

**DECISION-MAKER:** CABINET  
**SUBJECT:** DETERMINING PROPOSALS TO INCREASE THE NUMBER OF PRIMARY SCHOOL PLACES IN THE CITY  
**DATE OF DECISION:** 14 MARCH 2011  
**REPORT OF:** CABINET MEMBER FOR CHILDREN'S SERVICES

**STATEMENT OF CONFIDENTIALITY**

NONE

**BRIEF SUMMARY**

This report sets out proposals to enlarge 20 primary schools in the city in response to a continuing forecast rise in the population, driven mainly by a rise in the number of births.

The proposals to expand the 20 primary schools are informed by statutory consultation which the Local Authority carried out with parents, schools, the local community and the local Roman Catholic and Church of England Dioceses.

The proposals are set out under three headings:

- Enlargement of schools from 2011 – 130 places.
- Enlargement of schools from 2012 – 315 places.
- Enlargements that do not require statutory proposals – 60 places.

The expansion will result in an additional 355 places in year R by September 2012/2013 and 150 year 3 places by 2015.

These proposals build on the enlargements of 8 schools in the city centre and Freemantle under the Primary Review Phase 1, carried out in 2009.

**RECOMMENDATIONS:**

1. To consider and take into account the outcome of statutory consultation as set out in Appendix 1.
2. To approve the implementation of the enlargement of the following 6 schools from 1 September 2011, creating 130 new places:
  - i. The enlargement by 15 places (0.5FE – forms of entry) per year group of Bassett Green Primary School, with implementation from 1 September 2011, beginning with Year R and continuing incrementally until all 7 years have been expanded. This would have the effect of enlarging the school from 1.5FE (45 places) to 2FE (60 places) per year group, and increasing the net capacity from 315 to 420 by September 1 2017.
  - ii. The enlargement by 30 places (1FE – form of entry) per year group of Glenfield Infant School, with implementation from 1 September 2011, beginning with Year R and continuing incrementally until all 3 years have been expanded. This would have the effect of enlarging the school from 2FE (60 places) to 3FE (90 places) per year group, and increasing the net capacity from 179 to 270 by 1 September 2013.

- iii. The enlargement by 10 places (0.33FE – forms of entry) per year group of Highfield CE Primary School, with implementation from 1 September 2011, beginning with Year R and continuing incrementally until all 7 years have been expanded. This would have the effect of enlarging the school from 1.16FE (35 places) to 1.5FE (45 places) per year group, and increasing the net capacity from 233 to 315 by 1 September 2017. This enlargement would be carried out in conjunction with the CE diocese of Winchester.
  - iv. The enlargement by 15 places (0.5FE – forms of entry) per year group of Kaneshill Primary School, with implementation from 1 September 2011, beginning with Year R and continuing incrementally until all 7 years have been expanded. This would have the effect of enlarging the school from 1.5FE (45 places) to 2FE (60 places) per year group, and increasing the net capacity from 315 to 420 by 1 September 2017.
  - v. The enlargement by 30 places (1FE – forms of entry) per year group of Moorlands Primary School, with implementation from 1 September 2011, beginning with Year R and continuing incrementally until all 7 years have been expanded. This would have the effect of enlarging the school from 1FE (30 places) to 2FE (60 places) per year group, and increasing the net capacity from 210 to 420 by 1 September 2017.
  - vi. The enlargement by 30 places (1FE – forms of entry) per year group of Shirley Warren Primary School, with implementation from 1 September 2011, beginning with Year R and continuing incrementally until all 7 years have been expanded. This would have the effect of enlarging the school from 1FE (30 places) to 2FE (60 places) per year group, and increasing the net capacity from 210 to 420 by 1 September 2017.
3. Subject to the condition that changes to the admission arrangements, including the PAN, for each school is approved by the relevant Admission Authority by the implementation date, to approve the implementation of the enlargement of the following 12 schools from 1 September 2012, creating 315 new places:
- i. To revoke the proposals approved by Southampton City Council on 9th July 2009 to change Banister Infant School (Community School) Banister Gardens, Westrow Road, Southampton, SO15 2LX from an infant and nursery school to become an all through primary school by changing the age range of pupils to be admitted from 3-7 year olds to 3-11 year olds from September 2013 increasing the size of the school from 135 pupils to 315 pupils by September 2016. Instead, the following alterations will be made to Banister Infant School (Community School) Banister Gardens, Westrow Road, Southampton, SO15 2LX from 1st September 2012.

