

**EDUCATION, CARE & HEALTH SERVICES DEPARTMENT**

Report to School Places Working Party on 13<sup>th</sup> November 2014

**PLANNING OF SECONDARY SCHOOL PLACES**

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**OVERVIEW**

The Education Policy Development and Scrutiny Committee has asked for an update of the report, 'Planning for Growth – Review of Secondary Education' which it considered in January 2013, taking into account the recommendations made, updated projections and other developments.

As part of that process, Bromley Secondary Head Teachers' Group indicated that its preferred way forward, in the first instance, is for the expansion of existing schools in partnership with the Local Authority. Options have been discussed with schools and evaluation work is proceeding on a number of schemes although at this stage no firm recommendations can be made.

Consideration was also being given to the scope to develop a Catholic secondary school in the borough. The Archdiocesan Education Commission wishes to work with the Council to secure that outcome.

Since the last report was considered, two new institutions have been approved to open in 2016 – the Beckenham Academy, to offer 180 places per year with a sixth form, and the Bromley University Technical College (UTC) with 150 places each year for 14-18 year olds. Bullers Wood Secondary has submitted an application for an 11-16 four-form entry boys free school, with a shared Sixth Form with the existing girls school. An application by Bromley College for an 11-18 Technical Secondary School offering 140 places each year was not successful this year but is likely to be resubmitted in May 2015.

**Next steps**

The Working Party is asked to consider the document and the recommendations below to the Education Policy Development and Scrutiny Committee.

**RECOMMENDATIONS**

- **That the report be agreed and recommended to Education PDS Committee as the basis for secondary school place planning to 2031**
- **That the proposals for expansion of existing schools named in the report be brought forward to the Executive for approval**

# Planning for Secondary Expansion: Update

## Executive Summary

This report is an update of strategic review presented in 2013 considering the impact of the rise in primary school rolls moving into the secondary phase and beyond, and how this might be addressed.

The Council has a statutory duty to plan sufficient places to meet demand in its area, and to allocate formula funds received from government to provide new places through Basic Need. It may also make bids to secure specific capital projects in response to targeted programmes as they emerge.

It can also act as an agent of change by promoting alternative solutions, whether by itself or in partnership with others. Where new schools are required, the government's policy is to provide these principally through the free school route.

Since the last report, two new institutions have been approved by the DfE for opening in 2016, the Beckenham Academy, offering 6 forms of entry (180 mixed places) in years 7-13 and a University Technical College, sponsored by Bromley College, offering 5FE places for years 9-13. With all schools offering mixed post 16 education, and now with the opening of the UTC, the Careers College and other 14+ options students are being offered a wider choice of pathways at the end of year 9 as well as in year 11.

The previous report recommended that a 5% margin be applied to the GLA forecasts used for secondary place planning. At that stage, a need for some additional 35 forms of entry by 2030 was identified.

Bullers Wood School has made a bid for free boys secondary school and Bromley College is considering whether to resubmit an application for a free mixed technical school. Consideration is being given to the expansion of the existing secondary estate where this can be achieved within existing sites, buildings and management capacity, to be met from the Council's Basic Need funds. Whilst there is some scope to go beyond existing planned sizes, it is clear that there is still a need for new schools.

No new funds are currently available to the Council until the next capital allocation round is announced for 2017-18. The application of the revised DfE space standards (BB103) may show additional capacity in the existing estate.

Against this background, a proposal by the Catholic Archdiocese for a new school is considered, as Bromley is the only borough in south London without a Catholic school. Taken together, and assuming that the current pattern of Basic Need funding is continued, the report shows these have the potential to provide sufficient places to meet forecast needs until the end of the next decade.

