
**Manchester City Council
Report for Resolution**

Report to: Young People and Children Scrutiny Committee
– 8 January 2013
Executive – 16 January 2013

Subject: Re-designation of Abraham Moss High School
Formalising the Expansion of Primary Schools

Report of: Director of Children's Services

Purpose of report:

This report advises the Executive of the responses received during statutory consultation on proposals to:

- i. re-designate Abraham Moss High from a 11-16 community high school to a 5 - 16 community school;
- ii. make permanent the expansions that had already been made between 2008 and 2012 in 32 community/ voluntary controlled primary schools

Recommendations:

- i. In respect of Abraham Moss, the Executive is asked to:
 - o agree that the statutory consultation carried out was appropriate;
 - o note the comments made and views expressed during statutory consultation;
 - o agree that this report, its attachments, the additional information available for inspection and the statutory consultation literature, provide sufficient information on which to reach an informed decision about the proposal, in accordance with statutory guidance;
 - o agree that the Director of Children's Services should now proceed to the next stage of the statutory change process, by publishing formal notices in respect of the proposal to re-designate Abraham Moss High from an 11-16 community high school to a 5-16 community all through school.
- ii. In respect of the proposal to make permanent the primary school expansions, the Executive is asked to note the responses made during the consultation period and agree the changes to the Admission Number of the schools on the attached schedule, to take immediate effect:

SCHOOL	ADMISSION NUMBER	
	Previous	New
Irk Valley	30	60
Cravenwood	45	60
Temple	60	90
Pike Fold	30	45
Seymour Road	45	60
Ravensbury	45	60
Varna Street	30	60
Armitage CE	30	60
St Luke's CE	30	60
Plymouth Grove	45	60
St Agnes CE	30	60
Heald Place	60	90
Wilbraham	60	75
Rolls Crescent	45	60
Webster	30	60
St Mary's CE	30	60
Old Hall Drive	45	60
Green End	45	60
Acacias	45	60
Chapel Street	60	75
Ladybarn	45	60
Old Moat	45	60
Broad Oak	60	75
Oswald Road	60	90
Button Lane	45	60
Rackhouse	30	45
Baguley Hall	60	75
Ringway	30	45

- iii. note that discussions have yet to be concluded with the governing bodies of St Margaret's CE and St Chrysostom's CE voluntary controlled schools, about making permanent the increases to their Admission Numbers. The outcomes will be the subject of a future report to the Executive;
- iv. note that formalising the increase in Admission Numbers at St Andrew's CE, St Richards RC, Stanley Grove and Gorton Mount rests with the individual governing bodies;
- v. note that the following schools have expanded twice and that the second expansion will need to be the subject of a further report to the Executive, to initiate the statutory process to make the second expansions permanent:

School	Admission Number		
	Original	Revised	Further Revised
Wilbraham	60	75	90
Chapel Street	60	75	90
Broad Oak	60	75	90
Rackhouse	30	45	60

Wards Affected: All

Community Strategy Spine	Summary of the contribution to the strategy
Performance of the economy of the region and sub region	Creating extra primary school capacity will involve major capital investment in new buildings and in extending existing buildings. This will create employment in the construction and other associated industries.
Reaching full potential in education and employment	Creating extra primary places will ensure that all primary age children living in the City are able to access high quality formal education in line with their statutory entitlement. This is crucial in ensuring that young people and children succeed in primary education and prepare themselves for secondary/ further education and employment.
Individual and collective self esteem – mutual respect	Attending school is a key factor in the development of self respect and respect for others
Neighbourhoods of Choice	High quality schools, in high quality premises, with sufficient capacity to meet demand, is a key element in the City Council's policy objective of providing neighbourhoods of choice.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

Creating extra school capacity has major consequences for the revenue budget. In the past few years the Council has made provision for the costs of primary expansion within the centrally retained Dedicated Schools Grant (DSG). The cost to date have totalled £6.973m and the majority of this cost related to the installation of temporary

units, as most of school expansions were created following use of temporary accommodation.

The Council only receives additional revenue through the DSG in the financial year after the pupils are in school and recorded on the Pupil Level Annual School Census (PLASC) return. This means there is always a seven month time lag in funding for teaching and learning resources for pupil growth and no additional funding to meet the costs of installing and renting temporary accommodation.

The capital strategy for 2013/14 onwards will seek to expand schools through creation of more permanent facilities. This is to avoid the need for temporary accommodation and would represent better value for money and significantly reduce the risk for the revenue budget.

