## North Tyneside Council Report to Director Children's Services

Date: 26 November 2025

Title: Strategic Education Review Update –
Outcome of the pre-publication consultation

Portfolio(s): Education, Inclusion, Employment and Skills Cabinet Councillor Steven Phillips

Member(s):

Report from Service Children's Services

Area: Resources

Responsible Officer: Ian Wilkinson, Strategic Lead Tel: 0345 200 0101

**Education Review** 

Wards affected: All

#### PART 1

## 1.1 Executive Summary

The purpose of this report is to inform the Director of Children's Services about the responses to the pre-publication consultation on a range of school proposals arising from the Strategic Education Review. This is to enable the Director, in consultation with the Director of Resources and the Cabinet Member for Education, Inclusion, Employment and Skills, to determine if there should be statutory consultation with schools, parents and other stakeholders on the proposals.

On 22 September 2025, Cabinet authorised the commencement of an initial pre-publication consultation in relation to four proposals. Cabinet also authorised the Director of Children's Services, in consultation with the Director of Resources and the Cabinet Member for Education, Inclusion, Employment and Skills to:

(i) consider the responses to the pre-publication consultation, and

(ii) determine if, there should be statutory consultation with schools, parents and other stakeholders, in line with the Department for Education's statutory guidance on school closure proposals.

The pre-publication consultation took place for six weeks between 2 October 2025 and 13 November 2025 and was carried out in accordance with Department for Education (DfE) statutory guidance.

The school communities impacted upon by the proposals have all displayed real passion for their schools. The Authority is very thankful for the time and effort taken so far by community members who have expressed their views as part of this process. The Authority is confident that a rigorous and robust consultation process was undertaken. The views expressed have been listened to and carefully considered. The main themes from the consultation can be seen along with all responses to the consultation in the Appendices.

## 1.2 Recommendation(s)

Proposal 1: Pre-publication consultation on the potential closure of Monkseaton Middle School and work with Governing Bodies of Valley Gardens, Wellfield and Marden Bridge Middle Schools ("the Middle Schools") and Whitley Bay High School to amend their Published Admission Numbers to meet the needs of pupils within the catchment area.

- 1. considers the responses to the pre-publication consultation attached to this report at Appendices 1 and 2.
- agrees to further explore one of the options brought forward as part of the pre-publication consultation process and defer for a period of time up to September 2026, the decision as to whether or not to publish school closure proposals to enable this exploration to take place.
- 3. notes that, should it be appropriate to consider publishing a statutory proposal (arising from Proposal 1 outlined above) at the end of the deferral period then the proposal would need to be published within 12 months of the conclusion of the initial pre-publication consultation period.

Proposal 2: Pre-Publication Consultation on the potential merger of Langley First School and Appletree Gardens First School, with the proposal to close Langley First School and use Appletree Gardens First School to accommodate the combined pupils on the Appletree Gardens First School site. The merged school would retain the original Appletree Gardens First School Department for Education school number and be based on the Appletree Gardens First School site. In addition, to work with the Governing Body of Woodlawn Special School with a view to repurposing the Langley First School site to focus on and support the development of high-quality, specialist education for children with Special Educational Needs and Disabilities at Woodlawn Special School.

- 1. considers the responses to the pre-publication consultation attached to this report at Appendices 3 and 4.
- agrees to further explore one of the options brought forward as part of the pre-publication consultation process and defer, for a period of time up to September 2026, the decision as to whether or not to publish school closure proposals to enable this exploration to take place.
- 3. notes that, should it be appropriate to consider publishing a statutory proposal (arising from Proposal 2 outlined above) at the end of the deferral period then the proposal would need to be published within 12 months of the conclusion of the initial pre-publication consultation period.

Proposal 3: Pre-publication consultation on the potential merger of Forest Hall Primary School and Ivy Road Primary School, with the proposal to close Ivy Road Primary School and increase the Published Admission Number at Forest Hall to accommodate the combined pupils on the Ivy Road site. The merged school would retain the original Forest Hall Primary School Department for Education school number and be based on the Ivy Road Primary School site.

- 1. considers the responses to the pre-publication consultation attached to this report at Appendices 5 and 6.
- agrees to publish proposals and undertake a statutory consultation with schools, parents and other stakeholders, in line with the Department for Education's statutory guidance on school closure proposals on the merger of Ivy Road Primary School and Forest Hall Primary School, with the proposal to close Ivy Road Primary School and use the Ivy Road School site to relocate Forest Hall Primary School to accommodate the combined pupils;
- 3. agrees that for the purposes of the published proposal the closure and merger should be planned for implementation **in September 2026**.
- 4. finalises and publishes on the Authority's website a statutory proposal document, together with publishing a statutory notice of the proposal in a local newspaper.
- agrees that the publication of a statutory notice will take place on 4
   December 2025 and that this will commence the statutory Representation
   Period for a period of four weeks between 4 December 2025 and 1 January
   2026.
- 6. notes the requirement to present a further report to Cabinet on the outcome of the statutory consultation, so that Cabinet can consider the outcome of the statutory consultation and determine next steps.

Proposal 4: Pre- Publication Consultation on the potential merger of Greenfields Primary School and Hazlewood Primary School, with the proposal to close Hazlewood Primary School and increase the Published Admission Number at Greenfields Primary School to accommodate the combined pupils on the Greenfields Primary site. The merged school would retain the original Greenfields DFE school number and be based on the Greenfields site.

- 1. considers the responses to the pre-publication consultation attached to this report at Appendices 7 and 8.
- 2. agrees to publish proposals and undertake a statutory consultation with schools, parents and other stakeholders, in line with the Department for Education's statutory guidance on school closure proposals on the merger of Hazlewood Primary School and Greenfields Primary School, with the proposal to close Hazlewood Primary School and enlarge Greenfields Primary School to accommodate the combined pupils on the Greenfields site.
- 3. agrees that for the purposes of the published proposal the closure and merger should be planned for implementation **in September 2028**.
- 4. finalises and publishes on the Authority's website a statutory proposal document, together with publishing a statutory notice of the proposal in a local newspaper.
- agrees that the publication of a statutory notice will take place on 4
   December 2025 and that this will commence the statutory
   Representation Period for a period of four weeks between 4 December 2025 and 1 January 2026.
- notes the requirement to present a further report to Cabinet on the outcome of the statutory consultation, so that Cabinet can consider the outcome of the statutory consultation and determine next steps.