To increase admissions to Banister Infant School by admitting a further 15 pupils to Year R (age 4) from September 2012 and continuing each school year until all years have been expanded and from 1st September 2013 to change Banister Infant School from an infant and nursery school to become an all through primary school by changing the age range of pupils to be admitted from 3-7 year olds to

3-11 year olds. In order to achieve the change of age range up to 60 pupils will be permitted to transfer from Year 2 (age 6) to Year 3 (age 7) or be admitted as casual vacancies to Year 3 (age 7) from September 2013 and in subsequent school years. This will have the effect of enlarging the school from 162 places to 420 places by 1 September 2018. The current net capacity of the school is 162 (excluding the nursery) and the proposed net capacity will be 420 statutory school age places. The current number of pupils registered at the school is 130 (excluding the nursery). The current admissions number is 45 and the proposed admission number will be 60.

- ii. The enlargement by 30 places (1FE – form of entry) per year group of Fairisle Infant & Nursery School, with implementation from 1 September 2012, beginning with Year R and continuing incrementally until all 3 years have been expanded. This would have the effect of enlarging the school from 3FE (90 places) to 4FE (120 places) per year group, and increasing the net capacity from 270 to 360 by 1 September 2014.
- iii. The enlargement by 30 places (1FE – form of entry) per year group of Fairisle Junior School, with implementation from 1 September 2015, beginning with Year 3 and continuing incrementally until all 4 years have been expanded. This would have the effect of enlarging the school from 3FE (90 places) to 4FE (120 places) per year group, and increasing the net capacity from 360 to 480 by 1 September 2018.

Proposal 3(ii) and 3(iii) are linked.

- iv. The enlargement by 15 places (0.5FE – forms of entry) per year group of Harefield Primary School, with implementation from 1 September 2012, beginning with Year R and continuing incrementally until all 7 years have been expanded. This would have the effect of enlarging the school from 1.5FE (45 places) to 2FE (60 places) per year group, and increasing the net capacity from 315 to 420 by September 1 2017.
- v. The enlargement by 30 places (1FE – form of entry) per year group of Tanners Brook Infant School, with implementation from 1 September 2012, beginning with Year R and continuing incrementally until all 3 years have been expanded. This would have the effect of enlarging the school from 3FE (90 places) to 4FE (120 places) per year group, and increasing the net capacity from 270 to 360 by 1 September 2014.
- vi. The enlargement by 30 places (1FE – form of entry) per year group of Tanners Brook Junior School, with implementation from 1 September 2015, beginning with Year 3 and continuing incrementally until all 4 years have been expanded. This would have the effect of enlarging the school from 3FE (90 places) to 4FE (120 places) per year group, and increasing the net capacity from 360 to 480 by 1 September 2018.

Proposals 3(v) and 3(vi) are linked.

- vii. The enlargement by 30 places (1FE – form of entry) per year group of Valentine Infant School, with implementation from 1 September 2012, beginning with Year R and continuing incrementally until all 3 years have been expanded. This would have the effect of enlarging the school from 3FE (90 places) to 4FE (120 places) per year group, and increasing the net capacity from 270 to 360 by 1 September 2014.
- viii. The enlargement by 30 places (1FE – form of entry) per year group of Heathfield Junior School, with implementation from 1 September 2015, beginning with Year 3 and continuing incrementally until all 4 years have been expanded. This would have the effect of enlarging the school from 3FE (90 places) to 4FE (120 places) per year group, and increasing the net capacity from 359 to 480 by 1 September 2018.

Proposal 3(vii) and 3(viii) are linked.

