

<b>Committee/Meeting:</b> Cabinet	<b>Date:</b> 8 September 2010	<b>Classification:</b> Unrestricted	<b>Report No:</b>
<b>Report of:</b>  Acting Corporate Director, Children, Schools & Families  <b>Originating officer(s)</b> Pat Watson, Head of Building Development		<b>Title:</b>  Culloden Primary School – Proposed Expansion  <b>Wards Affected:</b> East India and Lansbury	

<b>Lead Member</b>	Lead Member for Children, Schools & Families
<b>Community Plan Theme</b>	A Prosperous Community
<b>Strategic Priority</b>	Priority 3.1: Support lifelong learning opportunities for all

## 1. SUMMARY

- 1.1 This report explains the background to the proposals and informs Cabinet of the consultation that has taken place to date. The report recommends that statutory proposals are now published for the enlargement of the school.

## 2. DECISIONS REQUIRED

Cabinet is recommended to:-

- 2.1 Agree that statutory proposals may be published for the enlargement of Culloden Primary School to admit 90 pupils in each year from September 2012.

## 3. REASONS FOR THE DECISIONS

- 3.1 Proposals have been developed to expand Culloden Primary School to assist in the LA's programme to provide primary school places to meet growing local need. Initial consultation on the proposals has been held. Cabinet is asked to consider the proposed expansion, the response to the initial consultation and the recommendation that statutory proposals for the expansion should be published. The publication of statutory proposals is required in order to implement this change to the school.

#### **4. ALTERNATIVE OPTIONS**

- 4.1 In order to meet the rising need for school places, the Council has implemented a number of school expansion projects and continues to develop further schemes to meet need. Longer term development plans for the borough include proposals for new primary schools. However, further expansion proposals are needed to keep pace with the need, so taking no action would leave the Council at risk of being unable to discharge its statutory functions. The options for expansion have been considered having regard to the factors set out in paragraphs 6.8 to 6.11 of the report.

#### **5. BACKGROUND**

- 5.1 Culloden Primary School is in Dee Street, E14. At present it admits 60 pupils in each year group (2 forms of entry) and has a maximum capacity of 420 pupils, plus two nursery classes. There is a rising need for primary school places in the borough. The greatest pressure for admission to primary schools is being experienced in the central and eastern areas of the borough. The Local Authority has to ensure that there are sufficient school places available to meet the needs of the population.
- 5.2 A number of school sites have been investigated for their capacity to expand to accommodate more pupils. Culloden School has been identified as having the potential to expand.
- 5.3 Preliminary consultation has taken place on the proposal to expand the school. The feedback from this consultation supported the proposals. This report gives details of the consultation and the action that is now required to publish proposals formally.

#### **6. BODY OF REPORT**

##### Decision-making on school expansion proposals

- 6.1 There is a statutory framework for implementing certain alterations to schools, including enlargements, as in this case. The requirements are included in the Education & Inspections Act 2006 with associated regulations. For community schools, the Local Authority (LA) can propose certain alterations, including enlargements.
- 6.2 The prescribed process requires a two stage consultation process. The initial, pre-statutory consultation should provide information on the proposals and include a wide range of consultees. The outcome of this stage is then considered and, if the LA agrees, statutory proposals are published for a specified period (usually four weeks). After this period, the LA must consider any responses to the second consultation and decide whether or not to implement the proposals, or modify them in the light of the consultation.
- 6.3 There is a right of appeal to the Schools Adjudicator for certain parties against the LA's decision.
- 6.4 The timetable for the process is shown in paragraph 6.29, taking into account the legal requirements of the consultation and decision-making process.

## THE NEED FOR ADDITIONAL PRIMARY SCHOOL PLACES

- 6.5 The LA keeps the need for additional school places under regular review to ensure that there are sufficient places to meet need. Annual school roll information is used to project the need for places in future years. The projection methodology takes into account the trend in school rolls, actual birth data and population projections. This information is compared with data on the capacity of existing schools and the extent of unfilled places in schools in order to assess if additional capacity has to be planned for, or if there is excess capacity which can be reduced.
- 6.6 In taking into account the anticipated scale of new residential development in the borough it has been clear for some time that new primary school places will be required. The LA has been experiencing pressure on admission to Reception year particularly in the areas in the centre and east of the borough where new residential development has been taking place.

