

Report Title:	<b>Demand for School Places</b>
Contains Confidential or Exempt Information?	NO - Part I
Member reporting:	Councillor Natasha Airey, Lead Member for Children's Services
Meeting and Date:	27 September 2018
Responsible Officer(s):	Kevin McDaniel, Director of Children's Services
Wards affected:	All

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## REPORT SUMMARY

1. This report sets out the latest projections of demand for school places in the Royal Borough, as reported to the Department for Education in the annual school capacity (SCAP) survey.
2. At present, these projections indicate that no further school expansions are necessary for the next three academic years, starting in September 2019, 2020 or 2021.
3. The Royal Borough is currently carrying out detailed feasibility studies to refine options for new school places to meet the likely demand identified in the borough's Infrastructure Delivery Plan. This will support the planned new housing as set out in the Borough Local Plan (BLP) for the period to 2031/32.

## 1. DETAILS OF RECOMMENDATION(S)

**RECOMMENDATION:** That Cabinet notes the report.

## 2. REASON(S) FOR RECOMMENDATION(S) AND OPTIONS CONSIDERED

### Background

2.1 The Royal Borough of Windsor and Maidenhead has a legal duty to ensure that there are sufficient school places to meet demand<sup>1</sup>. This report provides:

- The 2018 projections for future demand for school places in the borough.
- An update on the school expansion feasibility studies programme.

### The current school expansion programme

2.2 The Royal Borough is currently delivering a secondary school expansion programme, providing new secondary and middle school places to meet rising demand in the borough. The most recent to be approved was the expansion of St Peter's CE Middle School, Old Windsor. The programme is summarised in Appendix A.

<sup>1</sup> Section 14, Education Act 1996.

2.3 The programme is providing 1,500 new secondary, middle and upper school places over the period 2017/18 to 2019/20, at a projected cost of £31m.

**The medium-term need for places in 2019 to 2022**

2.4 Projections of future demand are done annually in July and reported to the Department for Education (DfE) in the School Capacity (SCAP) survey. The projections take into account the latest demographic data, changing parental preference and the latest available new housing trajectory. The methodology is kept under review, but there are no major changes for the 2018 projections.

2.5 The projections and SCAP commentary, as submitted to the DfE, are available on the borough's website at:

[https://www3.rbwm.gov.uk/info/200168/schools\\_and\\_schooling/1117/school\\_organisation\\_places\\_and\\_planning/5](https://www3.rbwm.gov.uk/info/200168/schools_and_schooling/1117/school_organisation_places_and_planning/5)

2.6 The data is summarised in *Table 1: 2018-based projections and commentary for primary schools* and *Table 2: 2018-based projections and commentary for secondary schools*.

**Table 1: 2018-based projections and commentary for primary schools (including first schools).**

- White cells indicate a surplus of 5% or more.
- Grey cells indicate a surplus of between 0 and 4.9%.
- Black cells indicate a deficit of places.

a	b				c				d				e				f				g				h				i			
	Actuals								Projected																							
	2014	2015	2016	2017	2018	2019	2020	2021	2014	2015	2016	2017	2018	2019	2020	2021	2014	2015	2016	2017	2018	2019	2020	2021	2014	2015	2016	2017	2018	2019	2020	2021
<b>Ascot Primary</b>																																
<b>Number on roll in Reception:</b>		129	154	122	128	128	111	107	136																							
<b>Surplus/deficit</b>		No.	-3	+14	+22	+22	+39	+43	+14																							
on published admissions numbers, including all temporary increases/decreases and agreed expansion schemes:		%	-2.0%	+10.3%	+14.7%	+14.7%	+26.3%	+28.6%	+9.4%																							
<b>Commentary:</b>		No further action is currently proposed at present for Ascot, following on from the expansion of Cheapside CE Primary School. The level of surplus is likely to be well above the 5% target during the forecast period, although this should be partially offset by 'in-year' applications as the cohorts move up through the schools. There is a risk that one more schools could have very small Reception intakes in September 2019 or 2020. The borough will be carrying out feasibility works on proposals for expansion in the area to meet the demand arising from new housing as set out in the draft Borough Local Plan.																														
<b>Datchet and Wraysbury Primary</b>																																
<b>Number on roll in Reception:</b>		117	89	89	87	91	88	91	95																							
<b>Surplus/deficit</b>		No.	+1	+1	+3	-1	+2	-1	-5																							
on published admissions numbers, including all temporary increases/decreases and agreed expansion schemes:		%	+2.5%	+1.1%	+1.1%	+3.3%	+2.2%	-1.6%	-0.7%	-6.1%																						
<b>Commentary:</b>		No further action is currently proposed for Datchet/Wraysbury. There is a close fit between supply and demand for places in Datchet/Wraysbury area, with little or no surplus of places. At present any local children not found places in one of the two schools are often allocated places in a Windsor first school. Providing an extra 30 places per year group would provide enough places for a 5% surplus, but a new school site would be needed. The borough has begun feasibility works on proposals for expansion in the area to meet the demand arising from new housing as set out in the draft Borough Local Plan.																														

