

Bolton Council

Report to: Executive Member Cllr Cunliffe
Children's Services

Date: 10th September 2018

Report of: Ged Rowney, Director of People

Report No:

Contact Officer: Dr A Birch, AD for Education and Learning

Tele No:

Report Title: **Proposed Expansion of Primary Schools**

**Confidential /
Non Confidential:)**

(**Non-Confidential**) This report does **not** contain information which warrants its consideration in the absence of the press or members of the public.

Purpose:

To update the Executive Member on the outcome of a recent consultation exercise seeking expressions of interest to increase capacity in primary schools and to obtain the Executive Member's approval to authorise Officers to progress those proposals identified in the report, including undertaking and developing feasibility and cost estimate exercises with a view to increasing capacity at those schools.

Recommendations:

The Executive Member is recommended to:

- i) note the responses to the recent consultation with schools to increase primary capacity;
- ii) authorise Officers to develop proposals and establish budget estimates to expand Gaskell CP school from 45 to 60 PAN and Ss Osmund and Andrew RCP from 50 to 60 PAN with a view that additional places will be made available within the 2018/19 academic year, subject to available capital funding;
- iii) authorise Officers to develop proposals and establish budget estimates to expand Markland Hill CP school from 45 to 60 PAN and Bolton St Catherine's CE Academy from 30 to 60 PAN with a view that additional places will be made available within the 2019/20 academic year or sooner if required, subject to available capital funding;

- iv) authorise Officers to develop proposals and establish budget estimates to expand Gilnow CP school from 30 to 45 or 60 PAN and Moorgate CP from 30 to 60 PAN with a view that additional places will be made available within the 2020/21 academic year or sooner if required, subject to available capital funding.
- v) support the future expansion of Walmsley CEP school to 2FE once the approved housebuilding has commenced at the Last Drop site and the local authority has received the previously agreed Section 106 Agreement funding, subject to the future support of LCVAP funding to facilitate the cost of the expansion.

Decision:

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Background Doc(s):

Pupil Place Planning Pressures (12th February 2018) Executive Member
Deputy Leader

Signed:

Leader / Executive Member

Monitoring Officer

Date:

Summary:

In recent years, Bolton has experienced an unprecedented increase in the demand for primary school places. Despite the significant increase in capacity that has been delivered, demand for primary school places remains high in some areas of the borough and many schools in these areas are operating with class sizes in excess of their Planned Admission Numbers, particularly across KS2 where infant class limits do not apply.

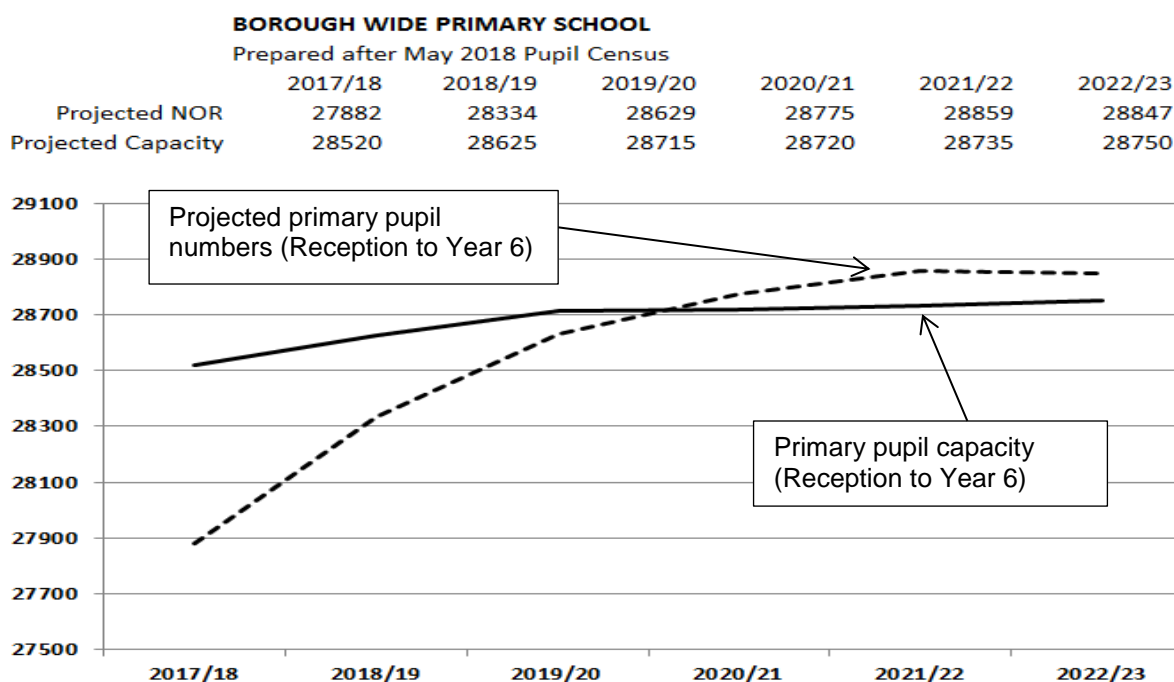
In order to positively respond to the continuing demand for primary school places, especially the additional demand arising out of in-year admissions which affect all primary age groups, it is proposed to increase capacity at a number of schools in those areas where such demand is greatest.

