

THE PLANNING OF EDUCATIONAL FACILITIES IN NEW TOWNS

VOLUME ONE

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by

ZOHREH ABDI-DANESHPOUR

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ABSTRACT

PLANNING FOR EDUCATIONAL FACILITIES IN NEW TOWNS

The aim of this study is to analyse the nature of educational facilities planning processes in new towns; how these processes are influenced by the framework of procedures at central and local government, Development Corporation and church authority levels; to contribute to the understanding of the effects of overall new town development upon the planning and provision of educational facilities and to suggest alternative measures to deal with and avoid the problem situations that were observed in this study.

The first step towards achieving these aims involved a review of the statutory, administrative and financial characteristics of the authorities involved in the planning and provision of educational facilities in new towns, including their links and their liabilities towards each other. The second stage of exploration was a comparison of the twenty-one English new towns in terms of their overall population, pupil population, education, housing and socio-economic characteristics, with the underlying aims of, (a) devising a conceptual framework for this study and, (b) selecting appropriate case-studies to permit the study of problems in depth. The three case-studies were selected on the basis of their dissimilarities, against such variables as (i) belonging to a different stage of new town development, (ii) overall population, pupil population and educational system characteristics, (iii) experiencing different planning and management arrangements. The next stage of exploration involved an historical analysis which considered the relations between the educational facilities structure of each case-study in conjunction with the overall development of the new town, in particular its housing and employment structures. The method adopted was the identification and selection of major Decision/Problem areas within the educational facilities structure of each new town followed by an analysis of the causes and consequences of problem situations.

It became apparent that in spite of the differences between the three case-studies (the essential basis upon which they were originally selected), they shared some common Decision/Problem areas. These similarities occurred in spite of the different methods that were adopted by the relevant authorities to tackle the problem situations. The analysis of the three case-studies confirmed the conceptual framework adopted in the second stage. It was concluded that the economic situation of a new town has such an impact upon its housing and educational facilities structures, that without a comprehensive approach to these interrelated problems and without a guarantee by the Government about the provision of necessary job opportunities and steady development of the new towns, the kind of problems that have been created in the education systems of these new towns can not be solved. This is because these are not purely educational problems and their resolution goes far beyond educational policies and regulations. The approach advocated in this study is aimed at a proper understanding of educational problems by the authorities involved in educational facilities planning of new towns and the achievement of the recognition of official responsibility for all aspects of new town development by the Government, not just during the development period of new towns, but also in dealing with problems inherent in interrupted development programmes and declining populations. At the same time this study revealed that there is a need for more co-operation between all the involved authorities and that there is a need for some changes in some educational statutes, policies and regulations which have imposed constraints upon a more rational planning process for educational facilities.

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INTRODUCTIONThe Subject Matter:

The responsibility for the overall planning of New Towns resides with the Development Corporations while the provision of educational facilities in New Towns is the responsibility of Local Education Authorities (LEAs). This implies that educational facilities planning and decision-making in New Towns has had to be subject to changes external to the New Town as well as to internal changes. This has created a more complex planning and decision-making process for educational facilities in New Towns than is the case for other kinds of urban settlement. This means that for planning educational facilities in New Towns the activities transcend the boundaries of local authorities and become a matter between Development Corporations and LEAs. The importance of this is that these two authorities are not linked by any hierarchical control relationships and commitment to joint action emerges as adjustments between their programmes, plans and policies.

This leads us to consider educational facilities planning and decision-making in New Towns as an inter-organisational process. Because of the British education system and the nature of the 'mixed' economy of Britain these organisations include public, voluntary and private sector agencies. Thus by analysing the way in which educational facilities planning processes in New Towns operate over time, the relationships that exist between New Town Plan formulation/implementation and educational facilities Plan formulation/implementation in an inter-organisational environment should be revealed. To this end, there are some aspects that must be given due consideration, viz:-

(a) Differing and sometimes contradictory aims of the different

authorities and organisations involved.

- (b) The limitations upon the activities of public authorities as a result of both statutory procedures at central and local level and the limitations caused by the unpredictable nature of the activities of the private sector (in industry and housing).
- (c) Decision areas which are the responsibility of the education authorities (i.e., those which relate to developments in the education process) are isolated from those which relate to the decision areas of the New Town Development Corporation (i.e., those which relate to timing of development, its location, nature, size, form and associated infrastructure provision). It is important to find the extent to which, and in what conditions, these two decision areas overlap.
- (d) Limitations to the interactions amongst the different authorities and organisations involved at various stages of educational facilities planning processes stem mainly from the fact that there is no form of statutory prescription for these kinds of relations. Thus it will be necessary to clarify when and how the need has been felt for more coordination between the individuals and the organisations who are engaged in taking both the complex long-term and the day-to-day decisions in order to reach common policy agreements.

It is believed that this feature of New Towns has been little studied and thus has attracted the attention of this researcher.

Aims of the Study:

When carrying out studies concerned with the analysis of planning processes for public facilities, such as educational provision, due consideration must be given to the structural relations. The meaning

and interpretation of educational facilities planning and provision is established by discovering its relations to the wider structures of which it is a part. In this way the interrelatedness of problems (or in other words the causes of problems) in the job market, housing market and educational facilities structure can be disclosed.

Educational facilities provision is closely related to the planning, programming and building of houses. The special situation in New Towns, where the building of a substantial number of houses is axiomatic, requires even more co-ordination between education and housing than is the case in the older urban areas. The importance of this co-ordination at New Town level is to an extent reflected in the School Building Programmes required by the Department of Education and Science (DES) from the LEAs. With the movement of population into the New Towns, one of the main problems to be resolved is the co-ordination of housing with its associated services and with such other structures of the urban settlement as the employment structure.

The importance of analysing educational facilities planning and provision in concert not only with housing structures of New Towns but their overall development policies and especially their employment structure stems from the close relations between job opportunities and housing development. The problem is that the housing market and the job market are not always congruent: the houses may be available but jobs may be declining locally or there may be approximate parity between jobs and houses but the houses may be left unoccupied. Similarly, the job market may not fit the skills available in the local market.

Thus it can be said that it is not only the co-ordination between housing programmes and educational facilities programmes that may guarantee the achievement of a problem-free planning process for educational facilities in the New Towns. The underlying purpose behind

the consideration and importance given to the housing, employment and population structure of the selected New Towns is that the planning and provision of educational facilities is so dependent on such factors.

From the sectoral perspective of housing, various social and economic aspects of housing can be examined. It is realised that the pattern of mobility varies for the different sectors of housing (broadly divided into rented and owner-occupied) and that some sections of the urban settlement (e.g. New Towns) are typically occupied by specific socio-economic groups. For the potential migrant household the choice of tenure depends upon their economic circumstances, the stage in their life cycle, their preferences, the relative cost of different tenures, and most importantly, access to loan funds. One of the results of the sectoral housing structure is the difference between the age-structure, movement patterns and socio-economic structure of their tenants.

The measurement and forecasting of changes in population are very important in the two areas of education and New Town planning. In fact the most extensive use of population forecasts is in education planning and in New Towns it is important in that it provides the basis for determining the total requirements for land use and the more specific demands for the future housing stock, employment and school provision.

In education planning, the components of population structure that affect the nature and extent of school places are as follows:-

- (a) The actual rate of population increase (or decrease),
- (b) The demographic structure of the population,
- (c) The household size, and
- (d) The household composition.

Thus the usefulness of both education and New Town planning procedures, in many cases, hinges largely on the reliability of the

forecasts for the future population structure.

Having said this, the broad aim of this study is to discover how the educational facilities planning processes in New Towns work, to explore how the nature of these procedures are influenced by the framework of overall New Town development processes and procedures and to investigate the nature and extent of problems created during such processes.

Methods:

To achieve these aims and objectives the method adopted is the selection of a number of New Towns as Case Studies with the intention of preparing detailed descriptions of histories of selected problem situations, specific analysis of historical processes and events and the discovery of laws governing relevant planning practices and processes.

By using a historical approach it will be possible to define the way in which educational facilities planning decisions are formulated and (selected) problem situations are tackled at each point in time. Also, it will be possible to analyse the formation of educational facilities structures as part of a process of development and clarify the fact that urban planning is not and cannot be a simple homeostatic phenomenon, but is an ever changing historical process in response to ever changing urban contradictions (or problems areas). Since urban areas are continually being shaped and re-shaped it will be imperative to respond to the dynamics of urban problems and to the dynamic responses reflected in the various forms of urban planning.

Given this, an attempt will be made in this study to proceed by focusing on problems that have arisen in the field of New Town educational facilities provision and the whole range of possible actions by LEAs, Development Corporations, Church Authorities, or by any other public

(or private) body (at local and central level) which may have been involved at any point in time, and which may have influenced, by their interaction, the process of change in New Town educational facilities systems.

Case Material/Sources of Information:

The relevant explorations for this study must be carried out at three levels:-

- (a) Exploring the physical provision of New Town educational facilities over time (especially at relevant points in time), such as school premises, pupils and catchment areas of the schools.
- (b) Exploring the primary proposals, both related to New Town educational facilities and New Town development.
- (c) Exploring the decision-making processes adopted by the relevant authorities.

The source of information for the first set of exploratory activities are the (school) population surveys and projections and housing surveys and projections carried out by the LEA, Development Corporation or the relevant Borough or District Councils. The source of information for the second course of exploration is the different planning proposals for the New Towns, e.g. Development Plans for Education, Annual School Building Programmes (both prepared by the LEAs), Outline, or Master Plan for the New Town, Housing Programmes, Regional and Sub-Regional plans for the area comprising the New Town, the Annual Reports of the Development Corporations, etc. These are mostly published documents and are not confidential. The source of information for the last course of explorations are the official documents (e.g. Minutes and Agendas of the Education Committee and Sub-Committees, the working papers prepared by the local education departments) accumulated as a result of the joint (or independent) activities

of the agencies and individuals involved in the planning of and decision-making for the New Towns' educational facilities (since the designation of each of the selected case studies). It must be pointed out that the scope and depth of this study must rely on the availability of relevant historical documents (both official documents like the Education Committee Minutes, and unofficial ones like the Development Plans for the New Towns).

Structure of the Thesis:

To achieve the aims and intentions of this study, this thesis has been divided into Six Chapters.

The first chapter presents a series of perspectives into institutional characteristics of the organisations that are relevant to the scope of this study. This chapter also describes the relationships between the main organisations involved in educational facilities decision-making processes in New Towns, namely the LEAs and the Development Corporations. The purpose is to identify the statutory responsibilities and duties as well as limitations upon the activities of the authorities and organisations involved in the planning and the provision of educational facilities in New Towns. This is to disclose not only the specific powers and duties of each of the authorities but also to explore these powers and duties in relation to those of other authorities.

Chapter Two focuses on the causes and consequences of the differences between the New Towns in terms of their pupil population characteristics, with a view to exploring the forces responsible for such differences. This general view of the pupil (and total) population characteristics of the New Towns and the factors affecting the changes in their pupil population size and structure can satisfy three purposes:-

- (a) To provide a framework for analysing these characteristics and to give an overall idea of the varying degrees of need for educational facilities.
- (b) To provide a tool for selecting case-studies from among the twenty-one English New Towns. This selection will be carried out with the aim of selecting a number of New Towns which are as dissimilar as possible, given the selected variables.
- (c) To provide a framework for generalising the findings of this chapter.

Following the selection of case-studies as a result of the approach adopted in Chapter Two, Chapters Three to Five of this study are concerned with analysing educational facilities planning processes in each of the three selected case-studies. A review of the overall developments in the three case-studies since their designation gives some insight into the way in which educational facilities planning in the New Towns has evolved as well as a picture of planning practice in the New Towns.

The three chapters have almost the same structure, but are varied to accommodate differences between the three individual case examples. In each case, the adopted sequence is oriented towards finding the overall pattern of planning and decision-making in the New Town concerned, by selecting the major decision/problem areas within their education structure throughout the development of the New Town, their links, the causes and consequences, the impinging constraints and uncertainties and the methods adopted by the authorities to tackle each set of problem situations.

The aims and objectives of these chapters implied that an attempt had to be made to explore the discrepancy between the proposed actions and the achieved outcomes.

Although this study has relied upon the use of historical published or official unpublished material, interviews have been carried out with the threefold purpose of, (a) obtaining a general picture of the system in each case, (b) finding the kind of operational problems that faced the officers throughout the process, and (c) considering that there is not a statutory requirement for a joint machinery for educational facilities planning in the New Towns, to disclose the kind and nature of their joint co-operation for the purposes of the planning and the provision of educational facilities in the selected case-studies.

In the final chapter, i.e. Six, an attempt will be made to develop the analysis of the three case-studies at a more general level. The first purpose of this chapter is to compare the similarities or dissimilarities found between the decision problems as identified in each case-study, as well as to compare the forces impinging upon each stage of policy formulation and implementation. The next task of this chapter is to briefly look forward, on the basis of the insight gained through the historical review of the three case-studies. Finally, comments will be made upon the problems faced by this study and the implications of such problems and limitations upon both the furtherance of research in fields which are the responsibility of public authorities and upon the activities of the public authority officers themselves.

CHAPTER ONE

THE EDUCATION STRUCTURE

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The broad aim of this Chapter is to review the structure of the British education system. To this end it is necessary to study the functions and responsibilities of the relevant authorities (at both central and local level) and their relationships in respect of:

- (a) Legislative aspects,
- (b) Administrative aspects, and
- (c) Financial aspects.

The responsibility for the provision of education is shared between central and local governments as is the financing of the education service. At Central Government level the department responsible for education planning matters is the Department of Education and Science (DES), but it plays a minor part in financing the service other than through the distribution of exchequer monies. The major allocators of educational finance are the Exchequer and the Department of Environment (DoE). At the local level, the provision of education is shared between local education authorities (LEAs) and voluntary organisations (mainly the Roman Catholic Church and the Anglican Church).

Considering the scope of this study, i.e., the planning and the provision of educational facilities in the new towns of England, due attention must be paid to the fact that under the New Towns Act, 1944, the provision of educational facilities in new towns rests with the relevant established LEAs.

So far as the general aspects of the education system are concerned, the issues that will be discussed in this chapter will apply to all areas whether with or without a new town. In fact it has been generally assumed that the impact of new towns is more notable in relation to:

- The planning processes at the local education department level rather than the education committee or education sub-committee level,
- The speed of provision of schools in the new town areas, and the impact of this upon the overall education system of the locality,
- The provision of schools ahead of need in new towns, and the impact of this upon the overall education system of the locality,
- The provision of schools in advance of the additional rate income and Rate Support Grant (RSG) which the new population (incoming to the new town) would generate.

With the above factors in mind, this Chapter has been divided into six sections. Section "One" sets out to define what is meant by "educational facilities planning" in new towns as an aid to understanding further the aims of the study. Section "Two" gives a brief introduction to the British education system and its development since the second world war. The "Third" Section deals with the statutory powers and duties of central and local authorities and other participants in the processes. Section "Four" concentrates on the administrative aspect of the education service at both central and local level. Section "Five" deals with perhaps the most important part of the education service, i.e., its financing. The last section, i.e., Section "Six", tries to relate the financial arrangements at new town level with those of the local authorities in whose areas the new towns are situated.

1.1 DEFINING "EDUCATIONAL FACILITIES PLANNING" IN NEW TOWNS

The first question that can be posed is: What is educational facilities planning?

An educational facilities planning process can be part of the overall educational planning process, a process that comprises curriculum planning, physical planning, financial planning and administrative planning.

But does educational facilities planning, per se, in new towns consist of a body of knowledge in its own right, or is it merely part of an urban development planning process? Under the Provisions of the New Towns Act, 1946, the definition of LEAs as the bodies responsible for the education service means that the planning and the provision of educational facilities in new towns are neither separate from the educational processes outside them, nor can they be regarded as merely a part of physical development of a new town.

Thus, it is possible to identify two primary influences upon educational facilities planning in new towns. One relates more to internal educational policy factors such as, cost limitations to school building programmes (and individual schools), procedures and standards laid down by Central Government and administrative relations within the education system. The other covers those aspects of educational facilities building that are more related to urban development and change and are affected by mechanisms outside the education system.

Although this study holds the view that the two facets of educational facilities planning which were identified above are hardly separate, due to the area of concern of this study the emphasis will be placed more on the latter. This is in accordance with the aim of analysing (a) the programming, building and managing of the schools in new towns, and (b) the co-ordination of educational facilities building and the developmental policies of the new towns.

1.2 INTRODUCTION TO THE BRITISH EDUCATION SYSTEM

The British education system has many facets and different patterns. This is partly due to the absence of a comprehensive national plan for education and partly due to the division of the system into, (a) publicly maintained education which has three major

and different sources of finance¹ and which embraces the two sectors of schools provided by the LEAs and by the voluntary organisations, and (b) the private schools. The separate parts of the system have grown up at different times. They have also different aims and objectives and accordingly correspond to different demands.

Initially, the State became involved in the provision of education in the first half of the 19th century (in England). The sponsorship of education by the Christian Churches has a longer history. The contribution of local authorities towards the running costs of Church schools began in 1902 and local authorities' aid towards their capital expenditure in 1936. It was the 1944 Education Act that provided for Government grant towards a large part of the capital costs of the maintenance and general renewal of the schools, as well as for local authority funding of normal running costs. These were, in a way, in return for the involvement of Government in the planning and administration of the Church schools.

Moves towards regulating the education service as a whole were taken by the passage of the 1944 Education Act. A Minister of Education (MOE) was appointed and a reform of the system of local administration and of the dual system of voluntary and county schools was proposed by the Act. One of the provisions of the Act was to structure education as a continuous process conducted by three successive stages of "primary", "secondary" and "further". In each of these stages the education authorities were given specific duties as well as wide powers. With this, the distinction that existed between the different educational institutions for older children had gone, and the term "secondary education" was used more generally.

An area of uncertainty which was brought about by the Act was in regard to the organisation of secondary education. It was left to the

LEAs to make their own plans. The Act says that so far as possible all children should receive the type of education best suited to their abilities and aptitudes, and this was interpreted to mean the provision of separate types of schools: Grammar, Modern and Technical schools.

There were other changes (or reforms) brought about by the Act and some will be discussed in the forthcoming section of this chapter in an appropriate sequence. Amongst these, the provision for raising the school leaving age (RSLA) from 14 to 15 (and later to 16) and the abolition of fees for secondary education can be regarded as important, for they have widespread effects upon the education system in that they can affect the numbers of both schools and pupils.

By no means all the reforms contemplated by the Act were achieved immediately: many of them required a good deal of time and considerable resources before they could begin to operate. One major hindrance was that the problems caused by the second world war and wartime restrictions remained for several years after the cessation of hostilities.

The Labour Government of 1965-1970 decided to replace the 1944 basic Education Act with a new comprehensive Act, but their plans were terminated by their general election defeat in 1970. Although later there were some attempts by both political parties to expand or change the system, by legislation or by instructions to LEAs, a major Act substituting the 1944 has not been produced.

The changes to the education system since 1944, either through legislation or instruction: i.e., the changing structure of educational administration and educational financing, will be discussed in the forthcoming sections of this chapter.

The most recent Education Act, i.e., the 1980 Act, undoubtedly alters the legal framework of the education system significantly and

provides further evidence of polarisation between the major political parties on issues of educational policy,² but consideration of this falls outside the timescale of this study. Nevertheless, for the purposes of the future outlook this Act will be briefly reviewed.

1.3 THE STATUTORY POWERS AND DUTIES

The British education system "is a diffuse pattern of power and control".³ It is the duty of the LEAs to make adequate educational provision for the child population of their areas. They share this with the voluntary organisations. Below them are the managers or governors of the schools and in some cases the head teachers who have certain powers and duties. This, of course, does not mean that Central Government lacks extensive powers to control the education system generally and the LEAs in particular.

One observer has described the relationship between the two, i.e., the DES and the LEAs, as based partially on mutual needs and partially on mutual mistrust. Their mutual needs are in preserving and promoting the education system as a viable effective enterprise. While this is implied in law through complementary duties and responsibilities, the statutes do not define practices for co-operation.²

Outside the formal structure of control are other bodies who may, in one way or another, exert influence upon the policies and administration of the service. These may either be at local or national level, and may be formally established or arise as an informal pressure group. They may vary from the Central Advisory Council for Education to parent-teacher associations. There are also the politicians and the parties at local and national level, who may control the LEAs and whose parliamentary representatives form the government of the day. Their importance lies in the fact that the determination of new party policy can change the organisation and administration of education.

Interacting with the permanent officials of the education service, at both local and central level, these groups (and individuals) form the policy-makers of the service.

This section deals with those policy-makers whose duties and responsibilities have been prescribed by statute.

1.3.1 Responsibilities at Central Government Level

The authority responsible for education at Central Government level is the DES. One of the major changes brought forward in the education system by the 1944 Education Act was the appointment of a powerful Minister⁴ to take over the old Board of Education and to have powers of direction and control over the local authorities.

There is disagreement between British education analysts about the extent of the powers of the Secretary of State and these can only be assessed in relation to the powers at local level for educational provision.

It is appropriate to list a few of the ways in which the Secretary of State has been given powers which may be in conflict with, or complementary to, the power of the LEAs:

- (a) The Secretary of State may decide to which school a particular child may go in the case of a dispute between the authority and the parent (Section 37 of 1944 Act);
- (b) The Secretary of State may direct an authority to provide transport for the purpose of facilitating the attendance of pupils at schools or classes (Section 55 of 1944 Act);
- (c) The Secretary of State has power to give grants to bodies other than LEAs, for the purpose of educational services or educational research (Section 100);
- (d) The Secretary of State may pay the fees and expenses of individual

- pupils attending schools at which fees are payable (Section 100);
- (e) The Secretary of State may pay half (by 1944 Act, now 85 per cent) the cost of repairs and alterations of "aided" schools and "special agreement" schools, and may make loans to the managers of such schools (Section 102-105 of the 1944 Act).

And also other powers such as:

- (f) As an ultimate sanction of Central Government, under Section 99 of the 1944 Act the Secretary of State is able to order an LEA to fulfil a statutory duty;
- (g) Section 93 of the same Act enables the Secretary of State to make directions for a Local Inquiry (when opening or closing a school);
- (h) Section 42 of the Act requires LEAs to submit schemes for further education for his approval as part of the expected programme of post-war development;
- (i) Section 13 of the Act makes the Secretary of State adjudicator on appeals by objectors to Local Authority plans for the opening or closing of schools.^{5,6}

The powers of the Secretary of State for Education can be classified into three substantive areas. The first are delegated legislative powers, the second are executive powers, and the third are adjudicatory powers. These powers are vested in the Secretary of State by Parliament and enable him:

- (a) To determine policy;
- (b) To issue regulations and rules; and
- (c) To settle national policy, in cases in which the exercise of local discretion specifically requires Ministerial confirmation.

These three categories of Ministerial power will be discussed in turn.

1.3.1.1 The Power to Determine Policy

As a member of the Government the Secretary of State for Education

determines and influences policies in relation to the education service. Also, by Local Education orders he can define LEAs' duties with respect to the measures they must take to ensure that there shall be sufficient primary and secondary school places available within their areas.

1.3.1.2 The Power to Issue Regulations

The 1944 Education Act and the subsequent Acts are supported, amplified and explained by a number of different documents. These contain rules and regulations for LEAs' conduct as well as major policy issues. It must be added that new legislation usually brings with it new regulations and new rules.

In general the regulations can be classified into three categories, according to their nature and their task. These are as follows:

- (a) Policy directives, like circular 10/65 by which the Government announced its objectives to end selection at eleven plus and to eliminate separatism in secondary education;
- (b) Rules and regulations of conduct (by LEAs), e.g., changes brought forward by DES circular 13/68 and later by circular 13/74 in relation to the procedures for the submission of school building programmes. The provisions of Section 14 of the 1980 Education Act abolished the requirement under Section 13(6) of the 1944 Education Act and implies significant changes in the elaborate building programme procedures of DES circular 13/74; and
- (c) The Secretary of State for Education has power under Section 10 of the 1944 Education Act to prescribe the standards to which the premises for educational facilities maintained by LEAs are to conform.⁵ For many years a formula provided the cost limit for every size and type of educational facility, which could only be exceeded in special circumstances, such as bad condition of the building site.

1.3.1.3 The Power to Settle National Policy

These powers are mainly adjudicatory powers. The powers which are vested by the 1944 Act, Section 67, enable the Secretary of State to settle disputes between the other partners of the service and the powers under Section 68 of the same Act enables him (her) to stop a Local Authority from acting unreasonably (the latter can be interpreted as a quasi-judicial power).

1.3.2 Responsibilities at Local Government Level

Powers and duties at the local level are fragmented and in the hands of a number of different authorities, either directly in relation to educational planning and provision or indirectly.

In order to introduce these varied authorities it is appropriate first to review two sets of factors. The first description indicates the multiplicity of the levels of educational administration at local level and the changing picture since 1944. The second description indicates that the provision of maintained education is a joint venture between the two different sets of authorities, i.e., the LEAs and the two Church authorities (Roman Catholic Church and the Church of England).

First, it is appropriate to review briefly the multiple structures of local education administration throughout the years since the passage of the 1944 Education Act.