a	b				c				d				e				f				g				h				i																		
	Actuals								Projected																																						
	2014	2015	2016	2017	2018	2019	2020	2021	2014	2015	2016	2017	2018	2019	2020	2021	2014	2015	2016	2017	2018	2019	2020	2021	2014	2015	2016	2017	2018	2019	2020	2021															
<b>Maidenhead Primary</b>																																															
<b>Number on roll in Reception:</b>				919	904	935	902	875	858	916	911																																				
<b>Surplus/deficit</b>		<b>No.</b>		+56	+89	+66	+80	+99	+110	+35	+40																																				
on published admissions numbers, including all temporary increases/decreases and agreed expansion schemes:		<b>%</b>		<table border="1"> <thead> <tr> <th>Year</th> <th>2014</th> <th>2015</th> <th>2016</th> <th>2017</th> <th>2018</th> <th>2019</th> <th>2020</th> <th>2021</th> </tr> </thead> <tbody> <tr> <td>Surplus/deficit (%)</td> <td>+5.7%</td> <td>+9.0%</td> <td>+6.6%</td> <td>+8.0%</td> <td>+10.6%</td> <td>+12.3%</td> <td>+3.3%</td> <td>+3.9%</td> </tr> </tbody> </table>																								Year	2014	2015	2016	2017	2018	2019	2020	2021	Surplus/deficit (%)	+5.7%	+9.0%	+6.6%	+8.0%	+10.6%	+12.3%	+3.3%	+3.9%		
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<b>Commentary:</b>		<p>No immediate further action is currently proposed for Maidenhead. There is expected to be a relatively high surplus of places in September 2018 and 2019, but is projected to fall below the 5% target in September 2021 and 2022. This partly due to a slight pick-up in the birth rate again and partly due to reduced numbers of places arising from planned, temporary, reductions in PAN and 'incomplete' expansions (where schools have taken several years of higher intakes, but do not have sufficient accommodation to extend that to all year groups). The reversal of the temporary reduction in PAN at one school would increase the surplus to 4.8% and 5.4% in 2020 and 2021 respectively. The borough has begun feasibility works on proposals for expansion in the area to meet the demand arising from new housing as set out in the draft Borough Local Plan.</p>																																													
<b>Windsor First</b>																																															
<b>Number on roll in Reception:</b>				525	511	531	500	488	444	482	437																																				
<b>Surplus/deficit</b>		<b>No.</b>		+80	+34	+44	+45	+57	+101	+63	+108																																				
on published admissions numbers, including all temporary increases/decreases and agreed expansion schemes:		<b>%</b>		<table border="1"> <thead> <tr> <th>Year</th> <th>2014</th> <th>2015</th> <th>2016</th> <th>2017</th> <th>2018</th> <th>2019</th> <th>2020</th> <th>2021</th> </tr> </thead> <tbody> <tr> <td>Surplus/deficit (%)</td> <td>13.2%</td> <td>6.2%</td> <td>7.7%</td> <td>8.3%</td> <td>10.4%</td> <td>18.6%</td> <td>11.6%</td> <td>19.8%</td> </tr> </tbody> </table>																								Year	2014	2015	2016	2017	2018	2019	2020	2021	Surplus/deficit (%)	13.2%	6.2%	7.7%	8.3%	10.4%	18.6%	11.6%	19.8%		
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Surplus/deficit (%)	13.2%	6.2%	7.7%	8.3%	10.4%	18.6%	11.6%	19.8%																																							
<b>Commentary:</b>		<p>The birth rate continues to fall in Windsor, and is only slightly balanced by inward migration and new housing. The surplus of places is set to rise, therefore, to almost 20% in September 2019 and September 2021. There is a risk, therefore, that some schools will have a very small Reception intake. The borough will be working with schools to identify any possibilities for temporary reductions in Published Admission Numbers. Despite these immediate falls in demand, the borough will be carrying out feasibility works on proposals for expansion in the area to meet the demand arising from new housing as set out in the draft Borough Local Plan.</p>																																													

