

Local Development Framework

Location for a New Secondary School
Including Appendices from FCS

Date: 6/4/09
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Location of a New Secondary School in North Kensington

Introduction

The need for a new secondary school has been identified by the Children and Family Services department of the Royal Borough of Kensington and Chelsea.

This report is intended to support the work of the Executive Director of Family and Children's Services who has already identified the need, funding requirements and potential impact of a new secondary school.

This study supports this research and identifies a number of potential sites and their planning implications both positive and negative.

Potential Locations

Barlby Road Primary School:

Capacity currently exists on site for a potential expansion and upgrading to a secondary school. Currently Barlby Road can expand to include an extra half-form of entry at primary school level and whilst a new secondary school would address this deficiency, the extra primary capacity will be needed to accommodate residential growth of the Kensal Gasworks Site.

The only way in which this site could feasibly be developed would be to house a "through school" which would provide Primary and Secondary Education. However, should this fail to materialise and a Secondary-only school be proposed, a s.106 agreement would have to be reached with the landowners of one of the Gasworks sites for development of a replacement primary school (possibly up to 3 forms of entry). As this development may take a number of years to commence, therefore this option becomes less attractive as it fails to address the current deficiency.

Kensal Gasworks Site:

The access to the site will be improved considerably by the area's regeneration, however, the area will still struggle to accommodate high trip generating uses such as a secondary school. The area is located in a tight corner of the borough and is unlikely to address the needs of the borough.

Due to the potential value of the land, a s.106 requiring a secondary school may jeopardise the regeneration of the area.

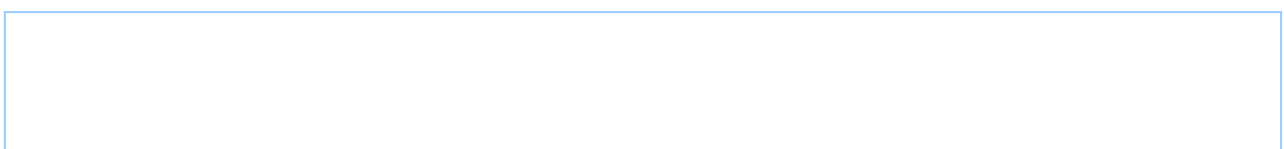
Princess Louise Hospital Site

The site was identified in the 2006 planning brief as a possible location for a new school and this remains valid.

However, the site is only 0.3ha and is too small to accommodate a secondary school as Education Department have requested a minimum of 0.6ha. Furthermore, Sion-Manning secondary school is approximately 500 metres away and fails to aid the deficiency in other parts of the borough.

Middle Row/St Mary's

Whilst this site is relatively large, the loss of 2 primary schools will be of detriment to the local area with no viable replacement identified. The potential expansion of the neighbouring Wornington



Green estate would necessitate the expansion of these schools to accommodate a increased demand for local Primary spaces.

This would make this option a less viable option as there would be a need for a temporary relocation through part of the construction stage.

However, this seems less feasible as the schools are already investing in a redevelopment as part of the Primary Capital Strategy.

Latimer (Notting Barns West)

This site is potentially sited in a location which would aid deficiency. The proximity to Latimer Road Underground Station should also be seen as an asset as it will provide links with other parts of North Kensington and reduce the need for private car travel.

The area is currently being considered for substantial regeneration any future development of a school is likely to entail the need for a new road to potentially support bus travel.

The scheme may possibly entail the remodelling of the North Kensington Sports Centre to provide higher quality of sports facilities for the surrounding community as part of a new school.

Development is likely to take place within the next 3-5 years in line with Central Government Funding making it this the most realistic and achievable location for a new Secondary School. The Latimer site is also the only area with space to commence development within the next 5 years, due to the relatively insignificant amount of demolition required.

Funding

Academy buildings are now procured through Partnerships for Schools (PfS) and local authorities as part of the Building Schools for the Future programme, and sponsorship now takes the form of an endowment fund that is not connected to building work. D

Decisions about the capital project will take account of the sponsors' views as well as expert advice commissioned by the Department for Children, Schools and Families.

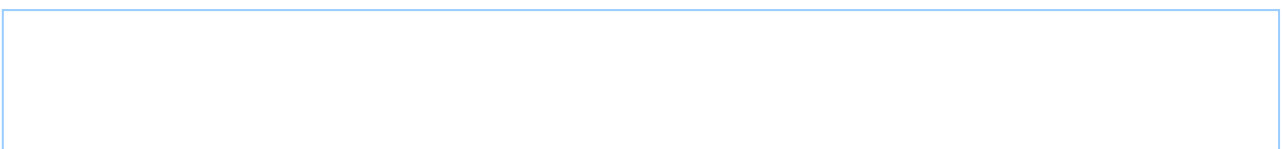
Under the BSF programme there is estimated capital funding available of c£22m for development of a new school. This will be dependent upon final pupil projections to be agreed with the DCSF. Additional funding sources are likely to be required, however the extent of this will not be known until plans are further developed. Should an affordability gap arise, other potential funding sources are Prudential Borrowing or Reserves.

Recommendations

Recommend **Latimer** as location for new secondary school for the above reasons.

The redevelopment of **Barlby Road** should be considered as the primary contingency location for a new Secondary school.

