



Cabinet
27 July 2015

**Report from the Strategic Directors
of Regeneration and Growth and
Children and Young People**

Wards affected:
ALL

2015/16 Temporary School Expansion Programme

1.0 Summary

- 1.1 In a report to Cabinet in January 2015, Officers advised that revised pupil projection data was expected from the Greater London Authority in early 2015 and that this would be reviewed in detail against local data to make sensible projections of demand for school places in the 2015/16 academic year. Officers committed to report back to Cabinet with the outcome of that review and with proposals for the provision of sufficient school places for approval if required. The report was also to include a review of corporate buildings currently in use for education purposes and the requirements for that to continue or otherwise.
- 1.2 This report sets out the revised primary school pupil projections and provides an analysis of the number of school places anticipated to be required against the currently available and planned capacity. It outlines the approach to ensuring sufficient school places are available to meet projected demand during the next academic year in line with the revised School Place Planning Strategy. It provides a financial update to support that approach.
- 1.3 This report also sets out the current position in respect of council buildings used for temporary primary school place provision. It regularises the need to maintain some of those buildings for primary education use beyond the previously agreed timescales and identifies those buildings which will no longer be required for temporary primary school places, recognising that there may be other council requirements for those buildings including other education uses.
- 1.4 This report therefore seeks approval from Cabinet for the 2015/16 Temporary Expansion Programme and use of annexe buildings in order to meet the Council's statutory duty for the provision of sufficient school places for 2015/16 academic year.

2.0 Recommendations

Cabinet is recommended to:

- 2.1 Note the projected demand for primary school places in 2015/16 alongside the planned capacity.
- 2.2 Approve the 2015/16 Temporary School Expansion Programme as described in paragraphs 3.9-3.12.
- 2.3 Approve the budget of £2.148m for the 2015/16 Temporary School Expansion Programme to be met from secured Basic Need Funding within the Schools Capital Portfolio.
- 2.4 Approve the continued use of council buildings to meet the required number of school places across the borough as described in paragraphs 3.15-3.16 and to delegate authority for the Operational Director – Property & Projects to enter into necessary licences for use with the managing schools.

3.0 Detail

Demand for Reception Places for the 2015/16 Academic Year

Reception demand

- 3.1 There were 3,911 on time applications for Reception places for September 2015. This compares with 3,935 applications at the same point last year. Based on the number of late applications received in previous years, Officers anticipate 800 late applications for Reception and a 90 per cent conversion rate from applications into take up of a place. This gives an anticipated Reception roll of 4,240 for 2015/16. This methodology gave an accurate prediction for 2014/15.
- 3.2 Reception offers were made on 16 April 2015 and all on-time applicants received an offer. Eighty percent of applicants were allocated their first preference school. This compares with the London average of 81 per cent and indicates a good level of popularity across Brent primary schools. Five percent of applicants (197 children) were offered none of their preferred schools but rather the nearest available place. Of these, 192 were offered a place less than two miles away, with five being offered a place more than two miles away, the furthest being 2.13 miles.

Projected Demand and Supply of Primary School Places for the 2015/16 Academic Year

- 3.3 The School Place Planning Strategy 2014 set out a long list of permanent expansions which were scheduled to come on stream for September 2015. These are set out in Table 1 below with a status indicated against each.

	No. of Places	No. of FE	Status	No. of FE delivered
Wembley High Technology College	840	4	Only published at 90 reception for 15/16	3

Uxendon Manor Primary	420	2	Opening bulge classes ahead of permanent expansion	2
Elsley Primary	420	2	Opening bulge classes ahead of permanent expansion	2
Stonebridge Primary	210	1		1
Islamia Primary	210	1	School already operating at this size so no additional places	1
Malorees Infants	210	1	Opening bulge class	1
Byron Court Primary	420	2	Not deliverable for September 2015	
Leopold (Gwenneth Rickus)	210	2		2
Kilburn Grange (Free School)	420	2		2
Oakington Manor Primary	210	1	Not going ahead until Sept 16 at the earliest	
Total number of places	3360	18		14