**Table 2: 2018-based projections for secondary schools (including middle and upper schools).**

<i>a</i>		<i>b</i>	<i>c</i>	<i>d</i>	<i>e</i>	<i>f</i>	<i>g</i>	<i>h</i>	<i>i</i>	<i>j</i>	<i>k</i>
		Actuals				Projected					
		2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
<b>Ascot Secondary</b>											
<b>Number on roll in Year 7:</b>		<b>245</b>	<b>251</b>	<b>240</b>	<b>270</b>	<b>270</b>	<b>275</b>	<b>263</b>	<b>264</b>	<b>277</b>	<b>234</b>
<b>Surplus/deficit</b>											
on published admissions numbers, including all temporary increases/decreases and agreed expansion schemes:											
<b>No.</b>		-5	-11	0	0	0	-5	+7	+6	-7	+36
<b>%</b>		-2.1%	-4.6%	0.0%	0.0%	+0.1%	-1.7%	+2.6%	+2.3%	-2.5%	+13.4%
<b>Commentary:</b>		<p>No further action is currently planned for Ascot secondary, following on from the expansion of Charters School. Although the projections show a low surplus, or even deficit, of places in some years, there are enough places now to meet the designated area demand in the forecast period. The popularity of Charters School means that any sizeable surplus is undeliverable, because the school will continue to fill with pupils from further afield. The borough will be carrying out feasibility works on proposals for expansion in the area to meet the demand arising from new housing as set out in the draft Borough Local Plan.</p>									
<b>Datchet and Wraysbury Secondary</b>											
<b>Number on roll in Year 7:</b>		<b>53</b>	<b>48</b>	<b>59</b>	<b>77</b>	<b>101</b>	<b>93</b>	<b>97</b>	<b>103</b>	<b>103</b>	<b>105</b>
<b>Surplus/deficit</b>											
on published admissions numbers, including all temporary increases/decreases and agreed expansion schemes:											
<b>No.</b>		+87	+92	+81	+63	+9	+17	+13	+7	+7	+5
<b>%</b>		+62.1%	+65.7%	+57.9%	+45.0%	+8.1%	+15.3%	+11.9%	+5.9%	+6.7%	+5.0%
<b>Commentary:</b>		<p>No further action is currently proposed for Datchet and Wraysbury secondary. Churchmead School has temporarily reduced its Published Admission Number from 140 to 110. The school is, however, growing in popularity, including with local residents in Datchet and Wraysbury. This will need to be monitored, and it is very possible that future demand could be higher than projected here. The borough has begun feasibility works on proposals for expansion in the area to meet the demand arising from new housing as set out in the draft Borough Local Plan.</p>									

Table 2 continued...