Appendices on overleaf



Appendix A: ROYAL BOROUGH OF KENSINGTON AND CHELSEA

**Cabinet meeting
24 July 2008**

OSC WORKING GROUP ON SECONDARY PROVISION IN NORTH KENSINGTON

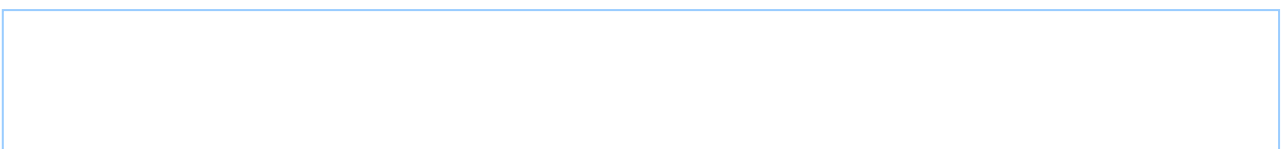
For approval

1 BACKGROUND

- 1.1 Since it became responsible for education in 1990, the Royal Borough has sought to respond to the requests from its residents to broaden the scope of secondary school provision in Kensington and Chelsea. The Royal Borough inherited one community school and three Roman Catholic (RC) schools.
- 1.2 The community provision, at Holland Park School, offers 240 places each year. That makes it a large school but still with too few places to cater for more than a proportion of the children who transfer each year from the Year 6 classes of the Royal Borough's community primary schools.
- 1.3 The RC provision, by contrast, forms part of a much wider pattern of diocesan schools and for that reason its capacity greatly exceeds the likely output of our RC primary schools. An additional anomaly is the lack of Church of England (CE) provision in the Royal Borough. There are as many CE as RC primary schools in Kensington and Chelsea (seven of each) but there is currently no CE secondary school to cater for the CE pupils.
- 1.4 This unbalanced and inadequate pattern of provision has had two harmful effects. First, because of the lack of local places and parents' wishes for these, the proportion of pupils in the secondary transfer who get their first preference school is usually only between 50% and 60% of the total. This is low by London standards and exceptionally low compared with the national average of over 80%.
- 1.5 Secondly, parents in Kensington and Chelsea are dependent, to a degree which is unique in London, on schools in other local authority areas. There are about 660 resident pupils in the secondary transfer each year. Usually, only about 300 of these (45%) get a school place in the Royal Borough. The other pupils are scattered in up to 40 schools in eight or nine local authority areas. Usually only four of these schools take more than 20 each of our pupils; half a dozen may take between ten and 20 pupils; the remainder take fewer than ten. Many parents are obliged to send their children to schools considerable distances outside the borough

because nothing is available to them locally, not because that is what they really wanted.

- 1.6 These difficulties have been made worse by the effects of the Pan-London system of co-ordinated secondary admissions which was introduced by the Government in 2005. Parents had previously been able to accept offers from more than one school in the transfer round. The new system made that impossible by limiting parents to a single offer made by the local authority on 1 March each year.
- 1.7 As a result up to 25% of the Royal Borough's children now receive no offer at all on 1 March. These pupils have all been offered places by the start of Year 7 but often after a protracted period of worry and disappointment for their parents. In many cases they are obliged to go to a school which their parents had originally rejected as unsatisfactory
- 1.8 In dealing with this situation the Royal Borough's first priority was to meet the urgent need of parents in South Kensington, Chelsea and the Earl's Court areas for whom Holland Park is not readily accessible and good quality alternatives are not easily available. After many years of planning, the new Chelsea Academy, jointly sponsored by the Royal Borough and the Church of England is due to open in 2009. The new academy will provide high quality, local, secondary education for children in this part of the borough.
- 1.9 Until five or six years ago, many parents in the north of the borough preferred to send their children to secondary schools in neighbouring local authorities, particularly Burlington Danes and the former North Westminster Community School, even though at that time Holland Park was usually under-subscribed and often had vacancies in year 7. In those circumstances it was hard for the Royal Borough to make a convincing case on numbers for another new secondary school to serve North Kensington. Two things have started to change this situation in the last few years.
- 1.10 The first is the transformation in the performance and reputation of Holland Park which has taken place since 2001. The school is now massively over-subscribed with long waiting lists in all year groups. As admissions to the school are decided largely by proximity, this development has closed the school off to most applicants in the W10 area.
- 1.11 This change has unfortunately been accompanied by a loss of confidence by parents in some of the schools in neighbouring local authorities which have traditionally provided alternatives to Holland Park School. Poor OFSTED inspections or protracted reorganisations have led to this major change in perceptions. The result has been that, in the four years of the Pan-London scheme, an average of around 40% of the children without an offer of a place have W10 addresses, with a significant additional number in the adjacent W11 area.
- 1.12 The resurgence of Holland Park and the consequential changes in the demography of its intake mean that it is now almost entirely a local school for the borough. For the first time this has made it possible to base a case for a new school on numerical

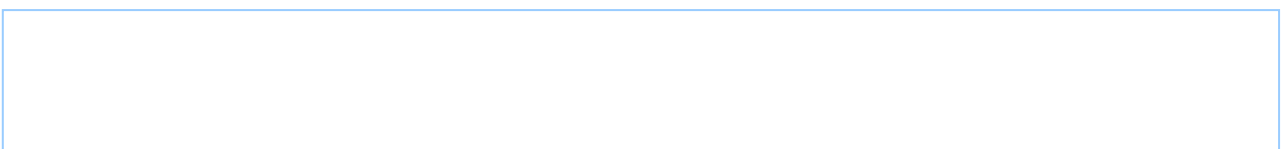


demand. That is the only case which is likely to be accepted by the DCSF. A number of other factors have emerged to strengthen that case and they are set out in detail in Section 2 of this report.

- 1.13 Of these factors, the most influential is likely to be the Royal Borough's plan for the renewal of North Kensington. At present, the Council is consulting with the public on the draft North Kensington Area Action Plan (NKAAP) as part of the Council's Local Development Framework (LDF).
- 1.14 NKAAP is a comprehensive plan for the area with a focus on economic regeneration. Education forms a key component of that strategy. Rectifying the present deficient and unsatisfactory arrangements for secondary education in the area is therefore a key priority for the Council. The initial results of the recently undertaken consultation exercise on the NKAAP suggest that residents strongly support that vision.

2 PUPIL DEMAND AND THE SUPPLY OF SCHOOL PLACES

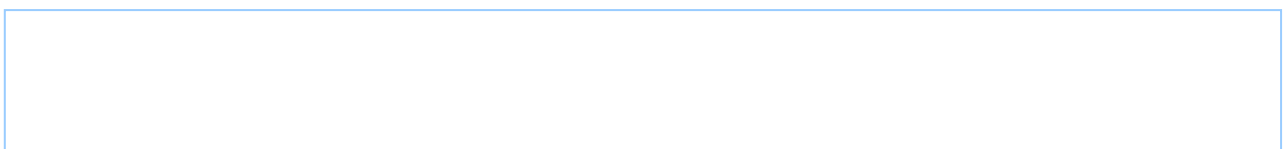
- 2.1 The most recent (2008) GLA projections of secondary age pupils are set out in the attached table. The projections are for the whole borough: the sub-divisions into north and south areas are too small to form the basis of reliable estimates. The table also shows the capacity of the secondary schools.
- 2.2 The figures shown in the table have this year for the first time been calculated on a revised basis which has adjusted the capacity of the three RC schools in line with the actual contribution these schools make to the provision of places for the Royal Borough's residents. The RC secondary schools annually offer 360 places in Year 7. It is estimated that there are about 220 resident pupils in our RC primary schools. Only about half of those pupils are offered places in the three schools in the secondary transfer each year. The balance of places is offered to non-residents who more closely match the admissions criteria of these heavily over-subscribed schools.
- 2.3 The real capacity of the RC schools so far as the Royal Borough is concerned is therefore much less than their actual physical capacity suggests. The adjustment to reflect this reduces the total capacity of the Royal Borough's four secondary schools (including Holland Park) from the previous figure of 3665 to a new figure of **2125** in 2008. This adjustment is shown in the table.
- 2.4 The table also shows how, from 2009, the opening of Chelsea Academy will annually add places to the total, bringing it up to **3185** when the Academy has recruited all its year groups in 2015.
- 2.5 A balancing calculation is necessary to adjust the figures of demand to reflect the actual number of RC pupils who will be seeking a place in the Royal Borough's RC schools. All this was done in the preparation of this year's projections. Partnership for Schools has indicated that it regards the method as an acceptable way of justifying bids for the Building Schools for the Future programme.