- ix. The enlargement by 30 places (1FE – form of entry) per year group of Sholing Infant School, with implementation from 1 September 2012, beginning with Year R and continuing incrementally until all 3 years have been expanded. This would have the effect of enlarging the school from 2FE (60 places) to 3FE (90 places) per year group, and increasing the net capacity from 174 to 270 by 1 September 2014.
- x. Linked to this is the enlargement by 30 places (1FE – form of entry) per year group of Sholing Junior School, with implementation from 1 September 2015, beginning with Year 3 and continuing incrementally until all 4 years have been expanded. This would have the effect of enlarging the school from 2FE (60 places) to 3FE (90 places) per year group, and increasing the net capacity from 239 to 360 by 1 September 2018.

Proposals 3(ix) and 3(x) are linked.

- xi. The enlargement by 15 places (0.5FE – forms of entry) per year group of St Patrick's Catholic Primary School, with implementation from 1 September 2012, beginning with Year R and continuing incrementally until all 7 years have been expanded. This would have the effect of enlarging the school from 1.5FE (45 places) to 2FE (60 places) per year group, and increasing the net capacity from 315 to 420 by 1 September 2018.

This enlargement would be carried out in conjunction with the RC diocese of Portsmouth.

- xii. The enlargement by 30 places (1FE – forms of entry) per year group of St Mark's CE Primary School, with implementation from 1 September 2012, beginning with Year R and continuing incrementally until all 7 years have been expanded. This would have the effect of enlarging the school from 2FE (60 places) to 3FE (90 places) per year group, and

increasing the net capacity from 459 to 630 by 1 September 2018.

This enlargement would be carried out in conjunction with the CE diocese of Winchester.

NOTE:

All the proposals in section 3 are conditional upon the Admissions Authority for each school, the Local Authority for community and Voluntary Community Schools, altering their admissions arrangements and increasing the relevant PAN's (published admission numbers) either through the relevant annual admissions process or by individual in-year application to the Schools Adjudicator. This includes proposals for St Patrick's which, as a Voluntary Aided School are their own admission authority, and would need to apply to the schools adjudicator to increase their PAN from 45 to 60, if/when they are happy with the expansion scheme that the Local Authority are formulating. If the relevant PANs are not increased, the condition required to expand will not be met and the proposals cannot be implemented. In such circumstances the LA will seek to revoke any proposal that cannot be implemented by the relevant implementation date.

4. To note enlargements to the following two schools, creating 60 places, which do not need statutory proposals, but will be implemented through the annual admissions process.
  - i. The enlargement by 30 places (1FE – form of entry) per year group of Beechwood Junior School, with implementation from 1 September 2014, beginning with Year 3 and continuing incrementally until all 4 years have been expanded. This would have the effect of enlarging the school from 2FE (60 places) to 3FE (90 places) per year group, and increasing the net capacity from 311 to 360 by 1 September 2017.
  - ii. The enlargement by 30 places (1FE – forms of entry) per year group of Mansel Park Primary School, with implementation from 1 September 2011, beginning with Year R and continuing incrementally until all 7 years have been expanded. This would have the effect of enlarging the school from 1FE (30 places) to 2FE (60 places) per year group, and increasing the net capacity from 358 to 420 by 1 September 2017.
5. Subject to complying with Financial and Contract Procedure Rules, to delegate authority to the Executive Director of Children's Services & Learning, following consultation with the Cabinet Member for Children's Services & Learning to do anything necessary to give effect to the recommendations in this report.
6. To delegate authority to the Executive Director for Children's Services & Learning in consultation with the Solicitor to the Council to take any action necessary to comply with the requirements of the Schools Standards & Frameworks Act 1998 and associated legislation, including but not limited to alterations to catchment areas, transport provision and other ancillary matters.
7. To add in accordance with Financial Procedure Rules a sum of £4,735,000 to the Children's Services & Learning Capital Programme, for Primary Review Phase 2, funded from Basic Need grant.

8. To approve, in accordance with Financial Procedure Rules, capital expenditure of £4,735,000 in 2012/13 from the Children's Services & Learning Capital Programme for Primary Review Phase 2.
9. To vire, in accordance with Financial Procedure Rules a sum of £574,000 from the Banister Infant Primary Review Phase 1 budget to the Primary Review Phase 2 scheme.