	Current places available
Reception	3161
Total R-Y6	22127

	January 2010 actual roll	January 2013 projected roll
Reception	3163	3358
Total R-Y6	20631	22824

- 6.7 The pattern for many years has been that reception and lower year groups in schools are filled at or near capacity and upper years tend to have some unfilled places. This reflects some movement out of the borough by families as their children grow up. However, the LA has to plan for meeting the numbers of children needing reception class places.

## IDENTIFICATION OF POTENTIAL SITES FOR EXPANSION

- 6.8 The Local Development Framework indicated that some new primary schools are likely to be required, even after allowing for some schools which are not now completely full and that some schools could be expanded on their existing sites. In managing the best use of its assets and the available finance, the LA has first considered which of the existing school sites could be expanded. Proposals have been or are being implemented to expand Manorfield, Ben Jonson, Arnhem Wharf, Marner and Wellington Primary Schools.
- 6.9 In identifying potential sites for expansion, the following factors have been considered:
- the physical capacity of the existing site and buildings to be expanded;
  - the suitability of the site, including initial contact with planning;
  - the location of the school – is it in an area where the need is rising;

- the practical implications of the scheme – can it be implemented with an acceptable level of disruption to the school;
- 6.10 In addition to the above factors, in taking the decision to proceed with the proposals at any site, the LA will consider the strength of the individual school, its popularity and success, and its capacity to adapt to the increase in size.
- 6.11 Having regard to all these factors, expansion at Culloden School is considered the best option as set out below, particularly in view of the proposed new residential development around the Aberfeldy Estate.

### **Culloden School**

- 6.12 The potential for Culloden School to expand was identified and some initial work to assess the proposal was carried out. The governing body discussed the initial proposal and agreed to work with the LA to develop the proposal further and to consider the implications for the school and the neighbourhood. It is recognised that the proposals under development by Poplar HARCA for significant new residential development around the Aberfeldy Estate will lead to additional pupils seeking primary school places in the local area. As Culloden School has been shown to have the site area to enable expansion, it is regarded as a suitable proposal to meet part of the rising demand for school places locally.
- 6.13 The plans for the school include providing new classrooms and new multi-purpose rooms, extra toilets and an additional nursery class. The new extension will be two stories and a lift will be installed to allow access for people with disabilities. There will be enhanced staff facilities. The school has a Deaf Support Base. The scheme will not increase the number of children with this specific special educational need, but the new areas of the school will have acoustic treatment to allow the school to be fully inclusive. Because of the need to carefully plan the works to manage the impact on the running of the school, the works will be phased and planned in agreement with the Headteacher.
- 6.14 The building scheme seeks to ensure that principles of sustainability are central to the design and this is reflected in the proposed use of materials. The whole scheme and construction method will fall within the requirements of BREEAM with the intention of seeking a minimum rating of good.
- 6.15 The governing body has agreed to the scheme designed. The governing body has responded positively to the proposal in recognising the benefits that the increased size will offer to the school. The scheme will provide improved facilities for pupils and staff and the enhanced budget and staffing levels will allow greater curriculum flexibility and range of offer, and enhanced career prospects for staff in the larger school.
- 6.16 The increased roll will take effect over 7 years as additional children are admitted. This will allow the school to introduce management changes over time to accommodate the increase, eg. changes to lunchtime arrangements. The school also plans to develop the external play areas so that better use can be made of the available space and support the increase in numbers.

## Financial Implications

- 6.17 The project will be funded from future allocations of Basic Need funding from the Department for Education (DfE) and s. 106 contributions, to be confirmed. This funding is specifically for the provision of additional school places.
- 6.18 A capital estimate for this scheme of £5.5m was adopted by Cabinet on 7 July 2010. The main expenditure will fall in the period of the next round of Department for Education (DfE) capital funding allocations. However, due to the time taken to implement these projects, planning has to proceed at this stage in order to ensure that sufficient supply of primary school places can be achieved. Any implications for proceeding with the scheme will be reviewed when allocations of capital funding for 2011/12 are known. The programme assumes that the contract would not be entered into until spring 2011.
- 6.19 Additional revenue funding will be provided to the school through the LA's funding formula.