- 2.6 The capacity figures in the table reflect the year by year build – up of the roll at Chelsea Academy. This eats into the large deficit of places in the first years of the next decade but the table shows that there will still be a shortfall of 755 secondary places by 2018. That suggests a deficit of at least **100** places in each of the seven secondary year groups. This unmet demand is likely to be concentrated overwhelmingly in the north of the borough.
- 2.7 These new projections may still be under-estimating the likely number of secondary pupils. That is because they are based in part on the GLA's primary projections which indicate a substantial drop in children of primary school age over the next ten years in the northern part of the borough.
- 2.8 However, there is no evidence in the actual rolls of the primary schools themselves to support the predicted reduction. The reception intakes in the north of the borough have not on average varied to a significant degree over the last ten years and in 2008 are higher than they were in 1997. The Year 6 figures, showing pupil numbers as they are just before the secondary transfer, though fluctuating year by year, have actually risen overall by 12% in the same period.
- 2.9 It is also likely that the GLA projections are over-estimating the migration factor in North Kensington (i.e. the tendency observable in all inner London LAs for parents to move away during the primary years, producing a net drop in pupil numbers across the span of the primary phase). In the south of the borough, the GLA figures point to a continued increase in primary numbers: this is in accord with actual experience in that part of Kensington and Chelsea.

New housing developments

- 2.10 The projections as shown take no account of the effects of expected new housing. As noted above, the Council is at present consulting on the Core Strategy of its Local Development Framework (LDF). Housing is a key part of the LDF and the Royal Borough accepted the target set in the previous Mayor of London's plan for 3500 new homes in Kensington and Chelsea, to be provided between 2008 and 2017. The London Plan requires that 50% of this provision should be affordable housing. Three major sites have been identified in North Kensington for possible substantial new housing developments.
- 2.11 These proposals are still the subject of consultation and it is not possible to make accurate assumptions about the number of secondary aged pupils who might be living in the new developments. However, our current experience of planning applications for what are likely to be comparable developments in the Warwick Road area suggests that a need for about six additional secondary places might be generated by every bloc of 250 new dwellings provided.
- 2.12 A total of 3500 new dwellings might on that basis be expected to generate a need for about 80 additional secondary places. That figure may in fact be highly conservative as it assumes that a high proportion of the secondary children in the new developments will already have been living in the Royal Borough and will wish to remain in their existing secondary schools. In a large number of the residents



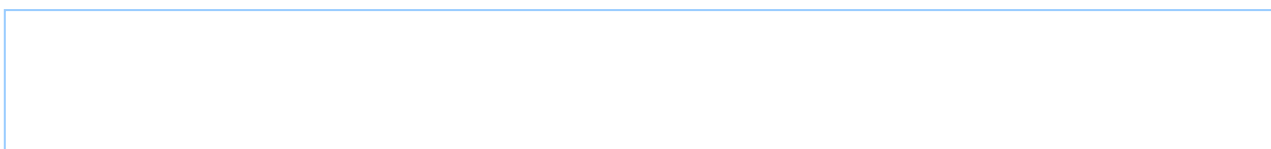
may be new to the borough and therefore create a new demand . In either event, as there is no spare capacity at all in the Royal Borough's secondary schools, any addition to the secondary population would have to be added to the projected deficit indicated in the table.

Changes in the availability of places in schools in neighbouring LAs

- 2.13 It was noted above that parents in Kensington and Chelsea are dependent, to a degree which is unique in London, on schools in other local authority areas. The most important of those schools are noted below along with the number of Year 7 places which they provided for our residents in September 2007.

Burlington Danes (LBHF) 43
Gunnersbury (Hounslow) 34
Hurlingham and Chelsea (LBHF) 21
Paddington Academy (W'minster) 19
Maria Fidelis (Camden) 15
Fulham Cross (LBHF) 14
Battersea Tech (Wandsworth) 14
Phoenix (LBHF) 13
Henry Compton (LBHF) 11

- 2.14 These places may not always be available to our residents. In particular, the proposed redevelopment of the White City estate in Hammersmith and Fulham is likely to use up spare capacity in Phoenix and Burlington Danes schools, which are in or close to the area of redevelopment. This means, in effect, that there would be no capacity to accommodate Royal Borough children at these schools. Discussions with officers in Hammersmith and Fulham suggest that that LA is not planning to increase its overall provision to meet additional demand at these schools.
- 2.15 Hammersmith and Fulham have lodged plans to establish a 120 pupil academy sponsored by the Mercers Company. Their proposal makes it clear that this academy is intended to meet the needs of Hammersmith and Fulham residents for a high quality school and to encourage them to have their children educated in the borough. It is unlikely therefore that many places will be available to residents of the Royal Borough.
- 2.16 So far as is known, no redevelopments on a comparable scale are planned in the areas of the City of Westminster which are closest to Kensington and Chelsea. However, that LA has had in recent years to deal with unexpected surges in the primary age population which in time may be reflected in an increased demand for secondary places. That means that the availability of places in Westminster's schools, including Paddington Academy, cannot always be guaranteed to Royal Borough residents in the future.
- 2.17 If, in line with this analysis, none of the places at Burlington and Phoenix and a proportion (say 50%) of the places at Paddington Academy were in future unavailable to our residents, a reference back to para. 2.11 suggests that that about **70** places in out-borough schools might be unavailable to Royal Borough



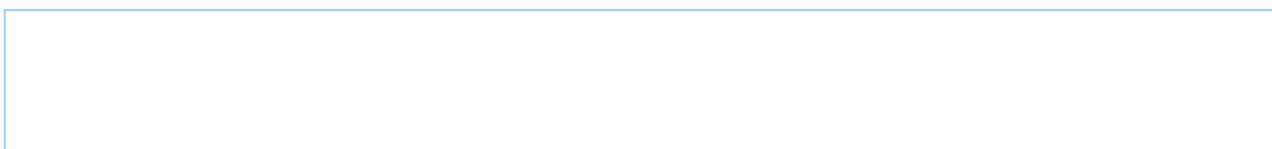
residents in years to come. That deficiency would increase the unmet demand for places in Kensington and Chelsea and would need to be made up by additional provision.