Financial Consequences – Capital

The capital costs incurred or planned for the 34 schools expanded between 2008 and 2011 amounts to £34.520m. Of this around £30m relates to schools where temporary accommodation is being replaced and to enable sufficient permanent accommodation to accommodate expansion in all year groups.

All the projects involved have or will have Gateway approval and all costs have been (will be) met from the LA's Basic Need capital allocations from the DfE for the period 2008-2011. At Appendix B is the full list of capital costs for each expanded school.

In respect of Abraham Moss, £5 million will be provided from the existing basic need capital budget, to allow for creation of primary accommodation. This will be delivered in two phases ie:

- Phase One to create sufficient accommodation for 60 Reception places in September 2012;
- Phase Two to create the remaining accommodation to enable a full 2.0 form entry operation from 2013.

Capital investment approvals for all new expansions will be sought from the Children's Services Capital Board and through the Council's Gateway processes. Capital costs for extra permanent accommodation will be met from the LA's future Basic Need allocations, even if the expansion is of a school with academy status. The focus of the capital strategy will be a balance between creating capacity for some flexibility in the system, planning ahead to avoid a waste of revenue resources on temporary solutions and consideration of impact on other local schools from a migration in pupils to newly created provision.

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and
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Children's Services

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Background Documents

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- i. Report to the Children and Young People Overview and Scrutiny Committee
School Places and Admissions – December 2011
- ii. Statutory Code of Practice on Admissions
- iii. Report to the Executive about the remodeling of the Abraham Moss Centre – 24
May 2012
- iv. Report to the Executive about the prescribed alteration to expand primary schools
– 25 July 2012.

INTRODUCTION

1. The Executive has previously received various reports on the City Council's response to the increased demand for primary school places.
2. The report considered on 25 July 2012 set out the City Council's most recent actions to create further capacity. This included (i) the re-designation of Abraham Moss High School from an 11-16 community to a 5-16 school and (ii) to make permanent through statutory processes the 32 community/ voluntary controlled primary school expansions that had been made between 2008 and 2012.

STATUTORY PROCESS – PART A

Process for making Abraham Moss a 5-16 all through school.

3. In order to re-designate Abraham Moss as a 5 -16 school the City Council has to follow the relevant statutory process to bring about a "prescribed alteration". This begins with statutory consultation which took place from 8 October to 23 November 2012.
4. The following stakeholders were sent consultation literature and invited to submit written comments:
 - i. all staff and all parents/carers of pupils at the school and the governing body;
 - ii. the trade union and teacher association representatives of all staff at the school;
 - iii. all other schools in the City;
 - iv. the CE and RC Diocesan Education Authorities;
 - iv. Manchester's Standing Advisory Council for Religious Education;
 - v. neighbouring local authorities;
 - vi. all Manchester MPs; and other MPs with Abraham Moss pupils living in their constituencies.

Outcome of Consultation

5. Written comments were received from the following:
 - i. the headteacher at Abraham Moss (attached at Appendix A); and
 - ii. Headteacher at Whalley Range 11- 18 High School.

Headteacher Contribution

6. The letter from headteacher at Abraham Moss is in the main supportive and states that the benefits and opportunities from the proposal are welcomed enthusiastically. However, a number of issues of principle and practical matters need resolving.
7. The main issue of principle for the headteacher, is that he wants the primary and secondary elements of Abraham Moss to operate as a single, all through school. His concern is that initial design work was in danger of creating a configuration of accommodation which would mitigate against an all through school operation.
8. A further issue for the headteacher is that he believes that the Centre's Theatre should be under the management control of the school governing body, with other users allowed access on the basis of the governing body permission. His rationale for this is that the Theatre is within the designated area for the primary provision and the school needs control of it to ensure proper discharge of its pupil safeguarding responsibilities. The headteacher would also like the school to retain control of a small hall/ gym area and is seeking reassurances about revenue funding to cover running costs, as the primary element will take time to recruit pupils to its planned capacity.

Director of Children's Services Response

9. The Director of Children's Services advises that creation of primary provision at Abraham Moss High is part of a larger project, to remodel/ refurbish the Abraham Moss Centre (AMC). The plan is to locate the primary provision within existing AMC accommodation. Phase One of a refurbishment scheme has already been completed and 60 Reception places were offered from the autumn term 2012. Phase Two of the scheme will deliver further accommodation, to allow the primary element of Abraham Moss school to operate at 2.0 form entry throughout, from an appropriate date on or after September 2013.
10. The headteacher is part of a Working Group which is overseeing design of the school element of the AMC project. He has recently advised that he is now hopeful that acceptable design solutions can be found to address most if not all of his concerns about through school operating.
11. In terms of the specific issues, the Council's preferred approach is that the Theatre be designated a community facility and, as such, management control should rest with the Abraham Moss Centre Manager. The school would have exclusive access during the school day and access by negotiation at times outside the school day. The Council believes that concerns about pupil safeguarding can be addressed through the refurbishment design processes.
12. The hall/ gym is where the Council is proposing to relocate the public library, as part of the plan to rationalise use of the AMC accommodation as a whole. In respect of revenue funding where schools expand, the Council acknowledges that

phased pupil recruitment can bring budget challenges and has, in the past, made additional funding available for interim periods.