## Implementation of the Expansion

- 6.20 It is proposed that the increase should take effect from the school year 2012/13 subject to the approval of the statutory proposals. This means that the first increased year group of 90 will be admitted in September 2012.
- 6.21 It is proposed to admit the extra pupils to the school at reception year only until all year groups are full to three forms of entry. This will mean that the school has time to gradually adapt to the increase in size and introduce any new management arrangements as the pupil numbers increase.

## CONSULTATION

- 6.22 The initial consultation period was from 14 June to 23 July 2010. The proposed building design was on display in the school for parents and children to see. Pupils were consulted about the proposals. A copy of the consultation paper issued is included as Appendix A. The consultation paper was sent to:
- all parents and carers of children now at Culloden School
  - all staff at Culloden School
  - all governors of Culloden School
  - all headteachers and chairs of governors of primary schools in Tower Hamlets
  - all councillors in Tower Hamlets
  - local MPs
  - the London Boroughs of Newham and Hackney
  - the London Diocesan Board for Schools and the Westminster Diocese Education Service
  - local trades unions
- 6.23 Consultation meetings were held to discuss the proposals with parents.
- 6.24 The overall response to the proposed expansion of the school was positive. The consultation paper included a form to return and the analysis of those returned is as follows:

Received from	For	Against	Not sure
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Parents	47	2	3
Staff	13		
Others	8	1	

6.25 Two parents' meetings were held at the school. The response from parents who attended these meetings was positive and they welcomed the proposal to invest in the school and generally saw this as something positive for their children. At the parents' meetings there were questions and discussion on a number of issues which were responded to by the LA officers and the headteacher in the meetings:

- impact on the playground
- how will the school be affected by the works on site

These issues were also raised in comments on the returns noted above. Officers and the Headteacher will be carefully planning and managing works on site to ensure safety at all times. The playground will be enhanced to ensure that the usable space is maximised and break periods managed to make the best use of space.

The consultation that has been conducted complies with the requirements of the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 and the Secretary of State's guidance on consultation.

#### **FURTHER ACTION NOW PROPOSED**

6.26 The outcome of the consultation has been reviewed and it is clear that there is support for the proposal in the local community. Officers are continuing to work with the Headteacher and governing body to plan the details of the building works scheme and the implementation of the works.

6.27 The Cabinet is recommended to agree to publication of statutory proposals for the expansion of Culloden School. The statutory proposals will be published in East End Life and made available at the school. Any comments or representations on the proposals should be submitted to the Council by the end of the four week period.

6.28 As referred to above, after the statutory representation period, there will be a further report to Cabinet. This will include details of any comments made during the representation period. Cabinet will be asked to take account of these and the detail of the report in reaching a decision on whether to proceed to implement the proposals. An appeal against the decision can be made to the Schools Adjudicator by the Roman Catholic or Church of England Diocese, or the governing body of the school concerned. If the Council is unable to reach a decision on the proposals within two months of the end of the representation period, they have to be referred to the Schools Adjudicator.

6.29 The timetable for the process is set out below:

Initial consultation	14 June to 23 July 2010
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Cabinet receives a report on the consultation and decides on publishing formal statutory proposals	8 September 2010
Statutory proposals published with 4 weeks allowed for comments	1 November to 26 November 2010
Cabinet meets to consider any comments from the 4 week period and, in the light of these, to decide on implementing the proposals as published or with any modification	February 2011
Building works commence	Summer 2011
Additional pupils admitted to Reception year	September 2012