Table 1 – Additional Permanent Primary Places for September 2015

Annexe buildings

- 3.4 In the current academic year 2014/15, there is heavy reliance on provision in ‘annexes’ that is additional classes run in buildings as add-ons to existing schools. In total there are 42 classes of this kind across the borough. The governing body of the managing school has in all cases agreed to run the annexe provision and the children are on roll at the school. While the physical facilities are good quality and schools do an excellent job in ensuring that annexe pupils receive the quality of education achieved on the main site, they tend to have a predominance of children who are travelling above average distance to the school and who are on waiting lists for other schools and a disproportionate number of children are late arrivals with little or no prior education. This creates a number of challenges and is not sustainable in the medium to long term. The extent of the current reliance on annexes demonstrates and emphasises the fact that the majority of permanent expansion set out in Table 1 are “catching up” with existing demand rather than anticipating future demand.
- 3.5 In two cases it is appropriate to integrate the annexe into the school as a permanent expansion creating a two site school. This creates a stable intake and the annexe becomes part of a permanent school. This was agreed by Cabinet for Leopold Primary School's use of the Gwenneth Rickus Building in January 2015 (subject to necessary approvals). It is also proposed for Roe Green Infants School's use of the Strathcona site (see paragraph 3.16 below).

3.6 In the other cases, ideally for the 2015/16 academic year, the council would be looking to reduce its reliance on annexe buildings. However the delay in availability of permanent expansions shown in Table 1 is a constraint on this as it restricts the availability of vacant classrooms which could be used for upper year groups in non-gradual permanent expansion. A list of the Annexe buildings setting out the use and status of each is shown below in 3.15

3.7 Table 2 below shows the projected number of all primary pupils against capacity for 2015-16. The projections as noted have been adjusted to reflect the local picture as described in paragraph 3.1. This analysis assumes that all annexes apart from the Anansi building remain in use and this is detailed in paragraph 3.16 below.

Table 2 – Projected primary numbers against capacity 2015-16 assuming all annexes in use

	Year Group	Capacity	Projections using JAN 2015 census (adjusted)	Surplus places	Surplus places Forms entry	Percentage Surplus as of
2015-2016	R	4,259	4,240	19	0.6	0.4%
	Y1	4,137	4,078	59	2.0	1.4%
	Y2	3,992	3,867	125	4.2	3.1%
	Y3	4,052	3,925	127	4.2	3.1%
	Y4	3,927	3,815	112	3.7	2.9%
	Y5	3,782	3,680	102	3.4	2.7%
	Y6	3,633	3,602	31	1.0	0.9%
Total		27,782	27,207	575		2.3%

Assumptions: Permanent expansions as per Table 3 plus **Annexes** at Douglas Avenue 45 Year 5, Church Lane 90 Year 2, former Preston Road Library 60 Reception, Roe Green Strathcona, 30R plus **bulge classes** Harlesden 60 Y2 (replacing Anansi annexe), Preston Park 30 Y2 and 30 Y4, Uxendon 30 Y1, Elsley 60R and Mount Stewart Junior 30 Y3.

3.8 Given the aspiration set out in the School Place Planning Strategy 2014 that there should be five per cent spare places to allow for in year mobility and unanticipated fluctuations, this is tight but there are sufficient places for 2015/16.

Temporary School Expansion Programme 2015/16

3.9 In order to meet the Council’s statutory duty to provide sufficient school places in all year groups, a programme to provide temporary places in addition to the permanent plans described in Table 1 above is required. This programme consists of opening 16.5 classes across a combination of existing empty classrooms in both permanently expanded main school sites and in temporary expansion at annexes, using existing non-teaching space and providing new temporary accommodation. All 16.5 classes are included within the capacity shown in table 2 above and Members are asked to approve the Programme to enable this capacity to become available to meet projected demand.

- 3.10 The programme will form part of the Schools Capital Portfolio and will provide sufficient primary school places in all year groups for the projected demand during the 2015/16 academic year as shown in Table 2 above. Table 3 below lists the projects included in the programme.