#### 1.3 Forward Plan

Twenty-eight days' notice of this report has been given, and it first appeared on the Forward Plan that was published on 18 October 2025.

## 1.4 Council Plan and Policy Framework

This report relates to the following priority in the 2021 – 2025 Our North Tyneside Plan:

• A Family-Friendly North Tyneside

In accordance with the Authority's Constitution and Budget and Policy Framework Procedure Rules, the Authority has commenced the process to develop a new Council Plan for the period 2025-2029. The new Council Plan will be based on the following five policy priorities: -

- Working with local people and organisations for a healthier, fairer and better quality of life
- 2. Giving our children and young people the best start in life
- 3. Building neighbourhoods and town centres that are clean, green and safe, and places to be proud of
- 4. Increasing jobs, skills and work experience opportunities, and
- 5. Delivering more affordable and social housing.

This report links to priority 2 in the new draft Council Plan, which is being consulted upon, as well as the priority identified above in the 2021-2025 Our North Tyneside Plan. The recommendations in this report will support the Authority to give children and young people the best start in life, ensuring that there is sufficient and sustainable school capacity within the Borough to meet educational needs.

#### 1.5 Information

#### 1.5.1 Strategic Education and Inclusion Review

The Authority is currently undertaking a Strategic Education and Inclusion Review across North Tyneside, seeking to ensure that a sustainable, sufficient, and high-quality educational system is maintained which enables all children and young people to achieve positive outcomes, including those with Special Educational Needs and Disabilities (SEND).

In light of the Strategic Education and Inclusion Review and the principles behind it, alongside the issues outlined below around school funding, the objectives for these proposals are:

- to make sure every child gets the best possible education and curriculum offer
- the students, families and staff at the schools involved are supported regarding the current school position given the challenges
- the Authority continues to fulfil its statutory responsibility regarding pupil places;
   and,
- that the Authority limits any financial risks arising from schools experiencing financial hardship.

#### 1.5.2 Financial Sustainability of Schools

There are an increasing number of schools in deficit in the Borough. The significant challenge facing schools is predominantly linked to surplus places as a result of parental choice and settlement patterns. At the same time, the Authority is seeing the Borough-wide birth rate reducing, changes in area demographics, a slower than expected build out rate (the speed at which a piece of land or an area can absorb and complete development) of new homes and surplus school places increasing in some areas of the Borough. The birth rate for the period September 2024 to August 2025 has now been confirmed and indicates a sixth year of consistently low birth rates, compared to the 2018/2019 figure. Initial consultation regarding the Local Plan also highlights the changing structure of households which means that there is increased demand for single person homes and properties for people who are co-parenting.

The position for 2025/26 is one of continued financial challenge for a number of schools, both in terms of deficit approvals and reduced surplus balances held by schools. Budget plans agreed by individual school Governing Bodies for 2025/26 would increase the net deficit on school balances to £14.918m as at 31 March 2026. Of the 57 maintained schools in the Borough, 26 schools have submitted a deficit budget plan for 2025/26, with requests for deficit budget approval to the value of £19.564m. However, 51 schools have submitted plans with an in-year deficit, many using surplus funds to balance their budgets.

The first budget monitoring returns from schools, known as Budget Monitoring 1 which is based on the position at the end of August, have been received in draft from schools. This shows a slightly improved position, but the cumulative deficit year-end position is still forecast to be significant, at £12.979m.

#### 1.5.3 Declining birth rate and surplus places

The birth rate for the period September 2024 to August 2025 now shows a sixth consecutive year of consistently low birth rates, compared to the 2018/2019 figure. Overall, the birth rate has fallen from a high in 2010/11 of 2445 live births to a most recent low of 1800 in 2024/2025.

There has been an 18% decline in the birth rate in North Tyneside since 2018/19. That is around 300 fewer children each year and is the equivalent of ten classes per year in first and primary schools. The reception year group that started in September 2025 is over 300 less than recent years.

Table 1: Birth rate in North T	vneside – l	<i>JPDATED</i>	OCTOBER 2025

Birth Year	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25
Rec	Sep-									
	20	21	22	23	24	25	26	27	28	29
Birth Rate	2245	2170	2214	2232	1996	1918	1952	1845	1829	1800
Reception	2316	2169	2226	2239	2001					
Intake										

#### 1.5.4 The Local Plan and Housebuilding

The challenges and complexities around housing delivery, especially on the Authority's strategic housing sites at Murton Gap and Killingworth, have resulted in

reduced build-out rates which are below the annual target identified in the Local plan 2017. This, together with delays in the expected submission of applications is delaying the anticipated increase in pupil numbers.

Also, new homes do not always mean new children of education age. On average, each 100 homes create 32 pupils across all twelve-year groups. Current projections show that the total number of pupils new developments would bring remains lower than the current birth rate decline.

In the period 2010 to 2024 there has been a net increase of 7,777 dwellings across the Borough, with an average build per year of 555 dwellings. This therefore suggests that despite that level of new homes, the decline in the birth rate and pupil population continues.

#### 1.5.5 School Place Planning

The Authority has a commitment for all children and young people to have the right to attend a school which provides continued and improving high quality provision for all children, where the number of pupils on the roll enables school leaders to provide a diverse curriculum and which is of an appropriate size for the Authority to fulfil its statutory responsibility regarding pupil places.

The Authority keeps under review the number of pupils attending each school and updates information each year about how many pupils are likely to be attending schools in the future. This is an important aspect of the Authority's function in planning school places across the Borough to ensure there are schools of a suitable size to meet local requirements and to provide the best possible education for the pupils they serve.

#### 1.5.6 The Proposals to ensure long-term sustainability of North Tyneside Schools

## 1.5.6.1 Potential Closure of Monkseaton Middle School (Proposal 1)

At the Cabinet meeting on 22 September 2025, Cabinet received a Strategic Education Review Update report. Cabinet considered and noted the update and the challenges faced within North Tyneside and agreed a number of next steps.

With regard to Recommendation 1 (Monkseaton Middle School) Cabinet **resolved** to:

1. authorise the commencement of an initial pre-publication consultation with schools, parents and other stakeholders

### The initial pre-publication consultation has now concluded.

- 2. authorise the Director of Children's Services in consultation with the Director of Resources and the Cabinet Member for Education, Inclusion, Employment and Skills to:
- (i) consider the responses to the pre-publication consultation; and

#### All responses have been fully considered.

(ii) determine if there should be statutory consultation with schools, parents and other stakeholders in line with the Department for Education's statutory guidance on school closure proposals.

