

Local Plan Education Planning Report 2018

This report includes an amendment to paragraph 4.8 which is an update as of December 2018.

1.0 Introduction

1.1 The purpose of this report is:

1. To consider the potential impact associated with planned housing growth and sites proposed for allocation in the Core Strategy and Development Plan (CSDP) on the sufficiency of school places in Sunderland.
2. To consider options for provision of school places.

The report is a live document and as such is subject to annual reviews. The report is not intended to address wider education matters relating to school organisation.

1.2 Context and current position

1.3 Sunderland City Council is in the process of preparing their Local Plan for the City. The Local Plan will comprise of three key documents:

- Part 1: A Core Strategy and Development Plan, which will set out the overarching spatial strategy for development within the city over the plan period from 2015-2033, as well as containing more specific detailed Development Management policies and strategic allocations and designations;
- Part 2: An Allocations and Designations Plan which will make the site specific allocations necessary to deliver the strategic vision, and;
- Part 3: The International Advance Manufacturing Park Area Action Plan, which has been prepared jointly with South Tyneside to enable the delivery of a new International Advanced Manufacturing Park on land to the north of the existing Nissan car manufacturing plant. This Plan was adopted November 2017.

1.4 The CSDP provides a strategy for the delivery of 13,410 new homes in Sunderland over the 18 year plan period (2015-2033). Together with a changing landscape of schools arising from central government policy, it will mean that the Council will need to plan appropriately for the future to meet our duty to promote choice, diversity and fair access and to meet our statutory duty regarding the sufficiency of school places across the city. This is only possible when there are sufficient numbers of school places situated within the right location. Currently within the city there are 9 nursery schools, 83 primary schools, 18 secondary schools and 6 schools for pupils with special educational needs.

1.5 The following table sets out the location of school provision within the city.

Table 1: Number of schools within Sunderland

	Sunderland North	Sunderland South	Central	Washington	Coalfield	Total
Nursery	1	3	0	2	3	9
Primary	16	34	0	18	15	83
Secondary	3	11	0	3	2	18
Special educational needs	1	4	0	1	0	6

1.6 With regards pupil place planning the city council conducts a yearly sufficiency assessment, which involves identifying the number of school places required to meet the requirement of the normal admissions rounds (reception and year 7) for the following year of entry and subsequent years. This process identifies where there are pressures on existing places, where there may be surplus places and the period that high demand or surplus may be maintained. (These calculations include a projected demand from the existing school age population combined with additional demand generated through new housing). As such, the current supply of places is balanced against the projected future demand for places.

2.0 Population Change and Pupil Numbers

2.1 Live birth rate data, published annually by the Office of National Statistics (ONS), is the primary data source used to calculate future demand for reception places. Where this data is unavailable (due to the timely release of data), birth rate data is calculated as an average of the previous 3 years complete data. When calculating places the Council identifies the number of new births across the city, analyses this using admissions data from the previous 3 years of entry and this is then applied to planning area, wards and schools.

2.2 The table below sets out future projections for reception places based on birth rate data:

Table 2: Primary school places required short term

	2018/19	2019/20	2020/21
Published admission number	3404	3404	3404
Birth rate data	2900	2936	2946
Surplus	504	468	458

- 2.3 Current data sets indicate that based on short term birth rate projections there are sufficient primary places across the city to meet demand in the immediate future.
- 2.4 In terms of local secondary school places, the decrease in the city’s birth rate pre 2010 resulted in surplus places in the majority of the city’s secondary schools and academies. This resulted in increased ability for parents to secure a secondary place outside their child’s traditional primary/secondary feeder relationship. Using average primary to secondary transfer trend data the following table sets out the demand for year 7 places in future years.

