

**DEMOGRAPHIC PRESSURES ON PRIMARY PROVISION IN THE CATCHMENT
AREA OF SHIRLEY PRIMARY SCHOOL, NORTH CAMBRIDGE**

To: Cabinet

Date: 17th September 2012

From: Service Director: Strategy and Commissioning,
Children and Young People's Services (CYPS)

Electoral division(s): East Chesterton, Cambridge

Forward Plan ref: 2012/044 **Key decision:** Yes

Purpose: To seek Cabinet's approval to consult on the recommended way forward to meet the forecast demand for additional primary school, early years and childcare places in the catchment area of Shirley Primary School from September 2013.

Recommendation: Cabinet are recommended to approve initial consultation on the following proposal:

To bring back into educational use the site and buildings of the former Shirley Primary lower school, on Green End Road, Cambridge, for the establishment of a one form entry (210 place) primary school, as an Academy or Free School, and pre-school (day care) provision, from September 2013.

<i>Officer contact:</i>	<i>Member contact:</i>
Name: Ian Trafford Post: Education Officer (Policy, Planning and Review) Email: ian.trafford@cambridgeshire.gov.uk Tel: 01223 699803	Name: Councillor David Harty Portfolio: Learning Email: David.Harty@cambridgeshire.gov.uk Tel: 01223 699173

1. BACKGROUND

1.1 General

- 1.1.1 Cambridgeshire County Council has a statutory duty to provide a school place for every child living in its area of responsibility who is of school age and whose parents want their child educated in the state sector.
- 1.1.2 Since 2008, the Council has faced significant pressure on primary school places in Cambridge, as a result of a rise in the birth rate. This increase is not only being experienced in the City, but also in other parts of Cambridgeshire and nationally. In Cambridge the rise in demand was first apparent in the north of Cambridge and later concentrated in the south in 2010 and 2011. A series of measures were put in place to meet this demand. A map showing Cambridge City school catchment areas is attached as **Appendix 1**.
- 1.1.3 The NHS registration data on children aged 0-4, which is key to informing the planning of education provision, is updated twice a year. The most recent data, which was received in February 2012, includes figures for potential demand for Reception places up to September 2015. The table containing this data for the north of Cambridge is attached as **Appendix 2**.
- 1.1.4 The NHS data indicates that pressure on Reception places in the City will continue to increase year-on-year from September 2012. The aim will be to make an incremental increase in primary school provision to meet this demand at the appropriate time.
- 1.1.5 This issue has been discussed with the headteachers of the schools in the north of the City, via the CB4 Aspire Group, and with County and City Councillors representing electoral divisions in Cambridge, via Cambridge In Your Patch, and the Cambridge North Area Committee.
- 1.1.6 Demographic increases have also exacerbated pressures on early years and childcare places. Efforts to increase supply have been hampered by a lack of suitable sites.

1.2 September 2012

- 1.2.1 From this September, the following increase in capacity in the north of Cambridge has been provided:
- St Laurence's Roman Catholic Voluntary Aided School's annual intake, or published admission number (PAN), will increase from 35 to 45 enabling it to provide a total of an additional 70 places over time.
 - The Grove's PAN will increase from 30 to 60, making it a two form entry¹ (2FE) primary school enabling it to provide a total of an additional 210 places over time.

¹ A form of entry (FE) is 30 Reception places. Infant Class Size legislation requires all classes in Key Stage 1 (Reception and Years 1 and 2) to be no larger than 30 children, with one teacher.

- 1.2.2 These expansions have already provided an additional 40 Reception places for September 2012 entry to school. This increase was expected to provide a small surplus of places for admission this September. However, the recent demand for Reception places for September 2012 entry has been such that we will continue to face pressure in the north of the City this year.

1.3 Academic Years 2013 – 2015

- 1.3.1 For September 2013, there is a forecast need for an additional 30 Reception places, and for 2014, a further 55 Reception places in the north of the City. The increase in the number of children requiring Reception places is currently forecast to drop slightly for September 2015, but the NHS data for the last year for which it is available is always subject to more fluctuation than the earlier years, because of the time lag in registering new births. This will continue to be monitored closely.
- 1.3.2 The demand is greatest in Shirley Primary School's catchment area. However, as can be seen from the table at Appendix 2, there is also significant demand in the catchment areas of Arbury, King's Hedges and St Luke's primary schools. Discussions are taking place with these schools about meeting the need for additional places in 2014 and Cabinet will receive a report on the outcome of those meetings in due course.

