

TITLE	Primary School Planning Strategy Update
FOR CONSIDERATION BY	Children's Services Overview and Scrutiny on 27 October 2015
WARD	Non-specific
DIRECTOR	Judith Ramsden , Director of Children's Services

OUTCOME / BENEFITS TO THE COMMUNITY

To ensure that there are sufficient school places to discharge the Councils duties under the Education Act 1996.

RECOMMENDATION

That the report is subject to members' interrogation and that detailed recommendations be brought to the November Executive for approval.

SUMMARY OF REPORT

The report explores the rationale for next steps towards the strategy, including:

- Influences on demographic analysis:- roll projections; new housing; pupil vacancies and waiting lists; migration; housing and age profile
- Resulting "hot spot" areas:- Woodley, Earley, South-West;
- Other factors which will affect decision-making, such as access and other uses of buildings;
- Options and next steps.

BACKGROUND INFORMATION

In July 2015, a report was submitted to the committee which set out the key components of the primary provision strategy for the period 2015-2018 and how the strategy should be developed and implemented. The report explained how the analysis of the data indicated that there were three areas of concern (or "hot spots"):

- Earley
- Woodley
- South West

These 'hotspots' included areas where there were both the most significant shortfalls in reception capacity and the greatest mid-phase pressures.

This second report provides an update on the progress made, including the latest data analyses, feedback from consultation and the emerging issues.

However, whilst the recommendations and direction of travel outlined in the previous report remain fundamentally unchanged ie. the need to provide additional places in the three 'hotspots' from September 2016 onwards, the feedback from parents, schools, officers and members is that the council needs to take into account a wider range of factors.

For example:

- I. Co-location and opportunities to free up space for school use.
- II. Potential crises from under-4s growth and a review of children's centres.
- III. Austerity: all schools are coming under financial pressure and there is an emerging need to consider the future organisation of schools eg. the viability of schools with PANs which are not multiples of 30.

The Task and Finish Group has therefore concluded that a twin track approach is needed:

1. The development of a business case for the provision of places for the three hotspots for Sep'16 onwards This to be approved at the November Executive;
2. The development of an approach for managing a wider range of data and factors than previously taken into account to address the whole school portfolio and its interface with other strategic issues.

UPDATE

1. Management

A Task & Finish group has now been established consisting of elected members from the three areas concerned and chaired by the Deputy Lead Member for Children's Services;

2. Consultation

- 2.1. Regular meetings have continued with parents from Earley
- 2.2. A meeting was held with representatives of the Woodley Cluster on 30th Sep;
- 2.3. For Earley, meetings were held with the head teachers of Woodley, Earley and Radstock during week commencing 5th October;

3. Demographic Analysis

- 3.1 Annex A gives details of the effects of new housing, pupil vacancies, waiting lists, migration, housing and age profile.

3.2 Woodley

- Excluding the impact of new housing, projections indicate that an additional 0.5 FE is required simply to meet current demand.
- When taking into account new housing and the need to maintain a margin of

- spare places to allow for natural ‘churn’, a further minimum of 1FE is required.
- However, the local view is that the latest housing projections underestimate the number of and yield from the new housing eg. schools observe that new families seem to be larger than previously experienced. This could require a further 1FE in the medium term and so house build rates and yields will continue to be monitored closely. A further report of housing projections is expected at the end of October;
 - The two main housing developments are at the western and eastern edges of the planning area, nearest to Highwood and Woodley CoE resp.

3.3 Earley

An analysis of national ONS data supports the premise that the surge in demand experienced in Earley recently is unlikely to be a short term ‘blip’:

- Increases in GP and national insurance registrations from migrants
- Net inflow from Reading due to:
 - Popularity of Earley schools
 - High levels of immigration in Reading
 - Insufficient primary provision in Reading
- Net increase in numbers of people aged 20-44 years and loss of people aged 49+ - a trend which is not reflected in the rest of the south east region – which seems to support the local belief that house ownership is changing.
- It has been estimated that this influx of younger families could yield the equivalent of 1 FE (see Annex A, 1.6 for details).
- Increases in the number of new council tax accounts
- Applications for house extensions to increase living accommodation are now being monitored as these are thought to be on the increase. Whilst there is nothing definitive at present there does seem to be preponderance of applications in Earley as compared to Woodley, with some applications from owners who live outside of Wokingham.
- Waiting lists indicate that additional capacity is required in at least 3 year groups, Reception – Year 2;