Table 3: Secondary school places required short term

	2018/19	2019/20	2020/21
Published admissions number	3274	3274	3274
Projected demand	3162	3021	3034
Surplus	112	253	240

- 2.5 However, as with Primary places, the demand for secondary places is not equally allocated across the city. Therefore there are now a number of schools in the city with a current or projected deficit in secondary places. This is most prevalent in North Sunderland, Washington and the Houghton/Shiney Row area of the Coalfields.
- 2.6 Sunderland’s pupil projection methods follow a format recognised nationally using guidance provided by the Department for Education (DfE) (DfE Guidance to forecasting pupil numbers in SPP, January 2010). Effective pupil place planning is a fundamental element of the Council’s role as strategic commissioner of good places. It is underpinned by strong use of relevant data drawn from a variety of sources which includes birth rate data and school census data to reflect the latest school numbers on roll and also reflect parental preference trends. The numbers of first year of entry to school are updated annually from Admissions and Census data supplied by the council’s performance team this also identifies and reflects parental preference trends. Projection outcomes are monitored against actual figures with variances between projections and actuals incorporated into future years projections.

3.0 Impact of Local Plan proposals on school spaces

- 3.1 The Education and Inspections Act 2006 requires local authorities to adopt a strategic role, with a duty to promote choice, diversity and fair access to school provision. This is only possible when there are sufficient numbers of school places situated within the right location. The Council identifies need for places based on the statutory walking distances from home to school, of which is, no more than 2 miles for primary schools and 3 miles for

secondary schools.

3.2 It is anticipated that most new housing developments will generate additional pressure on the existing demand for school places, with the size and nature of developments varying the number of pupils generated by a development. Where it is identified that additional school places are required as a consequence of new developments, the following S106 contributions¹ are required per place:-

- Nursery - £13,115
- Primary - £13,115
- Secondary -£17,050

3.3 Based on local trend analysis² the council has identified the following pupil per new housing ratio;

Table 4: Pupil per new housing ratio

Dwelling size	1-2 Bed	3 Bed	4+Bed
Average primary aged pupils per dwelling	0.05	0.24	0.29
Average secondary aged pupils per dwelling	0.03	0.13	0.15

3.4 In order to determine the impact of planned new housing on school spaces within the city the number of annual housing completions projected from the most up to date Strategic Housing Land Availability Assessment are applied to the pupil ratio at table 4. The projected number of additional children requiring a school place as a result of new housing developments is then added to the birth rate data outlined above at tables 2 and 3.

¹ Further details set out in the Council's Planning Obligations Supplementary Planning Document Draft May 2018

² New postcodes registered between 2010-2014, cross referenced with school admissions data.

Table 5: Pupil places required when incorporating projected housing completions

	2018/19		2019/20		2020/21		2021/22	
	Primary	Secondary	Primary	Secondary	Primary	Secondary	Primary	Secondary
Published admission number	3404	3274	3404	3274	3404	3274	3404	3274
Birth rate data/projected demand	2900	3162	2936	3021	2946	3034	2926	3201
School places required based on projected housing completions	143	74	174	91	169	88	194	101
Total places required	3043	3236	3110	3112	3115	3122	3120	3302
Surplus	361	38	294	162	289	152	284	-28

- 3.5 Current data sets indicate that when taking on board projected housing completions for both primary and secondary schools there is projected to be a deficit in Secondary provision by 2021/22.
- 3.6 Notwithstanding the fact that table 5 indicates there will predominantly be surplus school places in both primary and secondary other factors can influence school place sufficiency, often beyond the Council and its partners' control. This may include the impact of national policy changes, mergers between existing institutions and the discontinuation of provision. Other factors which can impact on projections include changes to published admission numbers (PAN), age range or location.
- 3.7 In the current education environment the relationship between the local authority and local schools to meet pupil place planning requirements is changing to meet the expectations of new government policy. In the past the local authority has increased pupil numbers where required through a process of consensus with local schools with additional school places created only where there is demand and as part of a wider strategy. Changes to the school admission code give own Admissions Authorities (such as Academies, VA schools and Free schools) the freedom to establish their PAN outside of the Council's wider planning process, providing extra places in schools and the development of new free schools in areas where capacity is already either sufficient or demonstrating a surplus. This has resulted in children moving out of their existing school places at times for no obvious

reason, which can potentially destabilise the existing schools in the area.