Under the 1944 Act the new education authorities were to be the County Councils and the County Borough Council.⁷ Thus it was that the Act brought to an end the sharing of functions between two authorities in one area. Also, the Act provided for the delegation of some responsibility for primary and secondary education to second-tier authorities, i.e., Municipal Boroughs or Urban Districts, or to ad hoc bodies to be known as Divisional Executives. The second-tier authorities with

delegated responsibilities for education were known as "Excepted Districts".

In fact in 1944 the Minister⁴ called for counties to review their administration, bearing in mind the needs of different parts of their areas. Subsequently some counties set up a system of Divisional Administration for the whole of their area (e.g., Lancashire), some for particular parts and some were allowed to proceed without that scheme.

With Local Government Reorganisation in 1974⁷ the Divisional Administration level and the Excepted Districts were eliminated. Accordingly, it was decided that the education service should be the responsibility of 39 non-metropolitan counties and some 36 Districts within the six metropolitan counties: a 2-tier system of education.

Despite structural changes after Local Government Reorganisation, local education administration did retain the two statutory requirements, i.e., Education Committees and the Chief Education Officers. On the other hand the structural reforms provided the opportunity for a change of management ethos in local authorities and the implementation of many of the ideas of the Maud Committee,⁸ as re-interpreted and modified by the Bains Committee.⁹ Generally speaking, these ideas were about the need for corporate objectives and planning and priorities for the overall aims of the authority. One of the hindrances to the implementation of these ideas has been the coincidence of these reforms with more severe economic difficulties for the Country and the consequent constraint on public expenditure.¹⁰

The second factor which needs clarification is the types of schools that are maintained by the LEAs. There are two broad types, (a) the county schools which are provided, financed and managed totally by the government, and (b) the voluntary schools, the majority of which are either Roman Catholic schools or Church of England schools. The

provision, financing and management, according to specific laws, are shared between the LEAs and the Church authorities.

Bearing these two sets of factors in mind, it is now possible to divide the description of "powers and duties at the local level" between the different bodies as identified above and which can be conveniently listed as follows:

- (a) The LEAs. This will include:
 - i) The Education Committee and Sub-committees (at County, County Borough and Divisional Administration levels);
 - ii) The Local Education Department (at County, County Borough, District and Divisional Administration levels).
- (b) The voluntary organisations. The concentration will be upon:
 - i) The Roman Catholic Authorities, and
 - ii) The Church of England Authorities.

1.3.2.1 The Powers and Duties of the LEAs

Considering the historical perspective of this study, attention must be given to the pre-1974 division of responsibility and duty between County, County Borough and Divisional Administration Education Authorities and the post-1974 division at non-metropolitan county level between the County Education Authority and District Education Office.

(i) The Education Committee

According to Law, the LEA for each county is the council of the county, and before 1974, for each County Borough the council of the county borough.

The 1944 Act made it the responsibility of LEAs to provide for primary and secondary education for all those between the ages of 5-15 (since 1972/3 it is from the age of 5 to 16). Their powers can be listed as follows:

- (a) To establish a new school, to maintain as a county school a school

- not at the time such a school or to cease to maintain a school (Section 13 of the 1944 Act);
- (b) To arrange for grouping of schools under one management (Section 20 of the 1944 Act);
 - (c) To give directions as to the use of the premises of a voluntary school subject to the limitations imposed by the Act (Section 22 of the 1944 Act);
 - (d) To inspect the maintained schools (Section 73 of the Act);
 - (e) Purchasing compulsorily the land necessary for approved educational purposes (Section 90 of the Act);
 - (f) To make grants and to pay expenses of children to enable them to participate in local school activities or to attend independent schools (Section 81 of the Act);
 - (g) To make such provisions for conducting or assisting the conduct of research as appears to them desirable for improving the educational facilities provided for their area (Section 82 of the Act).

Also, the duties of a LEA may be summarised as follows (the selection is based upon the scope of this study):

- (a) To secure that there are available for their area sufficient schools for providing primary and secondary education, such schools to be sufficient in number, character and equipment, and offering such variety of instruction and training as may be desirable in view of different ages, abilities and aptitudes of the pupils (Section 8 of the 1944 Act);
- (b) To estimate the immediate and prospective needs of their areas and prepare a "development plan" and submit it to the Minister (now the Secretary of State) (Section 11 of the 1944 Act);
- (c) To secure adequate facilities for further education, i.e., for persons over compulsory school-age (Section 41 of the 1944 Act);

- (d) To ascertain which children in their area require special educational treatment (Section 34 of the 1944 Act);
- (e) To secure that adequate facilities for recreation and social and physical training are provided for their area (Section 53 of the 1944 Act);
- (f) To make arrangement for the provision of such free transport as they think necessary or the Minister may direct to facilitate the attendance of pupils at schools, colleges or classes, or to pay the reasonable travelling expenses of such pupils (Section 55 of the 1944 Act).

In some areas the powers and duties of LEAs, as above, need special procedures and approval must be obtained from the Secretary of State. These circumstances were either mentioned above or will be described later in an appropriate sequence.

In order to facilitate the proper exercise of these powers and duties, the LEAs are compelled by statute to appoint Education Committees. An LEA may authorise any of their Education Committees to exercise on their behalf any of their functions with respect to education except the power to borrow money or to raise a rate.

Before taking any decision (except in emergency cases) a LEA must consider a report from its Education Committee (Schedule I, Part II of the 1944 Act). In this way the legislators sought to ensure that local education policy was made only after consideration by an appropriately specialised committee, including experts as well as elected members, which had in turn received the advice of professional officers.¹⁰

The varied committee structure of Local Government suggests that consideration should be given to the function and structure of the Education Committee in relation to that of the council in general. There are two types of council committees, as follows:²

- (a) Functional Committees responsible for broad aspects of Local Government operation (e.g., Finance, Policy and Resources, etc.), and
- (b) Service Committees, e.g., Education, Planning, etc.

Within this polycentric structure, each committee, with its chairman, sub-committees and its related department staffed by professional officers becomes a policy sub-system.² The functional committees provide the means for linking the different committee sub-system together, and to some extent they supervise and control all authority activities.² The Finance Committee reviews the budget requests of service committees and makes recommendations to the council for funding allocations.² And as the council is the ultimate decision maker, it acts almost exclusively on reports received from its component committees. It seems, therefore, clear that the decision-making processes at the Education Committee level are not and must not be considered as separate.

An Education Committee, subject to any restrictions imposed by the local authority or the order of the Secretary of State by which the committee was established, may appoint sub-committees and may authorise the sub-committees to exercise any of their functions on their behalf. The number and the functions of the sub-committees are varied from area to area, but they usually reflect the multiple areas of responsibility within the education service. The functions of the different sub-committees of an Education Committee can be categorised into three:¹¹

- (a) Some are executive and are required by the Education Committee to implement agreed policies of the committee and the authority;
- (b) Some, on the other hand, may be solely administrative and have no delegated powers;
- (c) Others may be both advisory and executive.

The policy concern and the role of each sub-committee is delegated by the main Education Committee. The differing sub-committees may be, for example, Schools, Further Education, Finance and Policy, Sites and Buildings, Policy and Development, etc. The co-ordination of the work of the sub-committees is usually done in two alternative ways:

- (a) In the LEAs with small numbers of sub-committees the Education Committee has this role;
- (b) In the LEAs with large numbers of sub-committees one of the sub-committees will be designated to take on this role (usually the sub-committees called Policy and Finance, Policy and Co-ordination, etc.).

To sum up, it can be said that the roles of the main Education Committee and its sub-committees are different in that while the bulk of the work is done at sub-committee level, the main Education Committee is a forum for debate and discussion and has to approve the reports received from the different sub-committees. These reports are then sent to the Council as the reports of the Education Committee.

The functions of the Divisional Administration and Divisional Executives were defined in a Ministerial Circular in 1944.¹²

A Divisional Executive carried out its duties by virtue of a detailed scheme¹³ approved both by the county council and on behalf of the DES. It did not derive its authority from the Education Committee as an Education Sub-Committee would do.¹⁴ The essence of every scheme of Divisional Administration was to define the functions of Divisional Executives and their relationship to the LEA. Certain powers and duties were to remain always with the LEA. These can be listed as follows:

- (a) The power to borrow money;
- (b) The power to raise a rate;

- (c) The ultimate approval of expenditure;
- (d) The responsibility for the Development Plan for the area as a whole;
- (e) Generally, the responsibility for formulating the educational policy of the area within the national framework; and
- (f) The responsibility for ensuring that an adequate standard of educational provision is maintained throughout the area.

The nature and extent of the functions which were delegated to the Divisional Executives were different from county to county or even in one county according to varying local circumstances, and their schemes. But broadly speaking their delegated functions were of two kinds:

- (a) Executive;
- (b) Advisory.

The Minister⁴ suggested (by DES circular 5/1944) that the functions that could be delegated to the Divisional Executives, in relation to primary and secondary education, might be:

- (a) Assessment and review of educational needs of the Divisional area:
 - i) To survey the existing provision;
 - ii) To assess the immediate and prospective needs of the Divisional area;
 - iii) To submit proposals for meeting these needs for the consideration of the authority;
 - iv) To keep the needs of the area under review and to take such action in connection therewith as may be appropriate;
 - v) To establish administrative machinery to ensure that the planning and housing authorities for the Divisional area are consulted from the earliest stages on proposals for education developments and that those authorities similarly consult the Divisional Executive from the earliest stages in connection with proposals for housing, industrial and similar developments.

- vi) To advise the LEA in regard to the provision of new schools, extensions and improvements to schools, and discontinuance of schools in the Divisional area.
- (b) To oversee the care and use of school premises, to deal with letting of schools, subject to any general regulations made by the LEA;
- (c) To co-ordinate, in consultation with governing bodies, the various types of secondary education and to secure an effective distribution of facilities for advanced work;
- (d) To secure an effective distribution of facilities for primary education, and where necessary, to delimit catchment areas for particular schools;
- (e) Subject to any general regulations made by the authority, to arrange for the transport of pupils to and from schools;
- (f) To have the right to make representations and recommendations to the LEA with regard to any matter not delegated to it but affecting the education and welfare of pupils in its area;
- (g) Should have the duty of considering inquiries, representations and recommendations made to it by the LEA with regard to any function, whether delegated to it or not, and also to furnish the LEA with such statistics and records in connection with the administration of the functions delegated to them.

Once a scheme of Divisional Administration was approved (by the DES), it would be their duty (and not the duty of the County Education Committee) to exercise their functions as assigned by the scheme on behalf of the county council.

In terms of financial matters, they had no power to incur capital expenditure on a new building, but could recommend proposals which might have involved capital expenditure. They would also make suggestions about the siting of schools.

At the time of Local Government Reorganisation in 1974⁷ the Divisional Administration was abolished. The Act contains no provisions requiring a new authority to decentralise its administration of the education service, but considered that many LEAs may want to establish branch offices.

In this regard, the Act put three alternatives to the LEAs, as follows:

- (a) To arrange the discharge of functions through a District Education Officer without appointing an associated advisory committee; or
- (b) To appoint an advisory committee which would have no association with an officer who nevertheless was obliged to discharge the necessary functions; or
- (c) To appoint an officer to discharge functions for part of their area (i.e., at District level) and an area committee to advise him.

These post-1974 District Advisory Committees for Education have no executive powers. Their role is an advisory one in that their view is sought by the County Education Department on matters such as Development Plans for Education, the amendments thereof, or Capital Building Programmes. Also, they have a management role in that they have control over budgets within each District as well as having the role of overseeing the running of the service within their District in accordance with the policies of the County Education Authority. What they do not deal with are the day-to-day matters as these are the function of the District Education Officer.

(ii) The Education Department

One of the principal duties of each LEA is to appoint a Chief Education Officer (Section 88 of the 1944 Education Act).

The duties and responsibilities of a Chief Education Officer can be divided into two categories, as follows:

- (a) Advisory functions; and

(b) Executive functions.

First and foremost, the Chief Education Officer is the principal advisor to the Council as LEA.¹⁵ The Chief Education Officer is expected to have information about educational development, both at national and local levels. Generally speaking, the powers and duties of a Chief Education Officer are in relation to the Education Committee, as his role is to provide professional expertise in the policy-making process. The Chief Education Officer's main links with the LEA will be through the sub-committees of the Education Committee, to which the written reports of the Education Department are usually submitted, with a twofold aim of (a) obtaining decisions, or (b) to promote initiation. Often a written report is preceded by informal discussion with the Education Committee members and this is what makes it difficult to judge the nature and extent of the Chief Education Officer's powers within the decision-making arena. Another way the Chief Education Officer links with the LEA is through direct access to the Chairman of the Education Committee. Both kinds of links have the objective of facilitating the exchange of information and ideas.²

The second facet of the Chief Education Officers' powers and duties lies in the implementation stages of educational provision in accordance with the decisions and policies of the LEAs. In fact the decisions of the LEA provide the framework within which the Chief Education Officer and his/her department administer the service.

Each LEA has a central Education Department under the direction of the Chief Education Officer.

All the work of an Education Department is the responsibility of the Chief Education Officer. In practice the Chief Education Officer is accountable for the work of the department of the Education Committee where any departmental action is open to questioning or challenge by the general public.

The Education Committee is clearly the committee through which the educational administration will mainly work but other committees of the council such as the Finance Committee, can have considerable importance, as the Chief Education Officer may have to defend his (and his department's) proposals on finance at the Council's Finance Committee. Also the Chief Education Officer may outline the Education Committee's proposals to the Technical Committees of the Council dealing with such matters as the purchase of land, viz. to the Planning Committee. The Local Education Department and Education Committee must find sites acceptable to the Planning Committee and in accordance with the Planning Department's approved Development Plans for the area. Also the Education and the Housing policy sub-systems must co-operate if there are to be schools for new housing developments, as the timing of building operations by housing and education departments is crucial. A change of policy by the Housing Committee, e.g., the size of family it admits to its properties, can result in serious problems such as overcrowding or under-use of the schools.

To sum up, it can be said that the Education Department, headed by the Chief Education Officer, is the administrative arm of the education service, and has three functions, (a) managing the service in accordance with local authority's policies, (b) to evaluate the effectiveness of the service, and (c) to advise the Education Committee on future development and policy.²

Under the 1972 Local Government Act a large County Education Authority may delegate many of its administrative duties to District Education Officers. But the extent and nature of their delegated powers are different from those of the Pre-Local Government Reorganisation Divisional Executives. In the previous case, the schemes of Divisional Administration dictated some degree of delegation and the

Divisional Education Officer was almost equivalent to a County (or County Borough) Chief Education Officer.

More than the previous Divisional Education Officers, the new District Education Officers play a mediatory role between the schools and the County Education Authorities.

The duty of the District Education Officer has two facets, as follows:

- (a) Management of schools within the District, which has itself two aspects of:
 - i) Teacher control; and
 - ii) Aspects of their duty concerning pupils;
- (b) Education Welfare at District level, which deals with matters such as:
 - i) School attendance;
 - ii) Clothing; and
 - iii) Social problems of school children.

Some detailed points of their duties concerning the general management of education in their area can be listed as follows:

- (a) Although the decisions about the admission of pupils are delegated to Headteachers and Governors, the District Education Officer has an overseeing role in order to solve any problems that may arise;
- (b) Servicing all the schools within the District;
- (c) Staffing all the schools within the District;
- (d) Dealing with parents;
- (e) Arrangements for school transport;
- (f) Minor improvements to the schools;
- (g) Local liaison with such bodies as Area Health Authority (AHA);
- (h) Especially in the case of new towns, contact with the Social Development Officer of the Development Corporation for pre-school

education (this is the main source of relationship between the District Education Officer and the Development Corporation);

- (i) Commenting to the LEA upon the need for schools in terms of extensions or improvements;
- (j) Transferring information about the pupils and schools to the County Education Department in regard to such matters as:
 - i) Returns for each school, in the form of numbers, age and sex of the pupils;
 - ii) Numbers of teachers for both primary and secondary schools;
 - iii) The number of pupils transferring from primary to secondary school, each year;
 - iv) Reporting any decline in pupil rolls for each school.
- (k) Letting of the school premises.

Generally speaking, it can be said that their role is an early warning system: to anticipate need and potential problem areas.

1.3.2.2 The Powers and Duties of Voluntary Organisations

The sharing of provision of schools between LEAs and the voluntary organisations gives rise to a complex legal arrangement to define their powers and duties as well as their relationship with the LEAs.

The majority of voluntary schools are either provided by the Roman Catholic Church or by the Church of England and thus this study excludes the other voluntary schools.

The voluntary schools, according to their financial arrangements with the government after the 1944 Education Act are of three kinds:

- (a) The Aided schools;
- (b) The Special Agreement schools; and
- (c) The Controlled schools.

(Together with the County schools these schools are called the "maintained schools").

The powers and duties of the Church authorities in relation to the provision of the three kinds of schools mentioned above must be considered in relation to two facts which can be listed as follows:

- (a) Firstly, these schools are financially dependent upon financial resources coming from Central and Local Government for their provision and maintenance;
- (b) Secondly, none of their major capital projects can be approved unless it appears in the LEAs' Annual Building Programmes. The exception would be for the projects that are not eligible for grant from the Secretary of State or from the LEA.

In fact, with the increasing costs of providing educational facilities, the Church authorities have increasingly needed to seek financial help from the public authorities. The 1944 Education Act was a significant step in redefining the relationship, as a measure of independence was exchanged for the comparative security of financial support from the public service.¹⁵

The division of responsibilities between the LEA, Church authorities and the Central Government can be conveniently summarised as follows:

- (a) Section (13) of the Education Act, 1944, required the promoters of a new voluntary school to submit proposals to the Minister.⁴ After approval, specifications and plans of the school premises must be prepared;
- (b) The voluntary bodies wishing to have a project considered for inclusion in a building programme should consult the LEAs before taking any steps;¹⁶
- (c) If a project is accepted by the LEA, then the Church authorities must submit to the Minister a formal proposal describing and justifying the project;
- (d) Then the Church authorities are asked to submit an application determining the status of the school (in terms of being Aided, etc.);

- (e) At the approval stage the Minister approves both the status and the plans;
- (f) The responsibility for the provision of sites falls upon the LEAs in the case of a transferred school or an extension;
- (g) In cases other than (f) above the responsibility rests with the promoters. In these cases the procedure is that they send an application to the Minister for a grant towards the cost of a site accompanied by a District Valuer's Report. If the proposal concerns the adoption (for school purposes) of a building already on the site, the Minister's approval in principle (before negotiations are begun) should be sought;
- (h) When priority building lists are submitted by the LEAs to the DES, the voluntary school authorities should be sent copies together with any relevant explanations of the reasons affecting their position on non-inclusion of projects by the LEAs. The voluntary authorities have then the right to appeal to the DES against the LEA's proposed allocation of resources;¹⁷
- (i) The Managers and Governors of a voluntary school are restricted by the 1944 Act (Section 14) from discontinuing a school unless appropriate notice is issued two years before their intended closing date;
- (j) The 1944 Education Act requires the establishment of managing or governing bodies in primary and secondary schools.¹⁸

1.4

THE ADMINISTRATIVE STRUCTURE

It has been considered appropriate, in relation to the scope of this study, to review the administrative structures of the relevant authorities at central and local level. This will provide a preamble to the review of the administrative structure of the authorities responsible for educational planning and provision in each of the selected case studies of this research.

1.4.1 At the Central Government Level

Since 1964 the DES (and before that, during 1944-1964, the Ministry of Education) has been the central government agency for planning and the means of influencing both levels and priorities in the distribution of public resources to the education service.

There is no regional organisation, although some Branches are organised on a territorial basis.

The work of the Department is divided into the four main areas of:

- (a) Schools and educational buildings (three School Branches and one Architecture and Building Branch);
- (b) Higher and Further Education;
- (c) Civil Service, Arts, Libraries;
- (d) Educational Planning (teacher supply, salaries, statistics and economic aspects of planning).

These four main areas are each supervised by a Deputy Secretary and are sub-divided into Branches (which are headed by an Under-Secretary). Branches are further divided into Divisions (which are the responsibility of Assistant Secretaries). Planning is jointly undertaken by a combination of the Operational Branches, Advisory Services and the Planning Unit.

The powers and duties of a Secretary of State are rarely exercised in isolation from his/her Department.

In terms of school building, the DES' involvement can be very broadly divided into three categories, as follows:

- (a) It has the duty of closely monitoring the cost of school building;
- (b) It has the job of ensuring that minimum standards are achieved; and
- (c) Through its Architecture and Building Branch (which was first set up in 1949) it plays a major development role in school building.

This has been either by scrutinising, over the years, the plans of LEAs, or, through development projects the Architecture and Building branch has co-operated with the architects of Local Authorities in planning and building educational facilities according to the needs of any particular moment and situation.

1.4.2 The Local Level

In relation to the administration of education at local level, due consideration must be given to three major components which are, (a) the Education Committee and Sub-Committee level; (b) the County Education Department and District Education Office level; and (c) the provision of maintained education at voluntary body level. Each will be discussed in turn, but it must be added that the discussion of the educational administration structure at Education Committee level must not be regarded as separate from the committee structure of the county council. Also consideration given to the Education Departments' structure must not be considered as isolated from the procedures and structures of the other Local Government departments.

1.4.2.1 The LEAs

The structure discussed under this heading will include, the Education Committee and its sub-committees and the Education Department.

(i) The Education Committee

According to the Education Act, 1944, the composition of the members of an Education Committee must be as follows:¹⁹

- (a) Majority, to be elected members of the council; and
- (b) Minority, to be co-opted members: people to be acquainted with educational conditions prevailing in the area for which the Committee acts.

Any two or more LEAs can establish a Joint Education Committee

with the approval of the Minister² for the consideration of questions of common interest to them. Accordingly, the Minister, after consultation with the authorities, will provide an order defining the Joint Committee's function.

In general, the size of Education Committees varies from area to area owing largely to circumstances of history and community development.²

The majority of the Education Committee members, i.e., the elected members, "are normally chosen to reflect in the committee, the balance of party political interests in the council itself".¹⁵ It is now usual for there to be a party-based education caucus that meets in advance of meetings of the Education Committee to determine party policy and the majority party will normally choose two of their number to Chairman and Deputy Chairman of the Education Committee.¹⁵

The Education Committee, subject to any restrictions imposed by the authority or the order of the Minister,⁴ may authorise the sub-committees to exercise any of their functions on its behalf.

As with the numbers of members, the frequency of the meetings of Education Committees and Education Sub-Committees vary from area to area.

The agenda of a typical meeting of a sub-committee of an Education Committee usually includes, (a) papers and reports prepared by the Chief Education Officer, or the other departments of the council; (b) some items arising from meetings of Governors of the schools within the area; and/or (c) cases put forward by individuals (including Members of Parliament).

It is the degree of delegation that is the main factor in determining the amount of committee business and thus the number of sub-

committees. The degree of delegation may in turn be largely the result of the amount of latitude allowed to the Education Committee by the Council.²⁰

Some Education Committees may have a Finance Sub-Committee in order to monitor and co-ordinate the work of the other sub-committees. Therefore, an issue may pass through this sub-committee before going to the full Education Committee and finally the Council itself. It is arguable whether so many stages are necessary.

The members of the Divisional Administration were to include a number of representatives appointed by each County District Council and a number of representatives appointed by the County Council together with a small number of others with experience in education.

The close co-operation of the LEA and the Divisional Executives through consultation before any decision was made, was suggested by the DES.²¹ This suggestion was made in the light of the fact that the Divisional Executives' powers were entirely derived from the scheme of Divisional Administration as approved both by the County Council and on the behalf of the DES and not from the Education Committee. There could be some Divisional Executives reporting directly to a County Council without regard to the existence of an Education Committee.¹¹ It was also suggested in the same circular (i.e., DES circular 5/1944) that the contact between the Divisional Executives and the other departments of a local authority should be through the Education Department (county).

In the Excepted Districts, the town council became the Divisional Executive and set up its own Committee of Education.

The post-1974 District Advisory Committees for Education usually have the following combinations of membership:

(a) Representatives of the county council;

- (b) Representatives of the Borough Council;
- (c) Teacher representatives;
- (d) Representatives of the Church authorities (usually three, one from each of the Roman Catholic Church, Church of England and the Free Church);
- (e) Governors of the schools;
- (f) The District Education Officer (who also acts as a clerk to the Governors of all schools); and
- (g) Other interested bodies.

The Education Committees meet at least three times a year.

(ii) The Education Department

In parallel with the changes which were introduced into the Local Government structure after the Local Government Reorganisation in 1974, the internal structure of the Education Departments has also changed. But the Education Departments have been affected to different degrees throughout the country.

Over the years some of their functions have been transferred, e.g., the architects have been transferred to the Director of Architecture within the council and repairs to the Director of Works. In addition to these more physical functions, the financial functions of Education Departments have been transferred to the Treasurer's Department. Thus it can be said that the structures of Education Departments have been affected during the recent changes by the corporate management of the Local Government itself. The result of this has been the curtailment of the scope of Education Departments and bringing them into a closer relationship with other departments of the council, especially to those departments which deal with such issues as housing, planning, research and finance.

The detailed administration of an authority is conditioned very much by the size of the county and/or the size of the department.

