

Report of Director of Children's Services

Report to Executive Board

Date: 22 June 2016

Subject: Outcome of consultation to increase primary and secondary school places in Burmantofts & Richmond Hill



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| Are specific electoral Wards affected? If relevant, name(s) of Ward(s) Burmantofts & Richmond Hill | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| Are there implications for equality and diversity and cohesion and integration? | <input checked="" type="checkbox"/> Yes | <input 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? If relevant, Access to Information Procedure Rule number: Appendix number: | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |

Summary of main issues

This report contains details of proposals brought forward to meet the Local Authority's duty to ensure sufficiency of school places. The changes that are proposed form prescribed alterations under the Education and Inspections Act 2006. The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013 and accompanying statutory guidance set out the process which must be followed when making such changes. The statutory process to make these changes varies according to the nature of the change and the status of the school and the process followed in respect of these proposals is detailed in this report. The decision maker in these cases remains the Local Authority.

In October 2014 a stakeholder engagement event took place using Outcomes Based Accountability (OBA) methodology for the Burmantofts area to determine the need for primary places and the options available. Following the event and further detailed demographic analysis and discussion, two viable options were identified; (1) the expansion of St Peter's Church of England Primary School and (2) the expansion of Shakespeare Primary School. The proposal to expand St Peter's Primary School from one to two forms of entry was originally consulted on during January and February 2015. Following the consultation, issues emerged regarding the availability of land needed for this expansion to proceed and therefore the proposal could not progress.

An expansion of Shakespeare Primary School on its current site was explored however the opportunity to utilise land off Dolly Lane where the former Primrose High School was located, became a more viable option due to the site potential to help meet the projected demand for primary school places in this area. In addition, this proposal provides a great opportunity to create additional secondary places in this area of the city by expanding secondary places at The Co-operative Academy of Leeds. Consultation on this linked proposal was conducted from 29 February to 25 March 2016.

Recommendations

Executive Board is asked to:

- Approve the publication of a Statutory Notice to expand primary places at Shakespeare Primary School from a capacity of 315 pupils to 630 pupils with an increase in the admission number from 45 to 90 with effect from September 2018. This would involve the relocation of Shakespeare Primary School onto the Dolly Lane site.
- Approve the publication of a Statutory Notice to expand secondary places at The Co-operative Academy of Leeds from a capacity of 900 students to 1,200 students with an increase in the admissions number from 180 to 240 with effect from September 2019.
- Note the responsible officer for implementation is the Head of Learning Systems.

1 Purpose of this report

1.1 This report contains details of proposals brought forward to meet the local authority's duty to ensure sufficiency of school places. This report describes the outcome of consultation regarding the proposals to expand primary and secondary school provision in Burmantofts and seeks permission to publish statutory notices in respect of these proposals.

2 Background information

2.1 Increasing birth rates across the city and particularly in Burmantofts, together with housing developments and families moving into the area has increased the demand for school places. If we do not provide additional places it would make it very difficult for local children to get a school place in Burmantofts.

2.2 The current Shakespeare Primary School site is not large enough to expand the existing school building to accommodate the number of primary school places needed in the area.

2.3 The increased demand for school places is now being seen in secondary schools across the city. The Co-operative Academy of Leeds has seen an increase in preferences over the last three years and the number of places available is not sufficient for the number of students projected to preference a secondary school place at the Academy.