4. School Sites and Buildings

- 4.1 In the context of this need for growth, a previous high level analysis of schools, based on such factors as location, popularity, performance and suitability had identified the following schools for further detailed work:

- Woodley
 - Rivermead
 - Woodley CoE
 - Beechwood
 - Highwood
- Earley

- Aldryngton
 - Loddon
 - Radstock
- South West
 - Oakbank school site

4.2 Further work has been carried out on these sites to assess their relative practicability:

- A spatial analysis by consultants which compared the existing school facilities to that prescribed under Building Bulletin BB103 and which assessed the impact of an expansion;
- Highways and access issues arising from a survey of the school sites by highways consultants which examined the impact of expansion on access and traffic;

4.3 Spatial analysis

One of the key issues arising from the analysis is the need to consider existing space relative to what is considered to be adequate for any given provision (Building Bulletin 103). An expansion may require significant additional works, for example in the areas of halls and catering, over and above that needed for additional teaching space. Some of the schools have expressed concern that their existing facilities are already inadequate.

Work is continuing to assess:

- the potential new build requirements,
- the need to enhance the existing facilities and
- the impact of utilising school buildings which are not currently used by the schools

Woodley

- The spatial analysis has shown that three school sites have the potential to be expanded, with one considered less efficient;

Earley

- In line with previous perceptions, the spatial analysis has indicated that there is potential to expand, subject to some concerns about access

4.4 Highways and Access

Woodley

- All four schools currently have problems with access and volume of traffic which would be exacerbated by an expansion and therefore be of concern to the Highways Authority;
- Some problems might be mitigated by the creation of additional access. This would require further detailed work.

Earley

- There is potential to address highways issues for example where there is an

opportunity to add an access point or to develop a robust travel plan to address the need to maximise walking to school.

- Whilst the local community believe that the additional 15 places would be met from local families, for planning purposes this would need to be demonstrated.

South West

The school at Spencer's Wood is unlikely to be built before September 2018 due to the need to build a new link road. Similarly, the new school for Shinfield West is also now scheduled for September 2018. The need for places in advance of either school opening however remains and, following a site search, the only site which is both convenient and available is the former Riseley Green school site – specifically a former music building in the south east corner of the site which would allow for 1FE for two years.

The feasibility of this is currently been explored with the Asset Team as there are plans for sports hub on the same site.

It should be assumed that for any schools which are taken forward for detailed appraisal that the school travels plans are overhauled and traffic surveys are undertaken as a matter of urgency.

4.5 Building Condition

New condition surveys are in the process of being carried out and reports are due in the next few weeks. However, in the key areas of heating and power supplies all of the schools being considered for expansion are thought to have sufficient capacity for expansion albeit the quality of the infrastructure needs to be assessed.

5 Site Sharing and Usage

5.1 For some of the schools under consideration, colocation with other services/users presents both an obstacle and an opportunity:

- Reuse of school buildings and the relocation of non-school functions could obviate the need for investment in new construction as well as freeing up space and car parking
- Any decision to expand a school site with shared use would require an alternative solution to be identified for the service or user concerned.

5.2 Current shared site usage includes

- Loddon – West Berkshire Adoption Service and other CS officers based in former infants school building;
- Radstock – Community Centre (leased to Earley Town Council)
- Highwood – Annex containing approximately 50 staff from Learning and Disabilities; Social Care for Children; Specialist autism; Special education needs and NHS. Site is convenient for Addington and Bridges;

The Strategic Assets team are currently carrying out a review of school sites with dual use and the results will be taken into account in any recommendations. This will be a priority area over the next 2-3 weeks.

6 Consultation

Key concerns for schools:

- That proposals are not a 'quick fix' but are sustainable, future proof and add value;
- That existing space deficiencies are addressed in the options appraisal and recommended solution;
- The capital works are planned carefully and sensitively to minimise the impact of teaching, children and staff.

As a general rule, provided that the concerns expressed above were addressed schools were supportive of expansion.