The recommendation in 1.2 is to agree to defer the decision as to whether or not to publish proposals and undertake a statutory consultation with schools, parents and other stakeholders on school closure proposals in order to explore one of the options brought forward as part of the pre-publication consultation process.

The DFE guidance (Opening and closing maintained schools: Statutory guidance for proposers and decision makers October 2024 at page 30) states that "a statutory proposal should be published within 12 months of the initial consultation period being completed. This is so that it can be informed by up-to-date feedback."

During the period of pre-publication consultation, a number of alternative options were presented and all were carefully considered. The majority of the proposals

that came forward have either been previously explored and ruled out or were not considered to be viable to satisfactorily resolve the issues faced.

However, one potential viable alternative was presented during the consultation. Initial conversations have already taken place to explore its feasibility and additional time is required to explore it further. To enable this to happen it is recommended that the Authority does not formally publish proposals and commence statutory consultation on proposals to close Monkseaton Middle School at this time.

The Authority have now considered all responses to the pre-publication consultation, and the recommendation is that the decision to formally publish proposals and undertake a statutory consultation should be deferred for a period of time up to September 2026.

This deferral would provide the opportunity for further discussions to take place on the alternative option. The initial proposal remains an option and if during further exploration the alternative option is not found to be viable, the Authority would revert to considering whether or not to publish closure proposals and commence statutory consultation. This would need to be undertaken within 12 months of the initial consultation period being completed (which concluded on 13 November 2025), or a further pre-publication consultation would be required.

The alternative option has been proposed by the Governing Body of Monkseaton Middle School. The school's proposal is that it would like to explore the option of becoming a Year 5 to Year 11 school. This would be a Governor-led proposal, seeking to maintain provision at the school for existing and future cohorts of students, admitting to the school at both Year 5 and Y9 initially.

The Authority would work with the school during the deferral period to explore the viability of the alternative proposal, in terms of pupil number viability, impact on wider school estate, financial viability and curriculum delivery. The Authority would expect viability to be able to satisfy:

- A stable pupil population
- Delivery of a balanced curriculum offer at KS2, 3 and 4
- Provision of a level of stability for those students choosing, for a variety of reasons, a smaller operational structure than that available via normal transition routes at Y9

In order to take forward this proposal, the Authority would require the Governing Body to agree to a Memorandum of Understanding setting out the above, together with timescales to enable a firm and fully evidenced proposal to be presented to Cabinet for determination on or before September 2026.

## 1.5.6.2 Potential Merger of Langley First School and Appletree Gardens First School and development of SEND provision at Woodlawn Special School (Proposal 2)

At the Cabinet meeting on 22 September 2025, Cabinet received a Strategic Education Review Update report. Cabinet considered and noted the update and the challenges faced within North Tyneside and agreed a number of next steps.

With regard to Recommendation 2 (Potential Merger of Langley First School and Appletree Gardens First School) Cabinet **resolved to:** 

1. authorise the commencement of an initial pre-publication consultation with schools, parents and other stakeholders

## The initial pre-publication consultation has now concluded.

- 2. authorise the Director of Children's Services in consultation with the Director of Resources and the Cabinet Member for Education, Inclusion, Employment and Skills to:
- (i) consider the responses to the pre-publication consultation; and

### All responses have been fully considered.

(ii) determine if there should be statutory consultation with schools, parents and other stakeholders in line with the Department for Education's statutory guidance on school closure proposals.

The recommendation in 1.2 is to agree to defer the decision as to whether or not to publish proposals and undertake a statutory consultation with schools, parents and other stakeholders on school closure proposals in order to explore one of the options brought forward as part of the pre-publication consultation process.

The DFE guidance (Opening and closing maintained schools: Statutory guidance for proposers and decision makers October 2024) says on page 30 that "a statutory

proposal should be published within 12 months of the initial consultation period being completed. This is so that it can be informed by up-to-date feedback."

During the period of pre-publication consultation, a number of alternative options were presented and all were carefully considered. The majority of the proposals that came forward have either been previously explored and ruled out or were not considered to be viable to satisfactorily resolve the issues faced.

However, one potential viable alternative was presented during the consultation. Initial conversations have already taken place to explore its feasibility and additional time is required to explore it further. To enable this to happen it is recommended that the Authority does not formally publish proposals and commence statutory consultation on proposals regarding the potential merger of Langley First School and Appletree Gardens First School at this time.

The Authority has now considered all responses to the pre-publication consultation and the recommendation is that the decision to formally publish proposals and undertake a statutory consultation should be deferred for a period of time up to September 2026.

This deferral would provide the opportunity for further discussions to take place on the alternative option. The initial proposal remains an option and if during further exploration the alternative option is not found to be viable, the Authority would revert to considering whether or not to publish closure proposals and commence statutory consultation. This would need to be undertaken within 12 months of the initial consultation period being completed (which concluded on 13 November 2025), or a further pre-publication consultation would be required.

The alternative option that has been proposed by the Governing Body of Langley First School is that they join an Academy Trust. Academisation is an option which a school may explore in order to join an existing Academy Trust. Academies are state-funded organisations that are run independently from local authorities and receive their funding directly from the Government (although this flows via the national funding formula approach that is administered by local authorities). Before taking on a school, a trust would look at finances, pupil numbers, results and more to see if it is viable. The Authority does not have the powers to action an academisation proposal and it is not something that the Authority can mandate schools to do.

An Academy Trust has expressed an interest in Langley First School joining their Trust. The Academy Trust have said they have undertaken initial due diligence and

are ready to proceed with a formal academisation proposal. The Authority considers this to be a viable alternative option.

In order to take forward this proposal, the Authority would require the Governing Body to demonstrate there is a firm commitment from the school and the Academy Trust by or before September 2026.

## 1.5.6.3 Merger of Forest Hall Primary School and Ivy Road Primary School (Proposal 3)

The Authority is proposing to merge Forest Hall Primary School and Ivy Road Primary School. This would mean the closure of Ivy Road Primary School and an increase to the PAN at Forest Hall Primary School to accommodate the combined pupils. The school sites are within approximately 700m of each other.

