

Report of Director of Children and Families

Report to Executive Board

Date: 13 December 2017

Subject: Outcome of consultation to increase learning places at Beeston St Luke's Church of England Primary School



Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Beeston and Holbeck	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
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? 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 a proposal 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 the proposal is detailed in this report. The decision maker in these cases remains the Local Authority.

Detailed analysis of available demographic data has been carried out to establish the scope for existing primary school provision in the Holbeck Primary Planning Area to meet expected future demand for school places in this area. The Local Authority's Complex Needs team also conducted separate analysis, scrutinising the sufficiency of Special Educational Needs (SEN) primary provision across South Leeds, and providing a view

regarding the need for additional SEN places located within mainstream settings. The combined analysis has drawn attention to the need for additional mainstream and SEN school places in Holbeck and stakeholder engagement has since been undertaken with the following schools located within the area of need: Beeston Hill St. Luke's C of E Primary School; Park View Primary Academy; Greenmount Primary School; Hunslet Moor Primary School; Ingram Road Primary School; New Bewerley Community School; Lane End Primary Academy; and St. Francis of Assisi Catholic Primary School. Communication has also taken place with diocesan representatives, ward members, Learning Improvement, Highways, and other key stakeholders. A preferred option has emerged from these discussions to permanently expand Beeston Hill St Luke's C of E Primary School and establish Resourced Special Educational Needs (SEN) Provision for approximately 8 pupils with Complex Communication Difficulties. This scheme would be able to adequately address localised pressure for school places and, therefore, public consultation on this proposal was conducted from 11th September until 6th October 2017.

Recommendations

Executive Board is asked to:

- Approve the publication of a Statutory Notice on a proposal to expand primary provision at Beeston Hill St Luke's Church of England Primary School from a capacity of 315 pupils to 420 pupils with an increase in the admission number from 45 to 60 and to establish provision for pupils with Complex Communication Difficulties including children who may have a diagnosis of ASC (Autistic Spectrum Condition) for approximately 8 pupils 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 a sufficiency of school places, which support the achievement of the Best Council priority to improve educational achievement and close achievement gaps. This report describes the outcome of the consultation regarding proposals to expand primary school provision and establish Resourced SEN Provision at Beeston Hill St Luke's Church of England (C of E) Primary

School and seeks permission to publish a statutory notice in respect of these proposals.

2 Background information

- 2.1 Leeds City Council has permanently increased primary places across the Beeston and Holbeck areas in recent years and has also needed to agree bulge cohorts - where a school admits children above its published admission number as a temporary measure - to address the ongoing demand for places.
- 2.2 The available demographic data has identified that further additional school places are required in the densely populated Holbeck area to meet demand from families living locally. This is due in part to the following: an increase in births in this area resulting in more 0-5 year old children residing in this area of Leeds; high levels of in-year pressure for places in some school year groups; the high level of interaction amongst schools across the Hunslet, Beeston and Holbeck planning areas; and an extensive programme of house building, both planned and already underway, in the Holbeck area. There is a particular pressure for places in the area where Beeston Hill St Luke's C of E Primary School is situated and schools in this area are full and unable to accommodate any additional demand. Without adding any additional places in this area, it is likely that in future years some children may not be allocated a local school place.
- 2.3 Holbeck and the wider South Leeds area has also been identified by the Local Authority's Complex Needs team as an area with a deficit of provision for children with complex Communication Difficulties, including ASC, compounded by a parallel rise in demand for primary Resourced Provision from families with children who have Education, Health and Care plans. The above proposal to create a Resourced Provision will help ensure that there are sufficient places for local children with special educational needs (SEN).
- 2.4 Beeston Hill St Luke's C of E Primary School cannot accommodate a permanent expansion to 2 forms of entry (FE) and the Resourced SEN Provision without some remodelling of the existing school building. Any agreed scheme would also require the construction of additional classrooms and other facilities and initial work carried out by the Built Environment team suggests that a number of options

are possible. Detailed design for the new building would need to be developed if these proposals progress.

2.5 The leadership team, governing body and teaching staff at Beeston Hill St Luke's C of E Primary School have recognised that there is increased demand for both mainstream and SEN school places locally and more widely across South Leeds and are supportive of plans to expand the school to help address these sufficiency issues.