- 2.4 The relocation of Shakespeare Primary School to Dolly Lane would allow for The Co-operative Academy of Leeds to expand into the site currently occupied by the primary school. The primary school would vacate the building in Summer 2018. This would give time for the necessary remodelling work to take place before the start of the 2019 academic year.
- 2.5 The need for additional Early Years places in the Burmantofts area was also reviewed as the proposals for Shakespeare Primary School were being developed. It was determined that additional places for two year old provision are needed in the area. The Dolly Lane site could provide the space required to expand the school's current provision for two year old children.
- 2.6 Consultation on the proposal to expand and relocate Shakespeare Primary School and to expand The Co-operative Academy Leeds took place from 29 February to 25 March 2016. This included use of the WordPress on-line forum and the Council's Talking Point survey system. A number of drop-in sessions were held for stakeholders to discuss the proposals with officers from Leeds City Council. The drop-in sessions were attended by students, parents, local residents and other interested stakeholders. Information was distributed widely, including through the school, via Early Years providers, via websites and at public places in the locality. Banners were placed at the entrances to the schools to advertise the consultation and leaflets were distributed to local residents surrounding the schools and also in the vicinity of Dolly Lane. Consultation meetings were held with the governors, staff and school council of Shakespeare Primary School and The Co-operative Academy of Leeds. Officers also met with the Co-operative Trust to discuss the proposals.

3 Main issues

- 3.1 The expansion and relocation of Shakespeare Primary School is proposed as it is a good school in an area of high demographic need. The school has agreed to take a temporary additional cohort of 10 children for 2016 to meet the growing need for primary school places in the area and is positive about a potential permanent expansion. The school benefits from strong leadership and management and the pupils there are making good progress. During 2016, the school have also responded to the in-year pressure on places which has been seen locally and have accommodated additional children in year 1 to meet the demand.
- 3.2 The expansion of The Co-operative Academy of Leeds into the primary building creates the secondary places which are needed to meet the projected demand in the area. The Academy has seen an increase in preferences over the last three years
- 3.3 During the consultation period there were 75 written responses received and four responses submitted via Talking Point. However we did receive some responses which were in support of expanding one of the schools but not the other school.

- 3.3.1. Shakespeare Primary – 68 of the respondents supported the proposal to increase the number of school places at Shakespeare Primary. Eight were opposed to the expansion of the primary; half of these gave the increased distance as a reason. Three respondents were neither in support or opposed to the proposals.
- 3.3.2 The Co-operative Academy of Leeds – 70 of the respondents supported the proposal to increase the number of secondary places at the Academy. Seven were opposed to the expansion proposals; reasons related to the increased distance to the primary site and antisocial behaviour. Two were neither in support or opposed to the proposals.
- 3.3.3 A summary of the issues and concerns raised follows. A copy of the responses received can be requested from the Sufficiency and Participation Team at educ.school.organisation@leeds.gov.uk.
- 3.3.4 Both of the Governing Bodies at Shakespeare Primary School and The Co-operative Academy of Leeds support the proposals. The proposals also have the support of the Co-operative Trust.
- 3.4 In response to the consultation a number of respondents commented that the proposal would deliver much-needed additional school places which would be a benefit to the local community with more children being able to access local school places.
- 3.5 The concerns raised by respondents are listed as follows;
- 3.5.1 **Concern:** Being a larger primary school might affect my child's education.
- 3.5.2 **Response:** Shakespeare Primary School is a successful and popular school and creating additional places there would give more local families the opportunity to benefit from the high standards of teaching and learning that exist there. The school would grow incrementally each year and could take up to seven years to fill to its capacity. The head teachers, senior leadership team and governing body are keen to retain the ethos of the school as it grows and are confident that they could manage any changes successfully without any detriment to the standards that exist within the school. They would be able to draw upon the experience of colleagues from other schools that have expanded.
- 3.5.3 **Concern:** The relocation of the primary school would mean that I would have to walk further with my children to get to the new site.
- 3.5.4 **Response:** Shakespeare Primary currently has pupils who live close to Dolly Lane and who are now travelling to the school safely by foot. The Dolly Lane site is situated only 500 metres/0.3miles walking distance from the current primary school gate. There is an existing footpath which extends from Shakespeare Avenue to join Beckett Street. Safe access to the new site, including safe crossing measures would be reviewed by the Highways department as part of the planning process.

