


<b>Cabinet</b> 3 September 2014	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Robert McCulloch-Graham, Corporate Director, Education, Social Care & Wellbeing	<b>Classification:</b> Unrestricted
<b>Planning for School Places – 2014/15 Review</b>	

<b>Lead Member</b>	<b>Councillor Gulam Robbani, Lead Member for Education and Children’s Services</b>
<b>Wards affected</b>	All
<b>Community Plan Theme</b>	<b>A Prosperous Community</b>
<b>Key Decision?</b>	Yes

### Executive Summary

1. The Council has a statutory duty to provide sufficient school places for the local population. In Tower Hamlets the school age population is rising and this is projected to continue. The Council has to plan to meet the need.
2. This report is the annual review of planning for school places. It sets out the projections for the next 10 years, the additional capacity required to meet the need and plans in place and in development to meet the need.

### Recommendations:

The Mayor in Cabinet is recommended to:

1. Note the contents of this report and agree that the programme outlined in the report to develop proposals to meet the need for additional capacity should continue (noting that any proposals sought to be progressed will require further approvals and decisions before implementation);
2. Note the progress in identifying other development sites which will become available and agree that work to develop the implementation of these proposals should continue (noting that any proposals sought to be progressed will require further approvals and decisions before implementation).

## **1. REASONS FOR THE DECISIONS**

- 1.1 The Council has a statutory duty to provide and plan for school places. The report sets out the 2014 projections of need and proposals to meet the need.
- 1.2 Planning for school places has to be kept under review to ensure there are proposals to meet the projected need. The rising trend of need continues although there may be variations in figures from year to year.
- 1.3 The LA has proposals in place to meet the need and these can require long term planning to implement. Decisions are required in time so that the programme of providing places can continue and have certainty to meet the need. Where decisions are not made in time, there may be a need for additional short term measures to ensure children can be offered a school place. These measures, such as bulge classes, can be difficult to implement and are not a sustainable approach to providing places. Such measures can be used for primary places but will not be suitable for secondary schools.

## **2. ALTERNATIVE OPTIONS**

- 2.1 The Council has to comply with its duty to provide school places. Some of the need for places is being met by the establishment of free schools which are decided by the Secretary of State. However, the majority of proposals for new places will be initiated by the Council. This report includes options towards meeting the need for places.
- 2.2 Where the Council has not made sufficient plans to ensure permanent places are available when needed, short term proposals may be needed which may be less cost-effective by reliance on temporary buildings.

## **3. DETAILS OF REPORT**

- 3.1 The LA has a statutory duty to provide sufficient school places for the local population. Cabinet will know that there is a rising need for more school places in Tower Hamlets.

### **Projections of the need for school places**

- 3.2 Projections of the need for school places are provided by the GLA which uses a standard model for the majority of London LAs. The GLA uses housing development data provided by each borough for the borough level projections. The projections are shown to have a good level of accuracy in the short term. The trends over the 10 year projection period can fluctuate in each annual round of projections. This can reflect the most recent birth data and variations to housing data.
- 3.3 The projections provided in 2014 show the same trend of increasing need as seen in recent years but with some variation to the trend in the later part of the 10 year period. It should be noted that for primary school places, the

projections beyond 2017/18 relate to projected births and are therefore less reliable than the short to medium term projections based on actual birth data.

- 3.4 In the period 2013/14 – 2023/24 the total school roll of 4-11 year olds is projected to rise by 12,000, an increase of 34%. This is approximately 7,500 primary pupils and 4,500 secondary pupils. This is slightly lower than based on the 2013 projections but remains a significant increase.

### **Primary Schools**

**It is projected that there will be 930 more Reception aged pupils in 2023/24 than in 2013/14. This means in addition to plans for extra capacity already agreed there will be a need for 19FE of more primary capacity, with 12FE needed by 2019/20.**

### **Secondary Schools**

**It is projected that there will be 1050 more 11 year olds in 2023/24 than in 2013/14. This means there will be a need for 21FE of more secondary capacity, with 8FE needed by 2019/20.**

- 3.5 The 2014 projections with available and planned school capacity are included as Appendix A.
- 3.6 Appendices Ci and Cii show the priority areas for growth in need across the borough. These reflect the areas with the highest levels of new housing development.

### **ACTIONS TAKEN TO PLAN FOR EXTRA SCHOOL PLACES**

- 3.7 Various reports in the past have described action taken to meet the rising need for places. The planning takes into account short, medium and long term options in order to ensure the supply of places is maintained in time to meet the need at the relevant time.
- 3.8 The actions taken are:
- Reviewing existing school sites to determine where there may be physical capacity for cost-effective expansion
  - Reviewing other Council-owned assets to consider where there may be opportunity to provide school places
  - Working with partners to establish if there are any opportunities for developing proposals to create school capacity by sharing assets
  - Including the need for school places in the longer term infrastructure planning to ensure land for schools is taken into account in the strategic planning process.
- 3.9 9.5FE of additional primary capacity has been created in the school years 2008/09 to 2013/14. This equates to 285 more places available at Reception year and 1,995 places when the additional capacity is filled at all year groups.

A further 5FE of primary capacity will be available from September 2014 (150 places at Reception and 1,050 in total when filled at all year groups).

