

9. RISING NUMBERS IN WINDSOR FIRST SCHOOLS

CABINET: 21st FEBRUARY 2008

MEMBER REPORTING: COUNCILLOR MRS QUICK

1. PURPOSE OF REPORT

To seek permission to consult with stakeholders on a range of options to expand first school provision in Windsor.

2. MEMBER'S RECOMMENDATION: That:

- (a) the Cabinet approves consultation with stakeholders on a range of options to expand first school provision in Windsor by at least 1 form of entry by September 2009, and
- (b) that the Cabinet approves the following options for consultation:
 - (a) that Dedworth Green First School be expanded from 30 to 45 places per year group;
 - (b) that Dedworth Green First School be expanded from 30 to 60 places per year group;
 - (c) that Clewer Green CE Aided First School be expanded from 38 to 45 places per year group;
 - (d) that Oakfield First School be expanded from 45 to 60 places per year group;
 - (e) that Alexander First School be expanded from 24 to 30 places per year group;
 - (f) that Alexander First School be expanded from 24 to 45 places per year group;
 - (g) that St Edward's Catholic Primary School be expanded from 45 to 60 places per year group;
 - (h) that Homer First School be expanded from 45 to 60 places per year group;
 - (i) that The Royal (Crown Aided) School be expanded from 20 to 30 places per year group; and
 - (j) that invitations be made for suggestions from the parents and other stakeholders in line with the Royal Borough's duty to consider representations.

3. SUPPORTING INFORMATION

3.1 Wards Affected

All wards in Windsor, Old Windsor and Eton directly affected. Horton and Wraysbury, Datchet and Oldfield wards indirectly affected.

3.2 Relevant Matters Upon Which Decision is Based & Reasons Supporting Recommendation

An overview of past and present first school numbers in Windsor

Past and present pupil numbers

- 3.2.1 Education in Windsor, Old Windsor and Eton is provided through a three-tier system of schooling, with first schools teaching those children aged between four and nine. Until relatively recently pupil numbers in the first schools had been declining.

3.2.2 The overall pupil numbers, given in Table 1 below, show that there was a marked decline in the overall number of pupils on roll in the Windsor first schools from Summer 1998 to Summer 2002, with a loss of 255 pupils in just four years. The number of Year 1 to 4 children continued declining up until 2004. It is useful to look at just Year 1 to 4 numbers, as opposed to the overall total, as this can avoid any distortions caused by irregular Reception/Rising 5 intakes. Summer figures are used here (and elsewhere) because it is at this time of year when primary schools have the most children on roll due to the January and April reception class intakes. Summer figures do, of course, relate to the cohort in school the preceding September.

Table 1. Numbers on roll in Windsor First Schools (Summer)

| | Adm. No. | Net Capacity | Actual NORs | | | | | | | | | | |
|------------|----------|--------------|-------------|------|------|------|------|------|------|------|------|------|-------|
| | | | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008* |
| Total** | 479 | 2164 | 2205 | 2100 | 2045 | 1993 | 1950 | 1952 | 1971 | 2006 | 2016 | 2034 | 2049 |
| Year 1 | 479 | | | 439 | 459 | 415 | 398 | 443 | 413 | 443 | 421 | 414 | 456 |
| Yrs 1 to 4 | | | | 1765 | 1764 | 1699 | 1663 | 1640 | 1625 | 1661 | 1684 | 1634 | 1676 |

*2008 figures estimated on the basis of the September 2007 CENSUS figures, rather than based on the 2007 forecasts

**Total includes full-time children in mainstream education only

3.2.3 The Year 1 intakes have varied, with relatively high points for the Summer 2003, 2005 and 2008 Year 1 cohorts.

3.2.4 The general pattern of decline in the number of Year 1 to 4 children, followed by recovery has been followed, with variations, across each of the four Windsor subareas (See Table 2 below). These subareas, identified in the School Organisation Plan and used for the purposes of pupil projections and school places planning, are Eton, Clewer, Dedworth and the East Windsor, Old Windsor and Park subarea. The subareas, and schools, are identified in the map on page 45 of the School Organisation Plan 2007 to 2012, reproduced here as Appendix A.

Table 2. Numbers on roll in Windsor First Schools by subarea (Summer)

| | Adm. No. | Net Capacity | Actual NORs | | | | | | | | | | |
|---|----------|--------------|-------------|------|------|------|------|------|------|------|------|------|-------|
| | | | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008* |
| Eton Subarea | | | | | | | | | | | | | |
| Net Capacity | | | | | | | | | | | | 290 | 290 |
| Total** | 75 | 290 | | 309 | 302 | 288 | 276 | 282 | 277 | 281 | 272 | 267 | 261 |
| Year 1 | 75 | | | 63 | 69 | 55 | 53 | 72 | 59 | 64 | 58 | 48 | 57 |
| Yrs 1 to 4 | | | | 252 | 256 | 237 | 222 | 235 | 223 | 222 | 230 | 208 | 208 |
| East Windsor, Old Windsor and Park Subarea | | | | | | | | | | | | | |
| Net Capacity | | | | | | | | | | | | 590 | 590 |
| Total** | 125 | 590 | | 545 | 503 | 496 | 487 | 486 | 499 | 540 | 535 | 545 | 567 |
| Year 1 | 125 | | | 111 | 106 | 101 | 108 | 101 | 99 | 120 | 116 | 106 | 127 |
| Yrs 1 to 4 | | | | 457 | 438 | 423 | 416 | 406 | 406 | 440 | 440 | 437 | 462 |
| Clewer Subarea | | | | | | | | | | | | | |
| Net Capacity | | | | | | | | | | | | 587 | 587 |
| Total** | 128 | 587 | | 576 | 577 | 566 | 553 | 554 | 550 | 566 | 554 | 583 | 598 |
| Year 1 | 128 | | | 123 | 131 | 127 | 112 | 124 | 118 | 123 | 107 | 123 | 128 |
| Yrs 1 to 4 | | | | 498 | 505 | 497 | 483 | 467 | 465 | 484 | 469 | 480 | 493 |
| Dedworth Subarea | | | | | | | | | | | | | |
| Net Capacity | | | | | | | | | | | | 697 | 697 |
| Total** | 151 | 697 | | 670 | 663 | 643 | 634 | 630 | 645 | 619 | 655 | 639 | 623 |
| Year 1 | 151 | | | 142 | 153 | 132 | 125 | 146 | 137 | 136 | 140 | 137 | 144 |
| Yrs 1 to 4 | | | | 558 | 565 | 542 | 542 | 532 | 531 | 515 | 545 | 509 | 513 |

