



**Children & Young People Overview and Scrutiny
Committee -
13th June 2012**

Report from the Director of Children and Families

For Information

Wards Affected:
ALL

Update on School Expansion Programme to provide additional school places.

1.0 Summary

- 1.1 There is an acute shortage of school places in Brent and that this is likely to continue in the medium to long-term.
- 1.2 Despite the provision of many additional places over the past 5 years, including nearly 1800 additional places in the primary sector, the supply for places is simply insufficient to meet increasing demand. Whilst favourable recent capital settlements will help to alleviate the situation, it will not resolve the shortage. There is an extremely strong case for continuing to conduct a robust lobbying campaign in conjunction with London Councils.

2.0 Background and context

- 2.1 Brent started to experience pressure on school places in 2005. At this time, the pressure was mainly on the provision of secondary school places. In 2005 a detailed review of secondary school places was carried out. A report entitled 'A Strategy for the Development of Primary and Secondary School – Options for delivering additional school places' was taken to Executive in 2006. The report highlighted that an additional 5-6 forms of entry (FE) would be needed in the secondary sector by September 2009 rising to 16 FE by 2016. It was also projected that an additional 13 FE would be required in the primary sector by 2016.
- 2.2 Pressures in the Secondary sector were eased by the development of the Ark Academy which opened in the primary sector (2FE) in September 2008 and the secondary sector (6FE) in September 2010. In 2010 following successful lobbying, the government also agreed to the rebuilding and expansion of the John Kelly Schools (now Crest Boys Academy and Crest Girls Academy). The rebuilding is underway and will provide an additional 2FE. Claremont High School and Preston Manor High School expanded by 1FE each in September 2008. In addition to this, plans were prepared as part of the Building Schools for the Future (BSF) programme to re-build or re-model four secondary schools and provide additional places both for secondary and primary-aged children. The coalition government withdrew funding for the BSF programme in June 2010 and

these plans never came into fruition. BSF was replaced by the Priority Schools Building Programme which focusses mainly on the condition of schools. The Council submitted an application for the rebuilding of Copland and Alperton Secondary Schools in October 2011 it was announced on 24th May 2012 that both applications have been successful and further detail is awaited.

- 2.3 Pressures began to build on the provision of primary school places linked to population increases and a very high level of inward migration to the Borough. This impacted initially on the Reception aged cohort as up until this time many schools had spare capacity in Years 3 to 6.

A programme to expand primary school provision was started in 2006. As a result Wembley Primary School was amalgamated, rebuilt and expanded from 3FE to 4FE by September 2006 and Sudbury Primary School and Stonebridge Primary School were expanded by 1FE each from September 2008. Sudbury, Stonebridge, Preston Park and Park Lane primary schools all admitted an additional Reception class in 2007 as bulge classes. In 2008 the primary phase of Ark Academy was opened providing 2FE. In the last three years, schools that had irregular admission numbers have increased their places and these include Gladstone Park (7 per year group), Anson (7 per year group) and Byron Court (10 per year group). In November 2009, a capital allocation of approximately £14.7 million was awarded to Brent and Executive approval was given to permanent expansions at Preston Manor (making the school an all-through primary and secondary school), Brentfield Primary and Newfield Primary. These schemes have now been completed providing an additional 4 forms of entry.

- 2.4 Similar pressures as to those faced in the primary sector have been experienced in the SEN sector. An extensive programme to expand in-Borough SEN provision has been agreed, linked to the SEN One Council programme. A range of expansion proposals have been agreed, as follows

- Rebuilding and expansion of the Village School
- 'Satellite' provision for the Village School located at Queens Park Community School
- Establishment of secondary additionally resourced mainstream provision for autism at Preston Manor School
- Establishment of early years additionally resourced mainstream provision for autism at Granville Nursery

Executive approval was given in April 2012 for development of provision at Vernon House School and at Alperton Community School. Expansion of SEN provision is now fully incorporated into the overall capital programme.

- 2.5 The Executive report in August 2011 provided an update on the requirement for additional primary and SEN provision. It also laid down the principles and strategy for meeting the need, following consultation with schools. The report also provided information on the funding gap over the following 4 years.
- 2.6 As well as permanent expansions in the primary sector, a programme of temporary expansions ('bulge classes') were also agreed through reports to Executive in April 2011 and March 2012.
- 2.7 Between September 2007 and September 2011, 1786 primary places were created, of which 426 were bulge places. Of the 1786 primary places, 454 were of

Reception age. This is equivalent to 15 classes. Of those 7 classes were temporary and 8 were permanent. Many of the schools providing temporary bulge classes have now expanded permanently.

