

## Report to Cabinet



Date of Meeting	26 <sup>th</sup> February 2019
Portfolio	Cabinet Member for Children's Services
Report Author	Fay Davies
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### The Need for Extra Primary School Places 2019 - 2023

#### Executive Summary

- 1.1 The borough of Rochdale has continued to see large numbers of children applying for in-year primary school places. In the 2017-18 academic year a total of 2055 in-year applications were received and 970 new school places were applied for in-year (primary and secondary combined). For the 4 months from September to December the current academic year's total of additional school in-year applications is 30.7% higher than the previous year.
- 1.2 Birth rates from the latest Office of National statistics data available for Rochdale, for the 2016/17 academic year, shows that there were 3051 births in the borough. This nearly equals the previous record birth rate of 3069 which occurred in 2011/12. The 2011/12 children are now in year 2 and make up the largest school cohort with a total of 3075 year 2 pupils across the borough.
- 1.3 Recent house completion data, which was reported in the Rochdale Online (28/11/2018), showed the creation of new housing has doubled in the 2017/18 financial year to 799 completions. The average rate of new house builds 2010 – 2016 was 381 per year. The 5 year Strategic Housing Land Availability Assessment (April 2018) gives an average house build rate of over 850 per annum for the next 10 years and while this could be affected by economic conditions and forecasts, the additional forecasted children must be considered.
- 1.4 As a consequence of the three elements detailed above, extra capacity needs to be created in the Primary school estate in all areas of the borough and some capital spend is required to create classrooms for temporary bulge classes in operation and planned.

#### Recommendation

- 2.1 That Cabinet consider the information in this report and support the expansion of the Primary school estate with the understanding that further details will be brought before the relevant Township committees for consideration.

- 2.2 That Members consider the possibility of new Primary schools being needed, which will be required to be created using the Free School/Academy programme. Housing developer education contributions through the S106 procedure are being sought from all suitable housing developments
- 2.3 That Members recommend the expenditure on bulge classes in Rochdale and Heywood Townships.

#### **Reason for Recommendation**

- 3.1 The council has a statutory duty to provide education and school places to all school aged children living in the borough and consequently has a duty to plan adequately for predicted pupil numbers.
- 3.2 Current housing development plans along with the housing allocations defined in the Greater Manchester Spatial Framework dictate that pupil numbers in Rochdale will continue to grow and plans must be put in place to create the needed school capacity.

#### **Key Points for Consideration**

##### **Heywood**

- 4.1 Primary schools in Heywood have been working close to capacity for several years. Five schools have been extended since 2013 with Woodland Primary going to 3 forms of entry from September 2018 and St Lukes CofE Primary going to 2 forms of entry in September 2019.
- 4.2 Currently there are no available spare places in year 2 in the Township and although the council receives few in-year applications for Heywood, the year 2 year group falls into the statutory class size legislation limit of 30 children per class, and consequently this situation needs to be remedied.
- 1.3 Rising birth rates in Heywood mean that Reception numbers are due to rise and there will be insufficient capacity by 2020/21 and for 2021/22 (Appendix 1 figure 1). However Nationally birth rates have started to decline and 2017/18 birth rates from child health data in Heywood show a slight decrease in forecasted Reception intake numbers in 2022/23. The timing and duration of temporary and/or permanent builds need to be considered carefully.
- 4.4 On 22nd March 2018 the Rochdale Council Planning Licence Committee reported a hybrid planning application for the development of land close to Junction 19 of the M62 which includes up to 1000 new houses in south Heywood. This proposed housing development is not yet considered in the forecasts given in Appendix 1, figures 1 and 2, but does include a new 1 form of entry Primary school, which is needed in order to accommodate the predicted 250 additional primary aged pupils. Since in Rochdale there is a tendency for pupils moving into the borough in-year to be predominantly in the key stage 1 year groups, more than an additional 1 form of entry may be needed.

- 4.5 Current forecasts suggest two years of bulge classes are will be needed for 2020/21 and 2021/22 but consideration of needing to expand one school by 1 form of entry through all year groups should be investigated. Harwood Park Primary have been approached and have agreed to two years of bulge classes if sufficient classroom spaces can be created.

	2019-20	2020-21	2021-22	2022-23
<b>Extra Places Needed</b>	9 spare	Minimum of 5 places needed	0 spare places so spare capacity needed	19 spare
<b>Plans</b>	St Lukes PAN 30 to 60 permanently	Harwood Park 2 classroom extension (PAN 60 to 90 for 2 years)		
<b>Possible ways forward</b>		(i) Investigate feasibility to extend a school in Heywood by 1 form of entry permanently (30 pupils per year group) (ii) New 1 form of entry Primary school required in the long due to the new housing developments.		