*2008 figures estimated on the basis of the September 2007 CENSUS figures, rather than based on the 2007 forecasts
 **Total includes full-time children in mainstream education only

3.2.5 The latest, (forecast) Summer 2008, Year 1 bulge has affected all four subareas, with the biggest increase again in East Windsor, Old Windsor and Park subarea.

3.2.6 There is significant pupil movement out of the first schools, although the numbers vary from year to year. In some years this movement has cancelled out any gains from increased intakes.

Surplus places in Windsor First Schools

3.2.7 The level of surplus places in the Windsor first schools has been high for much of the past eight years, but although it remained high (6.0%) in Summer 2007 this was substantially below the 9.4% recorded the previous year. Although there has been a modest year on year rise in pupil numbers, much of the change is due to the reduction of accommodation in school use at Eton Wick CE First School.

3.2.8 6% surplus places is marginally higher than the 5% deemed necessary by current borough policy to balance the efficient use of resources with the operation of parental preference.

Forecast pupil numbers

3.2.9 The 2007 pupil forecasts, given in Table 3 below, suggest that the overall number of children on roll will rise considerably over the next five years, giving an additional 300 pupils by Summer 2012. This is equivalent to a two form of entry (60 places per year group) first school. The forecast for Summer 2012 predicts 2307 pupils, which is 102 higher than the peak achieved in Summer 1998.

Table 3. Forecast numbers on roll in Windsor First Schools (Summer)

| | Adm. No. | Net Capacity | Actual NORs | | | | | | Forecast NORs | | | | |
|--------------|----------|--------------|-------------|------|------|------|------|------|---------------|------|------|------|------|
| | | | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008* | 2009 | 2010 | 2011 | 2012 |
| Net Capacity | | | | | | | | 2164 | 2164 | 2189 | 2189 | 2189 | 2189 |
| Total** | 479 | 2164 | 1950 | 1952 | 1971 | 2006 | 2016 | 2034 | 2049 | 2096 | 2204 | 2263 | 2307 |
| Year 1 | 479 | | 398 | 443 | 413 | 443 | 421 | 414 | 456 | 439 | 526 | 487 | 512 |
| Yrs 1 to 4 | | | 1663 | 1640 | 1625 | 1661 | 1684 | 1634 | 1676 | 1680 | 1803 | 1849 | 1893 |

*2008 figures estimated on the basis of the September 2007 CENSUS figures, rather than based on the 2007 forecasts

**Total includes full-time children in mainstream education only

- 3.2.10 Most of the rise will occur from Summer 2010 onwards, following the forecast admission of an intake into Year 1 of 526 children. This cohort is the one that is currently going through the admissions process for intake into Reception from January 2009 onwards (September 2008 in some Voluntary Aided schools). **On this basis, it would be around 100 pupils larger than the average cohort size between 1999 and 2007 – this cohort would start Year 1 in September 2009.** Subsequent intakes are also expected to be significantly larger than average. *It should be possible to get an indication from Admissions later on in the week commencing 14th January 2008 as to whether actual applications for places in Windsor are up. This will be added to the report in due course.*
- 3.2.11 This growth would leave an overall deficit of places in the Windsor first schools on current capacity of 15 places (0.7%) in Summer 2010. This deficit would increase in subsequent years to 3.4% and 5.4% (143 places) by Summer 2012.
- 3.2.12 All four subareas are predicted to have deficits of places, appearing first in Clewer (Summer 2008), East Windsor, Old Windsor and Park (Summer 2010), and then in Dedworth and Eton by Summer 2012.

Table 3. Forecast numbers on roll in Windsor First Schools by subarea (Summer)

| | Adm. No. | Net Capacity | Actual NORs | | | | | | Forecast NORs | | | | |
|---|----------|--------------|-------------|------|------|------|------|------|---------------|------|------|------|------|
| | | | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008* | 2009 | 2010 | 2011 | 2012 |
| Eton Subarea | | | | | | | | | | | | | |
| Net Capacity | | | | | | | | 290 | 290 | 290 | 290 | 290 | 290 |
| Total** | 75 | 290 | 276 | 282 | 277 | 281 | 272 | 267 | 261 | 262 | 269 | 287 | 299 |
| Year 1 | 75 | | 53 | 72 | 59 | 64 | 58 | 48 | 57 | 56 | 65 | 63 | 71 |
| Yrs 1 to 4 | | | 222 | 235 | 223 | 222 | 230 | 208 | 208 | 203 | 210 | 222 | 234 |
| East Windsor, Old Windsor and Park Subarea | | | | | | | | | | | | | |
| Net Capacity | | | | | | | | 590 | 590 | 600 | 600 | 600 | 600 |
| Total** | 125 | 590 | 487 | 486 | 499 | 540 | 535 | 545 | 567 | 578 | 607 | 625 | 630 |
| Year 1 | 125 | | 108 | 101 | 99 | 120 | 116 | 106 | 127 | 116 | 139 | 127 | 135 |
| Yrs 1 to 4 | | | 416 | 406 | 406 | 440 | 440 | 437 | 462 | 459 | 493 | 506 | 511 |
| Clewer Subarea | | | | | | | | | | | | | |
| Net Capacity | | | | | | | | 587 | 587 | 602 | 602 | 602 | 602 |
| Total** | 128 | 587 | 553 | 554 | 550 | 566 | 554 | 583 | 598 | 606 | 646 | 662 | 672 |
| Year 1 | 128 | | 112 | 124 | 118 | 123 | 107 | 123 | 128 | 126 | 153 | 144 | 146 |
| Yrs 1 to 4 | | | 483 | 467 | 465 | 484 | 469 | 480 | 493 | 495 | 537 | 552 | 562 |
| Dedworth Subarea | | | | | | | | | | | | | |
| Net Capacity | | | | | | | | 697 | 697 | 697 | 697 | 697 | 697 |
| Total** | 151 | 697 | 634 | 630 | 645 | 619 | 655 | 639 | 623 | 650 | 675 | 682 | 706 |
| Year 1 | 151 | | 125 | 146 | 137 | 136 | 140 | 137 | 144 | 141 | 169 | 153 | 160 |
| Yrs 1 to 4 | | | 542 | 532 | 531 | 515 | 545 | 509 | 513 | 523 | 563 | 569 | 586 |