2.6 Consultation on this option took place between 11th September 2017 and 6th October 2017. To maximise stakeholder engagement a variety of consultation methods were used, including: email; an online discussion forum; an online SNAP survey; several informal drop-in sessions (for parents, residents and other interested stakeholders to attend), held at the school and offering an opportunity to discuss the proposal with Leeds City Council representatives and to complete a consultation response form; and attendance by the Sufficiency and Participation team at the local Residents and Tenants Association meeting. As well as distributing flyers to residents in the local area, details of the proposals and the consultation activity were also advertised to parents and carers; local residents and other interested parties; via letters sent out to parents by Beeston Hill St Luke's C of E Primary School; posters and consultation booklets displayed and available from Early Years providers in the Holbeck area; via the Leeds City Council website; through various social media platforms and accounts, and by local community groups and organisations active in the Beeston and Holbeck ward.

2.7 Consultation meetings were held with the school's governing body, staff and the Pupil Ambassadors of Beeston Hill St Luke's C of E Primary School. A banner was also placed at the school site to advertise the consultation and consultation response forms were available for collection and drop off at the school's reception throughout the consultation period.

3 **Main issues**

3.1 The expansion of Beeston Hill St Luke's C of E Primary School is proposed as it is an Ofsted rated 'Outstanding' school in an area of high demographic need, is very

popular with local families and is supported by both the Complex Needs and Learning Improvement teams. The school benefits from strong leadership and management, and a dedicated staff team who are very positive about the potential permanent expansion. They are confident that existing high standards of teaching and learning can be maintained, resulting in improved outcomes for a greater number of local children.

3.2 During the consultation period there were seventy two written survey responses received and five responses submitted via the online SNAP survey. In total sixty one respondents (79% of total) declared their support for the proposal to expand the school and seventy three (95% of total) gave approval for the proposal to establish a Resourced Provision for children with complex learning needs.

Overall sixty one of the seventy seven respondents (79% of total) were in support of both proposals with thirteen respondents objecting to the expansion proposal. A further two respondents stated that they were ambivalent about the expansion proposal, while one respondent was against and one unsure of the SEN proposal. One respondent did not give a view either way in regard to the SEN proposal, and a further single respondent did not indicate their support or objection to either of the proposals. Sixty nine of the seventy seven respondents stated that they found the consultation process was useful. Comments made in support or against the proposals, and about the consultation process, on response forms, via the online survey and during the Residents and Tenant's Association meeting are summarised below.

A copy of the responses received can be requested from the Capacity Planning and Sufficiency Team at educ.school.organisation@leeds.gov.uk

3.3 A large number of those respondents in support of the proposals gave comments expressing how well run the school is. Many recognised the need for additional school places in the area and gave their support for proposals considered to be of benefit to the whole community, through expanding the opportunity for more local children and children with complex learning needs to attend at St Luke's School in the future. Many of those in support also stated their confidence in the school's ability to make a success of the proposed expansion and Resourced SEN

Provision. Other comments made in support of the proposals included the belief that there would be a benefit for children in Key Stage Two who would, under the proposed changes, be taught in their own year groups, rather than in the current mixed year group classes. Many respondents stated that the proposal to establish Resourced SEN Provision would help make mainstream education more accessible to children with complex learning needs and provide the opportunity for pupils accessing this provision to learn and play with their peers in an outstanding setting. Respondents, including some staff members at St Luke's school, wrote of their concern in regard to the current lack of SEN places in South Leeds and suggested that the proposed purpose built Resourced SEN Provision would help to address this. Many also felt that establishing the Resourced Provision would allow the school to provide the right care and educational support for pupils with SEN.

3.4 The concerns raised by respondents, categorised by theme, are as follows:

- **Demographics/Sufficiency** - concern that the local authority is not looking beyond 2021 in their planning of primary school places.
- **Response:** As school place planning projection methodology requires birth and under-5's cohort data, obtained from the National Health Service, it is not possible to accurately predict primary school place demand beyond a five year period.
- **Consultation process and information** – some respondents stated that greater detail of building plans was required to make an informed decision about the proposals; some commented that there was insufficient detail regarding the Resourced SEN Provision in order to make an informed decision about that particular proposal; and some residents reported that they were unaware of the consultation exercise or did not feel that the drop-in sessions were accessible to them.
- **Response:** The level of detail that can be provided at the consultation is limited by the fact that, at this stage, the proposals only require respondents to consider whether they support the notion of expansion of mainstream places and the establishment of Resourced SEN Provision at Beeston Hill St Luke's C of E

School. If the proposals go ahead there would be further consultation with the school and other stakeholders regarding the building plans and the Resourced SEN Provision facilities.