## Introduction

- 1 London's population is forecast to grow by 1.3m over the period between 2006 and 2031. Bromley, in common with other London authorities has seen a sustained increase in the demand for primary school places since 2009. The Council's strategy to address this need is by a combination of new schools, expansion of existing provision, and bulge classes. These higher rolls will start to move into secondary schools later this decade. This review seeks to determine the pattern of need for places in the secondary phase over the period 2013-2031.
- 2 The purpose of this report is to review the strategic context and to consider what alterations might need to be made to the pattern of secondary schools in the light of demographic changes. The review is also being carried out against the background of changes in special education and the raising of the participation age whereby students are required to attend school, college, apprenticeship or training up to the age of 17 in 2013 and 18 in 2015.
- 3 The last review took account of a set of principles agreed by the Bromley Secondary Heads' Forum concerning the review process and the way in which decisions would be made in the spirit of partnership, equality and transparency. The key points are as follows:
  - all schools are party to all available information simultaneously
  - expansion plans are shared between all schools
  - expansion is carried out evenly across the borough
  - existing gender balance is maintained
  - alternative provision is expanded in line with mainstream expansion
  - social space is included in expansion proposals
  - infrastructure needs are also considered
  - schools, officers and members work in partnership
- 4 Rising rolls in the primary phase are projected to be carried through into the secondary starting from 2014/15 onwards. Although projections are available to 2031, from 2024 onwards these are less reliable as children are only just born and the growth due to demographic factors is likely to be influenced by the wider economic and political climate.
- 5 The raising of the participation rate (RPA) for post 16 students means that from 2015, all students are required to stay on until the age of 18 either in education, training or work based learning. This will be met by a combination of additional sixth form, UTC, College and other post 16 provision.
- 6 Bromley College is the main local provider of post 16 education and training in the further education sector, including specialist provision for students with SEN. From 2014 vocational provision is also being made for the 14+ age group including the opening of a 'Careers College' offering courses in food and enterprise.

- 7 There are 17 mainstream secondary and four special schools dealing with the secondary phase, all offering places in the age 11-19 range. Two are selective, four are for girls, three for boys and two have a faith designation (CE). All are academies except St. Olave's CE Grammar. A map is shown at Appendix 1.
- 8 The Council has a statutory duty to provide sufficient places to meet the needs of the area across all phases. It is resourced with capital expenditure by the Department for Education (DfE) to meet these needs whether by expansion of existing schools or provision of new schools. However, the expectation is that new schools would emerge through the free school route whereby a sponsor identifies a need and makes a case to the DfE. If and when approved, the DfE through the Education Funding Agency (EFA) would work with the sponsor and the Local Authority (LA) to secure a site, provide the buildings and ensure revenue funding to allow the school to open.
- 9 The pattern of secondary schools has itself been evolving. Bishop Justus CE was the last wholly new school to open in 2005, and Langley Park Boys has recently been completely rebuilt. Many schools have seen development and expansion as their status has changed from foundation to academies. Recent changes in legislation have also allowed selective schools to expand. Admission numbers since 2003 are shown at Appendix 3.

### **Demographic projections of need for the secondary and post 16 sector**

- 10 School roll projections are provided by the Greater London Authority (GLA) using a model based on ONS population forecasts for the area, taking into account historic school rolls and dwelling stock changes. For 2014 these are broadly in line with forecasts given in the previous year, although there is a small drop in the mid 2020s where the projection is lower than the previous year. By 2031 this has been more than made up, although at this stage these fluctuations are within a range of error. The statistical base given in the previous year therefore still stands. A comparison with 2013 projection is shown in Appendix 2(a). Both Appendix 2 (a) and 2(b) show in different ways the projected deficit taking account of changes already approved including the Beckenham Academy and an assumption of 4 additional forms of entry in 2016.
- 11 The underlying forecast is influenced by fertility and net migration (both internal and external). The school rolls are based on the actual numbers of pupils from year to year. The difference is accounted for by net migration to other LAs, the independent sector, home education and pupils in special schools.
- 12 The GLA school population projections are provided on the basis of a standard and alternate forecast. The alternate forecast takes into account the impact of development data and is constrained to the overall population of the borough. It tends to be higher than the standard forecast. For primary this has been adopted as it has more accurately forecast the rise in rolls especially in the north of the borough. It is proposed that the alternate forecast is applied for secondary and post 16.