1.0 BACKGROUND

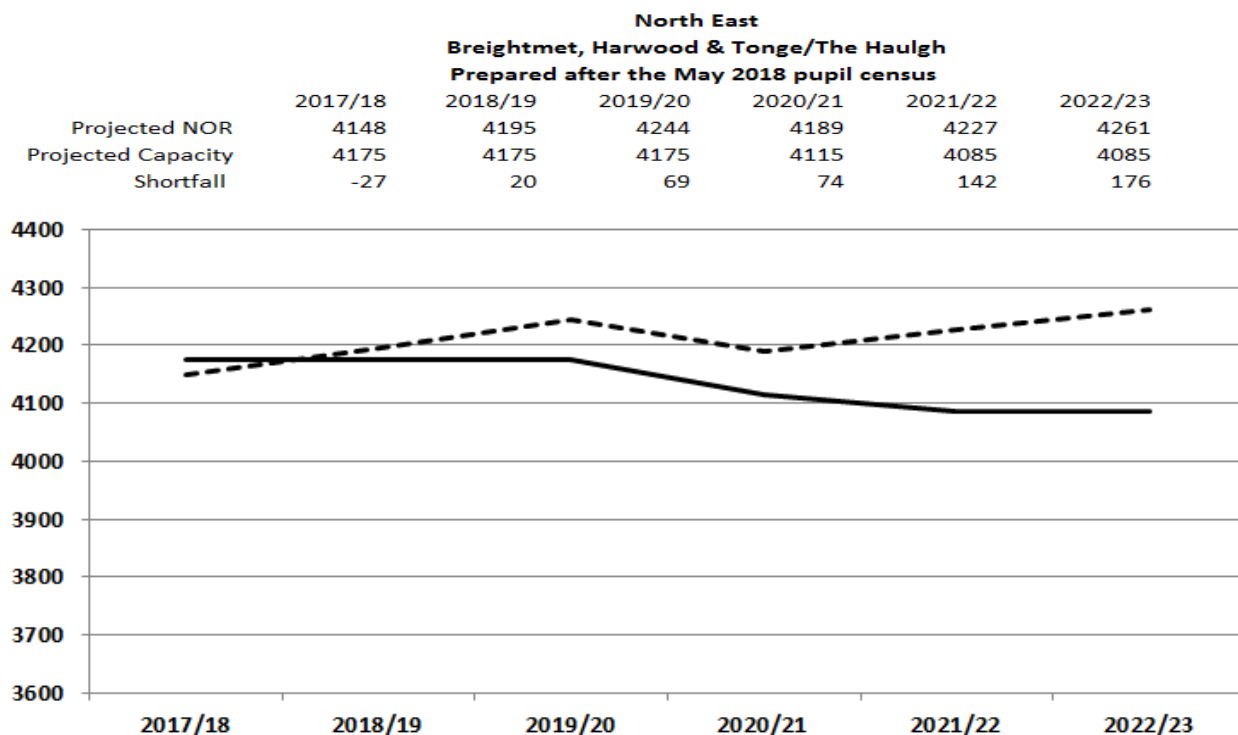
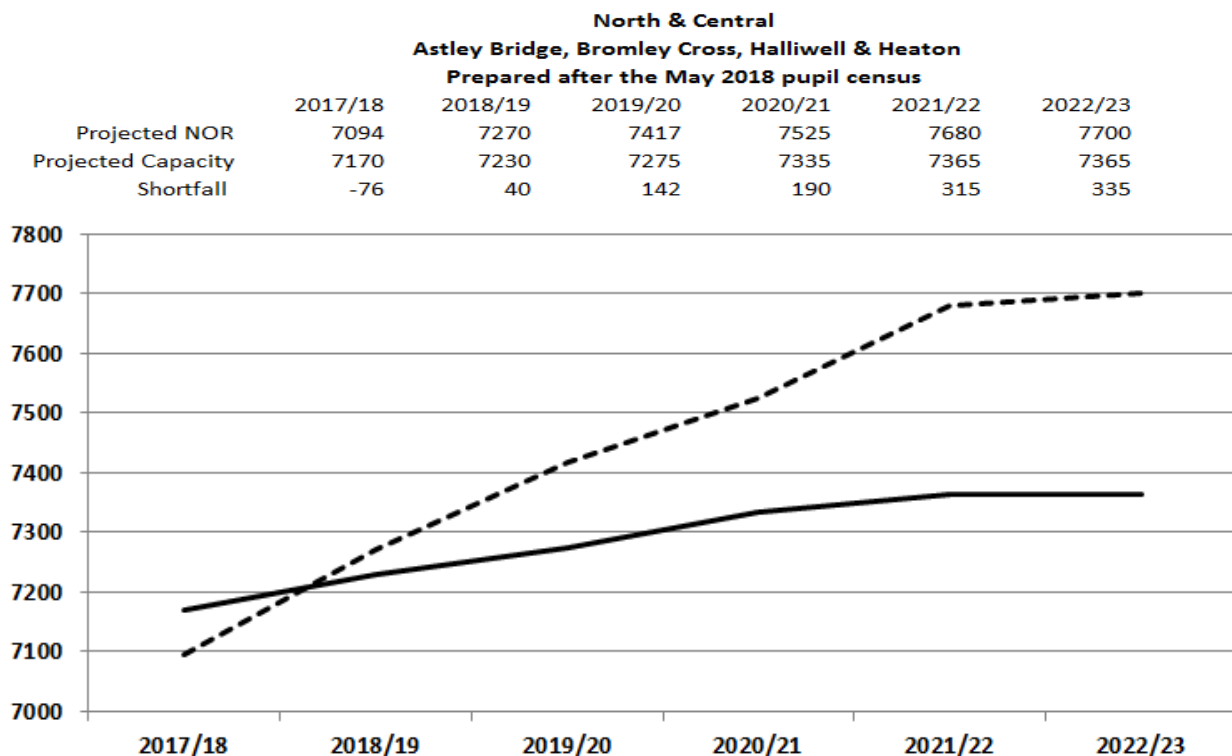
- 1.1 In the period 2009 to 2017 Bolton has seen a large rise in the demand for school places. This increased demand has resulted in Bolton's primary schools currently accommodating around 5,000 additional primary school pupils than were seen 10 years ago. However, despite the creation of additional places, demand from new primary age pupils arriving in the borough, particularly through in-year admissions remains very high and in some areas many schools are operating with class groups in excess of their Planned Admission Numbers. Key Stage 2 class sizes of over 30 pupils is not uncommon and the continuing demand for a primary school place is placing pressure on Key Stage 1 where infant class sizes are required to be capped at no more than 30 pupils.
- 1.2 The consequences of the above, is that it has become increasingly difficult in some areas of the borough to respond to the needs of new families who move into Bolton and who require a school place for their child. For families who require more than one primary school place it is often the case that their children cannot be offered a place at the same school because of the overall shortage of places. This can place great challenges on families and in some cases can result in children not attending the school where they have been allocated a place because of the challenges this creates for parents in safely getting their children to different schools.

2.0 PRIMARY SCHOOL PLACE DEMAND

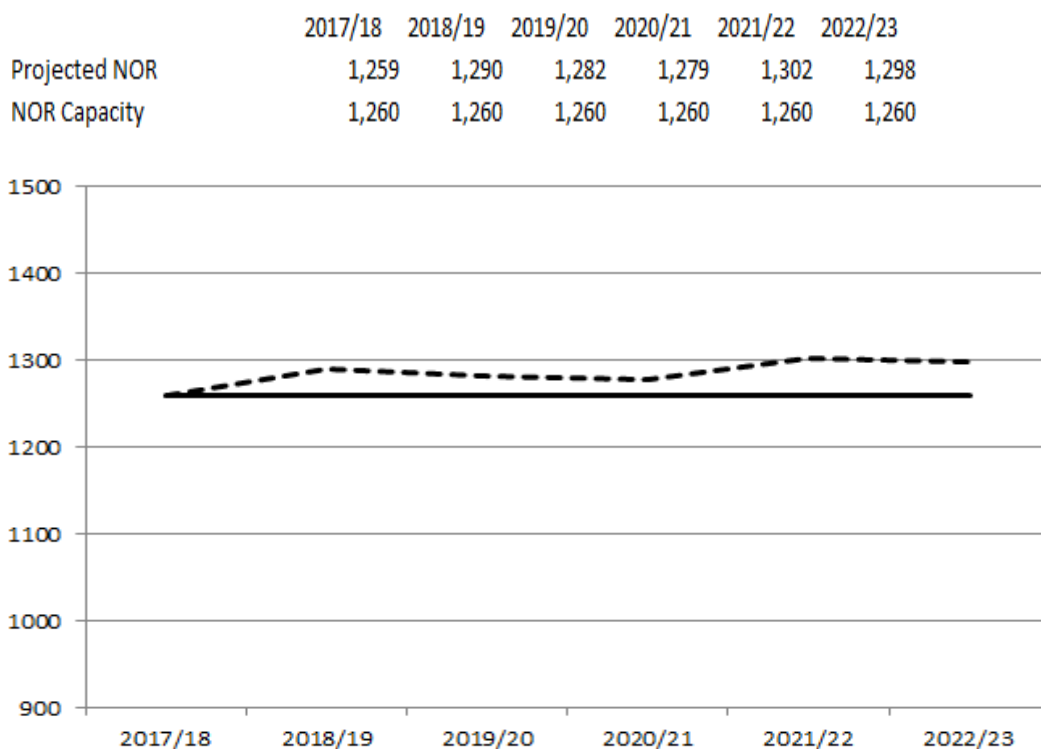
- 2.1 Whilst birth rates in recent years have appeared to reduce and are no longer driving an immediate increase in the overall demand for Reception places, the demand for a primary school place in any year group (Reception through to Year 6) arising out of in-year admission requests continues to place great pressure on our schools and on the the local authority's statutory obligation of ensuring that every school age child has an appropriate school place.
- 2.2 The graph below shows the latest primary pupil projection data for the borough as a whole, which confirms that demand for a primary school place (across all year groups) will continue to rise and that it will exceed overall capacity by Sept 2020.



- 2.3 However, the demand for school places is not evenly distributed across the borough, and some areas are expected to experience much greater demand than others. Of the 5 main primary pupil place planning areas, the North & Central and the North East areas of the borough are identified as having the greatest pressures. The latest projection data for these two areas is illustrated below. In both graphs, the projected number of primary school pupils are shown by the dotted line and the total primary school capacity is shown by the solid line.

