

## REQUIREMENTS FOR ADDITIONAL PRIMARY SCHOOL PLACES

<b>Cabinet Member</b>	Councillor David Simmonds
<b>Cabinet Portfolio</b>	Education & Children's Services
<b>Officer Contact</b>	Sarah Harty, Education and Children's Services
<b>Papers with report</b>	Appendix 1: Hillingdon Births

### HEADLINE INFORMATION

<b>Purpose of report</b>	To report on the need for a significant number of additional primary school places, outline an indicative proposed programme of school expansions to meet this need, and seek Cabinet agreement to begin statutory consultations.
<b>Contribution to our plans and strategies</b>	Development and improvement of education in our schools (Council Plan 2007/10)
<b>Financial Cost</b>	Indicative costs included in the report
<b>Relevant Policy Overview Committee</b>	Education & Children's Services
<b>Ward(s) affected</b>	All

### RECOMMENDATIONS

That Cabinet:

1. Instructs officers to begin the statutory consultation process on proposals for permanent additional places at schools identified as Phase 1 of the primary expansions programme.
2. Instructs officers to identify suitable sites for a new three form of entry primary school in the Hayes area.
3. Notes the actions that officers are taking to secure sufficient primary school places from 2012 onwards.

## **INFORMATION**

### **Reasons for recommendation**

The council has a statutory duty to provide sufficient school places for Children and Young People. The record number of applications for September 2010 Reception places has confirmed the forecast that additional school places will be needed. Robust data gathered from the ONS (Office for National Statistics), GLA (Greater London Authority) and local PCT indicates that this shortage of school places will become more acute in the next few years, with approximately 19 forms of entry being required by September 2012/13.

Phase 1 school expansions will address pressure for places in September 2010. Whilst temporary arrangements are now in place for school year 2010/11, statutory consultations with all key stakeholders will be necessary before providing permanent additional school buildings at these schools to accommodate children beyond 2011.

Phase 2 school expansions and new provision will address pressure for places from 2012. This phase will require feasibility studies and options appraisals for several schools. It is anticipated that 19 forms of entry will be needed in the borough by September 2012.

The alternative option is to undertake no school expansion programme at this time. However, it is already apparent from the high demand for Reception places this current school year, and offers for places in September 2010, that pressure is real and growing. The numbers of births across Hillingdon confirmed by the PCT and ONS are the strongest and most reliable indicator that there will be a sustained increase in demand for school places. It should also be noted that if the impact of recession factors does not recede in the coming year, further places may be needed for September 2011 beyond those already anticipated.

### **Comments of Policy Overview Committee(s)**

None at this stage.

### **Supporting Information**

1. Each year an estimate is made of the number of school places required for several years ahead by using official population projections. Population projections are provided annually by the GLA and this data is routinely cross checked with other data sources such as recent ONS births data, local housing activity and the latest actual demand for school places. In recent years the GLA projections have been satisfactorily accurate to around 99% for the following year, and within 1-2% for subsequent years. In 2008, a need for six additional forms of entry between 2010 and 2012 was identified.
2. However, last year two separate but converging issues arose that have increased significantly the demand for school places, both for September 2010 and in future years:
  - It became apparent that there was some unusual pressure for 2009/10 Reception places which was also affecting other London boroughs. This pressure has since been attributed by the GLA's professional demographers to economic and migration factors, with fewer families leaving London and more families being drawn to London. In simple terms, the number of Reception children each year is typically 90% of the corresponding number of births recorded 5 years earlier. This 'retention rate' of births has now jumped by several percentage points.

- In Hillingdon births have reached an exceptionally high level, with 4,126 births recorded in 2008, exceeding the previous record by several hundred children. The PCT has since confirmed that births in 2009 remained at a similarly high level. These large cohorts will require primary school places from September 2012.

Consultation has taken place with demographic experts at the GLA and their professional opinion is that the unusual migration pressure across London should recede when the economy and housing market recovers. This scenario would mean that current school place pressures would abate just as the very high birth levels impact from September 2012. However, it should be noted that there is the risk that the migration pressure might not abate, and could exacerbate the problems beyond 2012. This potential risk will be considered when exploring options for Phase 2 of the programme.