a	b				c																											
	Actuals				Projected																											
	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023																						
<b>Maidenhead Secondary</b>																																
<b>Number on roll in Year 7:</b>	<b>797</b>	<b>839</b>	<b>868</b>	<b>874</b>	<b>925</b>	<b>971</b>	<b>973</b>	<b>1,003</b>	<b>988</b>	<b>1,009</b>																						
<b>Surplus/deficit</b>	<b>No.</b>	+137	+99	+136	+130	+83	+67	+65	+35	+50	+29																					
on published admissions numbers, including all temporary increases/decreases and agreed expansion schemes.	%	<table border="1"> <thead> <tr> <th>Year</th> <th>Percentage</th> </tr> </thead> <tbody> <tr><td>2014</td><td>+14.7%</td></tr> <tr><td>2015</td><td>+10.6%</td></tr> <tr><td>2016</td><td>+13.5%</td></tr> <tr><td>2017</td><td>+7.3%</td></tr> <tr><td>2018</td><td>+7.8%</td></tr> <tr><td>2019</td><td>+6.1%</td></tr> <tr><td>2020</td><td>+5.9%</td></tr> <tr><td>2021</td><td>+3.0%</td></tr> <tr><td>2022</td><td>+4.4%</td></tr> <tr><td>2023</td><td>+2.4%</td></tr> </tbody> </table>									Year	Percentage	2014	+14.7%	2015	+10.6%	2016	+13.5%	2017	+7.3%	2018	+7.8%	2019	+6.1%	2020	+5.9%	2021	+3.0%	2022	+4.4%	2023	+2.4%
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2022	+4.4%																															
2023	+2.4%																															
<b>Commentary:</b>	<p>No further action is currently proposed for Maidenhead secondary, beyond the completion of the expansions at Cox Green School, Furze Platt Senior School and Newlands Girls' School. The surplus of places is projected to remain above the 5% target until September 2020. From September 2021, the surplus is set to fall below the target. Future numbers will be affected not just by the rising numbers transferring from Maidenhead primary schools, but also by (a) the number of residents going to a selective school in a neighbouring authority (which, in September 2018, is set to be at least a form of entry higher than in 2015); and (b) the number of out-borough residents taking up places, which is 1.5 forms of entry higher than in 2015. Although these trends are, at present, broadly cancelling each other out, this may not always be the case in the future. On current trends, it is expected that designated area demand can be met throughout the forecast period, but this will need to be monitored closely. The borough has begun feasibility works on proposals for expansion in the area to meet the demand arising from new housing as set out in the draft Borough Local Plan.</p>																															
<b>Windsor Middle</b>																																
<b>Number on roll in Year 5:</b>	<b>401</b>	<b>431</b>	<b>453</b>	<b>449</b>	<b>482</b>	<b>499</b>	<b>491</b>	<b>489</b>	<b>468</b>	<b>479</b>																						
<b>Surplus/deficit</b>	<b>No.</b>	+49	+19	-3	+31	+28	+41	+49	+51	+72	+61																					
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Year	Percentage																															
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2021	+9.5%																															
2022	+13.3%																															
2023	+11.4%																															
<b>Commentary:</b>	<p>No further action is proposed for Windsor middle schools, following the expansion of Dedworth Middle School and approval of the expansion of St Peter's CE Middle School. The surplus of places (which includes the extra places at St Peter's) is set to rise above the 5% surplus place target for much of the forecast period. Demand is lower than previously projected due to higher migration out of the area's first schools and fewer transfers in from Datchet and Wraysbury. The borough will be carrying out feasibility works on proposals for expansion in the area to meet the demand arising from new housing as set out in the draft Borough Local Plan.</p>																															

Table 2 continued...

a	b				c																											
	Actuals				Projected																											
	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023																						
<b>Windsor Upper</b>																																
<b>Number on roll in Year 9:</b>	406	406	404	457	425	466	480	465	513	539																						
<b>Surplus/deficit</b>	<b>No.</b>	+42	+46	+48	+55	+87	+46	+32	+47	-1	-27																					
on published admissions numbers, including all temporary increases/decreases and agreed expansion schemes:	%	<table border="1"> <thead> <tr> <th>Year</th> <th>Percentage Change</th> </tr> </thead> <tbody> <tr> <td>2014</td> <td>+9.4%</td> </tr> <tr> <td>2015</td> <td>+9.4%</td> </tr> <tr> <td>2016</td> <td>+9.8%</td> </tr> <tr> <td>2017</td> <td>+10.7%</td> </tr> <tr> <td>2018</td> <td>+16.9%</td> </tr> <tr> <td>2019</td> <td>+9.1%</td> </tr> <tr> <td>2020</td> <td>+6.3%</td> </tr> <tr> <td>2021</td> <td>+9.2%</td> </tr> <tr> <td>2022</td> <td>-0.1%</td> </tr> <tr> <td>2023</td> <td>-5.3%</td> </tr> </tbody> </table>									Year	Percentage Change	2014	+9.4%	2015	+9.4%	2016	+9.8%	2017	+10.7%	2018	+16.9%	2019	+9.1%	2020	+6.3%	2021	+9.2%	2022	-0.1%	2023	-5.3%
Year	Percentage Change																															
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2020	+6.3%																															
2021	+9.2%																															
2022	-0.1%																															
2023	-5.3%																															
<b>Commentary:</b>	<p>No further action is proposed for Windsor upper schools, following the completion of the expansions at Windsor Girls' School and The Windsor Boys' School. The current high projected surplus of places will reduce steadily over subsequent years, with a deficit of places projected from September 2022. The borough will be carrying out feasibility works on proposals for expansion in the area to meet the demand arising from new housing as set out in the draft Borough Local Plan. It is likely that some further expansion could be met within the current accommodation.</p>																															

