

**EXECUTIVE**

**DATE:** 8 MARCH 2010

**SUBJECT:** EXPANSION OF SECONDARY SCHOOLS

**REPORT BY:** DEBBIE JONES, CORPORATE DIRECTOR - CHILDREN AND LEARNING

**CONTACT OFFICER:** DEBBIE CRAIG, ADMISSIONS & PLANNING MANAGER (tel: 548015)

**IMPLICATIONS:**

LEGAL	✓	STAFFING	
EQUALITIES	✓	COMMUNITY SAFETY	✓
FINANCIAL	✓	RISKS	✓
ENVIRONMENTAL	✓	OTHER	

**CONSULTATIONS:**

COUNCILLORS CONSULTED	SCRUTINY COMMITTEE CONSULTED
STAKEHOLDERS CONSULTED ✓	OTHER

**WARDS AFFECTED:** All

**LEAD EXECUTIVE MEMBER(S):** Cllr Tahir Khan

**RECOMMENDATION(S)**

1. Executive is recommended to approve the expansion proposals, for the schools listed in paragraph 3, subject to the following conditions:
  - a. The granting of planning permission under Part 3 of the Town and Country Planning Act 1990. This condition must be met by June 2010 for Stopsley High School and Cardinal Newman Secondary School and by June 2011 for Icknield High School and Woodlands Secondary School.
  - b. The private finance credit approval given by the DCSF following the entering into a private finance contract by Luton Borough

**Council (this condition only applies to Woodlands and Icknield). This condition must be met by July 2011.**

- c. The entering into an agreement for any necessary building project supported by the DCSF in connection with the BSF programme (this condition only applies to Challney High School for Boys, Stopsley High School, Cardinal Newman High School). This condition must be met by July 2010 for Stopsley and Cardinal Newman High Schools and by July 2011 for Challney High School for Boys.**

## **REPORT**

### **Background**

2. A consultation took place between 9 November and 11 December on the proposal to enlarge the following nine schools to accommodate Luton's growing pupil population.
  - Ashcroft High School
  - Cardinal Newman VA RC Secondary School
  - Lealands High School
  - Stopsley High School
  - Challney High School for Boys
  - Denbigh High School
  - Icknield High School
  - Putteridge High School
  - Woodlands Secondary School (Special)
3. Responses to this consultation exercise are attached at Appendix A. Following this consultation statutory proposals were published for the following schools:
  - Cardinal Newman VA RC Secondary School (statutory proposals at Appendix B)
  - Stopsley High School (statutory proposals at Appendix C)
  - Challney High School for Boys (statutory proposals at Appendix D)
  - Icknield High School (statutory proposals at Appendix E)
  - Woodlands Secondary School (statutory proposals at Appendix F)
4. Statutory proposals are not required for the remaining four schools due to the relatively small scale of the planned expansion.

### **Projected Pupil Numbers**

5. The pupil projections set out in Table 1 below, demonstrate that the town has a rising pupil population. The pupil projections indicate that the secondary population will grow by 3,399 pupils between September 2008 and 2018 – this is a 28% growth in pupil numbers within 10 years.

Table 1 - Secondary School Projections 2007-2018

	<i>Sep.07</i>	<i>Sep.08</i>	<i>Sep.09</i>	<i>Sep.10</i>	<i>Sep.11</i>	<i>Sep.12</i>	<i>Sep.13</i>	<i>Sep.14</i>	<i>Sep.15</i>	<i>Sep.16</i>	<i>Sep.17</i>	<i>Sep.18</i>	<i>Diff. 2008-2018</i>	<i>% Increase</i>
<b>Luton Schools - Years 7-11</b>	<b>12094</b>	<b>12100</b>	<b>12303</b>	<b>12592</b>	<b>12841</b>	<b>13123</b>	<b>13342</b>	<b>13682</b>	<b>14079</b>	<b>14500</b>	<b>14988</b>	<b>15493</b>	<b>3393</b>	<b>28%</b>

6. This increase is most severe in central areas of the town and is being driven by:
- an increasing birth rate.
  - new housing developments on brownfield sites.
  - Inward migration into the town (there was a net gain of 139 secondary aged pupils in 2007/8, 75 pupils in 2006/7 and 60 pupils in 2005/6).
7. The expansion proposals should ensure sufficient secondary school places for the population up to 2018.