- 13 The alternate forecast is based in the medium term on actual planning approvals for new housing using indices of size and tenure. This is updated each year as new planning approvals are included. Into the future it assumes approximately 500 new dwellings a year, although the Mayor is consulting on higher numbers to reflect the London wide housing shortage. Any increase in family housing would lead to a growth in demand.
- 14 For post 16, the projections follow a similar pattern although there is a degree of movement between schools as students make preferences about institutions and courses. All sixth forms are mixed including those which are single sex to year 11. Although the numbers retained from year 11 to year 12 is some 90% this includes those changing schools within the borough as well some who may have attended a school outside the borough or elsewhere.
- 15 School rolls have traditionally followed long cycles of growth, consolidation and recession. The last period of falling school rolls is still working through the secondary sector in Bromley, with year 7 January rolls virtually unchanged at their lowest point from January 2013 to 2014. The September 2014 year 7 roll acceptances show a more significant upturn of some 150 although this may still fall back when the official January 2015 count is taken. However, the cohort of 10 years olds in Bromley schools coming forward for secondary transfer in 2015 is some 160 larger than the same group in 2014.
- 16 In September 2014 the demand for year 7 was 116FE (based on a form entry of 30 pupils) against a capacity of 120 FE. With the introduction of additional capacity with the planned opening of the Beckenham Academy in 2016, with the assumed additional capacity in existing schools of some 4FE the anticipated growth in rolls can be met and now the projection shows the crossover point between surplus and deficit is expected to take place around 2018/9 with the trend clearly upwards after that. More extra capacity is likely to be needed from 2015/16, mainly in the north and west of the borough following the pattern of primary growth.
- 17 The forecast shows a particularly rapid rise in 2018/19 where the difference appears to suggest that there would be a 9FE difference between one year and the next. This would be subject to further refinement with the GLA as an input into next year's forecast. Nevertheless, the trend is well established in both the alternate and standard forecast, and both of these are based on the borough population forecast as a whole.
- 18 The forecast show rolls continuing to rise until the mid 2020s when they start to flatten off. At this stage, these forecasts are indicative and would be subject to a number of factors such as the state of the national economy and prevailing policies on housing construction as well as other factors such as the birth rate and pace of household formation.
- 19 The rise in rolls has been felt most markedly in the north and west of the borough, moving out from inner London. The primary review illustrated how other parts of the borough will also grow over the next few years. As has been seen, the majority of schools recruit locally and as pressure grows, the

proximity distance for most schools has reduced. This is also reflected in the borough of residence data for the 2014 admission round given in Appendices 5(a) and (b). Compared with the previous year, some 1% more of the year 7 cohort were Bromley residents than the year before, on a rising number, now some 79% of year 7 students. The selective schools and faith schools tend to draw from a wider area and because of different admission criteria can be subject to greater change – this year, for instance, St Olave’s recruited 44% of its intake from Bromley compared to 49% the previous year although Newstead Wood took 61% of Bromley residents against 51% in 2013.

- 20 In year admissions in the primary sector have shown rapid growth in parallel with the overall growth in numbers. It may be expected that a similar pattern emerges in secondary as the pressure on places grows. This is already a characteristic of popular schools in growth areas and is likely to become more widespread as the increase in rolls is felt throughout the school system.

### **LA statutory duty for school place planning and provision**

- 21 The LA’s remit is to secure sufficient schools places to meet the projected need in its area, and to keep these under review. In that context, it would historically prepare development plans from time to time setting out the anticipated demand with proposals as to how this might be met. With the move towards academy status across the country this role has become more consultative although the LA retains a leadership role in this regard.
- 22 The formal process for determining a new school would require the LA to identify a need as a result of its strategic review, and when resolved notify the Secretary of State (SoS) of its plans to seek proposals for a new school.
- 23 However, given the presumption is that most new schools are provided by the free school route, proposers may also independently make proposals to provide places where gaps have been identified in local provision. This would require a demonstration of support by parents. In these circumstances, if and when approved the SoS would provide the full costs of the site and buildings as necessary, whether by new construction or refurbishment.

