

Report of Director of Children's Services

Report to Executive Board

Date: 18 July 2012

Subject: Basic Need Programme – Permission to consult on school place expansions for 2014

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Hyde Park and Woodhouse, Guiseley and Rawdon, Otley and Yeadon, Middleton Park, Temple Newsam		
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, Access to Information Procedure Rule number: 10.4.(3)		
Appendix number: 1		

Summary of main issues

1. In July 2011 Executive Board considered a paper requesting permission to consult on school expansions for 2012 and 2013 as part of the basic need programme. That paper also highlighted some areas where further work was required before proposals could be brought forward. This report contains the outcome of that work, and requests permission to consult on four proposals for permanent expansion of primary schools with effect from September 2014. As these proposals were originally brought forward for 2013 there is potential for unmet demand still in the short term, and where appropriate any interim solutions for 2013 are also addressed. The authority's basic need programme is intended to meet the statutory duty to ensure sufficient school places in response to the growing pre school population.
2. Under the Education and Inspections Act 2006 these proposals constitute prescribed alterations requiring a statutory consultation process. The first step of this process is a public consultation, which would run from 10 Sept 2012 to 19 Oct 2012. This paper seeks permission to start that public consultation.
3. These proposals form part of the ongoing work to address capacity and sufficiency across all of Children's Services, which includes provision for primary and secondary school places, early years, and inclusion. It includes the impact of underlying demographic growth, as well as the core housing strategy. Further papers will be brought forward in autumn of 2012 to address

the emerging sufficiency issues.

4. Recommendations

Executive Board is asked to note the development of the Little London community hub project, approve the following consultations:

- to expand Little London Primary School from a capacity of 210 pupils to 630 pupils with an increase in the admission number from 30 to 90 with effect from September 2014;
- to expand Tranmere Park Primary School from a capacity of 315 pupils to 420 pupils with an increase in the admission number from 45 to 60 with effect from September 2014;
- to expand Rufford Park Primary School from a capacity of 210 pupils to 315 pupils with an increase in the admission number from 30 to 45 with effect from September 2014
- to expand Sharp Lane Primary School from a capacity of 420 pupils to 630 pupils with an increase in the admission number from 60 to 90 with effect from September 2014

1 Purpose of this report

- 1.1 This report requests permission to consult on four primary school expansions to take effect from September 2014 in order to meet the authority's statutory duty to secure sufficient school places. They include the development of the Little London Community Hub project.

2 Background information

- 2.1 In July 2011 Executive Board considered a paper requesting permission to consult on school expansions for 2012 and 2013 as part of the basic need programme to ensure the authority discharges its statutory duty to secure sufficient school provision. That paper also highlighted some areas where further work was required before proposals could be brought forward. This paper contains the outcome of that work, and requests permission to consult on proposals for permanent expansion with effect from September 2014.
- 2.2 Under the Education and Inspections Act 2006 these proposals constitute prescribed alterations requiring a statutory consultation process. The first step of this process is a public consultation, which would run from 10 Sept 2012 to 19 Oct 2012. This paper seeks permission to start that public consultation.
- 2.3 These proposals have been developed in collaboration with other council directorates and with input from other external partners, which has in some cases necessitated delay from the original aim of 2013 implementation. Solutions have also been explored with schools to identify interim measures to meet likely demand in 2013. New admissions legislation and a new admissions code came into effect in February 2012 which affects the measures available to the authority to address this.
- 2.4 These proposals form part of the ongoing work to address capacity and sufficiency across all of Children's Services, which includes provision for primary and secondary school places, early years, and inclusion. It includes the impact of underlying demographic growth, as well as the core housing strategy. Further papers will be brought forward in autumn of 2012 to address the emerging sufficiency issues.

3 Main issues

- 3.1 Under the Education and Inspections Act 2006 the proposals constitute prescribed changes requiring a statutory process, of which public consultation is the first step. If approved, the consultation would run from 10 September 2012 to 19 October 2012. Dependent on the issues raised it could then be possible to seek approval to move to the statutory notice stage in December 2012, and a final decision in Spring 2013.
- 3.2 Increases in nursery provision are not proposed as part of these expansions. This is because it is considered that there are either already sufficient early years places, or options are available through the private voluntary and Independent sector to increase provision.

