

SURREY COUNTY COUNCIL

CABINET

DATE: **27 NOVEMBER 2012**



REPORT OF: **MRS LINDA KEMENY, CABINET MEMBER FOR CHILDREN AND LEARNING**

LEAD OFFICER: **NICK WILSON, STRATEGIC DIRECTOR FOR CHILDREN AND LEARNING**

SUBJECT: **SCHOOL ORGANISATION PLAN**

SUMMARY OF ISSUE:

The Cabinet is asked to consider the Surrey School Organisation Plan 2012 -2022.

The Surrey School Organisation Plan (previously called 'School Organisation in Surrey, SOIS) for 2012-21 is a contextual document which sets out the policies and principles underpinning school organisation in Surrey. It highlights the likely demand for school places as projected over a 10 year forecast period and sets out the potential changes to provision that may be required in order to meet the statutory duty to provide suitable and sufficient places.

The report includes a summary of the key points in the plan – the full version has been available as draft on the Surrey County Council website.

RECOMMENDATIONS:

It is recommended that the School Organisation Plan 2012 – 22 is approved for recommendation to Council.

REASON FOR RECOMMENDATIONS:

The School Organisation Plan is a key contextual document used by Schools and Education Stakeholders when making long term plans. Its annual review is necessary to ensure that the best information is used in this planning process. Any comments received can both inform the existing plan and shape future iterations.

DETAILS:

1. The County Council has a statutory responsibility to provide sufficient school places to meet the needs of the residents of the area. The Council must monitor future demand and make appropriate changes to provision where necessary in order to meet its statutory responsibilities.
2. The Surrey School Organisation Plan (previously called 'School Organisation in Surrey, SOIS) for 2012-21 is a contextual document which sets out the policies and principles underpinning school organisation in Surrey, highlights

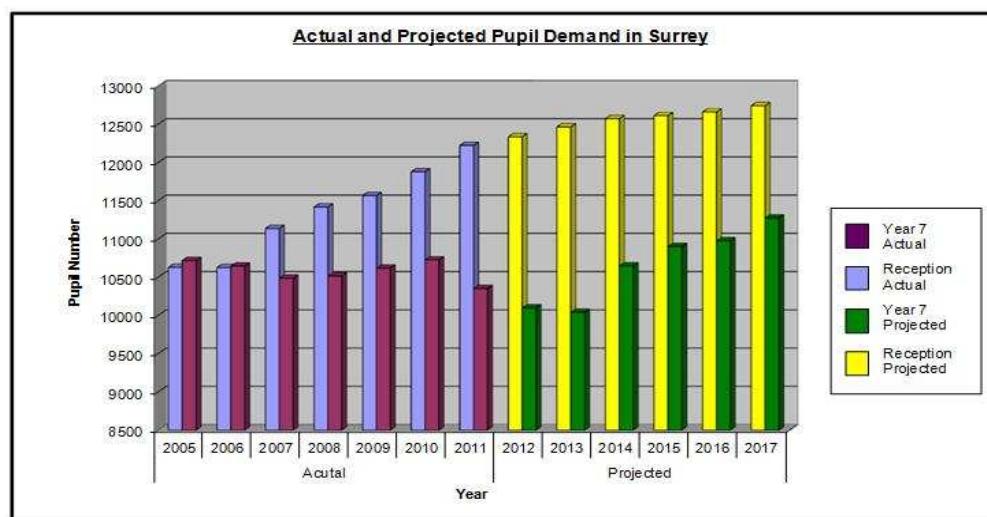
the likely demand for school places as projected over a 10 year forecast period and sets out the likely changes to provision that may be required in order to meet the statutory duty to provide suitable and sufficient places.

3. The current context is one of a rising primary school population across Surrey that will feed into the secondary school sector in due course. The County Council has established a capital programme to expand school places across the County. The current 5 year programme, 2012-17, will provide around 8000 primary places, equivalent to over 19 two form entry primary schools and 600 secondary places, equivalent to a four form entry secondary school. Further school places are being planned to be provided up to 2021.
4. A 15-year outline strategy plan is being identified in the context of supporting District and Borough Infrastructure plans and this should provide more clarity to support infrastructure contributions from developers as well as informing longer-term financial planning. Clearly any strategy beyond five-six years will be subject to significant change. However, the perspective afforded by longer-term projections is informing current decision-making.
5. Demand for school places for September 2012 exceeded the number of pupils forecast for this year. For the reception year in 2012 the Council provided an additional 42 classes and part classes. Increases in demand were most acute in the urban areas across Surrey. Officers have signalled that further places may need to be planned for over the next five years. This potential need will be considered in the next budget round for the period 2013-18.