*2008 figures estimated on the basis of the September 2007 CENSUS figures, rather than based on the 2007 forecasts

**Total includes full-time children in mainstream education only

Reasons for growth

- 3.2.13 This rapid and substantial predicted growth appears to have one main source – changing demographics. Changing parental preference may also have some impact, but the forecast methodology used to give the projections above does not take account of how this may change in the future. The numbers given, therefore, expect that patterns of preference will remain in line with those of the past three years.

Demographic change

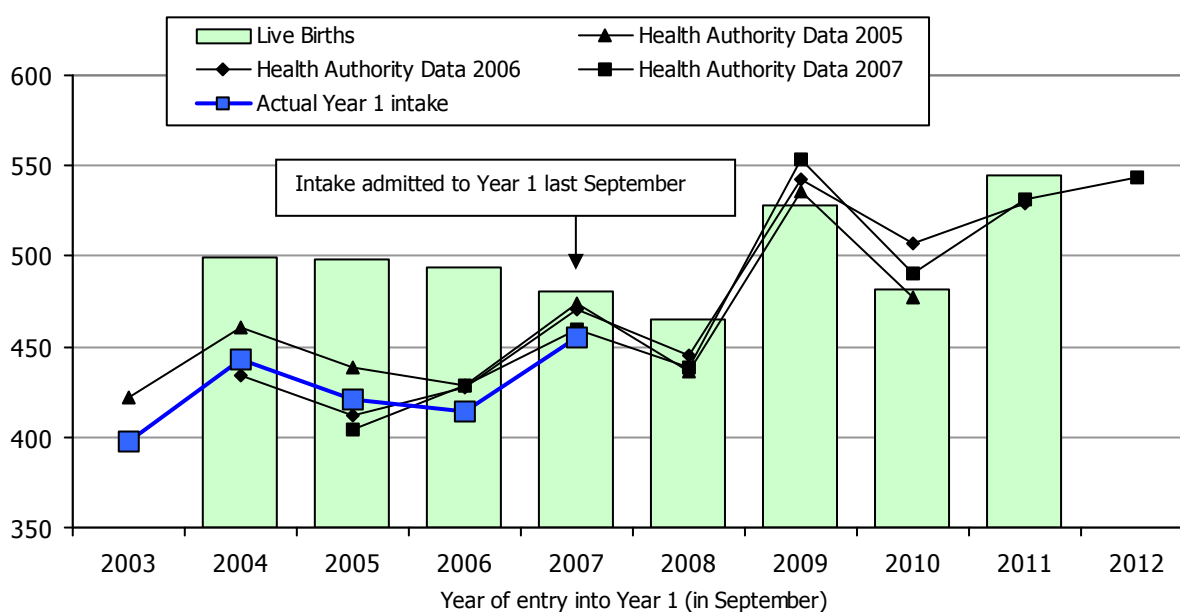
- 3.2.14 The demographic basis for the Royal Borough's pupil forecasts is the Health Authority Data, comprising of an extract from the Windsor and Maidenhead (and now the Berkshire East) PCT database of all children aged 7 or below. With the postcodes provided as well it becomes possible to establish demographic trends for particular parts of the borough. The 2007 forecasts were based on the 2006 PCT data but the 2007 data is also now available.

Table 4. Population information for the Windsor (first schools area only)

| age as at 31 st August 2007 | 9 | 8 | 7 | 6 | 5 | 4 | 3 | 2 | 1 | 0 |
|---|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Year of entry into Year 1 (as at September) | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 |
| Health Authority Data 2005* | 422 | 461 | 439 | 429 | 474 | 436 | 536 | 477 | | |
| Health Authority Data 2006* | | 434 | 412 | 427 | 471 | 445 | 542 | 507 | 529 | |
| Health Authority Data 2007 | | | 404 | 428 | 459 | 438 | 554 | 491 | 531 | 544 |
| Live Births Data | | 499 | 498 | 494 | 480 | 465 | 528 | 482 | 545 | |
| academic year of birth | 97/98 | 98/99 | 99/00 | 00/01 | 01/02 | 02/03 | 03/04 | 04/05 | 05/06 | 06/07 |
| On roll in Year 1 in Summer: | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |

Source: Windsor, Ascot and Maidenhead PCT and Office of National Statistics

*for comparative purposes, the 2005 and 2006 figures have been shifted up by two or one year groups respectively



3.2.15 The borough also has access to the Live Births data from the Office of National Statistics, also at postcode level. This is not used directly in the preparation of the school forecasts but is useful for comparative purposes.