### **Capital funding options**

- 24 Where the LA declares a need for a new school it is expected to provide the site and meet the capital costs. This may be as a result of a successful capital bid or through the use of Basic Need Capital Grant. It may assist the establishment of free schools, for instance by the provision or assistance with a site or buildings.
- 25 In order to secure the required number of places, the LA receives an allocation of capital funding (‘Basic Need Capital Grant’) from government derived from its projections of need. Allocations are given – at present on a two year cycle - to deliver capital projects to secure the additional places required. Funding in the current cycle is substantially allocated to primary schools.

- 26 As no new Targeted Basic Need programme has been announced since the last report there has been no opportunity to submit bid proposals. Recent discussions with the DfE have cast doubts on future Targeted Basic Need funding being made available.
- 27 Were such a programme to be established it would be a suitable source of funding for both the expansion of existing secondary schools as well as a new Catholic secondary. For the last round, bids were encouraged for developed schemes with planning permission. In these circumstances it would be prudent to have a batch of schemes ready should another bid cycle emerge.
- 28 The LA also receives a capital allocation for planned maintenance of the school building stock. Whilst this is expected to be used for major renewal of plant and fabric, there is scope to apply funds to expansion projects where these have been identified as the highest priority, without risking disruption or closure. However, it should be noted that the Capital Maintenance Grant allocation received by Bromley to fund the education planned maintenance programme has decreased markedly due to the rate of academy conversions.
- 29 Capital funds are also provided by the DfE under the Locally Controlled Voluntary Aided Programme (LCVAP) for maintenance and renewal. These are allocated to the voluntary bodies in consultation with the LA, and while mostly for renewal schemes at VA schools it may be used to secure new places. Generally diocesan boards expect LAs to provide additional places through Basic Need where it is agreed they are most appropriate at a VA school. Again, the available LCVAP funding has been significantly reduced by the conversion of voluntary aided schools to academy status.
- 30 The last announcement in December 2013 set out allocations for 2015/6 and 2016/7. A further announcement may be expected for 2017/18 and beyond, and if so that would provide additional flexibility. Supplementary allocations such as the Targeted Basic Need programme for the provision of urgently required new places are announced from time to time. Specific initiatives such as free school meals or sports facilities would also attract a dedicated fund stream. An incoming government in 2015 may wish to review these funding arrangements in the light of needs and resources at the time.
- 31 The DfE has also just announced that Academies may bid to the EFA for funding for expansion as well as capital maintenance. Open to Good and Outstanding schools only at this stage, it appears that there may be scope to submit proposals. At this stage further guidance is awaited. If confirmed, this may be an opportunity to work with existing schools to secure match funding for enlargement proposals which meet agreed criteria.
- 32 The LA may supplement its capital resources by the application of S106 or the Community Infrastructure Levy (CIL). The Council is yet to make a decision whether to implement CIL. Where planning applications are being considered which contain a family housing element the LA would expect a contribution from developers according to an approved tariff. These contributions would be available to allocate to capital schemes in the relevant area. Whilst S106

resources would usually be applied in the vicinity of the development, for secondary places it would be argued that these should be used more widely across the borough because of the strategic need. However, S106 would supplement rather than replace Basic Need funding.

- 33 It is for the LA to decide how to allocate its capital resources according to need as demonstrated in the regular planning cycle. This report is the basis of planning for secondary schools from 2016 onwards, to be followed up with more detailed reports proposing individual schemes when capital resources become available. Funding may be accumulated from more than one source.
- 34 Formula Funding (Basic Need) is allocated on a per place methodology using indices determined by the DfE. These are based on national unit costs of delivery to the latest revised standards used for the Priority Schools Programme. Essentially these are based on an assumption of modular construction on unencumbered sites. A review of indices is under way which may more closely reflect the additional costs of building in London. These often include abnormal site costs, special planning requirements such as proximity to listed buildings or environmental considerations. Making best use of existing buildings by refurbishment can avoid the need to extend onto playgrounds but this may not always be the least cost option. For Bromley as with other London authorities the real cost of new places can be significantly higher than the allocated funds would allow.
- 35 In the meantime, the existing twin track approach should continue to be followed, i.e. to work with secondary schools to realise additional capacity within their existing buildings and work with potential sponsors of free schools to help them to shape their proposals to meet Bromley's identified needs, and to give attention to the major issue of site identification and delivery.