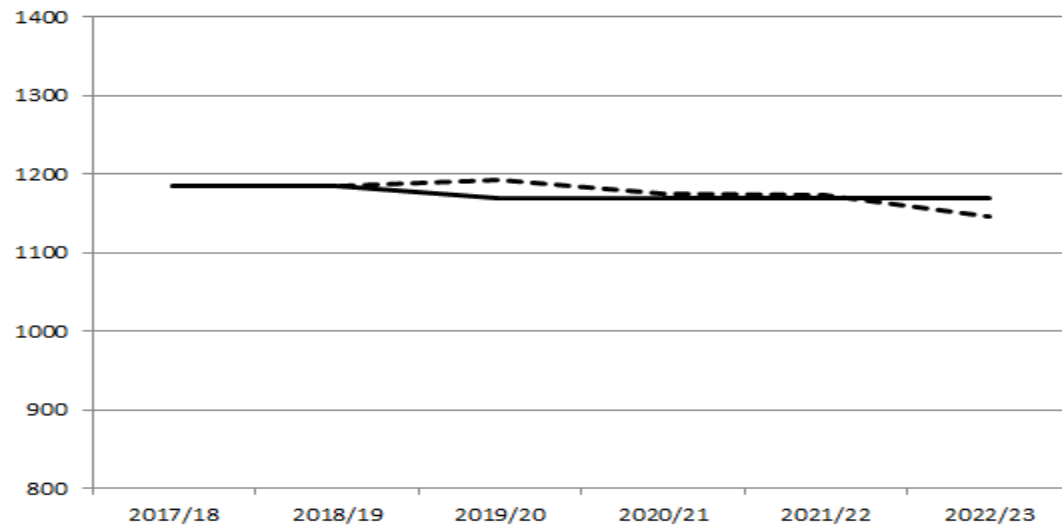


- 2.4 The projection data above suggests that by September 2022 there could be a shortfall of over 300 primary school places in the North & Central area of the borough and a shortfall of around 176 primary school places in the North East area by the same time.
- 2.5 Some of this shortfall could be accommodated within schools that operate with larger class groups in KS2 (where infant class size limits of 30 pupils do not apply), but in many areas this practice is already operating and given that the overall number of primary school pupils is expected to rise, this practice is not sustainable in the longer term and especially should not be relied upon as this could begin to impact on KS1 classes.
- 2.6 In order to respond appropriately to these pressures and to provide a degree of operational surplus capacity (say a minimum of 2%) it is therefore currently estimated that upto 500 additional primary school places could be required in the north of the borough by September 2022.
- 2.7 To better understand the place pressures within the north of the borough, it is necessary to consider the impact across the individual school place planning areas that make up both the North & Central and the North East areas.
- 2.8 The North & Central area comprises the 4 primary pupil place planning areas of Astley Bridge, Bromley Cross, Halliwell and Heaton, which are each illustrated below. In all cases the projected number of primary school pupils (Reception to Y6) are shown by the dotted line and the school capacity is shown by the solid line.
- 2.5 Projected primary pupil numbers Astley Bridge



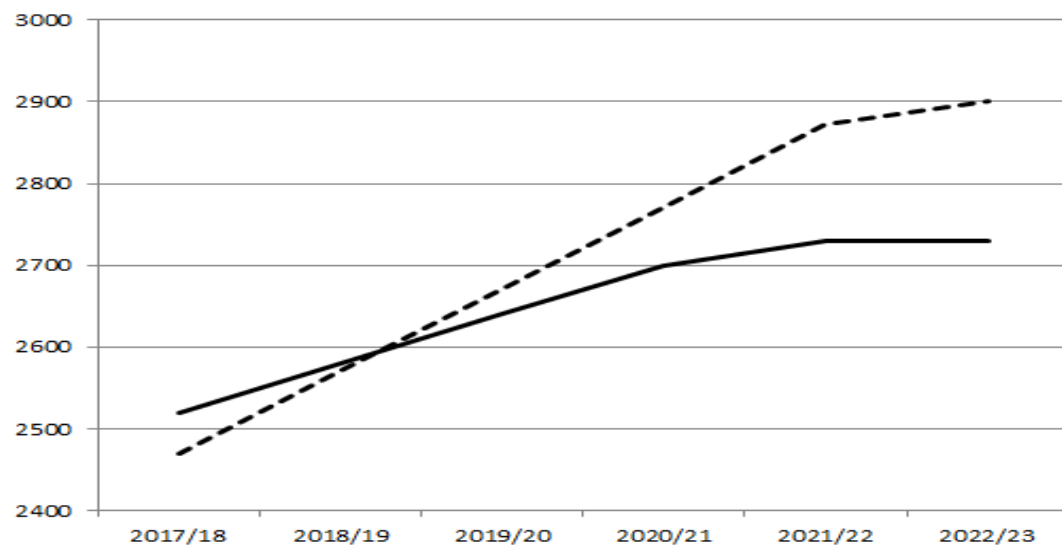
2.6 Projected primary pupil numbers Bromley Cross

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Projected NOR	1,185	1,184	1,192	1,176	1,173	1,146
NOR Capacity	1,185	1,185	1,170	1,170	1,170	1,170



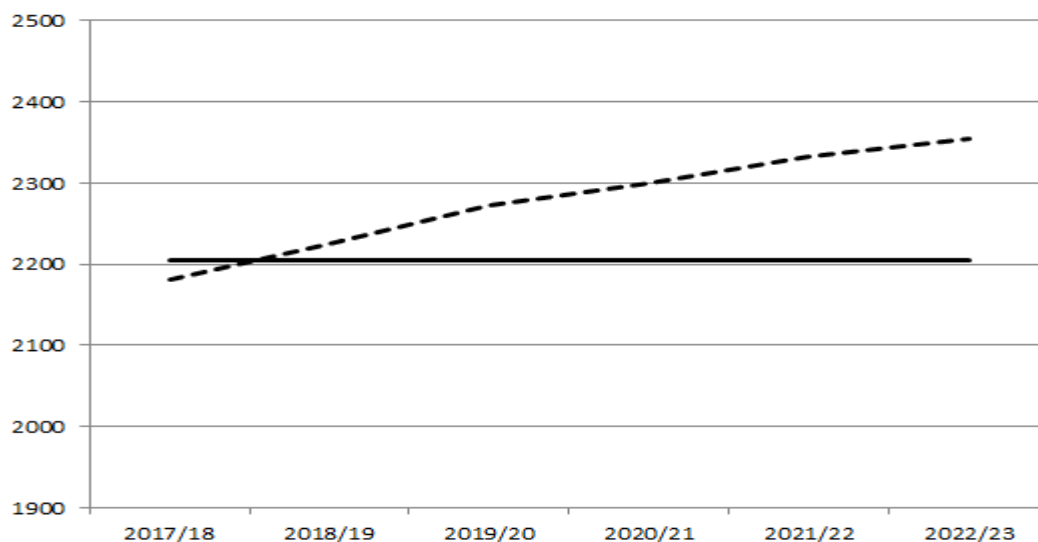
2.7 Projected primary pupil numbers Halliwell

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Projected NOR	2,469	2,571	2,671	2,770	2,872	2,901
NOR Capacity	2,520	2,580	2,640	2,700	2,730	2,730



2.8 Projected primary pupil numbers Heaton

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Projected NOR	2,181	2,225	2,272	2,300	2,333	2,355
NOR Capacity	2,205	2,205	2,205	2,205	2,205	2,205

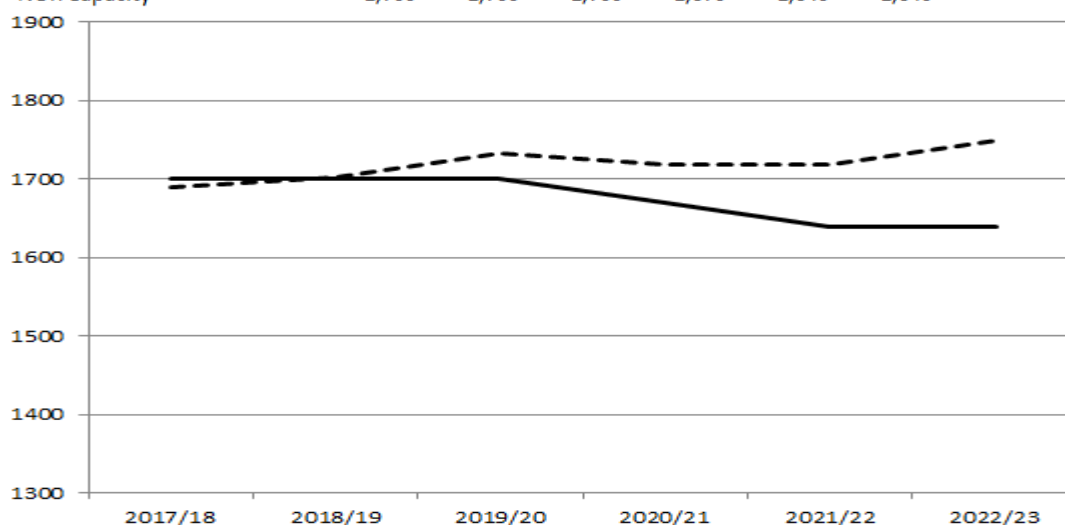


2.9 What is clear from the data above, is that the projected pressure for places across the North and Central parts of the borough is not evenly distributed, but is expected to be far greater in the Astley Bridge, Halliwell and Heaton areas rather than the Bromley Cross area where the overall number of primary school pupils are expected to fall in the period to September 2022.