Pupils in the independent sector

- 2.18 The Royal Borough is unusual in that just over 50% of its pupils are educated in the private and independent sector. The Council has not in the past made a systematic attempt to attract these pupils to its maintained secondary schools for the obvious reason that they have no vacancies to offer. While many parents choose to send their children to independent schools in the borough, they might well be drawn to a local school if the offer being made there was thought to be comparable to the independent sector.
- 2.19 It is logical to look for this group among the parents who send their children to a maintained primary school but then move them out of the state sector in the secondary transfer. Investigations suggest that there may be at least **30** pupils in this category each year. The Royal Borough wishes as a matter of policy to cater for the needs of all its residents. There is good reason to believe that a plan to make a new school attractive to their parents would be successful. This group would be a new and additional source of demand.

The likely effect of Chelsea Academy on demand for places from North Kensington

- 2.20 Although it will greatly increase the number of school places available in the borough as a whole, Chelsea Academy will be too far away from North Kensington to be able to offer much direct relief to pupils living in the W10 and W11 (except perhaps some attending CE primary schools). However, by deflecting some demand in the south away from Holland Park, it can be expected to enable that school to offer more places to pupils north of Notting Hill Gate.
- 2.21 An attempt has been made to assess the effects of the new school on local patterns of demand. All the offers made to Year 6 pupils in this year's (March 2008) secondary transfer at schools in the south of the borough (which the Academy is principally meant to serve) have been examined, and a survey was made of how things might look next year in the light of the following assumptions.
- Pupils who have accepted offers at out-borough schools which are generally of poor reputation would have applied instead (or as well) to Chelsea Academy.
 - Those who attend schools which are nearest to the site of the Academy are very likely to be offered a place there.
 - Pupils who received no offer at all in the transfer and who attend the primary schools nearest the Academy are also likely to be offered a place.



- There would be some falling away of preference for Holland Park from pupils who live nearer to the Academy but that the high reputation of HPS will limit that effect.
- Pupils who attend primary schools close to HPS would be likely to prefer that school to Chelsea Academy and to make HPS their first preference.

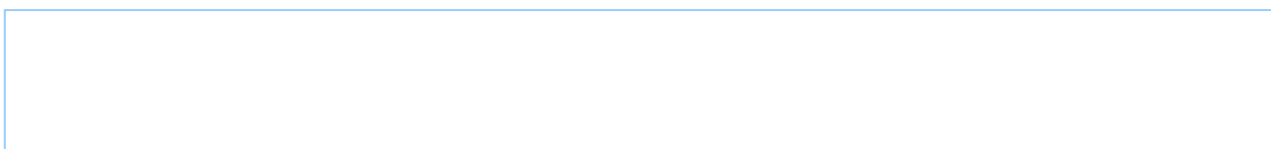
2.22 The limitations of this exercise will be self-evident. It depends on assumptions about a group of pupils which will be completely different next year and on considerations about proximity and the effects of pupil banding (which will be used at the Academy) which cannot be known in advance.

2.23 However, accepting those constraints, our calculations suggest that Chelsea Academy might offer places to between **20** and **40** pupils who might otherwise have been offered a place at HPS, “releasing” those places to be offered (largely) to applicants living further north in the borough.

Some conclusions on demand and the supply of places

2.24 Para 2.6 indicated that by 2018 there will on the basis of the GLA projections each year be a demand for about **100** additional places in year 7. This demand is likely to be concentrated in North Kensington. Other considerations outlined in this paper suggest that the net demand might in fact justify new provision for about **250** pupils per year. The calculation is worked out as follows.

<i>Need indicated by the current GLA ns projecti as shown in the table</i>	+ 100 pupils
<i>Additional demand generated by new housing developments</i>	+ 80 pupils
<i>Additional pupils attracted from the independent sector</i>	+ 30 pupils
<i>Additional pupils displaced from schools in neighbouring LAs</i>	+ 70 pupils
<i>“Chelsea Academy effect”</i>	- 30 pupils
TOTAL ANTICIPATED DEMAND	250 additional pupils per year



- 2.25 This figure, aggregated over the seven secondary year groups, gives a total additional need of 1750 places by 2018. This suggests a need for an 8FE school including a sixth form, in other words a school the size of Holland Park. The full development of that need depends on the effects of new housing development, the ability of the new school to attract pupils from the independent sector as well as the assumption that the impact of Chelsea Academy will be limited in the north of the borough.

3 EDUCATIONAL VISION

- 3.1 The Royal Borough is committed to serving the needs and expectations of its resident population and providing high quality education for all its secondary pupils. It is unsatisfactory for pupils to have to travel many miles each morning to a school of an acceptable quality.
- 3.2 The lack of sufficient places also deprives the local authority of the possibility of building on the high standards and excellent progress achieved in its primary schools, by losing 65% of those pupils to other boroughs. It makes any notion of transition between primary and secondary schools very problematic and it excludes the opportunity of seeing education as a continuum that should be built on in successive phases. Instead these phases become distinct and separate, which is not helpful in developing the learning of pupils.
- 3.3 It is recognised that the Royal Borough should seek to broaden its offer of secondary education to parents and children. This breadth will allow the local authority to provide a range of opportunities to develop key educational priorities for the secondary phase.

4 POSSIBLE OPTIONS

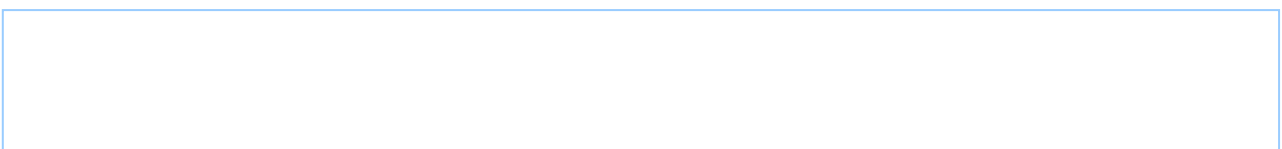
- 4.1 Section 2 suggests a strong case on numbers for a new school, additional to all existing provision. Other options have been considered and are outlined in brief below. Both short term options and long term options have been reviewed. All options have been examined as part of the preparation of the Royal Borough's bid for the Building Schools for the Future (BSF) programme.

Option 1

The obvious alternative to new build is of course to extend or modify existing provision. The option has therefore been looked at of opening a **junior annex to the Holland Park School**, which could, for example, house the Key Stage 3 classes on a separate site.

Advantages: this option would allow for the opportunity to build on the excellence of Holland Park School. The size of the site required for this option would be smaller than that required for a completely new school.

Disadvantages: this would be a school of over 2,000 pupils which can have a negative impact particularly on younger children. Many parents would not support a school of this size. There are additional, well documented



disadvantages for schools on two sites, with the concomitant concerns around communication, consistency and progression. Many split site schools are seeking to rectify that situation, so it would appear counter intuitive to set up this situation unless it were the only option.