School Organisation Plan Summary

6. Chapters 1 to 5 of the Plan discuss principles for planning future provision in Surrey before going on to discuss the current context and projections of future need in individual boroughs and districts in chapters 6 to 16.
7. Chapter 1, the introduction, sets the document within the context of the Surrey Children and Young People's Plan. It also sets out the Council's core function to ensure that: "sufficient high quality, maintained school provision is available to meet the needs of all Surrey children and young people" and "that all maintained schools are able to function as high quality, viable and financially efficient institutions." The Surrey Context, chapter 2, gives an overview of the County in respect of local demographics and the current pattern of education provision and the value Surrey places on its diverse provision. It is emphasised that the County Council has no wish to disrupt what is working well but that, where new or changed provision is required, it is sensible to plan to a consistent set of guidelines. Chapter 3 sets out the Council's statutory duties with regard to the provision of school places to pupils from 0 to 19 years of age.
8. Surrey has agreed a set of principles to which it adheres when making changes to school organisation. These principles are set out in detail in chapter 3 by sector. They include:
 - giving priority to organisational change that promotes inclusion;
 - a preference for primary schools rather than separate infant and junior schools (having regard however to existing links and relationships);

- promoting federations of small infant schools, particularly in rural areas, feeding into junior provision;
 - planning within a range of planned admission numbers (PANS)- for primary provision between 1 form of entry (30 places per year) and five forms of entry (150 places per year) and for secondary provision between five forms of entry (150 places per year) and 12 forms of entry (360 places per year);
 - Co-educational provision rather than single sex;
 - New secondary provision being on an 11-16 model unless the new provision arises out of existing successful and thriving 6th form provision or the college sector is unable to offer appropriate provision or the local schools and FE providers in the area agree that the new provision should include post16.
9. Chapter 3 of the Plan also outlines the context within which changes in school organisation are made with particular respect to changes in demographics and the school age population and in relation to securing excellence within Surrey Schools. It further describes the legislative framework through which changes in school organisation are achieved, including a description of recent relevant changes relating to Free Schools and Academies.
10. In chapter 4 the Plan describes the process by which school age population forecasts are produced including the Council's use of planning areas. The key variables impacting upon these are also further described with specific reference to new housing and changes in the wider economy.
11. Chapter 5 sets out the current demographic trends affecting the Surrey School population and the forecast demand for school places in Surrey. Surrey is experiencing a significant increase in demand in school places following a 20% rise in birth rates over the last 10 years. In addition there have been changes in the demand patterns between the state maintained and private school sector, increased migration into Surrey and increases in demand as a result of new house building. The following table illustrates this by indicating historic and forecast Primary and Secondary intake numbers.



12. For each Borough and District within the Plan, primary and secondary provision is separately discussed. Recent births and projected birth trends are

set out. The implications of the projections and their relative accuracy are discussed and where additional provision is likely to be required or removed, it is identified in broad terms rather than in detail, since in most instances formal proposals have not been made. The issues in brief for each area are set out in the following paragraphs.

13. **Elmbridge:** Births have increased by more than 25% since 2001. In the Primary sector four permanent forms of entry have been provided since 2009 and the numbers of pupils entering reception are expected to continue to rise throughout this planning period. Although the need will not be distributed evenly across the Borough it is stated that all areas in Elmbridge are projected to experience a shortfall in places over the next ten years. Forecasts suggest that a further seven forms of entry (one form = 30 pupils) per year may be required by the end of the forecast period, five forms by 2014 and six forms by 2015 and seven by 2021.

In the Secondary sector numbers are forecast to rise steadily from 2013 leading to a likely need for an additional form of entry by 2015. If the numbers continue to increase as projected, a further 5 forms of entry will be required to accommodate extra pupils by 2021.

14. **Epsom and Ewell:** Births have increased by more than 20% since 2001 and the numbers of primary pupils had been forecast to rise from 2009. In reality the Council did not experience an increase in demand for places in the Borough until 2012 when two additional classes were provided. Forecasts indicate that we will need to provide 3 to 4 permanent forms of entry by 2015 with potentially a further form in the 2015 – 2020 period. The increase in demand is not uniform throughout the Borough and there is considerable variance caused by cross border movement. However, the areas of greatest demand have centred on Central and North Epsom.

In the Secondary sector the numbers of pupils entering Year 7 are projected to decline from 2011 in Epsom and Ewell, but then recover from 2014. Additional provision may be needed from 2019, with potentially 3 forms of entry by 2021.