- 2.8 However, the programme of temporary and permanent expansions has simply not been able to keep pace with the increase in demand for school places. Despite the expansion programme, there is still a need to create up to 16 additional Reception classes to ensure every child has a place. This is a London-wide issue. Even after a programme of expansions in the past few years all of Brent's neighbouring boroughs are opening additional Reception classes for September 2012 (Barnet 15, Harrow 10, Camden 2, Hammersmith & Fulham 2 Kensington & Chelsea 1, Westminster 2 in a free school and Ealing 11 in 2013).
- 2.9 There has been a continued lobbying campaign, in conjunction with London Councils, to highlight the school places pressure across London and the particular pressures in Brent. This has been successful and Brent received £24.8m allocation of Basic Need Safety Valve money in October 2011. In addition due to the severe shortage of Primary School places nationally the government allocated further Basic Need funds in December 2011 and Brent received £24.9m which was the third highest allocation in the country. A further £30.8m Basic Need allocation was received in April 2012 which was the highest allocation in the country. The 3 allocations total approximately £80m and the current overall availability of funding within the Capital Programme is as follows:

Capital Programme Allocation

	2011/12 Budget £'000	2012/13 Budget £'000	2013/14 Budget £'000	2014/15 Budget £'000	2015/16 Budget £'000	Total Budget £'000
Provision for School Expansion (Primary & Secondary)	8,609	15,958	0	0	0	24,567
Provision for Primary School Expansion	17,441	2,932	0	0	0	20,373
Surplus Capital Grant not yet allocated to Schemes	0	47,724	16,485	17,557	8,161	89,927
Sub-Total	26,050	66,614	16,485	17,557	8,161	134,687
Potential VA contributions	0	56	0	0	0	56
LA DFC @ 10%	0	27	0	0	0	27
Sub-Total	26,050	66,697	16,485	17,557	8,161	134,950
Potential S106 allocation (future)	971		3115	3115		7,201
Total (including potential sources)	27,021	66,697	19,600	20,672	8,161	142,151
SEN Invest to Save	Prudential borrowing could be used on Invest to Save basis where it is demonstrated that borrowing costs significantly offset by revenue savings to the Schools Budget. Approvals will need to be obtained on the basis of individual schemes underpinned by a fully validated business case.					

In considering table 3, it should be noted that all resources identified for 2011/12 (i.e. £27.021 million) have been, or will be, spent on existing schemes that have delivered new classroom spaces for the 2011/12 academic year – including projects at Preston Manor Lower School (2FE), Brentfield Primary (1FE), Newfield Primary (1FE), Park Lane (1FE) and Byron Court (0.3FE). In addition bulge classes have been provided at 11 schools, using a combination of temporary classrooms, remodelling of existing premises or small extensions to existing schools.

It is assumed that voluntary aided schools may be able to contribute 10% towards capital scheme costs.

The section 106 assumptions set out in the table include an element of assumed contributions rolling forward. The single biggest section 106 contributions relate to the Quintain scheme in Wembley which include a financial contribution to school places (on a sliding scale, depending on the timing of drawdown), as well as provision of a new site to the rear of the Wembley Retail Park.

The capital available to the Council as per the table above is nearly sufficient to meet the primary basic need only over the next six to ten years; however, additional funding will be required to meet the SEN and secondary demand. In practical terms, it may be necessary to spend the available monies across the primary, secondary and SEN provision, which means that new funds will be required within the four years. This estimate does not take into account new land that may be required for expansion of schools. Significant revenue expenditure will also be required; for which provision needs to be identified.

- 2.10 The above table does not include the capital allocation under the Priority Schools Building programme for Alperton and Copland Schools which has just been announced as further detail is awaited.
- 2.11 A review of the entire school assets portfolio is being undertaken by officers in Regeneration and Major Projects. This exercise will provide a full picture of the potential for further permanent and temporary expansions across the whole of Brent schools. This will be reported in the Executive report which is scheduled for August 2012. The report will set out the plans and priorities for the Phase 2 expansion of schools in the medium term and identify Phase 3 needs.