- 3.8 As more schools in Sunderland convert to academy status, with new free schools developing, the relationship between schools and the City Council will continue to change. However, to ensure that provision is sufficient and strategically managed there will be a continued need for local schools and the local authority to work together to develop new school places that best meet the needs of local children and schools themselves.
- 3.9 In doing so there is also a need to provide balance, particularly in developing new school places that respond to future housing need. As noted, increased parental mobility gives those wishing to access a place at a popular school outside their traditional catchment the ability to do so. The introduction of further capacity within a development area, before the development has fully matured can result in parents moving their child out of their existing school place which may in turn prevent families moving into the area from accessing those places.

4.0 Area impacts of new housing on school places

- 4.1 The surplus spaces identified in table 5 above are based on city-wide figures, when the projected housing completions are considered in a local context it is expected to impact on the sufficiency of local school places, resulting in those areas where large scale new housing is planned needing additional school places to meet requirements.

4.2 Coalfield

While individual schools within the Coalfields are subject to over subscription this is a consequence of parental preference of particular schools as opposed to a wider shortfall of places.

- 4.3 Of the 4,095 primary places in the Coalfield area there is currently a surplus of 489³ places. However, planning permission is in place (or under consideration) for an additional 2,532 dwellings, which will result in a requirement for an additional 582 primary places, creating a shortfall of 93 primary school places across all primary schools and all age groups.
- 4.4 In addition to sites with planning permission, the Strategic Housing Land Availability Assessment (SHLAA) indicates that the Coalfield area has the potential to deliver a further 398 dwellings over the next 15 years. This could increase the requirement for primary places by a further 91 places, resulting in an overall deficit of 184 places.
- 4.5 The Housing Growth Areas within the Local Plan identify a further 615 dwellings (540 within the plan period). This increase the requirement for primary places by a further 141

³ Data taken from number of pupils on-role as of October 2017 Census data, deducted from total number of primary school places.

places, resulting in an overall deficit of 325 places.

- 4.6 In order to assist in meeting this need the Council has secured S106 contributions from housing developers and is in the process of negotiating further monies for a number of other housing schemes. These contributions assisted in increasing the capacity of 105 primary places at Shiney Row Primary School and Bernard Gilpin Primary School has the capacity to provide a further 70 places, without any further works and at zero cost. This would reduce the deficit of primary school places within the Coalfield area to 150 places.
- 4.7 In order to meet this need in primary education within the southern Coalfield area it is anticipated that S106 monies from housing schemes within the Hetton/East Rainton area will allow a primary school within the Hetton area to be extended by 105 places, at a cost of approximately £800,000- £1.2m, within the next five years.
- 4.8 In addition to this to accommodate the need for primary school pupils in the northern Coalfield area due to the impact of new housing developments a 210 place extension to an existing primary school is required. This extension, which is expected to cost in the region of £2.4m will be financed in the main by S106 contributions from housing developments within the area, however basic need funding from the City Council will also be required. It is expected that this new school will be provided within the next five to six years.

Table 6: Coalfield surplus/deficit primary places

	Surplus/deficit places		
	Taking into account housing sites with Planning permission	Taking into account planning permissions and other SHLAA sites	Taking into account planning permissions, other SHLAA sites and potential green belt sites
Primary school places	-93	-184	-325

- 4.9 With regards secondary places, additional places will be required due to the amount of new housing planned for the area. It is anticipated that this can be met through an extension/refurbishment to an existing school within the Coalfield area at a cost of £500,000-£700,000, within the next five years. Due to the amount and scale of new housing expected within the area, S106 contributions are expected to pay for this.

4.10 Washington

The total number of primary school places available in Washington is 4,760, there is a current surplus of 163⁴ places. However, this is not evenly spread over year groups, as both years 5 and 6 are oversubscribed. In addition to this the distribution of demand is not evenly spread, with surplus spaces predominately in North Washington.