2. SEPTEMBER 2013 – SHIRLEY PRIMARY SCHOOL CATCHMENT AREA

2.1 Primary School Provision

- 2.1.1 The numbers of children born in the Shirley catchment area eligible to enter Reception in the relevant academic year are set out below. These are extracted from the main table in Appendix 2.

Shirley Primary School's PAN	Year of Entry 2012	Year of Entry 2013	Year of Entry 2014	Year of Entry 2015
60	108	125	136	141
83% (5-year average)²	92	106	116	120

These figures contribute to the overall net deficit of 30 places in the north of the City for September 2013.

- 2.1.2 In July 2011, Cabinet rescinded its earlier decision to declare the former Shirley lower school site at Green End Road surplus to educational requirements when vacated. This was in order to provide as much flexibility as possible in meeting the projected increase in demand for primary school places in the catchment area.
- 2.1.3 Following an assessment of available sites in the north of the City, two options were identified for making additional primary school provision in the catchment

² The Council plans on the basis of a rolling five-year average of the number of children requiring a Reception place in state-funded primary schools in Cambridge City, from the overall number registered with the NHS. This is currently 83%.

area of Shirley Primary School:

- the expansion of Shirley Primary School in Nuffield Road, from 2FE to 3FE; **or**
- bringing back into educational use the former Shirley lower school site in Green End Road, for the establishment of a 1FE (210 place) primary school and significant early years provision.

2.1.4. Detailed feasibility studies have been undertaken and both sites are physically capable of the provision outlined above. A detailed appraisal of the two options has also been undertaken.

2.1.5 As indicated above, implementation of one of these options would be part of a package of measures to meet the need for additional primary school places in the north of the City.

2.2 Early Years Provision

2.2.1 In addition to demand for primary school places, the increased number of young children has led to a significant demand for early years provision in the north of the City which it is not currently possible to meet. As the Council also has a childcare sufficiency duty, how to address this need formed part of the site assessments and options explored.

2.2.2 The relationship between population and demand for early years places at a local level is complex, due to:

1. The part-time (15 hours per week) nature of places, meaning a 3/4-year-old only takes up 0.6 places for their funded hours
2. The fact that the entitlement covers 2 academic years, with new children becoming eligible each term
3. Parental flexibility and choice, which could mean fewer hours or no hours
4. The mix of places on offer in local provision for under 2s /2+/pre-school, which is linked to the demand for daycare
5. Family mobility (the extent to which children in the area move outside the area to take up provision).

The model currently used by the Council to assess demand takes account of family mobility, and some elements of choice, by looking at the relationship between population and actual take-up at school catchment area level.

2.2.3 The figures in the table derive from this model. They include development of free places for 2 year olds, which are being expanded in line with Government policy.

Area	2012-13	2013-14	2014-15
Shirley School 3 & 4 year old	30	42	49
Shirley school 2 year olds	14	34	66
Cambridge North locality	112	161	143

2.2.4 The table shows an ongoing increase in the estimated demand for early years places. A typical one-room (24-place) pre-school could accommodate up to 48 3- and 4-year-old children per day, fewer if parents require additional hours of

care to enable them to work or train.

- 2.2.5 The former Shirley Primary lower school site gives the opportunity to offer up to 38 full day care places along with up to 70 pre school places, or 71 full day care places. This would not be possible on the Nuffield Road site. As such, the ability to contribute to meeting the demand for early years provision weighs heavily in favour of the Green End Road option.