### **Phase 1 Programme for 2010/11 and 2011/12**

3. Rising birth rates in calendar years 2006 and 2007, and newly completed housing developments, have already meant that additional Reception school places are required for September 2010. Even more places are now required to cope with the temporary unusual migration pressure referred to above.
4. Forecasts prepared in autumn 2009 indicated a net deficit of 147 Reception places across the borough for school year 2010/11. To meet this expected demand, arrangements are being made for up to an additional 210 temporary Reception places, following discussions with several schools. At this point, this provision appears to be sufficient overall to meet the high demand for September. The position will become clearer by the end of May as parents accept or decline offered places and as late applications are received and processed.
5. The schools within Phase 1 of the expansion programme are outlined in Table 1 below. The recommendation is to make these temporary expansions permanent. This may need to include the expansion of Ryefield, depending on the level of demand and on how and when school place capacity is increased in the neighbouring Ickenham area. It will also involve the provision of new buildings, as none of the schools have the physical capacity for long-term expansion. Statutory consultation processes with key stakeholders, including the governing bodies, for each affected school will be required. Schools cannot be expanded by more than 25% without statutory consultation. In addition, a separate statutory process will need to be followed to change each school's Published Admissions Number as part of the Annual Admissions Arrangements Consultation. Statutory proposals must be consulted upon and determined before the building programme can commence. It is vital that the building programme to provide permanent accommodation is completed as soon as possible in order to reduce the need for temporary accommodation in the interim. Accommodation proposals for permanent expansion have been developed in consultation with schools. External consultants have now been appointed to take the feasibility work forward.

**Table 1**

Schools	Reason for proposal	% Increase in School Capacity
Whitehall Infant & Whitehall Junior	1 form of entry Infant - from 270 places to 360 Junior - from 360 places to 480	33% 33%
Colham Manor Primary	1 form of entry From 598 places to 630	5% (no statutory consultation required, except for change to admission number)
Grange Park Infant & Grange Park Junior	1 form of entry Infant - from 270 places to 360 Junior - from 360 places to 480	33% 33%
Cranford Park Primary	1 form of entry From 630 places to 840	33%
Brookside Primary	1 form of entry From 420 places to 630	50%
William Byrd Primary	1 form of entry From 420 places to 630	50%
Ryefield Primary	Temporary expansion of 1 form of entry for up to 5 years. From 420 places to 570	36%

6. With the exception of Colham Manor Primary School (where the proposed increase would be less than 25%) all of the above schools would require statutory consultation with stakeholders on the expansion of their premises. If authorised by Cabinet the timeline for the statutory consultations will be as outlined in Table 2 below:

**Table 2**

Consultation Action	Date
Stage 1: Consultation with key stakeholders on specific proposals for each school	Statutory minimum 4 weeks consultation: <ul style="list-style-type: none"> <li>Start 11th June 2010</li> <li>End 9th July 2010</li> </ul>
Cabinet Member report to decide whether to proceed to publication of Statutory Notices.	<ul style="list-style-type: none"> <li>Late July or early August 2010</li> </ul>
Stage 2: Publication of Statutory Notices	Statutory consultation period 4 weeks: <ul style="list-style-type: none"> <li>Start 8th Sep 2010</li> <li>End 6th October 2010</li> </ul>
Cabinet Decision on proposals (or Cabinet Member if no objections are received)	<ul style="list-style-type: none"> <li>18th November 2010</li> </ul>