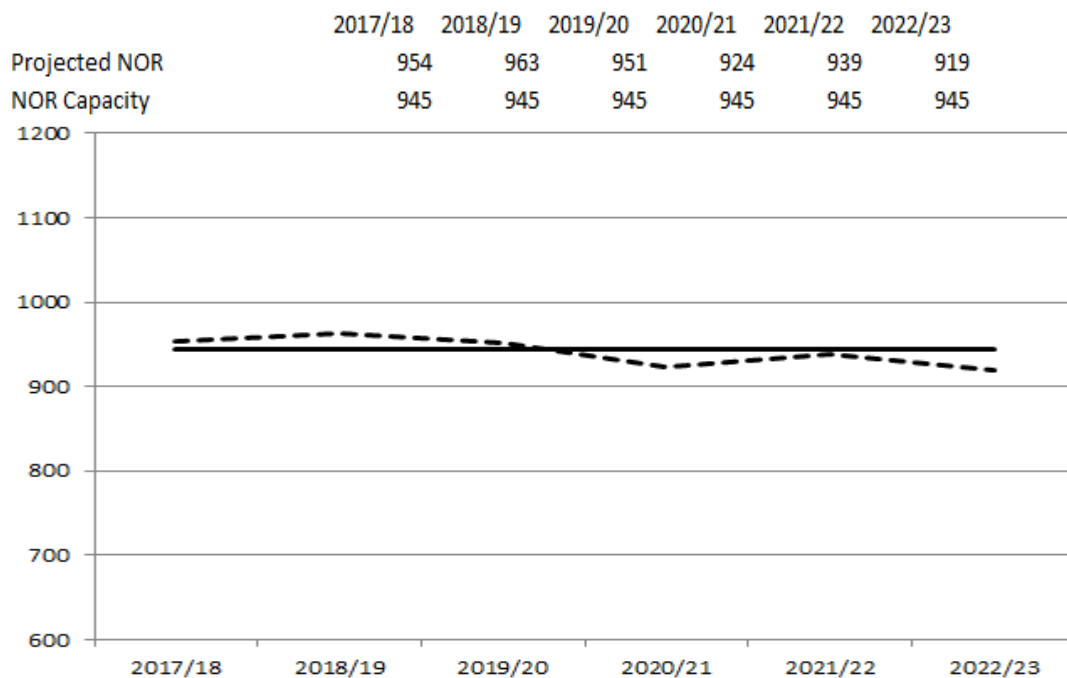
2.10 The primary pupil place planning areas that comprise the North East of the borough are the three areas of Brightmet, Harwood and Tonge & the Haulgh. The latest projection data for these areas is shown below.

2.11 Projected primary pupil numbers Brightmet

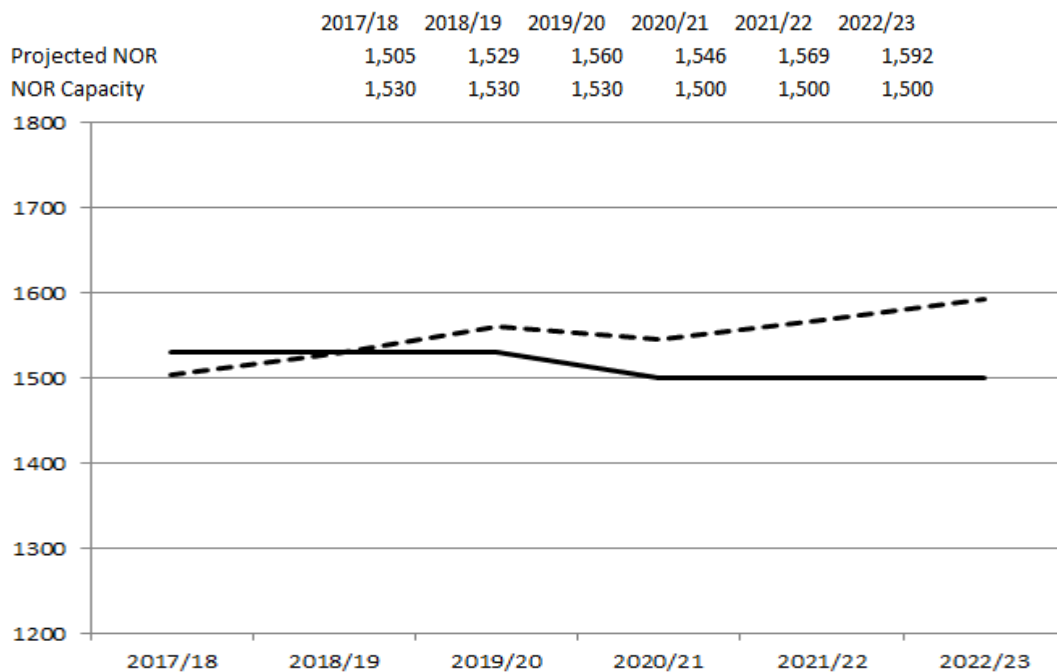
	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Projected NOR	1,689	1,703	1,733	1,719	1,719	1,750
NOR Capacity	1,700	1,700	1,700	1,670	1,640	1,640