3.2.16 The three health authority datasets – the thin lines in the chart above - match closely with each other although there are clearly some variations, although none greater than 35 pupils across any one cohort. There is also a good match between the live births data and the health authority data for the 0 to 5 year olds in terms of peaks and troughs, but this is not the case for the cohorts aged 6 and above. Not only is the live births data between 40 and 60 pupils higher, but it does not follow the same pattern as the 5 to 8 year olds.

3.2.17 The Royal Borough has not been able to identify the reason(s) for this discrepancy, which appears between all three health authority datasets and the live births data. It is clear from the chart above that the Year 1 intakes, however, (the thick line) have more closely followed the trends in the health authority datasets, rather than that of the live births (in the Windsor first schools at least). Further proof of the plausibility of the health authority data can be found in the fact that the unadjusted 2007 forecast (i.e. that based entirely on the formula with no manual changes) for the Year 1 intake for Summer 2008 was just four

pupils higher than the number actually on roll (452) in that cohort as at September 2007. Clearly the actual figures will change between now and the summer, but this indicates a good level of accuracy.

- 3.2.18 In any case, even if one were to take the live births data as the base for the forecasts then there would still be significant bulges in Summer 2010 and 2012 year 1 cohorts as there were markedly more live births than usual in the corresponding years. This looks set to apply to the 2013 year 1 cohort as well.
- 3.2.19 The reasons behind these changing demographics are not clear. It is certainly the case that, nationally, fertility rates have been rising. The average number of children per woman in the UK - the 'total fertility rate' or TFR - has risen from its lowest point in the last 30 years in 2001 (1.63) to 1.84 in 2006¹. Part of the drive for this comes from increases in the fertility rates for UK women in their 30s and 40s – different lifestyles and advances in fertility treatments have presumably made it both easier and more common than it was a generation ago to delay having children. If this is a permanent change then one would now expect to see elevated fertility rates continue for the foreseeable future as subsequent cohorts of women in their 30s and 40s have children. In addition, there have also been increases nationally in the fertility rates for women in their twenties, the reasons for which are even less clear.
- 3.2.20 These trends will have had an impact in Windsor, although of course specific local factors will also come into play.

New housing

- 3.2.21 One local factor to take into account is new housing. Windsor has not, in fact, seen a substantial amount of new housing over the past seven years. In addition, the majority of new dwellings (about 70%) have been flats, which tend to have low pupil yields. Accordingly, therefore, there has been a trickle of additional pupils into the first schools from new housing, but this does not, by itself, explain the growth in demand.
- 3.2.22 The pupil forecasts also take account of housing that is due to be built over the next five years in Windsor. This calculation is, however, fraught with difficulty. Despite considerable work in updating the figures for pupil yields from new dwellings to take account of the differences between flats and houses with different numbers of bedrooms, the resulting figures are still just averages that may not apply to particular housing developments. Further problems are caused by:
- **the unpredictability of development completions – they may be built earlier/later than expected, or not at all;**
 - **children moving into new housing but remaining at their old schools, and**
 - **children taking up school places in the independent sector.**
- 3.2.23 This issue has been addressed, however, in the pupil forecast methodology, in that the rate at which expected completions become actual completions can be changed. For the 2007 forecasts, as given above, it was assumed that only 50% of expected completions would actually occur within the expected timeframe. This introduces an element of conservatism into the forecasts with regard to the impact of housing.

¹ To put this into context, however, the total fertility rate in the 1960s baby boom was 2.95.

- 3.2.24 On this basis, although on current planning permissions new dwellings will continue to be built in the town, adding to demand locally, it is not by itself expected to require any significant overall expansion in first school provision.

Army moves

- 3.2.25 One of the other major issues affecting schools in Windsor is, of course, the presence of the two Army barracks, which can generate large flows of pupils in or out of Windsor following unit moves. This impacts particularly on Alexander First School, in the Dedworth subarea, but also affects other schools in the town. Alexander First School had, in the 2005/06 academic year, a pupil mobility rate of 86%, compared with a borough average of just 11%. This means that in that year the number of movements of children either joining or leaving the school at a time other than the standard time for joining or leaving was equivalent to 86% of the total number on roll at the school².
- 3.2.26 The high rate of 2005/06 pupil mobility at Alexander coincided with a unit move in the town, and another is expected in the second half of 2009, although the moves are inherently unpredictable. The view of the school is that the numbers of pupils moving in and out during unit moves is roughly comparable, although often in different age groups. It is not expected, therefore, that this will impact further on overall pupil numbers.

Rising Fives

- 3.2.27 One other factor that will need to be taken into account is the admission of children at rising fives. Two Voluntary Aided schools which formerly did not admit rising fives as a matter of published policy now do so, although officially this will not apply until the 2008/09 academic year. Nevertheless, the schools now admit rising fives and this accounts for a small rise in the overall numbers of pupils on roll in the Windsor first schools between 2007 and 2008. The changes to the policies at these schools mean that the Net Capacity figures will rise by 25 overall from 2008/09 – this has been included in table 3 above, and is also taken into account in the surplus places information.
- 3.2.28 Of course, any future decision that the borough takes over first admissions to schools will also have an impact. If, for instance, the borough were to decide to admit ‘rising fives’ then the reception classes at those schools currently admitting at statutory school age would need to be increased in size by roughly one third. This does not necessarily mean that the schools would have lower surpluses/higher deficits of places, as the Net Capacity calculation takes the borough’s current admission arrangements into account³.
- 3.2.29 It is estimated that, on current pupil numbers and net capacities, 8 of the 14 Windsor first schools could require additional accommodation if the admissions rules were changed to allow the admission of rising fives. This calculation assumes that the schools are full – less new accommodation would be required if the schools were not full.