The Chief Education Officer, the Deputy Chief Education Officer, the Chief Inspector and the Senior and Assistant Education Officers constitute the management team within any Education Department. But one point of difference between the different Education Departments is their branch structure. Each branch has a different duty and is headed by a Senior Education Officer.

The Education Departments are hierarchically structured with each officer responsible for a subordinate and each responsible to a superior. The fixed feature of the structure is the Chief Education Officer whose post is a statutory requirement.²² In most offices there is a deputy (though in some cases there are more than one, e.g., Cheshire). The role of deputies varies from area to area, but in general it can be said that their role falls within two main categories, in that (a) in some authorities their role is only to deputise for the Chief Education Officer, and (b) in some authorities they have the role of co-ordinating the activities of the Education Department or alternatively they work as consultants to the heads of branches.

Next to the deputy (or deputies) are the Senior Assistant Education Officers who are the heads of the branches amongst which the work of the Department is divided. The work of a branch has two main aspects which can be conveniently listed as follows:

- (a) Day-to-day administration;
- (b) Business of improvement (of the service as a whole) involving changes of one sort or another. The stimulus to it may be:
 - i) New policies;
 - ii) Criticism;
 - iii) The lessons of experience;

- iv) New technology;
- v) The findings of the reviews of the service;
- vi) New legislation;
- vii) Needs that are either new or are newly perceived;
- viii) The requirements of a service that is itself developing and changing.

The quality of the senior officers who lead the branches is critical for the successful management of change and development, although no development or change of any significance is nowadays launched without consultation.¹⁵ Establishment of working parties (composed of teachers, education officers, etc.) plays a significant role in the management of the education service at present.

The pre-1974 Divisional Executive (whether of a county Division or an Excepted District) had the services of his staff to advise on educational matters and to see that the decisions of the Executives are effectively and properly carried out, and also to maintain contact with the other County Education Office and through it, with the other departments of Local Government.

The post-1974 District Education Offices have a District Education Officer and a varying number of clerical staff.

1.4.2.2 The Voluntary Organisations

The LEAs' two main partners, i.e., the Roman Catholic Church and the Church of England both have separate Education Boards and denominational Diocesan Directors of Education with whom the officers of the Education Departments work closely, in order to plan ahead the educational needs of an area so as to meet the changes in the size and structure of the population of an area.

The link between the Diocesan authorities and the Education

Committees is through their representatives as co-opted members of the Education Committees.

The Boards of Education of the two Church authorities have different functions and also different contacts and relationships with the LEAs. This is mainly due to the differing nature of their school provision.

The two Church authorities have no direct link for the purposes of school provision for any area and their school building programmes are not directly related. The link between the two administrations and their educational plans and programmes is through the LEAs and their Development Plans or their annual School Building Programmes. Their only point of close contact is through the meetings of the Education Committees, or if there is a joint working party established at officer level.

A Diocesan Education Committee (which is comparable to the LEAs' Education Committee) is usually composed of fifteen or sixteen clergymen and laymen (among them teachers). They have the responsibility for the provision and maintenance of church school buildings and now more than ever "for developing clear strategies for overall provision of church schools in the Diocese in the light of a falling school population".¹⁵ Amongst their principal tasks are the giving of advice to the governors and managers of church schools about financial and legal opportunities and constraints in their work and to help with the selection of head teachers in close co-operation with the LEAs.¹⁵

The Roman Catholic School Board is headed by a Director of Education and usually has other staff such as the Director's Assistant, a Surveyor (for Buildings and Sites) with varying numbers of assistants and a finance section. The Surveyor is the professional advisor of each Diocese for all their building work, including educational facili-

ties building. In most cases, for the design of the buildings the Roman Catholic authorities employ a firm of private architects, who when appointed, become involved in not just the design of the buildings but also involved and responsible for more administrative work than is usually the case with the County Architects. Because of this, the selection of their Architects is based on two factors, as follows:

- (a) Educational sector knowledge (e.g., building regulations and cost limits set by the DES, educational policies of the County and the Central Government, etc.) that is especially needed when dealing with the LEAs and the DES; and
- (b) Adequate size of the firm to enable the Architects to handle administrative work inherent in Roman Catholic school buildings and which will arise from the Architect's contacts with Central and Local Government authorities.

The contact between the LEAs and the Diocesan authorities is through the Chief Officer in each Diocese. But, in general, other bodies also play an important part in the planning, provision and management of Roman Catholic schools. Among these are the promoters and the Governors of the schools who are appointed by the Diocesan Trustees and the LEA. Under the 1980 Education Act they must include elected parents as well as elected teachers. Also the parish priests, i.e., the local clergymen, play an important role in that the Diocesan Schools Board rely on their local general knowledge and on the information concerning baptisms. Apart from these baptism figures, the Roman Catholic authorities have their own system of school population census. Figures from each Roman Catholic school are transferred to the School Board and these figures, in addition to the baptism figures, are then transferred to the "Catholic Education Council" who have a computerised system of retrieval. Then the details and aggregations for each Diocese is sent back from this national Catholic body to each individual School

Board throughout the county (this system does not provide projections of school population).

The co-ordination within each Diocese is through the Archbishop's Council, who, inter alia, deal with the financial aspects of building a school. The ultimate decision for a major action rests with the Archbishop.

The Church of England has a Board of Education of twenty-four members which oversees the general educational work of the Church on behalf of the Church Assembly. It works through departmental councils and may also take action itself or through sub-committees. The Schools Council is the department which officially communicates with the DES in regard to all school matters, and especially in regard to church schools maintained by LEAs. The Secretary of the Schools Council is also the General Secretary of the National Society which is mainly concerned with the Church of England schools. It is very active in rebuilding and modernisation, making grants and giving free legal and other advice to managers, governors and trustees. The Society has secretaries in most Diocese.²³

The School Board in each Diocese is headed by a Director of Education and has a more limited office structure than the Roman Catholic School Board. Contrary to the Roman Catholic authorities, the Governors or promoters of a school usually appoint the architect, who is usually the County Architect, and they have no surveyor as do the Roman Catholic authorities.

Each Diocesan Board has a Schools Committee. The co-ordination of the decisions of the different committees within a Diocese is the task of the Pastoral Committee which advises the Bishop.

Also, unlike the Roman Catholics, until recently the Anglican

authorities had no annual school population surveys. It was in 1982 that, in accordance with a requirement from the General Synod, the collection of information from each school was begun on a permanent basis.

As with the Roman Catholics the local priests and managers and governors play an important role, in both advisory and early warning dimensions, in planning, provision and management of church schools.

1.5 FINANCING THE EDUCATION SERVICE

The financing of education can be said to happen through the two different channels to:

- (a) Finance the consumers of the education service; and
- (b) Finance the providers of the education service, which itself can be divided into three categories of:
 - i) Public authorities;
 - ii) Voluntary organisations; and
 - iii) Private agencies.

1.5.1 Financing the Consumers

The maintained education service throughout the primary and secondary school stages are prevented by Law (i.e., the 1944 Education Act) from charging fees. But education service charges may be levied for pre-school and post-school provision.

Nevertheless, the financing of the consumers of the education service goes further than the question of charging tuition fees. School meals and milk, the provision of transportation free of charge for pupils travelling above the distance set by the Government, clothing and maintenance allowances and the grant to individual students are all means by which the Government has subsidised the poorer families and the ones that have been in recent years exposed to expenditure cuts.

Especially in regard to the pre-school and post-school provision, it is through financing the consumers that the inequalities of the society can be relatively covered.

Considering the scope of this study, the financing of consumers of the education service is important so far as it relates to the increasing demand for educational facilities. At the same time, it must be remembered that the concentration of this study is mainly upon primary and secondary education (i.e., the compulsory age limit) and the other educational institutions for the other age ranges are given consideration, if and when, their provision is closely related to the provision of primary and secondary schools.

1.5.2 Financing the Providers of the Education Service

According to the classification which was made in 1.5 above, the providers of educational facilities can be categorised into three, (a) public; (b) voluntary; and (c) private. Without ignoring the importance of the existence of a private sector of education alongside the maintained sector and the consequent problems arising of this divided education system due to an unequal social system, because of the limited amount of private education and since it is not represented in the new towns, this section deals only with the first two categories.

After the Education Act, 1902, two main sources of finance for education were left, one to be central and the other local. Thus, in accordance with this, this sub-section has been divided into two; the first deals with the central sources of finance and the second with the local sources.

But before any attempt is made to review the financial processes and procedures at the central and local level, it is appropriate first to define the sources of income for each authority. The income of LEAs from which the education expenditure is met comes from five

different sources, as follows:¹⁵

- (a) A general grant from Central Government (i.e., the Rate Support Grant);
- (b) Specific grants to cover the whole or part of the cost of certain activities;
- (c) Payment from "pools" of expenditure to which all LEAs contribute, to cover each authority's expenditure on limited areas of the service;
- (d) Fees, rents, and other charges for services rendered to individuals and organisations, and, apart from a few minor items of income, from sources such as endowments;
- (e) The balance, from other sources of revenue of the local authority, largely the income from rate levies.

In what will follow, the processes in relation to Central Government funding of the education service and the means by which Central Government controls LEA activities, the funding of education by the local authorities and lastly, the financial arrangements for voluntary schools, will be dealt with separately.

1.5.2.1 Sources of Central Government Control over the Education Service

The Education Act of 1944 highlights the joint responsibility at Central and Local Government level for educational provision, by saying that "whilst the Minister⁴ remained responsible to Parliament for "policy", the central authority must continue to rely on the LEAs for the administration of all national policy and the variety and scope of the provision must depend on local initiative". In fact the distinction between national policy and local administration was not clear in the 1944 Act and the Act did not provide any legal controlling factor over implementing national policy by LEAs other than "financial" means of control.

The Central Government controls the expenditure on the education

service through different sources. These can be conveniently listed as follows:

- (a) The first is through the Central Government's "grants" in aid of education service which is exercised by the DoE;
- (b) The second is the "allocation procedure", by which the DES controls capital expenditure, particularly in relation to the School Building Programmes which are prepared and reviewed annually (according to a rolling programme);
- (c) The third is the control which is exercised over the capital finance of local authorities generally, as most local authorities capital expenditure is financed by loans and Local Government borrowing approval or "loan sanction" must be sought from the Central Government (as determined by DoE Circular 2/70). This role is performed by the DoE;
- (d) The fourth source of control is through the DES' prescription of Standards for School Buildings, which leaves limited local discretion as to the actual levels and costs of provision of educational facilities. Since 1974 the cost limits have been relaxed for individual projects.

In what will follow, items (a) to (d) will be discussed in turn.

1.5.2.1.1 Sources of Central Government Funding for Educational Purposes: First Source of Control

Under the 1944 Education Act (Section 100), Central Government's Grants in Aid for the Education Service were to be through the three different channels of:

- (a) Payments to LEAs of annual grants;
- (b) Payments to persons other than LEAs in respect of expenditure incurred or to be incurred for the purposes of education service; and
- (c) Payments to individuals for the purpose of enabling pupils to take

advantage of education provision without hardship to themselves or their parents (refer to 1.5.1 above).

The Central Government's main financial support for the education service is through Exchequer grants given to Local Authorities as assistance for the provision and maintenance of all of their regional services.

This grant, which is now called Rate Support Grant (RSG) is the main subsidy for rate-borne services including education and is the responsibility of the DoE. On the other hand the DES retains the direct responsibility for the financial control of the service, paying grants towards the cost of new schools, alterations and improvements.

The other Central Government Department involved in financing the education service is the Treasury. The function of the Treasury is to ensure that the claims which the DES puts forward for future School Building Programmes are well substantiated, in order to provide material on which the Government's decision on investment in school building, in the education service (as in all other public services) can be based. The Treasury requires the DES to give proper indications of the way in which they have concluded their estimates of expenditure (i.e., facts and figures relating to population growth and population movement, etc.), but the Treasury has no control over such matters as the allocation to the regions and thence to individual LEAs for control over individual projects.

To sum up, it can be said that, the speed and the extent of the School Building Programmes are matters of Government policy which is reflected in the investment figures.

The RSG has grown since 1959 (under the Local Government Act, 1958), as a proportion of total relevant Local Government expenditure.

The nature of the financial relationship between the DES and LEAs has since been profoundly affected. With the introduction of this Act, the involvement of the DES in the negotiations leading up to the RSG settlement for each year became limited, although the administrative control of the DES over the building programmes of LEAs remained unchanged. For local authorities this meant more powers for the County Councils (and County Borough Councils before 1974) and less power for the Education Committees, who no longer found themselves in the privileged position of having an earmarked source of income derived from central funds.²³

The amount of the post-1958 general grants would be affected by factors such as:

- (a) The level of relevant local expenditure;
- (b) Changes in local expenditure lying beyond local control;
- (c) The need to develop local services; and
- (d) The extent to which development of education in any area could be affected by the national economic situation.

There were also some additional grants which were payable under seven headings, as follows:

- (a) Children under five;
- (b) Old persons over sixty-five;
- (c) A high rate of school pupils;
- (d) High population density;
- (e) Sparse population;
- (f) Declining population;
- (g) Higher costs in the metropolitan areas.

One of the changes after the introduction of general grants was that the LEAs were no longer dependent on DES' approval of individual items of expenditure before grant was payable.

It was in 1966²⁴ (through the Local Government Act of 1966) that the Labour Government of the day introduced the RSG system.

The RSG had the three elements of, (a) "Resources" element, (b) "Domestic" element, and (c) the "Needs" element.

The Resources Element was to be distributed to those local authorities which had below average rateable resources.

The Domestic Element was to be distributed to rating authorities to reduce the rates payable by householders.

Needs Element was to be distributed to County Councils (and County Borough Councils) on the basis of objective factors such as:

- (a) Population,
- (b) Number of school pupils and students.

This element represented about eighty per cent of the total RSG.

In fact the method of assessing needs for the distribution of grant was intended to identify a general relationship between the pattern of existing expenditure and the general character of local authorities. It was to cover variations such as:

- (a) The number and type of people who require particular services;
- (b) The amount of economic resources required to provide a comparable standard of services (e.g., sparsely populated areas may have to have smaller classes and a better pupil/teacher ratio);
- (c) The relative prices of resources required: the difference between areas.

Although responsibility for the forecasting of public expenditure rested ultimately with the DoE, for the purposes of RSG settlement the local authorities estimated the future cost of their various services on the basis of factors such as:

- (a) The volume of provision in the previous year;
- (b) Anticipated increase due to inflation; and

(c) Extra responsibility placed upon them by new legislation.

It was on the basis of such national and local figures that the DoE negotiated with Local Authority Associations an agreed estimate of the overall expenditure.²⁵ At a later stage the Cabinet determined what percentage of the agreed relevant expenditure would be met by Central Government.

To sum up, it can be said that the Central Government's control over grant was twofold: on the one hand, the Government determined what it would accept as relevant expenditure, and, on the other, it controlled the proportion of relevant expenditure which it would meet.¹⁰

1.5.2.1.2 DES Control Mechanism through the Approval of Building Programmes; Allocation Procedure: Second Source of Control

The annual and the post-1974 three year rolling programmes reflects two sets of Government policy, as follows:

- (a) Firstly, the size and amount of the approvals depend upon the expenditure policies of the Government and its financial regulations; and
- (b) Secondly, through these approval procedures, the Government exerts its preferences for different types of educational facilities projects at each particular point in time. Apart from "basic needs" which has always been successive Governments' priority, there have been other areas of Government priority over the years.²⁶

By approving the School Building Programmes, the Government gives "permission" to an authority to spend the sum of money approved. This approval, or allocation, guarantees that subject to the approval of building plans in due course, approval to borrow money will follow.

The allocation procedure has changed since the passage of the 1944 Education Act. Due to the historical perspective of this study it seems

appropriate to review these changes.

Until 1958, the major works programmes were assessed annually.

In 1958, the Government tried to change this by asking the LEAs and the Church authorities to launch and carry through a continuous building programme for primary and secondary schools. This was to be planned five years in advance.²⁷

In 1963, the series of these five-year programmes was concluded. Subsequently the Secretary of State for Education asked the LEAs to submit their planning proposals for a three year period. Under the new arrangements the LEAs were to submit their full programme for the first two years and a proportion of the third year.²⁸ Accordingly the DES required the LEAs to follow the procedure as listed below:²⁹

- (a) To list the proposals in order of priority;
- (b) To show the basic need proposals separately from the improvement and replacement projects;
- (c) To give full supporting information for every new proposal (basic need and other);
- (d) To revise and update the information for the proposals which had been submitted previously;
- (e) Projects to be costed on the basis of the Building Code (then the 1962 Code) where appropriate, and to consult the Architects and Building Branch of the DES on the costing of situations not dealt with in the Building Code.

In 1968, The DES came to the conclusion that a more flexible system was needed to meet changing requirements. In 1966 the Government had decided to raise the school-leaving age from 15 to 16 and the DES subsequently urged all the LEAs to review their own procedures for handling educational facilities building programmes and to prepare an outline plan for their area. This coincided with secondary school

reorganisation in some LEAs. In 1968 the decision to raise the school-leaving-age was deferred from 1970/71 to 1972/73, due to the worsening economic situation of the country. As a result of this change, the DES advised LEAs to again review all their planning proposals (this review was especially needed in some authorities where their plans for secondary school reorganisation were closely linked with their arrangements for the raising of the school-leaving age and who had either introduced a plan for comprehensivisation or were at that time committed to do so.

At the same time, in other sectors of public administration, there was a movement towards arrangements whereby investment in some fields was to be settled firmly for the next one or two years and tentatively over a longer period, and then to roll this forward annually so that it would constantly cover the next period of several years ahead. This new system, first operated in 1970, had three phases which were to correspond with the normal sequence of events which led up to the commencement of educational facilities building operations. The three phases can be listed as follows:

- (a) The Preliminary List: i.e., the needs of an area for educational facilities over the next five years, arranged in a provisional date order;
- (b) The Design List: i.e., proposals drawn from the preliminary list on which detailed planning and design work is taking place and for which the start date is specified;
- (c) The Starts Programme: i.e., fully planned and costed proposals, with a specific starting date.

In order to achieve a flexible system, there were pre-conditions for any project to be transferred from one stage to the other, such as:

- (a) The progress on the preparatory and planning operations; and

(b) The availability of resources.

The difference between the rolling programme and the previous annual building programmes was that in the rolling system the "Preliminary List" and not the annual building programme would be the first formal stage at which new educational facilities proposals would be identified by the DES. It was after the formal approval of this list that the authorities, managers and governors or promoters of voluntary schools were able to carry out preliminary work such as:

- (a) Securing a site;
- (b) Obtaining Outline Planning Permission;
- (c) Putting forward Proposals under Section (13) of the Education Act, 1944 (the control through this requirement will be discussed later in this sub-section);
- (d) Preparing the brief for the Architects.

The Preliminary List was in fact working as a "Development Plan" for a five year period. The duration of time each proposal spent at this stage of the educational facilities plan-making process depended upon factors such as:

- (a) The size of the proposal;
- (b) The complexity of the proposal; and
- (c) Any delays which might arise in matters such as the acquisition of sites.

The role of the DES has been to ensure that the aggregate value of the "Preliminary List" was kept at a level which had regard to capital investment prospects for the future. Thus it was at this stage of plan-making that the control of the DES over educational facilities building was greatest.

The Design List was to be drawn up on the basis of a firmer commitment and estimate of costs. At this stage the LEAs were asked by the

DES to review or update the information submitted at the "Preliminary List" stage. This list was to be drawn up a year and a half before the beginning of the final year in which proposals were intended to start. This was to allow sufficient time for each proposal to pass through the necessary stages of detailed planning and approval. The inclusion of an individual proposal in this list implies that it would form part of the "Starts Programme" for the following years, provided that the three following pre-conditions were satisfied:

- (a) The LEA (or promoters in the case of voluntary schools) still wished to start the school in that year;
- (b) Progress on the detailed planning suggested that it would be ready to start in time; and
- (c) The estimated cost was within the agreed expenditure limit.

The Starts Programme was to be drawn six months before the beginning of the programme year in accordance with the capital investment programme for that year, taking account of all the information available about individual proposals. The basis of this list was the certainty that the proposals could be started within their planned year. If a proposal was ready to be transferred to the "Starts Programme" for the next year, this would normally imply the deferment of another proposal (or proposals) which might have otherwise held a place in the authority's "Starts Programme". For urgent projects to be included in a "Starts Programme" without the normal preparatory periods in the "Preliminary List" and "Design List" stages, the authorities had to give assurances to the DES that the two following pre-conditions were fulfilled:

- (a) The project would start within the programme year; and
- (b) The capital investment was available, if necessary through the deferment of another proposal (or proposals).

In 1974 the DES announced its intention to change the control and

approval procedures (DES circular 8/74, 13/74). The need for this arose out of the worsening economic situation of the country and rapidly rising costs.

The new arrangements applied from the building year of 1974/5. Resources for the major school projects were to be allocated to the LEAs in the form of lump-sum authorisations. The lump-sum authorisations would be "the controlling factor" and not the list of projects based on it.

The main features of the present procedure can be listed as follows:³⁰

- (a) The restoration of a three-stage rolling programme with some modifications. The Government's idea was to give firmer allocations (lump-sum for nursery, primary and secondary) at regular intervals before the beginning of the starts year, viz., two and a half years "Provisional", one and a quarter years, "Planning" and six months, "Final". At each stage allocations may be adjusted in the light of changes in available resources. Final allocation will take account of prospective cost movements and will not be subject to readjustment on this count after they have been announced;
- (b) There will be no formal cost limits. Instead the building work for each sector will be contained within nationally determined cash allocations made subsequently as lump-sums, or on a project basis with limits within which the cost of building work (other than abnormal costs in primary and secondary schools) must be contained;
- (c) All major projects will have to be submitted to the DES at tender stage. No other formal approval is required although the circular emphasises the need for informal exchanges between the DES and the LEAs throughout the inception and planning of projects. It is still necessary to meet minimum statutory and other requirements.

The DES retained the right to disallow an individual project at tender stage on cost grounds.

The new procedure for lump-sum authorisation of primary and secondary schools can be listed as follows:

- (a) When the three-stage planning cycle (as previously described) is fully established, the starting point for any given year will be the submission by authorities of their "Priority Building Lists", with supporting information covering two and three-quarter years in advance;
- (b) Provisional allocations will then be made which will take account of:
 - i) Contents of these lists;
 - ii) Government priority for school-building; and
 - iii) The total resources available.

The allocations will not contain separately announced elements for "basic needs" and "improvements" projects but authorities were to be given an indication of the Government's view on the relative weight to be given to each category in the country as a whole;

- (c) Then the authorities were asked to submit a "Provisional List" of the projects they expect to start within their allocation. The DES expected these lists to take into account the following factors:
 - i) National policies; and
 - ii) Local circumstances.
- (d) Some one and a half years before the starts year the DES will notify the LEAs of their "planning" allocations and ask them to submit "Planning Lists" which are firmer proposals than the "Provisional Lists";
- (e) The process will be repeated in the following year with an announcement of "Final" allocation on the basis of which the LEAs will be asked to submit "Final Lists" of projects for the "start" year.

In theory, the LEAs are free to make changes in the order and

content of the building lists up to the stage when they submit their "Final List". Changes in "Final Lists" are not barred by the DES (although its avoidance is preferred³⁰). The "Final List" for building starts takes inflation into account when announced, but is not subsequently adjusted.

"Under the existing procedure (and no doubt where future alterations are under consideration) the main constraint on local authorities' capital programme is the "level" of funding authorised rather than any dispute over project priorities".¹⁰

A major part of the educational facilities plan-making process is the securing of DES approval under section (13) of the Education Act, 1944. It is after the approval of the Preliminary List (or the post-1974 "Provisional List") that the sites must be secured, outline planning permission obtained and the approval under section (13) sought.

This DES control mechanism is less directly related to financial control mechanisms, which is the scope of this sub-section, but it is added here because of its indirect financial links and also in order to ensure the consistency of this discussion which deals with the "control mechanisms of the DES over LEA activities".

Once an authority has received its "block allocation", it starts to decide upon its educational facilities projects within the constraints of section (13) of the Education Act.³¹

The Education Act, 1980, nullified section (13) of the Education Act, 1944, by stating that the LEAs will be able to close or change the nature of schools without necessarily having to seek the approval of the Secretary of State for Education. It has been suggested¹⁰ that a closer scrutiny of the 1980 Act suggests that the situation has not been so radically changed. Section (12) of the 1980 Act states that the Secretary of State's approval will no longer be necessary to open, close or change the character of a school, where there are no objections.

On the other hand the LEAs will be required to submit proposals before the publication of the Notices and the Secretary of State retains the right of veto if there are objections and will be able to call in any proposal by which national policy is affected, irrespective of local objections. Proposals concerning voluntary schools will still require the Secretary of State's approval.

Section 14 of the 1980 Act requires that proposed building plans be submitted to the Secretary of State as he (she) thinks fit, which abolishes the requirement under section 13(6) of the 1944 Education Act that authorities submit every major project for approval. This changes significantly the elaborate building programme procedures outlined in circular 13/1974, but building plans will have to be submitted if they fall outside cost and standard guidelines laid down by the DES.