### **Parental preference**

- 36 The expansion of popular schools has been a continuing policy government from successive governments, and reflected in the policies of LBB. For 2014/15, 5 out of the 14 schools, using a distance based admission criteria, were able to make an offer to all first preference applicants (6 in the previous year). The remainder applied the admissions criteria, and the distances reached by successful applicants are published in the admissions booklet each year. In 2014 74% of parents received their first preference of school, down from 76% the previous year.
- 37 As rolls increase it becomes more difficult for parents to secure a place in the school of preference. In recognition of that, the recommendation was agreed last year that the projections for secondary schools should be uplifted by 5%. The addition is shown from 2016/17 onwards, when the impact of the increased demand is likely to make itself felt in terms of increasing pressure for places.



## **Gender balance**

- 38 Bromley offers a broad range of mixed and single sex schools, and all single sex schools are mixed in their sixth forms. In overall terms, the number of students is in broad balance with 52% girls and 48% boys. By PAN for 2014, 54% of places are in mixed schools, 24% in girls and 22% boys.
- 39 With the exception of Coopers, where the boy/girl balance is 36%/64%, the ratios in mixed schools are broadly in the range 45-55%.
- 40 Appendix 6 shows the gender balance by planned places now and into the future on the basis of assumptions of new schools and proposed enlargements. Additional places to meet growth might be expected to broadly follow the same pattern so that the existing balance remains. The appendix shows that the gender balance by PAN might move to 20/20/60% in these circumstances.
- 41 If the proposal for a 4FE Boys Free School sponsored by Bullers Wood was approved, its impact, taking into account the proposed expansion of existing schools discussed elsewhere, would be minimal.

## **Cross boundary movement**

- 42 Bromley is a net importer of pupils in the secondary phase. Based on 2014 figures the difference between exports and imports was some 1,055, a reduction from the 2012 figure of 1,200. Bromley residents take up 78.3% of places, with some 20.3% from London LAs and 1.4% outside.
- 43 Some 84% of Bromley residents send their children to borough school, another 12% choose a school in another London LA with some 4% outside London.
- 44 Comparing total imports and exports, there is an overall net difference of some 6% between the numbers of students leaving the borough (22%) and arriving (16%). The largest inflow is from Lewisham followed by Croydon and Greenwich whilst the largest exports are to Croydon, Kent, Bexley and Greenwich.
- 45 Appendix 5 shows the borough of residence data for year 7 admissions for 2014. This illustrates the distribution of students by schools and home LA. The Greenwich judgement means that any parent can apply for any school regardless of their residence, and will be successful if they can meet the admission criteria. Where schools recruit the majority of their intake on proximity, the distance from the borough boundary strongly influences the extent to which they recruit from outside Bromley.

## **Size of school**

- 46 Provision of new places can be by the expansion of existing schools or the provision of new schools, and may also be found in the short term by migration. The most recently available numbers by school in the autumn term 2014 are shown at Appendix 4.

- 47 Expansion of popular schools in response to parental demand has been a characteristic of government policy in recent years. Although firstly as grant maintained, then foundation and most recently as academies, secondary schools in Bromley have had the opportunity to expand. For the most part, development has been to refurbish or renew existing building stock to enable more effective delivery of the curriculum. Planned admission numbers (PAN) have remained largely stable and indeed in some cases been reduced in the light of demand and buildings issues.
- 48 Small increases to selective schools have been made under legislative changes under the present government.
- 49 There is no clear evidence to suggest that small schools are more effective than large. In the London context the average size of school tends to be smaller and there is a view that the ideal size is between 6 and 8 FE, where there is felt to be a balance between the benefits of the small and large school.