3. DISCUSSIONS WITH SHIRLEY PRIMARY SCHOOL AND LOCAL MEMBER

- 3.1 The possibility of expanding the current Shirley Primary School has been discussed with the school, and there is no support for this option on the part of the headteacher or the governing body. The overriding concern is the maintenance of educational standards in such a high-needs area, which also has a significant Traveller population. The view was that this would be made more difficult if the school were expanded. Another compelling reason for not pursuing this option is the significant turmoil which the school has already undergone in recent years, with a large building programme and split-site operation, which only ended in September 2011.
- 3.2 Subsequent to this, the way forward was discussed with the local member for East Chesterton, County Councillor Ian Manning. In view of Shirley Primary School's clear opposition to the expansion proposal, the unique challenges faced by the School, Cllr Manning regarded consulting on the establishment of a new 1FE primary school on the Green End Road site as the least worst of the two options. He expressed severe concerns that this option must include traffic management measures for nearby residents as an integral part of any new school, as well as an assessment of the impact of a new school on the existing one, when the bidding process for potential sponsors happens.

4. ALIGNMENT WITH PRIORITIES AND WAYS OF WORKING

4.1 Supporting and protecting vulnerable people

- 4.1.1 This proposal gives an opportunity to meet the needs of the most vulnerable children by creating early years places for 2, 3 & 4 year olds local to where they live and thus supporting their educational attainment.

4.2 Helping people live healthy and independent lives

- 4.2.1 If pupils have access to local schools, they are more likely to walk or cycle to school rather than be transported by car or local authority-provided transport. They will also have more ready access to out-of-school activities, such as sport and homework clubs. This will contribute to the development of both healthier and more independent lifestyles.
- 4.2.2 If parents have access to locally-provided early years and childcare, this will enable them to take their children there on foot, or cycle, rather than by car, thus contributing to a healthier lifestyle. It will also make it easier for parents to work, thus contributing to their financial independence.

4.3 Developing the local economy for the benefit of all

- 4.3.1 Schools and early years and childcare settings are providers of local employment.
- 4.3.2 As indicated earlier, early years and childcare provision enables parents to work and therefore to support families out of poverty.
- 4.3.3 The provision of good-quality school and early years and childcare provision locally makes an area more attractive, making it more likely to thrive.

4.4 Ways of working

- 4.4.1 The proposals very much reflect the Authority's strategic role as a commissioner of high-quality services, rather than a direct provider of those services.

5. SIGNIFICANT IMPLICATIONS

5.1 Resource and Performance Implications

- 5.1.1 The CYPS rolling five-year capital programme contains an estimate of £11.25m for the provision of the additional 3FE required in north Cambridge from 2013/14.
- 5.1.2 Outline estimates are as follows:

Option 1: Expansion of Shirley Primary School: £2.3m.

Option 2: Re-use of Green End Road site and buildings: £3.4m.
- 5.1.3 Although the estimated cost of the second option – the use of the former Shirley lower school site and buildings on Green End Road for the establishment of a new 1FE primary school – is higher than the basic cost for the expansion of Shirley Primary School to 3FE, this comparison does not take into account the provision of early years and childcare facilities which is a major component of the Green End Road proposal.
- 5.1.4 In addition, the estimated cost for option 1 does not take account of the likely increase in the cost of ground leases on the Nuffield Road site, should the building area be expanded.
- 5.1.5 By implementing the second option, if demand for primary school places in the Shirley catchment area continues to grow, the possibility still remains in the future of the expansion of Shirley Primary School. If Option 1 were pursued now, and the Green End Road site were disposed of, further expansion of school provision in the area would be extremely difficult.
- 5.1.6 It cannot be assumed that a decision to declare the Green End Road site surplus would generate a substantial capital receipt for the Authority. The City Council's local planning policies relating to the redevelopment of school sites stipulate that other uses will only be permitted if it can be demonstrated that they are not required in the longer term for continued education or community use. Given the demographic pressures in the north of Cambridge, it would be

very difficult to make a credible case for using the Green End Road site for anything other than educational use.

5.2 Statutory, Risk and Legal Implications

- 5.2.1 There are statutory requirements, particularly in relation to consultation on the expansion of existing schools or the establishment of new schools, which will be followed, depending on the decision on the way forward reached by Cabinet.
- 5.2.2 The Education Act 2011 requires the Council to seek sponsors to establish and run any new school it identifies a need to establish as an Academy or a Free School. The process for discharging this responsibility under the Act was agreed by Cabinet on 17 April 2012. The timescales for undertaking this requirement are challenging and are set out in paragraph 5.4.2.
- 5.2.3 In addition, the Council is not the decision maker and can only express a preference for a particular sponsor to the Secretary of State. No timescale for a decision by the Secretary of State is included in either the legislation or supporting guidance.

