

# REPORT FOR: CABINET

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<b>Date of Meeting:</b>	20 June 2012
<b>Subject:</b>	Primary School Expansion Programme
<b>Key Decision:</b>	Yes [affects all Wards]
<b>Responsible Officer:</b>	Catherine Doran, Corporate Director Children and Families
<b>Portfolio Holder:</b>	Councillor Brian Gate, Portfolio Holder Children, School and Families
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	Yes
<b>Enclosures:</b>	Annexe 1: Decision Makers Guidance

## Section 1 – Summary and Recommendations

Statutory proposals to expand permanently nine schools on seven sites were published on 16 April 2012 for a four week representation period. This report provides information and recommendations to enable Cabinet to determine the statutory proposals.

### Recommendations:

Cabinet is requested to:

1. Approve the statutory proposals to expand permanently the following schools by one form of entry (30 pupils), which will fill incrementally from the point of admission into the school:  
Camrose Primary School with Nursery from September 2013

Cedars Manor School from September 2013  
Glebe Primary School from September 2013  
Marlborough Primary School from September 2013  
Pinner Park Infant and Nursery School from September 2013  
Pinner Park Junior School from September 2014  
Stanburn First School from September 2013  
Stanburn Junior School from September 2014  
Vaughan Primary School from September 2013.

2. Delegate authority to the Corporate Director of Children and Families and the Corporate Director of Resources, in consultation with the Portfolio Holders for Children, Schools and Families and Finance, to negotiate and agree with the Department for Education and the Government appointed agencies the financial arrangements for the rebuild of the schools in the Priority School Building Programme.
3. Delegate authority to Corporate Director of Children and Families and the Corporate Director of Resources, in consultation with the Portfolio Holders for Children, Schools and Families and Finance, to agree and implement the building works to the remaining schools within the 2012/13 to 2014/15 capital programme estimated expansion costs

**Reason: (For recommendation)**

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. An increasing pupil population impacts across primary, secondary and special school provision. The focus of this report is on the primary school expansion strategy.

### **Options considered**

2. During the Autumn Term 2011, a borough wide consultation was held about primary school expansion proposals. The proposals were developed following consideration of all schools and applying principles developed in consultation with a representative group of headteachers. The consultation proposed up to 11 schools for permanent expansion. Following consideration of the consultation outcomes, school site feasibility studies, and the affordability of the programme in light of government capital funding announcements made thus far, December

Cabinet agreed statutory expansion processes would proceed from January 2012.

3. December Cabinet delegated to the Corporate Director Children's Services, in consultation with the Portfolio Holder for Schools and Colleges, the decision about the final list of schools that should be moved to the statutory process for permanent expansion. On 9 January 2012, the Corporate Director decided that statutory expansion processes would be launched in relation to 9 schools on 7 sites.
4. The statutory consultations were held between 16 January 2012 and 27 February 2012 and the outcomes of the consultations were reported to Cabinet on 4 April 2012. Cabinet decided to publish statutory proposals to expand permanently the following schools:
  - Camrose Primary School with Nursery
  - Cedars Manor School
  - Glebe Primary School
  - Marlborough Primary School
  - Pinner Park Infant and Nursery School
  - Pinner Park Junior School
  - Stanburn First School
  - Stanburn Junior School
  - Vaughan Primary School

### **Statutory Proposals**

5. Statutory proposals were published for a four week representation period from Monday 16 April to Monday 14 May 2012.
6. No formal representations in relation to the statutory proposals were received by Harrow Council. A letter from a member of staff at Marlborough Primary School was received regarding parking around the school. However, this letter makes no reference to the expansion proposals and describes current difficulties being experienced and makes proposals for measures to alleviate them. The letter is included in Background Papers for reference.
7. The governing bodies of the schools proposed for expansion have confirmed the agreements they gave in response to the statutory consultations on the expansion proposals. These agreements were largely conditional on sufficient funding being available to deliver the expansions. A number of issues in relation to the proposals were identified by the schools which are already being considered and would be addressed as far as possible as implementation planning is progressed. These issues were primarily to do with the funding and the capital works that will be required to ensure sufficient and appropriate accommodation for the additional pupils attending an expanded school.

### **Related Matters**

8. A number of issues of concern were stated by stakeholders in the responses to the earlier consultations. A key issue raised was traffic

congestion and associated anti-social issues. The report to April Cabinet detailed the issues and the approaches being adopted to address them as far as possible. The travel plans for the proposed schools for expansion will be amended as part of the expansion programme to encourage positive changes in travel choices. Each school site will be reviewed to see where parking restrictions are required to limit the worst effects. Parking restrictions will need to be backed up by an appropriate level of enforcement, though this can only work as a part of a package of measures identified in the travel plan.

9. A planning meeting was held on 4 April 2014 with representatives from the Planning Department, Harrow Council project managers, traffic and transport planning, the constructors and architects to discuss pre-application matters, and a tour of sites has been undertaken to facilitate these processes. Design work is being progressed to enable appropriate input by officers prior to planning submissions. A phased approach will be adopted to the programme and to some of the projects, and this preliminary work will enable the necessary actions to be progressed to meet construction programme milestones for schools to be expanded permanently from September 2013 onwards if Cabinet approves the statutory proposals.
10. The consultation responses provided valuable insights into the local impacts of the expansion proposals, and officers will work with the schools that are permanently expanded in order to address these issues.

#### **Priority School Building Programme (PSBP)**

11. The Department for Education announced on 24 May 2012 that eight Harrow Schools (on 7 sites) have been selected for inclusion in the Priority School Building Programme (for which Harrow submitted 11 applications). Very few details of the Priority School Building Programme have been announced, though the aim is to rebuild the selected schools over a 5 year programme with the first school being delivered in 2014. Officers are seeking further clarification from the Department for Education about the programme and discussions are planned to be held with the selected schools.
12. Included in the eight schools are Cedars Manor, Marlborough and Vaughan primary schools which are in the primary school expansion programme. The published date for the expansion of the schools is September 2013. This is because the additional school places are required from that date to meet the increased demand. In order to achieve this timescale expenditure has already been incurred on initial feasibility and design work and, if Cabinet approves the expansions, significant expenditure needs to be committed this financial year on Marlborough Primary School and Vaughan Primary School. The Council has allocated funding to enable this in its Capital Programme. If the Priority School Building programme does provide funding for expansion within the rebuild at the three schools it should reduce the requirement for council funding.

13. The Government has not announced the timescales for the Harrow schools to be entered into the 5 year Priority School Building Programme, nor the details of the procurement arrangements. Officers are seeking information and to represent Harrow's circumstances to the Department for Education as a matter of urgency, and a verbal update will be given to Cabinet at the meeting. Because of the preparatory work already undertaken, rebuild of these expansion schools in Harrow could be achieved in the early phases of the programme, and Harrow's framework partner is also on the Education Funding Agency approved list of private finance initiative partners for the Priority School Building Programme.

## **Recommendation**

14. The Corporate Director of Children and Families Services recommends that Cabinet approves the statutory expansion proposals as published.
15. The statutory proposals for Pinner Park Infant and Nursery School and Pinner Park Junior School are related to each other, as are the statutory proposals for Stanburn First School and Stanburn Junior School, and these related proposals must be considered together.
16. Cabinet is also recommended to delegate authority to the Corporate Director of Children and Families and the Corporate Director of Resources, in consultation with the Portfolio Holders for Children, Schools and Families and Finance, to negotiate and agree with the Department for Education and the Government appointed agencies the financial arrangements for the rebuild of the schools in the Priority School Building Programme.
17. Cabinet must have regard to the statutory and non-statutory decision makers guidance issued by the Secretary of State. The guidance for decision makers is provided in Background Papers. Annexe 1 of this report outlines the relevant criteria from the decision makers guidance, and contains officer commentary in relation to them. It is considered that the proposals for permanent expansion of schools meet the criteria. If Cabinet approves the statutory proposals, there is a legal duty to implement the proposals.

## **Financial Implications**

### **Revenue**

18. Any school expansion programme will inevitably have significant financial implications. School revenue budgets are funded from the Dedicated Schools Grant (DSG). As the Department for Education (DfE) allocates DSG based on pupil numbers, any increase in pupil numbers results in additional revenue funding. This revenue funding is then allocated to schools based on the Harrow Schools' Funding Formula. Currently schools who agree to an additional class are provided with 'Additional Class Funding' for the period from September to the end of March, following which the mainstream funding formula will take effect. This ensures that schools have adequate funding for at least the average costs of a teacher.

19. The DfE are proposing to reform school funding from April 2013 which will significantly impact on the Harrow School Funding Formula. The details of the school funding formula have yet to be developed. However the formula will look to maintain funding for additional classes to ensure schools undertaking a permanent expansion or bulge class are financially compensated.

### Capital

20. The 2012/13 to 2014/15 Capital Programme, approved by Council, included an estimated cost of permanently expanding the nine schools at £26.2m. DfE capital grants are insufficient to fund the expansion programme so council funding, totalling £2.25m, has been allocated in the capital programme. To fully fund the expansion programme requires additional funding, estimated at £7.9m.

The break down of the indicative costs for each school and the funding is detailed in the table below. At this stage the figures are indicative figures provided for illustrative purposes.

School	2012/13	2013/14	2014/15	2015/16	2016/17	Estimated Cost Based on Initial Feasibility
	£'000	£'000	£'000	£'000	£'000	£'000
Camrose	200					200
Cedars Manor		125				125
Glebe	1,000	500				1,500
Marlborough	2,500	2,000	2,000	2,000	2,000	10,500
Pinner Park I&J	700	400	1,000	750		2,850
Stanburn F&J	1,150	1,000				2,150
Vaughan	4,500	4,400				8,900
<b>Total</b>	<b>10,050</b>	<b>8,425</b>	<b>3,000</b>	<b>2,750</b>	<b>2,000</b>	<b>26,225</b>
<b>Funded By</b>						
Capital Programme – DfE Grant	3,100	3,325	2,500	2,750	2,000	13,675
Capital Programme – Council Funding	1,250	500	500	0		2,250
Capital Programme - Other	3,300	4,600	0	0		7,900
Planned Carry Forward from 2011/12 Programme	2,400	0	0	0		2,400

21. There is considerable range in the cost to achieve permanent expansion which reflects the individual nature of the schools and their sites. Some sites, due to capacity and stock condition, require minimal capital investment while others, such as Vaughan and Marlborough, would require significant rebuild to address capacity and condition.
22. The outcome of the Priority School Building Programme could potentially reduce the cost of the expansion programme if both Vaughan and Marlborough were to be rebuilt through this programme. This would be dependent upon the details of the programme, especially in respect of timescales.

#### Other funding opportunities

23. Harrow is awaiting the final allocation from the additional £600m for pupil places nationally that was announced for other areas on 12 April 2012. Again when confirmed it will contribute to meeting the £7.9m funding requirement.
24. Wherever possible officers will seek to maximise the benefits to Harrow from government policies and new housing development. For example, the contribution of Free Schools to school provision, and Section 106 contributions to mitigate the impact of new housing developments within Harrow.

#### **Equalities Implications**

25. Equalities Impact Assessments have been undertaken by officers and headteachers on the schools proposed for expansion. The conclusions of these assessments are 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.
26. Harrow's schools are successful and 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. A special school/SEN placements strategy will be developed that considers the potential increased demand for school places for children with disabilities arising from the growth in the school age population overall.

#### **Performance Issues**

27. Harrow is a high performing Local Authority and the large majority of local services are judged to be good or better by Ofsted. Schools in Harrow perform well in comparison to national and statistically similar local authorities. Most primary schools and all secondary schools are judged good or outstanding.
28. The Schools White Paper and Education Act 2011 maintain a focus on driving up standards in schools, and place more of the responsibility with the schools directly for their improvement. The role of the Local Authority in measuring performance and driving improvement is changing significantly and will reduce from its current level. However, the Local Authority will maintain a strategic oversight and enabling role in local education, and is likely to retain some role in monitoring educational achievement and key measures such as exclusions and absence. The exact nature of the respective roles and responsibilities is still emerging and is being discussed with the schools.
29. Although the national indicator set has been abolished by the Department for Communities and Local Government, all of the key education indicators remain in place and continue to be reported to the Department for Education (DfE). This situation remains under review

and the DfE is yet to provide clear guidance on if and how educational performance will be judged at a borough level.

30. There are implications for the provision of performance and management information to other services within Children's Services where schools' data is not transferred to and held by the Council. This includes data from academies and other schools not taking up some interdependent SLAs. Data sharing agreements have been established with the 7 new academies to mitigate this risk.

### **Environmental Impact**

31. The school expansion programme will have an environmental impact that will need to be considered. Schools account for 50% of the council's total carbon emissions (62% of emissions under the Carbon Reduction Commitment scheme – [CRC]) and will need to play a full part in reducing these emissions by 4% per annum, as set out in the council's climate change strategy.
32. The government's position on whether the council or academies are responsible for emissions under the CRC is yet to be clarified.
33. For those schools that are proposed for expansion, planning applications will be required and part of the application will be a 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**

34. The directorate and corporate risk management implications for the council arising from school place planning are included on the directorate and corporate risk registers.
35. The key risks for this programme are affordability and an over or under estimate of pupil growth.
36. Several funding streams have been identified and the feasibility studies have identified the capital investment required to ensure that high quality school places will be established.
37. The permanent expansions are planned to meet the minimum growth as indicated by the pupil projections. Although an additional number of places or planning factor is usually applied the position will need to be monitored to avoid over provision. Bulge classes will enable this to be managed as will the re-commissioning of accommodation in schools that have been larger previously.

### **Corporate Priorities**

38. These considerations will support the Council's Corporate Priorities for 2011-2012:
  - United and involved communities: A Council that listens and leads.



- Supporting and protecting people who are most in need.

### **Section 3 - Statutory Officer Clearance**

Name: Emma Stabler	<input checked="" type="checkbox"/>	On behalf of the Chief Financial Officer
Date: 22 May 2012		
Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 22 May 2012		

### **Section 4 – Performance Officer Clearance**

Name: David Harrington	<input checked="" type="checkbox"/>	on behalf of the Divisional Director Partnership, Development and Performance
Date: 23 May 2012		

### **Section 5 – Environmental Impact Officer Clearance**

Name: Andrew Baker	<input checked="" type="checkbox"/>	on behalf of the Divisional Director (Environmental Services)
Date: 21 May 2012		

### **Section 6 - Contact Details and Background Papers**

**Contact:** Johanna Morgan, Education Professional Lead, Education Strategy and School Organisation, 020 8736 6841.

**Background Papers:**

- Department for Education School Choice and Operations Team guidance for decision makers  
<http://www.education.gov.uk/schools/leadership/schoolorganisation>
- Letter from a member of staff at Marlborough Primary School
- Primary School Expansion Programme report to Cabinet 4 April 2012
- Equality Impact Assessments on the schools proposed for expansion

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

**NOT APPLICABLE**

*[Call-in applies]*