School / Project	Project Detail
Mount Stewart Junior School	New temporary accommodation for one Year 3 class (continues bulge from Mount Stewart Infants)
Elsley Primary School	New temporary accommodation for two new Reception bulge classes (in advance of the permanent expansion planned for Sept 2016) plus two relocated Reception classes
Uxendon Manor Primary School	One Year 1 bulge class in existing accommodation (TBC with Uxendon Manor or an alternative school)
Former Library, Preston Road	Two Reception bulge classes in existing annexe accommodation (to address loss of two Reception classes due to delayed proposed permanent expansion at Byron Court)
Malorees Infant School	New temporary accommodation for one Reception bulge class (as the proposed permanent expansion cannot proceed as planned)
Church Lane PRU	Three Year 2 classes in existing accommodation
Lyon Park / Douglas Avenue	45 places in Year 5 in existing accommodation
Roe Green Infant / Strathcona	One Reception class in existing accommodation
Harlesden Primary	Two Year 2 classes (non-gradual permanent expansion in existing permanent school accommodation)
Preston Park Primary School	One Year 2 class and one Year 4 class (non-gradual permanent expansion in existing permanent school accommodation – TBC with school)

Table 3 – Projects included in 2015/16 Temporary School Expansion

- 3.11 The programme will also make a financial provision for the cost of providing a further two reception classrooms and a Multi Use Games Area (MUGA) at Elsley Primary School in the event the permanent expansion does not proceed. This was the subject of a Cabinet report in June 2015.
- 3.12 The estimated cost of the programme is described in section 4 below. Members are asked to approve both the programme as described above and the financial implications described below.

Annexes and Temporary Buildings currently used as School Classrooms

- 3.13 Integral to the 2015/16 Temporary School Expansion Programme is the continued use of council buildings as school annexes.

- 3.14 Cabinet approved recommendations in reports in May 2013, July 2013 and February 2014 about the provision of temporary primary school places to supplement planned programmes of permanent primary school expansion and the use of council buildings to achieve that. The proposals agreed in those reports are described here with an update on current use and future requirement for them.
- 3.15 Table 4 below summarises the council buildings currently used for temporary school provision across the borough and describes the extended use currently required in order to regularise that usage to fulfil the Temporary School Expansion Programme outlined above.

Temporary School Site	Approved Use Expires	Requested Extension Date
1. Ashley Gardens	July 2015	July 2017
2. Former Church Lane PRU	July 2015	July 2020
3. Douglas Avenue	July 2015	July 2018
4. Former Anansi Nursery	July 2016 – July 2018	This building is no longer required
5. Former Preston Road Library	July 2014	July 2017
6. Former Stonebridge Day Centre	July 2015	July 2017
7. Former Strathcona Day Centre	July 2017 – July 2020	At least July 2022, preferably permanent use (see below)

Table 4 – Summary Table of Temporary School Provision in Brent

- 3.16 Cabinet is asked to approve the specific recommendations listed below for buildings where the required use differs to earlier approvals:

1. Ashley Gardens

It was expected that these pupils in temporary classes would become part of the permanent expansion of Byron Court Primary School for the academic year 2015/16. The move into the permanent expanded building is expected to be completed during The 2016/17 academic year (subject to planning permission). Therefore, Cabinet is requested to approve the extension to the agreed use until the end of the 2016/17 academic year and for officers to apply for planning permission to extend the use of the land and buildings until July 2017.

Cabinet is also requested to delegate authority to the Operational Director of Property and Projects to extend the existing licence with Byron Court Primary School for the use of the Ashley Gardens building until 31 July 2017.

2. Former Church Lane PRU

Cabinet is requested to approve an extension until the end of the 2019/20 academic year. Officers are currently working with local schools to confirm suitable management arrangements. Cabinet is requested to delegate authority to the Operational Director of Property and Projects to enter into a licence with an identified school as required, to last no later than 31 July 2020.

3. Douglas Avenue

The current Cabinet agreement expires at the end of the current academic year (2014/15). A Year Five class will use the building for two academic years and for 2017/18 the Douglas Avenue site can host the three classes from the proposed Alperton free school whilst this school is constructed. Cabinet is requested to approve an extension of three years until the end of the 2017/18 academic year. Also, Cabinet is requested to delegate authority to the Operational Director of Property and Projects to extend the existing licence with Lyon Park Primary School until 31 July 2018.