Option 2

The discussions which have taken place as part of the BSF preparations have confirmed that there is no scope for expansion at **Cardinal Vaughan Memorial RC Boys School** and **St. Thomas More RC Language College**. The high level of over-subscription by RC applicants at both these schools, the severe limitations on their sites, and the location of St. Thomas More, makes it unrealistic to expect either school to be able to offer relief to the pressures on the community sector which have been described in this report.

The situation is rather different at **Sion-Manning RC Girls School**. Though that school is also over-subscribed, its site offers more scope for development than the other RC schools and its location is also more suitable. The option is therefore being considered of developing Sion-Manning as an 11-16 co-educational Roman Catholic school within St Charles Square. The square currently contains St Charles RC Primary School, and the St Charles Sixth Form College on the same site as the secondary school.

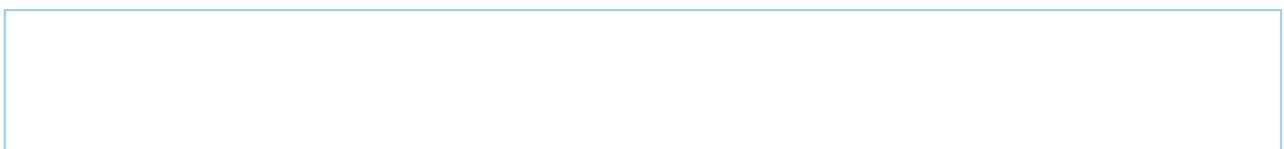
Advantages: the school is interested in developing this idea as part of its vision for the BSF programme. Initial conversations have also shown that the school may be open to expanding its intake to boys, providing perhaps another two or three forms of entry on the site. Integration with the provision in St Charles Square could be enhanced, developing good transition and progression routes through the different phases of Catholic education.

Disadvantages: the single sex character of the current school would have to be reviewed. This would restrict choice for many parents and girls in the Royal Borough. The estate belongs to the RC diocese and negotiations would have to include them at the earliest stage, but initial indications would suggest that they may have an interest in such an option. While the development of Sion-Manning would benefit RC boys, most of whom at present have to seek places outside the Royal Borough, it could do little to ease the central problem identified in this paper.

Option 3

If, therefore, the realistic way forward is to build a new school, three routes exist. The first is to open a **new community school** in the north of the borough.

Advantages: a non-denominational school would allow the broadest admissions criteria to be used and would allow the local community access to significant numbers of local places, rather than having to travel considerable distances.



Disadvantages: under the present legislation, the Council would be required to go through the “competition rules” to open up the responsibility of running the school to a number of external interested parties. There is no presumption that it would be a school run by the local authority.

The second route for a new school is to open an **academy**, with a joint sponsor operating with the local authority, in the same way that Chelsea Academy has been achieved.

Advantages: this would remove the need for a competition, as academies are instigated through a different route. The Royal Borough has a strong record of experience on setting up an academy as evidenced by Chelsea Academy.

Disadvantages: the Government remains unfriendly in principle to the notion of local authority sponsorship of academies. An academy which was wholly independent of the local authority would not necessarily be committed to meeting local community need to the degree which is desirable in this case.

The third route would be to consider a **partnership with an independent school or college**, with some joint admissions criteria.

Advantages: a partnership with an independent school would address many of the concerns that exist on standards, social cohesion and meeting the needs of all residents of the Royal Borough.

Disadvantages: existing legislation precludes the possibility of charging for some pupils and not others. However the existing Trust/Foundation legislation would provide a vehicle for a private school to run a community school.

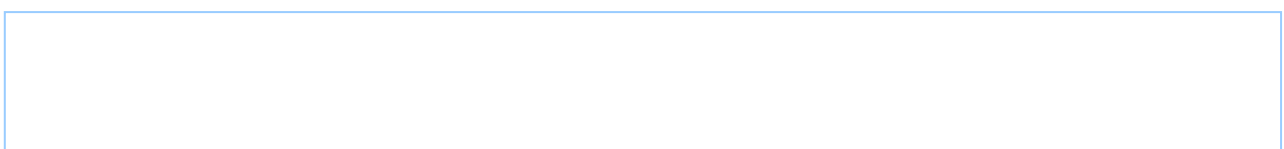
The final possibility might be to establish a **joint Hammersmith and Fulham / RBKC secondary school**, with a location to be agreed, that could be an academy or a community school.

Advantages: geography and transport links make this in some ways an attractive proposition for the north of the borough. There are few other advantages to this proposal.

Disadvantages: sharing a site and managing a new school across two boroughs is an innovative option and as such untried, so there could be challenges working in partnership in this way. Indications from Hammersmith and Fulham suggest that this is not an option which that borough has seriously considered or which would sit well with their other plans.

In spite of certain disadvantages, which may be overcome in the course of the development of the scheme, the most promising way forward seems to lie between the second and third options. That would be to seek the establishment of a new academy or an independent school, in either case with sponsors whose commitment to meeting the needs of North Kensington was paramount.

5 LOCATION OPTIONS



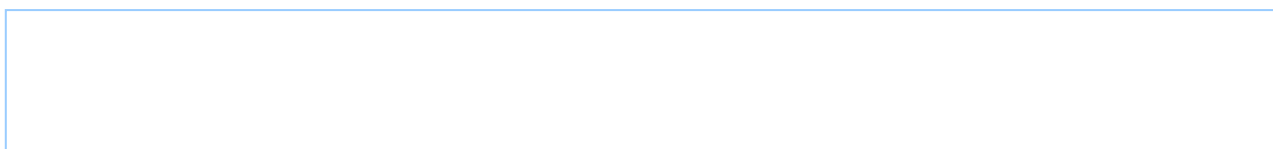
- 5.1 While the remit of the working group precluded consideration of the site for a new school, we have considered the criteria which would be desirable for the location of a new secondary school.
- 5.2 **Location:** The site needs to be within the boundary of the Royal Borough in the area north of Notting Hill Gate.
- 5.3 **Size:** the site should have a minimum site area of 6,000 sq. m. This is the size of Chelsea Academy. However, it should be noted that the area of the proposed (and reduced) size of the site for the new Holland Park School is 25,000 sq. m, although the footprint of the respective school buildings in each case is not much different.
- 5.4 **Accessibility:** one of the main reasons for establishing a new secondary provision is that Borough resident pupils in North Kensington will have only a short distance to travel and hopefully a significant proportion would be able to walk or cycle to their school, whilst other pupils' journeys may involve a short bus trip at the most. A percentage of pupils may travel in from Hammersmith and Westminster and a site close to one of the tube stations on the Hammersmith and City Line (Latimer Road, Ladbroke Grove and Westbourne Park) would more readily attract more pupils from adjoining neighbourhoods.
- 5.5 **Sports facilities:** the nature of sports facilities is now changing from playing fields to all-weather facilities, some of which are indoors. Team games are no longer the only sporting option with fitness centres and dance studios becoming increasingly popular. A swimming pool can be incorporated into the basement accommodation of a new school building. Notwithstanding this, North Kensington benefits from the facilities provided by the Westway Sports Centre and the Kensington Leisure Centre and a school close to either of these facilities would be an attraction to pupils.
- 5.6 **An extended school:** the ability to use school facilities by local residents in the evenings, weekends and during the school holidays has the effect of creating a closer relationship between the school and the local community, as well allowing possible economic activity which can help to bond and regenerate a neighbourhood.