- 2.7 On the basis of the 2018 projections, therefore, no further expansions to school accommodation are proposed for September 2019, September 2020 or September 2021, beyond those already set out in Appendix A.
- 2.8 It may be necessary to reverse temporary reductions in Published Admission Numbers (PANs) at Alwyn Infant and/or Churchmead School during this period, and this will be kept under review as applications for school places are made during the usual admissions processes. Churchmead School has been able to take some poor condition accommodation out of use, and if the PAN reduction is reversed, some capital investment from the LCVAP (Locally Co-ordinated Voluntary Aided Programme) grant may be needed.
- 2.9 Some temporary reductions in places may be required in Windsor first schools, and the borough has already written to headteachers in Windsor asking for expressions of interest. The expectation is that, once demand rises again, the temporary reductions will be reversed without any need for additional accommodation.
- 2.10 A comparison of previous pupil projections with actual numbers on roll, to give an indication of the level of accuracy is provided at Appendix B [*electronic distribution only*].

#### **Options assessment and feasibility works programme**

- 2.11 In November 2017, the Royal Borough's Cabinet approved a programme of feasibility works to examine the capacity for expansion on all of the state school sites in the borough. This work, which follows on from a desktop exercise, will help ensure that the borough can bring forward specific proposals for consultation and implementation in a timely fashion as the new houses in the emerging Borough Local Plan are built. The analysis is set out in the borough's Infrastructure Delivery Plan<sup>2</sup>, and specifically in the *Assessment of need for additional education infrastructure*<sup>3</sup>.
- 2.12 The options assessment and feasibility works programme covers:
- Initial design work for a range of deliverable expansion options on each school site.
  - Some site survey and design work to assist with bringing schemes forward for prioritisation.
- 2.13 Consultants have been commissioned to carry out this work in partnership with officers and schools. The initial design work is being carried out in batches, with ten schools in each, prioritised mainly so that schools in areas with a more urgent likely need (e.g. Maidenhead primary) are completed first.
- 2.14 The work includes consideration of various options for each school, including extensions, partial and full rebuilds for more efficient use of sites and purchase of adjacent land. Varying increases in pupil numbers are also being considered. So far, some schools have several options, whilst others have only one or two.

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<sup>2</sup> [Infrastructure Delivery Plan](#), The Royal Borough of Windsor and Maidenhead, January 2018.

<sup>3</sup> [Assessment of need for additional education infrastructure](#), The Royal Borough of Windsor and Maidenhead, January 2018.



- 2.15 The initial design work for Batch 1 is complete; nearly complete for Batch 2; and due to launch in late September for Batch 3. The initial design work for subsequent batches is expected to be completed by late 2019.
- 2.16 Further work is now planned to carry out some supporting survey work - e.g. ecology surveys, drainage and topographical surveys - and additional design, where essential to assess the viability of an option.

### **Prioritisation of options**

- 2.17 The Royal Borough already has a prioritisation model for the expansion of secondary schools, as last reported to cabinet in May 2018 as part of the decision making process for the expansion of St Peter's CE Middle School. It is proposed that this is now amended and applied to primary schools. The model will, as with the secondaries, prioritise expansion at schools on the basis of:
- Ofsted inspection judgements.
  - School attainment.
  - Oversubscription on places.
  - Inclusion.
  - Cost/value for money.
  - Geographical need (so new places are provided where they are needed).
  - Consultant's comparison score.
- 2.18 The school expansions feasibility studies are scoring options on the basis of deliverability, educational impact, disruption, planning/highways issues and value for money. It is proposed that this scoring is incorporated into the borough's prioritisation model.
- 2.19 This prioritisation model will be developed alongside the next batches of the feasibility programme, and will be ready in early summer 2019.

