

Meeting:	Cabinet
Date:	15 January 2009
Subject:	Proposals for School Reorganisation in Harrow
Key Decision:	Yes
Responsible Officer:	Heather Clements, Director of Schools and Children's Development
Portfolio Holder:	Cllr Anjana Patel, Portfolio Holder, Schools and Children's Development
Exempt:	No
Enclosures:	Annexe 1 Consultation Responses and Analysis Annexe 2 Proposals for Individual Schools Annexe 3 Equalities Impact Assessment Annexe 4 Risk Register

Section 1 – Summary and Recommendations

This report presents:

- the outcome of the consultation on proposals to change school organisation in Harrow,
- an up-date on the work of the School Reorganisation Stakeholder Reference Group and
- information on the Primary Capital Programme and the Building Schools for the Future government initiatives.

Recommendations:

Cabinet is requested to:

1. Consider the outcomes of the consultation on proposals for school reorganisation in Harrow and to make decisions while having regard to the statutory and non-statutory decision makers guidance issued by the Secretary of State.
2. Note the outcome of the consultation in respect of the following voluntary aided schools: Krishna-Avanti Primary School, St John Fisher Catholic First and Middle School, St John's Church of England School, and St Teresa's First and Middle Catholic School.

3. Adopt the proposals for school reorganisation across Harrow that will change:
- i) separate first schools (Reception to Year 3) to become infant schools (Reception to Year 2) as proposed for individual schools in Annexe 2i;
 - ii) separate middle schools (Year 4 to Year 7) to become junior schools (Year 3 to Year 6) as proposed for individual schools in Annexe 2ii;
 - iii) combined first and middle schools (Reception to Year 7) to become primary schools (Reception to Year 6) as proposed for individual schools in Annexe 2iii;
 - iv) high schools (Year 8 to Year 13) to become secondary schools with 6th form provision (Year 7 to Year 13) as proposed for individual schools in Annexe 2iv; and
 - v) to publish statutory proposals to give effect to these changes

Reason: (For recommendation)

For Cabinet to:

- consider the outcome of the consultation undertaken on proposals for school reorganisation in Harrow.
- exercise the local authority's statutory responsibility in relation to school organisation.
- consider whether to publish statutory proposals to effect the change.

Section 2 – Report

Introduction

1. The Strategic Approach to School Organisation and the potential outcome to change the ages of transfer will contribute to the Corporate Priority to extend community use of schools while making education in Harrow even better.
2. The Vision for Education agreed by Cabinet at their meeting on 21 May 2008 underpins the development of the strategic approach to school reorganisation.
3. Cabinet's commitment to changing school organisation in Harrow is consistent with a range of National and Local policies impacting currently on Children's Services and schools. These include:
 - the aspirations from the Department for Children, Schools and Families (DCSF) Children's Plan.
 - outcomes of Every Child Matters.
 - the local authority's role as champion for pupils and parents.
 - the council's aspirations to extend and localise services.

Background

4. At their meeting in October 2007, Cabinet agreed a Strategic Approach to School Organisation. The rationale for changing school organisation was outlined in the report grouped under the headings: Organisation, Education and Social Factors, and Stakeholder Support. At this meeting, Cabinet also agreed to establish the Stakeholder Reference Group (SRG), which is a representative group of headteachers, governors, union representatives and members. SRG is chaired by the

Portfolio Holder for Children's Services and supported by officers. There is a range of sub-groups leading on workstreams related to the school reorganisation proposals. Up-dates on the progress of these workstreams are included in this report.

5. At their meeting in June 2008, Cabinet agreed that a consultation on proposals for school reorganisation would be undertaken. The proposed reorganisation for Community Schools is summarised in the table below.

Current Organisation	Year Groups	Proposed Organisation	Year Groups
First Schools	Reception to Year 3	Infant Schools	Reception to Year 2
Middle Schools	Year 4 to Year 7	Junior Schools	Year 3 to Year 6
Combined First and Middle Schools	Reception to Year 7	Primary Schools	Reception to Year 6
Special Primary Schools	Reception to Year 7	Special Primary Schools	Reception to Year 6
High Schools	Year 8 to Year 11	Secondary Schools	Year 7 to Year 13
Special High Schools	Year 7 to Year 13	Special High Schools	Year 7 to Year 13