- 4.11 While currently there are limited school places across Washington in Reception-Year 6, they are not available universally across one individual school or academy. Schools that have places in Reception are unlikely to have available places in year 1, as a consequence families moving into the area are unlikely to successfully enroll siblings in multiple year groups at the same setting.
- 4.12 Currently planning permission is in place for 287 new dwellings within Washington, this generates the need for an additional 66 primary school places, resulting in a surplus across Washington of only 97 primary school places. However the schools in closest proximity to the larger housing developments, (North of Pattinson Road and South East of Pattinson Road) are either at capacity or over capacity in the majority of year groups. The schools within Washington demonstrating the greatest proportion of surplus places fall outside the statutory walking distance from these development sites.
- 4.13 There remains a deficit in primary school places in the areas served by Holley Park Academy, Oxclose Primary Academy and Lambton Primary School and any further increase in pupil numbers in the area will require an increase in primary places.
- 4.14 In terms of future housing within the Washington area, the SHLAA identifies capacity for 491 dwellings, which will result in 113 additional primary school places, resulting in a deficit of 16 places.
- 4.15 The Housing Growth Area's within Washington will generate an additional 600 dwellings, 370 to the north Washington area, including Springwell Village and 230 to the southern part of Washington. This additional housing will require an additional 138 primary school places, resulting in an overall deficit of 154 places.
- 4.16 Options are available to assist in meeting this deficit by creating extra spaces at two existing primary schools, one in the Washington North area which will increase school capacity by 105 places and one in the south area to ensure demand for school places is adequately accommodated. The costs associated with these extensions (£800,000-£1.2m and £1.37m) are anticipated to be met through S106 contributions from planned housing developments and expected to be delivered within the next 5-10 years.
- 4.17 Secondary places in Washington are also insufficient for future projected requirements. As such an extension to an existing secondary school can be made at a cost of £1.55m, which is anticipated to be delivered through both S106 contributions and basic need funding from the City Council within the next 5-10 years.

⁴ Data taken from number of pupils on-role as of October 2017 Census data, deducted from total number of primary school places.

Table 7: Washington surplus/deficit primary places

	Surplus/deficit places		
School	Taking into account housing sites with Planning permission	Taking into account planning permissions and other SHLAA sites	Taking into account planning permissions, other SHLAA sites and potential green belt sites
Primary school places	97	-16	-154

4.18 North Sunderland

There are currently 4,760 primary school places within North Sunderland, (which includes additional primary places that have recently been created at Castletown Primary School (70 places across all year groups) and from September 2017 Northern Saints CE Primary School offers a further 105 places across all age groups).

- 4.19 As such the area has an overall surplus of 352⁵ places. However, a number of these surplus places are in year 6. In addition to this, the spread of surplus places are not in areas where they are needed, with surplus places in schools to the east of Newcastle road (Redby Primary) and not enough in places in schools to the west (Southwick), where large scale regeneration has taken place over recent years and a number of planning permissions are in place.
- 4.20 Schools bordering the Southwick redevelopment area demonstrate the greatest deficiency in places, with Southwick Primary School currently over published admission numbers in each of the key stage 1 year groups.
- 4.21 Within North Sunderland planning permission is in place, or application pending for an additional 592 dwellings. This is projected to require an additional 136 primary places and 71 secondary places, resulting in a surplus of 216 primary places. This will also put pressure on current secondary places, which are projected to be oversubscribed in the 18/19 academic year.
- 4.22 The SHLAA identifies an additional capacity of 566 dwellings in North Sunderland, which would require a further 130 primary places and 68 secondary places across all year groups, taking the surplus primary places down to 86. Two Housing Growth Areas have been identified in North Sunderland totaling an additional 190 dwellings which will add a further requirement for 44 primary places and 23 secondary places, resulting in a surplus of 44 primary places. .
- 4.23 Given that these developments are not in areas with surplus school places it is anticipated that in order to service these requirements a new primary school will be required. The

⁵ Data taken from number of pupils on-role as of October 2017 Census data, deducted from total number of primary school places.

council has identified the former Maplewood School site as an appropriate location for a new school and will therefore seek to retain the site for future education purposes. The cost associated with a new primary school amount to approximately £4.9m, it is anticipated that this will be financed through S106 contributions, council capital and basic need funding and provided within the next 3-10 years.

- 4.24 In addition to this an extension to an existing school by at least a half form entry within the coastal area of Sunderland North will also be required. This will be financed by S106 contributions from the housing development sites in this area and is expected to be delivered within the next five years.