### **Meeting the need for new places**

- 50 Most new schools are funded through the Free School route, and then become Academies. New voluntary schools would generally be established in this way although no more than 50% of admissions can be subject to a faith criterion.
- 51 The Beckenham Academy is the first new free mainstream secondary school to be approved in Bromley. Proposed by The Ravensbourne School, it was announced in September 2014 and is proposed to open in September 2016 on a site to be determined. It will offer 900 places for 11-16 (6FE) and 300 post 16 places, specialising in science, technology and maths.
- 52 Bromley College submitted a free school bid for a Technical Academy to offer 5FE of new 11-16 places plus a sixth form, but this was not successful. It is expected to be resubmitted in the next round in May 2015.
- 53 Bromley College secured a bid for a University Technical College (UTC) to offer 600 places for 14-18 students opening in 2016, with the expectation that 70% of the students would come from Bromley. If evenly spread across all schools, this is unlikely to offer any significant release of capacity for additional year 7 places, although in some circumstances it may allow some flexibility.
- 54 Bullers Wood Girls School submitted a free school bid in October 2014 for a 4FE Boys school to share resources and management with the existing girls school. If successful this may expect to open in 2016.
- 55 Given the need to provide some additional short terms capacity as demonstrated in the 2013 report, some £5m has been identified for 'quick win' proposals at existing schools. Although initial estimates suggested this might secure some 4FE, further investigation has shown this to be optimistic, with average costs of some £2m per form of entry emerging as real costs.

- 56 Bids were invited from existing secondary schools for expansion proposals, on the basis of schemes identified in the last report. As a result of the strategic direction agreed in the last report, existing schools were asked to identify potential projects for expansion which would be considered according to certain criteria – overall cost; cost per place (and thereby value for money); deliverability, area served and gender balance.
- 57 As many of these schemes were either at an early stage, or had been in gestation for a few years it was necessary to set up a process to evaluate each scheme on a common basis. Accordingly, a short list of five schemes was drawn up in consultation with heads for which match funding would be offered to develop each one to detailed feasibility stage. In each case this would require consultants to be appointed to undertake evaluation and measurement, as well as taking into consideration risk and ‘buildability’.
- 58 It was necessary at the same time to extend the Council’s framework of consultants to ensure that the right professional skills were available. This involved a tendering process based on a mix of sample projects, and has now largely been completed. Whilst work being done by consultants appointed by the schools can be accepted, final validation is to be passed through the Council’s own consultants to give as much assurance as possible.
- 59 Once the costs and schemes of these schemes have been validated, proposals will come forward to the Executive to proceed with detailed development work on a preferred package of works. Given the higher costs involved, unless further specific funding has emerged it will be necessary to consider how works might be phased to make them affordable within the current budget.
- 60 Schools were also invited to include match funding in their proposals. Some were able to do so, and this will be taken into account when the final recommendations are made.
- 61 The proposals under evaluation include the following;
- Bishop Justus: expansion by 2FE
  - Chislehurst School for Girls expansion by 1FE
  - Ravenswood Boys School expansion by 1 FE
  - Darrick Wood Secondary expansion by 1FE

These schemes taken together would aim to offer a balance of mixed and single sex provision, addressing local needs and likely to be consistent with existing planning policy. Although the required 4FE may not be affordable in its entirety, it may be possible to phase the works to secure sufficient capacity to meet interim needs, with the balance met when funds are available.

- 62 Schemes not affordable at this stage will be carried forward for consideration when further funding is available, alongside other options which may include:
- Coopers, expansion by 2FE
  - Charles Darwin expansion by 1FE
  - Bullers Wood Girls expansion by 1FE

Based on initial assessments, there are likely to be further schemes which may yield up to an additional 6FE.