- 3.3 **Proposal one; To expand Little London Primary School** from a capacity of 210 pupils to 630 pupils with an increase in the admission number from 30 to 90 with effect from September 2014. In January 2011 consultation started on the expansion of Little London Primary School utilising the site of the Blenheim Centre and land off Cambridge Road for the additional buildings and playing fields. Governors made a counter proposal to expand the school on or adjacent to its existing site, but the land proposed was not feasible for expansion to the required size due to site size, drainage and planning issues.
- 3.4 The existing school site is also located alongside the Little London local centre (known as the 'community hub') that includes, shops, a housing office, play space and a community centre. These were due to be redeveloped and improved as part of the Little London PFI Housing regeneration work, but were removed from that project following a government review in 2011.
- 3.5 There is therefore now an opportunity to consider how the need for school expansion and the remaining need for improvements to the community hub can be addressed in a co-ordinated way, to deliver an holistic site solution as a complement to the wider PFI regeneration of the area. This could retain the required school expansion within the Little London area, maintain and improve community facilities in the locality and explore how the local retail offer can be refreshed and improved.
- 3.6 Working together, officers from Environments and Neighbourhoods, City Development and Children's Services have developed a proposal that could deliver the required primary school expansion, upgrade the retail provision and improve the community centre facilities as part of an integrated community hub solution.
- 3.7 In developing the detail of this approach a communication plan will be agreed and implemented to ensure residents and businesses are engaged in bringing forward these important improvements to local facilities and services. The primary school expansion will be subject to its own separate statutory consultation but public consultation will also be undertaken on the wider project elements to allow full consideration of the whole scheme and its individual elements
- 3.8 The school has for the second year running agreed to take an additional 30 pupils making a total intake of 60 into reception this coming September. If this proposal proceeds they will work with us to admit extra pupils again in 2013 to ensure continuity for the community and school, and to meet the need for places prior to any permanent solution being agreed.
- 3.9 **Proposals two and three, expansion of Tranmere Park and Rufford Park Primary Schools.** Previous reports have identified a shortage of places in the **Guiseley / Yeadon / Rawdon** corridor. The geography of the area means that when the area is full children face long journeys back down the A65 corridor to find vacancies. This is particularly acute for families at the extreme edges of the area in Guiseley, where a large amount of new housing is adding to the underlying demographic pressure. This was evidenced on primary offer day this year, when for the second year running it was not going to be possible to make reasonable offers to all children within the area, with many of those affected

having Tranmere Park as their nearest school. A temporary agreement was made for Tranmere Park to take 15 additional pupils into reception in 2012 to resolve this issue.

- 3.10 A proposal to expand Rawdon St Peter's Primary school was consulted on in Autumn 2011, and based on the feedback received was paused while options for the area were reconsidered as a whole. There is significant pupil movement along the corridor, and the consultation raised concerns about the traffic and highways issues associated with children travelling to that school by car. It was suggested places be provided closer to the area where the children lived. Yeadon is a particular hotspot in terms of the number of children living closest to those schools exceeding their capacity. All schools in the area have been considered for potential expansion in developing these recommendations.
- 3.11 Whilst some degree of surplus capacity is needed to operate the admissions system effectively, and allow scope for families moving into the area, premature or excessive expansion could lead to further inward movement of pupils from other authorities rather than accommodating Leeds pupils, and could also destabilise existing schools. These concerns were raised following the temporary arrangements at Tranmere Park for 2012, and as a result the recommendation for extra capacity is being scaled back from 45 places reported in earlier Executive Board reports, to 30 places. Feasibility work and discussion with governing bodies and the Church Of England Diocesan Board for Education has identified that there is potential for future schemes in the area, although they are not ready to bring forward at this stage. Work will continue to progress these so they can be brought forward should continued house building require further capacity. Short term contingency plans for additional cohorts will also be developed whilst long term capacity is evaluated, allowing over expansion to be avoided.
- 3.12 **Proposal two: To expand Tranmere Park Primary School** from a capacity of 315 pupils to 420 pupils with an increase in the admission number from 45 to 60 with effect from September 2014. There are more under 5's children with Tranmere Park as their nearest school than places available, and so this proposal would address the need at the far end of the planning area. The school have already agreed to take another additional 15 pupils in 2013, which will provide short term contingency to meet the need for places, and also allow the school to manage the bulge through school more effectively, as it will form a cohort of 30 rather than 15. The governing body have indicated their support for the expansion.
- 3.13 **Proposal three: To expand Rufford Park Primary School** from a capacity of 210 pupils to 315 pupils with an increase in the admission number from 30 to 45 with effect from September 2014. The school raised this as a counter proposal during the consultation on Rawdon St Peter's expansion, and it would go some way to addressing the immediate demographic pressure.
- 3.14 **Proposal four: To expand Sharp Lane Primary School** from a capacity of 420 pupils to 630 pupils with an increase in the admission number from 60 to 90 with effect from September 2014. Previous reports have identified pressure in the Middleton / Belle Isle area, in part due to the continued house building in the New Forest development. Although schools in the area have been expanded using