### 3.10 Progress and further actions since the last annual review:

<b>EXPANSION PROPOSALS</b>	
Woolmore School expansion from 1FE to 3FE	Implemented from September 2014
Stebon Primary School expansion from 2FE to 3FE	Implemented from September 2014
St Paul's Way Trust School expansion by adding 2FE of primary capacity	Implemented from September 2014
Olga Primary School expansion from 1FE to 3FE	To be implemented from September 2016
Bow School expansion to 9FE	Implemented from September 2014
<b>OTHER LBTH OWNED SITES</b>	
Former Bromley Hall School site	Development for primary school use in progress, subject to separate decision in due course
Former Beatrice Tate School site	Proposed alternative special school use in development, subject to separate decision in due course
Former Bow School site	Proposed 3FE primary school use with options for inclusion of housing development under consideration, subject to separate decision in due course
<b>STRATEGIC DEVELOPMENTS – site allocations secured in the strategic planning process</b>	
Bromley by Bow district centre	Primary school. Development timetable to be confirmed.
Fish Island (Mid)	Site allocation for a primary school at Neptune Wharf. Planning application approved by LLDC in March 2014 includes outline permission for a 3FE school. LBTH to exercise option to develop within 5 years.
Fish Island East (within LLDC)	Primary school. Development of primary school as part of an all-through school. Proposed by

area)	LLDC and EFA for opening as an academy in September 2016.
London Dock	Site allocation for a 6FE secondary school. Planning application approved March 2014 includes outline permission for a school. LBTH has 10 year period to exercise the option to develop the school.
Westferry Printworks site	Site allocation for a 6FE secondary school. Planning application to be submitted in late 2014 to include outline proposal for the school. Site option terms to be negotiated.
Bow Common and Leven Road Gas Works sites	Primary school site allocation at both sites. Development timetable to be confirmed.
Ailsa Street	Primary school site allocation. Proposed To be implemented by development of former Bromley Hall School for primary education
<b>OTHER OPTIONS</b>	
Wood Wharf	2FE primary school included in the proposals agreed for outline planning permission by SDC on 21 July 2014. Development timetable to be confirmed.

3.11 The Council secured the site allocations through the strategic planning process. The development timetable for these sites is in the hands of the developers so there is uncertainty about when these may be implemented. The school sites will be secured through planning obligations (s. 106 or CIL). The Council will develop and fund the school accommodation and determine operation of the schools.

### Free Schools

3.12 In addition to the LA's proposals for additional capacity, free schools agreed by the Secretary of State and funded centrally contribute to the supply of local places. The current position with free schools in Tower Hamlets is:

Canary Wharf College, East Ferry Road	Opened in September 2011, 40 places per year (primary)
Wapping High School, Commercial Road	Opened in September 2012, 81 places per year (secondary)
CET Primary School, Solebay Street	Opened in September 2012, 50 places per year. Moving to permanent accommodation in

	Solebay Street September 2014
City Gateway	Opened in September 2012, 14-19 provision
Canary Wharf College 2	Agreed to open in September 2014, 40 places per year (primary). Opening in temporary accommodation in Limeharbour, E14. Permanent accommodation to be confirmed.
London Enterprise Academy, Commercial Road	Agreed to open in September 2014, 11-16 school with 120 places per year. Permanent accommodation at Aneurin Bevan House, Commercial Road
East London Academy of Music	Agreed to open in September 2014, 16-19 with up to 300 places. Permanent accommodation to be provided in Bromley-by-Bow for September 2015. Opening September 2014 in Stratford in temporary space
Mulberry UTC (University Training College)	14-19 provision, specialising in healthcare and medical services, and digital technology. No site yet identified and opening date to be confirmed.
Aldridge Studio School	14-19 provision, specialising in entrepreneurship. Opening to be confirmed. Partnership with Asda, proposal to be based at Asda Crossharbour site
Canary Wharf College 3	Approved for opening September 2015. All-through Christian faith school with 1330 places. Accommodation to be identified.

## OTHER CONSIDERATIONS

3.13 In addition to the potential fluctuations in the projections noted above, various other factors add uncertainty and difficulty to the planning of sufficient capacity.

### Housing growth

3.14 Planning for sufficient schools to meet the growth in the local population is a key part of planning the social infrastructure to support the continuing levels of new housing development. There was consultation in January – April this year on proposals to increase the London Plan housing targets. These proposals are subject to an Examination in Public later this year. The annual target for Tower Hamlets is proposed to increase from 2,885 to 3,931.

- 3.15 The Council is carrying out work at present to develop the South Quay Masterplan. It is likely that this area alone could see the estimate of new homes increase from 10,000 to 20,000 over a period of 10-15 years.
- 3.16 The pressure for additional primary school places is greatest in Bow, Poplar and the Isle of Dogs where there has been the highest levels of new housing development. These areas will continue to be the focus of housing development. Opportunities for further school expansions in these areas are limited, especially the Isle of Dogs, and ensuring sufficient school places will continue to be a challenge. Planning officers will continue to review opportunities to provide school accommodation on sites coming forward for development.

#### Free schools agreed by the Secretary of State

- 3.17 Free schools contribute to the local supply of places. Free school proposers can apply direct to the Secretary of State who decides on the schools to be agreed. Creation of additional capacity outside the Council's control adds to the difficulties of planning.

#### SEN and 6<sup>th</sup> form provision

- 3.18 There is a growth in need for additional special school provision and for 6th form places along with the growth in the overall school age population. New mainstream school capacity will be inclusive for pupils with special education needs but there will be some pupils for whom special schools will be required.
- 3.19 Work is being undertaken to assess the likely growth in need for additional specialist provision. This may be new special school provision or other type of unit or specially resourced provision in a mainstream school.