### **REASONS FOR REPORT RECOMMENDATIONS**

1. The rapid rise in the number of pupils requiring a school place over the last two or three years, has meant that severe pressure has been brought to bear on the school estate. Forecasts indicate that this pressure is not likely to recede in the foreseeable future.
2. Extra places are already being put in schools in the City Centre and Freemantle areas of the city as a result of the Primary Review Phase 1.
3. The need for extra school places is not restricted to these two areas and is spread over a wide area of the city. Consequently there is a need to expand a number of schools throughout the city by up to 30 places in each year group. This enables demand for school places to be met locally, and reduces the likelihood of young people needing to travel long distances to go to school.
4. If we are to maintain and improve the school experience we offer to our children we must ensure that their learning environment is conducive to a quality education.
5. As a local authority we have a statutory obligation to provide every child who wants one with quality school place. Failure to do so would mean we would be failing in one of our basic duties.

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

6. Under the Regulations Cabinet may either:
  - a) approve the recommendations, or
  - b) reject the recommendations, or
  - c) approve the recommendations subject to one of a number of limited statutory conditions, or
  - d) approve the recommendations with modifications (minor modifications only)
7. SCC could take no action, but if so the local authority would not fulfil its statutory obligation to provide every child who wants one with quality school place. Failure to do this would mean we would be failing in one of our basic duties.
8. Initial thought was given to using spare capacity that may be available in secondary schools to accommodate primary school children. However this was discounted due to legal and logistical issues.
9. Pre-statutory consultation consulted on different options for expanding schools in the Millbrook area of the city from September 2012. The options were to increase Oakwood Infant and Oakwood Junior, Fairisle Infant and Fairisle Junior or Mansel Park Primary (this would have been in addition to this school expanding in September 2011). After considering responses to the consultation and re-evaluating internal and external space at these schools, it was decided

that the proposal to expand Fairisle Infant and Fairisle Junior would be taken forward to statutory consultation along with all other proposals.

#### **DETAIL (Including consultation carried out)**

10. Pre-statutory consultation was carried out in accordance with statutory guidance between 14 September 2010 and 26 October 2010 and the results were considered by Cabinet on 22 November who approved moving to publication of statutory proposals.
11. On 4 January 2011 Statutory Notices were displayed at all entrances of the schools included in the proposals, see Appendix 2. The consultation period lasted for the statutory period of 4 weeks for the majority of the proposals. The statutory consultation period for Banister Infant School only was for 6 weeks as this proposal involved a change of age range. Details of the Statutory Notice and the Full Statutory proposals, see Appendix 3, were sent to the Headteacher and Chair of Governors of all schools included in the proposals and to the Roman Catholic and Church of England Dioceses. They were also available on request.
12. There were several responses to the statutory notices and the following concerns were expressed:
  - The Roman Catholic Diocese of Portsmouth expressed concerns about the expansion of St Patrick's Primary in relation to the nature of the accommodation provided and the funding available for this project. LA officers having met with the school, governors and diocese and are close to agreeing the required works. If/when the school are happy with this they can apply to the Schools Adjudicator to increase their PAN, which would meet the condition to enable the expansion programme to proceed. CS&L and the Diocese are both keen to continue working in partnership on this project.
  - Concerns were raised about the accommodation that would be provided. Expansions will be achieved via re-organisation of internal space, new build and modular buildings. In the case of modular buildings, these are generally as high specification as new buildings, with the benefit being the timescales for delivery are much shorter. Feasibility studies are currently being carried out for 2011 projects and prepared for 2012 projects. The LA will share these with schools once completed. Further studies will need to be undertaken on those schools expanding from 2014 and beyond.
  - The potential increase in parking and traffic was highlighted as a health and safety issue. Discussions have taken place with the school travel plan officer to explain the expansion programme and we hope he will be able to work with the schools to develop an effective travel plan which reduces traffic and the associated health and safety risks.
  - The governors of Sholing Infant school expressed concerns about how the expansion would be achieved. CS&L officers have since met with the headteacher and Chair of Governors at Sholing Infant to discuss an effective method to expand the school. A proposal was broadly agreed and we are shortly due to commission a feasibility study on this option. The governing body also alluded to the issue that will face secondary schools in the coming years. This issue will need attention in the coming years, but at present we are

focusing on the impending basic need for primary school places.