5.3 Equality and Diversity Implications

- 5.3.1 The Council is committed to ensuring that children with special educational needs and/or disabilities (SEND) are able to attend their local mainstream school, where possible, with only those children with the most complex and challenging needs requiring places at specialist provision.
- 5.3.2 The template specification for new primary schools makes clear the expectation that they will serve those children with SEND in their catchment areas for whom mainstream education is considered appropriate. Potential Academy and Free School sponsors will need to demonstrate that this requirement would be met, in addition to complying with the Government's School Admissions Code and the Council's In-Year Fair Access Protocol.
- 5.3.3 All new school accommodation will comply with the requirements of the Public Sector Equality Duty.

5.4 Engagement and Consultation Implications

- 5.4.1 It is already known that there is concern on the part of some residents of the 'Evergreens' a cul-de sac development of 16 houses adjacent to the former Shirley Primary lower school site, about its possible re-use for educational purposes. These concerns are mainly traffic, parking and access-related. It would be essential, therefore, to engage the residents at an early stage, in order to understand their concerns and address them as proactively as possible in the detailed site and building proposals.
- 5.4.2 If the proposed way forward is approved for consultation by Cabinet at its meeting on 17 September 2012, the following, initial, consultation would take place:

- **Friday, 21st September** – A consultation document would be issued
- **Monday, 1st October** – A consultation event would be held at a local venue.
(The intention would be to hold a surgery-type consultation, which would involve officers and the relevant local and Cabinet members making themselves available for a number of hours in order to explain the proposals and answer people's questions. Outline accommodation plans and information would be available for people to view on the day.)
- **Wednesday, 10th October** – Closing date for written comments
- **Tuesday, 23rd October** – The outcome of the consultation would be reported to Cabinet and the way forward would be recommended.

If the recommended way forward was the establishment of a new primary school on the Green End Road site, and this was approved, the formal arrangements relating to seeking a sponsor to establish and run the school as an Academy or a Free School, and statutory consultation requirements, would then be followed. These arrangements were agreed by Cabinet on 17 April.

- **w/c Monday 29th October 2012** – seek Academy and Free school proposals in accordance with the provisions of the Education Act 2011
- **January 2013** – closure for receipt of applications
- **February 2013** – public meeting at which sponsors present their proposals
- **Tuesday 5th March 2013** – Cabinet identifies its preferred sponsor of the new school
- **Wednesday 6th March 2013** – all proposals received are sent to the Secretary of State with details of the Council's decision on its preferred sponsor. The Secretary of State is the decision maker. No timescale for making a decision is included in either the legislation or supporting guidance.