- 3.5.5 **Concern:** Would the current primary building be large enough for the space required for the additional secondary aged students? In particular, the dining hall would need to be large enough to accommodate the extra children at lunchtimes.
- 3.5.6 **Response:** As part of the design phase, all accommodation, including hall and dining accommodation would be reviewed to ensure it met the curriculum needs of the school. Working within the constraints of the building, wherever possible the aim would be to deliver hall accommodation of a sufficient size according to current school building requirements. Currently the primary hall and the secondary dining hall are located at each side of the shared kitchen and therefore it is anticipated there would not be a space issue at mealtimes.
- 3.5.7 **Concern:** The increase in numbers of secondary aged students may increase the level of antisocial behaviour issues for local residents. The entrances and exits used by the students need to be carefully considered.
- 3.5.8 **Response:** The Academy has been made aware of the concerns from local residents regarding antisocial behaviour around the area of the school. The Academy are engaging with local residents to understand and attempt to resolve the issues that have been raised. The entrances and exits for student use and how these are operated will be reviewed as part of the design process.
- 3.5.9 **Concern:** An increase in pupils would create more traffic and parking problems at both sites.
- 3.5.10 **Response:** Children's Services would work closely with colleagues in Highways services throughout the development. Early discussions have confirmed there are no significant concerns regarding the proposed relocation to the Dolly Lane site as it was previously a school site. However a package of highway improvements could be needed for safe access to the school, which could include new parking restrictions, traffic calming measures and improved footpaths. Car parking for school staff and visitors and potential drop off point could be considered at the design stage. The current traffic issues around the existing primary school are not expected to worsen if the school moves, as there would be fewer pupils across the whole site than there are now. We would continue to work with colleagues in Highways throughout the development of the potential build scheme.
- 3.5.11 **Concern:** The area around the Dolly Lane site is currently uninviting and attracts antisocial activity. It is not suitable for a primary school site.
- 3.5.12 **Response:** The land was previously used for a school which has since been demolished, leaving the site unused and neglected for a number of years. Redevelopment on this site through providing a vibrant, modern, purpose built primary school building with external playspace and landscaping would potentially improve the look of the area, making it more welcoming. It would be a new asset for the community and by bringing the vacant site back into educational use again it is expected that the current antisocial activity would reduce in this area. The local ward members are currently exploring other options for local improvements to be made in the area around Dolly Lane.

3.5.11 **Concern:** Would the additional secondary places at the Academy be filled with children who were not allocated a place at another secondary school; effectively becoming a 'sink' school?

3.5.12 **Response:** The number of children in the local feeder primary schools is increasing and based on the current preferencing patterns, the Academy needs to increase its published admissions number by two forms of entry (60 places) to meet the demand by September 2019, so the additional places that would be created would be expected to serve the local community.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 The process in respect of all the proposals has been managed in accordance with the relevant legislation and with local good practice.

4.1.2 Consultation included a four week period of on-line consultation on the preferred options supported by use of the councils Talking Point system. The consultation included drop in sessions for parents/carers, residents and other stakeholders at both Shakespeare Primary School and The Co-operative Academy of Leeds.

4.1.3 The drop-in sessions were information sharing sessions and also provided an opportunity for parents/carers, residents and other interested stakeholders to ask questions. Officers from Highways supported officers from Children's Services at these sessions. Drop in sessions were held at different times in the school day to talk to parents before and after they dropped off and picked up their children. In order to maximise engagement with parents, a drop in session was also held at each school which coincided with planned parent's evenings.

4.1.4 Meetings were also held with the school council, staff and governing body of both schools. Officers also met with the Co-operative Trust regarding the proposals.

4.1.5 Ward members were formally consulted during the public consultation stage, to both ensure awareness of all proposals city wide and to improve understanding of the impact of proposals in neighbouring areas. No concerns were raised. The consultation document for this proposal can be found at: <https://leedsschoolplaceplanning.wordpress.com/category/burmantofts/> or requested from the Sufficiency and Participation Team at: educ.school.organisation@leeds.gov.uk.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 The EDCI form for the proposals has been completed and is attached to this report.