13. Our pupil forecasts suggest that we will need a total of around 3,000 Reception places in September 2012. If all the proposals were to be implemented (including those proposed by Wordsworth Infant School), then we will have 3030 places. It is very tight, but we would be able to accommodate all our expected intake. It would not allow for a high degree of parental preference, nor would it allow much leeway for an underestimation in our forecasts.
14. Numbers of pupils requiring a Reception school place in September 2013 and 2014 may drop marginally, but the latest information we have from the Primary Care Trust states that the number of births for the last quarter (October-December 2010) has increased. These pupils will be requiring a Reception school place in 2014/2015.
15. As the increase in numbers is building up from Reception Year, then it is logical that the increase in places follows suit. We may not need to put in all the extra places in a school in one go. It may be possible to stagger some of the work and do it in two or three stages. Schools with a PAN, (Published Admission Number) of 45, generally have two Reception classes and two Reception teachers. Therefore in the first year of expansion, not a great deal will be needed to be done at these schools as the classes will have only 22/23 pupils in them and this will increase to 30 in each class.
16. The following years, however, space will need to be created to accommodate the extra pupils and this has significant resource implications.
17. Statutory Guidance sets out the matters that the Council MUST have regard to in determining these proposals. The 'need for places', 'funding and land' and 'views of interested parties' are as set out above in the body of the report. Other matters the Council must consider are set out in Appendix 3 and include the effect on standards & school improvement, school characteristics, equal opportunities matters, travel & accessibility issues and the effect on SEN provision.

## RESOURCE IMPLICATIONS

### Capital

18. High level, indicative costs of the overall scheme total £14.274 million, as detailed in Appendix 4 and summarised in the table below:

Estimated Costs	£000
Feasibility costs	100.0
CSL Project Management	160.0
2011/12	£590.4
2012/13	£2,690.0
2013/14	£6,920.0
2014/15	£814.0
2014/15	£3,000.0
Total	14,274.4

19. Feasibility studies are underway for 2011 projects and are shortly to be

commissioned for 2012 projects. Once complete, these will give a more accurate cost of the overall scheme. The projects, and thus the costs, will be phased in over a number years. Programmes of works and costs will also be reviewed on a regular basis.

20. The table below shows the capital funding available to fund Primary Review Phase 2.

Funding	2011-12 Confirmed £000	2012-13 Estimated £000	2013-14 Estimated £000	Total
DfE Basic Need	4,735.0	4,735.0	4,735.0	14,205.0
DfE Basic Need Safety Valve	690.0			690.0
Banister Infant Phase 1 budget (already in capital programme)	574.0			574.0
Total	5,999.0	4,735.0	4,735.0	15,469.0

21. No announcements have yet been made about Department for Education capital grant allocations for 2012-13 and beyond. However, it is anticipated that as future grant will be targeted at areas of need, that Southampton will receive similar allocations of Basic Need funding.
22. It has been assumed that the expansion of Highfield C of E Primary will be mainly funded from Local Authority Co-ordinated VA Capital Maintenance grant. However, the 2013-14 allocation has not yet been confirmed and is subject to formal agreement with the Roman Catholic and Church of England Dioceses.
23. The figures in the table above for 2012-13 and 2013-14 are indicative, and if the grant is less than expected alternative sources of funding such as prudential borrowing may need to be substituted.
24. We are currently in discussions with all schools included in the proposals to determine if and what contribution schools may make to the projects. It has been proposed that schools will contribute to the cost of furniture or ICT equipment that may be required, although this is subject to agreement with schools and dependent upon what level of funding they have.

### **Revenue**

25. The revenue costs of all schools are met from the Individual Schools Budget funded by the Dedicated Schools Grant. The amount of Dedicated Schools Grant that the authority receives each year is based on the number of children in the city. If the city's overall numbers grow, this will result in an increase in the amount of grant received which can be passed onto schools via budget shares calculated using Southampton's Fair Funding Formula.