#### Funding

- 3.20 The principal source of capital funding for providing additional school places is the DfE basic need capital grant. The allocation for the period 2014/15 – 2016/17 is £29.54m. The DfE has confirmed the funding for a 3 year period which is welcome as the developments of the type referred to in this report require long term planning and funding certainty in order to confirm implementation. The ability of the DfE to make further allocations in order to support the longer term planning remains to be seen.
- 3.21 The capital programme of new school capacity is supported by use of s. 106 receipts which have been secured to mitigate the impact of new housing developments. Significant sums have been agreed but not yet received. There is no certainty about receiving the full value of the agreed sums as this will depend on the developers' programmes so this presents some difficulties in planning use of the receipts.
- 3.22 The Council is moving towards the adoption of the Community Infrastructure Levy (CIL) which will replace much of the s. 106 payments for the mitigation of the impact of new developments on school provision. The Council's

Infrastructure Delivery Plan (IDP) identifies the need for additional school places as part of planning the overall social infrastructure. The flow of CIL income at this stage remains uncertain. ESCW and D&R Directorates continue to work together on the longer term infrastructure planning.

#### **4. COMMENTS OF THE CHIEF FINANCE OFFICER**

- 4.1. This report is drawing attention to the regulatory framework for school place planning and how this can impact on site disposal or development proposals beyond the education estate. Decisions on site disposal or development will have various financial implications particular to the circumstances.
- 4.2. Meeting the Authority's statutory duty with regard to providing sufficient school places will require significant additional resources, as has been advised in previous reports on school place planning. The cost of a form of entry (fe) for primary will range from £4.5m - £5m (with up to an additional 19 primary fe needed over the next ten years) and a secondary fe will range from £3.5m to £4m (with an expected 21 fe required over the next ten years). This points to an approximate range of £159m - £179m at current prices to fund the additional capital costs over the next ten years.
- 4.3. Capital funding from the Department for Education will assist, as will the creation of additional places through the establishment of free schools. Nonetheless, DfE capital does not necessarily cover London costs, nor does it cover site acquisition costs. The LA has s. 106 contributions (to be replaced by Community Infrastructure Levy (CIL)) which are used to support the provision of additional education facilities arising from new housing developments. However, the flow of contributions depends on development activity so is outside the Council's control.
- 4.4. The revenue consequences of additional pupils will in most cases be met from additional Dedicated Schools Budget, which varies according to pupil numbers. At present there are General Fund costs in the region of £1m associated with transporting (or providing travel support) for individual pupils where school places are not nearby. Changes to the admissions arrangements will ease that pressure, as will any efforts to provide additional school places.

#### **5. LEGAL COMMENTS**

- 5.1. The Council has a duty under the Education 1996 to secure that sufficient schools are available for Tower Hamlets. The Council has a duty under the School Standards and Framework Act 1998 to make premises available as part of its duty to maintain schools. The schools must be sufficient in number, character and equipment to provide all pupils with the opportunity of appropriate education. At the same time, the Council is subject to duties under the Health and Safety at Work etc Act 1974 to ensure so far as is reasonably practicable the health and safety of staff, pupils, visitors and volunteers on school premises.



- 5.2. In deciding what provision to make in respect of primary and secondary schools, the Council is required to consider the need to secure diversity in the provision of schools and increasing opportunities for parental choice. This sits alongside the Council's general equality duty, which requires it to have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't. Equalities analysis will need to be carried out alongside the development of proposals.
- 5.3. Some of the options proposed in the report involve the expansion of existing schools. 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. If the Council wishes to make such alterations, it will need to comply with the requirements of the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013, which require publication of the proposals, prior to determination.
- 5.4. If the Council sees a need for a new school, then Part 2 of the Education and Inspections Act 2006 will apply. There is a presumption that the new school will not be a new community school. Section 6A of the Education and Inspections Act has imposed a requirement on local authorities in England to seek proposals for the establishment of an Academy if they think a new school needs to be established in their area.
- 5.5. The expansion of existing schools or the provision of new schools will require planning permission under the Town and Country Planning Act 1990.
- 5.6. Procurement for the various projects will need to be carried out in accordance with the Council's Procurement Procedures and, where relevant, the Public Contract Regulations 2006. Compliance with the procurement procedures should assist the Council to comply with its duty as a best value authority to "make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness" (section 3 of the Local Government Act 1999).

## **6. ONE TOWER HAMLETS CONSIDERATIONS**

- 6.1. The LA has a statutory duty to ensure sufficient school places for local residents. Education is key to ensuring economic prosperity for the individual and for the community. The LA has a duty to ensure diversity of provision to enable parents to express their preference for a school place. These duties are taken into account in planning provision of school places. The plan to commission school places is universally applicable to children and young people of school age and there is unlikely to be unequal impact on different groups.
- 6.2. The LA has to plan for the overall social infrastructure to meet the needs of the rising local population. This informs the development of the Council's

asset management and service planning to ensure that the required infrastructure is provided and that the competing needs are balanced.

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

- 7.1 The proposals to provide additional school places to meet the needs of the population will be implemented taking account of sustainable design standards and materials. As far as possible primary school provision is planned to ensure that children can access a local school and so minimise impact on travel.

## **8. RISK MANAGEMENT IMPLICATIONS**

- 8.1. The Council has a statutory duty to provide sufficient school places. In order to plan to meet this need projections are obtained annually and reviewed each year against the known school capacity. It is clear that the projections indicate that a significant rise in the need for places has to be planned for. There may be variations in the projections so the Council has to retain some flexibility in its ability to respond to the need.
- 8.2. The plans required to meet the need for school places can often require the balance of complex and competing considerations, for example for other social infrastructure requirements. Because of the long time that is required to implement projects, decisions need to be taken in sufficient time to plan the use of resources and to identify shortfalls.
- 8.3. The Council has to manage the risk of failing to meet its statutory duties by having sufficient options available for implementation to meet the need and by keeping the changing circumstances under review.

## **9. CRIME AND DISORDER REDUCTION IMPLICATIONS**

- 9.1 There are no specific implications arising.

## **10. EFFICIENCY STATEMENT**

- 10.1 The proposals for meeting the need for school places seek to make the best use of the Council's own assets before other assets are acquired.

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### **Linked Reports, Appendices and Background Documents**

#### **Linked Report**

- NONE

#### **Appendices**

- Appendix A – 2014 school roll projections
- Appendix B – Proposals for Primary School Capacity

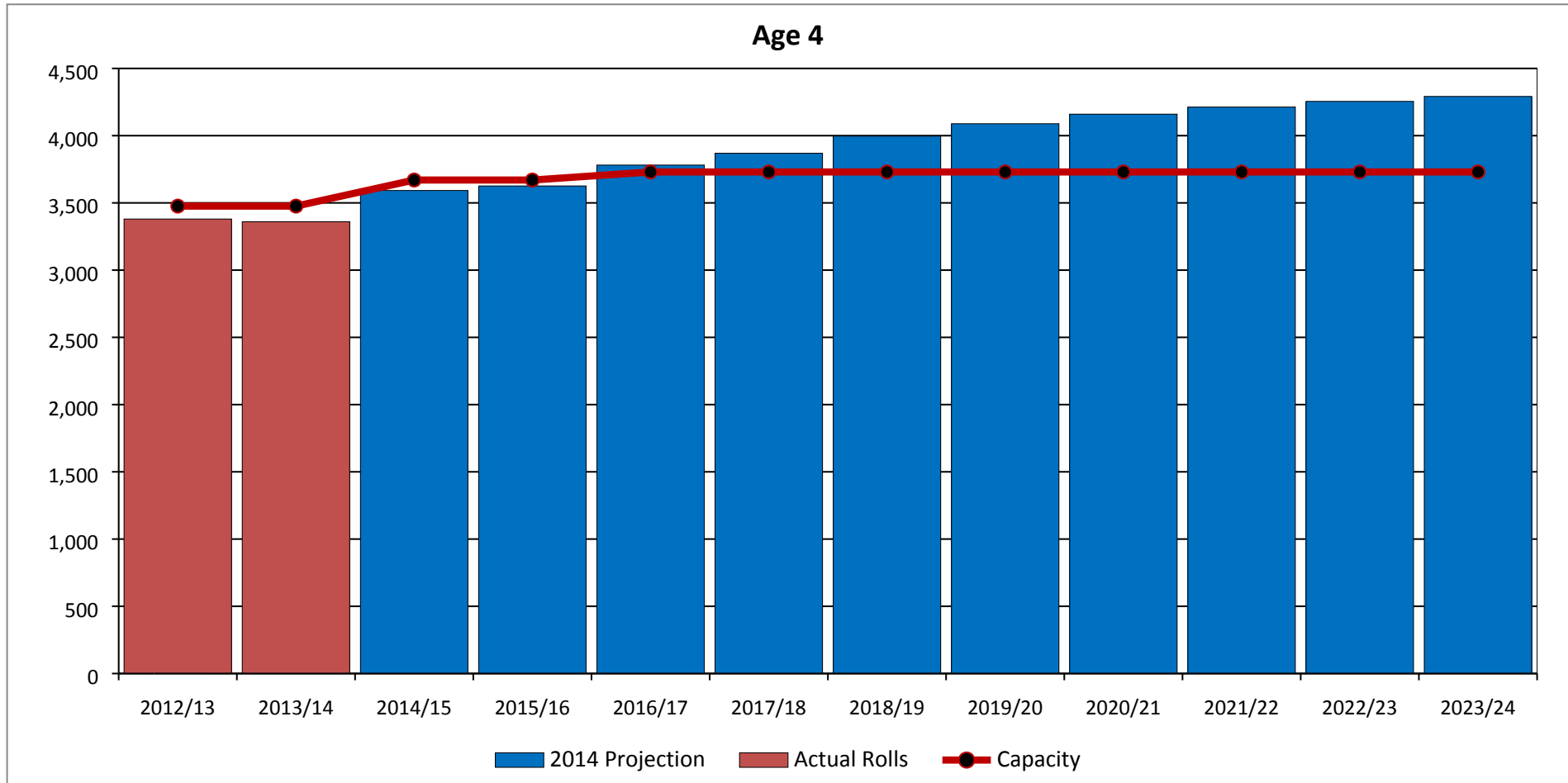
- Appendix Ci – Projected increase in Reception Pupil Numbers
- Appendix Cii – Projected increase in Children aged 11

**Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012**

- NONE

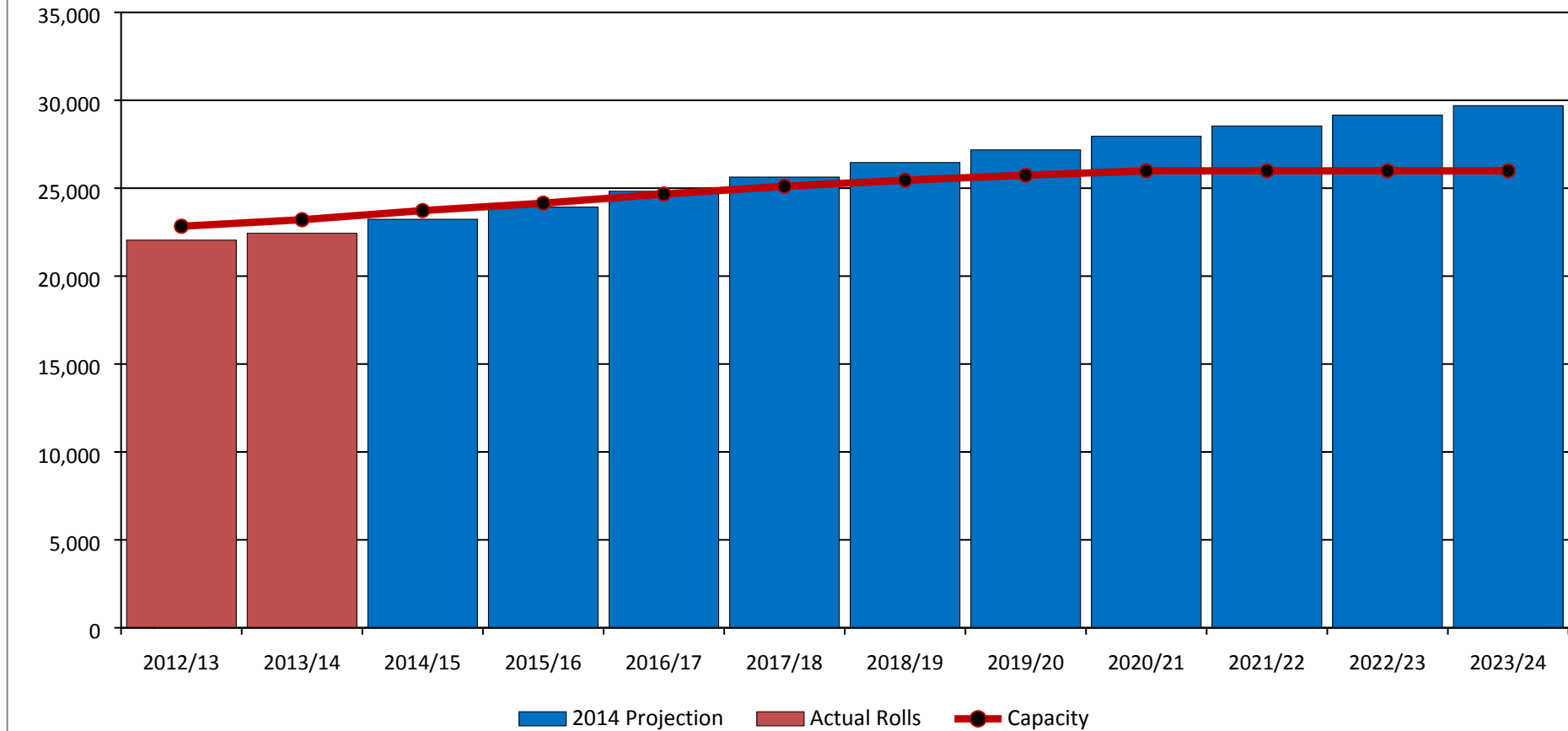
**Officer contact details for documents:**

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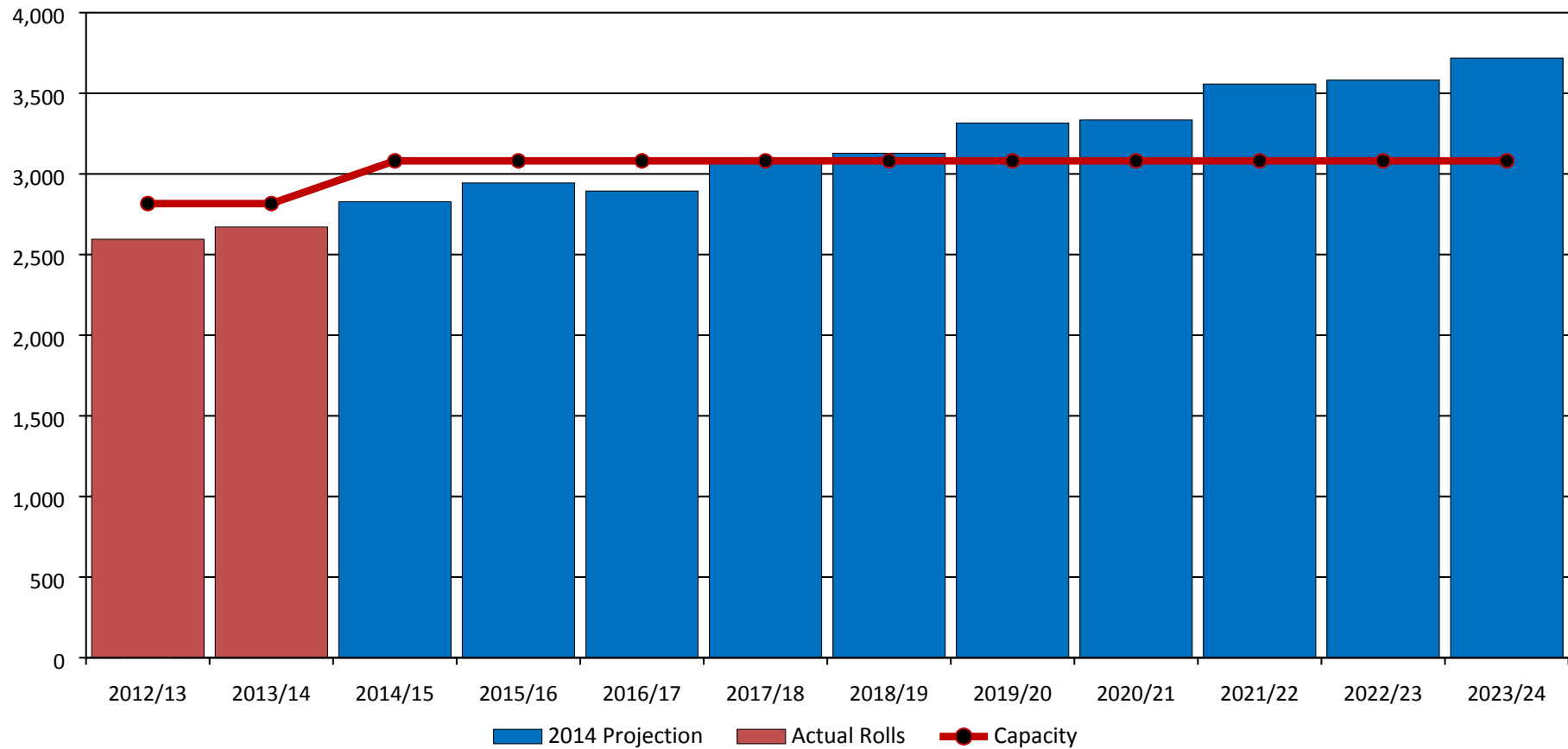
Age 4	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Actual Rolls	3,380	3,360										
2014 Projection			3,592	3,626	3,781	3,869	3,997	4,089	4,160	4,213	4,255	4,292
<b>Capacity</b>	3,476	3,476	3,670	3,670	3,730	3,730	3,730	3,730	3,730	3,730	3,730	3,730
Variance	96	116	78	44	-51	-139	-267	-359	-430	-483	-525	-562
FE (30)	3.2	3.9	2.6	1.5	-1.7	-4.6	-8.9	-12.0	-14.3	-16.1	-17.5	-18.7

### Primary Total



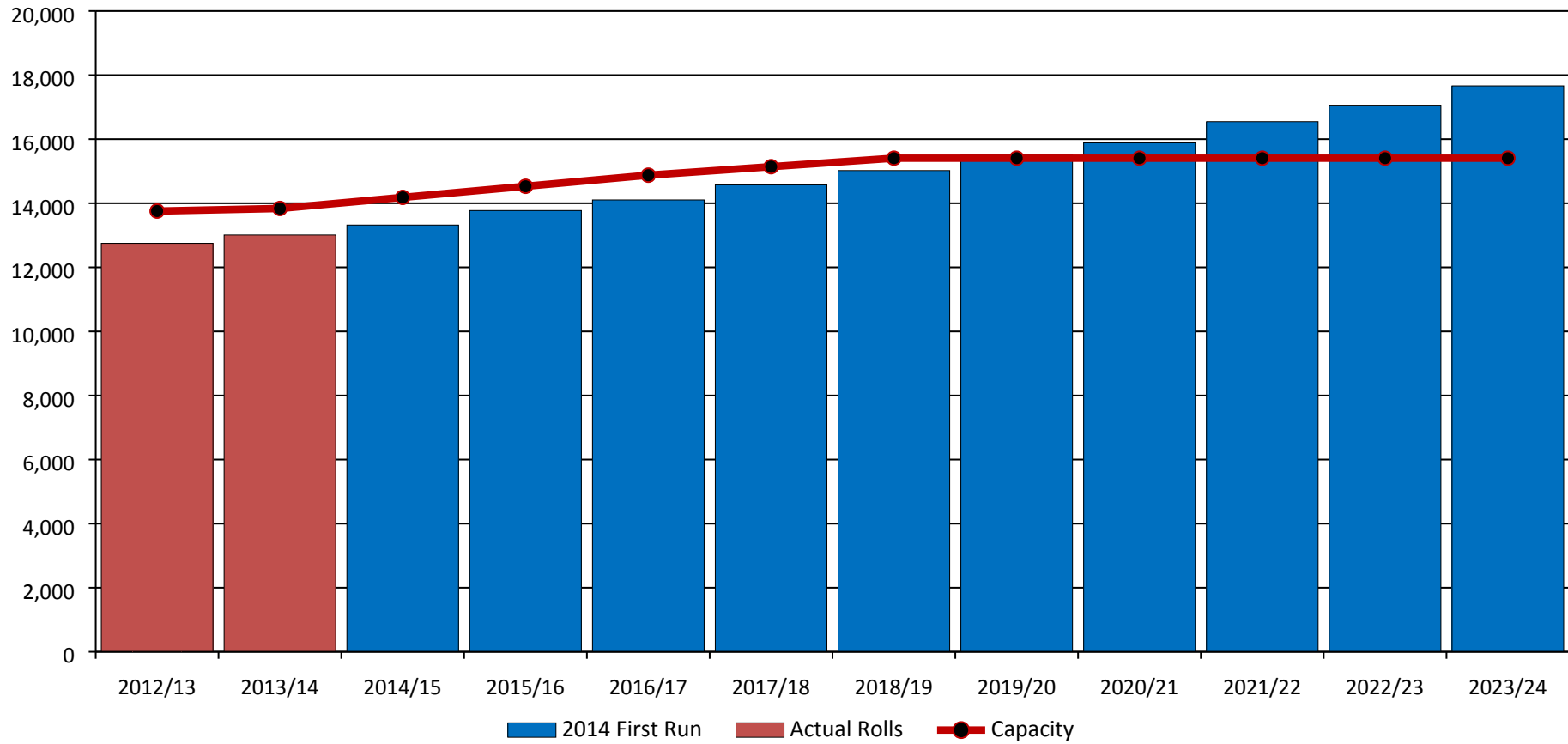
Primary Total	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Actual	22,047	22,437										
2014 Projection			23,234	23,926	24,827	25,633	26,460	27,182	27,953	28,537	29,153	29,697
<b>Capacity</b>	22,835	23,207	23,727	24,146	24,667	25,108	25,452	25,736	25,986	25,986	25,986	25,986
Variance	788	770	493	220	-160	-525	-1,008	-1,446	-1,967	-2,551	-3,167	-3,711
FE (210)			2.3	1.0	-0.8	-2.5	-4.8	-6.9	-9.4	-12.1	-15.1	-17.7

### Age 11



Year 7	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Actual	2,595	2,671										
2014 Projection			2,828	2,944	2,894	3,070	3,128	3,316	3,335	3,557	3,582	3,719
<b>Capacity</b>	2,816	2,816	3,081	3,081	3,081	3,081	3,081	3,081	3,081	3,081	3,081	3,081
Variance	221	145	253	137	187	11	-47	-235	-254	-476	-501	-638
FE (30)			8.4	4.6	6.2	0.4	-1.6	-7.8	-8.5	-15.9	-16.7	-21.3

### Total Secondary



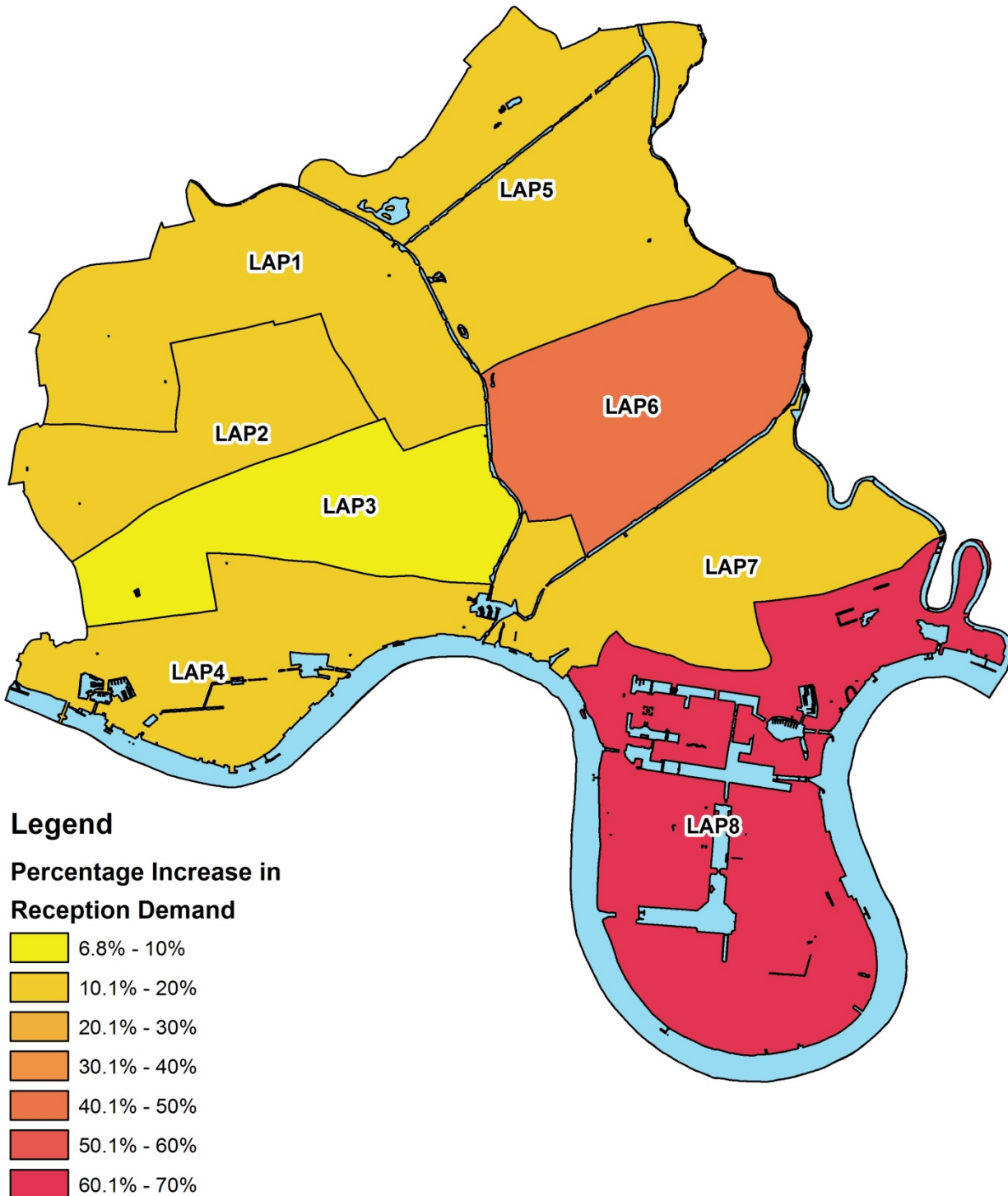
	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Actual	12,749	13,008										
2014 Projection			13,319	13,773	14,103	14,573	15,020	15,501	15,885	16,548	17,061	17,664
<b>Capacity</b>	13,756	13,837	14,183	14,529	14,875	15,140	15,405	15,405	15,405	15,405	15,405	15,405
Variance 1	1,007	829	864	756	772	567	385	-96	-480	-1,143	-1,656	-2,259
FE (150)			5.8	5.0	5.1	3.8	2.6	-0.6	-3.2	-7.6	-11.0	-15.1

## APPENDIX B - PROPOSALS FOR PRIMARY SCHOOL CAPACITY TO MEET PROJECTED NEED

	2014/15		2015/16		2016/17		2017/18		2018/19		2019/20	
Proposed capacity	3476		3670		3670		3880		3880		4030	
Projected reception roll	3592		3626		3781		3869		3997		4089	
Shortfall (-)		-116		44		-111		11		-117		-59
	New capacity		<b>Proposed capacity</b>		<b>Proposed capacity</b>		<b>Proposed capacity</b>		<b>Proposed capacity</b>		<b>Proposed capacity</b>	
	Stebon	30	CWC 3 (tbc)		Olga	60	tbc		FI new school	90	tbc	
	Woolmore	60			BH site	60			Millharbour	60		
	SPWTS	60			Additional site	90						
	Canary Wharf College 2	40										
	TOTAL new capacity	190	TOTAL new capacity	0	TOTAL new capacity	210	TOTAL new capacity		TOTAL new capacity	120	TOTAL new capacity	
	Shortfall (-)	74	Shortfall (-)	44	Shortfall (-)	99	Shortfall (-)	11	Shortfall (-)	33	Shortfall (-)	-59

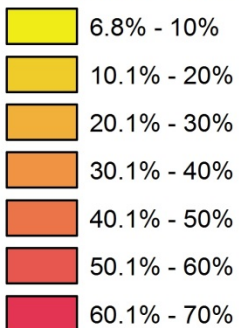


## Projected Increase in Reception Pupil Numbers 2012 to 2022



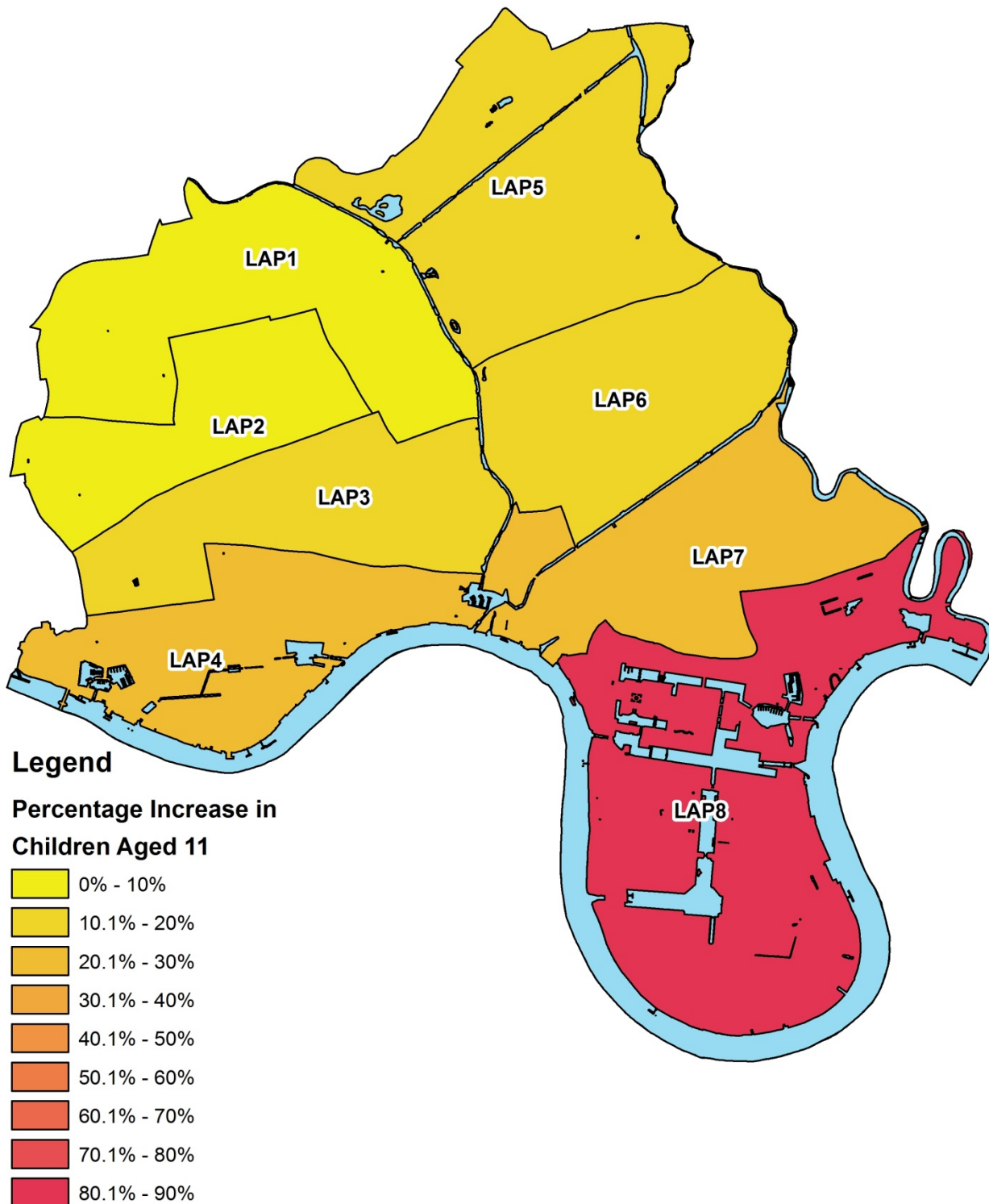
### Legend

#### Percentage Increase in Reception Demand



Source: GLA School Roll Projections

## Projected Increase in Children Aged 11 2012 to 2022



**Legend**

**Percentage Increase in Children Aged 11**

- 0% - 10%
- 10.1% - 20%
- 20.1% - 30%
- 30.1% - 40%
- 40.1% - 50%
- 50.1% - 60%
- 60.1% - 70%
- 70.1% - 80%
- 80.1% - 90%

Source: GLA Population Projections