The consultation process has been carried out following Department for Education consultation principles and in line with all current legislation and guidance. Drop in sessions were widely advertised using various mediums, as described above at paragraph 2.5, held at the school itself and were open to the general public.

- **Environment/ site considerations** – concerns raised about the following: loss of green space and playground space due to construction of additional buildings; the hall and some classrooms are not physically large enough or suitable for a larger numbers of pupils; some commented that cloakroom and classroom space is already lacking; suggestion that the Resourced Provision unit should be housed within the existing building through remodelling rather than by constructing a larger extension; that environmental consideration should be given to any proposed building works; and concern that pupils health and safety is at risk from the dumping of hypodermic syringes around the outer perimeter of the school site.
- **Response:** An accommodation solution has not yet been fully determined and a detailed design for the new building would need to be developed. Any accommodation requirements would be agreed in consultation with the school leadership team and governing body as part of the expansion process. If the proposal goes ahead, it has been shown to be possible to build in such a way as to minimise the loss of any green/ hard play space. It may also be possible to incorporate a new Multi-Use Games Area (MUGA) into the plans which would help to offset any loss of hard play.

New classrooms and facilities, i.e. toilets and cloakrooms, would be built to accommodate the extra classes of children. All internal facilities (classrooms, toilets, cloakrooms etc.) would need to conform to minimum building regulations and standards and, therefore, would be appropriately sized and fit for purpose. Environmental legislation would be fully complied with for building design and construction.

The school site, including playgrounds and green space is fully contained within a securely fenced boundary to ensure the safety of pupils. Issues regarding the dumping of dangerous waste in the outer perimeter of the school site will be fed back to colleagues within Environmental Health for further investigation.

- **Impact on school operation** – concern raised by some that construction work required to expand the school may cause temporary disruption to classes; some felt that there could be a detrimental impact on the pupil's current, 'already stretched', lunch period.
- **Response:** Wherever possible, disruptive building works would take place out of school hours and across school holidays. Where this is not possible, work would be carried out with the minimum of disruption to pupils, staff and residents. The contractors used by Leeds City Council have considerable experience of managing building projects on school sites in a safe and secure manner, and a full risk assessment would be undertaken.

The school leadership team are confident that they could make the operational changes required to lunch rotas, break times, assemblies, and other whole school activities, in order to accommodate the additional pupils.

- **Larger class sizes and attainment** – Concern that larger classes will negatively impact upon teaching and learning standards and pupil's attainment; that more pupils will change the ethos of the school.
- **Response:** The school would ensure that staffing increases in line with the increase in pupil numbers. This would ensure that the current ratio of one teacher to every thirty children is maintained - as prescribed by current infant class size legislation. As classes at Beeston St Luke's are currently made up of mixed year groups, due to the schools current one and a half form entry admission limit, Learning Improvement colleagues have suggested that there are likely to be benefits from the proposal for the school in terms of ease of National Curriculum delivery in single year classes. The Resourced SEN Provision would also require additional specialist teaching staff. The school leadership team and governing body are keen to retain the ethos and existing high standards of the school and

are confident that the proposed change can be successfully managed without detriment to the education of current and future pupils.

- **Highways** - concerns raised about increases in traffic congestion, lack of traffic calming and other road safety measures, inconsiderate and illegal parking, a shortage of resident and staff parking, and a lack of school drop off/pick up facilities, suggestions that some double yellow lines should be removed or partially removed near to Lane End School to allow school pick up /drop off by car further from local residents properties.
- **Response:** Planning approval requires officers from Highways to formally comment on all applications. A complete reassessment of traffic management measures would be carried out as part of the proposal, the School Travel Plan would be updated, and measures identified by highways colleagues as required for approval would be incorporated into any final scheme. Requirements deemed necessary may include increased parking enforcement, reduced speed limits and other traffic management measures. Additional on-site parking would be required to accommodate an increase in staffing levels should the proposal go ahead.