### **Impact upon need for new places**

- 63 Appendix 8 sets out a scenario showing the potential impact of all these new places on the expected deficit. It shows that there is scope to meet the required number of places by 2031, assuming the following:
- Opening of Beckenham Academy already approved (6FE) in 2016
  - Approval and opening of Bromley Technical School (5FE) in 2016
  - Approval and opening of Bullers Wood School for Boys (4FE) in 2016
  - Approval and opening of a Catholic Secondary (6FE) in 2021
  - Expansion of existing schools or opening of a further new school to provide up to 15 FE
- 64 As set out above, the first round of bids were sought from existing secondary schools on the basis of potential quick wins with the expectation that these would offer the most affordable and deliverable options.
- 65 Appendix 8 shows a potential scenario by which the need for additional capacity set out in the forecasts might be met. It includes a year by year analysis of potential additional places, based on the above. Some assumptions are made about the affordability of the programme as a whole based on a putative £14m per year allocation of Basic Need capital funding over the period.
- 66 A second level of options has been discussed where schools may consider expansion beyond 240 or to a higher number beyond their existing capacity but within their overall site constraints, which would require more major investment.
- 67 Some schools have indicated that in the longer term and subject to need they could envisage further major expansion. In some cases that was the subject of earlier feasibility work or on the initiative of governors.
- 68 On the basis of this initial assessment it may be possible to consider expansion of the existing estate incrementally by up to some 18 forms of entry taken together. This would be subject to further discussion, strategic planning, funding and planning consents being forthcoming in the medium to long term.

### **Faith schools -a proposed new Catholic school for Bromley**

- 69 The Council agreed to support in principle the Archdiocese of Southwark's intention to open a Catholic school in Bromley. At present, students leaving Catholic primaries in Bromley disperse to over 40 secondary faith and non faith schools across London.
- 70 The proposal for a 6 FE mixed secondary school with a sixth form would meet the aspirations of parents and contribute to the need for places later this decade. The process of bidding, design, construction and commissioning is likely to take several years, once a suitable site has been identified and a

funding package put together. An assumed opening date of September 2021 is given in Appendix 8 for the purposes of estimating the supply of places.

- 71 Although the demand for places at a Catholic school is assumed in line with similar schools elsewhere in south London, the site issues are not straightforward. Although the site of the former All Saints remains available, it has limited open space and the buildings are in need of refurbishment and remodelling to meet current standards including accessibility. The location near the boundary with Croydon is not ideal in terms of access for parents.
- 72 Several options in the ownership of the archdiocese have been considered. The planning issues surrounding the establishment of new schools in Bromley are complex with many sites constrained either by Green Belt, Metropolitan Open Land or designation as Urban Open Space.
- 73 A review of the Local Plan is under way and there is scope within that for the reconsideration of planning designation of land.
- 74 External funding of a new Catholic secondary school would at this stage be confined to the free school route. No new Targeted Capital bid round is expected for the remainder of this Parliament.
- 75 The Archdiocese does not at present wish to pursue the free school route as this would require 50% of the places to be open. In these circumstances, the LA with the archdiocese may have to go down the competition route as set out above, or to pursue a case for special circumstances whereby the SoS may give consent for proposals to be published. In these circumstances the Council may wish to give assistance through an allocation of its Basic Need capital funding.
- 76 A cost estimate of some £32m for a new Catholic secondary school has been made, although this is dependent on a number of assumptions. The matrix shown at Appendix 8 sets out a potential funding scenario based on current expectations of Basic Need funding to 2022/3 of some £14m a year. This would indicate that there may be scope to include such a project within the multi year capital programme, after other needs have been taken into consideration. It must be emphasised that this is predicated upon funding allocations which have not yet been agreed and the continuation of current government policy for the funding of new places. However, any funding package for a new school would have to be broadly based, seeking contributions from the Archdiocese itself, S106, LCVAP as well as the Council and other resources.