### The Expansion Proposals

8. The following expansion proposals for Phase 1 schools have already been agreed and are currently being implemented for September 2011:
- Rebuilding of Barnfield South Academy, increasing the Academy's capacity from 900 to 1200 places in Years 7-11.
  - Rebuilding Barnfield West Academy, increasing the Academy's capacity from 915 to 1200 places in Years 7-11.
  - Rebuilding Challney High School for Girls, increasing the School's capacity from 910 to 1050 places.
  - Refurbishment of Lea Manor High School, the School's existing capacity of 1200 places will remain.
9. The statutory proposals for the five secondary schools mentioned in paragraph 3 are outlined below:

#### **Cardinal Newman Catholic Secondary School (Phase 2 – Expansion from September 2012)**

10. It is proposed to increase the admissions number from 242 to 300 at the Year 7 intake point, moving from a 1210 (Yrs 7-11) place school to a 1500 place school over a five year period. As a consequence of enlargement at 11-16, sixth form numbers will increase from 240 to 300. The increase in the number of school places is planned to accommodate the increasing Catholic population in Luton. In addition, the increased capacity is necessary to cater for the age of transfer changes from VA RC Lower Schools in Houghton Regis (St Vincent's Lower School) and possibly Caddington (St Mary's Lower School) in Central Bedfordshire (but within the same RC Diocese of

Northampton) which will result in Year 6 pupils transferring to Luton to continue their Catholic education.

11. The building programme for Cardinal Newman High School will provide:-
  - Improved pedestrian and vehicular segregation.
  - A new entrance plaza including the chapel emphasising that this is a Catholic School.
  - A new build main entrance and associated youth facilities.
  - Remodelling of the main hall and dining facilities to make these spaces highly usable and functional for a variety of uses.
  - Extensive remodelling and modernisation of the main three storey teaching block to accommodate the Science Department.
  - A new 4 court sports hall.
  - Various new build extensions and remodelling including a new teaching block, covered courtyards and covered walkways.
  - Remodelled and refurbished teaching accommodation to provide an excellent learning environment with an agile ICT infrastructure.
  - A new All Weather Pitch.
  - Improved landscape to provide outdoor learning spaces, 'quiet areas' and an allotment.
  
12. A response to concerns raised at the consultation stage, prior to the publication of statutory notices, is set out below:
  - Traffic issues – The School Travel Plan will be enhanced and strategies will be introduced to try to ensure more pupils travel by sustainable means e.g. walking, cycling, bus travel. In the case of Cardinal Newman, the majority of pupils will be bussed to the school. A review of congestion around the site has found that access to and from Warden Hill Road can be restricted for a short period of time at either end of the school day. Traffic surveys will continue and the Council is exploring the development of a park and stride scheme.
  - Class sizes – there are no plans to alter the class sizes.

### **Stopsley High School (Phase 2 – Expansion from September 2012)**

13. It is proposed that the School's admissions number should increase from 198 to 270 at the Year 7 intake point, moving from a 990-place school to a 1350-place school over a five-year period. The School's pupil population is projected to steadily increase. An enlargement of the school is necessary to cater for this projected increase.
  
14. The building programme for Stopsley High School will provide:-
  - Improved pedestrian and vehicular access.
  - A new entrance plaza to the front of the School.
  - A new build main entrance and associated youth and community facilities.

- A new 4 court sports hall and various new build extensions to the School.
  - Remodelled and refurbished teaching accommodation to provide a rational school layout and excellent learning environments with state of the art ICT infrastructure.
  - Improved landscape to provide outdoor learning spaces beside classrooms.
15. A response to concerns raised at the consultation stage, prior to the publication of statutory notices, is set out below:
- Class sizes – there are no plans to alter the class sizes.
  - Catchment area review – catchment areas are likely to change in the future to better reflect the new school capacities.
  - Additional permanent staff will be employed in the expanded school.

### **Challney High School for Boys (Phase 3 – Expansion from September 2013)**

16. It is proposed that the School's admissions number should increase from 165 to 210 at the Year 7 intake point, moving from a 825-place school to a 1050 place school over a five year period. The School's pupil population is projected to steadily increase and an enlargement of the School is necessary to cater for this growth. Under this proposal the capacity of the Boys School will match that of Challney High School for Girls.
17. The building programme - Planning consent was achieved for the proposed Challney High School for Girls which is under construction to the North of the site and will form an independent school from the Boys. At this time, indicative options are identified for the Boys School. Most of the expansion is expected to be contained within renovated existing accommodation across the two co-joined schools, with some demolition of existing buildings to comply with Sport England's requirements for both hard and soft external play provision.
18. There are a number of options available for the refurbishment of the School, which are being investigated currently at this moment in time to best provide Value for Money. The broad options available are:
- Option 1: Refurbishment of the Girls' School, leaving the Boys in occupation of the existing Boys' School. Upon completion, entirely relocating the Boys to the Girls' School.
  - Option 2: Refurbish the Boys' School in phases.
  - Option 3: 'Decant' the Boys to the Girls' School, refurbish the Boys' School and then, upon completion, 'recant' the Boys back to the Boys' School.