15. **Guildford:** Births have risen in excess of 15% since 2001 and are predicted to continue to rise. Within Guildford Town there is a shortage of places now. An additional form of entry has been provided each year in the Town since 2009. Four further forms of entry are forecast to be required by 2015, 2 of which are being developed in detail with schools. There is the potential, if current trends continue, for a further additional form in the town in the 2015 – 2020 period. In the villages and rural areas outside the Town there are some pockets of high demand. At present we are not challenged in providing the appropriate number of places but this will need to continue to be monitored closely.

In the Secondary sector, the current surplus of places is set to increase until 2013 to around 150 places, then it will reduce and potentially there will be a shortage of Year 7 places by 2019. No action is proposed other than to validate the projections before deciding what changes might be required locally.

16. **Mole Valley:** Since 2001, births remained relatively stable until 2006 when there was a marked increase (up 5% on the previous year, 8% over 2001

figure.) This increase has been sustained and births are now 12% above the 2001 figures. Births are projected to increase gradually over the next few years and reception cohorts to do likewise. Throughout the planning period whilst the overall capacity within the District is greater than the forecast demand this masks considerable differences between areas. In the South of the District there are a large number of surplus places. To the North of the District in Ashtead in 2012 two additional classes were provided to meet an increase in demand. Should the 2012 numbers be repeated in this area additional school provision would need to be considered.

In the Secondary sector we would not expect to increase provision for the foreseeable future. The District as a whole is projected to maintain a small surplus of secondary places over the next 10 years.

17. **Reigate and Banstead:** Births reached a low point in 2001, since then they have risen by 28% to 2009. Rolls are expected to increase beyond current capacity. The Reigate and Redhill areas have seen the most pressure on places. Officers recommend provision of a new two-form entry school in the Reigate/Redhill area and the expansion of existing schools to provide a further additional 4 forms over the next 3 years. In 2012 5.5 forms of entry were provided to meet a larger than forecast demand. If this trend continues it will add to this position. Two new schools are being planned to meet the needs arising out of the anticipated major housing developments in Horley.

There is no shortfall projected for the Secondary sector in Reigate and Banstead until 2018. However, pressure on secondary places is expected to increase to reflect increases in the Primary sector and challenge forecasts in the short term. This will lead to shortfalls in provision in the Reigate / Redhill conurbation by 2014, which will increase by 2017, when 3-4 additional forms will be required.

18. **Runnymede:** Between 2001 and 2009, births increased by more than 20%. Whilst, at present, there are a number of spare places in the Primary sector, in the medium and longer term demand for reception places is forecast to exceed the schools' capacity by about a form of entry (equivalent to 30 pupils) in 2013 rising to about 3.5 forms of entry by 2020. Demand for junior places, that is Year 3 places, is forecast to exceed the number of places available by nearly two forms of entry in 2013 and over 5 forms of entry by 2018. In addition there are plans to develop 3,500 houses on the DERA site at Longcross in the west of the Borough. This is sufficient to require the provision of a new primary school at this site.

In the Secondary sector additional forms of entry will be required by about 2017. At this point two additional forms of entry are likely to be required, rising to 4 forms of entry in 2019 and 5 forms of entry by 2020.

19. **Spelthorne:** Births in 2009 were more than 8% higher than in 2001 and are expected to remain relatively steady for the foreseeable future. Based on the forecasts, we expect to provide an additional form in the borough in the short-term and up to three additional forms over the forecast period.

In the Secondary sector there is an oversupply of Year 7 places (concentrated in Ashford), which is projected to increase, and peak at around 4 forms of entry in 2013. Thereafter the surplus in places falls sharply and a

deficit is anticipated by 2017, which will rise sharply again thereafter, suggesting that an additional 4 plus forms may be needed over the rest of the forecast period. There is the potential that a University Technical College (UTC) may be approved in this area. Developments with the Secondary sector will necessarily be impacted should a UTC gain approval.

20. **Surrey Heath:** Between 2001 and 2009 school year births increased in excess of 8%. There are currently a small number of spare reception places in Surrey Heath primary schools. By 2013 reception places are likely to become very tight. A shortage of places will start in 2016 and this will increase to 2020 where over three additional forms of entry will be required.

In the Secondary sector, there are a significant number of surplus places that have challenged the efficient running of schools in the area. It is possible additional provision may be required in the longer term after 2018 but the position needs to be monitored and projections validated before taking a decision.

21. **Tandridge:** Births have risen in excess of 8% since 2001. Whilst capacity in the area is greater than the forecast demand this masks some local variance. Caterham has experienced two years of increased demand that has resulted in the provision of temporary class spaces. This area will need to be monitored with regard to the potential provision of permanent places.