4. Former Anansi Building

This building is no longer required and no further approval is required. As the building is surplus to the council's requirements for temporary primary education use the future use of the building has been reviewed and initial market testing is underway for the community to indicate if any alternative use within the current planning classification exists. Subsequent building specific approvals will be sought from Cabinet and the Secretary of State as required.

5. Former Library, Preston Road

This building was originally used as an annexe by Preston Park Primary whilst the new permanent school building was completed. That use is no longer required however the former Preston Road Library is proposed to accommodate 60 reception places to compensate for the loss of 2 Reception classes from the delay to the proposed expansion at Byron Court Primary School. Cabinet is requested to approve an extension until the end of the 2016/17 academic year. Further, Cabinet is requested to delegate authority to the Operational Director of Property and Projects to enter into a licence with an identified school until 31 July 2017.

It is noted that at the time of drafting this report, a licence to occupy the building exists granting the Friends of Preston Road Library use of the building for the operation of a pop up community library. This expires on 31 July 2015. Proposed future school use will take account of the local aspiration for this community library to continue in some way.

This property is currently included in the Council's Capital Disposals programme for 2016/17 and forecast capital receipts arising from disposal are assumed to fund the Capital Programme for that year. Approval of the proposal to extend use until July 2017 will impact on the completion of a disposal and receipt of an associated capital receipt will be delayed until 2017/18.

6. Former Stonebridge Day Centre

Further to earlier reports to Cabinet in respect of the redevelopment proposals for Stonebridge, this building is currently in use by Stonebridge Primary School and it was expected that these pupils would become part of the permanent expansion for Stonebridge Primary School for the academic year 2015/16. The move into the permanent expanded building is likely to be completed during the 2016/17 academic year (subject to necessary approvals). Cabinet is requested to approve an extension until the end of the 2016/17 academic year and to delegate authority to the Operational Director of Property and Projects to extend the existing licence with Stonebridge Primary School until 31 July 2017.

This property is currently included in the Council's Capital Disposals programme for 2016/17 and forecast capital receipts arising from disposal are assumed to fund the Capital Programme for that year. Approval of the proposal to extend use until July

2017 will impact on the completion of a disposal and receipt of an associated capital receipt will be delayed until 2017/18.

7. Former Strathcona Day Centre

In 2013/2014 academic year, Roe Green Infant School began using the former Strathcona Day Centre as an annexe to the main school site. The proposals identified above show the requirement for a new Reception class to start at this school in September 2015. They would at least need to use the building for all of their Primary Education through to the end Year Six in July 2022.

Further, it is proposed that statutory consultation is undertaken to change the educational character of Roe Green Infant School. This would be reliant on the continued use of the Strathcona site as a permanent second site for the school should the proposals be approved.

Cabinet is requested to approve an extension until the end of the 2021/22 academic year and to delegate authority to the Operational Director of Property and Projects to extend the existing licence with Roe Green Infant School until 31 July 2022.

Cabinet is further asked to approve the commencement of statutory consultation on changes to Roe Green Infant School, noting that any proposal would include the permanent use of the Strathcona site as a school.

4.0 Financial Implications

- 4.1 The total estimated cost of the proposed Temporary School Expansion Programme 2015/16 is £2,148,000. The costs for each of the proposed schemes in the Programme are detailed in table 5 below. It should be noted that the costs shown below include furniture and ICT that will be re-used in permanent expansions and where new accommodation is provided this will be used for at least two academic years (four years in the case of Mount Stewart) and potentially 7 years at Malorees Infant and Junior Schools; and will be able to re-used elsewhere when no longer required at the schools shown below.

Scheme / Project	Cost
Mount Stewart Junior School	£250,000
Elsley Primary School	£1,200,000
Uxendon Manor	£30,000
Former Library, Preston Road	£60,000
Malorees Infant and Junior Schools	£250,000
Additional FFE/ICT and Programme Contingency	£358,000
Total	£2,148,000

Table 5 – Estimated costs for proposed schemes in the Temporary School Expansion Programme

- 4.2 A full financial profile for the Schools Capital Portfolio was approved by Cabinet in January 2015. As the need for these school places was not known at that time, this did not include the cost of this Programme. At that time the profile demonstrated that, whilst there was a forecast deficit across the whole Schools Capital Portfolio to 2020-21, there was sufficient secured funding to meet the forecast costs of delivering the current Phase 3 Permanent Primary School expansion programme of works (listed in table 1 above). At that time, the forecasts for future unsecured Basic Need grant allocations totalled £29.64m for the remaining period of the Financial Profile.