## Phase 2 Programme for 2012/13 and beyond

7. The extremely high births in calendar years 2008 and 2009 will impact on Reception places from September 2012. For subsequent years the GLA have now provided a borough population forecast indicating a prolonged period of births exceeding 4,000 children per annum. This had already been anticipated and reflected in the pupil forecasts produced late last year. Birth statistics received from the ONS and PCT up to 2009, and the GLA's births forecast beyond 2009, is attached at **Appendix 1**.
8. The current indication is that 19 additional forms of entry will be required across the borough. The Phase 1 expansion programme will provide only 7 forms of entry (i.e. 6 permanent & 1 temporary) towards this deficit, and it is therefore necessary to undertake a complete review of the primary estate's capacity in order to find sufficient capacity for Phase 2.
9. It should be noted again that there is the risk that the current migration pressure might not abate by 2012, which could exacerbate the problem. This potential risk means that it would also be wise to draw up contingency plans for additional demand beyond the 19 forms of entry currently anticipated.
10. Funded separately but enabled by BS21, an extra 3 forms of entry is proposed through new provision at the Rosedale campus (currently agreed as 2fe) and the relocation/expansion of Highfield Primary School (an additional fe). The Rosedale development could accommodate a further form of entry (i.e. 3fe). A Cabinet Member decision would be needed to commence the necessary statutory consultation process for the additional form of entry. Any changes to the BS21 programme could, however, affect the viability of the proposals for Rosedale. The central Uxbridge area could provide a 3FE primary school within the RAF Uxbridge site although no agreement has been reached on this proposal. Potentially, in the longer-term, these new developments could provide a total of 7 forms of entry. Taken together with the 6 permanent forms of entry proposed for Phase 1, the remaining deficit of permanent provision would be 6fe, as set out in Table 3.

**Table 3: Possible Configuration of Permanent Provision**

Expected demand for places from September 2012	<b>= 19FE</b>
Phase 1 provision (subject to statutory consultation)	= 6FE
Rosedale 3FE & Highfield 1FE	= 4 FE
Places sought at RAF Uxbridge site	= 3FE
Remaining deficit – to be met by expanding existing schools and further new provision	<b>= 6 FE</b>

11. Although there is a net additional need of 6 forms of entry within Phase 2, the additional provision at Highfield (1 fe) is not expected until 2015. Similarly, the new school at the RAF Uxbridge site (3 fe) might not be available in time. It is therefore apparent that a raft of temporary provisions will also be needed to bridge the gap before those schools became available. Taking into account current proposals, the implications of this are set out at Table 4.

**Table 4; Possible Timings of Permanent and Temporary Provision**

Year	Additional Forms of entry	Cumulative	Action
2010/11	7	7	See Phase 1 schools
2011/12	2	9	Temporary provision at Rosedale College - at 2fe initially (see para. 10)
2012/13	10	19	Phase 2 schools (to be agreed). This would need to include at least 4 temporary expansions, pending new places at RAF Uxbridge & Highfield, in addition to permanent expansions of existing schools. Additional temporary 1fe at Rosedale.
2013/14	-	19	Rosedale College permanent infant accommodation completed.
2014/15	-	19	Permanent new places at RAF Uxbridge to replace temporary provisions (location to be agreed).
2015/16	-	19	Permanent new places at Highfield.(to replace temporary provision)

12. In order to develop a range of options for delivering the additional forms of entry required for September 2012, officers are consulting with other primary schools in the borough, and with diocesan bodies. Key issues in developing the programme for Phase 2 will include:

- The timescales for the BS21 programme in relation to the associated primary projects
- Permanent school expansions
- Temporary school expansions as a bridge to permanent provision elsewhere
- Identifying a new site in the Hayes area
- How the long term provision of places in Ickenham will be delivered
- The nature of the school on the RAF Uxbridge site i.e. a new school delivered through competition or a relocated school.

13. The table below shows the indicative consultation programme for Phase 2. This provisional timetable excludes any consultation processes for delivering new schools through statutory competition rules, which could be proposed when all options have been thoroughly assessed.

Action	Date
Officers to consult schools & diocesan boards, undertake feasibility studies and identify specific options.	June to September 2010
Cabinet or Cabinet Member to authorise statutory consultations on specific proposals for several schools.	October / November 2010
Statutory consultation process.	November 2010 to February 2011
Cabinet Decisions on proposals (or Cabinet Member if no objections are received).	17th March 2011
Work programme (likely to take several years to complete).	March 2011 - onwards

## **Other considerations**

14. The impact of any change to the timetable for the BS21 programme upon the timing of new primary provision also needs to be considered. If there are no changes to the BS21 programme as it stands, permanent primary places will not be available at Rosedale before 2013 and the extra form of entry at Highfield will not be available before 2015. A further year of temporary provision will therefore be needed. The development of the Phase 2 options will therefore need to include some contingency proposals.
15. Running in parallel to the consultation strategy outlined in this report is the preparatory work for the primary school places programme. Decisions on appointment of consultants and procurement processes will be needed.