1.5.2.1.3 Central Government Control through "Loan Sanctions": Third Source of Control

Closely related to the authorisation procedure and equally direct as a means of central control is that exercised over capital finance of local authorities generally. Because most local authority capital expenditure is financed from borrowing, the control of borrowing is linked with the control of capital expenditure.³² The borrowing of money by local authorities is regulated by statute and must receive the formal sanction of the DoE.

Before 1971, the LEAs were required to obtain "loan sanction" for each individual acquisition of land for educational purposes. Usually a final approval of a building project by the DES would carry the guarantee of such consent.^{33,34,35}

The Key Sector Schemes in general are those for which the relevant Secretaries of State have a special responsibility to ensure standards and to co-ordinate developments on a national basis. Key Sector

capital expenditure relates to projects costing more than a given amount and in the education service this covers major building programmes for schools, further education establishments, colleges of education and minor works allocations.

Land: Authorities have loan sanction for expenditure on the purchase of land and existing buildings for educational purposes, provided that the purchase price does not exceed the amount certified by the District Valuer.

The new procedure, which operated from April 1971, implied that LEAs were no longer required to obtain loan sanctions for each individual acquisition of land for educational purposes (except when price exceeds the District Valuer's estimate³⁶).

Locally determined schemes are the other capital expenditures that are controlled by a block allocation of loan sanction.

The Secretary of State for the Environment approves annually a total sum for expenditure on these schemes.

Although the bulk of educational expenditure is within the "Key sector", there is frequently a locally determined contribution towards these schemes. The approval of "loan sanction" for various education schemes can thus pre-empt substantial proportions of an authority's locally determined scheme's allocations, especially when the Government curtails their allocation (as has occurred in recent years).

To conclude, it can be said that the control of capital expenditure is absolute in the sense that the lump-sum allocations are made for all work of a capital nature, irrespective of whether the local authority finances it from capital or revenue sources. Thus, the real freedom of a local authority to decide how it wishes to spend its revenue money is effectively curtailed by this central mechanism.

However, the most important point in relation to financing the education service is that the most significant central control over educational expenditure is exercised by the Department of the Environment (DoE) through the level determined for allocation of the RSG, as well as in relation to the "loan sanction" (figure 1.1).³⁷ But although the DES has little financial control³⁸ over the level of RSG or "loan sanction", it has considerable influence on standards by means of circulars and Administrative Memoranda, cost limits, and also through its allocation procedures.

1.5.2.1.4 The DES Approval of the Sum of Money to be Spent on the Individual Projects, Cost Limits: Fourth Source of Control

After the approval of the Secretary of State for Education was obtained under section 13 of the Education Act, 1944, there had been, until 1974, yet another constraint impinging upon the LEAs. That was the DES approval of the sum of money to be spent on individual projects. Until 1974, this control had been exercised directly through the cost limits set by the DES and indirectly through the DES' requirements for achieving minimum standards for school premises. The opposition to a set cost limit approved as a result of increasing awareness of the LEAs (mainly through their architects) that in the light of increasing inflation it was becoming impossible to keep within even the minimum standards of the schools premises regulations (the first appeared in 1945 and the last in 1972). To combat the cost limits while keeping within the Building Standards, the LEAs had in fact to adopt one of the three alternative courses of action as follows:

- (a) To resort to the inventiveness of the architects for the design of the schools;
- (b) To use pre-fabricated methods of construction;
- (c) To lower the constructional standards of the schools.

Later, with the elimination of this requirement (through DES circular 13/74), a specific price for each educational facilities project had to be agreed between each LEA and the DES (the Architecture and Building Branch).

1.5.2.2 The Financing of Education by the LEAs

The LEAs have two main sources of revenue that are independent of Central Government (although they are affected by the policies and activities of Central Government). These two sources are:

- (a) The rates, and
- (b) The direct charges to the consumers for the service (fees, rents, etc.) and a few minor endowments.

About a third of a local authority's revenue is raised from the rates. A substantial increase in expenditure on education will surely have repercussions on the rate levied and this has always been a controversial and politically sensitive issue. It seems that the Central Government's policy changes and its financial squeeze will not only affect the spatial system of the education of each locality, but also will affect the power structure of that locality through such issues as rate increases.

The present Conservative Government has declared its intentions about the introduction of unit grants in education (and in other locally provided services) in which any expenditure over and above standardised unit costs falls on the local provider, who is in turn constitutionally answerable to a rate paying electorate.¹⁰

1.5.2.3 Sources of Finance for Voluntary Schools

The distinction between the three categories of voluntary schools, as was identified by the Education Act, 1944, is according to the methods adopted by the Managers or Governors for receiving assistance

from the State for the cost of repairs, alterations and improvements to the existing buildings and the financing of new school buildings. In return the managing or governing bodies of the schools include representatives from the county councils.

The financial arrangement for the three categories, i.e., controlled, aided and special agreement schools, are in some matters different and in some similar.^{18,39}

1.6 THE INVOLVEMENT OF NEW-TOWN DEVELOPMENT
CORPORATIONS IN THE PLANNING AND THE
PROVISION OF EDUCATIONAL FACILITIES

According to the New Towns Act, 1946, the LEAs remain responsible for the provision of educational facilities in new town areas. This role of LEAs must be viewed in the light of objectives in establishing the Development Corporations, i.e., to secure the laying out and development of the new town.⁴⁰

On the other hand, the role and function of LEAs in new town areas are not separated from their duties and responsibilities as the LEA for their whole area (such duties and responsibilities were described previously).

With this in mind, this section explores general points concerning the relationships (mainly statutory) between the relevant authorities, at both central and local level, in relation to the planning and provision of educational facilities in new towns. To this end it seems appropriate to first review the mechanisms of financing the Development Corporations.

With this aim in mind, the structure of this section has been designed to incorporate five sub-sections. The "First" deals with the aspects of financing education as far as it concerns the Central

Government departments. The "Second" discusses the financial relationship between the Development Corporation and the Central Government. The "Third" will clarify the financial relations between the Development Corporations and the LEAs. The "Fourth" will seek to disclose the impact of the superimposition of new towns on the finances of the local authorities. The "Fifth" has the intention of summing-up the impact of the superimposition of the new towns upon the educational facilities planning processes of the LEAs.

1.6.1 The Relationships at Central Government Level

There is no formal and statutory mechanism for integrating the policies and expenditure plans of Central Government Departments in respect of new town development. Moreover, during the many years which new towns have been developing there has been no machinery for transmitting the requirements in education (and health) from the Development Corporations to the New Town Directorate of the DoE and onwards to the Secretary of State for the Environment.⁴¹

The DoE in response, argued that there has not been a need for such machinery, partly because Development Corporations themselves provided the necessary focal point.⁴¹

The importance of such machinery is in relation to the point of view of Public Expenditure and the effect of new towns on the level of expenditure which the DES (and other departments) have to undertake.

Briefly, the process at Central Government level is that when a New Town Master Plan is being considered, there is consultation between the DoE and all other Central Government Departments. But there is no special Cabinet Committee set-up for this purpose and the consultation is done purely on an ad hoc basis.⁴¹ Each new town is thus dealt with separately and depending upon the nature of the new town project, the inter-departmental machinery would vary.

The new town programme directed and controlled by the DoE involves other Central Government Departments, e.g., the Treasury, the Department of Trade and Industry (DTI)⁴² and the DES. Apart from the Treasury, since the inception of the new towns idea, the DTI has been involved through the steering of industry, using changing sets of positive incentives and negative disincentives, e.g., the Industrial Development Certificates (IDCs). The agreements between the DoE and the DTI have been agreements in principle that the new towns should go ahead on a particular basis.⁴³

The Central Government Departments have, since the inception of new town designations, varied in the amount of funds they allocated for new town projects, and there is little evidence of discrimination towards new towns by Central Government Departments.⁴⁴ In fact, the separation of the Central Government Department responsible for new towns from that Department issuing IDCs and the Departments providing services like education highlights the lack of co-ordination between the new towns policy and the other related areas.⁴⁵ Another area indicating lack of co-ordination between Central Government Departments has been the existence of different and sometimes contradictory objectives in relation to new town development. For example, the Department of Employment does not consider housing circumstances to be of major importance and the DTI saw the IDC mechanism as not having any part to play in relation to social aspects.⁴¹

In this relation, the Expenditure Committee⁴¹ recommended the introduction of a new monitoring system to co-ordinate the policies of the relevant Central Government Departments (DTI, Department of Employment, DHSS, DES and the Home Office). The Committee believed that a policy monitoring system could ensure the full contribution of the new towns to the execution of Government social and economic policies.

Whether a policy monitoring system can solve the sort of national problems that are reflected in the new towns is open to debate. But what remains is the fact that no action has been taken to properly implement the sort of suggestions made by the Expenditure Committee in 1974-75.

1.6.2 The Financial Relationship between the Central Government and the Development Corporations

The relationship between the Development Corporations and the DoE can be said to have been one of control and limitations. What must be emphasised here is that there is no separate Public Expenditure Programme for the new towns as such. In each of the main fields of development, e.g., housing, industry, education, etc., new towns' expenditure forms part of the national programme and national procedures. In the preparation of each programme the amounts estimated as needed to carry forward each new town's programme during the year, is taken into account.

A simple picture of a Development Corporation's financial operations is that it is generally funded by Government loans, although grants are made in certain circumstances.

Until 1975, the borrowing from Central Government was financed from the National Loans Fund on a sixty year fixed-interest annuity basis at the appropriate Government lending rate.

In 1975, the Development Corporations were given permission to borrow temporarily (i.e., for less than one year) from each other at the market rate of interest to help deal with cash-flow fluctuations.⁴⁶

The other sources of Development Corporations' income are such as:

- (a) Housing subsidies in respect of public rented housing. As they have no rate fund from which to make a contribution to their Housing Accounts, they receive an additional Exchequer grant;

- (b) From the early 1970s, the Corporations could obtain private money through the machinery of lease and lease-back. This involves granting a ground lease for a building to be erected at the expense of a private investor with an immediate lease-back to the corporation on terms that give the financier a basic rate of return and a substantial share in any increases in rental value. The corporations thus retain full control of the letting but at the expense of surrendering half, or more than half, of the value;
- (c) Another source of finance for the Corporations comes from their liberty, subject to approval of the Secretary of State for the Environment, to seek private enterprise funding for development schemes;
- (d) To sell off land and other assets to the private sector.

From this list it can be seen that not all the development which takes place in new towns is carried-out by the Development Corporations. In fact, until 1960 the principle involvement of the private sector in new towns had been via manufacturing industry and the slow expansion of retail facilities. Attracting industry, which continues to boom and slump with national economic trends remains a primary means towards the end of continuing new town development. In 1968, the Government announced that half the capital for commercial and industrial development should come from the private sector.

Again, a simple picture of the allocation of resources to the Development Corporations is that the maximum figures for expenditure in each field, and for net borrowing, are communicated to each Development Corporation at the beginning of the financial year and may be adjusted as necessary during that year. The financial discipline imposed on the Development Corporations is an annual review and a forecast look at a five-year programme. In the light of this an annual

ceiling figure is allocated to each new town and it must confine its expenditure within this limit.

Having these facts in mind, the control mechanism applied to the activities of the Development Corporations can be summarised into two categories of (a) financial (cost planning) and (b) planning (land-use and programming) controls.

(a) The financial control mechanism itself can be divided into two kinds:

- i) First is the approval of expenditure. Until 1971 approval of all advances were given on a scheme by scheme basis. Post-1971 approvals are based on setting overall limits which are based upon the annual estimates. The schemes which fail to meet the prescribed criteria or which are of a type for which no criteria have yet been set, need to be approved on an individual basis.
- ii) The second kind of financial control mechanism is in relation to the borrowing activities of the Development Corporations.

The general control of Development Corporations' (and the Commission for the New Towns' (CNT) activities are exercised by means of an annual "Capital Expenditure Survey" (CES) and the scrutiny of Management Accounts, within the context of "Public Expenditure Survey" (PES). The principal component of the annual cycle of expenditure control is the CES and submission by the Development Corporations (and the CNT) of bids for expenditure in each coming year, under the four headings of, (a) housing, (b) sewerage and water, (c) roads, and (d) other local expenditure (e.g., provision of industry and commerce). It must be added that the only financial objective envisaged by the Central Government is that the new towns should be able to repay their loans (capital and interest) at a reasonable date in the future.

(b) The planning control mechanisms are concerned with the general planning activities of the new towns. The Master Plan prepared by the

Development Corporations (or their planning consultants) includes a financial section, the presentation of which to the Secretary of State for the Environment is not a statutory requirement. But based on this plan, the individual planning projects of the new towns should be statutorily submitted for the approval of the Secretary of State.⁴⁷ Then, the financial implications of these projects have to be set out and approved before the applications for loans are submitted to the Secretary of State for the Environment by the Development Corporations.

1.6.3 The Financial Relationship between the Development Corporations and the Local Authorities

Although a new town requires substantial Government investment through the Development Corporation for housing, industrial, commercial and other development, it also requires a large capital investment by the local authorities on such public services as schools to provide for the incoming population. The additional revenue costs are met partly from rate income and partly from Government grant. Some of this expenditure by the local authorities is incurred in advance of the additional rate income and rate support grant (RSG) which the incoming population generates. In addition to this, the claims of a new town development has the side effect of producing undue overcrowding in parts of the county and creating a situation in which other developments within existing towns have to compete for often inadequate "Key sector" building allocations (with similar problems in the "locally determined schemes" sector).

The Development Corporations may, subject to DoE and Treasury approval, contribute towards the costs of certain Local Authority services.⁴⁸

It is important to mention that the allocation of contributions from the Development Corporations to the local authorities is not based

on statute and is a matter for negotiation between these two bodies, and statutorily it is the duty of the Secretary of State for the Environment to settle the disputes arising in this respect for there may be conflict between the interests of local authorities and that of the Development Corporations. The Development Corporations are committed to build a new community, while the local authorities' chief responsibility is towards their own existing populations and the defence of their interests might not be consistent with the aims of the Development Corporations.

In fact, in 1946, the DoE (then the MHLG) had given some degree of assurance to the county councils that the expenses of building new towns would fall on the Exchequer and that the local rates should not rise. In practice, this assurance was of little value (refer to Appendix 1.A) and the struggle continues with the local authorities which have new town(s) in their area, pressing the DoE (through the Corporations) for more contributions towards their expenses for new town services (refer to Appendix 1.B).

It was not until 1975 that the DoE "encouraged" Development Corporations and local authorities to examine the scope for entering into a sort of partnership agreement akin to the ones exercised by the three new towns of Northampton, Peterborough and Telford (where such an agreement did not exist already) (refer to Appendix 1.C).⁴⁹ The DoE, even then, did not lay down a rigid framework for such agreements but suggested the two agencies might adopt the following recommendations in pursuit of a joint development and management team:

- (a) The local authorities with new town(s) in their area could formally acknowledge their support for the new town project;
- (b) More local authority members could be appointed as members of the Development Corporation Boards;
- (c) There could be joint planning of land assembly and new town

development by local authority/Development Corporation Committees;
 (d) Joint use of the staff of both authorities (or three authorities of Development Corporation, County and District Councils).

In practice the contributions have been made towards the cost of three categories of services, i.e., (a) roads, (b) sewerage and sewage disposal, and (c) amenities.⁵⁰ Contributions of Development Corporations in respect of the cost of the other services are more rare. However, one Development Corporation (i.e., Northampton) has been authorised to contribute towards the education service.

These contributions are not from Central Government grant and have ultimately to be covered by the income of the Development Corporation.

Thus, it can be said that with the recent change of policy over the expansion and redevelopment of large existing towns, it was inevitable that more direct and formal relations between Development Corporations and local authorities had to be constituted.

On the other hand, the reaction of Government towards contributing towards the local authorities with new town(s) in their area, through the Development Corporations has been different for "Ordinary" and "Partnership" new towns.

For the "Ordinary" new towns, the issue was raised in 1966 when a New Towns Bill was introduced.⁵¹ The Government's contention was that outside the so-called "Partnership" schemes the issue of contributions to the expenditure of the relevant local authorities was too complex for rules to be laid down.⁵²

For "Partnership" new towns the Government's attitude was as described previously, but in general the Government's aim was not to make contributions with the intention of insulating ratepayers from

general rises in costs, but to ensure that they would not bear more than their fair share of expansion costs.⁵¹

To conclude, it is appropriate to define the problem areas in relations between Development Corporations and local authorities, together with appropriate suggestions of the Expenditure Committee (session 1974-5) in regard to each problem area. These can be listed as follows:

- (a) The first has been that the financial implications of the new towns were not made clear at the outset, and, in general, disagreement over financial issues are often the fundamental cause of difficulties between the two bodies. In this respect the Expenditure Committee recommended that any (future) payment under section 3 (3) of the New Towns Act, 1965 (i.e., section 11 of the New Towns Act, 1946) towards expenditure incurred by local authorities (or statutory undertakers) be made by the DoE to the relevant authority;
- (b) The second problem arose from the practice of basing the population figures for the assessment of RSG on population figures which were two years out of date. Also, the RSG formula recognises the problems of local authorities with a rapidly diminishing population, but includes no factor to make any adjustment for the burdens stemming from a rapidly increasing population;
- (c) The third problem area, more related to the district councils, has been that the provision of certain local authority services within the new towns were more expensive than the provision of a similar level of service elsewhere within the district;
- (d) Fourthly, the local authorities did not benefit from the additional rateable value created in new towns because the rate income from the new ratepayers has been offset by a corresponding reduction of the RSG (Figure 1.1);

- (e) The fifth problem area has been in relation to the provision of infrastructure by local authorities in the new town areas. This could considerably strain their expenditure programmes and such capital expenditure in new towns can consume a disproportionate amount of the authority's capital allocations. This has been accentuated by the severe restrictions on capital expenditure authorisations. The result has been that projects outside new towns have tended to have a lower priority than those inside the new town area. In this respect the Expenditure Committee (session 1974-5) recommended that the DoE should assess the capital expenditure requirements of local authorities for projects within the new towns separately from those requirements for projects outside the new town areas;
- (f) The sixth problem area has been in relation to the provision of educational facilities in advance of ratepayers who will support them. In this respect the Expenditure Committee,⁴¹ although considering this a temporary problem, recommended that the appropriate part of the cost of the provision of local services, like education, should be met through the DoE by a specific grant to the local authority, in addition to the RSG;
- (g) The seventh problem area has been in relation to the differences in policy between local authorities on the one hand and the Development Corporations (or CNT) on the other, over such matters as the sale of houses to sitting tenants, rent policies and methods of tenant selection. There has not usually been a "joint list" and if a single list exists, distinctions are made between key workers and residents. The Expenditure Committee's recommendation to resolve this conflict was that measures should be taken towards the transfer of housing and associated assets from Development Corporations to the District Councils;

(h) The eighth problem area is revealed by the recognition of the local authorities of the ways in which the Development Corporations have special freedom from the normal planning control.⁴¹

This has been in two ways, as follows:

- i) By the use of procedure under section 6(1) of the New Towns Act, 1956; and
- ii) By the ability to pass on this freedom to a private developer (under the New Towns Special Development Order, 1963).

These practices caused major conflicts in relations between the Development Corporations and the local authorities. In practice, the way of resolving or minimising the conflict arising from the two sets of legislation has been by informal contacts between the members of the two bodies.⁴¹ The operational measures that the Expenditure Committee recommended, in order to improve their relationship, in a way reflects the operational problem areas between the two. The suggestions can be conveniently listed as follows:

- i) Minutes of the Development Corporations' meetings to be available to local authorities;
- ii) Mutual secondment of officers to be considered;
- iii) Plans of mutual interest to be discussed as far as possible in advance of decision;
- iv) Raising the level of local authority representation on the Development Corporation Board;
- v) In general, to improve the consultation mechanism at all levels by the establishment in each new town of formal joint machinery for the mutual exchange of information between the Development Corporation, the County Council and the District Council.

1.6.4 The Impact of Development Corporations on the Finances of Local Authorities

The impact of new town building can occur at three levels, e.g.:

- (a) At the national level: If the development costs of the nationally

controlled services could be spread nationally, then the impact on local population would be minimal;

- (b) At the county level: Services, like education, that are provided at this level could have a considerable cost impact on the local population; and
- (c) At the District level: The contribution of the District Councils towards housing and sewerage costs in the new towns would be an enormous burden on its resources.

With these distinctions in mind, we can assess the impact of the superimposition of new towns on the finances of local authorities in more detail than in the previous sub-section.

The basis of the relationship between the DoE and local authorities, particularly in RSG negotiations, means that it is difficult to gauge the impact of new towns on local authority finances with any degree of precision. Nevertheless county councils, as the providers of collective social services such as education, are the most affected authorities. For example in some cases⁵³ they have had to provide schools in advance of incoming population, i.e., before receiving their rateable value. Apart from the question of local rates, the RSG settlement has caused problems.

The RSG system is designed to meet problems in the form of deficiency as they arise and not for "anticipating" need. Because of this it is based on past expenditure patterns of Local Authorities rather than forecasts of future expenditure. Most of the expenditure incurred by County Councils in pursuance of their statutory duties in the designated areas of the new towns, is to make provision for need as and when it appears, and education invariably is the main area affected. New towns have generated a demand which is higher than the national average for school places because of the age composition of

the incoming population (refer to Chapter Two of this study). So one of the problems which the local authorities (with new town(s) in their areas) have faced in this respect is the concentration of this high number of incoming school-age population in a small part of their area, while under-used schools in the other parts of their area cannot be allocated to this school-age population. So, new schools have to be built.

A study of the financial implications of new town expansion for the affected local authorities in relation to RSG settlement can illustrate the kind and range of problems and difficulties that these local authorities face. The implications can be shown as follows for the three elements of the RSG (Figure 1.2):

- (a) The formula for the "needs" element (which is payable to county councils in non-metropolitan areas) depends for its distribution on a single most important factor, that is the population level of the area. Another important factor is the number of educational units as compared with a standard per one thousand population. The education units are assessed by reference to the number of school children weighted for age and other significant factors. The formula includes a factor for declining population, but does not include a factor in relation to expanding population which is important in the case of local authorities with new town(s) in their area. The DoE once considered the relationship between expenditure per head of population and rapid population growth but did not find a significant correlation that would enable "rapid growth" to be one of the criteria for calculating the "need" element of the RSG formula.
- (b) The amount of the "resources" element of the RSG is based on the "local deficiency" in rateable value (RV) and is calculated in

FIGURE (1.1) :The Financial Implications of New Town Development in Relation to Rate Support Grant Settlement.

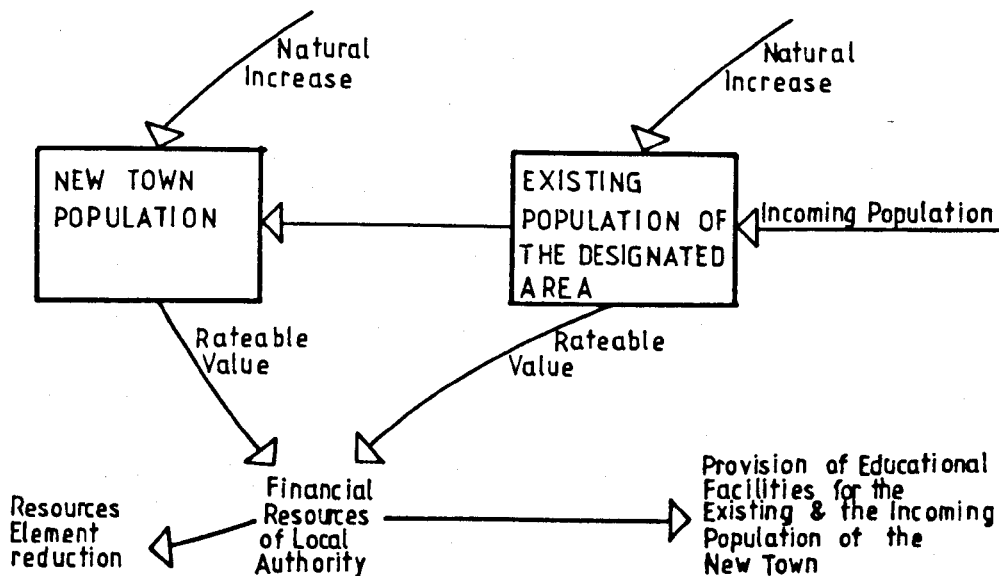
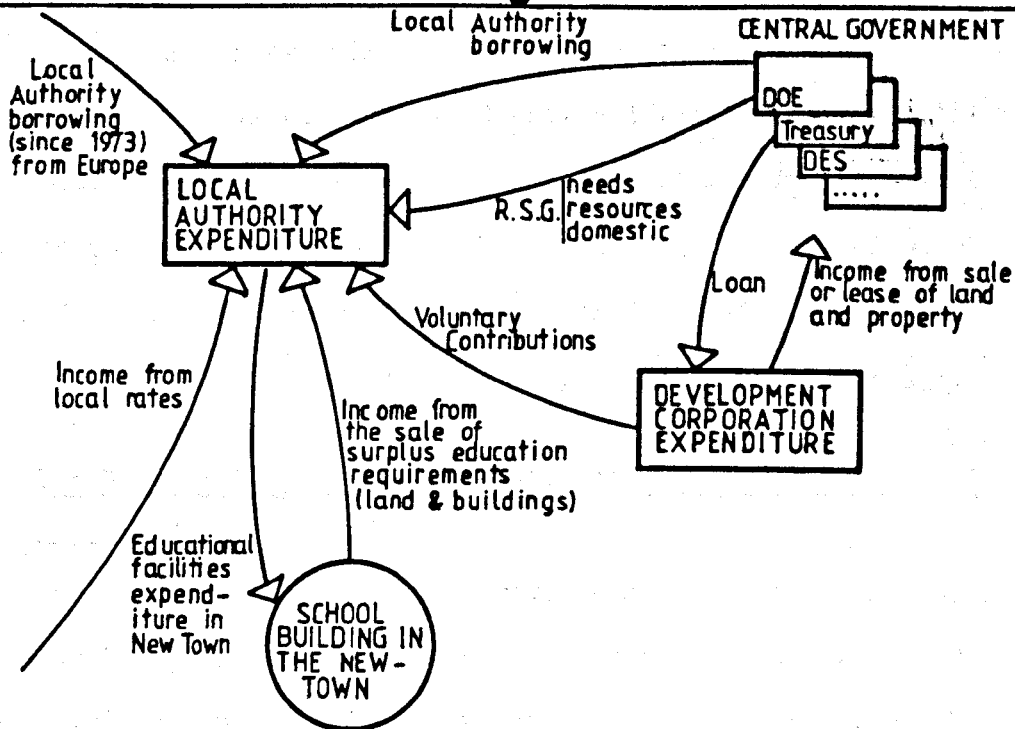


FIGURE (1.2) :The Flows of Financial Interaction for School-Building in the New Towns.



relation to a standard rateable value per head (fixed nationally) and total number of the population. The chart illustrated in Figure (1.2) shows the flow of "resources" element and its relation to the rateable value. In other words, as the development of a given new town proceeds then proportionally the rateable value increases per head of population, but at the same time the "resources" element of the RSG decreases.