Since this information was last reported to Cabinet, a further sum of Basic Need Capital Grant has been secured for 2017/18 of £15.32m. This was in excess of the forecast amount of £7.41m that was previously reported to Cabinet as unsecured funding. This additional income reduces the forecast gap in the overall Schools Capital Portfolio.

- 4.3 The costs of the proposed Temporary School Expansion Programme 2015/16 can be met from within the overall secured funding of the Schools Capital Portfolio.
- 4.4 A revised financial profile to include the Temporary School Expansion Programme 2015/16 and amended Phase 3 scheme costs will be provided with the update to the School Place Planning Strategy expected to be reported to Cabinet in October 2015.
- 4.5 It should be noted that of the above sites, the former Preston Road Library and the former Stonebridge Day Centre are both included in the Capital Disposals Programme for 2016/17 with forecast receipts of £700k and £1.5m respectively estimated for Quarter 4. A decision to extend the currently approved use of these buildings will delay these receipts and impact on the funding of the capital programme in that financial year. The earliest a receipt could be received for these sites would be the latter half of the 2017/18 financial year. It is likely that this delay will be accommodated within the medium term capital programme as a result of slippage in scheme expenditure, but if not the programme will have to be adjusted to be delivered within available resources (if necessary this will be reported to members in future monitoring reports).

5.0 Legal Implications

- 5.1 Under sections 13 and 14 of the Education Act 1996 (as amended by the Education Acts 2006 and 2011), a local education authority has a general statutory duty to ensure that there are sufficient school places available to meet the needs of the population in its area. The local authority must promote high educational standards, ensure fair access to educational opportunity and promote the fulfilment of every child's educational potential. It must also ensure that there are sufficient school places in their area and promote diversity and increase parental choice. To discharge this duty the local authority has to undertake a planning function to ensure that the supply of school places balances the demand for them.
- 5.2 As a contingency, to support the admission to school of children as quickly as possible, the In Year Fair Access Protocol allows for the admission of children over schools' planned admission numbers in the event that a school place is not available. Schools are not required to maintain classes over the planned admission number but revert to the usual admission number when children leave.
- 5.3 Statutory proposals are required for a proposed enlargement of the school premises that would increase the capacity of the school by both more than 30 pupils and 25 per cent or 200 pupils (whichever is the lesser). Proposals may also be required for some cumulative expansions and a review of any other enlargements that were made without the need for statutory proposals would need to be made before determining if statutory proposals would be required.
- 5.4 This means adding those enlargements made:
 - In the 5 year period that precedes the proposed expansion date
 - Since the last approved statutory proposal to enlarge the school (within this 5 year period)

- Exclude any temporary enlargements (i.e. where the enlargement was in place for less than 3 years)
- Add the making permanent of any temporary enlargement.

5.5 Under current admissions code children can be admitted above the Published Admission Number (PAN). For community/voluntary controlled schools the LA as admission authority must consult the Governing Body of the school where it proposes to either to increase or keep the same PAN.

5.6 Under Section 19 of the Education Act 2006 and School Organisation Regulations the authority can decide to propose an enlargement, follow the statutory process and resolve to do without requiring consent of Governing Body whose redress would be to object to the schools adjudicator.

5.7 Any land or building used for school purposes cannot subsequently be disposed of without the Secretary of State's consent unless eight (8) years have elapsed since school use ceased.

6.0 Diversity Implications

6.1 An Equality Impact Assessment was undertaken for the school place planning strategy. The strategy aims to address equality issues around social disadvantage and disability. This was tested during the consultation period and is reflected as far as possible in the final proposals.

7.0 Staffing/Accommodation Implications (if appropriate)

7.1 There are no staffing or accommodation implications for the immediate purpose of this report.

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