4.3 Council policies and Best Council Plan

4.3.1 These proposals are being brought forward to meet the Council's statutory duty to ensure there are sufficient school for all the children in Leeds. Providing places close to where children live allows improved accessibility to local and desirable school places is an efficient use of resources and reduces the risk of non-

attendance, supporting the 2016/17 Best Council Plan priority to 'Improve educational achievement and close achievement gaps' as part of contributing to the wider Best Council Plan outcome for everyone in Leeds to 'Do well at all levels of learning and have the skills they need for life.

- 4.3.2 The proposals contribute to the city's aspiration to be the Best Council, the best city in which to grow up and a Child Friendly City. The delivery of pupil places through the Learning Places Programme is one of the baseline entitlements of a Child Friendly City and, by creating good quality local places that support children and young people to do well at all levels of learning and have the skills they need for life, we can support the priority aim of 'Improving educational achievement and closing achievement gaps', in turn helping to provide the skills needed to deliver on the Council's ambition to produce a strong economy by compassionate means. A good quality school place also contributes to the achievement of targets within the Children and Young People's Plan such as our obsession to 'improve behaviour, attendance and achievement'. It is, therefore, important that when bringing any proposal forward, there is a degree of certainty that any change would not have a negative impact on the teaching and learning in the school.

4.4 Resources and value for money

- 4.4.1 An early indicative budget for the proposed new Shakespeare Primary School expansion project is estimated between £13-15 million, based on a high-level calculation that considers the costs of previous new build school schemes and current construction costs. This estimate includes an amount for external works, risk and associated fees. Once the feasibility stage is complete and moves towards the detailed design phase the budget will be realigned to reflect the design freeze or pre-tender estimate which will take account of site investigations and survey information.

- 4.4.2 The relocation of Shakespeare PS will allow The Co-operative Academy of Leeds to expand through utilising the footprint of the primary provision. The scope will consist of internal remodelling works to create suitable teaching and learning spaces for secondary age pupils. The existing external spaces will also be reviewed to create additional age specific social, play and PE opportunities.. At this point in the process there has been no dialogue with a consultant or architect in terms of progressing the design and until this has commenced Children's Services is unable to commit to a high level viability budget estimate for the expansion of the secondary provision. As both schools currently fall under the PFI Combined Secondary Schools contract legal works will be required to remove the primary provision and the costs associated with this are also currently unknown. If the proposals were to proceed further, a budget estimate would be included in a future report to Executive Board seeking final determination.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 The processes that have been and will be followed are in accordance with the Education and Inspections Act 2006 as set out in the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007, and

amended by School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013.

4.5.2 This report is subject to call in.

4.6 Risk Management

4.6.1 The proposals to increase school provision in Burmantofts have been brought forward in time to allow primary places to be delivered for 2018 and secondary places for 2019.

4.6.2 A decision not to proceed at this stage would mean fresh consultation on new proposals, and would mean places may not be delivered in time. The authority's ability to meet its statutory duty for sufficiency of school places in the short term may also be at risk. Shakespeare Primary School has been very supportive in accommodating the in-year need for school places in the local area. The school would not have sufficient capacity to accommodate these additional places long term if it does not expand in the near future.

4.6.3 There is a corporate risk associated with failing to provide sufficient school places in good quality buildings that meet the needs of local communities.

5 Conclusions

5.1 Our ambition is to be the best city in the country. As a vibrant and successful city we will attract new families to Leeds, and making sure that we have enough school places for the children is one of our top priorities. These proposals have been brought forward to meet that need, and following the appropriate consultation we now seek to move them to the next stage. They would ensure that children in Leeds would have the best possible start to their learning, and so deliver our vision of a child friendly city.

5.2 The majority of respondents supported the expansion proposal for primary and secondary places. Concerns raised during consultation have been considered, and on balance, the proposal remains strong. It addresses the need for both primary and secondary school places in the area and offers the potential for additional two year old places.

5.3 The additional places are required to ensure the authority meets its legal requirement to ensure sufficiency of primary provision for September 2018 and secondary provision by September 2019. There is evidence of local need for places and it is therefore recommended that the proposal be approved.

Recommendations

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7 Background documents¹

7.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.