Table 8: North Sunderland surplus/deficit primary places

	Surplus/deficit places		
	Taking into account housing sites with Planning permission	Taking into account planning permissions and other SHLAA sites	Taking into account planning permissions, other SHLAA sites and potential green belt sites
Primary school places	+216	+86	+42

- 4.25 Secondary places in the area are also projected to be insufficient to meet future demand. As such an extension to an existing secondary school within the north area will be required, at a cost of £1.55m, which is expected to be financed via S106 monies and provided in the next five years.

4.26 South Sunderland

There are currently 10,927 primary school places in South Sunderland, of which 886⁶ are currently surplus places. However, the South Sunderland area covers such a large geographical area, having the greatest amount of primary schools within it (34), that these surplus spaces cannot be considered for South Sunderland as a whole. School places for South Sunderland need to be considered in smaller geographical areas, such as clusters of wards and individual school place planning areas.

- 4.27 The largest development area in South Sunderland is the Growth area to the south of the city, which is anticipated to provide around 3,000 new homes. It is estimated that this will generate 670 new primary places and 300 secondary places. While secondary places can be met through the re-establishment of former teaching space at Farrington Academy, there will be a requirement to create new primary places. The council has negotiated sufficient S106 funding to facilitate the extension of Benedict Biscop CE Academy and St Paul's CE VC School to each provide an additional 105 places within the next five years and

⁶ Data taken from number of pupils on-role as of October 2017 Census data, deducted from total number of primary school places.

to create a new 2 form entry primary school within the development area, which will be provided within the next 5-10 years.

- 4.28 In addition to the growth area, a number of sites within the same school catchment area have valid planning consents, with a number of these developments nearing completion. These additional developments are projected to require an additional 185 primary school places and as such the Council has requested S106 educational contributions to meet this requirement. It is proposed that this demand will be accommodated by providing extensions to existing primary schools in the area at a cost of around £800,000- £1.2m for each school, which are anticipated to be delivered in the next five years.
- 4.29 Recent housing developments in the Nookside and Pennywell area are not expected to require any additional school places given the existing surplus school places in both primary and secondary in this area.
- 4.30 Development sites at St Luke’s, The Forge and Ford Estate have put pressure on Diamond Hall Infant and Junior Schools, Highfield Primary School and St Joseph’s RC Primary School, however expansion potential at the schools is limited. The development of the Groves site will put further pressure on the places at these primary schools and as such a new 1 form entry provision is required within the Groves development, which will be delivered within the next 5-10 years. However, it is proposed that a 1/1.5 form entry provision is developed with a funding contribution from the Forge, Ford and St Luke’s development to accommodate children from these development sites and as such S106 contributions have been agreed from the three sites. The total cost of providing this new school amounts to around £4.4m, as such in addition to the contributions already agreed, further contributions are being sought from the Groves development site itself, with the council also contributing basic need funding.
- 4.31 Secondary provision in this area is currently undersubscribed and as such there is projected to be sufficient places available to fully meet the requirements of the new developments.

Table 9: South Sunderland surplus/deficit primary places

	Surplus/deficit places	
	Taking into account housing sites with Planning permission	Taking into account planning permissions and other SHLAA sites
Primary school places	+319	-211

4.32 Urban Core

Within the Urban Core a number of planning permissions are in place for housing developments (374 dwellings), which create the need for an additional 86 primary school places and 45 secondary. Other SHLAA sites within this area have also been identified to contribute to the city's housing supply, which will provide an additional 339 dwellings, creating a need for 78 primary school places and 40 secondary.

4.33 The Urban Core does not contain any schools, however there are a number of schools just outside the area that fall within the catchment of development sites. It is anticipated that S106 contributions will be sought as part of planning applications to assist in meeting any shortfall in school places.

5.0 Conclusion

5.1 When considering the impact of new developments across the city as a single planning area for both primary and secondary school places, the overall number of places looks to be sufficient to meet demands. However, due to the nature of school admissions and statutory walking distances and the fact that in most areas the surplus places are not located near development sites, this city wide surplus does not give a true reflection of the issue and as such the sub- area (and in some instances a smaller geographical area) needs to be considered.

5.2 The provision of new school places as a consequence of new housing developments is, and will continue to be, heavily reliant on S106 contributions from planning applications and as such it is vital that going forward, contributions are sought for school places from developers for both primary and secondary provision.