### **Traffic, parking and highways**

- 2.20 A number of options for school expansion are likely to be undeliverable due to concerns about congestion around the school sites.
- 2.21 It is proposed, therefore, that appropriate steps be taken to develop costed options for reducing the traffic congestion in the borough arising from travel to and from school. This should seek to encompass best practice from other local authority areas. It is expected that this work would be completed by late 2019, alongside the school expansion feasibility programme.

### **Special Educational Needs**

- 2.22 The Infrastructure Delivery Plan for the Borough Local Plan (BLP) highlights the likely need for additional Special Educational Needs school provision in the borough. The BLP includes provision for a new special school within the land allocated for development to the west of Windsor (Housing Allocation reference HA11).
- 2.23 The government has recently invited bids for a new wave of free schools, including new special schools. The Royal Borough will be submitting a bid for a new special school on the west of Windsor site to maximise opportunities for securing this provision in a cost-effective way.

- 2.24 In this wave of free school applications, a local authority can apply on the basis of forecast need without identifying a specific education provider. If the bid is selected by the Department for Education then there is a further competition to select the provider (which cannot directly be the local authority).

### Options

**Table 3: Options arising from this report.**

Option	Comments
There are no recommendations arising from this report.	

## 3. KEY IMPLICATIONS

**Table 4: Key Implications**

Outcome	Unmet	Met	Exceeded	Significantly Exceeded	Date of delivery
There are no key implications arising from this report.					

## 4. FINANCIAL DETAILS / VALUE FOR MONEY

- 4.1 There are no financial implications arising directly from this report.

### Basic Need Grant

- 4.2 In June 2018 the Education, Skills and Funding Agency (ESFA) confirmed the Royal Borough's Basic Need grant for 2020/21 (financial year) would be £0. This grant is the money given by the government by local authorities to enable them to provide new school places to meet demand. The £0 allocation follows on from grants of £1,500,874 and £1,572,213 for the 2018/19 and 2019/20 financial years respectively.
- 4.3 The borough has received a total allocation of £30,772,890 Basic Need grant between 2011/12 and 2020/21 (including Targeted Basic Need). In that period, the borough has spent £57,256,152 on new school places. The difference of £26,483,262 has been funded by S106, other DfE grants (e.g. LCVAP), school funds and other council resources (i.e. the capital programme).
- 4.4 The borough has examined the methodology for the grants allocated for the periods 2015/16 to 2021/22, and has concluded that, over that period, the Basic Need grant is significantly less than the amount required because:
- The grant does not cover sixth form places.
  - The grant assumes a 2% surplus. The borough's policy is for 5% surplus places, and applying this to the government methodology would have provided another £4.8m.
  - The grant does not cover the re-provision of existing places and other abnormal elements of schemes.
  - Places funded by S106 or the Community Infrastructure Levy are deducted from the Basic Need Grant.
  - Places provided by free schools are deducted from the Basic Need Grant.

### Value for money

- 4.5 The government wrote to all local authorities on 30 May 2018 setting out their concerns about the wide national variation in the cost of delivering new school places. Based on data the government receives from local authorities via the School Capacity (SCAP) survey, the cost of new primary school places delivered in 2016/17 varied from £4,900 to £19,600. These figures exclude the top and bottom 20%.
- 4.6 The letter set out the support that government was offering local authorities in delivering new school places more efficiently, but also noted that the government would be applying three new conditions to future Basic Need grants for the 2019/20 allocation onwards:
- Requiring local authorities to provide relevant information relating to expenditure on new school places.
  - Requiring local authorities to produce an action plan to improve efficiency of capital spend, where a local authority has been identified as having unjustified high costs.
  - Withholding Basic Need grant where the ESFA has been unable to agree an action plan with a local authority identified as having unjustified high costs.
- 4.7 The ESFA wrote to local authorities in May 2018 where they had concerns about recent/ongoing school expansion and/or school condition projects that seemed to be significantly more expensive than national averages. Although there were initially some questions about two roofing projects in the borough, the ESFA were satisfied with the responses and confirmed that they had no concerns about any of our schemes.
- 4.8 Table 5 sets out the costs, and cost per place, of recent and ongoing school expansions as reported in the 2018 SCAP return. The national cost per place comes from the 2018 National School Project Benchmarking figures<sup>4</sup>, adjusted by a location factor of 1.18 to reflect higher local costs and an inflation factor. The costs of the ongoing projects may change.