## **7. COMMENTS OF THE CHIEF FINANCIAL OFFICER**

### **Capital funding**

- 7.1 Cabinet in July 2010 agreed to adopt a preliminary capital estimate of £5.5m for the Culloden scheme. As indicated in the previous Cabinet report, the source of funding for this scheme will be dependent on the amount of basic need capital agreed by the Department for Education in future years and the availability of Section 106 Planning Gain monies. This is a priority expansion project which would have first call on any future schools capital monies that were available. In the event of no future capital money being available for schools and no scope to reprioritise the CSF capital programme this project would not be able to continue. The first £0.5m to be incurred in 2010/11 is being met from supported borrowing, but if the capital project does not take place, this expenditure would need to be written off to revenue. It is expected that the DfE will have announced their capital allocations for local authorities before a final decision is needed on whether the expansion can take place (ie February 2011, following the consultation process).

### **Revenue funding**

- 7.2 The school's revenue budgets will be increased to reflect the increased size of the building and the rise in pupil numbers. This funding is within the Dedicated Schools Grant which reflects increases in the total roll in the Borough.

## **8. CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL SERVICES)**

- 8.1. Section 19 of the Education and Inspections Act 2006 provides that where a local authority proposes to make prescribed alterations to a maintained school, it must publish its proposals. The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 ("the Prescribed Alterations Regulations") specify what alterations made by local authorities are prescribed alterations and specify the procedure to be followed

when publishing and determining such proposals. The enlargement of a school's premises so as to increase the school's capacity by: (a) more than 30 pupils; and (b) 25% or 200 pupils (whichever is the lesser) is a prescribed alteration. The proposal here is to increase the total capacity of a community school by 50% (210 pupils) and so the proposal is prescribed and the procedure in the Prescribed Alterations Regulations must be followed.

- 8.2. The Prescribed Alterations Regulations require the Council to follow a two stage process involving consultation prior to publication of a proposal, followed (assuming the Council wishes to proceed) by publication of the proposal. The consultation must include prescribed persons. The Council is required to have regard to the Secretary of State's guidance as to consultation on proposals. The guidance recommends that the consultation allows adequate time, provides sufficient information for those being consulted to form a considered view and makes clear how the views can be made known. Proposers must be able to demonstrate how they have taken into account the views expressed during the consultation in reaching any subsequent decision as to the publication of proposals. The report states that consultation complies with the requirements of the Regulations and guidance and so the Council is in a position to determine whether to publish a proposal.
- 8.3. The Prescribed Alterations Regulations prescribe what information must be specified in a proposal and how it should be publicised. The proposal should be published within a reasonable timeframe following consultation so that it is informed by up to date feedback. A statutory notice containing specified information and stating how complete copies of the proposals can be obtained must be published in a local newspaper, and also posted at the main entrance to the school (and all the entrances if there are more than one) and at some other conspicuous place in the area served by the school (eg. local library, community centre). It is essential that the published notice complies with the statutory requirements as set out in the Regulations otherwise it may be judged invalid.

## **9. ONE TOWER HAMLETS CONSIDERATIONS**

- 9.1. The Local Authority has a key role in planning service provision to ensure there are sufficient school places to meet local need. The proposals to expand the school are part of this planning process to ensure access to education. The works to the schools will include provision of a lift and improved accessibility and will thus have a positive effect in respect of equalities and diversity.
- 9.2. Strategies to raise educational attainment, including ensuring sufficient school places, support students in a successful period of statutory education and then moving into employment

## **10. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

- 10.1. The design of the building and materials proposed to be used have taken account of sustainability and energy efficiency. Cladding products have been chosen that offer significant energy saving values; insulation products that



have an approved environmental profile; and timber from certified sustainable sources. The aim will be to ensure the building is sustainable in its operation and raw energy usage, waste and effect on the environment.

- 10.2. The design must comply with Building Regulations, Part L which has strict guidelines in respect of carbon emission levels and energy efficiency. To conserve biodiversity it is also proposed to include a grassed sedum roof which it is hoped will encourage bird life and become a natural habitat for insects.

11. **RISK MANAGEMENT IMPLICATIONS**

- 11.1. The project has a high capital value and close monitoring of the project through the preparatory stages is in place and will continue through implementation stages with appropriate, experienced project management resources. If the proposals do not proceed, there will be a risk to be managed that some children will be without a school place local to their home.