² Some children will probably have both started and left the school within that academic year, which is why the pupil mobility figure does not mean necessarily that 86% of children either on roll either start or joined in that year outside the normal times for doing so.

³ The precise Net Capacity figure for a school is calculated from within a capacity range, based on the interplay of several variables at the particular school. Changing one or more of the variables can, therefore, alter the Net Capacity figure for the school, even though the actual physical accommodation will not have changed.

Impact of rising numbers on schools

- 3.2.30 As noted above, there is an expected deficit of 40 places across the first schools Summer 2010 and of 143 places by Summer 2012. All four subareas are projected to have a deficit of places by Summer 2012. The Clewer subarea is expected to go into deficit first, in Summer 2009, followed by East Windsor, Old Windsor and Park the following year. The Eton and Dedworth subareas will then follow in Summer 2012.
- 3.2.31 On this basis there will be a requirement for 143 additional places (across all year groups) just to ensure that everyone is offered a school place. A further 115 (or 258 in total) would be necessary to give the 5% surplus of places considered necessary to allow for the operation of parental preference.
- 3.2.32 In terms of school admissions, it is more complicated than this because of course the surpluses referred to above are not all in the intake years. Taking the largest projected Year 1 intake as given in Table 3 (526) there would be a requirement for 17.5 forms of entry across Windsor. Maintaining a 5% surplus would require 18.4 forms of entry (552 places). At present, there are just 479 places, suggesting at a minimum there would need to be an additional 47 Year 1 places (1.6 FE) in Summer 2010 or 73 Year 1 places (2.4 FE) to maintain a 5% surplus of places. Summer 2011 would require fewer places, but in Summer 2012 there would be a shortfall of 33 places (1.1 FE), or 59 places (2.0 FE) to maintain a 5% surplus.
- 3.2.33 The table below shows the forecast Year 1 surpluses and deficits of places in the Windsor subareas, by numbers, percentages and forms of entry. It can be seen that, apart from the Eton subarea, all of Windsor is expected to have a deficit of places on Year 1 intakes in Summer 2010 – **i.e. in September 2009**.

Table 5. Forecast Year 1 surpluses/deficits for the Windsor First Schools

| | Adm. No. | Adm. No. in FE | Net Capacity | Actual surpluses/deficits | Forecast surpluses/deficits | | | | | |
|---|------------|----------------|--------------|---------------------------|-----------------------------|-------------|-------------|-------------|-------------|--|
| | | | | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | |
| Numbers: | | | | | | | | | | |
| Eton | 75 | 2.5 | 290 | +27 | +18 | +19 | +10 | +12 | +4 | |
| East Windsor | 125 | 4.2 | 590 | +19 | -2 | +9 | -14 | -2 | -10 | |
| Clewer | 128 | 4.3 | 587 | +5 | 0 | +2 | -25 | -16 | -18 | |
| Dedworth | 151 | 5.0 | 697 | +14 | +7 | +10 | -18 | -2 | -9 | |
| Windsor | 479 | 15.7 | 2164 | +65 | +23 | +40 | -47 | -8 | -33 | |
| Percentage: | | | | | | | | | | |
| Eton | 75 | 2.5 | 290 | +36.0 | +24.0 | +25.3 | +13.3 | +16.0 | +5.3 | |
| East Windsor | 125 | 4.2 | 590 | +15.2 | -1.6 | +7.2 | -11.2 | -1.6 | -8.0 | |
| Clewer | 128 | 4.3 | 587 | +3.9 | 0 | +1.6 | -19.5 | -12.5 | -14.1 | |
| Dedworth | 151 | 5.0 | 697 | +9.3 | +4.6 | +6.6 | -11.9 | -1.3 | +1.3 | |
| Windsor | 479 | 15.7 | 2164 | +13.6 | +4.8 | +8.4 | -9.8 | -1.7 | -6.9 | |
| Forms of Entry: | | | | | | | | | | |
| Eton | 75 | 2.5 | 290 | +0.9 | +0.6 | +0.6 | +0.3 | +0.4 | +0.1 | |
| East Windsor | 125 | 4.2 | 590 | +0.6 | -0.1 | +0.3 | -0.5 | -0.1 | -0.3 | |
| Clewer | 128 | 4.3 | 587 | +0.2 | 0 | +0.1 | -0.8 | -0.5 | -0.6 | |
| Dedworth | 151 | 5.0 | 697 | +0.5 | +0.2 | +0.3 | -0.6 | +0.1 | -0.3 | |
| Windsor | 479 | 15.7 | 2164 | +2.2 | +0.8 | +1.3 | -1.6 | -0.3 | -1.1 | |
| Forms of Entry (deficit assuming 5% surplus required): | | | | | | | | | | |
| Eton | 75 | 2.5 | 290 | +0.9 | +0.6 | +0.6 | +0.3 | +0.4 | +0.1 | |
| East Windsor | 125 | 4.2 | 590 | +0.6 | -0.3 | +0.3 | -0.7 | -0.3 | -0.6 | |
| Clewer | 128 | 4.3 | 587 | -0.0 | -0.2 | -0.3 | -1.1 | -0.8 | -0.8 | |
| Dedworth | 151 | 5.0 | 697 | +0.5 | -0.0 | +0.3 | -0.9 | -0.3 | -0.6 | |
| Windsor | 479 | 15.7 | 2164 | +2.2 | +0.8 | +1.4 | -2.4 | -1.1 | -2.0 | |

3.2.34 The possibility of future army unit moves adds a certain level of unpredictability into this calculation, particularly at a subarea level.

3.2.35 These numbers suggest, therefore, that every first school in Windsor will be under pressure by 2012, to a greater or lesser extent. The schools likely to come under the most pressure are:

Alexander First School
 Trinity St Stephen First School
 Hilltop First School
 Clewer Green First School
 Oakfield First School
 The Queen Anne CE Controlled First School
 Eton Porny First School

and, to a lesser extent:

Dedworth Green First School
 The Royal (Crown Aided) First School
 Kings Court First School

Although the other four schools are in areas that are currently showing a decline, as places fill up elsewhere they are likely to come under pressure as well.