3.0 Current situation

- 3.1 As of 1st May 2012, a total of 388 children of statutory school age are without a school place. Only 14 of these have been offered a school place and 12 of these offers have been rejected by the parent. There are 978 vacancies in Brent schools but these are not necessarily in the right geographical location or they may be vacancies in faith schools not available for all children. This is summarised below in **Table 1** and **Table 2**.

Table 1 – Unplaced children and vacancies in the primary sector.

As of 01/05/2012		
Year Group	Unplaced Primary	Vacancies
Reception	90	33
Year 1	44	21
Year 2	43	29
Year 3	53	39
Year 4	39	70
Year 5	14	120
Year 6	14	169
Total	297	481

Primary schools are practically full in all year groups from Reception to Year 4. The only year groups with sufficient vacancies are in Year 5 and 6.

Table 2 – unplaced children and vacancies in the secondary sector

As of 01/05/2012		
Year Group	Unplaced Secondary	Vacancies
Year 7	24	166
Year 8	17	181
Year 9	26	80
Year 10	17	33
Year 11	7	37
Total	91	497

The majority of secondary out of school pupils are new arrivals who will be placed in schools, college course or projects within a few weeks of arrival.

3.2 Hotspot data – Geographical analysis of areas of greatest need

The following chart and graphs highlight the geographical areas with the greatest shortfall in school places. It is clear that the greatest need for school places is in the primary sector from Reception to Y3. Demand is relatively evenly spread across the Borough. There is no real evidence of a geographical area of greatest need. The concentration is from light to dark colour, the latter represents areas of greatest need.

[Table 3](#) shows a relatively even spread with Wembley Central, Alperton and Sudbury wards taking the greatest share.

Table 3 – Numbers unplaced and out of school by Ward and year group

Ward	Reception	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Grand Total	Primary Total	Secondary Total
Alperton	10	7		6	6		2		1		1	1	34	31	3
Barnhill	4	2		5	4		1						16	16	0
Brondesbury Park	5	1	2										8	8	0
Dollis Hill	6	2	2	2	2	1		1			2		18	15	3
Dudden Hill	5	2	8	3	3			1			3		25	21	4
Fryent	4			3		1	1		3	2		1	15	9	6
Harlesden	1	5	4	1		1		4	1	1	2	1	21	12	9
Kensal Green	3	1	1	2			1				1	1	10	8	2
Kenton	2		1	1			2	1		1			8	6	2
Kilburn		2	1	2				3		3		1	12	5	7
Mapesbury	4	4	3	3	2		2	1	1				20	18	2
Northwick Park	2				1				1	2			6	3	3
Preston	5	3		2	2	1		1	2	4			20	13	7
Queens Park								1		2			3	0	3
Queensbury	8	1	2	4	2	1	1	2		2	1		24	19	5
Stonebridge	1	3	7	1	2			1	1	3			19	14	5
Sudbury	11	2			5	2	1	4	2	4	2		33	21	12
Tokington	8	1	1	4	4				2		2		22	18	4
Welsh Harp	5	3	2	5	1	1		1	1		2		21	17	4
Wembley Central	5		1	8	5	4	2	2	2	2		1	32	25	7
Willesden Green	1	5	8	1		2	1	1			1	1	21	18	3
Grand Total	90	44	43	53	39	14	14	24	17	26	17	7	388	297	91

- 3.4 The extent of the existing problem in the primary sector is shown in sections 3.1 and 3.2. In addition to this, the numbers of children applying for Reception places for September 2012 has risen. There were 75 additional 'on time' applications for Reception places for September 2012 as compared with September 2011. Since the offer date of 18th April 2012, there have been 256 'late' applications which, in large part, reflects the very high level of new arrivals to the Borough. It is expected that this number could rise to up to 500 throughout the 2012/13 academic year. From discussions at London Councils meetings on school places, this level of late applications is much higher than most, if not all, other London authorities. With new permanent and temporary provision, the Council has been able to offer a Reception place to all 'on-time' applicants but providing places for late applicants will be challenging. A breakdown of places offered for Reception in September 2012 by parental preference is shown below.