7 Options

The work thus far is indicating the following needs, subject to the completion of the detailed analysis.

7.1 Woodley

A minimum of 1.5 FE permanent expansion, phasing to be agreed. The following table shows the impact of the additional 1.5 FE form of entry on the admission number AN projections compared to the current situation and taking into new housing:

Woodley Planning Area	Current Admission Number			Inc housing yield		With additional 1.5FE			
	AN	AN +/-	%AN+/-	AN +/-	%AN+/-	AN	AN +/-	%AN+/-	
2016	2015/16	360	-8	-2%	-17	-5%	405	28	7%
2017	2016/17	360	-9	-3%	-21	-6%	405	24	6%
2018	2017/18	360	6	2%	-4	-1%	405	41	10%
2019	2018/19	360	-17	-5%	-23	-6%	405	22	5%
2020	2019/20	360	-17	-5%	-20	-5%	405	25	6%
2021	2020/21	360	-17	-5%	-18	-5%	405	27	7%
2022	2021/22	360	-17	-5%	-18	-5%	405	27	7%

7.2 Earley

In Annex A, 1.6 an attempt has been made to model the impact of new families moving into the area and an estimate of an average of 28 places per year group or 1FE has been calculated. If correct then this suggests a permanent expansion of 1FE is needed simply to meet migration, though it must be stressed that if the actual age profile of the children is skewed towards primary age children then the demand at KS1 will be considerably greater.

Therefore, as a minimum, it is suggested that a permanent expansion of 1FE (preferred site, Loddon) is planned for and that it is phased, starting in September 2016 with Reception to Year 2.

However, if the impact of new families has been underestimated then further provision would be required. Bearing in mind the uncertainty behind the predictions the most effective way to provide a buffer would be to expand

Earley Planning Area		Current Reception class shortfall			Including housing yield		Including housing yield & new families		With additional 1.5FE		
		AN	AN +/-	%AN+/-	AN +/-	%AN+/-	AN +/-	%AN+/-	AN	AN +/-	%AN +/-
2016	2015/16	445	-2	-1%	-8	-2%	-36	-7%	490	9	2%
2017	2016/17	445	-33	-8%	-35	-8%	-63	-12%	490	-18	-4%
2018	2017/18	445	2	0%	2	0%	-26	-6%	490	19	4%
2019	2018/19	445	36	8%	35	8%	7	2%	490	52	11%
2020	2019/20	445	36	8%	35	8%	7	2%	490	52	11%
2021	2020/21	445	36	8%	36	8%	8	2%	490	53	11%
2022	2021/22	445	36	8%	36	8%	8	2%	490	53	11%

7.3 South West

Temporary provision of 1FE for 2 years on the Riseley Green/Oakbank site. The following table shows the impact of the additional form of entry on the admission number AN projections compared to the current situation and taking into new housing.

		Current Admission Number			Inc housing yield		With additional 1FE		
Jan		AN	AN +/-	%AN+/-	AN +/-	%AN+/-	AN	AN +/-	%AN+/-
2016	2015/16	255	23	9%	19	7%	285	49	17%
2017	2016/17	255	8	3%	-17	-7%	285	13	5%
2018	2017/18	255	43	17%	6	2%	285	36	13%
2019	2018/19	255	29	11%	-4	-2%	285	26	9%
2020	2019/20	255	29	11%	7	3%	285	37	13%
2021	2020/21	255	29	11%	10	4%	285	40	14%
2022	2021/22	255	29	11%	11	4%	285	41	14%

7.4 The following range of factors will be taken into account when recommending sites for expansion to meet these needs:

- Spatial analysis of sites
 - feasibility of expansion
 - pre-existing space deficiencies compared to national standard
- Net capacity assessment
- Building condition
 - Outstanding maintenance works – can we gain economies of scale
 - Condition of key elements (roofs, windows, mechanical & electrical systems)
 - ‘Knock-on effect’ of extensions eg. a need to rewire the school if existing distribution system is altered
- Estates
 - Other site users/occupants
 - Non school buildings available
 - Opportunities at adjacent sites
 - Land ownership eg. VA/VC status
- Highways assessment
 - Existing site access/additional access
 - Traffic impact
- Planning conditions, risks and issues , likelihood of objections or opposition, additional costs
- Place and demographic analysis
 - Waiting lists
 - Vacancies

- National migration statistics, both internal and international
- Council tax accounts
- Electoral roll
- Housing projections
- Planning applications
- Local, anecdotal information on such issues as changes in house ownership, family sizes, immigration, sibling groups
- In addition, pupil place projections are being kept under regular review and are being updated in line with each census.