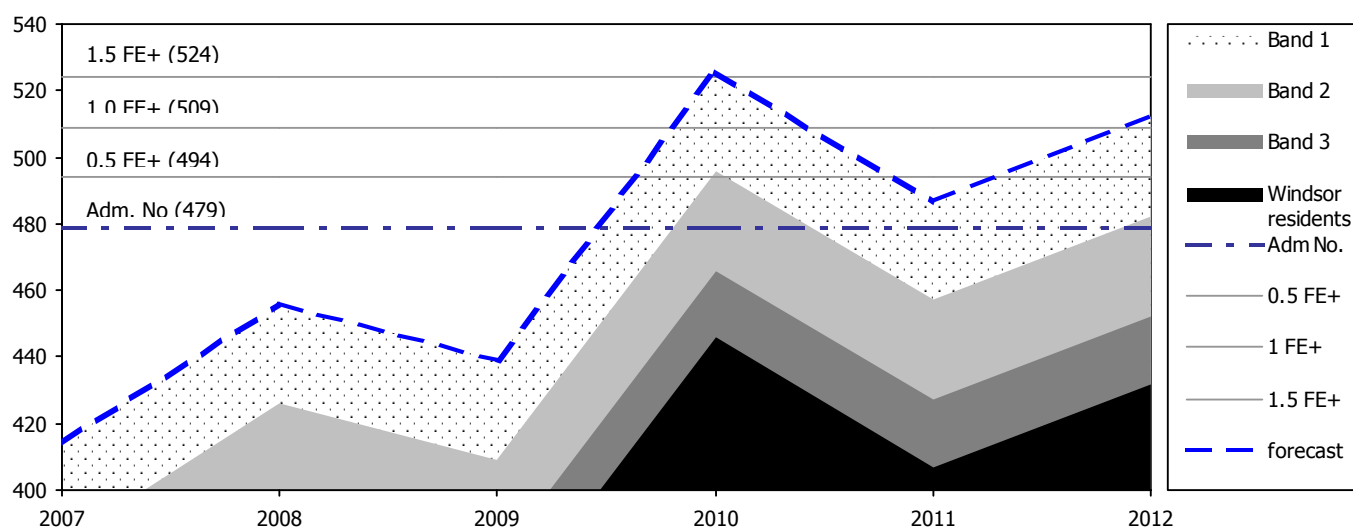
Migration from Slough, other local authorities and other parts of the borough

- 3.2.36 One point that needs to be considered, however, is the level of movement into the Windsor first schools from other parts of the borough and from neighbouring authorities. Looking at the makeup of the Summer 2007 Year 1 cohort, there was a net gain of 60 pupils – two forms of entry - for Windsor. Overall, out of the 414 Year 1 children, 80 lived outside the Windsor area (43 out of borough).
- 3.2.37 Unsurprisingly, the biggest flow of pupils is from Slough: into Eton schools (net gain 20); into Dedworth (net gain 8) and Clewer (net gain 3). This is equivalent to about a form of entry – one class – in Year 1, with two thirds going into Eton.
- 3.2.38 The most significant movement between other parts of the borough and the Windsor system is a net gain of 21 pupils from Datchet and Wraysbury going into all four Windsor subareas. No pupils moved the other way.
- 3.2.39 The detail of this movement of pupils does, of course, vary from year to year but the overall pattern remains roughly the same. It is, of course, also possible that some of these children may have lived in Windsor at the time of application for a school place and since have moved away, whilst remaining on roll in their first school. Other children may have won appeals for places.
- 3.2.40 Whilst it might be thought that 80 places could thus be made available through the normal operation of the admissions rules prioritising places for Windsor children, in reality it is not so simple. The biggest problem is that much of the capacity that could be freed up by ‘losing’ children from elsewhere is in the Eton schools, and, traditionally, there has been very little exchange of children between Eton and Windsor town. In any case Slough (and indeed Bucks) children will quite often have priority for places at Eton Wick and Eton Porney over Windsor town residents as neither will be in the relevant designated area but parts of Slough are closer.
- 3.2.41 Elsewhere, putting non-Windsor RBWM children back into their home area schools may simply displace Windsor residents from those schools back into Windsor, thereby not actually lessening the demand for places in the town. Even where demand is reduced for places in Windsor, there will be an impact on other parts of the borough, and particularly on East Maidenhead, which is already under a great deal of pressure, and on Datchet and Wraysbury.
- 3.2.42 The full calculations are not given here, but it is roughly estimated therefore, that:
- 30 Year 1 places could be made available through the operation of the admissions rules;
 - a further 30 Year 1 places could be made available, but only at the cost of increased pressure elsewhere in the borough.
- 3.2.43 The final 20 Year 1 places (out of the 80 apparently made available by ‘losing’ the non-Windsor children) effectively cannot be made available in any way that is likely to have parental support. These assumptions are, of course, only a rough guide as the pattern of demand changes from year to year.
- 3.2.44 To place this in the context of the forecast Year 1 numbers, Chart 5 below shows those forecasts and bands the children into groups according to how easy it would be to displace

them. Assuming that the level of out of area demand for places in the first schools remains at 80 pupils, and there were no changes to the level of first school provision, then the demand from the Windsor pupils (shown in the darkest shading in the chart below) would not exceed the admission number of 479 over the period of the forecasts. The lighter colour bands illustrate the make-up of the remaining demand, so that:

- Band 1 represents demand that could easily be displaced back into out-of-borough provision or into Datchet and Wraysbury;
- Band 2 represents demand that could be displaced, but would probably result in requirement for additional provision in East Maidenhead and/or Datchet and Wraysbury;
- Band 3 represents demand that would be much harder to displace, for the reasons given above.