6 FUNDING OPTIONS

- 6.1 The following options are available to fund a new secondary school in North Kensington:
- Building Schools for the Future
 - Prudential Borrowing
 - Reserves

6.2 Building Schools for the Future (BSF)

BSF funding is available to design and build a new school. The indicative funding envelope for construction is circa £22m (based on the pupil numbers and size of Holland Park School) and could take the form of either capital grant or PFI grant. BSF funding does not include funding to



purchase land. Partnerships for Schools (Pfs) has suggested that it is more likely to take the form of capital grant funding, however this is likely to be influenced by the level of the overall construction cost for the new school.

6.3 To be eligible for BSF funding the new school proposal must be acceptable to Pfs and DCSF and included in the BSF Wave 5 documentation. This timetable for Wave 5 requires the Council to deliver its major Strategy for Change submission in late summer 2008 and the Outline Business Case in spring 2009. These submissions represent increasing degrees of detail and contain information on the educational transformation plans for the whole secondary estate within the BSF programme.

6.4 Prudential Borrowing

Under the Prudential Code, local authorities are now responsible for deciding their level of affordable borrowing. The parameters of affordability or prudential limits include the ratio of financing cost to budget requirement and the equivalent increase in cost on the Band D Council Tax. These are set locally and would form part of the decision-making process for a high value new capital investment.

6.5 Estimates of the costs of borrowing to build the new school, subject to affordability under the Prudential Code, are set out below for a range of building costs only. The cost estimates would need to include the cost of buying the site, relocating any existing occupiers and the cost of any enabling works to the site, in addition to building the school itself.

	£m	£m	£m
Capital Cost (Amount Borrowed)	25	30	35
Total Cost of Borrowing	56	67	78
Average Annual Cost of Borrowing	1.1	1.3	1.6
Annual Cost per Band D Council Taxpayer	£12	£14	£16

Notes

Capital repaid on a straight line depreciation basis

Assumes a building life of 50 years.

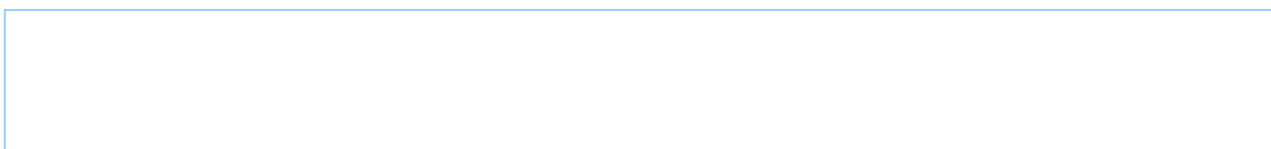
An investment of £30 million would increase the ratio of capital financing cost to revenue budget by around 1 per cent. This ratio is used as a measure of affordability.

6.6 Reserves

The Royal Borough does not have sufficient capital reserves to fund such a high cost project as funding a new school. The two largest reserves – the Capital Expenditure Reserve and Car Parking Reserves – are earmarked for the funding of the Council's approved Capital Programme 2008/09 – 2010/11 which amounts to a total spend of £206m. The use of the Car Parking Reserve is limited by statute to certain functions which do not include education.

The Capital Expenditure Reserve currently stands at £63m but will be reduced to £20m over the next three years as it is used to part-finance the Capital Programme. That will reduce the need to borrow which would otherwise add to the pressure on the Council's revenue budget requirement at a time when Government Formula Grant is falling below pay and price inflation

The Council has decided to retain a minimum of £15m in the Capital Expenditure Reserve in order to provide a contingency for cost increases within the current capital programme as well as providing a source of funding for other future projects e.g. Brompton Cemetery infrastructure, Chelsea Sports Centre and Little Wormwood Scrubs development. Using the Capital Expenditure



Reserve to fund the building of a new school would mean that these resources were unavailable for funding other significant projects.

The remainder of the Council's reserves form an important part of its financial strategy and are held to create long-term stability in the revenue budget. Several of the Council's key sources of external funding face an uncertain future and the Council holds these reserves to mitigate future risks. These are earmarked for various specific purposes, set out in the Statement of Accounts, and are therefore not available to be released for capital purposes.

7 TIMETABLE ISSUES

7.1 The best guide for the building of any of the options outlined above would seem to be the delivery of a new Academy under the National Framework. This shows the following from the point at which the Expression of Interest is approved:

Outline Business Case	4	months
Procurement and Final Business Case	12	months
Construction	18-24	months

Given the time needed to develop the Expression of Interest, get agreement on whether it is to be an Academy or (if not) who would run the school and to resolve the land issues which would really need to be done in advance, a period of 3-4 years would be required for any of the options.

8 RECOMMENDATIONS

8.1 We recommend that our intention to build a new secondary school in North Kensington is taken forward now and that this requirement is lodged in our Building Schools for the Future proposals as part of the document Strategy for Change 1.

8.2 We recommend that the Royal Borough commits itself to providing a suitable site for the new school.

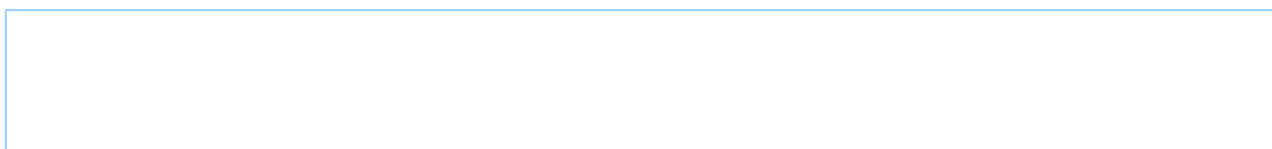
8.3 We recommend that consideration be given to the establishment of the new school as an academy or as a trust school in partnership with another sponsor. There is a range of possibilities here including the independent sector, a suitable business interest or institution, or an existing school with a record of success and achievement. There would be an over-riding need in either case to ensure the commitment of sponsors or partners to the goals of the Council in meeting community objectives in North Kensington.