- Existing PAN admission number
- Financial state and school viability
 - School governance and performance
 - Possibility of academy conversion in short term
 - Possibility of negative impact of any expansion on performance
- School willingness to support/expand
- Consultation feedback
 - Parents group
 - Schools
 - Members
- Integration and interdependence with other strategies, service plans

8 Next Steps

- 8.1 Completion of detailed analysis of data
- 8.2 Preparation of business case for approval by Task & Finish Group
- 8.3 Submission of paper for approval November Executive

FINANCIAL IMPLICATIONS OF THE RECOMMENDATION

	How much will it Cost/ (Save)	Is there sufficient funding – if not quantify the Shortfall	Revenue or Capital?
Current Financial Year (Year 1)	nil		
Next Financial Year (Year 2)	tbc		
Following Financial Year (Year 3)	tbc		

Other financial information relevant to the Recommendation/Decision

Provisional bids have been submitted to the capital programme and were shared with the committee in July. They be refined over the next few weeks

Cross-Council Implications

Yes – some of the proposed solutions may require the relocation of services (primarily children's services) from existing school sites.

List of Background Papers

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ANNEX A – PLACES AND DEMOGRAPHIC ANALYSIS

1. Place Planning

1.1. Roll projections

These are normally based on ONS birth statistics and census projections and have indicated that following a drop in national birth rates in the period 2012/13 there will reduced numbers entering reception classes from 2017/18 onwards. Whilst this is a national phenomenon, local conditions are ensuring that demand will be maintained, namely, new housing in Woodley and a major change in immigration and housing occupancy in Earley, all of which is exacerbated by the schools being popular.

1.2. New Housing

The following table shows the additional places which will be required as a result of the planned housing in Woodley:

Woodley Planning Area		Current Reception class shortfall			Inc housing yield	
		AN	AN +/-	%AN+/-	AN +/-	%AN+/-
2016	2015/16	360	-8	-2%	-17	-5%
2017	2016/17	360	-9	-3%	-21	-6%
2018	2017/18	360	6	2%	-4	-1%
2019	2018/19	360	-17	-5%	-23	-6%
2020	2019/20	360	-17	-5%	-20	-5%
2021	2020/21	360	-17	-5%	-18	-5%
2022	2021/22	360	-17	-5%	-18	-5%

The next table for Earley also includes housing for the sake of consistency though this is negligible factor for the planning area.

Earley Planning Area		Current Reception class shortfall			Including housing yield	
		AN	AN +/-	%AN+/-	AN +/-	%AN+/-
2016	2015/16	445	-2	-1%	-8	-2%
2017	2016/17	445	-33	-8%	-35	-8%
2018	2017/18	445	2	0%	2	0%
2019	2018/19	445	36	8%	35	8%
2020	2019/20	445	36	8%	35	8%
2021	2020/21	445	36	8%	36	8%
2022	2021/22	445	36	8%	36	8%

1.3. Pupil Vacancies

This data continues to show that there are few if any vacancies in Woodley and Earley and indeed, except for some specific schools, there is a lack across the borough.

1.4. Waiting Lists

Whilst the following data for Woodley and Earley is a snapshot, large waiting lists for Earley schools are an ongoing trend:

The three Earley schools have significant waiting lists in all year groups whilst those in Woodley are focussed on Reception and Year 1:

Table 1 - Waiting Lists 7-10-15							
	Rec	Yr1	Yr2	Yr3	Yr 4	Yr5	Yr 6
Aldryngton	74	82	37	53	40	27	27
Loddon	40	32	15	26	20	14	0
Radstock	51	53	35	41	40	23	17

Highwood	6	8	1	3	1	0	3
Beechwood	13	13	0	4	0	0	0
Rivermead	7	5	0	3	0	0	0
South Lake	42	30	15	5	8	5	5