Table 4

Reception 2012 offers	Total offers 3717	
Number of pupils offered 1 st preference	2879	77.50%
Number of pupils offered 2 nd preference	331	9%
Number of pupils offered 3 rd preference	147	4%
Number of pupils offered 4 th preference	77	2%
Number of pupils offered 5 th preference	27	0.70%
Number of pupils offered 6 th preference	13	0.30%
Offered nearest school with a vacancy	243	6.50%

- 3.4 There are sufficient places in Year 7 to satisfy demand for the 2012/13 academic year. There are 282 secondary places available for September with 152 children still to be placed.
- 3.5 It is clear that Brent is experiencing particularly acute problems in comparison with other London authorities. Some authorities notably Barking and Dagenham and Waltham Forest are also experiencing very significant pressure. Other authorities such as Ealing have supplemented the schools capital funding programme through Prudential borrowing of almost £100 million over the past few years to help alleviate the pressure. There are a small minority of London authorities which are not experiencing an excess of demand over supply.

4.0 Projected situation

2012/13 projections

- 4.1 The authority commissions its school roll projections from the Greater London Authority (GLA).

In order to calculate the projections the GLA uses live birth and mortality trends, fertility rates, population data, numbers of pupils on roll over four years and migration data. The GLA still relies heavily on the 2001 census data. 2011 census data will be released later this year. In the meantime the GLA uses mid year population estimates from the Office of National Statistics.

The Authority also supplies the GLA with local data each year to aid the projections such as local housing development data, rising rolls data, permanent and temporary school expansion plans.

GLA projections have consistently underestimated the number of school places required in Brent and other London Authorities. Brent challenged the GLA methodology and insisted that children without a school place and children educated in alternative accommodation should be included in their calculations. As a result the projections appear to be more robust and the GLA are now including this type of data in the projections of the other 25 London Boroughs that they represent.

4.2 Primary projections

The GLA projections are monitored against the actual number of places available in each year group for September 2012. The actual number of places include the planned admission number for each school plus current bulge classes. The projections show a shortfall of 16 classes in Reception, 13 classes in Year 1 and a further 28 classes in the rest of the primary sector.

However, there are 17 planned schemes for temporary or permanent expansions for the school year 2012/13. These schemes will deliver a maximum of 10.8 classes in Reception, 5.5 in Year 1 and 17.5 in the rest of the primary sector. That leaves a shortfall of approximately 23 classes in the primary sector. This is the best case scenario. Some of the schemes are still in the planning stage and there are risks that they will not be able to be delivered. Further details are set out in Appendix 1..

4.3 Secondary projections

In the secondary sector it is projected for 2012/13 that there will be available places in the lower years (138 for Year 7 and 95 for Year 8) but deficits in Years 10 and 11(-76 and -145 respectively). Past data shows that the majority of the surplus places will be in Newman College Roman Catholic School for boys - which has had a high percentage of vacant places.

Longer term projections

4.4 Primary

The number of Reception age children is projected to rise by nearly 400 children between 2012 and 2018 from 3,898 to 4,299 (10.3%) before dropping by about 50 children over the four years to 2022 (1.2%).

Overall, primary age children (4-10 year olds) are projected to see an increase from 24,447 in 2012 to 29,484 by 2021 with a slight dip in 2022. This is an increase of 5037 children in 9 years (20.6%).

4.5 Secondary (as at May 1st 2012)

There are 24 Year 7 pupils out of school and 166 Year 7 vacancies mainly at Copland, Crest Boys and Newman. For September 2012 it is projected there will be 3141 Year 7 places in maintained schools with a demand of 3033 (GLA). This will leave a decreased surplus of 108 places.

Year 7 demand is forecast to increase by 745 between 2012 and 2022 (an increase from 3,033 to 3,778 children – 24.6%).

Pressure in Year 7 will be felt as early as the 2013/14 academic year as shown in graphs in Appendix 4. It shows that there will only be 28 vacancies in Year 7 throughout the whole borough (3141 places and 3113 projected pupils). This assumes that Newman Catholic College will be at least 80% full – this has never been achieved in recent years, therefore 2013/14 will be a pivotal year. In 2014/15 the gap widens dramatically (3201 places and 3385 projected pupils) giving a deficit of 6FE.

By 2017/18 the deficit in Year 7 rises above 16FE.

Secondary age children (11-15 year olds) are forecast to rise year on year over the whole ten year period to 2022 from 15,208 in 2012 to 18,523 by 2022; an increase of 3,315 children (21.8%).

4.6 Although there is planned new secondary provision, as set out below, this is insufficient to meet the demands.

- The newly built Crest Academies are due to expand by 1FE each by April 2014 (2FE) commencing with Year 7. These extra places have already been accounted for in the calculations and should not be double counted.
- Over the next 3 academic years Ark Academy will fill their upper year places with 6 new classes in each year group. These extra places have already been accounted for in the calculations and should not be double counted.
- Alperton and Copland are part of the Priority Schools Building Programme

Additional methods will need to be in place to meet the demand from September 2013 onwards, such as expanding schools and / or creating secondary bulge classes.