19. A response to concerns raised at the consultation stage, prior to the publication of statutory notices, is set out below:
- Traffic issues – Congestion will be alleviated on completion of the new building for Challney High School for Girls, as the entrance to this school will be via Addington Way. Separate entrances will disperse traffic, easing congestion.
  - Staff car parking – an increase in staff car parking is planned, in line with planning constraints.
20. A response to the objection made to the statutory proposals (see Appendix G) during the representation period, is set out below:
- The admission of pupils to school based on their ethnicity is illegal.
  - Civil Enforcement Officers do patrol school sites to enforce any parking restrictions in place.
  - Litter – Luton schools educate pupils on social responsibility issues such as the importance of not dropping litter in the streets.
  - Green space – demolition works will return playing field provision to the site to comply with Sport England requirements.

### **Icknield High School (Phase 3 – Expansion from September 2013)**

21. It is proposed that the School's admissions number should increase from 290 to 480 at the Year 7 intake point, moving from a 1455 place school to a 2400 place school over a five year period. This expansion is necessary to accommodate the growing pupil population in the catchment area and central Luton.

### **Woodlands Secondary School (Special) (Phase 3 – Expansion from September 2013)**

22. It is proposed that the School's capacity should increase from 145 to 210 places across eight year groups (Years 7-14). As the town's pupil population grows the number of pupils requiring special school provision is expected to increase. It is also proposed to co-locate Woodlands Secondary School with Icknield High School on Riddy Lane. It is anticipated that this co-location will improve collaboration, overcome isolation and improve integration through the sharing of resources.
23. The building programme - The proposal is for the rebuild of Icknield High School alongside Woodlands Secondary School. The development will provide an inclusive learning environment enabling all pupils to be located on one site.
24. Outline planning permission has been sought for the new, integrated school. The proposals include:

- New classrooms, science, design and technology, arts, performance and sports facilities,
- Central 'street' area to include administration, leadership and dining facilities,
- Community and integrated youth services facilities,
- Respite care for young people aged 11- 19
- Car parking
- Outdoor sports facilities

25. Some of the Icknield facilities will be shared with Woodlands; all of the facilities will be fully accessible.

26. A response to concerns raised at the consultation stage, prior to the publication of statutory notices, is set out below:

- Traffic, parking and access to the site:
  - Two separate vehicle entrances are planned, one for Woodlands staff and pupil transport (pupils arrive by taxi or specialist transport) and the other for Icknield staff.
  - A dedicated off road parent drop off area with 16 spaces is planned. This area will only be accessible at the start and end of the school day.
  - A separate pedestrian access to the school will be provided to ensure a safe entrance to the school for pupils.
  - The current access to the school from Birdsfoot Lane will be improved and made safer to encourage greater use by pupils.
  - There will be an expansion in the number of parking spaces to accommodate the increase in staff.
  - Icknield High School's Travel Plan will be reviewed to reduce the number of car trips from staff and pupils.
  - There will be an active promotion of cycling by provision of cycle storage, BMX and road racing facilities.
  - A review of current parking restrictions and their enforcement will be undertaken.
- Management of the enlarged Icknield High School will include the following features:
  - Use of curriculum colleges to manage teaching and learning.
  - A dedicated Year 7 college to support the transition to High School.
  - A house system to manage pastoral care.

- A building designed in accordance with the principles of 'Human Scale Schools'.
- Action to address litter and behaviour issues:
  - A greater range of food outlets within the school to reduce the use of take-aways.
  - Greater promotion of the healthy eating agenda within the school.
  - Extended school provision of sporting and other activities to engage pupils in positive activities.
  - New youth and community facilities on site to encourage the community to make greater use of the site.

### Decision Making Process

27. Statutory proposals were published on 13 January for the following five schools:
- Cardinal Newman VA RC Secondary School
  - Stopsley High School
  - Challney High School for Boys
  - Icknield High School
  - Woodlands Secondary School (Special)
28. The deadline for the submission of objections and comments for all schools except Woodlands was 10 February 2010. Only one formal objection has been received (see Appendix G). The formal consultation period for Woodlands Secondary School closes on 25 February. If any objections are received before this date they will tabled at the meeting of the Executive.
29. In making decisions on school expansions LAs are required to have regard to guidance issued by the Secretary of State. The relevant guidance is set out at Appendix H. The guidance states *'the strong presumption is that proposals to expand successful and popular schools **should** be approved'*. This presumption applies to the following schools.
- Challney High School for Boys
  - Icknield High School
  - Stopsley High School
  -
- Further information is set out at paragraphs 4.31-4.34 in Appendix H.