### **Middleton**

- 4.6 Extra Primary school capacity has been created recently in 6 schools in Middleton. In 2016 Bowlee Park Primary expanded to 4 forms of entry and in September 2018 Boarshaw Primary expanded to a permanent 2 forms of entry.
- 4.7 Although extra spare capacity has been created for the high level of in-year and new start pupils, there are only 2 spare places in each of year 4 and year 5 across the Township as of January 2019. There are also 5 classes with over 30 pupils in the year 5 cohort. Class sizes are not limited statutorily in this year group. The spare capacity created in key stage 1 year groups is also causing difficulties with the subsequent low levels of funding for some schools, where classes are not full.
- 4.8 Reception pupil numbers are due to level off because of the lowering of the birth rates in Middleton (Appendix 1, figure 3). However latest Office for National statistics birth data for intakes in 2021/22 show an increase in this year. Current forecast suggest there will 0 spare capacity in 2021/22 (Appendix 1, figure 4 and table 3) and with current levels of inward migration this would mean not enough capacity.
- 4.9 Middleton currently has 3 sizeable housing developments under construction; two on the Langley estate and one in East Middleton. It has a further 3 sizeable housing developments with planning permission and where construction of access roads has started; including Hollin Lane and Langley Lane and a further one in East Middleton. These together suggest an expected build of between 180 to 260 houses per annum which would yield between an additional 45 and 65 Primary aged pupils per year. House building rates will be considerably altered by economic conditions and so are estimates.

- 4.10 Nationally birth rates have started to decline but the most recent Middleton birth data shows a rise for 2021/22. This along with the large housing developments coming forward in North Middleton and South Heywood means that further expansions or a new Primary school could possibly be needed in the long term.
- 4.11 Current forecasts suggest one year of bulge classes may be needed for 2021/22 and but consideration of needing a new 1 form of entry Primary school in North Middleton school should be investigated in the long term depending on rates of additional children due to the new housing developments.

	2019-20	2020-21	2021-22	2022-23
<b>Extra Places Needed</b>	55 spare	53 spare	0 spare places so spare capacity needed	38 spare places but more spare capacity may be needed
<b>Plans/Possible ways forward</b>			(i) A bulge class will be required for 2021/22 and possibly for 2022/23 depending on migration (ii) New 1 form of entry Primary school may be required in the long term depending on new housing developments.	

### **Pennines**

- 4.12 For the purpose of Primary School place forecasts the Pennines Township has been split into North and South Pennines areas. North Pennines consists of the Littleborough Lakeside Ward and the Wardle and West Littleborough Ward. South Pennines consists of the Milnrow and Newhey Ward.
- 4.13 The birth rate in the north Pennines area drops for the 2019/20 intake year group but rises again, and current forecasts show insufficient capacity for the 2021/22 intake year (Appendix 1 figure 5 & 7). Pennines South (Appendix 1, figure 6 & 8) also shows a rise in birth rates for 2021/22 with insufficient places available. Historically in-year moves are low throughout the Pennines township but a considerable number of new housing is currently being built and planned in the north Pennines area, so current low rates of spare capacity in years above Reception needs to be kept under review.
- 4.14 Housing developments in the North Pennines, either under construction or with planning permission, currently show a new house build rate of up to 100 additional houses per year. This will impact on migration into the area and could impact current in-year application rates. The current draft of the Greater Manchester spatial Framework also contains allocations in Pennines South.
- 4.15 Places may be needed for 2021/22 in both north and south Pennines and possibly for south Pennines in 2022/23. Extra classroom space was created in Littleborough Primary which may not yet be utilised, but this would not meet the forecasted need in the south of the area. Creation of additional places in the more central Pennines areas will be considered.

		2019-20	2020-21	2021-22	2022-23
<b>Pennines North</b>	<b>Extra Places Needed</b>	47 spare	14 spare	A minimum of 3 additional places	59 spare
	<b>Plans/Possible ways forward</b>			(i) A bulge class will be required for 2021/22	
<b>Pennines South</b>	<b>Extra Places Needed</b>	11 spare	3 spare	A minimum of 18 places needed.	Minimum of 2 spare places needed
	<b>Plans/Possible ways forward</b>			(i) A bulge class will be required for 2021/22 and 2022/23 (ii) Extension of Crossgates from 45 to 60 PAN will be considered. (iii) A new school in north Pennines may be required depending on size and timing of new housing developments.	