Due to the size of buildings and school sites, it is proposed that Forest Hall Primary School would relocate to the existing Ivy Road site. The merged school would retain the original Forest Hall Primary School DfE school number and be based on the Ivy Road site.

Ivy Road Primary School has been rated as Inadequate (February 2024) and has an Ofsted Academy Order upon it with no identified sponsor. When the school was graded inadequate, the DfE immediately began the process of finding an 'academy sponsor' which means a Trust that could take over the school and make rapid changes of improvement. Unfortunately, no Trust has been identified. The DfE has requested that the Authority find a solution.

The proposed merger would sustain high quality education in the community, provide greater stability for all local pupils, improve financial sustainability, and support the provision of a high-quality education for pupils. If left unchanged, the risk is that the two schools would continue to grow in deficit, and this in turn would limit their ability to sustain high quality education.

Forest Hall Primary School is operating in a school building that is too big for the number of pupils it admits each year as it currently has 37% surplus places, and this is increasing its risk of financial instability despite it being a good school. However, Forest Hall Primary School site is not sufficient in size (in existing buildings) to provide accommodation for a combined cohort from both schools, which would exceed one form of entry.

Ivy Road Primary School has a large and developing catchment area. Closure of Ivy Road Primary School, without the associated relocation / expansion of Forest Hall Primary School would require existing pupils to be relocated to a number of other schools. These schools would not necessarily be the same for each year group, and potentially 4 or 5 other schools would be affected, which may impact sibling links and travel arrangements for families.

The closure of Ivy Road Primary School without any associated relocation / expansion of Forest Hall Primary School, absorbs all surplus capacity in the area and leaves no flexibility for new and developing housing sites.

Forest Hall Primary School is significantly closer to other local school provision therefore their catchment pupil population is diluted across 14 other Primary Schools, including itself and Ivy Road Primary School.

In accordance with section 15 of the Education and Inspections Act 2006, the Authority is setting out its proposal to close Ivy Road Primary School on the basis that it is to be amalgamated with another school (Forest Hall Primary School).

Through the amalgamation there would be sufficient capacity to accommodate pupils now and to meet the likely future demand for places in the medium and long term. It is proposed that full implementation would take place from September 2026.

# 1.5.6.4 Greenfields Primary School and Hazlewood Primary School (Recommendation 4)

The Authority is proposing to merge Greenfields Primary School and Hazlewood Primary School. This would mean the closure of Hazlewood Primary School and an increase to admissions at Greenfields Primary School to accommodate the combined pupils. The merged school would retain the original Greenfields Primary School DfE school number and be based on the Greenfields Primary School site.

Hazlewood Primary School has suffered significant structural failings, attributed to the Block and Beam construction method. The school is currently not occupying the majority of the main teaching block. An eight class, two story modular unit was installed in the summer of 2024 to accommodate the displaced pupils. Reinforcement was added to the school hall and kitchen, which were brought back in to use in the Spring of 2025. Remedial works / replacement of the affected areas

has not been undertaken and has been an ongoing point of discussion with the Department of Education in relation to funding and securing a long-term solution.

There is a reduced and declining pupil population in the community, and there will be increasing surplus places based on pupil projections. The school sites are within approximately 800m of each other.

Greenfields Primary School accommodates an extensive site with large formal and informal play areas. The building and grounds are sufficient in size to accommodate the anticipated pupil population within the merged school, which would initially be 2.5 forms of entry. Greenfields Primary School is operating on a site too big for the number of pupils it currently admits each year. This imbalance places increasing pressure on the school's financial stability.

Even with investment, Hazlewood Primary School site is not sufficient in size to provide accommodation for a combined cohort from both schools, which would exceed 1.5 form entry. The majority of Hazlewood Primary School's main building remains closed due to weak concrete creating safety issues and no long-term solution has been identified by the DfE.

Despite the Authority's continued efforts to secure support from the Government to address the significant structural and safety issues with the school building, no viable solution has been found. This continued uncertainty creates instability for pupils and staff alike. This is not something that the Authority can allow to continue.

In accordance with section 15 of the Education and Inspections Act 2006, the Authority is setting out its proposal to close Hazlewood Primary School on the basis that it is to be amalgamated with another school (Greenfields Primary School).

Through the amalgamation there would be sufficient capacity to accommodate pupils now and to meet the likely future demand for places in the medium and long term.

As part of the consultation, there was a large number of responses received regarding the implementation approach that would be adopted if the proposal is taken forward. The Authority recognises the benefits that a delayed implementation could have, particularly in relation to managing existing and new sibling links, reduction in the number and size of 'bulge' year groups and facilitating any building adaptations. As such, if the decision to move forward is taken, it is proposed that this would be at a later date (September 2028) than the indicative

date included in the pre-publication consultation documentation. However, if it became appropriate to do so the Authority would consider accelerating the implementation plans ahead of the September 2028 date.

This delayed implementation would also allow the school to explore further an approach that has been made to join a Multi Academy Trust. It is too early to conclude whether this is a viable option, especially given the building issues at Hazlewood. The Authority do not have the powers to action this proposal and this is not something that the Authority can mandate schools to do.

#### 1.5.7 Stage 1 Pre-Publication Consultation

Cabinet agreed at its meeting on 22 September 2025 to authorise the commencement of an initial pre-publication consultation with schools, parents and other stakeholders in relation to each of the four proposals.

Any proposal to close an existing maintained school must be brought forward and determined with reference to statutory guidance issued by the DfE (Opening and closing maintained schools: Statutory guidance for proposers and decision makers, October 2024).

The stated purpose of the DfE statutory guidance is to ensure that good quality school places are provided where they are needed, and that surplus capacity is removed where necessary.

The DfE statutory guidance sets out the following regarding the Stage 1 Prepublication Consultation:

- No prescribed timescale but recommended to be a minimum of 6 weeks, taking into account and avoiding where possible school holiday periods (particularly the end of term breaks)
- It is a statutory requirement to consult any parties the proposer thinks appropriate before publishing proposals to close a maintained school.
- The proposer may use the consultation to consider a range of options for the future of a school (e.g. amalgamation, academy conversion, federation or closure). However, the proposer must then publish specific proposals in stage 2 of the statutory process. It is those specific proposals which can be commented on or objected to during the statutory representation period.
- It is for the proposer to determine the nature and length of the prepublication consultation. It is best practice for consultations to be

- carried out in term time to allow the maximum number of people to respond.
- Proposers should have regard to the Cabinet Office guidance on consultation principles when deciding how to carry out the consultation.