2.12 Projected primary pupil numbers Harwood

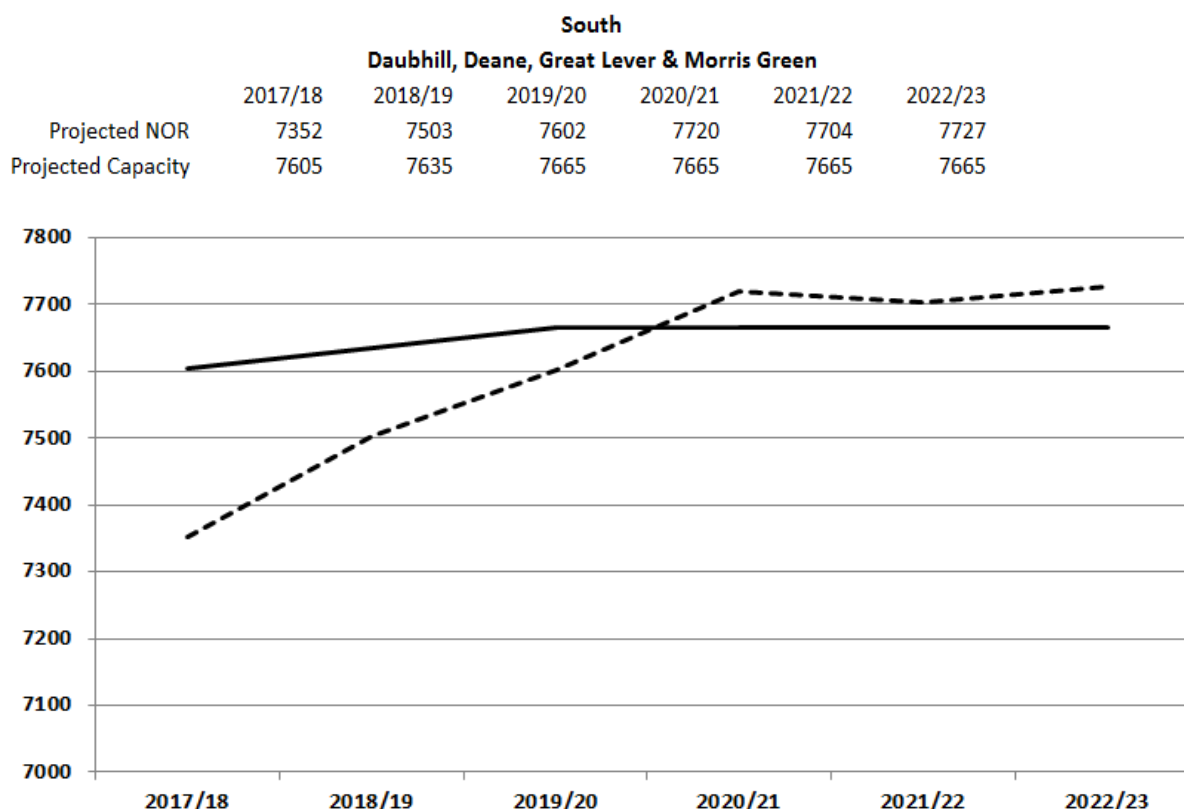


2.13 Projected primary pupil numbers Tonge & The Haulgh



2.14 The above helps to show that the pressure for primary school places in the North East of the borough is likely to be greatest in the Brightmet and the Tonge & the Haulgh pupil place planning areas rather than Harwood where it is expected that overall primary pupils will fall over the next 5 years.

2.15 In addition to the identified pressure for primary school places in the north, the projected demand for a primary school place in the south of the borough is also expected to remain high, as illustrated by the latest projection data below, but not as great as those identified in the North.



3.0 PROPOSED SOLUTIONS TO PRIMARY PLACE DEMAND

- 3.1 The identified continuing pressure for primary school places and in particular, the lack of opportunities for the Council to respond to these pressures due to insufficient Basic Need capital funding to expand schools has been repeatedly raised with senior colleagues at the DfE over the course of the last year. This led to the Council directly petitioning the Minister for Education (Lord Agnew) for his support and this subsequently resulted in an agreement by the DfE earlier this year to allow Bolton to access future Basic Need funding that had yet to be formally allocated. The early release of this funding has now provided the opportunity and the confidence for the Council to consider undertaking appropriate expansions where the identified pressures are greatest.
- 3.2 The Council therefore undertook a 6 week (term time) consultation exercise that commenced on Monday 14th May, inviting schools to submit expressions of interest to increase capacity across the North & Central, and the North East areas of the borough where the future demand for school places is expected to remain high for the foreseeable future.
- 3.3 Although an increase in demand is also identified in the South of the borough, no proposals are being sought by the Council at this time because the DfE via the Education Funding and Skills Agency (ESFA) and the Regional School Commissioner (RSC) are proposing to establish a new 2FE (Forms of Entry) Primary Free School in Great Lever. This new school is expected to be open by September 2020 and will eventually provide an additional 420 primary school places and will help to alleviate future pupil place pressures in this area.
- 3.4 The projected demand for a primary school place in the West and the South East of the borough for the foreseeable future (upto September 2022) is expected to be able to be met from within existing capacity in schools in those areas and there is therefore no immediate need to create additional pupil place capacity in these areas, although this situation will continue to be monitored, particularly in respect of any future housing building that might take place.

4.0 MATTERS TO CONSIDER WHEN EXPANDING SCHOOLS

- 4.1 When proposing to expand schools, it is recommended that consideration is given to the following matters so that priorities can be more easily identified.
- 4.1.1 Is the school popular? - Does the school regularly receive more 1st preference applications than it can admit?
- 4.1.2 Is the school successful? - what is the latest Ofsted judgement and how is the school performing?
- 4.1.3 Is the school in the right geographical area? - is the school in an area that is identified as having a projected high demand for places?
- 4.1.4 Is there an opportunity to rationalise the current PAN more effectively? – it is widely accepted that schools operate most effectively when they are structured around intakes and subsequent year groups of multiples of 30. Schools with PANs of 45 necessarily have to adopt mix age teaching groups and schools with other non-standard PAN numbers (ie 20, 40 or 50 etc) can face financial challenges as well as difficulties in effectively organising class group structures.
- 4.1.5 Is there an opportunity to address necessary condition liabilities and undertake complimentary suitability improvements, which could provide additional funding support for the scheme? – it can be financially beneficial to undertake necessary condition and desirable suitability improvements at the same as physically increasing the capacity of a school, by attracting economies of scale and reducing future nuisance and inconvenience to schools.
- 4.1.6 Is there a practical solution to expansion? - many schools in Bolton are built on tight urban sites, with limited external space for pupil play and recreational opportunities. It would not be desirable to compromise the value of such assets if other expansion solutions were available.
- 4.1.7 Is the scheme cost effective? – whilst it is potentially possible to expand and remodel any school, there is a limited amount of capital available to achieve this and all schemes will need to be considered in respect of their overall cost and value for money.
- 4.2 When responding, schools were asked to take the above into account within their expressions of interest but in addition, were advised that the need to increase primary capacity would require the provision of additional places across all year groups (Reception to Y6) being made available as soon as practically possible, rather than the traditional incremental growth which has previously seen schools expand each year through larger Reception intakes. Whilst creating the additional necessary capacity across all year groups within schools, it should be acknowledge that doing so in this way is not without its challenges. Namely, that it is unlikely that all of the additional school places that are created will be immediately filled. Once schools are physically expanded it is more likely that the additional places will be filled by pupils over the course of the following year or so as demand for places rises. Nevertheless, schools that are expanded will be expected to be able to immediately respond to new admission requests, as and when they occur and they will be expected to be able to appropriately resource the provision of these additional places in terms of any additional necessary teaching staff. Because of the way that in-year admission pupils are funded, this could result in a funding lag for schools, where teaching staff need to be appointed in advance of such pupils being admitted and the school subsequently receiving any additional funding to support these children, upto a year later.

5.0 RESPONSES FROM SCHOOLS

- 5.1 A total of 13 responses have been received from schools during the consultation exercise. In one case, Ladybridge CP has raised concern about proposals to increase capacity when they have surplus places. Given these surplus places, they question the need to increase capacity and feel that to do so at this time would undermine the financial viability of existing schools and lead to teacher redundancies.
- 5.2 In answer to the concerns raised by Ladybridge CP, the following data illustrates the actual number of pupils on roll, per year group in the five schools in the Deane Primary Pupil Place Planning area, recorded in April 2018.

Deane	REC PAN	REC NOR	Y1 PAN	Y1 NOR	Y2 PAN	Y2 NOR	Y3 PAN	Y3 NOR	Y4 PAN	Y4 NOR	Y5 PAN	Y5 NOR	Y6 PAN	Y6 NOR
St Mary's Deane CEP	60	55	60	59	60	53	60	60	60	59	60	61	60	68
Beaumont CP	30	30	30	30	30	30	32	32	32	32	32	32	32	32
St Bernard's RCP	30	30	30	30	30	29	30	29	30	31	20	30	20	21
Ladybridge CP	60	48	60	59	60	44	60	58	60	60	60	60	60	60
Lostock CP	30	30	30	31	30	30	30	30	30	30	30	30	30	30
Sub Total	210	193	210	209	210	186	212	209	212	212	202	213	202	211
Surplus Places		17		1		24		3		0		-11		-9

Pupils numbers on roll April 2018

- 5.3 The above pupil headcount confirmed that Ladybridge CP did indeed have surplus places in Reception (12 surplus places), Y1 (1 surplus place), Y2 (16 surplus places), and Y3 (2 surplus places). However it also confirmed that the school had no surplus places in Y4, Y5 or Y6.
- 5.4 Furthermore, when reviewing the 5 primary schools that comprise the Deane Primary Pupil Place Planning area that collectively offer 210 pupil places per year group, there was only 1 surplus Y1 place available, only 3, Y3 places available, 0 surplus Y4 places available and Y5 and Y6 were both operating above their capacity levels. Despite the concerns expressed by Ladybridge CP, who feel that there is not a need to increase capacity, this recent pupil headcount data confirms the overall shortage of primary school places in the Deane area, and justifies the need for the local authority to address this. The pattern illustrated above is indicative of other areas also including schools in the north of the borough.
- 5.5 The following 12 schools in the North & Central and the North East areas of the borough responded positively to the invitation to increase capacity. Expressions of interest were not invited from schools in the West and the South East because there are currently no identified future place pressures in these areas, nor from the South because there is a separate proposal to establish a new 2FE 420 place free school in the Great Lever area by September 2020.