- (c) The third element of the RSG settlement, i.e., the "domestic" element, is uniform throughout a county and so the population particularities of a new town and its effects on the other parts of a county are not material.

To conclude, it can be said that two issues emerge which the RSG system has disregarded.

The first is in respect of the problem of authorities with an expanding population as against the authorities with more static populations (in regard to "needs" element of the RSG).

The second issue is that local authorities have to provide services and so incur expenditure in advance of population growth, as the existence of services such as educational facilities are vital for the attractiveness of new towns to the potential residents. The fact that there is about two years time-lag⁵⁴ between the arrival of population and its reflection in the RSG, contradicts with the need to provide educational facilities ahead of population establishment.

1.6.5. The General Framework of Educational Administration in the New Towns

As has been made clear in the previous sections of this chapter, the responsibility for the provision of educational facilities in the new towns falls upon the LEAs. A point of departure from the other areas, in the case of new towns, is the involvement of Development

Corporations in the planning stages of their provision.

In order to define this involvement in more detail, it is appropriate to define the facets of the relationship between the Development Corporations and the LEAs. For the purpose of the present investigation, three facets can be identified, which can be listed as follows:

- (a) Co-operation in planning and research;
- (b) Seeking approval for plans and proposals; and
- (c) Financial links.

Considering the fact that the financing of LEAs is a part of the overall financial arrangement of Local Government, it must be remembered that the financial links between the two authorities were discussed in the previous sub-section. In regard to the second category, i.e., "seeking approval for plans and proposals" it must be mentioned that there is no statutory requirement concerning this procedure except in the case of "Partnership" new towns. This was also discussed in the previous sub-section. The remaining category, i.e., co-operation in planning and research (which is also related to the second category) needs to be discussed.

1.6.5.1 Co-operation in Planning and Research between the Development Corporations and the LEAs

The forms adopted for the planning of educational facilities by a LEA must be viewed from the point of view of Central and Local Government relationships.

Some authors have suggested that local authorities are largely "agents" of the Central Government. The "agent" theory would imply that the proposed Local Government action is to implement objectives set nationally. But of course such objectives will not necessarily imply uniform levels of service or levels of spending between authorities.⁵⁵

The law governing the provision of educational facilities imposes duties on LEAs and also confers powers upon them. Each LEA has a measure of authority and exclusive powers which may be conferred by a local Act, or by by-laws. Accordingly, in each LEA certain patterns of behaviour (which may change over time) evolve and "tend to become an integral part of the Local Government system even though they have no official procedural basis".⁵⁶ Such patterns of behaviour by LEAs having a new town in their areas may become even more varied compared with each other and with other LEAs. This is especially likely given the introduction of Development Corporations in the normal decision-making system of LEAs.

The central control mechanisms were described in the previous sections of this chapter. One of these control mechanisms has been the policy directives of Central Government. The importance of this issue lies in the fact that the LEAs have had to cope with the changing perspectives of these policy directives. In this relation, the planning problems of the LEAs, especially in regard to the planning of educational facilities over the years for the new towns can be grouped into five categories, as follows:

- (a) Meeting "basic needs", which has always been given priority over other problem areas, especially in new housing developments, e.g., new towns.
- (b) Replacement and improvement of old schools, that is those less well attended until about 1968 when the Government's policy was newly directed towards inner urban areas and the improvement of inner city schools and also during 1971 to 1973, when there was, nationally, a modest attempt towards the replacement of old primary schools (this was a period of drastic public expenditure cuts and rising inflation).⁵⁷
- (c) The raising of the school-leaving age once in 1944 (from 14 to 15)

and later the Government's intention to raise the school-leaving age in 1970/71, but which was postponed to 1972/73.

- (d) The reorganisation of secondary schools on comprehensive lines, after the DES circular 10/65, reached a peak (in terms of Government persuasion) during 1977-79 during which there were programmes of special projects to aid reorganisation.
- (e) Falling numbers, a more recent problem area in new towns.

The central control mechanisms over the operation of these policy directives, as well as control over the cost of school projects, has been through two kinds of devices. First is the preparation of the Development Plans for Education by the LEAs after the Education Act, 1944 (section 11). "Although Development Plans were taken with differing degrees of seriousness by different Local Authorities (and have now fallen into disuse), the process illustrated also the intended relationship between Central Ministry and LEA".¹⁰ For the purposes of preparing these Development Plans the LEAs were required to take three major steps:

- (a) Estimating the immediate and prospective needs of their area;
- (b) Showing the action which the authorities propose should be taken to assess the sufficiency of primary and secondary schools in there area; and
- (c) Stating the measures to be taken in order to achieve their purpose.

There was no provision in the Act for the review of these Development Plans.

The second device has been the approval procedure for major school building programmes which, at present (until the coming into force of the provisions of the 1980 Education Act (section 14)), operates as a three stage rolling programme. Now considering the "basic needs" (i.e., the means through which new school building has been justified in new

town areas), the process of their justification will reveal in more detail the nature of these mechanisms. The information which is needed by the DES and is the basis for the provision of proposals by the LEAs can be listed as follows:

- (a) A forward building programme for schools and other educational facilities;
- (b) The relationships of proposals to the LEAs' Development Plan;
- (c) The priority order of projects;
- (d) Information under the three main headings of:
 - i) An analysis of accommodation available within two miles of a primary and three miles of a secondary school, by reference to the available teaching accommodation and the number of school pupils on roll;
 - ii) A trend analysis of the number of pupils, by a comparison of the upper and lower cohorts of pupils likely to seek admission during the next four or five years;
 - iii) Housing - the ultimate planned size of the development of new housing estates, the number of dwellings already built and those expected to be built during each of the next four or five years, how many pupils per each age group the housing is expected to yield on a permanent basis, the extent to which the pupils will be new to the area, for local authority or private housing, etc.

The planning framework and machinery adopted by the LEAs to obtain and to monitor information has been in the form of close contact with, firstly, the Area Health Authorities to keep up-to-date with the numbers and distribution of live births throughout the authority's area; secondly, with Roman Catholic authorities to obtain the information about baptised children; and thirdly, with the Development Corporations, in the case of new towns, to obtain details of housing proposals and programmes of housing development. These, if added to the information about the existing primary and secondary school population and buildings (e.g., census information provided by the Education Welfare Officers)

comprise the raw material for educational facilities planning by the County Education Departments. And, as has been seen, it is at this stage that the New Town Development Corporations mostly get involved.

On the other hand, when producing the information listed above, there can always be uncertainty about, (a) the birth-rate, (b) movement of population, and (c) numbers of pupils staying on at school after compulsory school-age. It must be added that the effect of these variables can vary widely from area to area. In fact it was in the light of the increasing scale and complexity of educational facilities programmes, the uncertainties inherent in the provision of such information as mentioned above, together with the aspects of urban development and change (especially housing) that a change of procedure for the submission of School Building Programmes (SBPs) was introduced, first in 1968 and then in 1974. But, in practice, the main direction and efforts were directed towards monitoring housing development programmes, while the other aspects of urban development and change were taken as subsumed in such programmes.

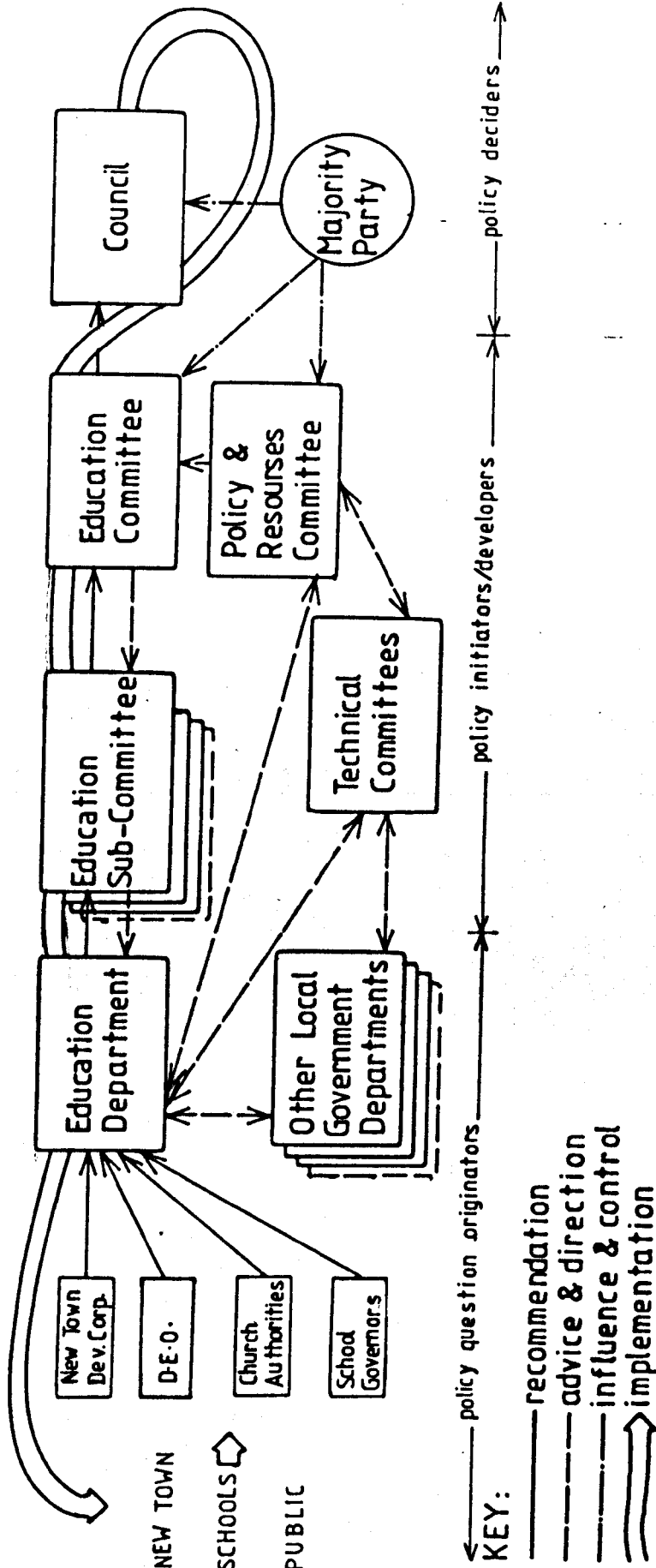
Later in the study, it will be argued that the complexity and the uncertainties of urban development process and urban change in a market economy (new towns now taken to be an appropriate example of such an urban settlement) requires the adoption of an integrated approach for analysing rates of housing and employment development and change for the purpose of educational facilities planning.

To conclude it must be emphasised that for the LEAs with new towns in their areas, the formal sequence of steps in decision-making is almost the same as any other LEA. The difference is in the first step of decision-making, i.e., the steps concerning the County Education Departments of each LEA, while the final decision is taken by the Education Committees, the Councils and the DES. The formal steps

involved in the planning of educational facilities in relation to the LEAs with new towns in their area are diagrammatically summarised in Figure (1.3).

At this stage, what seems to be important about the educational facilities planning processes in new towns are firstly, the consideration given by the decision takers, at local and central level of Government, to the needs of the younger than average population of the new towns and the importance of school buildings (among other facilities) in the development of a new town, and secondly, the more recent problem area of the new towns in terms of the over-provision of school places and the advent of falling rolls. It is this contradictory phenomenon that must be considered in more depth.

DES



NEW TOWN
SCHOOLS
PUBLIC

KEY:
 — policy question originators
 — recommendation
 - - - advice & direction
 ···· influence & control
 >>> implementation

policy question originators policy initiators/developers policy deciders

FIGURE (1.3) : The Policy System for Education, LEAs with New Towns in their Areas.

NOTE: adopted & adapted from R.E.Jennings, Education and Politics, 1977.

CHAPTER TWO

DIFFERENCES AND SIMILARITIES BETWEEN THE NEW TOWNS

CHAPTER TWODIFFERENCES AND SIMILARITIES BETWEEN THE NEW TOWNS

This Chapter of the study focuses on the causes and the consequences of the differences between the new towns in terms of their demographic characteristics in general and their pupil population characteristics in particular. This general view of the demographic characteristics of the (English) new towns and the factors affecting the changes in their pupil population size and structure can satisfy three purposes as follows:

- (a) It provides a framework for analysing the pupil population characteristics of the new towns, and with the help of the historical context, gives an overall idea of the varying degrees of need for educational facilities for the new towns over time, i.e., as their pupil population, housing and industrial policies and structure change;
- (b) It provides a tool for selecting case examples from among twenty-one English new towns. Each town has been selected to represent as far as possible a group of similar new towns in terms of the selected variables. The three case-studies are to be as dissimilar as possible, given those variables;
- (c) It helps to provide a framework for generalising the findings of the study as a result of the investigations of the three selected case studies.

Accordingly, this Chapter has been divided into four sections. The first section reviews and analyses the overall population and the pupil population characteristics of the new towns. The second section

attempts to define the forces responsible for the changing size and structure of the school-age population of the new towns. The third section deals with the selection of the case-studies. Section four makes a brief comparison of the demographic characteristics of the three selected case-studies and sums up the information included in the previous sections about these three new towns.

SECTION 2.1POPULATION CHARACTERISTICS OF THE NEW TOWNS

The main aim of this section is to determine the sources of differences between the new towns in regard to their school-age population characteristics, assuming that the changing population pattern of the new towns substantiates their need for a variety of educational facilities.

To this end, and in order to obtain an overall framework for the analysis over time of the school-age population structure of the new towns, fifty-seven variables (refer to Appendix 2.A) have been selected (mainly from 1971 Census data¹) to seek the correlation between these variables in order to examine the factors affecting the "form" of school-age population growth in the new towns. This also provides a framework for the description and analysis of the population characteristics of the new towns over time.

2.1.1 Selection of Variables

The variables selected fall into five categories. These areas of information can be listed as follows:-

- (a) Variables relating to population size and fertility;
- (b) Variables relating to total population and school-age population growth and movement;
- (c) Variables relating to educational characteristics;
- (d) Variables relating to household and housing characteristics;
- (e) Variables relating to social class and socio-economic groups.

Each area has a different number of variables (Appendix 2.A).

Characteristics for analysis must be chosen with care as a pre-condition for selection is the availability of data in the first place and secondly the availability of data in equal detail at all the dates and in respect of all the new towns. In fact the most readily available and complete set of data relating to new towns is the Census information. The intention was to investigate trends over a period of years. To this end Census information provided the major part of the body of data and explained the choice of dates, i.e. 1951, 1961, 1966 and 1971.

A serious problem when attempting to carry out such a comparative analysis is the inevitability of using data from different sources. It can be generally said that, in practice, the selection of variables is limited by the statistics available.

It is important to bear in mind that this study looks at the factors which differentiate between the new towns. At the same time it must be borne in mind that each new town has different units (neighbourhoods) with different demographic characteristics. The absence of data for small areas within the new towns has forced the study to be confined to statistics classifiable according to the whole of the new town areas.

There are also some gaps in the series of variables related to each of the areas of information listed above. Some examples of these gaps are as follows:-

- (a) There is a gap in the series of education variables with respect to financial data, such as new town education expenditure. For such data there is no source of information available.
- (b) Another gap, which is again related to education, is the number of students in each new town who stay on at school after compulsory school-age. There is also no source of information

available.

- (c) There are some available education information items which could also have been added to the list of education variables, but these were excluded because they relate primarily to educational performances.²
- (d) The actual number of school places (both primary and secondary) are excluded as obtaining this information for all the new towns would require extensive research.

For any future study concerned with the statistical analysis of new towns, especially in terms of their educational characteristics, there may be opportunities for the introduction of more educational variables. Another shortcoming of this analysis is that the bulk of information relates to the 1971 Census data which is now a decade out-of-date. So, this part of the study, i.e. the multi-variate analysis of education related characteristics of the new towns, especially with the outcome of the 1981 Census, can be repeated in future studies with up-to-date figures and a wider selection of variables.

In selecting the variables no attempt was made to avoid the inclusion of correlated variables as there was no reason to believe that these variables would diminish the value of the results.³ It should also be emphasised that the policy significance of the variables was not an important criterion for their selection, nor were the variables chosen on an exclusive basis. The choice was mainly governed by the aim of this section as mentioned above.

In addition to these aims and objectives, another aim underlying the selection of these variables and the carrying out of a multi-variate analysis, is to cluster the new towns into classes (or groups) with similar characteristics. Identifying the new towns which are similar in character in a multi-variate analysis depends on the

variables used, i.e. on the particular characteristics for which similarity is sought. Thus, it must be considered that in all multivariate analyses the choice of "areas of information" and their component "variables" is difficult and is to a certain extent arbitrary.

2.1.2 Correlation Between the Variables

In accordance with the scope of this section, i.e. the analysis of overall and school-age population characteristics in the new towns, this Sub-Section explores the factors affecting the structure of the school-age population of the new towns (including pre-school and post-compulsory school-ages). To this end four variables, which are listed below, have been made to find the variables (from among the selected fifty-seven) which have the highest correlation with the four selected variables (refer to Appendix 2.B). These four selected variables are:-

- (a) Proportion of people aged 0-4;
- (b) Proportion of people aged 5-9;
- (c) Proportion of people aged 10-16; and
- (d) Proportion of people aged 16-18.

From among the selected fifty-seven variables, twenty-nine have shown a high (positive and negative) correlation with the size of under-five year old population, twenty-eight with the size of population aged 5-9 year olds, twenty with the size of population aged 10-16 year olds and twenty-one with the size of 16-18 year olds. These correlations are shown and have been simplified in the form of a minimum spanning tree which is shown in figure (2.1). In this way each variable is linked to whichever other variable it is most strongly correlated with (i.e. having a correlation coefficient which is more than ± 0.70).

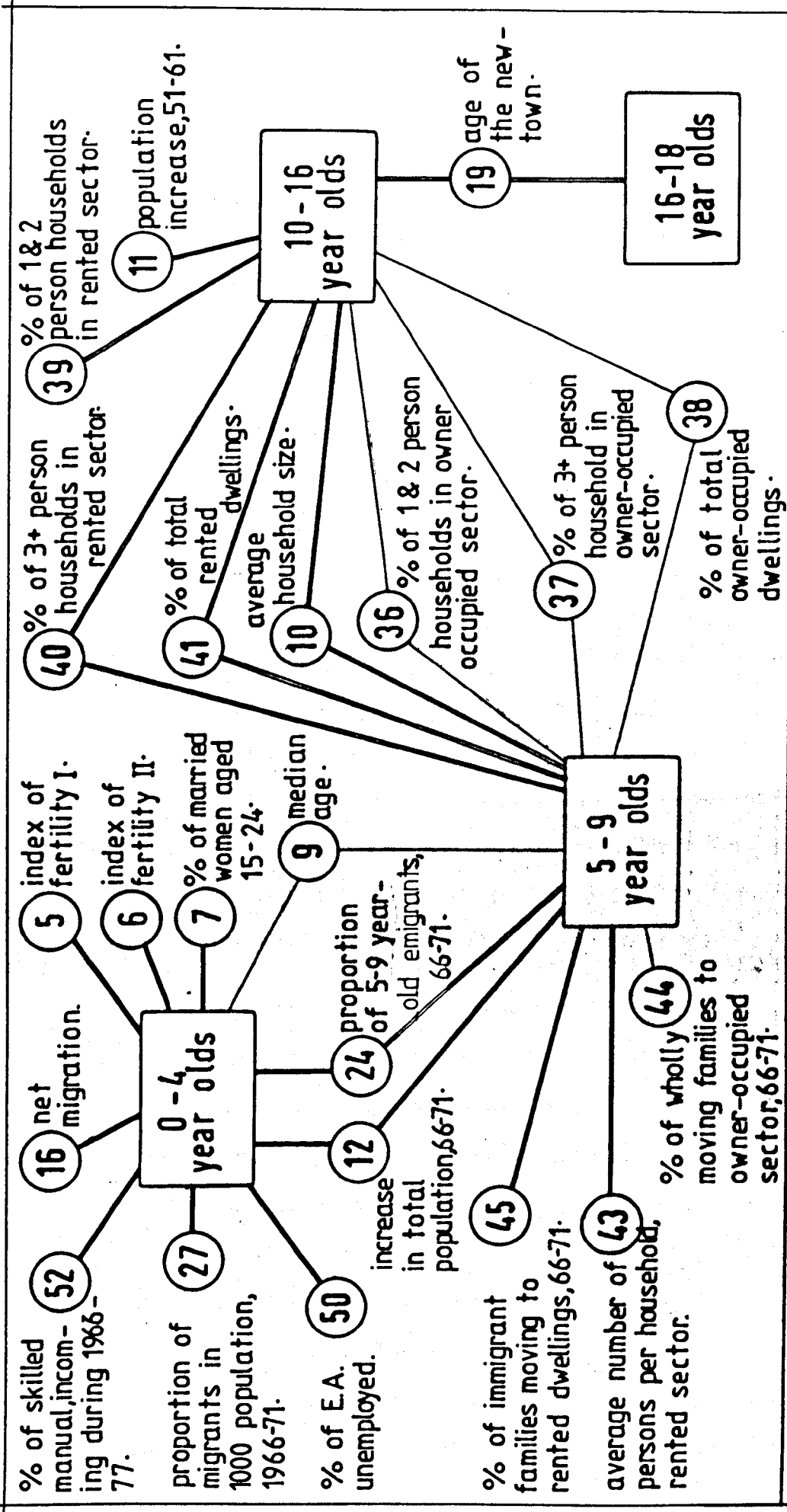


FIGURE (2.1): Correlation between the proportion of school age population and the selected variables with more than ± 0.70 correlation coefficients.

NOTES: — positive correlation, - - - negative correlation, E.A.=economically active

From this figure it can be concluded that the important factors responsible for increasing the size of pre-school-age population of the new towns were of two kinds. The first were related to the size and movement of population to the new towns, while the second were related to the socio-economic and employment structure of the new towns. For the second category, i.e. the 5-9 year olds, the first important factor is the same as the first for the 0-4 year olds, but the second factor is in relation to the housing structure of the new towns. For the 10-16 category, three important factors have been identified, the first group relates to the increase of population, the second relates to the age of the new town and the third is in relation to the housing structure of the new towns.

2.1.3 Demographic Characteristics of the New Towns

Studying the demographic structure of the new towns is important in that it reveals the close relations of some of the population features of the new towns. This can be done by further examining the correlation of the selected variables in figure (2.1).

It can be seen that not only are demographic features like population growth rates and school-age population sizes closely related, but they also have direct implications for other characteristics, like the age of the new towns, the movement of skilled, semi-skilled and unskilled manual sectors into dwellings rented from the Development Corporation or the Local Authority. The size of (not growth of) primary and secondary school-age population have high correlations with the increase in the total population of the new towns from 1951 to 1961 and also from 1961 to 1971. There is a high correlation between the increase in total population per annum in the period 1951-61 with the size of secondary school-age population in 1971. Also there is a high

correlation between the increase in the total population of the new towns in the period 1961-71 and the size of primary school-age population in 1971. The switch from secondary to primary school-age population confirms the youthfulness of the incoming population to the new towns for the period 1951-71.