## **Additional places: further expansion of existing schools or new schools**

- 77 The matrix at Appendix 8 shows that there could be a need for between 120 and 180 additional places to meet current anticipated needs by 2031. This assumes that the current applications for free schools are successful, and that the new Catholic school can be secured within the broad timescale as set out.
- 78 These additional places would need to be put in place by 2019/20 onwards. Whilst there remain options for the expansion of existing schools consistent with the principles set out above, (including any of the new schools which may be approved for opening), there may be an option to provide these places by means of a new secondary school.
- 79 In practical terms, any successful provider would be faced with the need to address the site issues. Furthermore, as other schools become established and existing schools expand (and the pattern of demand around the UTC becomes clear), it will be more difficult to demonstrate that either a gap in provision or failure to meet parental preferences exists.
- 80 The Government has also eased the restrictions on change of use of existing buildings to allow schools to be located in former shop, office and industrial premises. Assuming other suitability issues can be met, these would also require careful consideration to be given to the management of break times and almost certainly off site playing fields. Traffic and other access issues would need to be addressed in any proposal.
- 81 Free school applicants may put forward a bid based on a proposal for a school without the need for a site to be identified. If approved, it is then for the promoter to work with the LA to secure a site, or with a government appointed property company to undertake a land search. The EFA will purchase sites and provide funding for buildings for approved free schools. New buildings where required would be constructed according to the recently updated standards (BB103), that is using procurement through the national framework with an expectation of modular construction within the current cost constraints..

## **Summary and conclusions**

- 82 The review confirms the significant rise in secondary schools rolls in the period following 2015/6. The rate of change is dependent on the other factors such as net migration. Growth in the housing stock is a function of the national economy as well as government, Mayor of London and local policy.
- 83 Even after the approval of one new secondary school to open in 2016 and the limited expansion of existing schools, there remains an identified need over the period up to 2025 and beyond of some 25 forms of entry over existing capacity. If fulfilled, it would require further expansion of existing secondary schools as well as two or more new schools. This raises major questions of funding, timing and site availability.

- 84 There is scope identified in local schools to grow in response to these larger numbers. Changes in the measurement of capacity may mean that schools need to review the way in which accommodation is used and the rate of utilisation. The area of any additional buildings will be driven by the revised space standards set out by the DfE (BB103) and used as the basis of formula funding.
- 85 The DfE has indicated that the majority of funding will come by the formula driven route. At present the next Basic Need capital funding round is expected in early 2015 to cover the years 2017-8, although it is likely that primary commitments will take up a proportion. Although academies may now bid for expansion related capital, details of how this will operate remain to be announced. Schools may wish to bring their own resources to support expansion, and there is some potential for additional funding from other sources such as S106.
- 86 The effect of this report if agreed by the Council is to identify the need for additional growth beyond the existing capacity of schools. In these circumstances the Government's preferred option for new provision is the free school route. Potential providers who can show demand and relevant expertise may bring forward bids to the Secretary of State. The Council would be expected to work with successful bidders to secure a site.
- 87 The Catholic Archdiocese of Southwark has expressed a wish to open a Catholic school in Bromley although not by the free school route. In these circumstances consideration would have to be given to the competition rules set by the Secretary of State for the opening of other new schools, or to other potential options providing within statutory guidance. In the absence of a specific external funding route, the Council may need to consider whether it wishes to provide capital funding as part of a larger package.

## **Secondary report: Key to appendices**

|                |  |
|----------------|--|
| Appendix 1:    | Map showing location of all schools with key                       |
| Appendix 2(a): | Secondary rolls with forecasts to 2031, showing impact on capacity |
| Appendix 2(b): | Rolls and capacity to 2031, surplus/deficit                        |
| Appendix 3:    | Planned admissions numbers from 2003                               |
| Appendix 4:    | Autumn term 2014 secondary rolls                                   |
| Appendix 5(a): | 2014 Year 7 admissions by borough of residence (chart)             |
| Appendix 5(b): | 2014 Year 7 admissions by borough of residence (data)              |
| Appendix 6:    | Gender balance   |
| Appendix 7:    | GLA alternate forecasts to 2031                                    |
| Appendix 8:    | Impact of potential additional places with potential financing     |