All comments made by those in attendance at the Resident's and Tenant's Association meeting, included above, regarding historical Highway's issues pertinent to this proposal have also been fed back separately to the Highways team.

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 The consultation was carried out over four week period and included use of the WordPress on-line forum and an on-line SNAP survey. A number of drop-in sessions were held at the school supported by officers from Highways, Children and Families Service, Complex Needs, and the Built Environment Teams, to

discuss the proposals. These were attended by parents, carers, school staff, and local residents. Information was distributed widely, including via the school, to other local schools, via local Early Years providers, on the Leeds City Council website, the Family Information Service website, Twitter and Facebook. Meetings were held with the governors, staff and pupil ambassadors of Beeston St Luke's C of E Primary School. Banners were placed at the entrance to the school to advertise the consultation and leaflets highlighting the consultation, and the timings of the consultation drop-in meetings were distributed to approximately 200 local residents. Officers from the Children and Families team also attended a local community group meeting, attended by residents and local ward members, to promote the consultation.

- 4.1.3 Local ward members were consulted and are supportive of the proposals provided that highways and parking concerns are adequately addressed.

4.2 **Equality and Diversity / Cohesion and Integration**

- 4.2.1 The EDCI screening form for the proposals at Beeston Hill St Luke's C of E Primary School has been completed and is attached as an appendix to this report.

4.3 **Council policies and Best Council Plan**

- 4.3.1 This proposal offers good value for money through its capacity to support achievement of the Best Council outcome to give everyone the chance to do well at every level of learning, gaining the skills they need for life.
- 4.3.2 This proposal is being brought forward to meet the Local Authority's statutory duty to ensure there are sufficient school places 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.

This proposal contributes 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. By creating good quality local school places we can support the

priority aim of improving educational achievement and closing achievement gaps. In turn, by providing young people with the skills they need for life, these proposals provide underlying support for the council's ambition to produce a strong economy by compassionate means. A good quality school place also contributes towards delivery of targets within the Children and Young People's Plan such as our obsession to improve behaviour, attendance and achievement. It is important when bringing any proposal forward that there is a degree of certainty that any change would not have a negative impact on teaching and learning. Beeston Hill St Luke's C of E Primary School was rated Outstanding in its June 2008 Ofsted inspection and remained Outstanding in its April 2011 Interim Ofsted inspection report. The Governing Body believes that it can manage the proposed changes whilst maintaining standards.

4.4 Resources and value for money

4.4.1 The current budget associated with the expansion of Beeston St Luke's is based on a high level cost estimate of £ £2,711,955.80. Once the feasibility stage is complete and the scheme proceeds to detailed design, budgets would be realigned to reflect that all parties have agreed the final design and cost estimate, which would take account of site investigations and survey information, in accordance with standard project and risk management principles. The scheme would be subject to planning permission which would be granted prior to the commencement of construction works on site. Schemes would also be subject to relevant stakeholder consultation.

4.4.2 This expansion would be funded from the Learning Places Programme through Basic Need Allocations. The precise funding packages would be confirmed at the design freeze stage, and detailed in the relevant Design and Cost reports.

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 proposal to increase primary provision in the Holbeck area has been brought forward in time to allow places to be delivered for 2019. A decision not to proceed at this stage may result in a fresh consultation on new proposals, and places may not be delivered in time. It may also result in further bulge cohorts being delivered in other local schools which would be more costly in the longer term. The LA's ability to meet its statutory duty for sufficiency of school places in the short term may be at risk.

4.6.2 There is also 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 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 Leeds as a child friendly city.

5.2 The majority of the respondents support the expansion of Beeston Hill St Luke's C of E Primary School. Concerns raised during consultation have been considered, and on balance, the proposal remains strong and addresses the need for school places in the area.

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

6 **Recommendations**

6.1 Executive Board is asked to:

- Approve the publication of a Statutory Notice on a proposal to expand primary provision at Beeston Hill St Luke's Church of England Primary School from a capacity of 315 pupils to 420 pupils with an increase in the admission number from 45 to 60 and to establish provision for pupils with Complex Communication Difficulties including children who may have a diagnosis of ASC (Autistic Spectrum Condition) for approximately 8 pupils with effect from September 2019.
- Note the responsible officer for implementation is the Head of Learning Systems.

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.