### **Rochdale**

- 4.16 Rochdale Township includes almost half of children educated in Rochdale Borough. For school place planning purposes this has been split up into four areas: Rochdale North East, North West, Central and South West.
- 4.17 Recently a bulge class was created in Greenbank Primary in 2017/18 for a peak in births in that year. Extra capacity was also created in Whittaker Moss Primary which went to 2 forms of entry in 2017/18. For the September 2018 intake extra capacity was created at Lowerplace Primary (now 3 forms of entry) and Belfield Primary (now 2 forms of entry). Castleton Primary also accommodated an additional form of entry for both Reception and Year 1 classes in the September 2017 intake, and created additional spaces to make their year 4 class also 2 forms of entry. Additional internal restructuring is required at Castleton Primary as the school agreed to accept more children in September 2018 to create bulge classes in Year 1 and Year 2.
- 4.18 The birth rate in the North-west & North-east combined area dropped for the 2018/19 intake year group, but rises again to 2020/21, and current forecasts show insufficient capacity for one year (Appendix 1, figure 10). Consequently a bulge class will be needed to meet the forecast need for 1 year only in 2020/21.
- 4.19 The birth rate in the SW and Central Rochdale area has zigzagged for several years and forecasted pupil numbers follow this trend. Predictions show pupil numbers will be close to capacity for September 2019 and additional places will be needed for 2021/22 (Appendix 1, figure 13). Rochdale Central Reception classes are forecasted to have spare capacity for the next 4 years (appendix 1, figure 14 & table 8). In the Rochdale South-west area however, a shortage of places is predicted from 2019/20 to 2021/22 (Appendix 1, figure 15 & table 8).

- 4.20 The forecast shortage of places in the south-west area of Rochdale Township is predominantly due to the rise in births in the ward of Castleton. However new housing developments in both Castleton, and Balderstone and Kirkholt Wards combined are due to add an estimated 120 new houses each year for the next 5 years and will add an approximately additional 30 children per year to the primary school sector. Consequently a new permanent extra form of entry for Reception year children will be needed in the area of South-west Rochdale for 2019/20.
- 4.21 With the additional new housing mentioned above and the allocation of further land for housing development mentioned in the Greater Manchester spatial Framework, a new school will possibly be needed in the area of South-west Rochdale Township in the medium term.

		2019-20	2020-21	2021-22	2022-23
<b>North-west and North East Rochdale Township</b>	<b>Extra Places Needed</b>	13 spare	A minimum of 10 extra places will be needed	27 spare	30 spare
	<b>Plans/ Possible ways forward</b>		(i) A bulge class will be required for 2020/21		
<b>Central and south-west Rochdale Township</b>	<b>Extra Places Needed</b>	9 places will be needed in Castleton ward	18 places will be needed in Castleton Ward	A minimum of 14 extra place swill be needed, but up to 61 may be needed in Castleton Ward	
	<b>Plans/ Possible ways forward</b>	(i) Castleton Primary school is currently undergoing internal restructuring to accommodate pupils taken in the 2017/18 year. (ii) Extra capacity will be needed in Castleton Ward. Castleton Primary already has 3 bulge years and expansion of Castleton Primary to 2 form entry permanently will offer enough places to 2021/22 (iii) A second bulge class could be needed for 2021/22 for 1 year (iv) Additional housing developments along with allocations from the Greater Manchester spatial Framework means a new school will be needed in the area in the long term.			

- 4.22 Further extra needed capacity will be sought and reported subsequently.
- 4.23 Housing build estimates are affected by economic conditions and could be materially different from those estimated here.

### **Alternatives Considered**

- 4.24 In the last few years 30 of the 69 mainstream Primary Schools have taken bulge years or increased their PAN. The majority of these have had either internal restructuring or major building carried out. All extra classes are being discussed with Head teachers and Governing boards.
- 4.25 In Heywood, Middleton and South Rochdale primary schools are reaching the point where they cannot be expanded further and the possibility of the

council needing to open new schools must be considered. With the current government's Academy/Free school programme new schools can only be opened as independently run Academy schools and must be provided under the centrally funded Wave programme or through the council funded Presumption route.

<b>Costs and Budget Summary</b>
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- 5.1 The costs associated with co-ordinating admission arrangements are met from the Dedicated Schools Grant.
- 5.2 A cost of approximately £500,000 for creation of classroom spaces for the bulge classes mentioned in paragraph 4.22 will be funded by the EFA annual allocations of Basic Need capital budget.
- 5.3 Where applicable, schools offering additional pupil places to meet the LA's statutory need, may also be eligible for revenue funding from the Council's Growth Fund, which is approved by Schools Forum.

<b>Risk and Policy Implications</b>
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- 6.1 The application of pupil place planning arrangements contributes to the Council Business Plan in ensuring an effective allocation process for school admissions. The council has a statutory duty to offer a school place to every child living in the borough and must manage the schools estate to meet the predicted need.
- 6.2 For any new school needed the Council does not have under its direct control the legal mechanisms to create new schools and must, under the Academies Act 2010 and Education Act 2011, seek Department for Education approved academy trust providers to provide the schools

<b>Consultation</b>
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- 7. Plans developed from this report for any permanent school extensions will be presented to the relevant Township Committees for consideration, before being reported to Cabinet. A formal consultation process will be conducted as defined by the government guidance on Prescribed Alterations to Schools.

<b>Background Papers</b>	<b>Place of Inspection</b>
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<b>For Further Information Contact:</b>	Fay Davies fay.davies@rochdale.gov.uk
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