Expressions of interest received from the schools below	Pupil Place Planning Area		Ward
Egerton CP	North & Central	Bromley Cross	Bromley Cross

Gaskell CP	North & Central	Halliwell	Halliwell
Gilnow CP	North & Central	Heaton	Halliwell
Hardy Mill CP	North & Central	Harwood	Bradshaw
Markland Hill CP	North & Central	Heaton	Heaton and Lostock
St Paul's CE Academy	North & Central	Halliwell	Crompton
The Oaks CP	North & Central	Astley Bridge	Astley Bridge
The Valley CP	North & Central	Halliwell	Crompton
Walmsley CEP	North & Central	Bromley Cross	Bromley Cross
Bolton St Catherine's CE Academy	North East	Brightmet	Brightmet
Moorgate CP	North East	Tonge and the Haulgh	Tonge and the Haulgh
Ss Osmund & Andrew RCP	North East	Brightmet	Brightmet

6.0 PROPOSALS FROM SCHOOLS

	Current PAN	Proposed PAN	Additional Pupil Places (Rec – Y6)	Proposal
Egerton CP	30	45	105	Traditional expansion and enlargement of school to 1.5FE
Gaskell CP	45	60	105	Traditional expansion and enlargement of school to 2FE
Gilnow CP	30	45	105	Traditional expansion and enlargement of school to 1.5FE
Hardy Mill CP	45	60	105	Traditional expansion and enlargement of school to 2FE

Markland Hill CP	45	60	105	Traditional expansion and enlargement of school to 2FE or possible relocation to another site and consider disposing of current school site and raising capital receipt (to assist funding)
St Paul's CE Academy	30	45 or 60	105 or 210	Construction of new annex on another nearby site
The Oaks CP	30	45 or 60	105 or 210	Traditional expansion and enlargement of school to 1.5FE or 2FE
The Valley CP	60	90	210	Proposed incremental expansion to 3FE utilising existing nearby site
Walmsley CEP	45	60	105	Traditional expansion and enlargement of school to 2FE
Bolton St Catherine's CE Academy	30	60	210	Remodelling of existing space to create 2FE provision
Moorgate CP	30	60	210	Traditional expansion and enlargement of school to 2FE
Ss Osmund & Andrew RCP	50	60	70	Traditional expansion and enlargement of school to 2FE (necessary KS1 accommodation has already been created)

7.0 REVIEW OF EXPRESSIONS OF INTEREST

	Is the school popular? (3 year average of 1 st Pref applies over PAN)	Is the school popular (last Ofsted judgement)	Is the school in the right geographical area?	Opportunity to rationalise PAN?	Are there condition and suitability issues that need to be addressed at the school that could attract additional funding?	Is there a practical solution to expansion?	Is the proposed expansion cost effective?
Egerton CP	7	Outstanding (Nov 2015)	North & Central but no identified pressure in Bromley Cross therefore not a priority	No 30 to 45	N/A	Potentially difficult topography and access to school	Unknown
Gaskell CP	5	Good (Nov 2017)	North & Central and identified pressures in Halliwell	Yes 45 to 60	The removal/ upgrading of a former community building (now nursery) that was provided as part of City Challenge in the 1990s will need to be addressed sometime soon	Yes, large flat site	Unknown
Gilnow CP	-14 Not as popular as other schools in the area	Good (Feb 2017)	North & Central and identified pressures in Heaton	No 30 to 45	N/A	Existing school site quite tight and would need to utilise nearby public recreational space which	Unknown

	therefore not a priority					could introduce planning risk and/or possible delays	
Hardy Mill CP	0	Good (March 2015)	North & Central but no identified pressure in Harwood therefore not a priority	Yes 45 to 60	N/A	Potentially difficult topography	Unknown
Markland Hill CP	32	Outstanding (Oct 2014)	North & Central and identified pressures in Heaton	Yes 45 to 60	N/A	Existing school site quite tight and any expansion would compromise external play space. Access also likely to be an issue. The proposal to develop on a nearby site is not likely to offer an immediate solution.	An initial feasibility was undertaken in 2016 which advised of an estimated cost of around £1.5M
St Paul's CE Academy	1	Outstanding (July 2103)	North & Central and identified pressures in Astley Bridge	Proposed increase from 30 to 45 or 60	N/A	Existing school site quite tight and would need to utilise another nearby site and would likely be a longer term solution therefore not a priority	Unknown but given the need to construct a new and separate facility on another site, this is likely to be a high cost.
The Oaks CP	10	Outstanding (June 2012)	North & Central and identified pressures in Astley Bridge	Proposed increase from 30 to 45 or 60	N/A	Potentially difficult topography and physical site constraints, therefore not a priority	Unknown

The Valley CP	10	Outstanding (Dec 2008)	North & Central and identified pressures in Halliwell	Proposed incremental increase from 60 to 90	N/A	A proposed incremental expansion would not provide an immediate solution for KS2 pupil place pressures therefore not a priority	Unknown
Walmsley CEP	5	Outstanding (Nov 2008)	North & Central but no identified pressure in Bromley Cross therefore not a priority	Yes 45 to 60	Yes, potential of LCVAP funding support	Yes, large site	Cost of scheme is estimated at around £650K. Potential future Sect 106 funding of £182K has been agreed subject to new residential development at the Last Drop. Possible future LCVAP funding could also be considered to address current condition issues.
Bolton St Catherine's CE Academy	10	Academy Converter - previous inspection judgement (as an academy in May 2016) was Requires Improvement as an all-through school, but acknowledged strengths in both Early Years (Good) and primary	North East and identified pressures in Brightmet	Proposed increase from 30 to 60	N/A	Yes, the school has already been increased in size with 3 additional classrooms and further accommodation would utilise existing internal space	Unknown

Moorgate CP	29	Outstanding (Jan 2016)	North East and identified pressures in Tonge & The Haulgh	Proposed increase from 30 to 60	N/A	Yes, large flat site	Unknown
Ss Osmund & Andrew RCP	7	Good (May 2017)	North East and identified pressures in Brightmet	Yes 50 to 60	N/A	Yes. The school has already created additional necessary KS1 accommodation. Only additional KS2 accommodation would be needed.	Around £550K

8.0 SUMMARY AND CONSIDERATION OF EXPRESSIONS OF INTEREST

- 8.1 The review of the latest pupil projection data suggests that the greatest pressures for primary school places will be seen in the Astley Bridge, Halliwell and Heaton areas (in the North and Central area) and within the Brightmet and the Tonge & The Haulgh areas (in the North East) notwithstanding that pressures in the South that are also acknowledged. In addition, the latest pupil projection data suggests there is a need to increase capacity across all year groups in order to effectively respond to demand and that more traditional incremental expansions to schools will not help to address issues arising in the short term throughout KS2 class groups. In this respect, the expression of interest submitted by The Valley CP school sought to increase the school incrementally, which will not help to address pressures in KS2 in the short term.
- 8.2 Proposals to construct new teaching accommodation on alternative sites are also likely to be longer term solutions as well as likely to attract a high cost (ie St Paul's CEP Academy and the alternative proposal for Markland Hill CP schools) and it is therefore felt that these will not help to address immediate concerns, which require quicker solutions.
- 8.3 It is therefore proposed that further consideration is given to responding to the expressions of interest submitted by the following schools and each of these will be reviewed separately.

