

Report for: Cabinet

Date of Meeting:	19 December 2023
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:	Parmjit Chahal, Director of Children's Services Senel Arkut, Corporate Director People 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: Harrow Demography Report 2023/24 to 2035/36 Appendix A1: 2023 – Child Population Projections Appendix A2: 2023 – Overview of Harrow's Population and Changes Appendix A3: 2023 – SEND and Early Years Appendix A4: 2023 – School Roll Projections Methodology Appendix B: Equalities Impact Assessment

Section 1 – Summary and Recommendations

This report provides an update on the school roll projections for 2023/2024-2035/2036 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 this update on the School Roll Projections 2023/2024-2035/2036 Report and the changes in the overall school organisation landscape.
2. Delegate authority to the Corporate Director People Services, following consultation with the Portfolio Holder for Finance and Human Resources and the Portfolio Holder for Children's Services, to undertake all procurement steps that are required to deliver the amalgamation school capital programme once statutory notices have been determined.

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. The demand for school places is influenced by a number of factors and changes over time. 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 have emerged at secondary level as the pupils moved from primary phase to secondary. 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 2023/2024-2035/2036 Report.

Options considered

3. To manage the provision of school places and school organisation strategy, statutory process must be completed, and a related school capital programme established 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 statutory processes and the delivery of a capital programme are required.

Option 2: Secure delegations from Cabinet to enable the completion of statutory process and delivery of a school capital programme.

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 for special education provision.

Changes to the school organisation landscape in Harrow

Community School Published Admission Numbers and Admission Arrangements

5. All Harrow resident pupils who applied for a place at a primary school for September 2023 were offered a place. There was sufficient capacity to meet demand with surplus capacity available that can be put back in place if required. 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 108 in comparison to 2021. For September 2023 the number of on time applications dropped by 201 but the number of late applications increased by 43.
6. Due to the change in projected demand in the primary phase the Council has worked on both on a formal and informal basis with schools where the demand for places has fallen for several years. This approach was adopted 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. The situation varies from year to year and affects schools differently. For example, in September 2021 Harrow Council received 180 less on time applications for Reception across the borough which was not in line with the Greater London Authority (GLA) projections. It is assumed that this decline was because of Brexit as well as the Covid-19 pandemic. It is noted that many other London boroughs received fewer applications than projected.
9. 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. 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. Admission applications for September 2023 and pupil movement have been greater than last year. During the summer there was a rise in the number of in-year applications which has meant that at the beginning of term there a large volume of cases referred to the School Placement Panel. The School Placement Panel, comprising officers and Headteachers, agrees to place pupils over numbers in primary and

secondary schools. Schools have experienced more pupil movement which is being monitored by Officers. The increase in in-year applications has been reported by other London Local Authorities at a meeting in November.

12. For September 2024, there will be no further reductions in PAN. There are no proposed changes for the admission arrangements for community schools for September 2025/26. The admissions arrangements will be determined by the Director of Children's Services in consultation with the Portfolio Holder for Children's Services.
13. 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.
14. School's forum has agreed funding for a bulge class in primary and in secondary if required.

Harrow Council's School Amalgamation Policy

15. There is one remaining infant school and one remaining junior school yet to be amalgamated in accordance with the policy. The recommendation in this report requests delegations to appoint a contractor to deliver any associated building programme, once the decision to put into effect the amalgamation policy has been made.

Secondary schools

16. 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.
17. 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.
18. For September 2023, six 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 required.
19. In the first half of the autumn term, when schools re-open there is always a period of pupil movement and the availability of school places. During this time schools verify 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.
20. At the beginning of the September 2023 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.

21. It was agreed that Officers would meet with secondary headteachers after October census data has been analysed to consider options, such as bulge classes to meet the growing demand for places in secondary 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

22. Harrow, along with many other London boroughs, commission the GLA's School Roll Projections Service to prepare school roll projections. 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.
23. 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.
24. The GLA provides the baseline projections to which local knowledge is applied to make reasonable adjustments in line with demand at Reception, Year 7 and other school year groups. The School Roll Projections 2023/24-2035/36 are presented at Appendix A.
25. The 2023 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 are projected to reduce from 2023 to 2025, followed by a gradual increase that continues until the end of the period in 2035/36. The Year 7 projections in 2023 continue to gradually decline until the end of the period in 2035/36.

Housing development and School Place Planning

26. 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.

27. 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.
28. 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 increased from 84% in 2020/21 and 2021/22 to 87% in 2022/23. The rate is projected to continue at 87% over the next three years and then to increase to 90% from 2026/27 for the next few years. 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 and school closures, 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, the Covid-19 pandemic and internal and international migration.
29. 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 Primary School Place Planning

30. 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.
31. The demand for places changed in 2015/16 and is still changing. The Reception projections are projected to reduce from 2023 to 2025, followed by a gradual increase that continues until the end of the period in 2035/36. The main reasons for these changes are:
- This year's birth to Reception retention rate of 87% is based on one of Harrow's highest ever number of births.

Year of birth	# births	Year of NOR	R NOR	Retention Rate
2015/16	3,661	2020/21	3,089	84%
2016/17	3,624	2021/22	3,048	84%
2017/18	3,655	2022/23	3,162	87%

Harrow's birth rate is projected to steadily increase into 2030 and beyond.

- In comparison to previous years the Reception baseline projections have a lower starting point of 3,076 (Baseline) and

3,138 (+2%) for 2023/24, and they continue to drop to 2,891 in 2025/26, which is followed by a steady continued increase. The previously projected continued sharp increases into the next decade are no longer projected as can be seen in Table 5 in Appendix A.

- The small increases in numbers of Reception children that have been seen over the last few years are insignificant in comparison to the increases experienced from 2015/16 to 2017/18. Reception numbers have fluctuated over the last 5 years with a significant increase in 2022/23 to 3,162 (3,048 in 2021/22).
32. Following the expansion programme and the opening of free schools Harrow has 3,480 permanent Reception places. 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.
33. Overall, across Harrow there are sufficient places available compared with the projections. However, this headline masks variations in the Primary Planning Areas and individual schools both in terms of the current position and the demand.
34. According to the Baseline projections there is a surplus of Reception places (Forms of Entry – FE) projected in the following Planning Areas between 2023/24 and 2035/36:
- North East (0.5 to 2 FE)
 - North West (0.5 to 2 FE)
 - South East (2 to 3 FE)
 - South West (0.5 to 2 FE)
35. This is not consistent across all Planning Areas. The South West Planning Area has a very small shortfall of places from 2030/31 onwards (less than 0.5 FE). There continues to be a shortfall of places in the Central Planning Area (0.5 to 7 FE).
36. 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 in 2026/27 of 0.5 (Baseline) and 1 form of entry (+2%). This deficit is projected to continue increasing, reaching a shortfall of 4 forms of entry (Baseline and +2%) in 2029/30 and continuing to 7 forms of entry deficit by 2035/36. As can be seen in Table 15 in Appendix A.
37. 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.

38. The data for each Primary Planning Area is provided in Appendix A Section 4.
39. 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. Early discussions with the Education and Skills Funding Agency (ESFA) and the School Trust indicate a possible opening in September 2026. This school will be located within the Central Planning Area.
40. 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.
41. 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 2022/23 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.

Year 7 projections and Secondary School Place Planning

42. The 2023 projections for Year 7 places are in line with the 2022 projections. The actual number of pupils on roll has overall risen from 1,932 in 2012/13 to 2,667 in 2022/23; as can be seen in Table 17 in Appendix A.
43. The Year 7 projections start to steadily fall over the period covered in the report (2023/24 to 2035/36). 2,663 (Baseline) and 2,716 (+2%) places are projected for 2023/24. Based on the Baseline School Roll Projections (SRP) there is projected to be a surplus of places of 2 FE in 2023/24 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 2024/25, which increases to 12 FE by 2034/35.
44. 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

45. 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 is being co-produced with the Council facilitating the process and will be shared with Cabinet in early 2024. The revised strategy will consider 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.
46. In line with the key priority in the SEND Strategy 2019-2024, to reduce out borough placements, Harrow is continuing to progress its 2 main strands of development:
 - A 'Whole System Shift' model
 - Further expansion of the additional resourced mainstream school (ARMS) provision
47. The 'Whole System Shift' is a strategic and cultural approach across all of 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.
48. 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.
49. For the first time, LAs were required by the DfE to submit SEND projections as a part of the annual School Capacity (SCAP) return. The submission only allowed LAs to submit SEND projections for Reception to Year 11 pupils. The LA however has a responsibility to support and provide access to education for pupils with SEN aged 0-25. Therefore, the SEND projections contained in Appendix A, reflect the demand for specialist provision for CYP aged 0-25.
50. 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 more complex needs, that are being identified as 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 are suggesting that increased number of new children each year will require SLD special school provision.

51. The projection modelling confirmed 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.
52. 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.
53. Current projections based on the demand for Harrow's special school's indicate that by 2025 an additional 180 places will be required and this demand will increase to a total of 330 by 2029.
54. The LA continues to work 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. 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 for pupils with severe learning difficulties (SLD). The LA has also worked with mainstream schools to develop MLD ARMS provision to further support the System Shift model.
55. This approach will reduce future pressures on the High Needs Block (HNB) created by expensive out of borough placements, thus enabling the use of funds 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.

Additionally Resourced Mainstream Schools (ARMS)

56. For September 2023 the LA has delivered three additional ARMS provision in primary schools. The LA is also working with a secondary school to open an additional ARMS provision for secondary pupils with MLD by September 2024.
 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
Stanburn Primary School	MLD	12
Pinner Wood Primary School	MLD	12
Canons High School	MLD	12

57. 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.
58. These additional ARMS places will create capacity in the special schools for pupils with more complex needs.
59. Shaftesbury High School has taken pupils with increasing complexity of needs for the past three years. In line with the 'System Shift' the school will increase the capacity on the school site to 200 places. The capital programme will deliver the accommodation required for the additional pupils and their needs.
60. Additional capacity was required for secondary 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.

Government's Special Free School Programme

61. In June 2022 the DfE invited local authorities to submit bids for a Special Free School by 21 October 2022. Harrow Council, in accordance with the SEND strategy submitted a bid. The bid was for an all through (for pupils aged 4–19) special school for 292 pupils with severe and complex needs.
62. Harrow was 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 had identified land at Northolt High School for this school. It was 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).
63. Unfortunately, neither of the bids were successful, however the DfE informed the Council that the bid for Harrow's all-through school was approvable but due to the demand across England the DfE were not able to agree to fund all the approvable bids that were submitted.
64. If the bids had been successful, they would have made a significant contribution to managing demand for Harrow's pupils. The additional places would have meant more pupils with severe and complex needs would have an opportunity to remain in a local Harrow school or a

school nearby. This would have in turn reduced the pressure on the High Needs Block (HNB) and SEN Transport.

65. The joint approach with Ealing demonstrated that Harrow's demand for special school places requires a combination of solutions. Officers have engaged with the Harrow Parent Forum, other parent groups and headteachers regarding the bids. All are supportive of the approach and Officers continue to work with these stakeholders to look at options to meet the growing demand for places.
66. The demand for SEND places continues, however there is no further information on the Government's free school programme. Officers are exploring sites within Harrow that could be considered to provide additional special school places. Proposals to bring forward new special school places will be subject to future Cabinet reports.

School Capital Programme 2020-2025

67. 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. Kingsley satellite at Weald Rise Primary School
 8. Additional SLD/ASD provision required
68. 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.
69. The majority of works for the primary schools involves refurbishing existing areas.
70. The Woodlands Primary School capital programme will secure permanent modular accommodation replacing temporary buildings. The old modular units have been removed and new units are on site and currently being fitted out and connected to school systems

SEND Strategy and High Needs Block (HNB)

71. 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 2023, the cumulative deficit stands at £2.623m.

72. 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.
73. 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.
74. The SEND Strategy is being reviewed and a new strategy will be presented to Cabinet in Spring 2024

Ward Councillors' comments

75. None; this affects all wards in Harrow. Where there are specific school proposals, Ward Councillors are informed.

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 13th November 2023, 96% of Harrow's primary and secondary schools are judged 'good' (51.4%) or 'outstanding' (44.6%), above both 95.3% in Outer London (68.5% Good, 26.8% Outstanding) and 88.4% nationally (71.2% Good, 17.2% Outstanding) (Source: Watchsted Tables (ncer.org)).
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 has passed a motion to declare a climate emergency with the aim to make Harrow a carbon neutral organisation by 2030. To work towards this, Harrow has recently approved a Climate and Nature Strategy 2023-2030 and associated strategic action plan. Harrow schools are expected to adopt a 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, and 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 and the use of energy during construction works. Of particular importance will be the use of low carbon technologies such as heat pumps and solar panels – 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 with a view to maximising active travel and reducing fossil fuel vehicle emissions.