12. **CRIME AND DISORDER REDUCTION IMPLICATIONS**

- 12.1. There are no specific implications arising.

13. **EFFICIENCY STATEMENT**

- 13.1. The Council is using its assets efficiently by seeking to extend and expand existing school sites to meet the needs of the rising school age population before acquiring land to build a new school

14. **APPENDICES**

Appendix 1 – Consultation document

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**Local Government Act, 1972 Section 100D (As amended)  
List of “Background Papers” used in the preparation of this report**

Brief description of “background papers”	Name and telephone number of holder and address where open to inspection.
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**Results of consultation**

**Pat Watson, 020 7364 4328**



## LB TOWER HAMLETS

# CONSULTATION ON PROPOSALS TO EXPAND CULLODEN PRIMARY SCHOOL

### Introduction

In Tower Hamlets there is a rising school age population. The Council has to ensure there are sufficient school places so that all resident children can attend school locally. The Council considers that Culloden Primary School can be successfully developed to improve facilities and accommodate additional places and this paper is published for consultation on this proposal.

### Consultation Process

This paper is being sent to:

- all parents and carers of children now at Culloden School
- all staff at Culloden School
- all governors of Culloden School
- all headteachers and chairs of governors of primary schools in Tower Hamlets
- all councillors in Tower Hamlets
- local MPs
- the London Boroughs of Newham and Hackney
- the London Diocesan Board for Schools and the Westminster Diocese Education Service
- local trades unions

This consultation period runs from 14 June to 23 July 2010. A form is included at the end of this paper for the return of your views. Two meetings for parents will be held at the school to hear about the proposals and let us know your views. The meetings will be held on:

**21 June at 9.00 am**

**23 June at 3.00 pm**

### Why are more school places needed?

In Tower Hamlets there has recently been considerable development to provide new homes and this is anticipated to continue for some time. The London Mayor's Plan proposed that 42,000 new homes would be built in Tower Hamlets over a period of about 15 years. Approximately 3,000 new

homes will be built each year in the next few years. Although many of these homes will be occupied by people who already live in Tower Hamlets, it is clear that the population trend is rising and that the Council needs to plan for the services that the population will need, including schools.

In spring term 2010 there were 21,600 children on roll of our primary schools and there is a total of 21,917 primary school places in the borough. Our projections show that by 2012 the need for places will exceed the existing capacity. This means that Council has to plan now to provide extra school places. It is already the case that some children living in the eastern part of the borough are not able to gain admission to their nearest primary school and have to travel to other areas of the borough.

The main areas where the need for school places is rising are in the central and eastern areas of the borough, including the Isle of Dogs. These areas will benefit from a large amount of the new residential development. In time, the projections of the increase in the school roll will require one or more new primary schools to be built. However, because providing a new school is a very substantial investment, the Council has first considered if any of the existing schools could be expanded to take more children. Where this is possible, this is a good use of the Council's assets before the purchase of more land and building a new school is undertaken.

### Culloden School

Culloden School is in an area of the borough where the school age population is rising. The Council has considered the existing school site and buildings and, working with the headteacher and governing body, we have shown that it is possible to provide new accommodation and improvements to the existing school which will allow the size of the school to be increased. The Council considers this to be an exciting development opportunity for the school.

Culloden is a successful school and the Council believes that the strong ethos and management of the school will enable the Headteacher and staff to effectively include the increased roll whilst maintaining the standards for all children and the character of the school which parents value. The admissions criteria for the school will not change and so the children at the school will continue to be those who live in the local area.

Expanding the school will bring additional resources to the school, so that the range of opportunities for children will be enhanced. In addition there will be more teaching and support staff and increased professional development opportunities for existing staff.

### The building plans for the school

The building plans for the school to accommodate the increased roll have been drawn up in close cooperation with the Headteacher and governors. The building plans are on display in the school during the consultation period.