The Stage 1 Pre-Publication Consultation was therefore carried out in full accordance with DfE statutory guidance.

### 1.5.7.1 Stage 1 Pre-Publication Consultation: Methodology and Engagement

It is a statutory requirement for the Proposer (in this case the Authority) to consult any parties it considers appropriate before publishing statutory proposals.

The Pre-Publication Consultation ran from 2 October 2025 to 13 November 2025 and involved engagement with the following stakeholders

- · the parents and carers of registered pupils at the schools
- the governing bodies
- pupils at the schools
- teachers and other staff at the schools
- the neighbouring local authorities where there may be significant cross-border movement of pupils, namely Northumberland County Council and Newcastle City Council
- the governing bodies, teachers and other staff of other schools that may be affected, via a range of communications including Head
   Teacher Briefings, Schools Forum and the overall Engagement Hub
- · parents and carers of any pupils at other schools
- the trade unions who represent staff at the schools
- All Elected Members and the Elected Mayor; and
- All four MPs representing the Borough.

A range of engagement techniques were used, including:

- Parental information sessions including two sessions on each of the following evenings:
  - o 8 October Appletree/Langley
  - o 9 October Monkseaton Middle School
  - o 15 October Forest Hall/ Ivy Road
  - o 22 October Hazlewood/ Greenfields

- Online meetings with smaller parent groups including three engagement sessions for parents and carers of children and young people with SEND
- Meetings with governors and school leadership
- Meetings with trades unions
- Three engagement sessions facilitated by North Tyneside's Parent Carer Forum for parents and carers of children and young people with SEND
- An online survey Have Your Say
- Documentation and Frequently Asked Questions (FAQs) on North
   Tyneside website/Engagement Hub
- Letters sent to the school to share with parents/carers and staff
- Response to Freedom of Information requests.

Responses from stakeholders to the Pre-Publication Consultation were provided online via the following link:

https://haveyoursay.northtyneside.gov.uk/hub-page/education-review-2

All responses to this anonymous questionnaire were dealt with in accordance with the Authority's privacy notice, which can be found here in the privacy statement.

https://www.northtyneside.gov.uk/data-protection-and-privacy/privacy-statements

The Authority reviewed all responses in detail.

Overall, 904 people participated in a survey, resulting in 1,028 submissions (i.e. a person can complete more than one survey).

1,161 people downloaded a document with 2,018 people visiting multiple project pages.

Overall, 6,019 people were aware of the consultation – visiting at least one page on the consultation website.

An Equality Impact Assessment (EQIA) was undertaken as part of the September Cabinet report to identify the potential impacts of a proposed closure on groups with protected characteristics, and any appropriate mitigation, together with ensuring the Pre-Publication Consultation was undertaken in an inclusive way. An updated EQIA has been prepared for consideration with this report and is available at Appendix 17.

The Authority is conscious that while many staff and parents understand the reasons for the Pre-Publication Consultation, there is also understandably a great deal of emotion and concern connected to any change within a school and its place in the community. Throughout the process the Authority has sought to respond to queries and concerns with transparency, for example through the survey, responding to resident enquiries and Freedom of Information requests and uploading documentation and FAQs to the Engagement Hub. There were a large number of FOI requests received though some of them were refused based on the prejudice to the effective conduct of public affairs (s36 Freedom of Information Act 2000).

In considering the matters raised during the course of the pre-publication consultation period, the Authority published additional information at various points and also updated the FAQs. Whenever an FAQ was updated, this was made clear on the Have Your Say page to ensure it was obvious which ones were new or had been updated. Newsletters were sent out which informed those who had registered and/or already submitted a response that there had been some updated information and FAQs added to the Authority's Have Your Say consultation page.

There were a number of requests for the period of pre-publication consultation to be extended or paused. Those requests were carefully considered, however, the consultation was not extended or paused.

One of the reasons cited for the pre consultation process to be paused was due to some minor inaccuracies in the pre-publication consultation documentation. These inaccuracies were corrected and amended on the consultation pages. While it is important to rectify the information provided during the consultation and decision making, the corrections are not considered to be of significance in the context of the decision which is to be made and do not have any material impact on the recommended options. At the point that a decision is made on the outcome of the pre-consultation, the decision maker will have the correct details available to them. Further details are available in the Appendices.

If the decision maker is of the view that additional pre-publication consultation is required then this can be undertaken, however, this is not an action recommended in this report. It is considered that appropriate pre-publication consultation has taken place and it is noted that where proposals proceed to publication a further representation/consultation period is provided for within the legal process.

Several questions were also asked about the process of amalgamation.

Department for Education (DfE) guidance provides two options for amalgamating

two or more existing maintained schools. One is to close both existing schools and open a new one (option one), and the other is to close one school and merge it with another (option two). The DfE refers to both options as an amalgamation, with the second option also referred to as a merger in the **DFE Guidance October 2024 Opening and closing maintained schools** (see section on Amalgamations on page 25).

Both options were considered during the decision-making process and have been carefully reviewed during the ongoing consultation.

The Authority chose to consult on the proposal to close one school and merge it with another for the following key reasons:

- Closing two schools and then opening a new one requires consent from the Secretary of State before commencing any consultation and then requires final approval from the Office of Schools Adjudicator (OSA), not the Authority. This takes decision making away from the local area and is a longer, more complex, statutory process which would lengthen the process and increase uncertainty for the school communities affected.
- The closure and merger route is a simpler legal and administrative process, which reduces delays and makes the process more efficient and practical for those impacted by the proposals, while retaining local decision making.

If the decision is made to issue a Statutory Notice and enter into a Representation Period, the statutory proposal will address the key themes raised during the prepublication consultation. Relevant concerns raised about the practical implementation of any decision will also be used to shape the implementation which may follow future formal decisions.