Data Protection Implications

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

Risk Management Implications

84. Risks included on corporate or directorate risk register?
No. This is included in the directorate risk register.
85. Separate risk register in place?
No. However, there will be a risk register for each capital project which will be developed when the programme is implemented.
86. The relevant risks contained in the register are summarised below.
Yes
87. 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 monitors and adjusts planning to actual numbers	Green
Estimated revenue overspend of High Needs Block (HNB) by £23m by 2026. There are a number of reasons why this overspend is projected e.g. historic under funding, increased specialist provision demand. (Please see Financial Implications for further details)	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 £70k-£80k per academic year depending on the complexity of need. There will also be costs of £7k-£10k per annum avoided to the SEN	Red

Risk Description	Mitigations	RAG Status
	Transport budget which is funded by the General Fund if a child can be prevented from being placed out of borough.	
Breach of s14 of the Education Act 1996 if insufficient school places on offer	The proposed expansion will ensure that the Act is not breached.	Green
Delays in the delivery and completion of the capital programmes	School capital 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 alternative arrangements specific to the school will need to be made to ensure the effective functioning of the school.	Amber
Insufficient Capital Funding for the projects	The Councils Capital Programme was agreed by Cabinet. There is currently £5.904m uncommitted funding. Each project will have a project manager who will monitor and report on the delivery of the programme.	Amber
Statutory notices are not published and determined in accordance with relevant regulations and timelines (in breach of regulations)	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 Admissions produce an annual report to Corporate Director to determine arrangements	Green
The procurement of the contractor is non-compliant with CPRs/procurement legislation	The capital programme manager will follow the Council's procurement procedures and governance.	Green

Procurement Implications

88. The delivery of the necessary schools capital programmes as detailed in this report will require the selection of suitably qualified and experienced contractors to deliver the various projects.
89. 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.
90. The procurement will be undertaken in compliance with the Contract Procedure Rules and consistent with the prevailing procurement legislation, be it the Public Contract Regulations 2015 or for any procurement that commences from October 2024 the Procurement Act 2023.

Legal Implications

91. 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.
92. 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 is available to meet the needs of the population of their area.
93. 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.
94. 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.
95. 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.

96. 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 an appeal to the Special Educational Needs and Disability Tribunal (First Tier Tribunal).
97. 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.
98. 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

99. 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 £11.328m of which £5.433m budget was brought forward from previous years. This is allocated as shown in the table below. The costings for Shaftesbury and Canons are prior to procurement of a contractor.

Scheme	Estimated Cost £'000	Balance £'000
Balance brought forward		£11,329
Woodlands	£566	
Weald Rise Kingsley	£389	
Pinner Wood ARMs	£989	
Shaftesbury	£1,800	
Stanburn ARMs	£678	
Grange ARMs	£573	
Canons	£431	
Total Commitments	£5,425	
Balance uncommitted		£5,904

Revenue Funding

100. 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

101. There is a cumulative deficit on the High Needs Block, as of 31 March 2022 of £2.623m
102. As outlined above, any deficit that 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. Importantly, this is a temporary arrangement until 2025-26 beyond which LAs must demonstrate they have sufficient reserves to cover the deficits.
103. 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 (100 per year)
 - continued growth in complexity of pupils' needs
 - limitations about creating cost effective provision in borough due to capacity and site limitations
104. 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 £23m by 2026.
105. 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 £70k-£80k per academic year depending on the complexity of need.
106. It is anticipated that a place at special school in Harrow would be cost £30k-£35k and a place at an ARMS provision would cost £20k-£25k per academic year.
107. There will also be costs avoided of £7k-£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

108. 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.
109. 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.
110. Equalities impact assessment has been carried out and there are no negative impacts arising from these proposals.

Council Priorities

The Council's priorities are:

1. **A council that puts residents first**
2. **A borough that is clean and safe**
3. **A place where those in need are supported**

The proposals in this report, contribute to the council's priorities to put residents first and place where those in need are supported by increasing local high quality education provision. In particular for those children, young people and families with SEND

Section 3 - Statutory Officer Clearance

Statutory Officer: Sharon Daniels

Signed by the Chief Financial Officer

Date: 13 November 2023

Statutory Officer: Helen Ottino

Signed on behalf of the Monitoring Officer

Date: 14 November 2023

Chief Officer: Senel Arkut
Signed off by the Corporate Director
Date: 15 November 2023

Head of Procurement: Nimesh Mehta
Signed by the Head of Procurement
Date: 13 November 2023

Head of Internal Audit: Neale Burns
Signed on behalf of the Head of Internal Audit
Date: 15 November 2023

Has the Portfolio Holder(s) been consulted? Yes ☒

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