4.7 Sixth Form

6th form numbers have decreased from 3795 in 2009 to 3620 in January 2012 because there has been a dip in the 16-19 age group. Projections show, however, that numbers in this age group will rise. Much of the increase will be met by the current spare capacity in Brent sixth forms along with the additional places created at Ark and the new building at Crest, and the expansion of St Gregory's sixth form. In 2011, the Young People's Learning Agency (YPLA) agreed capital funding to increase St Gregory's sixth form capacity by 100 to meet the projected growth of the local 16-19 population by 2014. Brent Council successfully won its bid for this funding based upon the following planning assumptions:

- The projected growth in the 16-18 population in the north-west of Brent will increase the demand for places at St Gregory's because a high proportion of the growing Eastern European community will require a Catholic education.
- The increase in the number of learners in the school's Year 10 and Year 11 and the increase in the school's waiting list will lead to increased numbers in the sixth form.
- The year-on-year increase in sixth form numbers will continue because the school and its sixth form are high performing.

The current spare capacity and additional places will not be sufficient to meet *all* the growth of numbers in this age group which will rise to 4394 in 2022 - an increase of 774 (21.4%) requiring a further 100 6th form places. This is based upon the average staying on rate of 62.5% i.e. Year 12 plus Year 13 as a proportion of Year 10 plus Year 11. At 16, young people can choose from a range of provision that meets their learning and progression needs. These include college, private training providers and employment with training. The number of sixth form places required to meet population growth will therefore always be less than the number of pre-16 places that are required.

5.0 Plans to manage the surplus demand

- 5.1 There is an existing programme of permanent and temporary expansions. These are set out in Appendix 1. The next round of permanent expansions is to be agreed by Executive in August 2012 following a review of the entire schools portfolio.
- 5.2 Included in the existing plans are some less traditional ways of providing additional school places such as use of non-school buildings as 'satellites' linked to existing schools. There is also a jointly planned expansion of a school just over the Brent border in Ealing (Vicars Green) which will provide places for both Brent and Ealing children.
- 5.3 Planning is being undertaken with both the London Diocesan Board (Church of England) and the Westminster Diocesan Board (Roman Catholic) to assess the need for additional denominational places to form part of the expansion programme.
- 5.4 The Authority has already established alternative provision for some children without a school place. There are three projects for secondary aged new arrival pupils with English as an additional language and a range of College courses commissioned from the College of North West London. Reception classes have also been established in children's centres and nursery schools.
- 5.5 In line with many other authorities, the Council is also exploring the potential for working with free school providers. There is government funding available for the development of free schools and any new schools that open are most likely to be Free Schools or Academies. There is currently one Free School application for Brent which is currently being considered by the DFE for September 2013:
 - Bishop House School – application from a parent community group for a small Christian primary school for 210 pupils. The location is unknown.
- 5.7 Brent is continuing to work closely with London Councils to lobby for additional capital funding to be made available to address the serious situation across London in ensuring sufficient supply of school places.

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Deficit - September 2012 Primary Provision

		Based on Late applications up to Sep 2012				Work-in-Progress			Total
		Reception	Y1	Y2	Y3	Y4	Y5	Y6	
	Demand (classes)	16	13	10	7	6	6	-1	57
Key	Supply (classes)								
B	Ashley Garden		1	1					2
B	St. Joseph	0							0
B	Curzon Cres.	1							1
B	College Green	0.8							0.8
B	River Bank		1						1
B	Mount Stewart Inf	1							1
B	Preston Library		2						2
B	Stonebridge Day Care		1	1	1	1			4
P	Preston Manor				2	2	2		6
P	Brentfield			1	1	1	1	1	5
B-P	Barham	1							1
B-P	Mitchell Brook	1							1
B-P	Fryent	2							2
B-P	Chalkhill	1							1
B-P	St Robert	0.5	0.5	0.5	0.5	0.5	0.5	0.5	3.5
B-P	Wembley High	2							2
B-P	Vicar's Green	0.5							0.5
	Total	10.8	5.5	3.5	4.5	4.5	3.5	1.5	33.8

High Risk	6
Medium Risk	12
Total Risk	18

Key:

B- Bulge

P- Permanent

B-P Bulge to Permanent

classes