It can also be deduced that during the period 1966-71 the incoming population to the new towns (having the median age of approximately 29.0 years) was accompanied by less primary school-age population. Table (2.1) reveals these relationships further. From both of these tables another set of relationship can also be revealed and that is the relations between the size of pre-school and primary school-age population and the socio-economic class composition of the incoming and outgoing population. It can be seen that there is a very high positive correlation between the proportion of 0-4 and 5-9 year olds in 1971 and the proportion of incoming skilled manual workers to the new towns during the period 1966-71. To a lesser extent, but still high, there are correlations between the proportion of pre-school and primary school-age population of the new towns in 1971 and the proportion of semi-skilled and unskilled incoming population during 1966-71. In contrast there is a much lower positive correlation between the proportion of the pre-school and primary school-age population in the new towns in 1971 and the skilled and semi-skilled population outgoing from the new towns during the period 1966-71. There is also a negative correlation between the proportion of the 10-16 and 16-18 year olds in 1971 and the proportion of skilled, semi-skilled and unskilled manual workers outgoing from the new towns. This might be an indication of the fact that the manual workers with secondary or post-compulsory school-age children tend to, or have to be, less mobile. It can also be observed that the incoming manual workers to the new towns during

the period 1966-71 were accompanied by less secondary and post-compulsory school-age population and that the relations between the pre-school and primary school-age population and the "incoming" manual workers to the new towns were higher than the "outgoing" manual workers.

TABLE (2.1): SOME DEMOGRAPHIC CHARACTERISTICS OF THE MIGRANTS TO THE NEW TOWNS, 1966-1971 (% OF TOTAL IN EACH CATEGORY)

Variables New Town	5-9s 1966-71		10-14s 1966-71		Migrants 1966-71					
	Incoming	Outgoing	Incoming	Outgoing	Skilled		Semi-skilled		Un-skilled	
					Incoming	Outgoing	Incoming	Outgoing	Incoming	Outgoing
Aycliffe	10.9	14.5	8.3	9.6	13.5	8.4	15.1	6.4	2.8	1.5
Basilston	13.9	13.6	6.5	7.7	10.9	9.1	8.4	4.5	3.5	2.4
Bracknell	15.3	12.4	9.0	8.2	10.1	7.8	5.3	3.6	2.1	1.6
CLMT	12.4	11.7	7.6	7.5	9.2	7.8	5.0	3.5	2.3	2.1
Corby	17.7	13.5	10.0	8.6	12.1	11.4	9.9	5.9	7.7	3.3
Crawley	10.7	12.4	6.5	10.6	9.5	5.9	6.5	2.4	2.0	0.7
Harlow	11.7	13.1	8.8	9.2	11.5	8.9	5.8	3.3	3.1	1.3
Hatfield	11.3	10.3	8.6	10.1	10.0	7.7	3.9	4.2	2.2	2.2
H. Hampstead	11.2	11.8	8.7	8.6	9.5	5.4	4.6	2.9	1.1	1.1
H. Keynes	11.7	15.9	6.7	7.2	14.0	11.3	7.2	4.3	3.0	1.4
Northampton	11.9	9.5	7.1	8.2	8.7	7.2	4.5	3.8	2.9	1.1
Peterborough	12.3	10.2	8.7	6.6	9.5	6.3	7.6	3.7	3.7	3.2
Peterlee	11.4	18.0	7.4	10.2	16.8	13.0	8.8	3.9	2.9	1.3
Redditch	11.6	10.9	8.3	7.9	13.4	9.4	11.5	5.1	2.5	1.2
Runcorn	11.9	12.2	9.3	8.9	11.8	11.4	8.7	5.8	4.9	2.2
Skelmersdale	15.5	15.9	11.2	7.7	14.6	12.7	10.4	7.3	5.3	3.2
Stevenage	12.5	14.8	6.5	10.6	10.8	5.7	6.4	2.9	2.5	1.2
Telford	13.3	13.9	8.8	8.1	11.8	8.3	7.7	4.6	2.7	1.9
Warrington	12.9	12.7	7.9	6.0	10.2	7.6	4.0	3.3	2.0	2.1
Washington	12.2	11.3	6.9	6.7	13.5	15.0	5.3	7.6	1.8	3.0
Walsyn	13.1	10.6	7.8	7.5	7.1	7.1	4.8	2.2	1.0	1.1
Average New-Town	12.6	12.8	8.1	8.4	11.4	8.9	7.9	4.3	3.0	1.9

Source: 1966 (10% sample); 1971 Census of Population.

Notes: CLMT = Central Lancashire New Town.

It is the changes over time of these inter-related demographic features that leads to an important range of problems in the development and management of the new towns, as their needs for age-specific facilities like educational facilities change correspondingly over time. Three factors, mainly related to demographic characteristics, affect the provision of age-specific facilities (such as educational facilities) in the new towns. These three factors can be listed as follows:-

- (a) The rate of growth of population, and the overall time period within which growth has taken place;
- (b) The policies towards the introduction of the incoming population with regard to different age-structures; and
- (c) The school-age imbalance in different sectors of a new town: when the wave of school-age population passes from one section of a new town to another section, over time.

A distinction must be made between the new towns which experienced rapid growth over at least two decades, and the new towns where this occurred in one decade (figure 2.2). There is another way of distinguishing between the new towns and that is by observing the changes in their rates of growth of population over the period 1951-1980. Four categories can be distinguished as follows:-

- (a) The new towns which had a reduction in their growth rates during the period 1951-1980. These are all the new towns which were designated before 1951. Four of these eleven new towns, i.e. Crawley, Hatfield, Hemel Hempstead and Welwyn have concluded their rapid expansion phase and mostly rely on their natural growth of population; although they present varied pictures as can be seen from figure (2.2a);
- (b) A single new town, i.e. Skelmersdale, had a unique situation in that it experienced an increasing population growth rate up until 1971 and a declining rate during 1971 to 1980 (figure 2.2b);
- (c) The five new towns of Redditch, Runcorn, Washington, Milton Keynes and Northampton had increasing rates of population growth throughout the period under review. Within this group the three new towns of Redditch, Milton Keynes and Northampton, unlike the ^{other} two, had a stable rate of growth before their designation and their increase occurred after their designation (figure 2.2c);

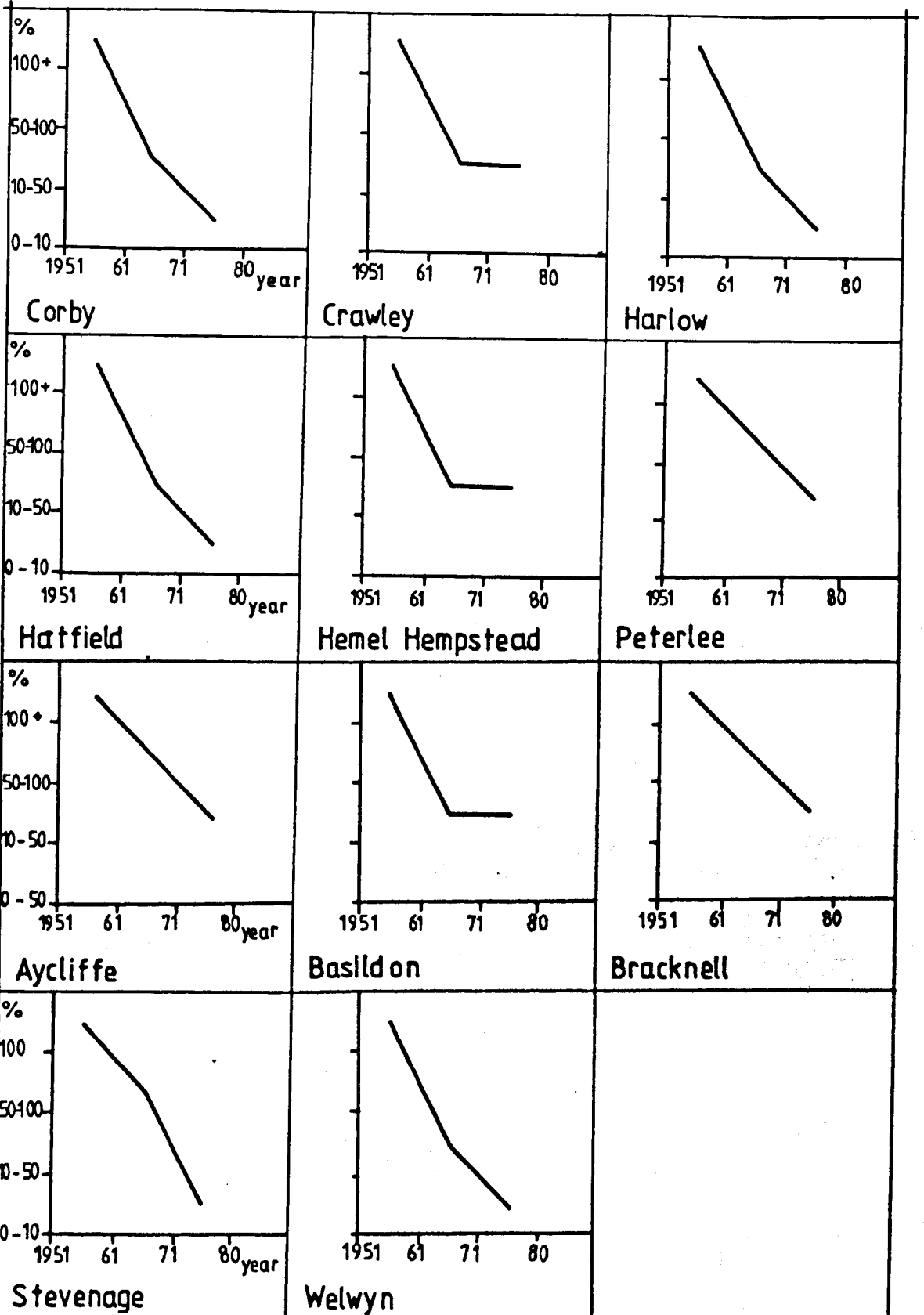


FIGURE (2.2), (a): The New Towns which Experienced Declining Population Growth Rate, 1951-1980.

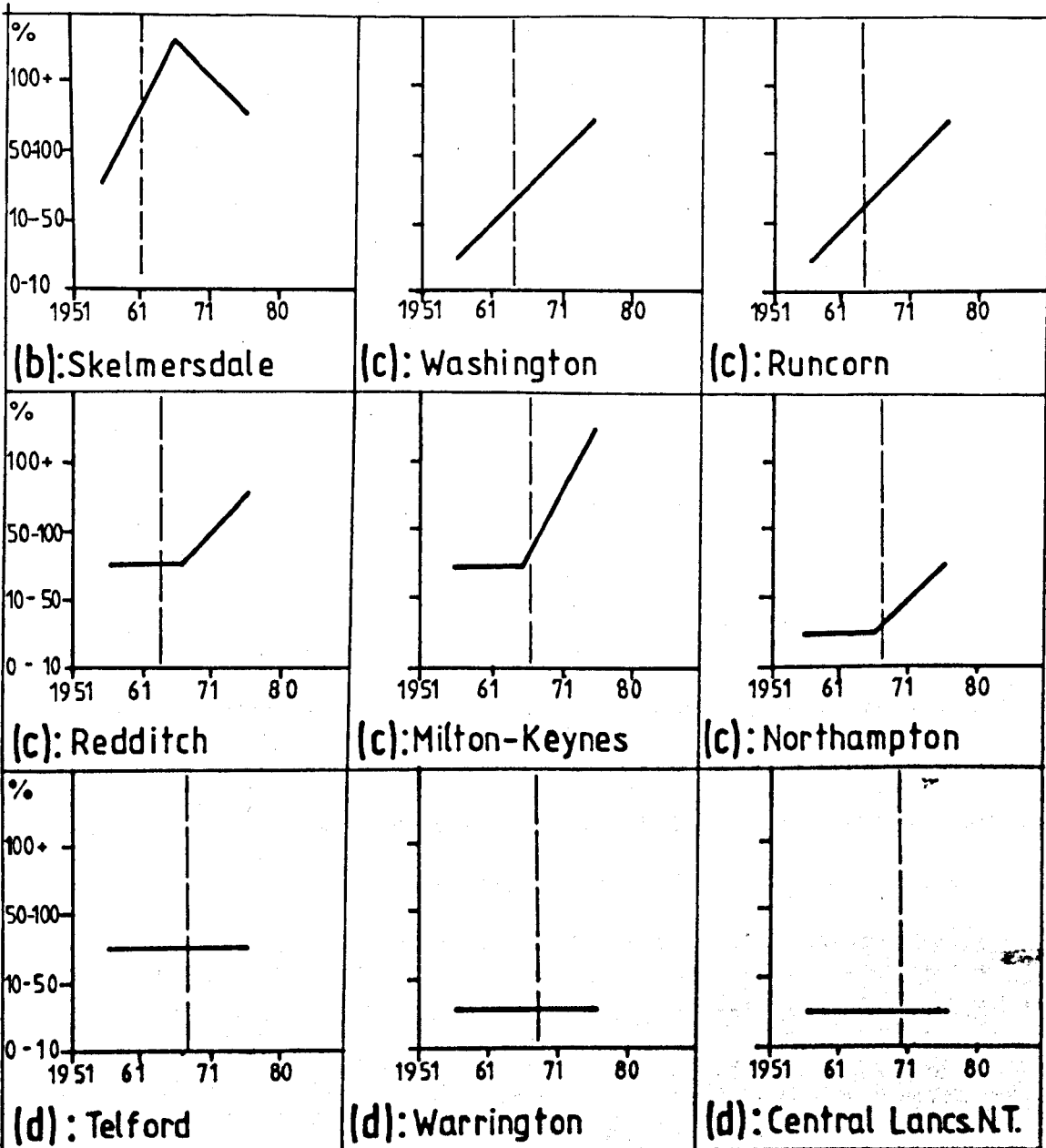
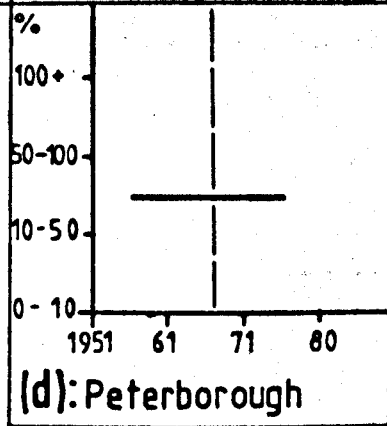


FIGURE (2.2),

(b): The New Town which Experienced first Rising & then Declining Population Growth Rate.

(c): The New Towns which Experienced Rising Population Growth Rate.

(d): The New Towns which Experienced a stable Population Growth Rate.



NOTE: The broken lines indicate the date of designation of the new-towns.

(d) The last group, which comprise the new towns which were designated after 1967 (excluding Milton Keynes and Northampton) are unique in that they kept a stable rate of population growth throughout the period 1951-1980: before and after their designation as a new town. These new towns all have a situation much closer to the national average rates of growth of population than the other new towns. Amongst these, the two new towns of Warrington and Central Lancashire New Town have had the lowest rate of growth since 1971 (figure 2.2d).

2.1.4 School-Age Population Size and Growth

Within the broad framework described above, and in relation to certain features which indicate new town growth, the school-age population of the new towns can be studied further. These features include the school-age and total population size and growth, educational facilities development, housing and socio-economic characteristics.

It can be seen that there is a striking contrast between both the size and the growth of school-age population⁴ of the new towns designated before 1951, in their first decade of development (i.e. 1951-1961) and their second decade (i.e. 1961-1971); and also between these new towns and the new towns designated after 1961 (Table 2.2).

TABLE (2.2): SCHOOL-AGE POPULATION SIZE AND GROWTH, TOTAL POPULATION GROWTH, 1951, 1961, 1971, 1976, 1979 AND 1980

Variables New Town	school-age population size (% of total population)					% change in school age population			
	1951	1961	1966	1971	1976/79*	1951-1961	1961-1966	1966-1971	1971-1976/79
Aycliffe	14.5	22.9	23.3	25.7	n.a.	3090.7	34.8	40.5	n.a.
Basildon	16.7	22.8	23.7	24.4	n.a.	196.8	29.1	19.4	n.a.
Bracknell	16.5	21.7	23.7	24.1	n.a.	423.2	27.0	46.1	n.a.
CLNT	-	-	-	19.6	23.3	-	-	-	25.2
Corby	22.9	49.0	23.8	25.9	n.a.	123.4	21.5	19.4	n.a.
Crawley	16.1	23.3	25.6	23.4	n.a.	629.1	27.3	-0.8	n.a.
Harlow	16.1	24.6	25.8	25.9	n.a.	1304.7	32.7	15.5	n.a.
Hatfield	16.7	22.1	22.2	22.9	n.a.	193.4	14.2	12.3	n.a.
H. Hempstead	17.0	22.7	22.9	22.6	22.0	233.5	17.5	8.5	n.a.
M. Keynes	-	-	-	20.9	22.3	-	-	-	97.3
Northampton	-	-	16.3*	18.4	20.0	-	-	21.7	43.4
Peterborough	-	17.6*	17.8*	20.3	n.a.	-	5.8	52.6	22.9
Peterlee	22.1	23.8	24.9	26.4	n.a.	4593.9	47.5	26.4	n.a.
Redditch	16.9**	31.0	17.7	19.6	n.a.	5.5	11.0	28.0	n.a.
Runcorn	-	29.5	18.5	20.3	n.a.	-	-2.5	30.0	n.a.
Skelmersdale	17.5**	17.7	17.4	24.3	n.a.	2.8	88.0	210.0	n.a.
Stevenage	16.1	23.1	24.5	25.3	n.a.	743.1	39.3	23.2	n.a.
Telford	-	32.0**	20.3	20.4	n.a.	-	185.2	273.3	n.a.
Warrington	-	-	18.0*	20.9	20.4	-	-	105.2	4.6
Washington	20.2**	20.4	21.0	20.5	n.a.	20.0	13.6	18.8	n.a.
Welwyn	18.5	21.8	21.8	15.7	n.a.	120.3	10.6	-25.1	n.a.

Sources: 1951, 1961, 1971 Census of Population; 1966 10% Sample Census; 1976, 1977, 1979 figures are obtained from the relevant New Town Development Corporations.

Notes: † Approximate figures, * The figures are for the County Boroughs before the Designation of the New Towns; ‡ The figures are for the Metropolitan Boroughs; ** The figures are for the Urban District areas; CLNT = Central Lancashire New Town.

2.1.4.1 The pre-1951 New Towns

The four Commission new towns decreased their "school-age population rate of growth" during the period 1951-71. For two of them, i.e., Crawley and Welwyn, this was accompanied by a decrease in the absolute size of their school-age population during the same period. This phenomenon, i.e. the decrease of the rate of growth of the school-

age populations for these four new towns, paralleled a decrease in their overall population growth rate. The decreasing rate of overall population growth during the period 1951-1971 was a common feature not just for these four new towns but for all twenty-one English new towns. This feature indicates the ageing of the population of the new towns since 1951.

The other new towns designated before 1951, generally can be grouped into two categories in terms of their rate of school-age population growth. First are the new towns which had a smoothly decelerating school-age population growth rate during the period 1951-1971. The second group comprise the new towns which had a deceleration in their rate of growth of school-age population during the period 1951-1971, but had higher rates of growth during 1966-1971 than during 1961-1966.

The first group of new towns comprise Basildon, Corby, Harlow, Peterlee and Stevenage. These new towns had reduced their rate of school-age population growth during the period 1961-1971 ranging from 2.1 per cent for Corby to 21.1 per cent for Peterlee. On the other hand, the second group of new towns which comprise the two new towns of Aycliffe and Bracknell, generally, had a decline in their school-age population rate of growth during 1951-1971.

The difference between these new towns and the five new towns mentioned above is that those new towns for the period 1966-1971 had a higher rate of school-age population growth than for the period 1961-1966. During 1966-1971 the second group, i.e. Aycliffe and Bracknell, had their rate of school-age population growth increased by 5.7 per cent and 19.1 per cent respectively. In Aycliffe, the growth of population from 60 at designation to about 26000 in 1980 has led to the typical new town population features connected with age-imbalance. But it was the increase in its population target once in early 1960s

and again in the late 1960s that has caused its fairly steady growth. It is this same phenomenon, i.e. the increase of population target, which has given a more even spread of its growth over the last three decades than in most other new towns, considering that the variation in the age-structure of the population of the new towns is mainly related to the phasing of their population build-up over time.

These pre-1951 new towns are different from the later new towns as they have enjoyed a longer time span for their population intake while being designated from a smaller population than the later new towns (ranging from 60 to 25000 and having an average of 10400).

2.1.4.2 The Post-1961 New Towns

The six new towns which were designated after 1961 (excluding the four so-called Partnership New Towns) are different from their predecessors from the point of view of their school-age population characteristics. During their development period the six new towns kept their ratio of school-age population to total population almost constant with less variation than their predecessors (the eleven pre-1951 new towns had lower ratios in their early years of development and had marked increases from 1961-1971). Some of the six post-1961 new towns continued the high ratios of their pre-designation years.

Bearing in mind their large existing populations, the remaining four new towns, i.e. the four Partnership New Towns, had a smaller rate of school-age population (and total population) growth in their early years of development (1971-1976/9) than their seventeen predecessor new towns. Given the information that is available, it can be said that these four new towns kept their ratio of school-age population to total population almost unchanged both prior to their designation as new towns and subsequently. In the period 1971-1976/79 their ratio

ranged from 4.0 per cent decrease for Warrington to about 3.9 per cent increase for Northampton.

2.1.5 The Balance Between Primary and Secondary School-Age

When breaking down the total school-age population of the new towns into two age groups of 5-9 years (representing the primary school-age range) and 10-16 (representing the secondary school-age range)⁵ and also considering the 0-4 age range of pre-school age, the picture obtained before can be clarified. The balance obtained is the percentage increase or decrease in the relevant age range for two different periods of the development of the new towns (Table 2.3). For the new towns designated before 1966, the two stages selected are 1966 and 1971, and for the later new towns, 1971 and a later date in their development. The aim is to compare the sizes of primary and secondary school-ages at two stages of the development of the new towns, one corresponding to their earlier stages of development and the other to a later stage. There are two constraints imposed upon this effort by:

- (a) First, the fact that the new towns have been designated over a long period (1946 to 1970) and therefore it is difficult to relate the information to a base year; and
- (b) Secondly, there is the question of the availability of information for all the new towns for the appropriate base years.

But as the period of the new towns' development is short compared to old urban settlements and also as their numbers (i.e. 21 English new towns) are small, any study aiming at finding the similarities and differences of the new towns must accept the two constraints mentioned, as there is no way to overcome them.

TABLE (2.3): BALANCE IN THE PRE-SCHOOL, PRIMARY SCHOOL AND SECONDARY SCHOOL AGE RANGES OF THE NEW TOWNS AT TWO STAGES OF THEIR DEVELOPMENT, 1966-1971, 1971-1976/9

	% Increase/Decrease		
	0-4 age range	5-9 age range	10-16 age range
Aycliffe	- 3.7	32.5	48.2
Basildon	5.3	12.0	26.5
Bracknell	44.7	39.6	52.1
CLNT*	102.7	46.5	23.9
Corby	- 14.1	16.2	22.2
Crawley	- 13.0	- 8.3	5.1
Harlow	- 11.6	2.6	27.9
Hatfield	- 14.5	8.1	15.6
H.Hempstead	- 8.6	3.1	12.8
M.Keynes**	85.6	75.2	113.9
Northampton***	117.0	40.2	30.3
Peterborough***	7.1	10.1	21.3
Peterlee	- 4.2	7.4	41.5
Redditch	20.7	32.7	23.6
Runcorn	32.5	44.3	19.5
Skelmersdale	161.6	236.9	118.5
Stevenage	- 10.1	14.0	32.0
Telford	292.7	309.8	249.6
Warrington**	- 26.9	- 10.1	35.4
Washington	39.0	34.8	7.8
Welwyn	- 15.9	- 4.1	23.3
New Town Mean	37.4	44.9	45.3

SOURCE: 1971 Census, 1966 10% Sample Census.

Notes: * CLNT = Central Lancashire New Town
 ** The base years are 1971 and 1979
 *** The base years are 1971 and 1976

2.1.5.1 The Pre-School-Age Population Changes Within the New Towns

Observing the new towns from the point of view of the balance in the age range of 0-4 for two stages of their development, there is a marked difference between the new towns that had a negative balance and the ones which were positive (Table 2.3). The new towns which had their pre-school population decreased from 1966 to 1971 (and from 1971 to 1976/9) had not a marked difference in their rates of decrease among themselves (ranging from -3.6 per cent to about 30.0 per cent). On the other hand, the new towns which increased their rates during the same period had a range between 5.3 per cent to about 300.0 per cent. It can be seen that the first situation relates to the pre-1961 new towns. This phenomenon can be due to the following factors that are responsible for high numbers of pre-school-age population of the new towns as indicated by the high level correlations in figure (2.1). These factors can be listed as follows:

- (a) Fertility levels,
- (b) Married women aged 15-24,
- (c) Total population growth,
- (d) Skilled manual immigrants, and
- (e) Size of immigrant population.