The methodology, analysis and summary of the pre-publication consultation responses and the outcomes of the consultation for each of the four proposals together with the full responses to the two free-text pre-publication consultation questions are in the appendices as follows:

- Appendix 1 Monkseaton Middle School Stage 1 Pre-Publication Consultation Outcomes
- Appendix 2 Monkseaton Middle School Stage 1 Pre-Publication Consultation responses to free text questions
- Appendix 3 Langley and Appletree Stage 1 Pre-Publication Consultation Outcomes

- Appendix 4 Langley and Appletree Stage 1 Pre-Publication Consultation responses to free text questions
- Appendix 5 Forest Hall and Ivy Road Stage 1 Pre-Publication Consultation Outcomes
- Appendix 6 Forest Hall and Ivy Road Stage 1 Pre-Publication Consultation responses to free text questions
- Appendix 7 Greenfields and Hazlewood Stage 1 Pre-Publication Consultation Outcomes
- Appendix 8 Greenfields and Hazlewood Stage 1 Pre-Publication Consultation responses to free text questions

The responses to the free-text pre-publication consultation questions are as written by respondents, the only amendments made are to maintain confidentiality and remove any information that could identify any individuals when the documentation is published. The full unedited text has been made available to and considered by the decision maker.

#### 1.5.8 Proposed Timescale

Should the Director of Children's Services in consultation with the Director of Resources and the Cabinet Member for Education, Inclusion, Employment and Skills agree to proceed to statutory consultation, a proposed timescale is set out below:

Stage 1	Thursday 2 October 2025 to Thursday 13 November 2025
Stage 2	Thursday 4 December 2025
Publication of Statutory Notice - 1 day	Publication of the statutory notice commences the statutory Representation Period.  This will include the information as specified in schedule 2, annex C of the Statutory Guidance "Opening and Closing maintained schools" issued by the DfE.
	Within I week of date of publication, the Proposer must send a copy of the full proposal to the governing body, Secretary of State, the Church of England and Roman Catholic Dioceses and any other body or person that the Proposer considers appropriate.

## Stage 3 Thursday 4 December 2025 to Thursday 1 January 2026 Representation Period - 4 weeks This period allows for formal consultation to take place from date of with other admission authorities in the area, publication of neighbouring local authorities, appropriate local Statutory Notice organisations, groups and individuals on the proposals. The information to be included in the discontinuance proposal is set out in Schedule 2 of The School Organisation (Establishment and Discontinuance of Schools) Regulations 2013. The content is set out for convenience in Annex C of the Statutory Guidance for "Opening and closing maintained schools" (as referred to above). During the Representation Period, any person or organisation can submit comments to the local authority on the proposal to be taken into account by the Decision Maker. Stage 4 The decision is proposed to be taken at Cabinet on Monday 12 January 2026. Decision – local authority should When issuing a decision, the decision maker can: decide within 2 reject the proposal months, otherwise it must approve the proposal without modification be referred to the approve the proposal with such modifications as Schools they think desirable or Adjudicator approve the proposal, with or without modification, subject to certain conditions being met. Stage 5 **Implementation** School:

## Forest Hall Primary School and Ivy Road Primary

#### 31st August 2026

Ivy Road Primary School closes to all pupils.

#### 1st September 2026

 Forest Hall Primary School relocates to the Ivy Road site and admits up to 45 in reception

 All pupils from Forest Hall Primary School and the former Ivy Road Primary School merge under Forest Hall Primary School at the Ivy Road site.

## Greenfields Primary School and Hazlewood Primary School

#### 1st September 2026:

- Greenfields Primary School admit to 30 in Reception
- Hazlewood Primary School admit to 45 in Reception
- Greenfields Primary School admit to 52 in Nursery
- Hazlewood Primary School admit to 26 in Nursery.

#### 1st September 2027

- Greenfields Primary School admit to 30 in Reception
- Hazlewood Primary School admit to 45 in Reception
- Greenfields Primary School admit to 52 in Nursery
- Hazlewood Primary School admit to 26 in Nursery.

#### 31st August 2028

Hazlewood Primary School closes to all pupils.

#### 1st September 2028

- Greenfields Primary School admit to 60 in Reception
- All pupils from Greenfields Primary School and the former Hazlewood Primary School merge under Greenfields Primary School at the Greenfields Primary School site.

#### 1.6 Decision options:

The following decision options are available for consideration by the Director of Children's Services in consultation with the Director of Resources and the Cabinet Member for Education, Inclusion, Employment and Skills:

#### Option 1

Accept the recommendations outlined in section 1.2 of this report.

#### Option 2

Not accept the recommendations outlined in section 1.2 of the report.

#### Option 3

Accept some of the recommendations outlined in section 1.2 of the report and instruct officers to undertake further work on proposals where recommendations are not accepted.

Option 1 is the recommended option.

### 1.7 Reasons for recommended option:

Option 1 is recommended for the following reasons:

- The Authority keeps under review the number of pupils attending each school and updates information each year about how many pupils are likely to be attending schools in the future. This is an important aspect of the Authority's function in planning school places across the Borough to ensure there are schools of a suitable size to meet local requirements and to provide the best possible education for the pupils they serve.
- The Authority recognises that school reorganisation of this nature will be of concern for local communities, however, the current position is not sustainable. Taking this into account, these proposals enable the Borough to have a system of education that will bring about the highest possible standards of education for all of the children of North Tyneside for the short, medium, and long term.
- Monkseaton Middle School: A potential viable alternative was presented during the consultation. Initial conversations have already taken place to explore its feasibility and additional time is required to explore it further. To enable this to happen it is recommended that the Authority does not formally

- publish proposals and therefore does not commence statutory consultation on proposals to close Monkseaton Middle School at this time.
- Langley First School and Appletree Gardens First School: A potential viable
  alternative was presented during the consultation. Initial conversations have
  already taken place to explore its feasibility and additional time is required to
  explore it further. To enable this to happen it is recommended that the
  Authority does not formally publish proposals and therefore does not
  commence statutory consultation on proposals to merge Langley First School
  and Appletree Gardens First School at this time.
- Ivy Road Primary School and Forest Hall Primary School: Under section 15 of
  the Education and Inspections Act 2006, the Authority is proposing the closure
  of Ivy Road Primary School on the basis that it is to be amalgamated with
  another school (Forest Hall Primary School). During the period of pre-publication
  consultation, no viable alternatives or options were presented, though all
  were carefully considered. Analysis of the alternative options are presented
  and responded to in Appendix 5.
- Hazlewood Primary School and Greenfields Primary School: Under section 15 of the Education and Inspections Act 2006, the Authority is proposing the closure of Hazlewood Primary School on the basis that it is to be amalgamated with another school (Greenfields Primary School). During the period of prepublication consultation, no viable alternatives or options were presented, though all were carefully considered. Analysis of the alternative options are presented and responded to in Appendix 7.