**Property/Other**

26. It is unlikely that the proposals would have any significant bearing on property issues as the whole thrust of the program is to make more intensive use of the current assets. The enlargement programmes will be achieved via re-organising internal, existing space in schools, new build and modular buildings.
27. A limited number of services, that currently occupy spaces in schools, will need to be relocated to accommodate the increases in pupil numbers. A list of those services required to move is below.

Service	Current Location	New Location	Date of move
Intercultural Resource Centre	Shirley Warren Primary School – Willow Wing	Hampshire	September 2010
Archives – SCC	Shirley Warren Primary School – Willow Wing Room 111 & 112	Shirley Warren Primary School – Willow Wing Room 120 & 121	December 2010
Portage – SCC	Shirley Warren Primary School – Willow Wing Room 114	Yet to be confirmed	July 2014
Archives – SCC	Shirley Warren Primary School – Willow Wing Room 120 & 121	Yet to be confirmed	July 2014
Montessori Nursery	Moorlands Primary School – Main school building	Modular building on Moorlands Primary School site	26 April 2011
Brook Pre-School	Glenfield Infant School	Beechwood Junior School	20 July 2011

28. The relocation of the Intercultural Resource Centre and the first phase move of Archives have been completed. There was no cost for the former and the latter was funded from the School Organisation revenue budget (EB420). The relocation of the Montessori Nursery and Brook Pre-school are underway and the costs of works required to make the new accommodation available are included in the estimates for the schemes at Moorlands Primary School and Glenfield Infant School respectively.

**LEGAL IMPLICATIONS**

**Statutory power to undertake proposals in the report:**

29. Local Authorities have a statutory duty under the Education Act 1996 to ensure that there are sufficient school places in their area, promote high educational standards, ensure fair access to educational opportunity and promote the fulfilment of every child’s educational potential. Local Authorities must also ensure that there are sufficient schools in their area and promote diversity and parental preference.

30. Alterations, changes, creation or removal of primary provision across the city is subject to the statutory processes contained in the School Standards and Frameworks Act 1998 (as amended by the Education & Inspections Act 2006). Proposals for change are required to follow the processes set out in the School Organisation (Prescribed Alterations to Maintained Schools) Regulations 2007. In addition, statutory Guidance on bringing forward proposals applies, which requires a period of pre-statutory consultation followed by publication of statutory notices, representation periods and consideration of representations by Cabinet. Cabinet must determine proposals within 2 months of the close of the statutory representation periods.
31. In reaching its decision Cabinet MUST have regard to the statutory guidance for decision makers set out in Appendix 5.

**Other Legal Implications:**

32. In bringing forward school organisation proposals the Local Authority must have regard to the need to consult the community and users, observe the rules of natural justice and the provisions of the Human Rights Act 1998 ( including article 2 of the First Protocol -right to education) and the Equalities Act 2010.

**POLICY FRAMEWORK IMPLICATIONS**

33. The Primary Strategy for Change will contribute to the achievement of the outcomes set out in the City of Southampton’s Strategy, the Children and Young Peoples Strategic Plan and the Primary Vision, by providing improved buildings for primary pupils and communities in Southampton.
34. It will facilitate closer joint working between schools and thereby enable a range of strategic objectives to be met.
35. These proposals have been formulated in line with the Children and Young People Plan and will aid the achievement of the aims set out in the plan, largely by investing in new infrastructure and school buildings.

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**KEY DECISION** Yes

**WARDS/COMMUNITIES** All wards.

**AFFECTED:**

## SUPPORTING DOCUMENTATION

Non-confidential appendices are in the Members' Rooms and can be accessed on-line

### **Appendices**

1. Summary of responses to statutory consultation.
2. Statutory Notice
3. Full Statutory Proposals
4. A table to show estimated costs and works required
5. Decision Makers' Guidance (LA's & Schools Adjudicators) for: Expanding a maintained mainstream school or adding a sixth form.

### **Documents In Members' Rooms**

1. None

#### Integrated Impact Assessment

Do the implications/subject of the report require an Integrated Impact Assessment (IIA) to be carried out? No

### **Other Background Documents - NONE**

Title of Background Paper(s)

Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)