S106 contributions, there is a need for further expansion. Sharp Lane is well positioned for this population, is a significantly improving and popular school. Negotiations are underway to secure the use of the field adjacent to the school to enhance this project, allowing continued public access across the area and enhanced facilities for public access through the school. Whilst this adds a degree of complexity to the project, it is felt to be the most deliverable scheme in the area.

- 3.15 Previous reports have also identified an issue in **Temple Newsam**, specifically around Colton Primary. A very small number of children for whom it is their nearest school struggle to gain access each year. Some new housing recently approved is likely to add a further 2-3 children per year group to this pressure. In addition, concerns have been raised about how the nearest school definitions do not fully reflect the village of Colton and the local geography. The overall need for places across the planning area of Temple Newsam is up to 15 places per year, however the data does show some variation, and there is no clear evidence of this need being sustained based on existing population trends.
- 3.16 Although these pressures do collectively suggest some merit in expanding Colton Primary school by 15 places per year group, there is concern that without altering the admissions policy there would be significant negative impact on the adjacent schools, especially Austhorpe and Whitkirk. As the schools in the area are part of a trust they could consider a change to their admissions policy which would allow the expansion without adversely impacting on the other schools.
- 3.17 There is significant new housing planned for the East Leeds Extension which adjoins the area, and after extensive discussion with the Trust they were not happy to take this further at this stage, and preferred to wait to consider the impact of the new housing and the joined up planning to meet that need first. They have agreed to continue to monitor the situation and review it annually with the authority, in a timeframe that will allow for planning temporary cohorts should some of the higher numbers emerge.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The consultation would be conducted in line with statutory guidance and local good practice. In drawing up these proposals all ward members have been engaged in discussions to formulate proposals, and will be included as formal consultees both individually and through area committees. Governing bodies of the schools, and both diocesan education bodies are also aware that we are developing proposal for their areas, and have been engaged in that process. Again, they will be formally consulted as part of the statutory process. The proposed consultation is prescribed under the Education And Inspections Act 2006, and should the proposals progress would require a further statutory notice period prior to final decision being made.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The EDCl impact assessment was completed and is available on request from Capacity Planning and Sufficiency Team.

4.3 Council policies and City Priorities

- 4.3.1 The proposal is brought forward to meet the Council's statutory duty to secure sufficient school places. In providing places close to where the children live the proposals will allow improve accessibility of local and desirable school places, and thus reduce any risks of non attendance.

4.4 Resources and value for money

- 4.4.1 The school proposals will be funded from the education capital programme. A early estimate of the projected capital costs of the proposals at this stage is £8.42m. This will be subject to significant development at individual project level, and does not fully include fees, inflation, site acquisition costs, or provision for any site specific conditions or risk. It is proposed that the cost be met from the current capital Basic Need allocations. There is sufficient funding in place in the Capital Programme.

Initial conversations have been held with colleagues in Highways and Planning, and have identified where works may be required but the detail has not been developed or costs included. No feasibility work has yet taken place at this stage on any of the proposals.