## 1.8 Appendices:

Appendix 1 – Monkseaton Middle School Stage 1 Pre-Publication Consultation Outcomes

Appendix 2 – Monkseaton Middle School Stage 1 Pre-Publication Consultation responses to free text questions

Appendix 3 – Langley and Appletree Stage 1 Pre-Publication Consultation Outcomes

Appendix 4 – Langley and Appletree Stage 1 Pre-Publication Consultation responses to free text questions

Appendix 5 - Forest Hall and Ivy Road Stage 1 Pre-Publication Consultation Outcomes

Appendix 6 – Forest Hall and Ivy Road Stage 1 Pre-Publication Consultation responses to free text questions

Appendix 7 – Greenfields and Hazlewood Stage 1 Pre-Publication Consultation Outcomes

Appendix 8 - Greenfields and Hazlewood Stage 1 Pre-Publication Consultation responses to free text questions

Appendix 9 – Monkseaton Middle School Stage 1 Pre-Publication Consultation Document

Appendix 10 – Monkseaton Middle School Stage 1 Pre-Publication Consultation Options and background data

Appendix 11 – Langley and Appletree Stage 1 Pre-Publication Consultation document

Appendix 12 – Langley and Appletree Stage 1 Pre-Publication Consultation Options and background data

Appendix 13 – Forest Hall and Ivy Road Stage 1 Pre-Publication Consultation document

Appendix 14 – Forest Hall and Ivy Road Stage 1 Pre-Publication Consultation Options and background data

Appendix 15 – Greenfields and Hazlewood Stage 1 Pre-Publication Consultation document

Appendix 16 – Greenfields and Hazlewood Stage 1 Pre-Publication Consultation Options and background data

Appendix 17 - Equality Impact Assessment updated 24 November 2025

#### 1.9 Contact officers:

Julie Firth, Director of Children Services, Tel: 0191 6431454 Jon Ritchie, Director of Resources, Tel: 0191 6435701

## 1.10 Background information

The following background papers/information have been used in the compilation of this report and are available at the office of the author:

- (1) <u>Review of Secondary School Provision Cabinet Report 14 October 2013</u>
- (2) <u>Education Review Cabinet Report 8 September 2014</u>
- (3) <u>Education Review Feedback from Prepublication Cabinet Report 10</u> <u>November 2014</u>
- (4) <u>Education Review Feedback from Publication Consultation 12 January</u> 2015

- (5) <u>Education Review Feedback from Publication Consultation</u> <u>Supplementary Report 12 January 2015</u>
- (6) Education Review Update Report 13 July 2015
- (7) Education Review Cabinet Report 11 July 2016
- (8) Education for North Tyneside Cabinet Report 10 July 2017
- (9) Education for North Tyneside Cabinet Report 30 July 2018
- (10) LGA Education Funding Report, House of Commons, 4 June 2019
- (11) Education for North Tyneside Cabinet Report 29 July 2019
- (12) Ambition for Education Cabinet Report 25 January 2021
- (13) <u>Ambition for Education Strategy 2020 2024</u>
- (14) SEND Inclusion Strategy 2021 2024
- (15) <u>Ambition for Education Cabinet Report 20 September 2021</u>
- (16) North Tyneside Council Local Area SEND Ofsted Inspection
- (17) <u>Special Educational Needs and Disabilities (SEND) and Alternative</u>
  <u>Provision (AP) Improvement Plan</u>
- (18) Ambition for Education Cabinet Report 21 September 2022
- (19) Ambition for Education Cabinet Report 18 September 2023
- (20) Strategic Education Review Update Cabinet Report 9 September 2024
- (21) Ambition for Education Update Cabinet Report 16 September 2024
- (22) <u>Delegated Decision Report 6 November 2024</u>
- (23) Strategic Education Review Update Cabinet Report 19 December 2024

- (24) <u>Department for Education Guidance: Opening and closing maintained</u> <u>schools</u> (October 2024)
- (25) <u>Strategic Education Review Update Cabinet Report 22 September 202</u>5
- (26) <u>Ambition for Education Update Cabinet Report 22 September 202</u>5

#### PART 2 - COMPLIANCE WITH PRINCIPLES OF DECISION MAKING

#### 2.1 Finance and other resources

Schools continue to face financial challenges and the Authority is working with them to deal with those challenges. The Dedicated Schools Grant (DSG) is a ring-fenced grant that reflects overall School financial position deficits as well as the financial position of the High Needs Block.

As previously reported to Cabinet, High Needs ended 2024/25 with an overall pressure of £11.502m. The Authority is currently in the third year of the DSG Management Plan, agreed with the Department for Education, which will address the financial position of the High Needs Block and the deficit balance will be funded through the "safety valve" intervention programme as long as the plan is achieved.

Any future proposals because of national policy or local decisions that have financial implications will be brought to Cabinet as appropriate. The High Needs position and updates on the management plan will continue to be reported bi-monthly as part of the performance and financial management report and longer-term impacts are being considered as part of the 2026 – 2030 medium term financial plan.

Whilst school budgets are set and agreed by Governing Bodies, for maintained schools in the Borough the Authority must recognise the cumulative balances on its balance sheet each year. As set out in the body of the report, at 31 March 2025 there were 20 maintained schools within a cumulative deficit of £14.220m, with one deficit school becoming an academy during 2024/25. This was offset by 37 maintained schools with a cumulative surplus of £9.883m leaving school balances at the end of the financial year in a net deficit of £4.337m.

The budget plans submitted by schools indicated a deteriorating forecast position, with the cumulative deficits forecast to increase to £19.564m by 31 March 2026. After taking into account surplus balances from schools, this gave a forecast net deficit position of £14.918m.

The actual deficit or surplus by the end of the financial year will be dependent on the outturn of the maintained schools, as well as any schools that convert to academy status during the year. The first budget monitoring returns for the current financial year from schools, known as Budget

Monitoring 1 which is based on the position at the end of August, have been received in draft from schools. This shows a slightly improved position, but the cumulative deficit year-end position is still forecast to be significant, at £12.979m.