**Table 5: Cost of recent school expansion projects**

Project	Total cost	Cost per place	National cost per place	Difference
Charters School	£4,508,189	£21,468	£18,670	+£2,798
Cheapside Primary	£1,198,190	£12,226	£16,174	-£3,948
Cox Green	£5,800,000	£24,370	£18,670	+£5,700
Dedworth Middle	£4,913,750	£20,474	£18,670	+£1,804
Furze Platt Senior	£8,589,851	£20,452	£18,670	+£1,782
Newlands Girls'	£905,170	£21,552	£18,670	+£2,882
St Peter's CE Middle	£2,700,000	£22,500	£18,670	+£3,830

- 4.9 The cost of secondary school projects in the borough are slightly above the national costs per place. The borough has worked with the schools to develop high quality schemes, built to a good specification. Most of the schemes have involved the demolition and replacement of some existing buildings, with some particularly poor accommodation removed. This strategic approach to school sites has enabled new accommodation to be located where it needs to be for

<sup>4</sup> Pages 13 and 20, [National School Delivery Cost Benchmarking](#), Hampshire County Council, EFA, February 2018.

the efficient operation of the school and the logical flow of pupils around the buildings. This also ensures the best use of space, and, in turn, provides flexibility to adapt to future demand. On this basis, cabinet approved, in 2016, funding for schemes that were more generous than the national average on a per place cost. Additionally, the budget for the St Peter's scheme includes a significant sum for land purchase and construction of a new drop-off zone, if this is required by planning.

- 4.10 The borough is confident, therefore, that it will comply with the new conditions for receipt of the Basic Need grant set out in paragraph 4.6.
- 4.11 The EFSA letter also highlighted (i) the government's continuing expectation that local authorities should be concentrating expansion at schools rated 'Good' and 'Outstanding' by Ofsted; and (ii) the need to reduce any excessive levels of surplus capacity. Currently, over 88% of borough schools are 'Good' or 'Outstanding', including all eight schools in the secondary expansion programme.

#### **Impact on school revenue budgets**

- 4.12 High levels of surplus places can have a negative impact on school revenue budgets, particularly the number admitted to a school is only slightly higher than a full class. A school might, for example, have an admission number of 60, but have only 34 children starting in that year group. A single class of 34 would be larger than a normal class of 30, but the additional four children would not generate sufficient revenue to fund the second teacher.
- 4.13 This is particularly a problem for primary schools, which have to comply with the legal limit of 30 children per class, which covers Reception and Years 1 and 2.
- 4.14 With the transitory nature of the issue, it can take four to seven years for the smaller group to proceed through a school, which may then have to make staffing and class size changes each year to manage the reduced budget available to them. It is likely that more schools will call on the school contingency budget provided by the Schools Forum or risk not balancing their budgets.
- 4.15 The Royal Borough has written to first schools in Windsor (most at risk of a high surplus of places) inviting proposals for temporary reductions in Published Admission Numbers to minimise the risks. Workshops have been arranged for October with the schools to consider strategic ways to collaborate in the coming years.

## **5. LEGAL IMPLICATIONS**

- 5.1 Local authorities are under a statutory duty to ensure that there are sufficient school places in their area. This is set out in the Education Act 1996, Section 14, subsections 1 and 2. The borough receives the 'Basic Need' grant from the government for this purpose, which can be spent on new school places at all types of school (Academy (including free schools), Community, Voluntary Aided and Voluntary Controlled).
- 5.2 There is no legal duty to provide any particular level of surplus places.

## 6. RISK MANAGEMENT

**Table 6: Impact of risk and mitigation**

<b>Risks</b>	<b>Uncontrolled risk</b>	<b>Controls</b>	<b>Controlled risk</b>
Accuracy of pupil projections, with the risk that actual demand is significantly different to that expected.	HIGH	Annual production of pupil projections to take account of the latest information, adjusting proposed actions as necessary.  Inclusion of a surplus of places in planning, to provide capacity in the system in case projections are lower than actual demand.	LOW
Impact of a high level of surplus places on some school revenue budgets.	HIGH	Temporary reductions in school admission numbers may help reduce the impact on school revenue budgets.	MEDIUM

## 7. POTENTIAL IMPACTS

- 7.1 There are currently no implications arising from the recommendations in this report with regards to staffing/workforce, sustainability, Equalities, Human Rights and community cohesion, accommodation, property or assets.