For decision

**COUNCILLOR DOMINIC JOHNSON
CHAIRMAN**

**OVERVIEW AND SCRUTINY COMMITTEE WORKING GROUP ON SECONDARY
PROVISION IN NORTH KENSINGTON**

**ANNE MARIE CARRIE
EXECUTIVE DIRECTOR FOR FAMILY AND CHILDREN'S SERVICE**



Appendix B: ROYAL BOROUGH OF KENSINGTON AND CHELSEA

Family and Children's Services

School Organisation Paper 7

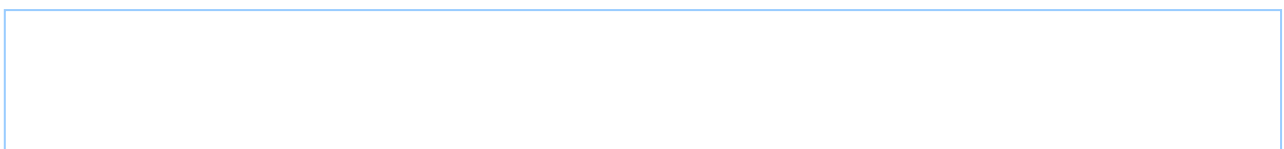
SCHOOL PLACES PLANNING AND THE LOCAL DEVELOPMENT FRAMEWORK

Introduction

1. Since 2004, local authorities have been required by the Government to prepare a new kind of development plan. This is the Local Development Plan (LDF), a portfolio of documents which will set out how the Council proposes to achieve its planning aims to 2028. The LDF includes the Core Strategy which outlines the long term spatial vision for the area and the broad locations where development, including housing and education, is to be concentrated.
2. The Core Strategy is expressed in general terms and it may be many years before actual proposals for new housing are submitted to the Council. It is therefore necessary to devise some means of forecasting what the need for additional school places may be in advance of definitive information being available. This paper suggests a methodology and indicates how it might be applied to the proposals set out in the Council's Draft Core Strategy which was prepared in April 2009.

Limits to the methodology

3. **THIS PAPER DOES NOT CONTAIN FIRM PREDICTIONS TO BE TREATED AS LAW!** There have been no really substantial housing developments in the Royal Borough since the Rootes Estate was completed nearly fifteen years ago. That means that "predictions" of the effects of new housing on the demand for school places have to depend on the methods described in **School Organisation Paper 3** which have evolved mostly in response to the proposals for large new developments in the Warwick Road area. None of these developments has yet been built so that it has not been possible to calibrate those methods against what happens in real life (and the opportunity to do so will not arise for at least five years).
4. It is essential to understand that what follows is therefore an abstraction built upon an abstraction. The terms of the abstraction are themselves highly variable in ways which will be explained. The method is applied to a series of housing "proposals" whose details are unknown at present and which in some cases may not be implemented for ten or fifteen years. The local effect on the need for school places is then considered. It will be obvious that this is a rather sweeping technique. However, as better information becomes available, the method should be capable of steady refinement and of yielding more convincing results.

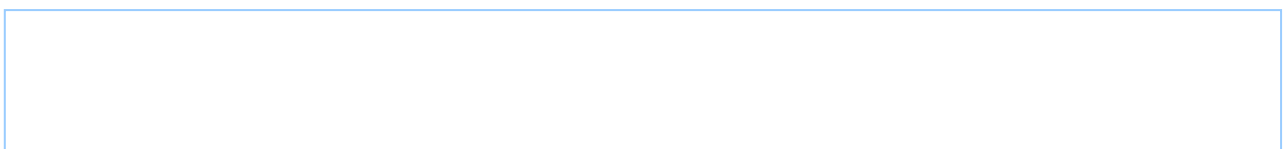


The methodology explained

5. It has been assumed that future housing developments in the borough will resemble the proposed developments in Warwick Road in respect of the size of the flats (i.e. the number of bedrooms) and the balance between market, "intermediate" and affordable housing. The TA site has been chosen as characteristic of all the developments in Warwick Road and its details are shown in the attached table. To summarise: on the formula explained in SO Paper 3, this development of 255 dwellings, of which 42% would be affordable housing, is estimated to produce 47 children of nursery and primary age and 7 pupils in the age range 11-16.
6. This gives the basis of a handy ready-reckoner for other developments, scaling up in multiples of 250 dwellings. However, these variables have to be borne in mind.
 - Affordable housing is assumed to produce (or shelter) much larger numbers of children than market or intermediate housing. If the proportion of affordable housing is greater than 42% in any individual development, the child yield may be much greater.
 - If a development has a higher proportion of 3 bedroom flats than is shown for the TA development, the child yield is likely to be higher. Conversely, if a development is predominantly to be made up of one and two bedroom flats, the yield will be lower.
 - The formula set out in SO Paper 3 builds in a "discount factor", that is to say assumes that many of the occupants of a new development will already be residents of the Royal Borough and that a proportion of them will not wish their children to move school when they move home. That assumption may not hold good if the new developments attract large numbers of residents who previously lived outside the borough or if the overall population of the borough is likely to increase. Both these things may lead to a higher demand for school places. The effect of this factor can only be determined by experience.
7. The calculations below take account only of the number of nursery and primary age children likely to be generated by new developments. That is because it is more realistic to consider the effect of secondary yields on a borough-wide basis and they have already been taken account of by the Royal Borough in making the case for a new secondary school in North Kensington as part of its BSF bid. The calculations are shown in detail in the document Strategy for Change 2 produced in support of the BSF bids.

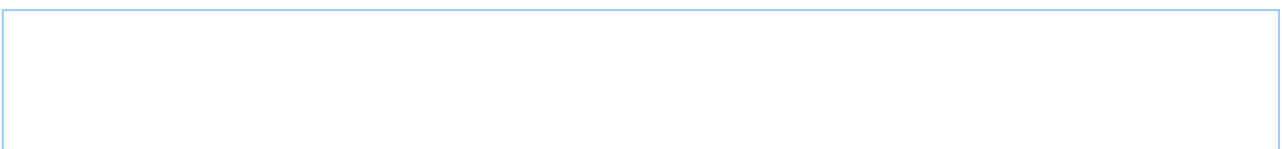
The methodology applied

8. There are five main areas in the Core Strategy where planned housing development may produce an increase in the demand for school places. By far the biggest is the **Kensal Gasworks site**. Here as many as 2500 new dwellings are planned for completion in the period 2012 -2025. This is almost exactly ten times



larger than the TA site. Applying our method therefore gives an estimated nursery and primary yield of $10 \times 47 = 470$. That figure corresponds to an additional 2FE plus a double nursery class (or comparable children's centre arrangements).

