a multi-disciplinary team of experts within the Council who will be supported by the procurement and legal teams respectively. Officers will engage and consult the respective portfolio holders in the design of the procurement during the pre-procurement phase to ensure they have maximum opportunity to input into the scope of the procurement and the procurement process.
91. The procurement will be undertaken consistent with the Public Contract Regulations 2015 and the Council's own Contract Procedure Rules

Legal Implications

92. 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.
93. Under s13 of the Education Act 1996, a local authority shall (so far as their powers enable them to do so) contribute towards the spiritual, moral, mental and physical development of the community by securing that efficient primary education and secondary education and further education available to meet the needs of the population of their area.
94. 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.
95. In meeting these duties, a local authority must do so with a view to securing diversity in the provision of schools and increasing opportunities for parental choice.
96. The Council is the admission authority for community schools. Individual school governing bodies and academy trusts are the admission authority for voluntary aided and academy schools. The Council must determine its own admission arrangements by 29

February each year and this must follow statutory consultation where changes are proposed or every 7 years.

97. Parents can appeal the allocation of a school place through the Schools Admission Appeals process, and for children and young people with an EHC Plan, through the Special Educational Needs and Disability Tribunal (First Tier Tribunal).
98. The expansion of a maintained special school to increase the number of pupils by 10% or more than 20 pupils and a change in the type of special educational needs for which a maintained special school is organised to make provision is a prescribed alteration for which statutory proposals must be published and approved in accordance with section 19(1) of the Education and Inspections Act 2006 and the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013.
99. In accordance with the regulations to open a satellite provision it needs to be demonstrated that a new school is not being opened. Officers will ensure that any proposals put forward to meet the demand for places set out in the report for September 2023 will be compliant with the regulations.

Financial Implications

Capital Funding

100. Capital works associated with the increased provision will be funded from the High Needs Provision Capital Allocation grant provided by the DfE to ensure there are sufficient good school places for those with SEND. LAs can use the funding to improve and expand special provision for children with EHCPs. The total funding available is £5.433m of which £5.285m budget was brought forward from 2021-22. This is allocated as shown in the table below. The costings for Pinner Wood, Grange, Shaftesbury and Stanburn are prior to procurement of a contractor.
101. These schemes were agreed by the Council's Capital Programme by Cabinet in February 2021.

| Scheme | Estimate Cost £'000 | Balance £'000 |
|------------------------|---------------------|---------------|
| | | £5,433 |
| Woodlands | £444 | |
| Pinner Wood ARMS | £610 | |
| Shaftesbury High | £1,500 | |
| Stanburn ARMS | £450 | |
| Grange ARMS | £590 | |
| Kingsley at Weald Rise | £389 | |
| Canons High School | tbc | |

| | | |
|--------------------------|--------|--------|
| Alexandra Primary School | tbc | |
| Total | £3,982 | |
| Uncommitted | | £1,451 |

102. There is also a further allocation of grant funding from the High Needs Provision Capital fund of £1.749m in 2022-23 and £4.147m in 2023-24 which is addition to the funding identified in the table above. This will be added to the capital funding in 2023-24 when it is anticipated the funding will be needed.

Revenue Funding

103. The DSG is a ring-fenced grant of which the majority is used to fund individual school budgets in maintained schools, academies, and free schools in Harrow. It also funds Early Years nursery free entitlement places for 2-, 3- and 4-year-olds in maintained council nursery classes and private, voluntary and independent (PVI) nurseries as well as provision for pupils with High Needs including those with Education Health and Care Plans (EHCPs) in special schools and special provision and mainstream schools in Harrow and out of borough. The DSG is split into blocks: schools block, early years block and high needs block
104. There is a cumulative deficit on the High Needs Block, as of 31 March 2022 of £4.007m
105. Any deficits an authority may have on its DSG account is expected to be carried forward and does not require to be covered by the authority's general reserves. This is a temporary arrangement until 2022-23 beyond which LAs must demonstrate they have sufficient reserves to cover the deficits.
106. With effect from 2019-20 the DfE has tightened up the rules under which local authorities have to explain their plans for bringing the DSG account back into balance.
107. Despite the significant proposals and measures planned over the next ten years, this will not mitigate the deficit. This is due to the following contributory factors:
- historical underfunding
 - current budgets being based on historical budgets rather than historical spend
 - extension of age range to include 0-5 and post 19
 - current and projected formulaic funding which does not keep pace with demand
 - significant historical and projected growth in number of EHCPs of over 5% per year
 - continued growth in complexity of pupils' needs

- limitations about creating cost effective provision in borough due to capacity and site limitations
108. Even with the significant proposals in the SEND strategy it is anticipated without any further investment in High Needs Funding by the government the cumulative deficit could be £32m by 2026.
109. Creation of additional in-borough provision reduces the future pressures on the HNB. The average cost of an out of borough independent/non maintained specialist provision is in the region of £50k-£80k per academic year depending on the complexity of need.
110. It is anticipated that a place at special school in Harrow would be cost £25k-£35k and a place at an ARMS provision would cost £20k-£25k per academic year.
111. There will also be costs avoided of £5k-£10k per annum to the SEN Transport budget which is funded by the General Fund if a child can be prevented from being placed out of borough.

Equalities implications / Public Sector Equality Duty

112. 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.
113. 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.
114. Equalities impact assessment has been carried out and there are no negative impacts arising from these proposals.

Section 3 - Statutory Officer Clearance

Statutory Officer: Jo Frost

Signed on behalf of the Chief Financial Officer

Date: 9th November 2022

Statutory Officer: Helen Ottino

Signed on behalf of the Monitoring Officer

Date: 27th October 2022

Chief Officer: Peter Tolley

Signed off by the Director of Children's Services

Date: 8th November 2022

Head of Procurement: Nimesh Mehta

Signed off by the Head of Procurement

Date: 7th November 2022

Head of Internal Audit: Susan Dixson

Signed off by the Head of Internal Audit

Date: 4th November 2022

Mandatory Checks

Ward Councillors notified: NO, as it impacts on all Wards

EqlA carried out: YES

EqlA cleared by: Jennifer Rock

Section 4 - Contact Details and Background Papers

Contact: Rajeshree Parmar, Head of School Organisation, Admissions and Attendance, People Services, email:

raj.parmar@harrow.gov.uk

Background Papers: None

Call-in waived by the Chair of Overview and Scrutiny Committee - NO