Within the waiting lists for the Earley schools there are also significant numbers of children who either live within the DA or less than 1 mile from the schools (Tables 2&3):

Table 2 - Waiting Lists within DA 7-10-15							
	Rec	Yr1	Yr2	Yr3	Yr 4	Yr5	Yr 6
Aldryngton	9	1	2	5	5	4	2
Loddon	14	11	4	9	7	5	0
Radstock	7	3	11	13	5	5	5

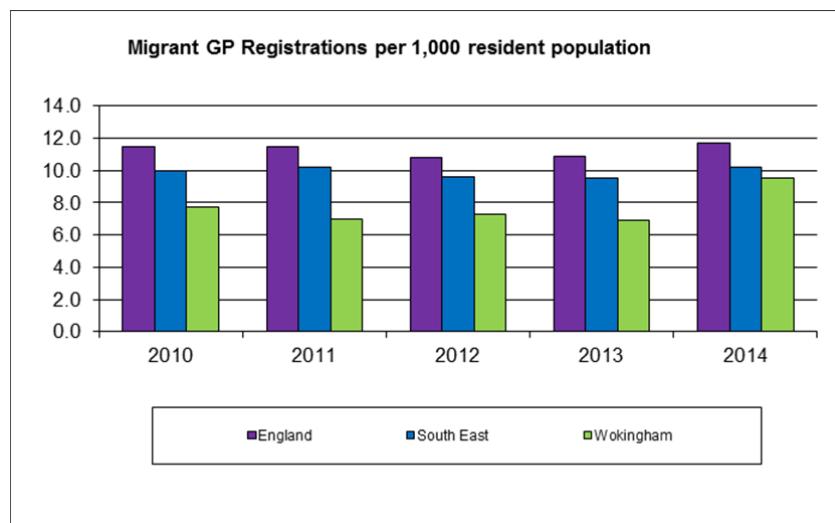
Table 3 - Waiting Lists within 1 mile 7-10-15							
	Rec	Yr1	Yr2				
Radstock	32	34	17				
Loddon	14	8	6				

1.5. Migration

There is a common belief that the Woodley and Earley areas, in particular the latter, have experienced significant changes in their demography due to immigration and changes in house ownership. An analysis of government data from 2014 appears to support this:

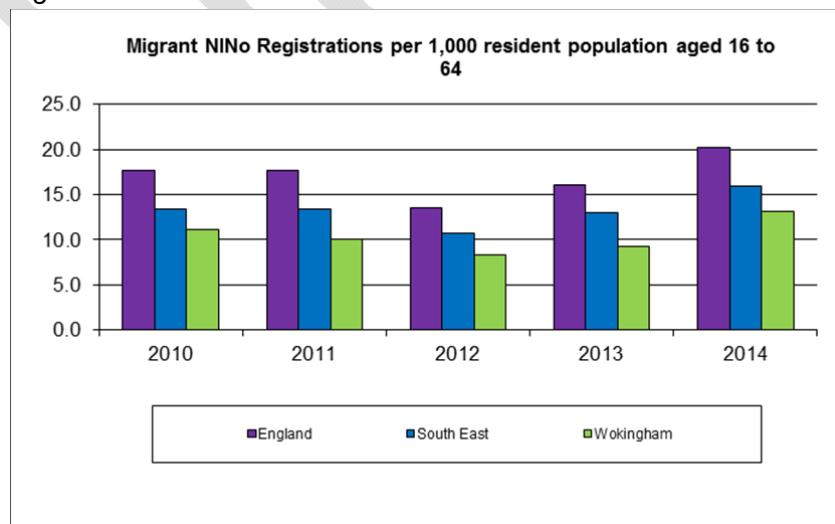
- In Wokingham, GP registrations by migrants for the period 2010-2014 have increased at 5 times the rate for the South East region and England (see Fig. 1):

Fig. 1



- National Insurance Number registrations for people aged 16-64 years increased by 31% between 2013 & 2014 (compared to 22% and 25% for the South East and England respectively (see Fig 2);