The position of Warrington, Basildon and Bracknell need further explanation. Warrington has similar characteristics to the first generation new towns because, although it was designated in 1968, it has an age-structure which is more strongly weighted towards the elderly, with higher median age, fewer children and smaller households. Contrary to this, Basildon which was designated in 1949 has an age-structure more balanced than for most new towns. This balance has been achieved in the light of three factors which can be listed as follows:

- (a) It had a large existing population comparable to most post-1961 new towns;

- (b) It had a large proportion of 60+ age range (19.1 per cent) in its existing population; and
- (c) It had a long period of induced migration.

Bracknell has also a spread of population growth over thirty years, due to the change in its population target in the early 1960s. This fact has been reflected in Bracknell's demographic characteristics: there are no concentrations in any particular age-groups.

All the factors mentioned above have resulted in the situation where Bracknell and Basildon, in terms of their pre-school age population structure, are more similar to second generation new towns and Warrington has more in common with the first generation new towns.

2.1.5.2 The Primary School-age Population Changes Within the New Towns

The only new towns that have decreased the numbers of their primary school-age population, i.e. 5-9 year olds, are the two Commission new towns of Welwyn and Crawley and the Partnership new town of Warrington (Table 2.3). These three new towns have an average decrease of 7.5 per cent between them. All the other new towns, including the two other Commission new towns, have increased their primary school-age population in the same comparative period, ranging from about 3.0 per cent to about 300.0 per cent. Crawley, Welwyn and Warrington have all decreased their primary school-age population as well as pre-school-age population. The factors that are responsible for the high numbers of primary school-age population, indicated by the high level correlations in figure (2.1) are as follows:

- (a) Total population growth, during 1961-1971,
- (b) Fertility levels,
- (c) Skilled manual immigrants,
- (d) Married women aged 15-24,

- (e) Size of immigrant population, and
- (f) Semi-skilled and unskilled manual immigrants.

Having this framework in mind, it can be concluded that the decrease of both pre- and primary school-age population of the three new towns of Crawley, Welwyn and Warrington are the outcome of the following factors:

- (a) Welwyn had the lowest rate of total population growth during the periods 1966-1971, 1970-1976 and 1971-1980.
- (b) Crawley had the second lowest rate of growth of its total population during the period 1966-1971.
- (c) Warrington had a very low rate of growth of its total population during the period 1970-1976 and also throughout the 1971 to 1980 period.
- (d) Crawley had the lowest fertility rate among all new towns.
- (e) Welwyn and Warrington both have lower than average new town rates of fertility.
- (f) Welwyn had the lowest size of incoming skilled manual workers during the period 1966-1971.
- (g) Crawley and Warrington had lower than average new town rates of incoming skilled manual workers.
- (h) Welwyn had the lowest percentage of married women aged 15-24 for 1971.
- (i) Crawley and Warrington both had lower than average percentages of married women aged 15-24 for 1971.
- (j) Crawley had the second lowest percentage of incoming population aged 5-9 during the period 1966-1971.
- (k) Welwyn and Warrington both had lower than average percentages of incoming population aged 5-9 during the period 1966-1971.

On the other hand the other eighteen new towns increased their

primary school-age population ranging from about 2.0 per cent for Harlow to around 300.0 per cent for Skelmersdale and Telford. The very high increases of primary school-age population for these two new towns could have been the result of the following factors:

- (a) Both new towns had higher than average rates of total population growth during the periods 1970 to 1976 and 1971 to 1980.
- (b) Both new towns had a higher than average new town fertility rate.
- (c) Both new towns had a higher than average new town percentage of incoming skilled manual workers.
- (d) Both new towns had a higher than average percentage of married women aged 15-24 (Skelmersdale having the highest position among all new towns).
- (e) Skelmersdale had the highest size of net migration among all new towns during the period 1966-1971.
- (f) Telford had a higher than average percentage of 5-9 year old incoming population during the period 1966-1971.
- (g) Both new towns had a higher than average percentage of semi-skilled incoming workers during the period 1966-1971.

2.1.5.3 The Secondary School-Age Population Changes Within the New Towns

The age-range of 10-16 was the only age-range that showed no decrease in the period studied (Table 2.3). This indicates the ageing of the school-age population of the new towns over time. This also reveals the fact that most of the new towns had their target population increased from their designation and the composition of the incoming population was older for the later intake than for the earlier immigrants.

The factors that were responsible for the high numbers of secondary school-age population, indicated by the high level correlations in figure (2.1) are as follows:

- (a) Total population growth during 1951-1961,
- (b) Household size,
- (c) Levels of rented housing, and
- (d) Immigrants aged 15-19 years.

The growth of secondary school-age population ranged from about 5.0 per cent for Crawley to about 250.0 per cent for Telford. Telford was special in that it increased its pre-school, primary school and secondary school-age population by about 300.0 per cent for each during the period under review. The other new town which had very high rates of growth for these three categories of population was Skelmersdale. This phenomenon is directly related to their pattern of growth, especially for Telford which had had a drastic increase in its target population in the late 1960s. The Government's decision to lower the target population for all the new towns started to be felt in the late 1970s but the situation of these new towns was different from the others in that they had their highest rate of decrease in their population targets later than the other nineteen new towns.

2.1.5.4 Conclusion

In order to observe the bulges of the school-age population and the changing needs of each new town for nursery, primary, secondary and further education facilities, the profiles of the age structure of population of each new town can be studied (Table 2.4). This can give a picture of the probable difficulties that the new town educational facilities planners faced when planning for school populations which varied over time; sometimes growing, sometimes stable and sometimes declining. To a certain extent this sequential pattern of pressure from different age-ranges can be predicted when comparing the age structure of all new towns. From this Table it can be seen that the age structure of all new

towns has followed roughly the same trends and also shows how the peaks in age structure can shift over time. The programming of the phasing of the planned in-migration to the new towns varies and it is this phasing that is one of the determinants of the age structure pattern of each new town, over time. Here the distinction previously made of two categories of new towns, i.e. the new towns which experienced rapid growth over at least two decades, and the new towns which met their targets in one decade, is also valid for the consequent effects on the planning of educational facilities. New towns which had continuing intakes of school-age population could plan for a relatively constant degree of pressure on educational facilities buildings, but in new towns where this intake fluctuated, the need for educational facilities has also fluctuated over time.

TABLE (2.4): THE NEED OF THE NEW TOWNS FOR EDUCATIONAL FACILITIES,
1966-1971

Fluctuation in school-age population* over time	Continued growth in school-age population* over time
Crawley, Harlow, Hatfield, Hemel-Hempstead, Runcorn, Warrington, Washington, Welwyn, Aycliffe, Corby, Peterlee, Stevenage	Telford, Basildon, Bracknell, Central Lancashire New Town, Redditch, Milton Keynes, Northampton, Peterborough, Skelmersdale

Notes: * including Pre-School age

2.1.6 Grouping of the New Towns

In order to find the similarities and differences of the new towns in terms of their total population and school-age population characteristics, it was decided to use the cluster analysis technique⁶ and cluster the new towns into two-to-six groups. The clustering of new

towns at fifth level of generalisation was selected for the main analysis. The purpose behind clustering of the new towns was to find the similar new towns when they were grouped together; find the dissimilar new towns when they were grouped into different clusters, and to find out the degree of their similarities (or dissimilarities) by comparing "five" cluster grouping of the new towns with "two", "three", "four" and "six" cluster groupings.

First a distinction was made between "school-age population size and fertility" variables⁸ and the "school-age population growth and movement" variables.⁸ For the first set of variables, the results at the fifth level of generalisation are shown in Table (2.5). When comparing this grouping with the groupings obtained from other levels of generalisation, it can be realised that Welwyn which has been grouped separately at sixth, fifth and fourth levels has a tendency to be grouped with the new towns in column one of this table rather than with the other four new towns of Central Lancashire New Town, Northampton, Peterlee and Skelmersdale. This is because the size of pre-school and compulsory school-age population, fertility and average household size of Welwyn is closer to the mean of these variables for the sixteen new towns in column one of Table (2.5). On the other hand the three new towns of Central Lancashire New Town, Northampton and Peterlee have more similarities with the seventeen new towns in column one (including Welwyn), than with Skelmersdale.

TABLE (2.5): GROUPING OF NEW TOWNS AT FIFTH LEVEL OF GENERALISATION

Group (1)	Group (2)	Group (3)	Group (4)	Group (5)
Aycliffe, Basildon, Bracknell, Corby, Crawley, Harlow, Hat- field, Hemel Hempstead, Milton Keynes, Peterborough, Redditch, Runcorn, Stevenage, Telford, Warrington, Washington	Central Lancashire New Town, Northampton	Peterlee	Skelmers- dale	Welwyn

To find the similarities and differences of new towns in terms of the growth and movement of their population and school-age population, a cluster analysis technique⁷ using twenty variables⁸ has been carried out. The results at fifth level of generalisation are shown in Table (2.6). When comparing this grouping with the groupings obtained from other levels of generalisation it can be seen that Central Lancashire New Town and Northampton, which have been grouped together, have more similarities with the sixteen new towns of column one of this table than the three other new towns of Milton Keynes, Skelmersdale and Telford (and more with Milton Keynes than with Telford). The reasons for this can be listed as follows:

- (a) The mean for the increase in 10-16 year old population for Central Lancashire New Town and Northampton is closer to the mean for the sixteen new towns in column one of Table (2.6), while this figure for the three new towns of Milton Keynes, Telford and Skelmersdale is very high and different from the mean of the other eighteen new towns.
- (b) The mean for the incoming population aged under 15 years and students during 1966-1971 for the two new towns of Central Lancashire New Town and Northampton is much closer to the mean of the sixteen new towns in column one of Table (2.6) than the three other new towns.
- (c) The mean for the incoming 5-9 year old population during 1966-1971 to the two new towns of Central Lancashire New Town and Northampton is much closer to the mean for the sixteen new towns in column one of Table (2.8) than the other three new towns.

On the other hand, Skelmersdale new town remains separate from the other new towns up to the grouping at the "second" level of generalisation.⁷ This is mainly due to its pattern and size of migration during

1966-1971 (Table 2.1).

TABLE (2.6): GROUPING OF NEW TOWNS AT FIFTH LEVEL OF GENERALISATION,
AGAINST THEIR POPULATION GROWTH AND MOVEMENT VARIABLES

Group (1)	Group (2)	Group (3)	Group (4)	Group (5)
Aycliffe, Basildon, Bracknell, Corby, Crawley, Harlow, Hat- field, Hemel Hempstead, Peterborough, Peterlee, Redditch, Runcorn, Stevenage, Warrington, Washington, Welwyn	Central Lancashire New Town, Northampton	Milton Keynes	Skelmers- dale	Telford

2.1.7 Conclusion

What was intended from this analysis was to find the sources of differences between the new towns in regard to their school-age population characteristics, assuming that the changing population pattern of the new towns constitutes their need for educational facilities. It must be emphasised here that, apart from the "need for a service", the two other aspects of any community which combine to produce output or policy, are the "dispositions of the authority to provide the service" and "the availability of resources".⁹ Thus, it is the difference in the needs of new towns for educational facilities that has been dealt with in this section. The scope of need discussed here is narrowed to be relevant to the needs of a certain age-range, that of compulsory school-age, i.e. 5-16 in 1981, for educational facilities, in particular, and the other age-ranges, i.e. 0-4 and 16-18, in general. Need has another dimension and that is the "basis" of need, when certain needs arise out of the physical conditions of an area.⁹ So one major aspect that must be considered in this study is the difference in the need for

new educational facilities in large existing settlements with existing educational facilities and the new towns developed on virgin land with no educational facilities for the incoming school-age population.

Generally speaking, what is known is that it is the duty of the local education authorities (LEAs) to provide educational facilities in new towns, but what has not been known, or little known, is the variation between the new towns in terms of their need for educational facilities over time, and the causes and consequences of such variation.

From the analysis of the school-age population size and growth of new towns, it can be concluded that the new towns are different mainly from the point of view of their pattern of migration. Examining the correlations between the growth of total population of the new towns during the period 1951 to 1971, the net migration during the period 1966-1971 and the growth of pre-school, primary school and secondary school-age population of new towns supports this hypothesis (Table 2.7).

TABLE (2.7): CORRELATION BETWEEN PRE- AND SCHOOL-AGE POPULATION GROWTH OF THE NEW TOWNS AND THEIR TOTAL POPULATION GROWTH

	Growth of 0-4 year olds	Growth of 5-9 year olds	Growth of 10- year olds
Growth of total population, 1951-61	-0.45	-0.34	-0.18
Growth of total population, 1961-71	+0.17	+0.41	+0.34
Net migration, 1966-71	+0.33	+0.49	+0.38

The sources of differences between the new towns, in terms of their school-age population characteristics, can be found from studying the correlations between the growth of pre- and school-age population of new towns and the fifty-seven selected variables¹ and singling-out the high

(i.e. more than + 0.20) correlations from among them (Table 2.8).

From this table as well as the previous table of this section, the following conclusions can be reached:

- (a) It is mainly the age-structure pattern of the "migrants" to the new towns that is responsible for the growth of pre- and school-age population of the new towns.
- (b) Fertility rates of the population of the new towns is another factor responsible for the growth of pre- and school-age population of the new towns.
- (c) New towns with high numbers of non-manual workers, in 1971 (as against the three categories of manual workers) had lower numbers of primary and secondary school-age population.
- (d) There is high negative correlation between the indices of fertility¹⁰ and the proportion of non-manual workers (Table 2.9).
- (e) There is high positive correlation between the indices of fertility and the incoming skilled manual workers, but still higher correlation between fertility indices and the proportion of skilled manual outgoing from the new towns (Table 2.9).
- (f) The same as (e) is true for the semi-skilled category of workers (Table 2.9).
- (g) There is high positive correlation between the indices of fertility and the incoming unskilled manual workers, but lower correlations between the indices of fertility and the proportion of unskilled outgoing from the new towns (Table 2.9).
- (h) From factors (e), (f) and (g), above, it can be concluded that while the skilled and semi-skilled manual workers who moved out of the new towns had higher fertility rates than those incoming to the new towns, the situation was reversed for the unskilled workers.
- (i) The other factor that has created differences between the new towns

in terms of their age-structure pattern, is the proportion of housing being allocated to the rented or owner-occupied section in each new town. According to Table (2.8) the number of school-age population increase with the increased number of rented dwellings.

So, to generalise, two sets of assumptions can be reached. First, it can be assumed that the greater the population in any particular class category, the greater will be the needs which are created by that category. Second, it can be said that the nature of the housing stock and industrial job opportunities of each new town, in so far as they reflect the socio-economic status of the population, are major influences determining the age structure pattern over time, as well as the sequential increase or decrease of the planned intake of the population of these new towns.

TABLE (2.8): HIGH CORRELATIONS (I.E. MORE THAN \pm 0.20 CORRELATION COEFFICIENTS) BETWEEN THE "GROWTH" OF 0-4, 5-9 AND 10-16 YEAR OLDS AND THE SELECTED VARIABLES

	Positive correlation	Negative correlation
Growth of 0-4 year olds	1) Fertility. 2) % of married women aged 15-24. 3) % of 0-19 year olds incoming to new town during 1966-1971. 4) % of owner-occupied dwellings. 5) % of economically active manual workers.	1) Increase of total population during 1951-1961. 2) Average household size. 3) % of rented dwellings. 4) Age of the new town. 5) % of economically active non-manual workers.
Growth of 5-9 year olds	1) Fertility. 2) % of married women aged 15-24. 3) Increase in total population, 1961-1971. 4) % of under 15 year olds and students incoming to new town during 1966-71. 5) % of economically active manual workers. 6) % of the three categories of manual workers incoming to new town during 1966-1971.	1) Increase in total population during 1951-1961. 2) Age of the new town. 3) % of economically active non-manual workers. 4) Average number of persons per household in owner-occupied dwellings.
Growth of 10-16 year olds	1) Fertility. 2) % of married women aged 15-24. 3) Increase in total population during 1961-1971. 4) % of under 15 year olds and students incoming to new town during 1966-71. 5) % of economically active manual workers. 6) % of economically active skilled manual workers incoming to new town during 1966-71.	1) % of economically active non-manual workers. 2) Age of the new town.

TABLE (2.9): CORRELATIONS BETWEEN FERTILITY INDICES AND SOCIO-
ECONOMIC STATUS

	% of E.A. males, 1971: non-manual		% of skilled manual workers: incom- ing, 66-71 out- going, 66-71		% of semi-skilled workers: incom- ing, 66-71 out- going, 66-71		% of unskilled manual workers: incom- ing, 66-71 out- going, 66-71	
Index of Fertility *	-0.75	+0.51	+0.69	+0.71	+0.42	+0.65	+0.60	+0.49
Index of Fertility *	-0.73	+0.45	+0.67	+0.66	+0.47	+0.63	+0.68	+0.51

Notes: * Refer to Appendix (2.A)

SECTION 2.2WORKING TOWARDS A CONCEPTUAL FRAMEWORK

So far the school-age population size and growth of the new towns has been studied and the factors affecting new town to new town variations have been discussed. Here, in this section the main aim is to define the factors that have affected the differing provision of educational facilities in the new towns, considering the differences between the new towns in terms of their housing patterns, industrial requirements (in terms of human resources) and migration patterns. The housing structure of the new towns can be assumed to be the main factor affecting the "size" and "formation" of the school-age population of the new towns (while considering the effects of industrial policies on the structure of housing). These housing policies, relating to the provision of rented and owner-occupied housing, not only affects the structure of school-age population of the new towns, but as was demonstrated previously, can be seen to have an effect on the provision of educational facilities (by the LEAs) in response to school-age population pressures.

2.2.1 Factors Affecting the Provision of Educational Facilities in the New Towns

Three policy variables have been selected for examination in an attempt to determine the reaction of the providers of educational facilities in the new towns to the factors which affected their action, or the factors that they might have considered when planning the educational facilities. Two other variables have also been considered, one showing the tendency of new town population to stay on at educational establishments after compulsory school-age (i.e. 15 years of age for the period

1944 to 1972/3) and the other, the progressive waves of primary school-age groups moving onwards to become of secondary school-age.

To this end a conceptual framework can be constructed by finding the high correlations (i.e. more than ± 0.20) of these five educational variables, i.e. the ratio of primary and secondary school teachers to the total number of 5-18 year old population (indicating the pupil/teacher ratio), the average number of schools built per year, and the index of speed of provision of school places,¹ with the fifty-seven selected variables.¹ For the matrix of these relations refer to Table (2.10).

TABLE (2.10): THE CORRELATION COEFFICIENTS OF THE FIVE EDUCATION VARIABLES AND THE FIFTY SEVEN SELECTED VARIABLES⁺

Variables	Positive correlation	Negative correlation
Tendency of new town pupil population to stay on at school after compulsory school age: proportion of 15+ students to total population of new towns aged 15+, 1971.	1) Increase in total population 1951-61. 2) Average number of households in owner-occupied dwellings, 1971. 3) Families moving to rented dwellings, 1966-71. 4) Proportion of total population aged 10-16 and 16-18, 1971. 5) Proportion of migrants during 1966-71 aged 10-14 and 15-19. 6) % of E.A. males, non-manual, 1971.	1) Fertility. 2) % of owner-occupied dwellings, 1971. 3) Net migration, 1966-1971 4) Families moving to owner occupied dwellings, 1966-71. 5) % of E.A. males, manual skilled, 1971. 6) % of E.A. males unemployed. 7) Job ratio. 8) % of skilled, semi-skilled and unskilled manual workers incoming to the new towns during 1966-71.

TABLE (2.10) (continued)

Variables	Positive correlation	Negative correlation
Pupil/teacher ratio: ratio of primary and secondary school teachers to the total number of population aged 5-18, 1971.	<ol style="list-style-type: none"> 1) % of unskilled manual migrants during 1966-71. 2) Fertility. 3) Growth of 0-4 year olds. 4) Total migrants aged under 15 and aged 15+ in educational establishments incoming to new towns during 1966-71. 5) % of migrants aged 5-9, incoming during 1966-71. 6) % of owner-occupied dwellings, 1971. 7) Average number of schools built per year. 8) % of E.A. males, skilled manual, 1971. 	<ol style="list-style-type: none"> 1) % of population staying on at school after compulsory school-age, 1971. 2) % of population aged 10-16, 1971. 3) Increase in total population, 1951-61 and 1961-71. 4) Age of the new town. 5) % of rented dwellings. 6) % of E.A. males, non-manual, 1971.
Average number of schools built per year.	<ol style="list-style-type: none"> 1) Growth of 0-4, 5-9 and 10-16 year olds.* 2) % of owner-occupied dwellings, 1971. 3) Fertility. 4) Pupil/teacher ratio, 1971. 5) Families moving to owner-occupied dwellings, 1966-71. 6) Job ratio. 	<ol style="list-style-type: none"> 1) Increase in total population, 1951-61. 2) Average number of person per household in owner-occupied dwellings, 1971. 3) Families moving to rented dwellings, 1966-71. 4) % of E.A. males, non-manual, 1971.
Index of speed of provision of school places.**	<ol style="list-style-type: none"> 1) Growth of 0-4, 5-9 and 10-16 year olds.* 2) % of 5-9 year old migrants during 1966-71. 3) Families moving out of rented dwellings, 1966-71. 	<ol style="list-style-type: none"> 1) Fertility. 2) Increase in total population, 1961-71. 3) Net migration, 1966-71. 4) % of migrant married couples with dependent children, 1966-71. 5) % of migrants aged under 15 and aged 15+ in schools, incoming to new towns during 1966-71 6) Age of the new town.

TABLE (2.10) (continued)

Variables	Positive correlation	Negative correlation
Index of primary school-age population becoming secondary school population.**	1) % of E.A. males, skilled manual, 1971.	7) Migrants aged 5-9 and 10-14 moving within the new town.
	2) Increase in total population, 1951-61.	8) Average number of persons per household in rented dwellings, 1971.
	3) Age of the new town.	9) Families moving out of owner-occupied dwelling 1971.
	4) % of population in rented dwellings, 1971.	1) Growth of 0-4 year olds
	5) % of migrants aged 5-9 and 10-16, incoming during 1966-71.	2) % of semi-skilled workers out-going during 1966-7
	6) Average household size, 1971.	3) Growth of population aged 5-9.*
	7) % of married couples with dependent children incoming during 1966-71.	4) % of 10-14 year olds out-going during 1966-7
	8) % of population aged 15+ in educational establishments, 1971.	5) % of owner-occupied dwellings, 1971.
	9) Average number of persons per household in rented dwellings, 1971.	6) % of E.A. males, manual skilled, 1971.
	10) % of E.A. males, non-manual, 1971.	7) % of unskilled workers out-going during 1966-71.

Notes: * Refer to Note (3) in Appendix (2A).

** Refer to Appendix (2A).

+ For the complete list of correlation coefficients between the fifty seven selected variables refer to Appendix (2B).

Although this table is self-explanatory a main point to be observed is that, in addition to the strong relations between the growth of school-

age population and the two variables of the average number of schools built and the index of the speed of the provision of educational facilities, the average number of schools built in each new town increases with the increased number of owner-occupied dwellings.

2.2.2 School-Age Population Pressures for School-Building in New Towns

Consideration will now be given to the observed effects of the new town development policies, i.e. housing and industrial policies, on the size and growth of different sectors of school-age population (including pre- and post-compulsory school-age population).

The purpose is to examine the effect of the growth of school-age populations of the new towns on the growth of school-places provided by their relevant LEAs. To this end the growth of school-age population of the new towns (i.e. 5-18 age-range), during the period 1966-1971 has been compared with the growth of school-places provided by their relevant LEAs during the same period (Table 2.11).

From this table it can be realised that there is a large variation between the new towns in terms of their growth of 5-18 year olds and growth of their school-places. For the growth of school-age population the variation is between 0.19 per cent (for Crawley) and 260.4 per cent (for Telford). For the growth of school-places also, there is variation between the new towns, ranging from 1.9 per cent (for Central Lancashire New Town) to 540.2 per cent (for Skelmersdale).

There is also variation between the new towns if the two figures for growth of school-age population and growth of school-places are compared. For some new towns (i.e. Aycliffe, Basildon, Bracknell, Hatfield, Peterlee and Peterborough) these two rates are very close. From Table (2.11) it can be seen that the two new towns of Central

Lancashire New Town and Corby have higher rates of growth of their school-age population than their school-places. The remaining new towns all have higher rates of growth for their school-places than their school-age population. But among these, the three new towns of Milton Keynes, Skelmersdale and Telford (all having high fertility rates and high percentages of migrant pre-, primary and secondary school-age populations during the period 1966-1971) have much higher differences in their two rates of growth. This may suggest over provision of educational facilities in the three above-mentioned new towns.

Anomalies which are obvious from all these relations may be related to a number of factors and they are listed as follows:-

- (a) The probability of different attitudes within different LEAs towards the prescribed building regulations of the DES, in terms of the ratio of school-places provided in each school and the number of pupils that use the schools.
- (b) The probable different educational facilities planning policies and approaches of the relevant LEAs in terms of scheduling the provision of schools for their new towns: ahead of need or otherwise.
- (c) The uncertainty that exists over the number of 16-18 year olds going to sixth-form Colleges or staying on at school, as against the numbers leaving the education system or continuing their education outside the school system in Further Education Colleges.
- (d) The long period taken to build a school (i.e. about two years) which affects the correspondence of school-age population of each new town and the school-places available in those new towns, for each year under review.