### LEGAL IMPLICATIONS

30. There are the following legal implications to this report, and this has been agreed with J Newman in Legal Services on 15 February 2010.
31. The Council is under a statutory duty to ensure that there are sufficient school places in its area, promote high educational standards, ensure fair access to



educational opportunity and promote the fulfilment of every child's educational potential. They must also promote diversity and increase parental choice.

32. Statutory proposals are necessary when the increase requires an enlargement to the school premises which would increase the physical capacity of the school by more than 30 pupils and either by 25% or by 200 pupils (whichever is the lesser).
33. If no decision is made in respect of proposals within two months of the end of the representation period the Council must forward the proposals to the Schools Adjudicator for a decision.
34. Regulation 8 of The School Organisation (Prescribed Alterations to Maintained Schools)(England) Regulations 2007 (as amended) provides that regard should be had to guidance issued by the Secretary of State when any decisions on proposals are made. The relevant statutory guidance is set out at Appendix H.

### **EQUALITIES IMPLICATIONS**

35. Increasing the number of school places in the area of population pressure improves the Council's ability to ensure an adequate supply of school places for local children. Easy access to school places is key to ensuring equality of opportunity and improved life-chances for children, thus benefiting the whole community.
36. The Children & Learning Equalities Officer confirmed this position on 15 February 2010.

### **COMMUNITY SAFETY**

37. The provision of local school places enables children to walk to school.

### **FINANCIAL IMPLICATIONS**

38. The capital expansion project will be funded via the Building Schools for the Future programme. The additional revenue funding required, required after completion of the building programme, will be met from a combination of the schools revenue budget, a top slice from the Dedicated Schools Grant (DSG) and a matching contribution from the Council.
39. The above financial implications have been agreed with the Finance Manager, Children & Learning, on 15 February 2010.

### **ENVIRONMENTAL IMPLICATIONS**

40. The approach within BSF is to integrate sustainability principles throughout the design. The new school buildings will include a range of 'green' features, including:
  - a. Low carbon design including:
  - b. Use of Grounds to Enhance Biodiversity.
  - c. Reducing Pollution
  - d. Use of Sustainable Materials
  - e. Encouraging Sustainable Travel
  - f. Supporting Sustainable Waste Management
41. Agreed with Katarzyna Drewczynska, Climate Change Officer on 15 February 2010.

### **STAKEHOLDERS CONSULTATIONS**

42. Consultation has been conducted in accordance with statutory requirements.

### **RISK IMPLICATIONS**

43. A decision to reject these proposals would reduce the number of school places available to local children. Such a decision would also jeopardise the Council's ability to fulfil its statutory duty to provide sufficient school places for its pupil population. In addition, it would delay the submission of the BSF Wave 6 Outline Business Case for Phase 3 projects (timetabled for 31<sup>st</sup> March 2010) which seeks to gain approval of funding from PfS to deliver two new build and four refurbishment schools.

### **OPTIONS**

44. In considering these proposals the Executive can decide to:
  - (a) Reject the proposals
  - (b) Approve the proposals
  - (c) Approve the proposals with a modification; or
  - (d) Approve the proposals subject to them meeting a specific condition (conditional approval can only be granted in the limited circumstances specified in the regulations)

### **APPENDIX**

45. The following appendices are attached to this report:
  - Appendix A –Responses to the consultation exercise undertaken prior to the publication of statutory proposals.
  - Appendix B – Statutory Proposals for Cardinal Newman Catholic School
  - Appendix C – Statutory Proposals for Stopsley High School
  - Appendix D - Challney High School for Boys

- Appendix E - Icknield High School
- Appendix F - Woodlands Secondary School
- Appendix G - Letter in response to the Statutory Proposals for Challney High School for Boys.
- Appendix H– Statutory Guidance for decision makers relevant to the statutory proposals.

## **BACKGROUND PAPERS**

51. The following previous reports to the Executive are relevant to this report:

- 14<sup>th</sup> July 2008 – approval of BSF Wave 6 Strategy for Change Part 1
- 5<sup>th</sup> January 2009 – approval of BSF Wave 6 Strategy for Change Part 2
- 20<sup>th</sup> April 2009 – approval of BSF Phase 2 projects (inc. Wave 3 Phase 2 Stage 0 Submission and Wave 6 Phase 2 Outline Business Case)