- 4.4.2 In the case of the Little London Community Hub project separate discussions are being conducted to identify the funding for the retail and community centre aspirations for the overall project. The proposal for the school buildings is to use the existing building as the infant block, and the new building as a KS2 block.
- 4.4.3 The proposal to expand Tranmere Park Primary School Primary school is via the provision of a 2 classroom block with toilets and cloakrooms, requiring the demolition of the former caretakers bungalow to locate the new accommodation on this space. The proposal also includes some additional internal remodelling of the existing building.
- 4.4.4 Due to the constrained nature of the site, options to expand Rufford Park Primary School are limited. However the proposal would require the provision of 4 additional classrooms, toilets and cloakroom provision, and potentially reprovision of the existing hard play area. As the school was delivered through a PFI initiative there are additional long term funding implications in respect of hard and soft facilities management over the remaining 19 years of the PFI contract. The facilities management implications include building maintenance, catering and cleaning. Early discussions have been held with the current provider, which require further development and negotiation. As this could be commercially sensitive the early indicative cost is included in a confidential appendix 1.
(Procedure Rule number: 10.4.(3))
- 4.4.5 Sharp Lane Primary is on a constrained site, and development would impact on the school's existing playing fields. Use of green space currently immediately adjacent to the school, vested with Neighbourhoods and Housing, would be needed to make the scheme feasible but presents a potentially significant risk. The scheme would also require substantial internal building reorganisation to the existing buildings.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The proposed change constitutes a prescribed change under the Education and Inspections Act 2006 (EIA 2006). The consultation process has been managed in accordance with that legislation, and local practice.

4.5.2 Access to information:

Appendix 1 to this report is contained in a separate document that is not for publication under Access to Information procedure rule 10.4(3) as it contains the detailed prices submitted by the contractor for the goods supplied. It is, therefore, considered that the public interest in maintaining the content of appendix 1 as exempt outweighs the public interest in disclosing the information contained in Appendix 1, as disclosure would prejudice the commercial interests of the contractor and the prices submitted relates to the financial/business affairs of a particular company.

4.6 Risk Management

4.6.1 These projects are all complex, involving various external and internal partners. Project managers have therefore been assigned to all the projects at this early stage, and discussions have started with some schools about the details of the plans. There is significant risk that some building projects will not be completed for September 2014, and in these cases the plans include contingencies for accommodation until completion. Risk registers are being developed, and if approved will be maintained until completion.

5 Conclusions

5.1 These proposals form part of the authority's ongoing planning to meet the need for school places. That work is ongoing, and involving other council directorates to ensure holistic planning and best use of corporate assets. Secondary planning is forming an increasing part of the work, however discussions continue with schools to release existing capacity, and statutory proposals are not being brought forward at this time.

6 Recommendations

Executive Board is asked to note the development of the Little London community hub project, approve the following consultations:

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- to expand Tranmere Park Primary School from a capacity of 315 pupils to 420 pupils with an increase in the admission number from 45 to 60 with effect from September 2014;
- to expand Rufford Park Primary School from a capacity of 210 pupils to 315 pupils with an increase in the admission number from 30 to 45 with effect from September 2014
- to expand Sharp Lane Primary School from a capacity of 420 pupils to 630 pupils with an increase in the admission number from 60 to 90 with effect from September 2014.

7 Background documentsⁱ

- 7.1 17 June 2009 Expanding Primary Place Provision
- 7.2 22 July 2009 Proposed increases in Admissions Limits for September 2010
- 7.3 19 May 2010 Outcome of statutory notices for changes to primary provision for September 2010, 2011 and 2012
- 7.4 21 July 2010 Outcome of statutory notices for proposals for expansion of primary provision for September 2011, and
- 7.5 Outcome of statutory notices for changes to primary age provision in Horsforth for September 2011
- 7.6 15 Dec 2010 Primary provision for 2012
- 7.7 30 March 2011 Basic Need Programme 2012 – Part A Outcome of consultation on proposals for primary provision for 2012 and Part B Request for Authority to spend.
- 7.8 18 May 2011 Basic Need Programme 2012 – Outcome of consultation on proposals for primary provision in 2012
- 7.9 27 July 2011 Primary Basic Need 2012 – Permission to consult on proposals for expansion of primary provision on 2013 and 2014
- 7.10 4 January 2012 Basic Need Programme 2013 – Outcome of consultation on proposals for expansion of primary provision in 2013
- 7.11 16 July 2012 Basic Need Programme 2013 – Final decision on expansion of Morley Newlands.

Officer reports

- 7.12 21 May 2010 and 5 November 2010 SIB reports
- 7.13 7 May 2010 and 17 September 2010 AMB reports
- 7.14 EDCI impact assessment

ⁱ The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.