Expressions of interest received from the schools below	Pupil Place Planning Area		Ward
Gaskell CP	North & Central	Halliwell	Halliwell
Gilnow CP	North & Central	Heaton	Halliwell
Markland Hill CP	North & Central	Heaton	Heaton and Lostock
Bolton St Catherine's CE Academy	North East	Brightmet	Brightmet
Moorgate CP	North East	Tonge and the Haulgh	Tonge and the Haulgh
Ss Osmund & Andrew RCP	North East	Brightmet	Brightmet

- 8.4 **Gaskell CP** - Is in an area of identified high demand. The school was remodelled and expanded to a 45 PAN in 2011 with a view that there may be a need for further expansion to 2FE. The school lies on a relatively large and flat area of land with good local access and the layout and configuration of the school lends itself favourably to further expansion and enlargement. There is also an opportunity to consider the future need to remove/replace an aging modular block that is in need of repair and is reaching life expiration.
- 8.5 **Gilnow CP** – Is in an area of identified high demand. The current school lies on a relatively tight site within a cul-de-sac. At the front of the school is a former children's centre facility which is now used by the school and offers the opportunity to be remodelled and utilised for teaching and learning space as part of any expansion proposal. Although the school advise that other internal space could be re-utilised, in reality the school would need to be physically extended and because of its relatively tight site, would likely require use of the adjoining public recreational space at the rear of the school, which could potentially delay implementation of a scheme to expand the school, given the need to obtain approvals to utilise this space.
- 8.6 **Markland Hill CP** – Is in an area of identified high demand. The school was remodelled and expanded to a 45 PAN in around 2010. It is a very popular and successful school and regularly receives more applications than available places. Its very tight site and limited external space would

make any expansion challenging as well as concerns around on-street parking and congestion on Markland Hill Lane. A feasibility to expand the school was undertaken in 2016 which comprised a single storey extension to create the additional necessary teaching space. The school have asked for this option to be considered further, as well as an alternative option that would see a two storey extension being constructed, which would compromise less on the loss of existing external space than a single storey extension alone. A third option offered by the school proposes a more radical solution which would see a new 2FE school constructed elsewhere (on another site) and the existing site being offered for disposal, with the resulting capital receipt being used to support the funding of the new school on an alternative site. This third option would clearly not provide an early solution and would require complex consideration including approval from the Secretary of State to dispose of an existing school site. For the purposes of this current exercise therefore only the proposed expansion of the existing school offers a realistic option in the short term.

- 8.7 **Bolton St Catherine's CE Academy** – Is in an area of identified high demand. Opened as a 1FE primary school as part of the then new academy, BSCA has admitted three separate bulge year primary intakes in Sept 2013, Sept 2014 and Sept 2016, and has been remodelled and physically extended with the provision of three additional classrooms to accommodate the larger pupil numbers. As a result of these earlier bulge year intakes, from Sept 2018 the school will be operating at 2FE in years 2, 4 and 5, and advise that they could quickly and easily transform to 2FE in the remaining year groups without needing to undertake any major remodelling or building works, although it should be acknowledged that the school are presently operating with two classrooms that are accommodated within modular units that will have a limited life span and if the school was to be permanently expanded, consideration should ideally be given to their replacement with more appropriate accommodation. Although the school have advised that they could physically accommodate additional pupils, they have expressed concern that appointing the extra teaching staff in advance of receiving additional funding would present challenges for them.
- 8.8 **Moorgate CP** – Is in an area of identified high demand. In response to previous high demand in this area, the school has admitted two bulge year intakes in Sept 2013 and Sept 2016. From Sept 2018 these bulge year intakes will be operating with a 60PAN (2FE) in years 2 and 5 and is able to accommodate these additional children by virtue of two new classrooms that have been constructed for this purpose. In addition, as part of these earlier works, an enlargement of the hall was also undertaken to more easily facilitate a permanent expansion to 2FE across the entire school if this was subsequently required.
- 8.9 **Ss Osmund and Andrew RCP** – Is in an area of high demand. When the former St Osmund's RCP and former St Andrew's RCP amalgamated in around 2003 the newly created Ss Osmund and Andrew RCP was established with a PAN of 50. As an operating PAN, 50 creates numerous problems both in terms of class sizes and class organisation (including the need for mixed year teaching) as well as staffing and financial challenges. As a popular school, Ss Osmund and Andrew have long aspired to expanding to 2FE (60 PAN) and in 2016, supported with around £300K of LCVAP funding, the school undertook the physical remodelling and extension to the KS1 accommodation to facilitate a more standard 2FE class structure, but because of accommodation constraints has to revert a hybrid 1.5FE/2FE structure within KS2. More recently, because of continuing budget concerns, the school has advised that from Sept 2019 it will reduce its PAN and adopt a rigid 45 PAN intake (rather than 50) thus removing 5 intake places, eventually leading to the removal of 35 pupil places overall, unless there is an opportunity to expand to full 2FE, and the creation of necessary additional accommodation to achieve this. The Diocese have confirmed their support for the school.
- 8.10 As explained earlier in this report, the need to increase primary school capacity at this time is required in order to respond to both current and expected future demand for primary places across all year groups, rather than a more traditional expansion that is driven by a demand for more reception places. This is because there is no identified evidence of a need for a significant increase in Reception capacity alone at this time. Indeed, if too much Reception capacity is provided in areas and at a time when it is not required, then it could result in the creation of too many surplus reception places which would have a direct and detrimental impact on some schools. The proposed creation of additional primary school place capacity at this time therefore needs to be undertaken in a carefully managed way to avoid such a situation arising.

- 8.11 It is therefore proposed that given the expressions of interest that have been submitted, and an assessment of those submissions, a phased approach should be adopted with one school from each of the two areas (North & Central and North East) being identified as a priority scheme within Phase 1 of the proposed expansion programme and which will be implemented as soon as practically possible and that ideally, such additional places will be available within the 2018/19 academic.
- 8.12 In addition, it is advised that a second school to be expanded be identified from each of the areas and which will be implemented if future pupil place pressures continue to be seen. Such proposals will be brought into being during the 2019/20 academic year or sooner if required, subject to available capital funding and that furthermore, a third school is identified from each of the areas which will be expanded if pupil place pressures continue to be seen, with a view that such additional places will be brought into being during the 2020/21 academic year or sooner if required, subject to available capital funding.
- 8.13 Finally, given the proposed housebuilding at the Last Drop and the confirmed Section 106 Agreement funding that has been secured for the provision of additional school places arising from this development and which will become available once housebuilding commences, it is proposed that once this Section 106 Agreement funding has been received, the expansion of Walmsley CEP to 2FE be supported, subject to future LCVAP funding to address on-going building repairs, as a contribution to the overall scheme costs.

9.0 Equality Impact Assessment

- 9.1. Under the Equality Act 2010, the council must have due regard to:
- Eliminating unlawful discrimination, harassment and victimisation and any other conduct prohibited by the Act
 - Advancing equality of opportunity between people who share a protected characteristic and people who do not share it
 - Fostering good relations between people who share a protected characteristic and people who do not share it
- 9.2. It is therefore important to consider how the proposals contained within this report may positively or negatively affect this work. To support this analysis, an Equality Impact Assessment (EIA) has been carried out on the proposals outlined in this report.
- 9.3 The EIA looks at the anticipated (positive and/or negative) impacts of the proposal on people from Bolton's diverse communities, and whether any group (or groups) is likely to be directly or indirectly differentially affected.
- 9.4 An Equality Impact Assessment has been carried out on the proposals and is attached at Appendix A. This proposal will have positive impacts for children and their families.

10.0 RECOMMENDATION

- 10.1 The Executive Member is recommended to:
- i) note the responses to the recent consultation with schools to increase primary capacity;
 - ii) authorise Officers to develop proposals and establish budget estimates to expand Gaskell CP school from 45 to 60 PAN and Ss Osmund and Andrew RCP from 50 to 60 PAN with a view that additional places will be made available within the 2018/19 academic year, subject to available capital funding;
 - iii) authorise Officers to develop proposals and establish budget estimates to expand Markland Hill CP school from 45 to 60 PAN and Bolton St Catherine's CE Academy from 30 to 60 PAN

with a view that additional places will be made available within the 2019/20 academic year or sooner if required, subject to available capital funding;

- iv) authorise Officers to develop proposals and establish budget estimates to expand Gilnow CP school from 30 to 45 or 60 PAN and Moorgate CP from 30 to 60 PAN with a view that additional places will be made available within the 2020/21 academic year or sooner if required, subject to available capital funding.
- v) support the future expansion of Walmsley CEP school to 2FE once the approved housebuilding has commenced at the Last Drop site and the local authority has received the previously agreed Section 106 Agreement funding, subject to the future support of LCVAP funding to facilitate the cost of the expansion.