13. Discussions are ongoing between Council Officers and the headteacher about all the issues of concern. The aim is to identify solutions which are acceptable to both parties. The fact that these issues remain outstanding is not a reason to delay the statutory process of re-designation, particularly as Phase One of the primary building scheme has been completed and children have been admitted.

Views of Headteacher at Whalley Range High School for Girls

14. The response from Whalley Range is positive with the head advising that a similar all through proposal would be welcomed at Whalley Range.

STATUTORY PROCESS – PART B

Process for making the expansions at the primary schools permanent

15. New Regulations are designed to make it easier for schools to be expanded. The process to expand primary schools is therefore less complex than the prescribed alteration process. The only requirement where the LA is the admission authority is that the LA must consult the governing body of the expanding school, before making a final decision. The method of consultation is not prescribed.

16. Given the number of schools to be expanded and that the increase in demand is a City-wide phenomenon, it was agreed that a wider and more comprehensive consultation exercise should take place. Consultation took the form of a letter detailing the proposal and inviting each consultee to submit written comments. The period set aside for consultation was from 8 October to 23 November 2012. Written comments were invited from:

- i. the headteacher and governing body of each expanding school;
- ii. the headteacher/ Principal and governing body of every other school and Academy in the City;
- iii. the CE and RC Diocesan Education Authorities;
- iv. Manchester's Standing Advisory Council for Religious Education;
- v. the Young People and Children's Scrutiny Committee;
- vi. neighbouring LAs (given the significant amount of cross border pupil movement).

17. Not all schools chose to respond to the proposals. The Local Authority received 9 written responses, as follows:

- i. email from headteacher at St Agnes' CE Primary School;

- ii. email from headteacher at St Chad's RC Primary School;
 - iii. email from Business Manager at Green End Primary School;
 - iv. email from headteacher at Pike Fold Primary School;
 - v. email from Education Caseworker at Wilbraham Primary School;
 - vi. email from Business Manager at Irk Valley;
 - vii. letter from headteacher at Ladybarn Primary School;
 - viii. letter from Manchester Diocese Board of Education;
 - ix. email/letter from Chair of Governors at St Margaret's CE Primary school.
18. Three schools expressed support for making their expansions permanent ie St Agnes, Green End and Ladybarn.
19. Manchester Diocese is supportive of the proposals to make permanent increases to five of the VC schools within its jurisdiction ie Armitage, St Luke's, St Chrysostom's, St Agnes' and St Mary's Moss Side.
20. The Governing body and the Headteacher at Wilbraham Primary School are willing to go to a three form entry, but have reservations about the amount of funding available to extend the original building. This is, however, a matter of detail which will be resolved during the building project phase. However, progress to the next stage of the statutory change process can be agreed as there are no objections to the principle of expansion.
21. It is proposed to defer the proposal at St Margaret's CE and St Chrysostom's CE primary schools, both have expressed reservations about making the increases permanent. St Margaret's CE primary school is willing to consider making permanent the increase from 45 to 60 but not to 75. The increase to 75 is also not supported by the Manchester Diocese but expansion to two forms of entry is. At a meeting with LA Officers, the Chair of Governors and headteacher at St Chrysostom's expressed reservations about making the increase permanent.
22. Discussions will need to continue with both schools, and as a result the two proposals will need to be held in abeyance for the time being.
23. In addition to the responses referred to above, others have been received which do not directly relate to the specific proposals. The correspondence from Pike Fold was related to the accuracy of the Pike Fold figures presented in the last report. Similarly the email from Irk Valley asked for clarity around group size, rather than commenting on the actual proposal. The headteacher of St Chad's questioned why his school had not yet been considered for expansion.

CONCLUSIONS

Abraham Moss

24. Statutory consultation about the re-designation of Abraham Moss as a 5-16 all through school has attracted a limited response, much of which is supportive. The issues of principle and detail raised by the headteacher are important but the indications are that good progress is being made towards agreeing solutions. The Executive is therefore asked to agree that the Abraham Moss proposal be progressed to the next of the statutory change process. This will involve publication of formal notices outlining the proposal for the school. Once the notice is published, any interested party has six weeks in which to comment in writing or to lodge formal, written objections.