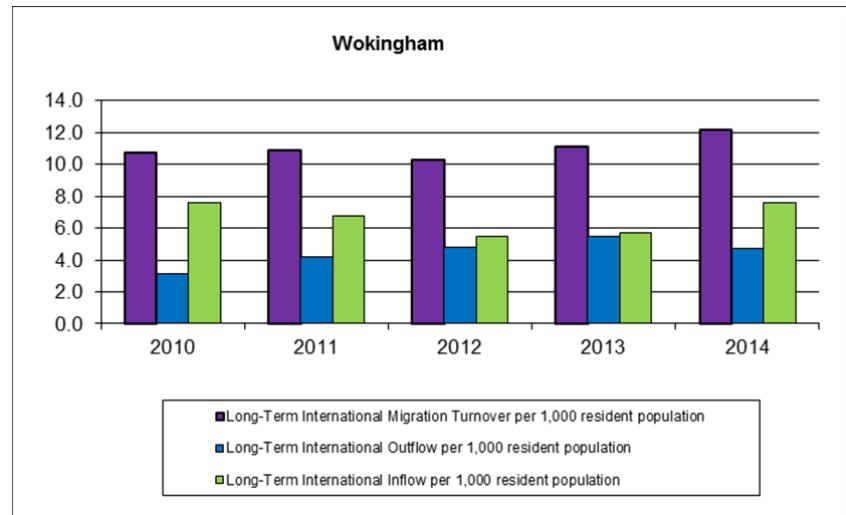
Fig.2



- Wokingham has been a net recipient for international migrants for several

years, (see Fig 3) and has seen a 33% increase between 2013 & 2014;

Fig. 3



1.6. Housing and age profile

ONS data on population movements in and out of local authorities shows that Wokingham is losing people aged 50+ and gaining a greater number of people aged 20-44 years (see Fig 4). This is in contrast to the South East region (see Fig 5) where there is barely any loss of the 50+ population ie.what you would expect from the large numbers of new houses. This pattern was repeated in 2013 and 2012. In 2014, Wokingham lost 460 people aged 50-69 years and gained 670 people aged 25-44 years old.

Fig.4

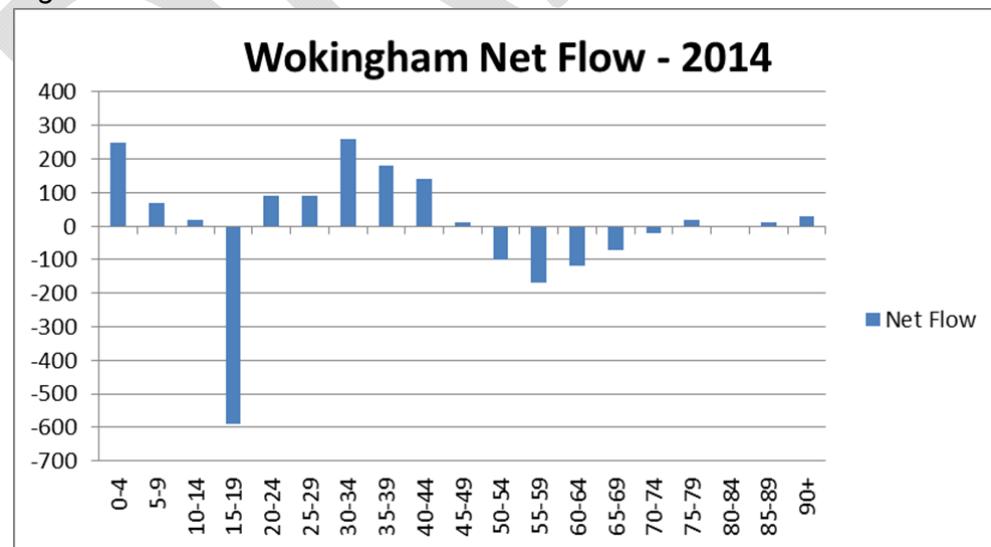
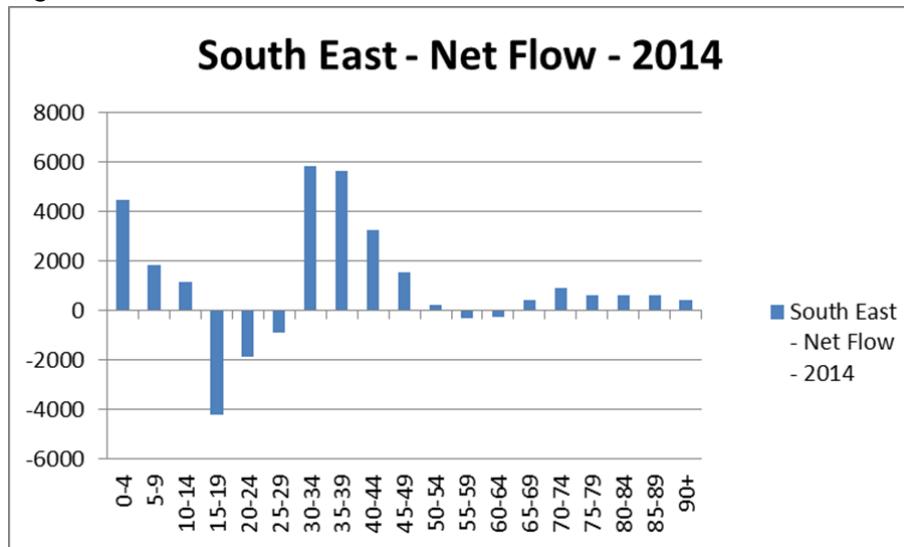