9. There is at present some spare capacity at primary schools in the area of the Gasworks site, though the only school with a large number of vacancies is Middle Row. However, the reception intakes are rising in North Kensington and the existing margin may be used up within a few years. The Gasworks children are therefore likely to produce a need for additional primary accommodation.
10. To some extent this has already been foreseen in the planning for the Primary Capital Programme (PCP) which includes a project for the complete rebuilding of **Middle Row** with scope to increase the capacity of the school to 2FE from the present 1½FE. Middle Row is in Kensal Road on the other side of Ladbrooke Grove from the Gasworks site but still very close to it. Even closer (as the crow flies) is **Barlby** school in Barlby Road. There is scope to increase Barlby from its present 1½FE to 2FE. Barlby's site is a spacious one and it may also be possible to increase the school to 3FE.
11. Those measures, with matching nursery provision, would be enough to meet the need for the additional 2FE of Gasworks children. However, if the new development were to have more than 2500 dwellings, it is unlikely that additional pupil demand could be met on existing school sites. In those circumstances, it might be necessary to seek provision for a new 1FE school on the site itself. This might in any case be necessary if it was found that increasing Barlby to 3FE was after all not feasible. This business group would be looking to the developer for appropriate S106 assistance whichever of these options was judged most suitable.
12. It should be noted that there are also two RC schools in this area: St. Charles which is usually full and St. Mary's which usually has vacancies.
13. Not far from the Gasworks site is **Wornington Green**. At least 150 new dwellings are planned on this site, in addition to the renewal of 538 dwellings which are already there. It is convenient here to add 60 new residential units planned to be built on the land adjacent to the adjacent **Trellick Tower**. The timescale for both these developments is 2010-15.
14. The new housing will be for the market. The pupil yield is therefore likely to be very small. The nearest school is **Bevington** in Bevington Road, a 1½FE school which is usually under-subscribed (though it will be full in reception in 2009-10). Bevington could probably cope with the limited output of these two developments. It would however almost certainly be possible to increase Bevington to 2FE if plans change and additional demand was expected to be greater. There is likely to be room on the school site to accommodate a full remodelling on that scale. S106 funding would be looked for to assist such changes if they were necessary.
15. The North Kensington Sports Centres site (now known as the **Latimer** site) is already earmarked in part for a new secondary school. 60 residential units are planned. It is likely that the modest child yield from such a development could be

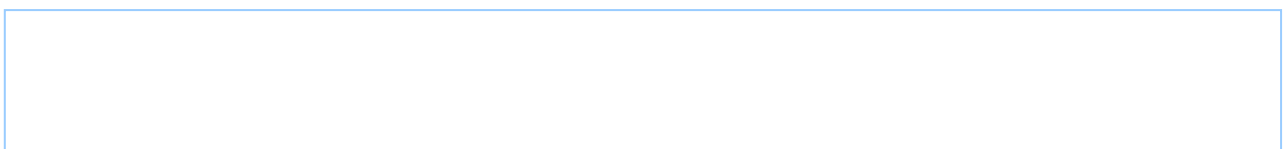


accommodated in the nearby **Avondale Park** primary school where there is some spare capacity.

16. Moving further south, plans for the **Warwick Road** sites (including 100 West Cromwell Road, the Tesco site) are already well advanced and the implications for school places (which includes the provision of a new primary school) are set out in **School Organisation Paper 4**.
17. Further south again is the **Earl's Court** site where, as part of a full redevelopment of the Exhibition Centre site, 300 new residential units are planned in the period 2015-2025. Our formula suggests that that might yield about 55 pupils of nursery and primary age.
18. Any development proposal for this area has to be considered in the light of the difficulties we already face in providing enough primary places in the south of the borough. Also relevant here is the **Lots Road** development in Chelsea. This does not appear in the Core Strategy because it is not a new proposal and seems already to have been completed in the minds of the planners. That is not so in reality and this scheme and Earl's Court need to be worked in to our picture for the south.
19. This is attempted in **School Organisation Paper 6**. A range of possibilities is considered in that paper, including major developments at **Ashburnham, Park Walk** and **Marlborough**. Another possibility, bold on the face of it but not to be disregarded, would be to provide a new 1FE primary school on the Hortensia Road site. The Lots Road developer has already promised a substantial S106 contribution for additional school places. A similar commitment should be sought from the developer of the Earl's Court site.

Conclusion

20. Of the proposals pre-figured in the Core Strategy, the Kensal Gasworks proposal, hanging over us these fifteen years in one form or another, remains the development most likely to have serious implications for nursery and primary place planning. Plans already exist to provide for the output from the various Warwick Road developments.
21. The other developments are likely to have only marginal effects, though in an overall situation of shortage, even marginal changes can have difficult consequences and need to be watched. This is illustrated by the Lots Road and Earl's Court schemes. These are not very big but because they will have an impact in the south careful planning is needed to cater for the additional pupils they are likely to produce.
22. PCP planning takes account of likely housing developments in the north of the borough though the scale of what is now proposed at the Gasworks site may call for a reappraisal of some priorities. There is also a need to look again at the complex and developing picture in the south and review PCP priorities in the light of that.



LAURENCE PURCELL
Head of School Organisation, Admissions
and Governors Support
July 2009

TABLE

PROPOSED DEVELOPMENT AT TA SITE, 245 WARWICK ROAD

The proposed development will have a total of **255** dwellings. The breakdown of the dwellings by size is as follows.

	<u>1 bed</u>	<u>2 bed</u>	<u>3 bed</u>	<u>4 bed</u>	<u>5 bed</u>
<i>Market</i>	85	79	10	0	0
<i>Intermediate</i>	14	10			
<i>Affordable</i>	12	5	22	11	7

Calculation of child yield:

Market $(85 \times 0.01) + (79 \times 0.03) + (10 \times 0.2)$
Intermediate $(14 \times 0.01) + (10 \times 0.03)$
Affordable $(12 \times 0.09) + (5 \times 0.9) + (22 \times 1.8) + (11 \times 3) + (7 \times 3)$

TOTALS

5.22 children in the market/intermediate housing
99.18 children in the affordable housing

This gives a total estimated yield of **104.4** children.

Calculation of age distribution of children:

In total, **104.99** divided by 16 (age groups from 0-16) = **6.525** children in each age group.

By phase: **nursery** pupil yield = $2 \times 6.525 = 13.05$ pupils
 primary pupil yield = $7 \times 6.525 = 45.68$ pupils
 secondary pupil yield = $5 \times 6.525 = 32.625$ pupils

Calculation of "discount":

Nursery/primary = $58.73 \times 80\% = 46.98$ pupils

Secondary = $32.625 \times 20\% = 6.53$ pupils

SOAGS/5.09