25. Any comments or objections received to the formal notice, plus the comments already received during statutory consultation, will be presented to the Executive for a final decision to be made

Primary school expansions

26. The Executive is asked to note the comments received during consultation and to agree to the proposed change in Admission Number for each of the community controlled schools which have expanded as follows:

SCHOOL	ADMISSION NUMBER	
	Previous	New
Irk Valley	30	60
Cravenwood	45	60
Temple	60	90
Pike Fold	30	45
Seymour Road	45	60
Ravensbury	45	60
Varna Street	30	60
Armitage CE	30	60
St Luke's CE	30	60
Plymouth Grove	45	60
St Agnes CE	30	60
Heald Place	60	90
Wilbraham	60	75
Rolls Crescent	45	60
Webster	30	60
St Mary's CE	30	60
Old Hall Drive	45	60
Green End	45	60
Acacias	45	60
Chapel Street	60	75
Ladybarn	45	60
Old Moat	45	60

Broad Oak	60	75
Oswald Road	60	90
Button Lane	45	60
Rackhouse	30	45
Baguley Hall	60	75
Ringway	30	45

27. The Executive is also advised that:

- i. the response to consultation from St Margaret's CE and St Chrysostom's CE schools has raised important points. As a result further discussions are required and at this time it is suggested that the expansions are not formalised;
- ii. formalising the increase in Admission Number at St Andrew's CE, St Richards RC, Stanley Grove and Gorton Mount rests with the individual governing bodies as the schools have either voluntary aided or academy status;
- iii. note that the following schools have expanded twice and that the second expansion will need to be the subject of a further report to the Executive, to initiate the statutory process to make the second expansions permanent:

School	Admission Number		
	Original	Revised	Further Revised
Wilbraham	60	75	90
Chapel Street	60	75	90
Broad Oak	60	75	90
Rackhouse	30	45	60

LEGAL IMPLICATIONS

28. The proposed approach to formalising the expansion of primary schools and the re-designation of Abraham Moss High School conform in full with the relevant statutory requirements.

EQUAL OPPORTUNITIES IMPLICATIONS

29. The plans for increasing primary school place availability and any associated adjusting of admissions policy, seek to ensure that all children can access a primary school place without delay, through processes which are fair and consistent.

RISK MANAGEMENT

30. The major risk in respect of this report is a lack of revenue and capital funding to deliver the extra primary school places which are needed. This risk is being managed through the close involvement of the Head of Children's Services Finance.

APPENDIX A

EMAIL FROM HEADTEACHER AT ABRAHAM MOSS HIGH SCHOOL IN REPOSE TO STATUTORY CONSULTATION

EMAIL ADDRESS REDACTED
16/11/2012 15:33

Subject
Abraham Moss High School - Change of Designation

Dear Mr Seaborn

Abraham Moss High School - Change of Designation

1. There are several benefits of agreeing to a proposal to make the school a 5 - 16 all-through school. The NCSL publication on "The opportunities and challenges of all-through leadership" summarises them as:

- Benefits for children of cross-phase learning.
- Development of all-through teaching and learning models.
- Cross-phase professional development.
- Sharing curriculum expertise across the age range.
- Opportunities to lead organisational change.
- Leadership development of communication and interpersonal skills.
- Responding creatively to the challenge of changing phase-based cultures.
- Developing future leaders.

These benefits and opportunities are welcomed enthusiastically by the School.

2. Abraham Moss School welcomes the opportunity to support the City Council and to make good use of the expertise and resources of the School and Abraham Moss Centre.

The benefits of an improved Abraham Moss Centre environment and more effective use of physical resources for the benefit of pupils is welcomed.

3. The premises occupied by the proposed primary school will of course become part of the Abraham Moss 5 - 16 School's premises. These premises must be under the control of the Governing Body and Headteacher of the School. It includes the Theatre and Changing Rooms. The Theatre space is an integral part of the minimum requirements for a primary school as defined in DfE and LA accommodation schedules. This change of management for the Theatre space is an inevitable consequence of establishing a primary school. This will lead to a different emphasis in the use of the Theatre space, but the School's intention is overall to make a better use.

The whole of the primary phase premises including the Theatre space must come under the control of the Governing Body.

4. The quality of the conversion already completed in Phase 1 to create the Reception classrooms and adjacent areas gives confidence that it is possible to transform the relevant Abraham Moss Centre ground floor areas into a high quality environment in the Phase 2 completion of the full 5 - 11 scheme.