The new building will provide new classrooms; multi-purpose rooms; SEN support spaces; extra toilets and deaf support rooms, with the space to hold a new audiology clinic. The size of the hall will be increased and there will be an extra nursery class. The new block will include a lift to allow access for people with disabilities. There will be a new office with a secure entrance lobby and enhanced staff facilities. Because of the need to carefully plan the works to manage the impact on the running of the school, the works will be phased over a period of about 12 months. There will need to be some temporary decanting of classrooms during works. This will be planned and managed closely with the Headteacher.

The design of the expanded school has carefully considered the impact on the school's playground and the valuable mature trees which we have aimed to maintain as far as possible. The footprint of the new build areas has been kept to a minimum and the design aims to make better use of the existing outside areas so that there is more useful play area for children. The location and aspect of the new block will provide maximum natural light to all areas and is in the most energy efficient position because it is south facing. It will have a heating and ventilation system that will rely heavily on renewable resources. Existing areas of the school will not be refurbished unless they are directly affected by the works so this aims to keep the disruption to the rest of the school to the minimum possible.

#### Size of the increase in roll

The school now has 60 places in each year group with 2 nursery classes. Under the new proposals, there will be 90 places in each year and 3 nursery classes. The total school roll over time will eventually be 630, plus the nursery classes. There will be no change to the admissions arrangements to the school.

#### How will the increase take effect

The extra children will be admitted to the school in Reception year only, so that the full increase will arise after 7 years. Additional children will not be admitted above the total of 60 for a year group where 60 was the original year group number. (However, there may be admissions where there are vacancies in any year group). The first additional children will be admitted in the school year from September 2012.

#### Effect on children now at the school

The increase in roll will happen over a 7 year period which will allow the school to gradually absorb the changes. The children now on roll of the school will be in the school during the building works to create the new space. Very careful planning is continuing by the Authority and the Headteacher to ensure that the disruption to school life is kept to the minimum possible. The construction work will be planned with the highest priority given to the safety of everyone at the school.

### Deaf Support Base

The number of places in the DSB will not be increased as part of the expansion proposals. However, the design for all the new areas will allow the full use of the teaching areas by all children at the school.

### Other expansion proposals in the area

The Council is considering other options for schools where it may be possible to expand. Consultation on proposals will take place as they are developed. The eastern part of the borough is one of the areas where the highest levels of new housing are anticipated and it is likely that a new primary school will eventually be built.

### Timing

This consultation runs from 14 June to 23 July 2010. The timetable for consultation and taking decisions following this stage of consultation is:

Initial consultation	14 June to 23 July 2010
The Council's Cabinet receives a report on the consultation and decides on publishing formal statutory proposals	8 September 2010
Statutory proposals published with 4 weeks allowed for comments	1 November to 26 November 2010
The Council's Cabinet meets to consider any comments from the 4 week period and, in the light of these, to decide on implementing the proposals as published or with any modification	February 2011
Major building works commence	Summer 2011
Additional pupils admitted to Reception year	September 2012

### Next steps

During this current consultation period, the Council wants to hear from as many people as possible. Please let us know your views by completing and returning the form on the next page.

**There will be parents' meetings at the school on 21 June at 9.00 am and on 23 June at 3.00 pm – we hope as many parents as possible will be able to come to one of the meetings to hear about the proposals and let the Council know your views.**

## CULLODEN PRIMARY SCHOOL

### CONSULTATION ON THE PROPOSED EXPANSION OF CULLODEN SCHOOL

	Please tick as appropriate
I agree with the proposal to expand the school	<input type="checkbox"/>
I do not agree with the proposal to expand the school	<input type="checkbox"/>
I am not sure	<input type="checkbox"/>

Other comments

NAME	
PARENT, GOVERNOR, OTHER (please state)	
DATE	

Please return this page by 23 July 2010 to:

The school administration office; or  
Pat Watson, Head of Building Development, Children's Services, Town Hall,  
Mulberry Place, 5 Clove Crescent, E14 2BG, or  
e-mail to: [pat.watson@towerhamlets.gov.uk](mailto:pat.watson@towerhamlets.gov.uk)