Chart 5. Forecast Year 1 intakes and displacement bands



3.2.45 Thus, there would be no need for any changes or displacement before Summer 2010, when not only would all of Band 1 be denied places, but so would around half of Band 2, i.e. half a form of entry. Summer 2011 would be easier, but Summer 2012 would again see pressure on band 2. The likelihood must be that Summer 2013 would also be difficult.

3.2.46 Accordingly, the conclusion from this must be that additional provision equivalent to at least half an FE (15 places) would be necessary for the Summer 2010 Year 1 cohort in the first schools if the borough is to avoid undue pressure elsewhere in the borough. An additional 15 places would need to be created each year as the cohort moved up through the school so that the subsequent year groups would also have places, although this would be less of an issue for the Summer 2011 cohort. Overall, this would be equivalent to around 2.5 additional classrooms.

3.2.47 This displacement approach, however, would see virtually all of the first schools in Windsor full or close to full, with the possible exception of those in the Eton subarea. There would be little opportunity for the operation of parental preference, and the level of appeals would probably be high. It also leaves little room for manoeuvre if the forecasts are wrong, or if the make-up of the Summer 2010 cohort is substantially different to that used to develop the conclusions above. A further half an FE of provision would make it more likely that the children being displaced would be those whom it would be most

appropriate to displace, in Band 1. It would also add flexibility into the system to allow for more operation of parental preference.

3.2.48 This, of course, requires action in time for September 2009 in order to meet the demand for places in the Summer 2010 Year 1 cohort (as they are admitted to school in September). Given that two-thirds or more of this cohort will be on roll in Foundation or Reception classes in the preceding academic year – 2008/09 – **there is likely to be earlier pressure on schools from next September**. The extent of this is difficult to gauge as it will depend on the pattern of birthdays through the year. It may be possible to cope with demand by utilising the ‘spare’ capacity that exists in schools that only admit two-thirds of a year group into Reception.

3.2.49 This report recommends, therefore, that additional accommodation should be in place in time for September 2009 at the latest, but preferably during the 2008/09 academic year to coincide with Reception intakes. Given the inherent uncertainties around pupil forecasting, the borough should be prepared to put in place ‘emergency’ accommodation at short notice, should the numbers seeking places prove even higher than anticipated.

Recommendations (A) General

3.2.50 In conclusion to this section, therefore, this report recommends that the borough should seek to add 1 FE first school provision, with the first additional 30 Year 1 places available in time for the September 2009 Year 1 intake at the latest, and, if achievable, during the 2008/09 academic year to coincide with Reception intakes.

3.2.51 In addition, although the problems likely to be created through the displacement of pupils back in Slough are not technically the Royal Borough’s problem there may be some merit in bringing essentially mothballed accommodation at Eton Wick First School back into use to allow more pupils from Slough to attend the school should demand in Slough prove unmanageable. Slough Borough Council have already been alerted to the fact that they may have additional demand to accommodate because of rising numbers in Windsor. Slough are, in any case, facing a rise in primary school numbers that is much larger than that expected in Windsor.

Suggested options for change

3.2.52 This section will need rewriting, but at this point the assumption is that the borough will consult with parents, governors etc, on a range of options which will include:

- Expansion of Dedworth Green First School by 15 places
- Expansion of Dedworth Green First School by 30 places
- Expansion of Oakfield First School by 15 places
- Expansion of Clewer Green First School by 7 places

3.2.53 We may also want to examine:

- Expansion of Alexander First School
- Expansion of The Royal First School

although in both cases their relatively isolated geographical locations make them less likely candidates. The above five schools have been chosen on the grounds that they have sufficient site size to allow expansion.

- Expansion of St Edward's Catholic First School
- Expansion of Homer First School

are also possibilities, if either adjacent land could be made available or the borough and schools accept that certain aspects of the site would be smaller than the government guidelines.

3.2.54 Work is currently being undertaken to establish on each of these sites where new accommodation could be placed and what the likely costs would be. Informal discussions are also underway with Heads and Governors. It is our intention that the consultation document will present site plans and costings, together with pros and cons for each option, which will then enable parents etc to say which possibilities they agree with. All parents in Windsor first schools would be consulted.

3.2.55 Section 14A of the Education Act 1996 (added by Part 1 of the Education and Inspections Act 2006) places a duty on local authorities to consider and respond to any representations concerning the pattern of school provision made by parents with children of, or below, compulsory school age living in the area. The accompanying guidance requires local authorities to respond proactively and positively to parental concerns that could result in statutory proposals for the creation of a completely new school of a particular type, bringing an existing private school into the public sector or by modifying an existing school. Local authorities are required to publicise this duty. It will be necessary, therefore, for the consultation document to specifically include reference to this and for the borough to formally consider any suggestions that are made in accordance with this new duty.

Recommendations (2) Specific Options

3.2.56 This report recommends that public consultation should proceed on the following options (not all of these will survive the work to be undertaken over the next few weeks):

- (k) that Dedworth Green First School be expanded from 30 to 45 places per year group;**
- (l) that Dedworth Green First School be expanded from 30 to 60 places per year group;**
- (m) that Clewer Green CE Aided First School be expanded from 38 to 45 places per year group;**
- (n) that Oakfield First School be expanded from 45 to 60 places per year group;**
- (o) that Alexander First School be expanded from 24 to 30 places per year group;**
- (p) that Alexander First School be expanded from 24 to 45 places per year group;**
- (q) that St Edward's Catholic Primary School be expanded from 45 to 60 places per year group;**
- (r) that Homer First School be expanded from 45 to 60 places per year group;**
- (s) that The Royal (Crown Aided) School be expanded from 20 to 30 places per year group; and**

- (t) that invitations be made for suggestions from the parents and other stakeholders in line with the Royal Borough's duty to consider representations.