In the short term the numbers of applicants for a Year 7 place in Tandridge Secondary schools exceed the number of places available to offer. This is, however, reflective of significant subscription from adjoining authorities where spare capacity exists. Overall it is expected that current provision will be sufficient to meet demand from the Surrey population in the medium term. It will be necessary to monitor this position and if necessary alter plans in light of changing patterns of admission.

22. **Waverley:** Births have increased in excess of 8% since 2001. This masks areas where there has been little growth and the urban area of Farnham where increases have been more pronounced. Two additional forms of entry have been provided in Farnham since 2009. It is likely that another form will be required in the Farnham and West Waverley area during this planning period. The application numbers in Godalming for 2012 were significantly above trend and temporary classes have been provided. This area will need to be monitored with regard the potential provision of permanent places and to reflect significant new housing in the area.

In the Secondary sector it is recommended that provision in Farnham should be increased to meet the anticipated increase in demand. We do not anticipate proposing changes in other areas in the short and medium term.

23. **Woking:** Births have increased by in excess of 29% since 2001. Applications for school places significantly increased for the 2012 admission year requiring the provision of 6.5 additional classes. Three permanent forms of entry have been approved and, given the increase in demand against the projection, Officers will be working on options for further permanent provision in the Woking area for 2013 and 2014.

Additional Secondary places will be required from 2014. Officers are working with secondary schools in the area to identify how additional places can be provided.

CONSULTATION:

24. The Draft School Organisation Plan, whilst not subject to statutory consultation, has been widely distributed to stakeholder groups and organisations to include schools and local Planning Authorities for comment. The Draft Plan has also been displayed on the Surrey County Council public website.
25. A small number of comments have been received relating to specific developments in local areas requesting further information.
26. The School Organisation Plan has been seen by the Education Learning and Select Committee who made the following recommendations.
 - That officers provide more detail on the themes of consumer choice and Special Educational Needs provision in the School Organisation Plan.
 - That the School Organisation Plan states as a principle that utilisation of vacant school places will be a priority.

The theme of consumer choice and SEN will be developed in future iterations of the School Organisation Plan in consultation with the School community and Members. A review of the principles contained within the Plan will also be undertaken during this year.

RISK MANAGEMENT AND IMPLICATIONS:

27. Ensuring that there are school places for all applicants within Surrey is a statutory duty held by the County Council. An understanding of the school estate and how it relates to potential changes in demographics is vital to performing this duty.

Financial and Value for Money Implications

28. Whilst there are no direct financial implications, the document is key to ensuring that appropriate decisions around capital investment in the school estate are made and that Surrey Schools operate efficiently without carrying too many surplus places.

Section 151 Officer Commentary

29. The Plan identifies a need to provide a large number of additional classes over the next few years which will require capital expenditure. The Plan is itself a contextual document and does not itself commit the Council to capital expenditure. The DfE currently provides some capital funding for additional school places but the Council has had to supplement this from its own resources. The level and basis of DfE funding in future years cannot be assured and thus the requirement to provide additional places could mean that the Council has to provide significant capital resources from other sources.

30. Individual proposals for expanding schools will be considered as part of the capital budget process as they arise and the revenue cost of the additional places would be met from the Dedicated Schools Grant allocated by DfE for the additional pupils.

Legal Implications – Monitoring Officer

31. This document is key to ensuring that the Council is able to comply with its duty to ensure that sufficient school places are available in the area.

Equalities and Diversity

31. There are no direct equalities implications arising out of the paper. However the provision of the appropriate number of school places open to all applicants will support the Council's commitment to equality and diversity.

Corporate Parenting/Looked After Children implications

32. The document is key to ensuring that the appropriate numbers of school places are provided to meet the demand of our residents. All places provided have the highest priority given to Children in the care of the local authority.

Safeguarding responsibilities for vulnerable children and adults implications

33. The Council has a duty to promote and improve educational outcomes for all children, particularly for vulnerable and disadvantaged children. The School Organisation Plan is an important piece of evidence used to plan the appropriate number of school places and aid this obligation.

WHAT HAPPENS NEXT:

- If approved the School Organisation Plan will be widely distributed to stakeholders to include; all Surrey Schools, all Districts and Boroughs, local Diocesan Boards and will be displayed on our public website.
- The School Organisation Plan is reviewed annually following the incorporation of new and updated information. The process for determining the next iteration of the plan will begin in the Spring term.

Contact Officer:

Nicholas Smith, School Commissioning Officer, 0208 541 8902

Consulted:

Surrey Schools, Local Planning Authorities

Sources/background papers:

- School Organisation Plan 2012 - 2022