Fig. 5



It isn't possible to break down these figures into planning areas and so calculate Earley's share nor can the age profile of the children be determined but if it was assumed that the majority of the older people leaving the borough were from Earley (on the basis that Earley has no new housing but has the biggest rise in demand for places in the borough) and that these were being replaced by a similar number of younger couples then an indication of the likely yield could be obtained.

For 2014, 460 people aged 50-69 yrs left Wokingham, so assuming they were replaced by 230 couples, each with 2 children, aged 0-16, then they could yield 28 children per year group. This figure is considered conservative and the anecdotal evidence from local schools is that new families are much larger.

The following table shows the impact of this influx on the projections for the Earley Area:

Earley Planning Area	Current			Including housing yield		Including housing yield & new families		
	AN	AN +/-	%AN+/-	AN +/-	%AN+/-	AN +/-	%AN+/-	
2016	2015/16	445	-2	-1%	-8	-2%	-36	-7%
2017	2016/17	445	-33	-8%	-35	-8%	-63	-12%
2018	2017/18	445	2	0%	2	0%	-26	-6%
2019	2018/19	445	36	8%	35	8%	7	2%
2020	2019/20	445	36	8%	35	8%	7	2%
2021	2020/21	445	36	8%	36	8%	8	2%
2022	2021/22	445	36	8%	36	8%	8	2%

2. Conclusions

- 2.1. The latest projections taking into account new housing and supported by waiting list data confirm the need for expansion in Woodley of at least 1.5 forms of entry FE;
- 2.2. In contrast to the rest of the south east region, Wokingham is experiencing a significant loss of 50+ age groups and a corresponding influx of younger families. Whilst, we cannot be certain that this phenomenon is manifested in Earley, it does, when combined with international migration data, help to explain the rapid increase in demand for school places and changes in demographics which are being reported by the community.
- 2.3. Whilst previous projections have indicated that the need for places in Earley might be a short term 3-4 year 'blip', the latest data is suggesting that the changes to the population might be more permanent.

Whilst the estimated impact of new families suggests that an additional 1FE is needed this is likely to be a minimum, bearing in mind the conservative nature of the forecasts, the anecdotal evidence from the community and the waiting lists.

A further 0.5 FE of additional capacity could be created by expanding Aldryngton from a PAN of 45 to 60.

PAN (Published Admission Number)

- 8.3.1 Two schools in Woodley currently have PANs of 45, Woodley CoE and Beechwood – pressures on school budgets (national not just local phenomenon) mean that in the medium term at least, these need to be increased to 60 which is generally seen to be the optimum.
- 8.3.2 Highwood currently has a PAN of 30 and needs to be expanded to make it more viable in line with current thinking
- 8.3.3 All three schools are keen to expand.

PAN

- 8.3.4 Only Aldryngton (45) has a PAN which is not 60 or 90 and is experiencing budgetary pressures, yet is considerably and consistently oversubscribed.