5.5 Public Health Implications

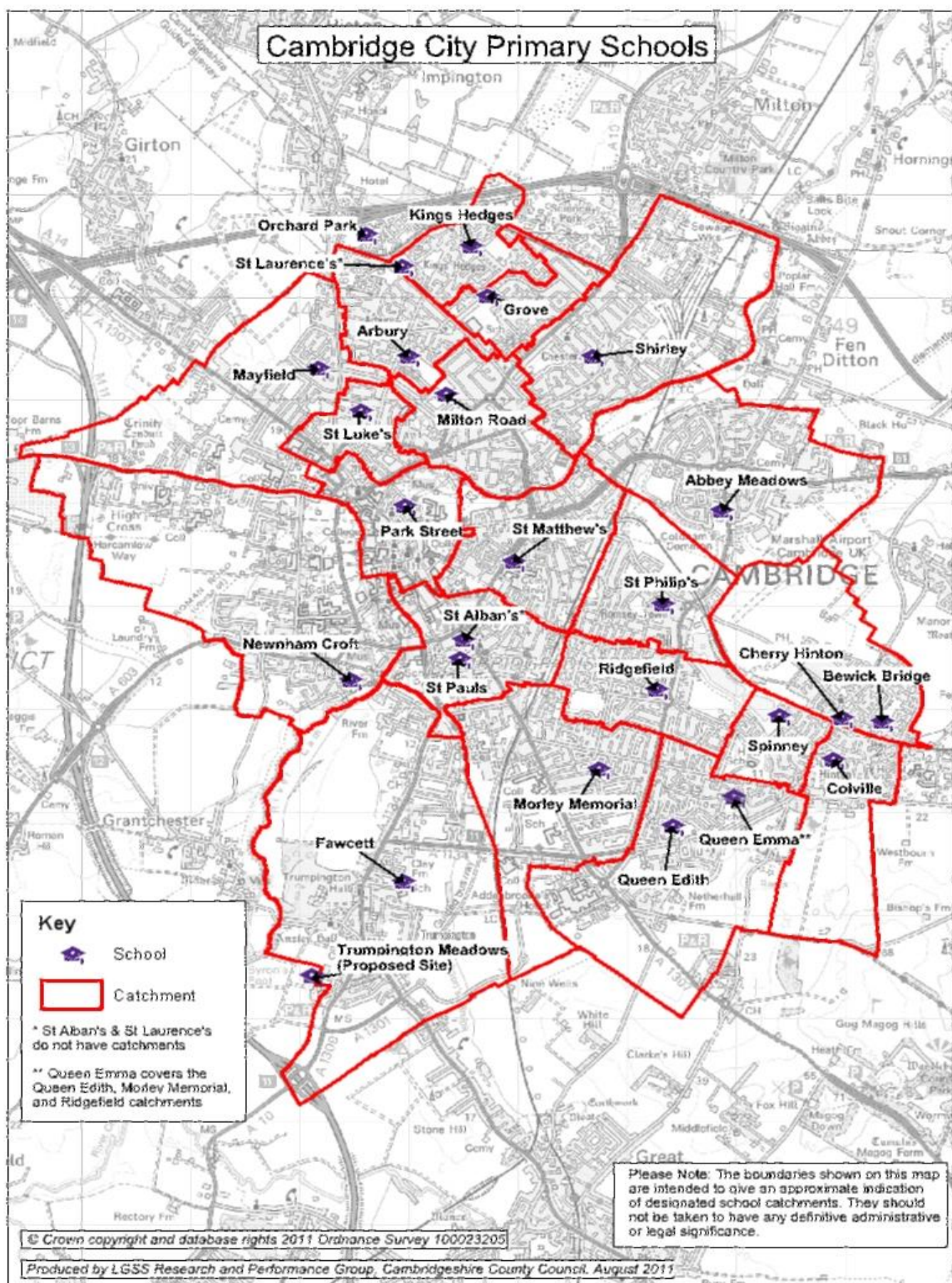
There are no significant implications for any of the prompt questions within this category.

Source Documents	Location
Reports produced for: CB4 Aspire Group – 10 January 2012 Cambridge In Your Patch – 31 January 2012 North Area Committee – 17 May 2012	Children And Young People's Services Strategy and Commissioning: Infrastructure Box No: CC1209 2nd Floor B Wing Castle Court Castle Hill

	Cambridge CB3 0AP
--	-------------------

Appendix 1

Cambridge City School Catchment Areas



Appendix 2

Primary Schools in the North of Cambridge

This table shows the number of children aged 0-4 registered in each primary school's catchment area, reaching Reception age between September 2012 and 2015, compared with each school's Published Admission Number (PAN). This is based on the December 2011 download of the Child Health Register data from the NHS.

Child Health Register Data/ Schools	Sept 2012	Sept 2013	Sept 2014	Sept 2015	PANs Sept 2012
North of City					
Arbury (CP)	90	74	105	75	60
Grove (CP)	67	76	69	73	60
King's Hedges (CP)	71	79	99	80	60
Mayfield (CP)	60	63	55	49	60
Milton Road (CP)	72	92	80	91	60
Orchard Park (CP)	35	30	42	52	30
Shirley(CP)	108	125	136	141	60
St Laurence RC (VA)					45
St Luke's CE (VA)	51	57	77	68	30
Sub-total	554	596	663	629	465
83% (5-year average)³	460	495	550	522	
Children/PAN +/- (83%)	+5	-30	-85	-57	

³ The Council plans on the basis of a rolling five-year average of the number of children requiring a Reception place in state-funded primary schools in Cambridge City, from the overall number registered with the NHS. This is currently 83%.