An underlying feature of the proposals contained in the initial Cabinet proposals from September 2025 and this Delegated Decision report is the financial sustainability of the education system. The proposals as set out in this report are, in part, intended to address the additional surplus places that are forecast over the medium term, as well as the building conditions at Hazlewood Primary School.

The alternative option that has been proposed for Monkseaton Middle School has been assessed from a financial perspective, as well as whether it is viable from an educational perspective. Initial modelling put forward by the school leadership indicates that it would deliver a balanced financial position over the 3-year planning horizon if taken forward as proposed.

In terms of academisation, the treatment of the schools' balances at the point of conversion will be dependent on a number of factors. In general, surplus balances would transfer with the school. Where the school is in deficit, the treatment will be dependent on the specific circumstances. In summary, where the academisation is mandated by the DfE (due to an academy order having been issued) the deficit would crystallise and become the responsibility of the Authority (on the General Fund rather than DSG). This would have a revenue impact in year rather than being held on the balance sheet, so would need to be factored into the setting of the Authority's annual budget and medium-term financial plan. Where there is a deficit and the academisation was undertaken on a voluntary basis, the deficit would generally transfer with the school to the academy trust.

In the event of a closure, the default position from the DfE is that the local authority would be responsible for the resulting deficit – to be borne by council tax/general fund resources.

It should also be noted that in the event of a closure announcement, it is highly likely that the size of the deficit will grow, for example due to falling pupil numbers, staff departures (requiring interim/supply teachers) and potentially redundancy costs. This cannot be quantified at present.

Discussions will continue with senior Government officials about further support and/or accounting flexibilities that may be made available to the Authority.

### 2.2 Legal

The Authority has a legal duty (by virtue of s.13A Education Act 1996) to ensure that its education functions are exercised with a view to:

- promoting high standards
- · ensuring fair access to opportunity and,
- promoting the fulfilment of the learning potential of every child.

In proposing and considering the closure of a school, the Authority must follow the DfE's statutory guidance for Proposers and Decision Makers:

Opening and Closing Maintained Schools October 2024 and act in accordance with the relevant legislation (The Education and Inspections Act 2006, Part 2 and Schedule 2 and The School Organisation (Establishment and Discontinuance of Schools) Regulations 2014).

The school closure statutory guidance also applies where the Authority publishes a proposal to close one or more schools and enlarge or change the age range or transfer the site of an existing school to accommodate the displaced pupils. The remaining school would retain its original school number, as it is not a new school, even if there have been changes – this is sometimes referred to as a merger. Where those changes require the statutory alterations process to be followed this must be undertaken and the DfE's statutory guidance for Proposers and Decision Makers: Making Significant Changes ('Prescribed Alterations') to Maintained Schools (August 2025) must be followed.

## 2.3 Consultation / community engagement

#### 2.3.1 Internal Consultation

The matter has been part of discussions with Mayor and Cabinet over a number of years and formally reported to Cabinet. Specific conversations about this consultation took place with the Cabinet Member for Education, Inclusion, Employment and Skills as part of consultation by the Director Children's Services and Director of Resources, prior to reaching a decision.

## 2.3.2 External Consultation/Engagement

- Please see Appendices 1-8 for further details on consultation and engagement
- The Authority is very keen to work in partnership and have a collegiate approach to working with the schools to overcome challenges and make the most of opportunities.
- Discussion with Headteachers at meetings, individually and in partnership groups and through Headteacher representative Groups over the last two years
- Briefings and reports to Headteachers
- Discussions with Headteacher and Governors in the planning area and across North Tyneside over the last decade
- Representations have been made on several occasions to the DfE and the Ministry of Housing, Communities and Local Government (MHCLG) and the Authority has written to both departments asking for their help and views.
- Parental information sessions including two sessions on each of the following evenings:
  - o 8 October Appletree/Langley
  - o 9 October Monkseaton Middle School
  - o 15 October Forest Hall/ Ivy Road
  - o 22 October Hazlewood/ Greenfields
  - o Online meetings with smaller parent groups
- The pre-publication consultation ran from 2 October 2025 to 13 November 2025 and involved engagement all relevant stakeholders as summarised in Appendix 1, 3, 5 and 7.

## 2.4 Human rights

This report has been prepared having regard to Article 2 of the First Protocol of the Human Rights Act 1998 and a person's right to have an effective education.

## 2.5 Equalities and diversity

Any consultation will involve a broad range of stakeholders and will ensure that equality and diversity issues are represented and considered to ensure fair and equal treatment of pupils, parents/carers and staff in North Tyneside schools.

An Equality Impact Assessment (EqIA) has been undertaken and shows 'due regard' to the potential impacts on those with the following protected characteristics: age, disability gender reassignment, pregnancy and maternity, race, religion or belief, sexual orientation, carers, and socioeconomic disadvantage. This has been updated and is appended to the report at Appendix 17.

Change can be particularly challenging for children and young people with Special Educational Needs and Disabilities (SEND), including those with SEN Support Plans and Education Health and Care Plans. School leaders, education services and support networks will work with children, young people and families to have in place the transitional support needed, which is thoughtful and inclusive for every child.

#### Support may include:

- Personalised transition plans for children who need them, developed in collaboration with families, and both current and future schools. Plans may include support, for example, from Education North Tyneside, SEND Support Service, SEND Information and Advice Support Service (SENDIASS), Educational Psychology, North Tyneside Parent Carer Forum, Connect Mental Health and Specialist Teaching Teams.
- Visual timetables often help, and sensory-friendly tours, and other tools can reduce anxiety and help children and young people feel prepared
- Familiar staff who know children well will be involved in handover planning
- The Authority would work with school leaders to offer transition days to help children meet new teachers and explore new environments.
- Assistance with travel may be available in specific circumstances and each child's circumstances will be considered individually.

## 2.6 Risk management

Any consultation will be carefully managed and evaluated in line with statutory guidance and taking account the views of consultees in order to minimise and mitigate risks.

#### 2.7 Crime and disorder

There are no crime and disorder implications arising directly from this report.

## 2.8 Environment and sustainability

There are no environment and sustainability implications arising directly from this report. Any environmental and sustainability implications arising from the consultation proposal will be duly considered.

#### PART 3 - SIGN OFF

•	Chief Executive	Х
	•	

- Mayor/Cabinet Member(s) x
- Chief Finance Officer X
- Monitoring Officer
   X

Χ

 Interim Director of Corporate Strategy and Customer Service