## **Financial Implications**

The cost implications are significant. An indicative figure of £73m was worked up during the MTFF budget process and was included in the budget report to February Cabinet. This figure is highly provisional, as it had to be developed prior to the identification of sites and schemes.

Costs for particular school projects will depend on local circumstances, and these will become apparent as specific options are firmed up. Some schools will already have some spare spaces whilst others may require a full expansion plus significant enabling alterations. The programme will also include new provision (e.g. that at Rosedale College). The programme of work, and the funding required, will be spread over a number of years.

Funding for both Phases would need to come from several council funding streams including Basic Need (Annual formulaic capital); Section 106; Primary Capital Programme funding; Modernisation (Formulaic Capital). At this stage, local authorities' capital allocations are not known beyond 2010/11. Primary Capital Programme funding is £6.271m in 2010/11, though subsequent years are more likely to be closer to the 2009/10 figure of £3.893m. Formulaic capital for school places (Basic Need) was £2.6m in 2010/11. However, this is Supported Borrowing and is intended to support both primary and secondary place needs.

Further reports to Cabinet will be necessary in 2010 and 2011 in order to seek funding approval for specific programmes of work.

## **EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

The recommendations will begin the statutory consultation processes that are necessary before expanding maintained schools. The expansion of local schools is necessary to meet the growing demand for primary school places resulting from changes to London migration patterns and increased birth rates.

### **Consultation Required**

For Phase 1, some Statutory Consultations would follow Cabinet's approval of the recommendations of this report. Additional consultation on increasing school admission numbers is a separate process and this would be directed through the local Admissions Forum.

For Phase 2, arrangements for preliminary consultations with several schools and stakeholders are being made. Further Statutory Consultations would follow after options are assessed and specific proposals chosen. Any specific proposals will then require Cabinet's approval to begin any Statutory Consultation process.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

There is sufficient capital funding currently in place in PCP grant already announced to finance phase 1 of this programme. There is some urgency in progressing this phase of the programme as a portion of PCP grant is 'timebound' and at risk of 'clawback' if not used over the next few months.

However, whilst some resources have been identified to support phase 2, the projected cost indicated in this report significantly exceeds the current annual funding for school places provided by the Department for Education through capital grant and supported borrowing. This is a key funding issue across the whole of London and London Councils has been lobbying the Government to raise awareness and secure additional funding over the medium term for required school places. Hence, it is hoped that Central funding will be provided for urgent places needs, even if this results in resources being diverted from other school's programmes; indeed additional funding was distributed by the Government for the current year for other authorities with severe immediate pressures.

Regardless of availability of additional resources, there is still the legal requirement to provide school places hence Corporate Finance supports the recommendation to commence the statutory consultation process. Given that funding is in place, there would be no adverse impact on the GF revenue account in progressing the 7 form entry expansion associated with phase 1.

Due to the long 'lead-in' time for many school's capital projects, it will be necessary to advance plans for future year' provision of places fairly soon and whilst funding streams are currently uncertain, (as with many other future Council funding streams) there may be significant additional costs if the council has to provide emergency temporary places prior to permanent accommodation being built.

### **Legal**

The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 (as amended) provide that where a Local Education Authority is bringing forward statutory proposals (under s.19 of the Education and Inspections Act 2006) to expand a school then it must consult interested parties, and in so doing, must have regard to the Secretary of State's guidance on "Expanding a Maintained Mainstream School by Enlarging or adding a Sixth Form". Once the consultation process has been completed then Cabinet has the power under the Constitution to determine school organisation proposals where objections have been received, and the Cabinet Member has the delegated power to make that determination if there are no objections.

### **Corporate Property**

The Interim Head of Corporate Landlord has been a member of the working party dealing with the schools expansion programme and is in full agreement with the recommendations

**Relevant Service Groups**

No other service areas should be affected by these recommendations.

**BACKGROUND PAPERS**

NIL