5. On the other hand, whilst the design of outdoor areas will be

optimised, the adequacy of the outdoor spaces is a major concern. The outdoor spaces for play and PE / Sports are irregular and fragmented in shape and location. There is no proper large space for Key Stage 2 play, PE or sports. To some extent this may be improved by access to the High School facilities, assuming that timetables can be coordinated. It is therefore necessary to look at the overall indoor and outdoor facilities of the School and Leisure Centre in order to provide the basic and extended opportunities for the pupils. An area under consideration is the Small Hall / Gym where the L.A. is proposing to relocate the public library. There have been separate discussions about the curriculum and operational difficulties this would create for the 11 - 16 School. From the point of the primary school the Small Hall / Gym is the nearest accessible space in the Leisure Centre. Co-incidentally, the nature of the Gym floor is also an advantage in terms of Gymnastics and Dance. The installation of a 3G All-Weather pitch in the school grounds has been a recent improvement, but it is clear already that the curriculum and after school demand is such that another 3G pitch would be fully used. The School's recent appointment of a Sports / Facilities manager has quickly created expectations from sports and community organisations. The 2012 Sports Summer School was successful and it can be seen how the Sports Manager's work will lead to a greater demand for accessing the Leisure Centre accommodation to meet local needs. The School understands that resolving the Leisure / Library issue is not easy for the L.A., but as things stand the School believes the Small Hall / Gym is a necessary part of its accommodation and that this will be true when the primary school opens.

If the Library remains in its current location the School has committed itself to working in partnership with the Library to help increase its educational and community profile.

6. External emergency staircase in the playground.

It is essential that this is removed.

7. Comments about revenue funding

There are currently no revenue savings identified as a result of the School becoming an all-through 5 - 16 school; if anything, the revenue costs may be higher than could be achieved with an original design, as opposed to the design constrained by adapting an existing building. The support of the L.A. for setting up the Reception phase has been necessary and very welcome. Already after only two months operation some of the intended benefits have been seen; for example, in appraisal / performance management / training, the induction of newly qualified teachers, EAL, and classroom assistant support.

Until the primary phase reaches a viable operational capacity it will be necessary to continue providing revenue support for the next phases of development.

8. There are a number of other issues some of which are listed below without detailed comment, but all are important and need continued action and discussion:

- Role of the Abraham Moss Centre management.
- Governance of the all-through school.
- Funding for an extension of the CAPITA ICT contact.
- Emergency evacuation safe areas.
- Parking on site and in adjacent roads.
- School Zone controls on Crescent Road.

9. Conclusion

The Leadership Team, Staff and Governing Body are enthusiastic about the opportunities and positive about creative challenges, but acceptance of a prescribed alteration depends on agreed resolution of a number of outstanding issues, as outlined in this response.

NAME REDACTED

Headteacher
 Abraham Moss High School
 Crescent Road
 Crumpsall
 Manchester
 M8 5UF

APPENDIX B

**ADDITIONAL CAPITAL COSTS ASSOCIATED WITH THE 34 PRIMARY SCHOOLS EXPANDED
 BETWEEN 2008 AND 2011**

School	Expansion Achieved By	Capital Investment(£)
Irk Valley	Temp accommodation, then capital build	100,000
St Richard's RC	Temp accommodation, then capital build	750,000
St Mary's CE	Temp accommodation & internal remodelling	750,000
Cravenwood	Temp accommodation, then capital build	2,000,000
Temple	Temp accommodation, then capital build	3,700,000
Armitage CE	Temp accommodation, then capital build	2,400,000
St Luke's CE	Temp accommodation & internal remodel	2,000,000
St Chrysostom's CE	Temp accommodation, then capital build	2,400,000
Heald Place	Temp accommodation, then capital build	2,400,000
Wilbraham	Temp accommodation, then capital build	1,400,000
Gorton Mount	Temp accommodation & external works	3,500,000
Chapel Street	Temp accommodation & internal remodelling	2,000,000
Ladybarn	Temp accommodation, then capital build	1,500,000
Broad Oak	Temp accommodation & internal remodelling	2,000,000
Oswald Road	Temp accommodation, then capital build	3,200,000
Pike Fold	Extension of new build project	1,200,000
Varna Street	Extension of new build project	700,000
St Agnes CE	Extension of new build project	1,500,000
Webster	Extensive internal remodelling	720,000
St Margaret's CE	New roof & internal remodelling	300,000
TOTAL CAPITAL COST		34,520 million