Next steps

- 3.2.57 Any proposals to expand school provision where the physical capacity of the school will be enlarged by more than 30 pupils and by more than 25% or by 200 pupils (whichever is the lesser) require the publication of statutory proposals. Most of the options given above fall into this category. The Royal Borough, as the local authority, can publish expansion proposals for any category (i.e. community, voluntary aided, voluntary controlled) of school.
- 3.2.58 As a result, therefore, the Royal Borough must first consult informally with parents, staff, governors and other stakeholders on the proposed changes. It is intended that this informal consultation should happen from Monday 25th February 2008 to Friday 4th April 2008.
- 3.2.59 The responses to the consultation can then be considered by Cabinet at their meeting on Thursday 22nd May 2008. Should the Cabinet decide to proceed with expansion of one or more schools, then statutory notices will need to be published for a four-week period. This is likely to happen in June, with authority then delegated (by virtue of the May Cabinet) to the Lead Member for Children's Services to determine the proposal within two months following the end of that consultation.
- 3.2.60 The Governing Body of any school that is proposed for expansion will then have the right to appeal to the Schools Adjudicator against the decision of the Royal Borough, together with the two Diocesan authorities. Any such appeal will need to be made within four weeks of the borough's decision.
- 3.2.61 If no appeal to the Schools Adjudicator is made then the statutory process should be completed by the end of July 2008, which would leave just over a year for construction of new accommodation on site(s).

3.3 Options Available and Risk Assessment

| Option | | Comments |
|---|-----------------------|--|
| Recommendation A: the Cabinet approves consultation with stakeholders on a range of options to expand first school provision in Windsor by at least 1 form of entry by September 2009. | | |
| 1. | Reject the proposal | Not recommended. This option will result in delay to public consultation and make implementation of any expansion proposals very difficult to achieve for September 2009 |
| 2. | Approve the proposal. | Recommended. |

3.4 Relevant National/Regional Guidance

- (i) Education Act 1996
- (ii) School Standards and Framework Act 1998
- (iii) Education and Inspections Act 2006
- (iv) The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007
- (v) DCSF guidance - Making changes to Mainstream Maintained School (other than expansion)
- (vi) DCSF Building Bulletin 99

3.5 Relevant Council Policies/Strategies

Children & Young People's Plan (CYPP) – The expansion of first school provision in Windsor to address rising demand for places will support several of the strategic priorities in the CYPP, in particular number 6, Achievement – 'The life chances for all children and young people are improved by helping them to achieve the highest possible standards in both formal and informal education'.

RBWM Local Plan – any proposed development would have to comply with policies in the Local Plan.

The recommendations contained in this report also contribute to the Community Strategy in the following ways:

| | Relevant? Yes / No |
|-------------------------------------|-----------------------|
| Key Themes: | |
| getting about. | Yes |
| learning for life | Yes |
| being safe and secure | Yes |
| caring and health | Yes |
| living and working in a good place. | Yes |
| Guiding Principles: | |
| working together | Yes |
| leaving no one behind | Yes |
| involving people | Yes |
| safeguarding the young | |

4. CONSULTATION CARRIED OUT

The Consultation Process

4.1.1 Details of any informal conversations with school heads and governors to follow.

5. OVERVIEW AND SCRUTINY PANEL COMMENTS

4.1.2 Details of scrutiny panel views to follow.

6. IMPLICATIONS

6.1 Financial

At this stage it is not possible to provide a detailed estimate of the capital cost of an expansion. Work will begin on detailed costing when it is proposals to expand individual schools become clearer. A broad estimate can be drawn up on the basis of a cost of £150k for a full-size Rollalong classroom. On the assumption that five additional classrooms would be needed (i.e. five year groups x 30 pupils or 1 form of entry), this would total £750k. It is likely that there would be some savings if several classrooms were put at one school, so a reasonable estimate would be between £0.5 and £0.75m.

This capital requirement would need to be added into the current capital programme. Consideration would need to be given as to whether this could be funded in full or in part by the funds anticipated from the DCSF Primary Strategy for Change (PSfC) allocations commencing in 2009/10. This PSfC programme will be the subject of a separate strategy

and consultation exercise. There is currently minimal S106 funds available and this is not expected to change.

The need for capital investment due to rising numbers is recognised by the Government within the annual Schools Capital Allocations, and **£1,748,924** Basic Need funding has been allocated to RBWM for each of the financial years 2008/09, 2009/10 and 2010/11. However this has been provided by supported borrowing and therefore in reality is not available to this authority as we are far below the “floor” in respect of the Revenue Support Grant.

6.2 Legal

Section 14 of the Education Act 1996 places a general duty on LAs to secure sufficient schools for providing primary and secondary education for their area. Section 14 (3A) of the 1996 Act, as amended by the Education and Inspections Act 2006, also places a duty on local authorities to secure diversity in the provision of schools and increase the opportunities for parental choice.

The expansion of a school is regarded as a prescribed alteration under Section 19 of the Education and Inspections Act 2006. Thus proposals for alteration must be published for the purposes of a consultation.

6.3 Human Rights Act

1. The convention right under the Human Rights Act relevant to this report is Article 2 of the First Protocol – the right to education.
2. The convention right will not be affected by this decision.
3. This decision does not affect any victims as defined under the Act.

This decision does not contravene Article 14 of the Act (prohibition against discrimination).

6.4 Planning

The construction of new school accommodation at one or more sites in Windsor will require planning permission. It is likely that the planning applications will be considered by the borough’s development control panels.

6.5 Sustainable Development

If any of the proposed options go ahead, then the borough will need to take into account the latest local and national guidance on building to a sustainable standard.

6.6 Diversity and Equality to follow.

Background Papers: