

AGENDA ITEM 8: CALL-IN, EDUCATION ESTATES STRATEGY

ATTACHMENT C

Educational Estates Strategy Cabinet Paper 17th June 2013, Responses to Supplementary Questions for Overview and Scrutiny 9th July 2013

Introduction

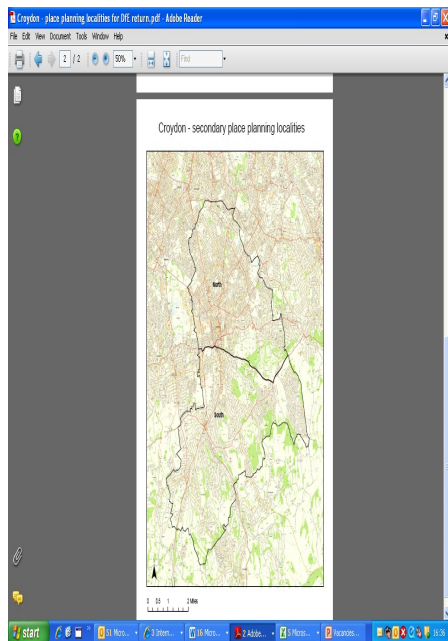
The following Information has been collated by officers in response to supplementary questions from Ward Members following the Education Estates Strategy Cabinet Paper, presented at Cabinet on 17th June 2013. It specifically responds to each question. Two Appendices are associated with this response; Appendix A details sites that have been identified as possible sites for school use since 2010. Appendix B sets out the formal response from Planners regarding the CALAT Arena site.

1) Information on where in Croydon is the greatest demand for primary and secondary school places

The most significant factor influencing the demand for places in both primary and secondary phases is the availability and affordability of housing and occupancy levels within the housing and the consequent flows of migration. However it is important to note that whilst parents and carers with children entering the primary phase look for school places within a two mile distance of their home, parents and carers whose children are entering the secondary phase choose schools slightly further afield.

For the purposes of Pupil Place Planning, from summer 2012, officers agreed with the DFE to treat the supply strategy for additional places by distinct Planning Areas within Croydon as mobility for each differs from its neighbours.

Demand for places in the primary phase can be seen in six Planning Areas, reflecting the short distances required between family homes and school places. These are North West, Central, East, South East, South and South West (shown on the map below). By contrast, travel patterns between the family home and schools for the secondary are predominantly either within the North of the Borough or within in the South, but rarely cross between the two, unless to access a place at a faith school.



In recent years, this has meant that the need for primary places has been most concentrated in the North West and ‘Centre’ of the Borough; these are both densely populated areas and will continue to be so for the foreseeable future. In future years, this primary demand is likely to be distributed differently due to spatial development and regeneration plans in the South West (Coulsdon), Central Croydon and the South East, New Addington, although because of the factors that create demand, the need for pupil places is likely to remain in the North West.

Secondary demand has been stable in recent years but is forecast to rise from 2014 onwards and because fewer people are moving out of Croydon, the rate of growth is likely to increase rapidly to as much as 20 forms of entry year on year as the high numbers of additional children who have recently joined the primary phase in year R apply for secondary places.

2) **Explanation for the growth in pupil numbers**

Demand for pupil places is determined by two main factors;

- A. the number of babies born in the borough and
- B. the pattern of migration inwards and outwards through the borough.

Increase in Live Births

The birth rate in Croydon has increased by around 32% overall in Croydon within the last 10 years. Distribution of this increase in live births is uneven, so for example, in the Centre of Croydon, the birth rate increased by 64% where in the some parts of the South, the birth rate has remained stable. The increase in the birth rate is common in many London Boroughs but as Croydon is the largest borough, the numbers of babies born is significantly higher. The heat map below shows the distribution of the increase in live births.

Croydon - percentage increase in births, 2001/02 to 2010/11

0 0.5 1 2 Miles

Below 0% 0.1% to 25% 25.1% to 50% 50.1% to 100% Over 100%

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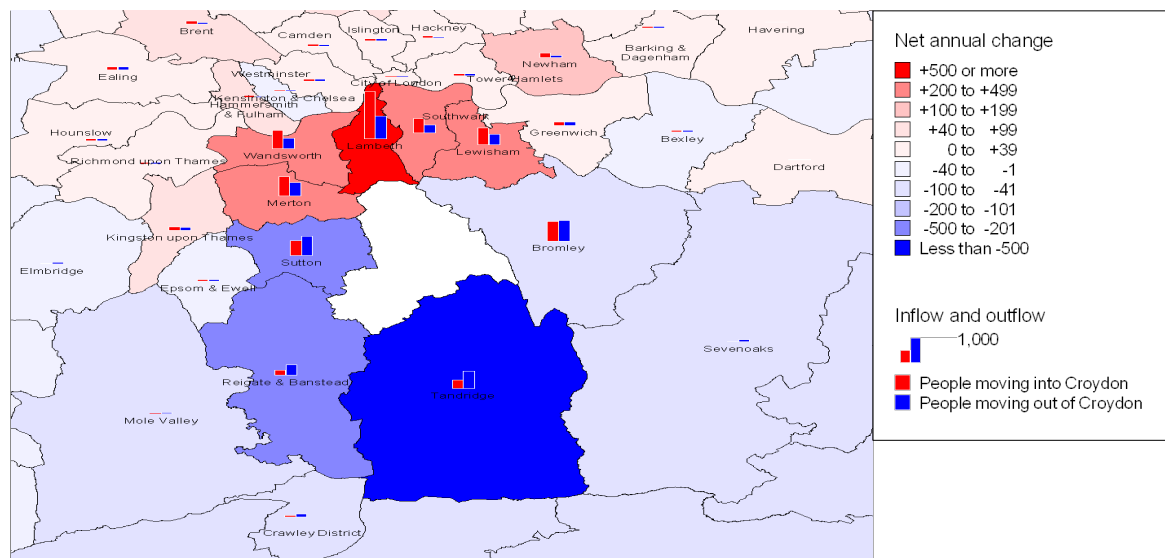
Net annual change

- +500 or more
- +200 to +499
- +100 to +199
- +40 to +99
- 0 to +39
- 40 to -1
- 100 to -41
- 200 to -101
- 500 to -201
- Less than -500

Changes to migration patterns

Both inward and outward migration patterns have changed in recent years and these changes have reached an extreme position in the last two years. The map below shows increases in the number of people migrating into Croydon, principally from other South London Boroughs. Similarly it shows a reduced outward migration rate to authorities such as Sutton, Bromley and a very marked

decrease in migration to Tandridge (Surrey). The causes of the change to migration patterns cannot be empirically evidenced; nonetheless it is a common and shared assumption that changes to both inward and outward migration are caused by the parallel changes to the economic climate. In other words, more people are moving in to Croydon because they can no longer afford to live in London Boroughs closer to the centre and are not moving out to more affluent areas as they might have previously done because they are not confident of the long term financial security.



Traditionally school place planning has depended on an expected ratio in the relationship between birth data, and the demand for YrR places, the so-called ‘transfer’ rate. Due to the impact of migration, this has become much more difficult to predict.

Comparing the Reception cohort of residents based in a locality with the corresponding birth data from 5 years previously shows again significant variation within and between the primary place planning localities. The following table shows the lowest and highest rates from the last five years alongside the weighted average of the last three years (which weights the most recent years more significantly) just for Reception students resident in these planning areas:

Locality	Lowest percentage 2007/08 to 2011/12	Highest percentage 2007/08 to 2011/12	Weighted average percentage 2009/10 to 2011/12	Expected percentage for 2012/13 based on accepted places	Weighted average including 2012/13
North West	71.5	78.8	77.8	82	79.8
East	73.0	82.0	79.0	91	85.8
Central	71.1	80.7	78.5	84	80.8
South East	99.5	107.6	103.0	108	105.7
South	85.2	92.5	90.1	99	94.4
South West	87.0	99.0	96.3	102	100.0
Borough overall	85.5	89.1	88.0	95	91.6

The variability in transfer rates is the reason that we have used the weighted average method for our projections. However, the impact of changes in the transfer rate affect significantly on the number of pupils who join in any given year; for example, for the overall borough projections for 2013/14 (when the corresponding births were 5,215, the expected cohort would be:

- Using the lowest rate from 2007/08 to 2011/12: 4,458
- Using the highest rate from 2007/08 to 2011/12: 4,646
- Using the weighted average rate from 2009/10 to 2011/12: 4,589
- Using the expected 2012/13 rate: 4,954
- Using the weighted average rate from 2010/11 to 2012/13: 4,777 – it is this approach that has been used (with modifications to account for housing developments)

Planning Area Variances

North West

The very significant increase in births in this locality (up 33% between 2001/02 and 2010/11) has been coupled with an increase in the birth to Reception transfer rate (up from c75% to c78%, and expected to be 82% in 2012/13). This has resulted in very significant pressure in this locality for places. The increase in births is the second highest in the borough in terms of percentage increase, and the highest increase numerically (up over 440 between 2001/02 and 2010/11).

East

Births in the East locality have increased by 27% between 2001/02 and 2010/11 (the third highest of the six localities), with a numeric increase of over 300 in this period.

Central

The Central locality has seen:

- The highest percentage increase in births – up 67% between 2001/02 and 2010/11
- A numeric increase in births of 340 over the same period
- An increase in Birth to Reception from 65% (for the Reception cohort of 2005/06) to an expected 84% in 2012/13. Each percentage point equates to 7 additional pupils.

The Central locality is also the area expected to see the largest concentration of housing development in the coming decade.

South East

Births have increased by 10% between 2001/02 and 2010/11, although the Birth to Reception conversion rate is consistently over 100% (the highest of any locality in Croydon).

South

Births have increased by nearly 25% between 2001/02 and 2010/11 (an increase of almost 120 births), and the birth to Reception transfer rate has fluctuated between 85% and 92% but without a consistent pattern.

South West

Births have increased by almost 25% between 2001/02 and 2010/11 (a numeric increase of over 100). The birth to Reception transfer rate has fluctuated, but increased significantly in the last two years (i.e. for 2010/11 and 2011/12 Reception cohorts) to around 98-99%.

3) **Information on all possible school sites, both council and non-council owned, and why they weren't considered**

There are several factors that contribute to the assessment of available sites for schools. These include:

1. the relative proximity of the site to pupil demand
2. ownership and cost of the site
3. suitability of the site (for educational purposes)
4. size of the site and planning considerations (the internal and external footprints required for various sized schools are already known, but the extent to which could build up, out, the need to alter landscape, noise, light, views, transport and highways issues are also important)
5. the deliverability of the school, in terms of cost, quality and time
6. value for money
7. adding value to communities
8. accessibility to public transport and community facility
9. density and building heights around the site
10. site access for vehicles and pedestrians
11. movements around and on site
12. feasible building configuration
13. options of building heights and massing

Just as the distribution of demand for places can alter, so can the suitability of any given site in terms of addressing the issues above. There is also an overarching spatial consideration which considers each site in relation to all other schools to ensure that no expansion work against other local schools by for example draining its intake by being too close and providing a very similar offer. Instead officers work hard to distribute supply of places where the site locations add to the available local choices further quality and choice for communities. Where an existing school or Academy is to be expanded, officers work with school improvement teams to ensure that the school has the right standards established and leadership team in place to manage the expansion well, without detriment to the existing school population. Sometimes because of spatial constraints on existing sites, the identification of a location for an annexe within close proximity to an outstanding school is the preferred option, and none of these discussions take place without the full involvement of the school itself and its Governing Body.

The site searches provided within Appendix A are from separate exercises from 2010, 2012 and 2013. Because the Council's strategy outlined above is to distribute the supply of places with appropriate spacing to ensure that local choice for all parents is provided.

4) List of all Council owned land which are of a size to hold either a primary or secondary school

Please refer to the above.

5) Update from a planning officer on the planning issues regarding Arena/CALAT, site adjacent to Spices Yard, Westways House, 843 London Road, Victoria House, SeGAS House, and a site near to West Thornton Primary Academy*.

Without Prejudice,

As yet pre application enquiries have not been submitted for any of the sites which you have referred to below. If you wish to take these sites forward it will be necessary for pre application enquiries to be submitted and sufficient time written into your programme to ensure that the pre application process is effective and has the opportunity to address all issues.

The comments below must be seen in context. They only relate to the principle of a change of use from the lawful uses of the site to an Education use in relation to land use policy. At this stage the details of the schemes have not been submitted to the Local Planning Authority for consideration. I am unable to comment at this stage on acceptability of these sites for education in relation to any other planning issue such as scale, massing, design, impact on the adjoining occupiers or highways. As you know the consideration of these issues can be critical to the acceptability of each sites use as a school. I therefore reiterate that these comments relate just to the principle of Education use in relation to Land Use Policy.

I will take each site in turn but in some cases where the planning policy issues are similar I have grouped sites together.

Arena/CALAT

A formal response on Arena CALAT is provided in Appendix B

Site adjacent to Spices Yard

An O/S plan of this site has not been provided, however my understanding is that this land comprises a variety of sites including property facing Aberdeen Road which is currently in use as a warehouse, a site to the rear of properties on the High Street which is currently derelict but was last in use as a car repair garage and part of Spices Yard Car Park. Based on this understanding my advice is as follows:

The lawful use of the land fronting Aberdeen Road and the derelict car repair garage would be classed as Industrial and Employment land. The Council adopts a 4 tier approach to the retention and redevelopment of land and premises relating to industrial/employment activity such as this. This site is in a Tier 4 location. Within Tier 4 locations Planning Policy permits a number of uses including D1 Education and Community Facilities where the Public Transport Accessibility Level (PTAL) is 3 or above. This site has a PTAL rating of 5 and therefore a change of use to Education related development is supported by policy. The use as a car park is not protected however, it would need to be demonstrated that there is sufficient off street parking within the vicinity of the site to compensate for the loss of these parking spaces. If the above could be demonstrated a change of use to Education would be acceptable in principle.

I would draw your attention to Planning Refusal 11/03203/P. This decision relates to 7 Aberdeen Road which I believe forms part of the wider site referred to above. In May 2012 planning permission was refused for "Use as an educational and training facility and provision of car parking spaces". The reasons for refusal related to the loss of an employment generating use and detrimental impact on the adjoining occupiers. Since this decision there has been a change in planning policy which would now permit education use on sites such as this. In relation to the impact on the adjoining occupiers this related to a much smaller site. However, it would be necessary for the impact on adjoining occupiers and highways amongst other things to be discussed and addressed as part of any future pre application.

Westways House, 843 London Road and Victoria House.

I will deal with these sites together because in land use policy terms the same planning policies will apply to these sites.

Westways House is located on the corner of Lodge Road and St James's Road. The site is occupied by a three storey building that was substantially extended in the 1930's to provide a purpose built hospital and residential care. The building currently provides both clinical and residential mental health care and is operated by the South London and Maudsley NHS Trust. The site therefore falls within Class D1 (Non Residential Institution) of the Planning Use Classes order.

843 London Road is located on the western side of London Road in Thornton Heath. It was previously occupied by The Oaks Day Hospital, but all buildings on the site were demolished in 2008. Taking into account the previous use on the site the lawful use of this site falls within Class D1 of the Planning Use Classes Order.

Victoria House is located on the northern side of Southbridge Place and immediately to the south of the Croydon Flyover. The site is currently occupied by Victoria House an

educational referral unit. This site also falls within Class D1 of the Planning Use Classes Order.

All of these uses would be classed as community uses. Educational uses also fall within D1 of the Use Classes Order.

There are two policies that need to be taken into account in considering the potential for the loss of community facilities on a site. These are:

Policy CS5.3 of the Core Strategy (Croydon Local Plan Strategic Policies) states that it will encourage the creation of healthy and liveable neighbourhoods by ensuring the provision of a network of community facilities, providing essential public services, and protecting existing community facilities that serve or have the ability to serve the needs of the community.

Policy CS2 of the Croydon Plan Saved Policies 2006 states that the loss of community facilities will not be permitted unless there is no need for them or there are no community uses which could make use of the buildings or the site. The Council will need to be satisfied that the potential for alternative community uses have been fully explored before any change of use may be accepted.

These policies seek to protect existing Community Facilities. The lawful use of these sites is within Planning Use Class D1 (Non Residential Institutions). Schools also fall within this same Used Class and therefore in principle the proposal to use these sites for educational purposes would be in accordance with the land use policy.

It would need to be demonstrated that the massing design and scale of any building on these sites would not have an unacceptable impact on the street scene and the amenities of the adjoining occupiers the local highway network and other planning considerations.

SeGAS House,

SeGAS House is located on the corner of Wellesley Road and Katherine Street. The site is occupied by SeGAS House which was last in use as Offices (Class B1). The site is located within Croydon Metropolitan Centre. Policy SP 3.8 of the Croydon Local Plan Strategic policies states that the Council will promote and support the development of a variety of uses within the Croydon Metropolitan Centre, District Centres and Local Centres including Community Facilities. Therefore whilst a change of use application would need to be submitted to the Local Planning Authority for a change of use from B1

offices to D1 non-residential institution (education), such a change is supported by planning policy.

SeGAS House is a Listed Building therefore Listed Building Consent would also be required for all internal and external changes to the building as well as planning permission. It is essential that sufficient time is built into your programme to undertake a pre application enquiry and the Listed Building and Planning Applications before any works on this building commence. The Council does not have the ability to determine its own applications which relate to Listed Buildings and any applications for Listed Building consent would need to be referred to the National Casework Unit for a decision. Sufficient time must be built into your programme to allow this to happen.

Site near to West Thornton Primary Academy. - 76 - 78 Canterbury Road

This property is located on the Northern side of Canterbury Road. From the planning history its lawful use is as B8 Warehousing and Offices. Such a site is classed as an industrial and employment site in Planning terms. As stated above the Council adopts a 4 tier approach to the retention and redevelopment of land and premises relating to industrial/employment activity such as this. This site is in a Tier 4 location. Within Tier 4 locations Planning Policy permits a number of uses including D1 Education and Community Facilities where the PTAL rating is 3 or above. This site has a PTAL rating of 3 and therefore a change of use to Education related development is supported by policy.

However, as with all other sites it will be necessary for any development of this site to demonstrate that it can meet all other planning issues relating to the site. I note that the existing buildings on this site are very large and close to the boundaries with the adjoining residential properties. A school would result in a much more intensive use of the site and it is unlikely that a similar relationship with windows so close to the boundary would be permitted. As with all other sites the impact on the Highway is also likely to be a concern and these issues would need to be addressed.

At this stage and as a pre application enquiries for these sites have not been submitted. I do not have information as to the size of educational facility proposed including the number of staff and pupils and level of off street parking to be provided. A number of these sites are located close to junctions or on busy roads. At this stage I am unable to advise if there would be an objection to the use of the site on Highway issues. However, looking at the locations of these sites I would expect that there would be transport issues which would need to be addressed by any future proposals. I would however advise it would be necessary for a discussion to take place with the Council Transportation Officer to discuss and agree the required scope of any Transport Assessment. As part of this process it would be necessary for a materiality assessment to be undertaken. This scoping process could then inform the content of the Transport Assessment.

6) Review of the accuracy of the forecasts made in the Education Estates Needs Analysis reported to Transforming Croydon Schools (TCS) Sept 2010
<http://www.croydon.gov.uk/contents/documents/meetings/806358/809905/919094/2010-09-21/tcs20100921educationestatesneedsanalysis.pdf> and the current proposed supply strategies for the 2014-15 and 2015-16 education years

The forecasts provided in the Transforming Croydon Schools document in 2010 were based on trend data from previous years and the most recent birth rate data available. Changes to birth rates and the transfer rates hadn't at that dramatically altered at the time this paper was written.

The main differences between the 2010 and recent forecasts are:

- The work in 2010 only allows for one trajectory as migration factors were not the significant factor then as they have become since.
- The more recent forecasting work focuses on two possible trajectories, (medium and high growth) allowing for different assumptions to be made about the impact of migration, as more data becomes available.
- The primary forecast in 2010 suggested a gradual slowing of growth in demand. The more recent forecasting does show a similar trend, but with higher overall numbers from the outset and recognising a slight anomaly in the birth rate in 2009, where the number of live births dropped slightly
- The secondary projections provided in 2010 show a surplus of places where the more recent research shows an increase in demand. It should be noted here that inward migration brings families with children of all ages and at all times of the year, so whilst there is currently a small surplus of places at secondary level (approximately 12%), the overall Pupil Admission Number for secondary is smaller than that of primary by 992 places. So the additional children for whom the Council has found places in recent years will work their way through the system more quickly than if we were only admitting Year R children and the difference in the overall admission numbers will cause a significant impact on the demand for secondary places.

7) Financial briefing on capital and revenue implications of new build programme

The programme for new schools relates to Aberdeen Rd, Ark Oval, West Thornton and SeGAS House. The total estimated cost of these new schools is £37m over the next 3 years.

In March this year the Council was allocated £63m to support its expansion programme. £20m had been allowed in the capital budget agreed by cabinet in February based on previous year's allocations.

An application has been submitted to the DoE for further funding from the Basic Needs Pot to support the provision of these new schools. All associated costs of these schemes such as acquisition of land and other related costs are being supported by the council through prudential borrowing.

The success of the free school applications has reduced the Council's future costs of provision as funding will be provided by the DfE.

8) Information on staffing implications on growth in number of teachers needed to meet growth in pupil numbers and increase in schools.

The local Authority will be supporting governing bodies and senior leadership teams to recruit additional teachers as the demand for school places increases. Croydon runs a successful Newly Qualified Teachers (NQT) pool for primary teachers, and offers a course for NQTs which many schools pay for. We only put bulge classes into successful schools; successful schools tend to be able to recruit good teachers even at a short notice. Our experience over the last few years is that all the schools where we have put bulge classes have recruited successfully. Croydon continues to offer good opportunities for teach and head teacher development and as such is a source of attraction for candidates coming to Croydon.

The numbers associated with new schools are set out below. It is important to note that the Council does not pay for the staffing costs of Academies or Free Schools.

The number of a staff needed for a 1FE expansion would be likely to be:

- 7 teachers (one extra if the Nursery was also expanding)
- 6 Teaching assistants for Years 1 – 6
- 1 teacher for PPA cover
- 2 Teaching assistants for Reception
- 3 Midday supervisors
- 1 cleaner

The number of a staff needed for a 2FE expansion would be likely to be:

- 14 teachers (two extra if the Nursery was also expanding)
- 12 Teaching assistants for Years 1 – 6
- 2 teachers for PPA
- 4 Teaching assistants for Reception
- 4 Midday supervisors
- 2 cleaners

The number of a staff needed for a 3FE expansion would be likely to be:

- 21 teachers (3 extra if the Nursery was also expanding)
- 6 Teaching assistants for Years 1 – 6
- 3 teachers for PPA cover
- 2 Teaching assistants for Reception
- 5 Midday supervisors
- 3 cleaners

- 1 admin support
- 2 additional nursery nurses for each additional nursery class – if the nursery is expanding

This is fairly generous and most schools would seek to be flexible about support staff and PPA cover.