## 8. CONSULTATION

- 8.1 The report will be considered by Children's Service Overview and Scrutiny Panel on 26 September 2018, comments will be reported to cabinet.

## 9. TIMETABLE FOR IMPLEMENTATION

- 9.1 Not applicable.

## 10. APPENDICES

### **Contained in paper copies**

- Appendix A: Approved school expansion programme.

### **Electronic only**

- Appendix B: Comparison of accuracy of school projections.

## 11. BACKGROUND DOCUMENTS

- *Making the most of schools capital*, ESFA, 25<sup>th</sup> May 2018.
- *Letter from Lord Agnew*, DfE, 30<sup>th</sup> May 2018.

- *National School Delivery Cost Benchmarking*, Hampshire County Council, February 2018.
- *School Capacity Survey 2018*, Royal Borough of Windsor and Maidenhead, July 2018.
- *Guidance and criteria for local authorities seeking to establish new special or alternative provision free schools*, DfE, July 2018.
- *Assessment of need for additional education infrastructure*, The Royal Borough of Windsor and Maidenhead, January 2018.

## 12. CONSULTATION (MANDATORY)

Name of consultee	Post held	Date sent	Commented & returned
Cllr Natasha Airey	Lead Member/ Principal Member/Deputy Lead Member	22/08/2018	28/08/2018
Alison Alexander	Managing Director	22/08/2018	28/08/2018
Kevin McDaniel	Director of Children's Services	20/08/2018	22/08/2018
Russell O'Keefe	Strategic Director		
Andy Jeffs	Strategic Director		
Rob Stubbs	Section 151 Officer	22/08/2018	24/08/2018
Nikki Craig	Head of HR and Corporate Projects		
Louisa Dean	Communications	22/08/2018	28/08/2018
	Other e.g. external		

## REPORT HISTORY

<b>Decision type:</b> For information	<b>Urgency item?</b> No	<b>To Follow item?</b> Not applicable.
Report Author: Ben Wright, Education Planning Officer, 01628 796572		

## Appendix A: Approved school expansion programme

Table A1: Approved school expansion programme sets out the current approved expansion programme.

**Table A1: Approved school expansion programme**

<i>a</i>	<i>b</i>	<i>c</i>	<i>d</i>	<i>e</i>		<i>f</i>
Area	School	Current PAN	Proposed PAN post expansion	Increase on current PAN		First year of increase (Sept.)
				No.	FE*	
<b>Secondary Phase 1</b>						
Ascot	Charters School	240	270	+30	+1.0	2017
Maidenhead	Cox Green School	176	206	+30	+1.0	2017
	Furze Platt Senior School	193	223	+30	+1.0	2017
Windsor	Dedworth Middle School	120	150	+30	+1.0	2017
	The Windsor Boys' School	230	260	+30	+1.0	2017
	Windsor Girls' School	178	208	+30	+1.0	2017
<b>Ascot Primary</b>						
Ascot	Cheapside CE Primary	16	30	+14	+0.5	2017
<b>Secondary Phase 2</b>						
Maidenhead	Furze Platt Senior School	193	253	+60	+2.0	2018
Windsor	Dedworth Middle School	120	180	+60	+1.0	2018
<b>Secondary Phase 3</b>						
Windsor	St Peter's CE Middle	60	90	+30	+1.0	2019

\*FE means Form of Entry. 1 FE = one class of 30 children per year group.

A further 6 places per year group have also been added at Newlands' Girls School. This scheme, funded largely by S106 contributions, is not part of the formal secondary expansion programme but nevertheless increases the number of places available.

These schemes are proceeding as follows:

- Cheapside completed.
- The Windsor Boys' School completed.
- Windsor Girls School completed.
- Charters School completed end of August 2018.
- Cox Green School completed end of August 2018.
- Dedworth Middle School completion due Autumn 2018.
- Furze Platt Senior School completion due August 2019.
- Newlands Girls' School completed end of August 2018.
- St Peter's CE Middle School contractor appointed, scheme being designed.