6. The proposals for individual schools are presented at Annexe 2i-iv.

Consultation

7. The School Reorganisation Consultation commenced on 8 September 2008 and ended on 5 December 2008.
8. The SRG considered the proposed consultation process and draft materials. A consultation document was published and circulated to parents via schools, interested parties including neighbouring Boroughs, Diocesan Boards and local Members of Parliament. Headteachers and Chairs of Governors were asked to consult with their school stakeholders, including pupils, parents, staff and governors, using their established communication mechanisms. A powerpoint presentation was prepared for schools to use at their meetings. This provided the headline information regarding the school reorganisation proposals and the flexibility for Headteachers and Chairs of Governors to add specific impacts for their schools.
9. Officers met with both Student Advisory Groups (SAG High School and SAG Year 6 and Year 7 students) and with the Harrow Youth Council. Formal consultation forums including the Education Consultative Forum and the Governors' Forum considered the proposals. In addition, two public meetings were held at the Civic Centre.
10. The consultation proposals and materials were published on the Council's website together with an on-line response facility. All the

responses received have been made available to Cabinet. Consultation response form transcripts are available to view on the Harrow Website.

Options considered

Consultation Outcomes and Analysis

11. The full analysis of the responses is presented at Annexe 1. The headlines are as follows. Of the 686 individual responses received, 55% agreed with the proposals, 30% did not agree, and 15% were not sure. The majority of these respondents were parents of children in Harrow schools. Of the 50 responses received from governing bodies, 66% agreed with the proposals, 20% did not agree and 14% were not sure. The governing bodies that did not respond included some voluntary aided schools which are organised already as Reception to Year 6, with pupils transferring to high schools at the end of Year 6. The majority of the views expressed by young people were supportive of the proposals.
12. The consultation outcomes indicate that there is support for the proposals to change school organisation in Harrow. Although the response rate was low, this could be for a range of reasons and is not believed to reflect on the consultation process.
13. Many of the responses included comments, and these provide a greater insight into the reasons for the responses made. These comments have been grouped into main themes at Annexe 1 and are listed as:
 - School Organisation
 - Staffing
 - Educational
 - Pupils
 - Implementation in September 2010 Logistics/Transition Issues
 - Finance/Resources
 - Buildings
 - Admissions
14. The number of comments making reference to these themes by respondents who agree, disagree or are not sure about the proposals is presented in Appendix 2 of Annexe 1.
15. Where support has been expressed, this is for a number of reasons including schools' alignment with national curriculum key stages and neighbouring Boroughs. Even where support was expressed, there were some concerns raised about the management of the transition, size of the high schools and the number of pupils on the sites.
16. Where the respondents indicated they were opposed to the proposals, a range of reasons has been cited. These include retaining the existing school organisation, concerns about staffing, resources, and overcrowding on high school sites.
17. Those respondents who were unsure cited school reorganisation issues, concerns about staffing, implementation and pupil maturity.
18. Ten governing bodies disagreed with the proposals and their responses are included at Annexe 1. The eight separate first and middle schools

were concerned primarily about: the financial impact on the schools; the impact on the quality of education; and the impact on staffing. Additional issues included: parents thinking this is a done deal and not understanding the proposals; the issue of losing children at Year 6 has not been sufficiently tested; and lack of proper preparation.

19. Stanburn First School requested that, if the proposals are agreed by Cabinet, consideration is given to either the provision of a fourth class in each year group, or the provision of a three class nursery at the school. The Director of Schools and Children's Development will continue to monitor the demand for school places and early years provision. Where there is a change in demand, proposals will be developed accordingly. Currently, there are no proposals for expansion and it is proposed that this proposal is not supported.
20. An alternative proposal was received from Alexandra School and Shaftesbury School. The proposal is that both schools have Year 7 classes, with the expectation that children at Alexandra would remain there, and young people moving from mainstream school to special school at the end of Year 6 would have Year 7 at Shaftesbury. The proposal had the support of the headteachers, staff and governors.
21. If reorganisation in Harrow occurs as proposed, this alternative proposal would mean there would be different organisation for Alexandra School which would not be aligned with the other schools in Harrow, adjacent Boroughs or the national curriculum. It is proposed that this alternative proposal is not supported. If there are instances where pupils would benefit from an additional year at Alexandra School then this could be achieved on an individual basis. However, the Director of Schools and Children's Development will explore other options for the development of these schools as part of strategic planning for special schools provision.

Voluntary Aided Schools

22. The school reorganisation project is inclusive of the voluntary aided sector although the governing bodies of these schools have responsibility for the organisation of their schools. Local authority officers worked with the governing bodies of four voluntary aided schools to co-ordinate the consultation process. These schools are:
 - Krishna-Avanti Primary School
 - St John Fisher Catholic First and Middle School
 - St John's Church of England School
 - St Teresa's First and Middle Catholic School.
23. The governing bodies of these schools consulted on proposals to change their school age range from Reception to Year 7 to Reception to Year 6. It is understood that the governing bodies will publish statutory proposals that would effect the change in the age range of their schools with effect from 1 September 2010.

Strategic Matters

24. Throughout the consultation activities and the responses several themes have emerged, usually posed as questions for the local authority or as reasons given by those who disagree with the proposals.

25. A factor that is relevant to all the concerns is the need for clarity about the direction for school organisation in Harrow. If Cabinet agrees the proposals and statutory proposals are published that would effect the changes, then there will be greater certainty. Whilst not pre-empting the outcome of the publication of the statutory proposals and their determination, the intended format of school organisation would be known and initial planning would be able to happen in this context. Cabinet would consider the determination of the statutory proposals in April 2009, and, if approved, there would be four academic terms to prepare for implementation. This would not be from a standing position as considerable progress has been made across a range of related workstreams that report to the SRG.
26. Cabinet established the SRG at their meeting in October 2007, and the SRG have met regularly since February 2008. The SRG, which is not a decision-making group, has considered a range of focused workstreams regarding school reorganisation and include:
- Admissions
 - Capital
 - Consultation and Communication
 - Curriculum, Teaching and Learning/ School Leadership, Governance and Management
 - Early Years and Extended Schools
 - Pupil Projections and Demographics
 - School Finance
 - Special Education Needs
 - Workforce Strategy
27. The SRG workstreams are correlated closely to the main theme areas of the comments made by respondents including themes related to staffing, finance, implementation and accommodation. The SRG and the workstream sub-groups provide a structure and mechanism to address issues raised by stakeholders and build on their progress.
28. If the proposals were agreed, Cabinet would want to continue their support for SRG in its role to support the implementation.
29. Up-dates on the SRG are provided below.

Stakeholder Reference Group Up-Dates on Key Workstreams

Admissions

30. Admissions authorities are required to consult on their admission arrangements annually, and determine admission arrangements by 15 April the year before they are implemented. This process would happen regardless of the proposals for school reorganisation in Harrow.
31. The consultation started on Monday 8 December 2008 and will end on Friday 13 February 2009. The consultation outcomes will be reported to Cabinet at their meeting on 26 March 2009.

Capital

Secondary School Sector

32. In preparation for proposals for school reorganisation and the Building Schools for the Future (BSF) submission, the local authority has

developed strategic masterplan proposals with the headteachers and governors for each high school. A holistic approach was adopted to address all Asset Management Plan (AMP) issues, including the incorporation of:

- permanent post-16 accommodation which is under construction.
- potential for Year 7 pupils being in all high schools.
- additional capacity for future population growth.
- Harrow's Education Vision including the vision for schools in the community have informed these plans.

33. If the proposals for school reorganisation are agreed, the temporary accommodation for Year 7 pupils will be required on school sites for use from September 2010. Funding for this is expected to be approximately £6m and provision would be through DCSF Education Modernisation funding.

Primary School Sector

34. In the primary school sector, there is a rolling programme to complete strategic plans for each school. These will be developed along similar lines to the high school master plans. Part of this process will be to identify accommodation that will be surplus to school requirements if the proposals to change school organisation are agreed. Also, a desktop exercise is being undertaken to identify potential capacity in schools, which could be used to expand capacity for places in the future.

Consultation and Communications

35. If the proposals are agreed, the focus of this group will be to ensure that stakeholders are informed throughout the implementation process. This will include key actions for headteachers, schools' staff, governors and up-dates for wider stakeholders.

Curriculum, Teaching and Learning/Leadership, Governance and Management

36. The approach adopted to address School Improvement and Leadership issues is to match mainstream activities arising from changes to school organisation to Harrow's School Improvement Strategies.
37. A joint meeting of these workstreams was held in November to agree the full scope of the work areas that this group needs to consider within a defined and realistic timescale.
38. A priority identified by this group was the need for a structured support mechanism for headteachers to be put in place promptly if the proposals are implemented. The joint meeting endorsed the need for headteacher briefings and the need to include school phase specific discussion. Provisional dates from February to June 2009 were agreed and these will be published in the Gold Bulletin.

Pupil Projections and Demographics

39. Pupil population and roll projections are being monitored and a new set of projections will be produced in March 2009, using the projections from the GLA and the January 2009 School Census data.
40. Officers are liaising with neighbouring Boroughs about the projections and the impact on school place planning. This will continue and

proposals to make changes to the number of school places will be developed accordingly.

School Finance

41. The School Finance workstream sub-group has completed considerable work on the schools' funding formula and modelled the impacts on individual school budgets. They have developed and agreed a set of principles to be applied as the protection factor for schools.
42. The working group has developed a model to calculate transitional protection. The model takes account of the savings schools should be able to make, generated by the changes in pupils numbers, and balances held by schools that are above the Audit Commission level at April 2008. The model provides limited protection over two years where appropriate, though this would of necessity be at a modest level to ensure the total protection is affordable as there is no additional funding. The model was presented to the Schools' Forum on 18 December 2008. At this meeting the Forum supported the proposed model and recommended that it be distributed to individual schools for comment. The working group will consider the comments from schools, and will report to the Schools' Forum in February.
43. By using balances at April 2008 as a baseline, the model ensures that any additional savings made by schools over the next couple of years would be retained by them to encourage prudence. There would be scope for schools to apply for assistance should there be extraordinary circumstances.

Special Educational Needs

44. If the proposals are agreed, then the statements of all pupils transferring in September 2010 will require their annual review to take place from the Summer term 2009. Preparations will be made for this to happen. In addition, consideration is being given to the need to increase capacity in the secondary sector.

Workforce Strategy

45. The Workforce sub-group has developed three strands to support both headteachers and staff through the transition. A termly workforce planning survey will be collated from schools and Workforce Planning Briefings will be planned for the Spring and Summer terms. These will be supplemented by support for individual schools and a scheme called 'Springboard' will be launched for staff to express their interest in gaining posts for career progression.

DCSF Capital Funding

Building Schools for the Future

46. The DCSF invited local authorities to submit an Expression of Interest (EoI) for BSF funding. As part of the process to develop the EoI, criteria were developed and applied to identify the priority schools to receive funding. On the basis of the application of these criteria, the schools in Harrow are allocated to two groups:

Wave 1 Priority Project;
Wave 2 Follow-on Project.

Wave 1:

Canons High School
 Harrow High School
 Rooks Heath College for Business
 and Enterprise
 Salvatorian College

Wave 2:

Bentley Wood High School
 Hatch End High School
 Nower Hill High School
 Park High School
 Sacred Heart Language College
 Shaftesbury High School

47. The DCSF cost calculator generated a total of £84m for the Wave 1 project and £126m for Wave 2. The DCSF will announce the outcome of the Eol submissions in March 2009 and confirm when local authorities will receive funding.

Primary Capital Programme

48. The submission for the Primary Capital Programme made in June 2008, received category 1 approval. This approval means that the indicative allocations for 2009-10 and 2010-11 are confirmed. The schools that will receive funding were identified by the application of criteria developed with headteachers, chairs of governors and the SRG. The table below summarises the funding and schools for the first two years.

School	2009 - 10	2010 - 11
Marlborough First and Middle School	£1m	£1m
St Anselm's RC Primary School	£750k	£750k
Elmgrove First School and Elmgrove Middle School	£700k	£800k
Roxbourne First School and Roxbourne Middle School	£700k	£800k
Stanburn First School and Stanburn Middle School	£250k	£920k
Weald First School and Weald Middle School		£1.5m
Total Funding	£3.4m	£5.77m

Effect on Standards and School Improvement

49. The consultation proposals set out a range of reasons why Harrow Council decided to consult on school reorganisation proposals. These include:
- the duty to promote high standards, fair access to educational opportunity and the fulfilment of every child's potential.
 - improving learning and teaching for pupils and staff through changing school organisation in line with the national curriculum key stages.
 - addressing pupil mobility issues of a loss of approximately 26% of pupils at the end of Year 6 to neighbouring boroughs.
 - ensuring Harrow maintains and improves on its high education achievement and responds to future changes in its demographic profile.
50. Decision makers must have regard to statutory and non-statutory guidance issued by the Secretary of State when making decisions on proposals. The factors to be considered include: a system shaped by parents; standards; diversity; Every Child Matters; equal opportunities issues; need for places; funding; special educational needs; views of interested parties. Views of interested parties are one of the factors in the decision making process. However, all proposals should be considered on their individual merits and take account of all the relevant factors.

Implications of the Recommendations

Equalities Impact

51. An Equalities Impact Assessment has been undertaken and this will be reviewed throughout the project. A copy is at Annexe 3. There is no identified detrimental impact on any of the equality groups. Overall the alignment of Harrow community schools with the VA sector and neighbouring boroughs will enhance the equality of opportunity and choice for young people.

Legal comments

52. Section 14 of the Education Act 1996 is a general duty that requires local authorities to have regard to the need to secure primary and secondary education in separate schools.
53. The Education and Inspections Act 2006 provides a framework for consultation, publication and determination of statutory notices in respect of proposals for schools, including changing the age range. There are responsibilities for both local authorities and governing bodies within this legislation to bring forward proposals for changes to schools. Changes to admissions arrangements are also included in this legislation.
54. If the project proceeds school governing bodies will have access to legal advice under the terms of their Service Level Agreement (SLA) for Legal Services and for Human Resources and Development Services.

Financial Implications

55. The school reorganisation project is being managed currently within existing resources. It is expected in some areas that there will be pressures on resources, for example, managing four cohorts of admissions for September 2010 and supporting schools to restructure accordingly. In the formation of the implementation strategies, each of the workstream leads is developing the business case and is considering any additional resources that may be required. Current expectation is that additional costs would not be substantial and any additional costs would have to be contained within existing resources.
56. The School Finance workstream sub group is considering the revenue implications for schools. Any changes to the funding formula need to be agreed by the Schools' Forum and contained within the Dedicated Schools' Grant (DSG). Using indicative figures, the transitional protection model estimates the total cost of the protection model to be £360k for 2010/11 and £180k for 2011/12. This will be factored into the forward plan for the DSG budget. The school reorganisation is likely to trigger the statutory Minimum Funding Guarantee for some schools and a submission to the Secretary of State would be required to waive these requirements, which is a formality expected to be approved.
57. Capital funding will be available from a range of sources including Schools' Devolved Formula Capital, DCSF Modernisation Funding, the Primary Capital Programme and BSF.

Performance Issues

58. Delivering school reorganisation so that Harrow's schools are in line with the national agenda is Council Improvement Plan project IP7D and

contributes to a range of performance indicators, in particular the following from the new National Indicator Set. NI 72 – 109 ‘Enjoy and Achieve’ indicators covering Key Stage achievement and progression, narrowing the gap for lower performing and vulnerable groups, attendance, behaviour, special educational needs.

59. Whilst Harrow’s performance is currently above national and statistical neighbours’ averages at all Key Stages, Harrow’s targets, which are set annually for the DCSF, are highly challenging. The table below presents Harrow’s performance against its targets and the national averages.

Harrow's 2006-07 Results

KS1	Actual	Target	National
Reading L2+	84.7%	Not set	84%
Writing L2+	81.0%	Not set	80%
Maths L2+	90.5%	Not set	90%
Science L2+	88.2%	Not set	89%
KS2	Actual	Target	National
English L4+	82%	85%	80%
Maths L4+	79%	85%	77%
Science L4+	88%	Not set	88%
KS3	Actual	Target	National
English L5+	79%	82%	74%
Maths L5+	79%	80%	76%
Science L5+	75%	78%	73%
GCSE	Actual	Target	National
% 5+ A*-C	68.0%	67.5%	62.0%
% 5+ A*-C incl E&M	56.1%	Not set	46.8%

Risk Management Implications

60. There is a risk register for the school reorganisation project that is reviewed by the School Organisation Officer Group. It contains a high level risk for each of the workstreams and is subject to on-going review and development. A copy is provided at Annexe 4.

Section 3 - Statutory Officer Clearance

Name:	Emma Stabler	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date:	18 December 2008		
Name:	Helen White	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date:	6 January 2009		

Section 4 – Performance Officer Clearance

Name:	David Harrington	<input checked="" type="checkbox"/>	on behalf of the Divisional Director (Strategy and Improvement)
Date:	15 December 2008		

Section 5 - Contact Details and Background Papers

Contact: Johanna Morgan, Head of School Organisation Strategy
020 8736 6841

Background Papers:

- Paper 1 Cabinet Report on the Strategic Approach to School Organisation 19 June 2008
- Paper 2 Consultation document Proposals for Harrow Schools
- Paper 3 Report to the Schools Forum 18 December 2008
- Paper 4 DCSF School Organisation Unit guidance for decision makers
www.dcsf.gov.uk/schoolorg
- Paper 5 Consultation Responses (to view the consultation responses please access the Harrow Council website or contact Harrow Council on 020 8416 8733)