Equality Impact Assessment

Title of report or proposal:
Proposed Expansion of Primary Schools

Department:	People Services
Section:	Asset Management and Place Planning
Date:	6 th August 2018

Public sector bodies need to be able to evidence that they have given due regard to the impact and potential impact on all people with 'protected characteristics' in shaping policy, in delivering services, and in relation to their own employees.

Under the Equality Act 2010, the council has a general duty to have **due regard** to the need to:

1. **eliminate unlawful discrimination**, harassment, victimisation and any other conduct prohibited by the Act;
2. **advance equality of opportunity** between people who share a protected characteristic and people who do not share it; and
3. **foster good relations** between people who share a protected characteristic and people who do not share it.

By completing the following questions the three parts of the equality duty will be consciously considered as part of the decision-making process.

Details of the outcome of the Equality Impact Assessment must also be included in the main body of the report.

1. Describe in summary the aims, objectives and purpose of the proposal, including desired outcomes.

To report back on the recent consultation to increase primary school capacity and to:

- i) note the responses to the recent consultation with schools to increase primary capacity;
- ii) authorise Officers to develop proposals and establish budget estimates to expand Gaskell CP school from 45 to 60 PAN and Ss Osmund and Andrew RCP from 50 to 60 PAN with a view that additional places will be made available within the 2018/19 academic year, subject to available capital funding;
- iii) authorise Officers to develop proposals and establish budget estimates to expand Markland Hill CP school from 45 to 60 PAN and Bolton St Catherine's CE Academy from 30 to 60 PAN with a view that additional places will be made available within the 2019/20 academic year or sooner if required, subject to available capital funding;
- iv) authorise Officers to develop proposals and establish budget estimates to expand Gilnow CP school from 30 to 45 PAN and Moorgate CP from 30 to 60 PAN with a view that additional places will be made available within the 2020/21 academic year or sooner if required, subject to available capital funding.
- v) support the future expansion of Walmsley CEP school to 2FE once the approved housebuilding has commenced at the Last Drop site and the local authority has received the previously agreed Section 106 Agreement funding, subject to the future support of LCVAP funding to facilitate the cost of the expansion.

2. Is this a new policy / function / service or review of existing one?

No, see earlier report entitled Pupil Place Planning Pressures (12th February 2018) Executive Member Deputy Leader.

3. Who are the main stakeholders in relation to the proposal?

- Schools, their staff and Governing Bodies
- Pupils
- Families

4. In summary, what are the anticipated (positive or negative) impacts of the proposal?

The proposed increase in capacity at primary schools will positively help meet the significant rise in demand for schools places, helping more pupils (and families) access a school of their preference.

5. What, if any, cumulative impact could the proposal have?

The proposed permanent increase in capacity at primary schools will help meet the significant rise in demand for schools places which will be seen from September 2018 and beyond.

6. With regard to the stakeholders identified above and the diversity groups set out below:

Consider:

- How to avoid, reduce or minimise negative impact (if you identify unlawful discrimination, including victimisation and harassment, you must stop the action and take advice immediately).
- How to **advance equality of opportunity**. This means considering the need to:
 - Remove or minimise disadvantages suffered by people with protected characteristics due to having that characteristic.
 - Take steps to meet the needs of people with protected characteristics that are different from people who do not have that characteristic
 - Encourage protected groups to participate in public life and in any other activity where participation is disproportionately low
- How to **foster good relations**. This means considering the need to:
 - Tackle prejudice; and
 - promote understanding between people who share a protected characteristic and others.

	Is there any potential for (positive or negative) differential impact? Could this lead to adverse impact and if so what? List any adverse impacts identified from data or engagement.	Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group, or for any other reason? Please state why	Please detail what actions you will take to remedy any identified adverse impact i.e. actions to eliminate discrimination, advance equality of opportunity and foster good relations
Race (this includes ethnic or national origins, colour or nationality, and caste, and includes refugees and migrants; and gypsies and travellers)	No differential impact is anticipated with regard to race. The proposed additional pupil places will be available to all pupils regardless of their race.	No differential impact is anticipated in relation to race and ethnicity	
Religion or belief (this includes any religion with a clear structure and belief system. Belief means any religious or philosophical belief. The Act also covers lack of	The proposed additional pupil places will be available to all pupils regardless of their religion and or faith.	No differential impact is anticipated in relation to religion	

	Is there any potential for (positive or negative) differential impact? Could this lead to adverse impact and if so what? List any adverse impacts identified from data or engagement.	Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group, or for any other reason? Please state why	Please detail what actions you will take to remedy any identified adverse impact i.e. actions to eliminate discrimination, advance equality of opportunity and foster good relations
religion or belief)			
Disability (a person is disabled if they have a physical or mental impairment which has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities)	The proposed additional school places will be provided for those who require a place at a local primary school. This represents a positive impact, in that provision for children and young people with a disability within their community will be strengthened.	There will be no adverse impact, because the additional places will include provision for disabled pupils.	
Sex / Gender	No differential impact is anticipated.	No differential impact is anticipated.	
Gender reassignment / Gender identity (a person who's deeply felt and individual experience of gender may not correspond to the sex assigned to them at birth, they may or may not propose to, start or complete a process to change their gender. A person does not need to be under medical supervision to be protected)	No differential impact is anticipated.	No differential impact is anticipated.	
Age (people of all ages)	The additional school places provided will be for boys and girls aged 4 – 11.	N/A as only positive impacts are identified.	

	Is there any potential for (positive or negative) differential impact? Could this lead to adverse impact and if so what? List any adverse impacts identified from data or engagement.	Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group, or for any other reason? Please state why	Please detail what actions you will take to remedy any identified adverse impact i.e. actions to eliminate discrimination, advance equality of opportunity and foster good relations
Sexual orientation - people who are lesbian, gay and bisexual.	No differential impact is anticipated.	No differential impact is anticipated.	
Marriage and civil partnership (Only in relation to due regard to the need to eliminate discrimination)	No differential impact is anticipated.	No differential impact is anticipated.	
Caring status (including pregnancy & maternity)	It is anticipated there would be a positive impact on carers. Additional pupil places will be provided, which will potentially benefit those pupils who require a local school place.	N/A as only positive impacts are identified	
Socio-economic	It is anticipated that this proposal will have positive impacts for lower income families. Additional pupil places will be provided, which will potentially benefit those pupils who require a local school place.	N/A as only positive impacts are identified	
Other comments or issues.			

	<p>Is there any potential for (positive or negative) differential impact? Could this lead to adverse impact and if so what?</p> <p>List any adverse impacts identified from data or engagement.</p>	<p>Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group, or for any other reason?</p> <p>Please state why</p>	<p>Please detail what actions you will take to remedy any identified adverse impact i.e. actions to eliminate discrimination, advance equality of opportunity and foster good relations</p>
<p>Please provide a list of the evidence used to inform this EIA, such as the results of consultation or other engagement, service take-up, service monitoring, surveys, stakeholder comments and complaints where appropriate.</p>	<p>On Monday 14th May, the Council began a 6 week (term) consultation with primary school, seeking expressions of interest to increase pupil place capacity. The responses to the consultation exercise was mainly positive and is summarised within the report. Proposals in respect of individual schools will be subject to further statutory consultation as they move toward implementation.</p>		

This EIA form and report has been checked and countersigned by the Departmental Equalities Officer before proceeding to Executive Member(s)

Please confirm the outcome of this EIA:

No major impact identified, therefore no major changes required – proceed	<input type="checkbox"/>
Adjustments to remove barriers / promote equality (mitigate impact) have been identified – proceed	<input type="checkbox"/>
Positive impact for one or more groups justified on the grounds of promoting equality - proceed	<input checked="" type="checkbox"/>
Continue despite having identified potential for adverse impact/missed opportunities for promoting equality – this requires a strong justification	<input type="checkbox"/>
The EIA identifies actual or potential unlawful discrimination - stop and rethink	<input type="checkbox"/>

Report Officer

Name:

Date:

Departmental Equalities Lead Officer

Name:

Andy Bent

Date:

7/8/2018