TABLE (2.11): GROWTH OF THE SCHOOL-AGE POPULATION OF THE NEW TOWNS,
COMPARED TO THE GROWTH OF SCHOOL PLACES PROVIDED BY
THE LEAs, 1966-1971

Variables New Towns	% Increase/Decrease during 66-71:	
	5-18 year olds	school places
Aycliffe	41.6	42.8
Basildon	17.9	13.4
Bracknell	40.5	41.9
Central Lancs. N.T.	26.1	1.9
Corby	59.9	28.7
Crawley	0.2	12.8
Harlow	16.3	28.0
Hatfield	12.6	14.7
H. Hempstead	9.1	18.7
M. Keynes	91.2	149.9
Northampton	41.1	55.1
Peterborough	32.1	33.7
Peterlee	26.4	26.4
Redditch	23.4	57.0
Runcorn	26.3	35.5
Skelmersdale	188.4	540.2
Stevenage	22.8	32.5
Telford	260.4	419.3
Warrington	16.1	29.1
Washington	11.7	64.3
Welwyn	10.1	22.3
Mean for all 21 New Towns	46.4	79.4
Median for all 21 New Towns	26.1	32.5
Higher Quartile	14.0	19.5
Lower Quartile	80.8	144.0

Sources: - For school-age population figures the sources are the 1966 and 1971 Census of Population, as well as some relevant Development Corporations.
- For school places figures the sources are the Town and Country Planning Journals, 1967, 72, 77 and 78.

2.2.3 The Relations between House-Building Programmes and School-Building Programmes in New Towns

The Reith committee's¹² view on the agencies which should provide housing in the new towns changed in the course of their deliberations. But the need for variety was still emphasised.

In the early days of the development of the new towns private developers were more willing to carry out community and industrial developments than house-building developments.¹³ This was due to the

uncertainty prevailing in the private sector about the rate of turn-over of capital in house-building. So, this task was, by default, left to the Development Corporations. In order to confirm this, Table (2.12) compares the proportion of dwellings built to let (by Development Corporations, or the Commission for New Towns or by the Local Authorities) and the proportion of dwellings built for sale in successive stages of the development of the new towns.

Another reason for the low level of private house-building in the early days of the development of the new towns, was the strict control over this activity exercised by Central Government: during that period the priority was for houses built to rent. These controls were later relaxed and finally abolished in 1954. But it was not until the late 1950s and the early 1960s that the "demand" for owner-occupation and an acceptance of the desirability of increasing the provision of privately owned houses grew to significant proportions,¹⁴ i.e. Central Government encouragement for house-building for sale and the sale of rented houses to sitting tenants.^{15,16} The figures in Table (2.12) suggest that even in the early 1960s, the proportion of owner-occupied dwellings was not significant. It was from about mid-1970s that these proportions increased for first generation new towns. For second and especially third generation new towns this proportion was high due to the existing owner-occupied stock of pre-designation years.

The five new towns which had more owner-occupied dwellings than rented in 1971, were all designated during the period 1964-1971. Other than Milton Keynes all these new towns have lower than average rates of growth of their school-age population (Table 2.2). Also, these five new towns had lower than average new town percentages of 5-9, 10-16 and 16-18 year olds in 1971, and except for Milton Keynes, all had lower than average percentages of 0-4 year olds in 1971. It can be said that

TABLE (2.12): HOUSING STRUCTURE OF THE NEW TOWNS, SELECTED YEARS

Variables New Town	Proportion of owner-occupied dwellings				
	1961	1966	1971	1974	1978
Aycliffe	0.7	3.2	3.6	n.a.	21.4
Basildon	22.8	15.9	11.0	31.8	27.0
Bracknell	14.4	14.7	17.8	n.a.	29.3
CLNT	-	-	63.6	98.0	62.3
Corby	4.6	7.5	10.0	35.2	20.6
Crawley	19.5	25.4	27.9	n.a.	42.8
Harlow	6.5	9.3	11.1	26.3	23.9
Hatfield	14.8	14.5	16.4	33.4	32.6
H. Hempstead	21.1	22.1	26.8	n.a.	40.0
M. Keynes	-	-	49.8	34.7	43.4
Northampton	-	-	61.6	61.4	55.6
Peterborough	-	-	55.1	66.8	48.2
Peterlee	0.5	1.2	3.8	11.8	11.3
Redditch	-	-	39.8	n.a.	49.8
Runcorn	-	-	43.9	n.a.	29.3
Skelmersdale	-	-	19.8	22.4	21.9
Stevenage	8.7	11.3	12.3	34.7	37.8
Telford	-	-	41.0	37.2	35.7
Warrington	-	-	57.1	56.4	56.8
Washington	-	-	26.0	29.4	28.2
Welwyn	17.6	17.9	21.4	30.2	28.3
Mean for the 21 English New Towns	11.9	13.0	29.5	-	35.3

Sources: 1961, 1966, 1971 Census of Population
1975, Town and Country Planning Journal, 1975/76
1978, M. Aldridge, 1979

Notes: n.a. = not available, CLNT = Central Lancashire New Town

the fall in the birth-rate in the late 1960s and during most of the 1970s was accompanied, in the new towns, by a switch of emphasis from rented dwellings to owner-occupied dwellings.

2.2.4 Conclusion

There is a high correlation between the size of households living in rented dwellings (from Development Corporations or Local Authorities) and the proportion of pre-school-age, primary and secondary school-age

and post-compulsory school-age (i.e. 16-18) population of the new towns. In conjunction with the findings of Table (2.8), it was revealed that there is a high correlation between the size of pre-school and school-age population of the new towns with the proportion of incoming manual workers (i.e. skilled, semi-skilled or unskilled) to the new towns. From these correlations it can be said that the higher fertility rate of these three categories of manual workers, resident and incoming (in 1971), were a major factor in the age-structure of the population of the new towns.

While pursuing the aim of disclosing the pressures for school-building in the new towns one is faced with the issue of political pressures from different sectors of population versus the numerical pressures of a given school-age population for a particular new town.

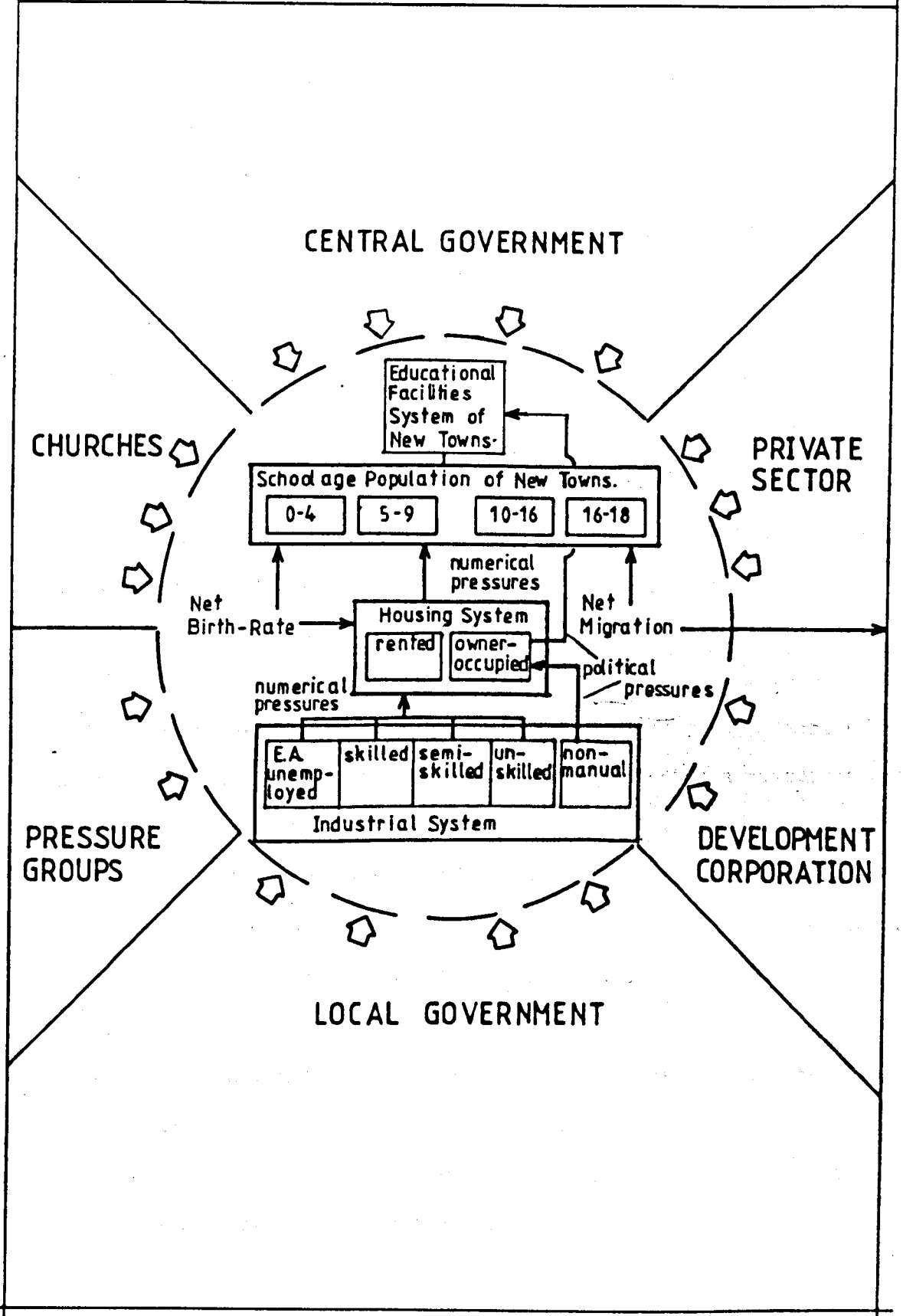
A study of an individual new town¹⁷ has identified the pressures exerted from the middle classes for school-building in the new towns. The relations found in Table (2.10) indicated that the increase in the average number of schools built per year and the response rate in the provision of the schools compared to the increase in the proportion of owner-occupied dwellings, may be an indicator of the political pressures of the middle classes for sufficient and timely school provision in the new towns. In addition, in a study⁹ of the County Boroughs which was oriented partly towards "an exploration of a proportion of educational variation", it was found that "while education may have a very professional element, it is also related to Party influence, reflecting the divergent values of the two Parties". Considering the manner of appointments to the Boards of new town Development Corporations, and the compliance of the Boards with Central Government policies, the political pressures of the County Councils upon the relevant new town

Development Corporations can be assumed to be minimal. However, especially in the field of education, this cannot be concluded with confidence at this general stage of the study and must be examined in more detail.

Thus, in general terms, it can be said that, the pressures for school-building discussed in this chapter were the pressures deriving from the numerical patterns within the population structure of the new towns. The organisational and political pressures for the planning of educational facilities in the new towns will be tackled later when dealing with the three case-studies.

In order to summarise the relations within new town educational facilities systems and the factors examined so far that have affected the size and growth of new town school-age population, a model based on the findings of the different sections of this chapter has been constructed (figure 2.3).

FIGURE (2.3): The Structural Relations of New Towns.



SECTION 2.3SELECTION OF THE CASE-STUDIES

The broad aim of this section is to select appropriate case-studies. To this end, a twofold objective has been formulated. The first objective is to adopt a method for classifying the new towns based upon variables suitable to this study, i.e. variables related to the school-age population characteristics of the new towns. Then the difficulties concerning the availability of data and the way in which this can affect the selection procedure will be discussed. The second objective is to devise a method for selecting the case-studies.

Previously, it was mentioned that for the purpose of classifying the new towns the method adopted is multi-variate analysis, using the technique of cluster analysis.⁶ The present study aims at studying the planning and provision of educational facilities in the new towns, and thus the objectivity of the multi-variate analysis can be taken to be directed towards the demographic characteristics of the users of educational facilities. When the question of choosing a number of case-studies from among the twenty-one new towns arises, the first step can be to classify them into groups of new towns on the basis of areas of information and variables selected⁸ in a way that will be biased towards the school-age population characteristics of the new towns. To this end a process was adopted which classified new towns against the three areas of information and a total of thirty-five variables relating to these areas. The first round of classification is biased towards the size of the pre-school and school-age populations within the new towns, the second towards the growth and movement of school-age populations, and,

the third towards the provision of educational facilities in the new towns.

2.3.1 Selection of the Case-Studies

This Sub-Section has been divided into two, the first identifies the resultant groupings of the new towns as a result of the adoption of the multi-variate techniques,⁶ and the second will describe the final method adopted for the selection of the case-studies.

2.3.1.1 The Clustered New Towns

For the purpose of selecting the case-studies, the first step was to group the twenty-one English new towns into "four" clusters, three times: first, in terms of their school-age population size; second, in terms of their population and school-age population growth and movement; and third, in terms of some selected educational variables. The results can be illustrated in the following tables.

TABLE (2.13): CLASSIFICATION OF NEW TOWNS, AT FOURTH LEVEL OF GENERALISATION, AGAINST 10 POPULATION SIZE VARIABLES

Group (1) No=17	Group (2) No=2	Group (3) No=1	Group (4) No=1
Aycliffe, Basildon, Bracknell, Corby, Crawley, Harlow, Hatfield, H.Hempstead, Milton Keynes, Peterborough, Redditch, Runcorn, Stevenage, Telford, Warrington, Washington, Welwyn	Central Lanca- shire New Town, Northampton	Peterlee	Skelmersdale

TABLE (2.14): CLASSIFICATION OF NEW TOWNS, AT FOURTH LEVEL OF GENERALISATION, AGAINST 20 POPULATION AND SCHOOL-AGE POPULATION GROWTH AND MOVEMENT VARIABLES

Group (1) No=18	Group (2) No=1	Group (3) No=1	Group (4) No=1
Aycliffe, Basildon, Bracknell, Central Lancashire New Town, Corby, Crawley, Harlow, Hatfield, Hemel Hempstead, Northampton, Peterborough, Peterlee, Redditch, Runcorn, Stevenage, Warrington, Washington, Welwyn	Milton Keynes	Skelmersdale	Telford

TABLE (2.15): CLASSIFICATION OF NEW TOWNS, AT FOURTH LEVEL OF GENERALISATION, AGAINST 5 EDUCATION VARIABLES

Group (1) No=9	Group (2) No=10	Group (3) No=1	Group (4) No=1
Aycliffe, Bracknell, Crawley, Hatfield, Hemel Hempstead, Peterborough, Peterlee, Skelmersdale, Washington	Basildon, Central Lancashire New Town, Corby, Harlow, North- ampton, Redditch, Runcorn, Stevenage, Telford, Warrington	Milton Keynes	Welwyn

When comparing the three sets of classifications, it can be seen that seven new towns have been clustered together consistently, in the three sets. These new towns are, Aycliffe, Bracknell, Crawley, Hatfield, Hemel Hempstead, Peterborough, and Washington. This indicates that these new towns appear to be more similar in terms of the total of thirty-five variables (in the three areas of information) than the other new towns. But when comparing just the two tables (2.13) and (2.14) it can be

further noted that the above mentioned seven new towns, in terms of their school-age population size and growth and movement, have similarities with the eight new towns of Basildon, Corby, Harlow, Redditch, Runcorn, Stevenage, Warrington and Welwyn. In terms of the selected education characteristics, these seven new towns have similarities with the two new towns of Peterlee and Skelmersdale.

2.3.1.2 The Final Selection

The use and purpose of the three different classifications mentioned above is to find a number of new towns that are dissimilar from each other and yet are individually representative of a group of new towns with similar and compatible, school-age population size, growth and movement and education characteristics. Thus the aim is to select a number of new towns that have, as far as possible, dissimilar school-age population characteristics.

To this end, the method adopted involves two stages. The first stage will reach a number of alternative groups of new towns. The second stage will be aimed at selecting the final combination of new towns from among these alternatives to form the selected case-studies. In what will follow, the two stages will be discussed in turn.

2.3.1.2.1 The First Stage of Selection

This "stage" involves three "steps".

The "first" step is the search for the number of times each two new towns are similar (or dissimilar). This process is iterated three times, each time using the new town members of the four groups of the three sets of classifications (i.e. Tables (2.13), (2.14) and (2.15)). The result of these three rounds of search for similar (or dissimilar) new towns are the new towns which are shown to be dissimilar (or similar)

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1	-																				
2	x	-																			
3	x	x	-																		
4				-																	
5	x	x			-																
6	x	x	x		x	-															
7	x	x	x		x	x	-														
8	x	x	x		x	x	x	-													
9	x	x	x		x	x	x	x	-												
10	x	x	x		x	x	x	x	x	-											
11				x							-										
12	x	x	x		x	x	x	x	x	x		-									
13													-								
14	x	x	x		x	x	x	x	x	x	x		x	-							
15	x	x	x		x	x	x	x	x	x	x	x		x	-						
16																-					
17	x	x	x		x	x	x	x	x	x	x	x		x	x		-				
18	x	x	x		x	x	x	x	x	x	x	x	x		x	x	x	-			
19	x	x	x		x	x	x	x	x	x	x	x	x	x		x	x	x	-		
20	x	x	x		x	x	x	x	x	x	x	x	x	x	x		x	x	x	-	
21	x	x	x		x	x	x	x	x	x	x	x	x	x	x	x		x	x	x	-

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1	-																				
2		-																			
3	x		-																		
4		x		-																	
5	x	x			-																
6	x	x	x			-															
7	x	x	x	x			-														
8	x	x	x	x	x			-													
9	x	x	x	x	x	x			-												
10										-											
11	x				x				x												
12	x	x			x	x			x	x											
13	x	x	x						x	x	x										
14	x	x	x	x					x	x	x										
15	x	x	x	x	x				x	x	x	x									
16	x	x	x	x	x	x			x	x	x	x									
17	x	x	x	x	x	x	x		x	x	x	x									
18	x	x	x	x	x	x	x	x		x	x	x	x								
19	x	x	x	x	x	x	x	x	x		x	x	x	x							
20	x	x	x	x	x	x	x	x	x	x		x	x	x							
21	x	x	x	x	x	x	x	x	x	x	x		x	x	x						

(a): SIMILAR NEW TOWNS AGAINST SCHOOL-AGE POPULATION SIZE CHARACTERISTICS.

(b): SIMILAR NEW TOWNS AGAINST SCHOOL-AGE POPULATION GROWTH CHARACTERISTICS.

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1	-																				
2	x	-																			
3	x	x	-																		
4	x	x	x	-																	
5	x	x	x	x	-																
6	x	x	x	x	x	-															
7	x	x	x	x	x	x	-														
8	x	x	x	x	x	x	x	-													
9	x	x	x	x	x	x	x	x	-												
10										-											
11	x	x	x	x	x	x	x	x	x		-										
12	x	x	x	x	x	x	x	x	x	x		-									
13	x	x	x	x	x	x	x	x	x	x	x		-								
14	x	x	x	x	x	x	x	x	x	x	x	x		-							
15	x	x	x	x	x	x	x	x	x	x	x	x	x		-						
16																-					
17	x	x	x	x	x	x	x	x	x	x	x	x	x			-					
18																	-				
19	x	x	x	x	x	x	x	x	x	x	x	x	x	x			-				
20	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x			-			
21	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x			-		

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1	-																				
2	xx	-																			
3	xxxx	xx	-																		
4	x	xxxx	xx	-																	
5	xxxx	xxxx	xxxx	xx	-																
6	xxxx	xxxx	xxxx	xxxx	xx	-															
7	xxxx	xxxx	xxxx	xxxx	xxxx	xx	-														
8	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xx	-													
9	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xx	-												
10	x	x	x	x	x	x	x	x	x	-											
11	x	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xx	x	-										
12	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	x	-									
13	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xx	-								
14	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xx	-							
15	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xx	-						
16	x	x	x	x	x	x	x	x	x	x	x	x	x	x	-						
17	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xx	-					
18	x	xxxx	x	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xx	-				
19	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xx	-			
20	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xx	-		
21	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xx	-	

(c): SIMILAR NEW TOWNS AGAINST EDUCATION CHARACTERISTICS.

(d): THE AGGREGATE OF THREE MATRICES (a), (b) & (c).

TABLE (2.16): Selection of Case-Studies.

KEY:

- x In (a), (b) & (c), indicates the 'similarity' of each two new towns.
 - x In (d) indicates, low 'similarity'.
 - xx Indicates medium 'similarity'.
 - xxx Indicates high 'similarity'.
 - Blank boxes indicate 'dissimilarity' between two new towns.
- Numbers 1-21 refer to English new towns in alphabetical order eg, refer to Table (2.12).

as they have not gained a score of similarity (or dissimilarity).

This whole process can be graphically demonstrated, using matrices or tabulations. The step by step process is illustrated as follows:

- (a) In the "first" iteration the "similar" new towns are scored in a matrix for the first group of classified new towns, i.e. classified on the basis of their differences in the size of their school-age population (pre-school, primary school and secondary school age populations) and fertility rates of their populations (percentage of 0-4 year olds to married women aged 15-44 and percentage of 0-9 year old to married women aged 15-44.⁸ This iteration which is based upon Table (2.13) is illustrated in Table (2.16,a).
- (b) In the "second" iteration, the compatible (or similar) new towns are scored in another matrix (Table (2.16,b)) for the second group classifications, i.e. classified on the basis of their differences in school-age (and total) population growth and movement. This iteration is based on Table (2.14).
- (c) In the "third" iteration, the compatible (or similar) new towns are scored, in a matrix (Table (2.16,c)) for the third group of classification of new towns, i.e. classified on the basis of the differences in their educational (facilities) characteristics. This iteration is based upon Table (2.15).

The "second" step is to add up the three matrices in Tables (2.16 (a), (b) and (c)). The overall matrix represents the compatible (or similar) new towns against the thirty-five selected variables in the three areas of information, i.e. school-age population size, school-age population growth and movement and educational characteristics. This aggregated matrix can be illustrated as in Table (2,16,d).

The "third" step is to find the alternative groups of new towns

that have potential to be selected as the case-studies for this research.

The "incompatible" (or dissimilar) groups of new towns can be selected as case-studies, each, in broad terms, representing a number of similar new towns in terms of the three areas of information used, and resulting from the matrix of Table (2,16,d). These are the combination of blank boxes, which indicate the dissimilar new towns. The alternative combinations of new towns can be listed as follows:-

- (a) Basildon, Skelmersdale,
- (b) Central Lancashire New Town, Milton Keynes, Skelmersdale,
- (c) Corby, Skelmersdale,
- (d) Harlow, Skelmersdale,
- (e) Milton Keynes, Northampton, Peterlee, Skelmersdale,
- (f) Northampton, Skelmersdale,
- (g) Peterlee, Telford,
- (h) Redditch, Skelmersdale,
- (i) Runcorn, Skelmersdale,
- (j) Skelmersdale, Stevenage, Telford, Warrington, Welwyn.

But it must be added that all these alternative combinations of new towns cannot satisfy the requirements of this study by identifying the desired case-studies. The reason is the constraints imposed on the original variables as mentioned in sub-section 2.1.1, above. So, to overcome these constraints, an attempt has been made to introduce other factors for the final selection of the case-studies from among these alternative groupings.

2.3.1.2.2 The Final Selection

The second "stage" of the selection procedure, involves the introduction of further criteria.

One factor which is important for the evaluation of the ten alternatives obtained is to place more emphasis on the education factors through the classification based on educational facilities characteristics, in response to the scope of this study. For this purpose, the clustering of new towns against their educational facility characteristic variables were scrutinised, not just at the fourth level of generalisation (i.e. Table (2.15)) but also at sixth, fifth, third and second levels of generalisation (refer to Appendix 2.C). The result is that each time, Welwyn new town shows itself distinct from the other new towns, by emerging as an isolated "group". This phenomenon can be interpreted as showing that this new town has the most incompatible (or dissimilar) educational facility characteristics.¹⁸ So, Welwyn must be among the alternatives chosen. The only alternative group containing Welwyn is group (j) above. The remaining selection must therefore be made from this group. To select among the new towns within this alternative group, other criteria must be introduced.

The criteria needed for the selection among the new towns of alternative (j) are differences between the new towns reflected generally in the body or bodies responsible for their planning and management. The differences between the four Commission new towns¹⁹ (i.e. Crawley, Hatfield, Welwyn and Hemel Hempstead) and most of the other "first generation" new towns that have completed their development have diminished. But there are still some demographic differences (which were delineated in the previous sections of this Chapter) and some management differences. The management differences, generally speaking, relate to the differences between the new towns that had a formal agreement or partnership with the local authorities in their areas, at their date of designation, and the rest of the new towns. The situation of the four new towns of Central Lancashire New Town, Northampton, Peter-

borough and Warrington (which are the four official "Partnership" new towns) and one new town, i.e. Telford (which had an "understanding"²⁰ with its local authority at the time of designation) differed from the other new towns from the point of view of the management of the new town's affairs. Thus by selecting one new town from each of the three categories of Development Corporation, Commission and Partnership new towns, it will be possible to test whether there is a difference between these new towns in terms of their decision-making processes concerning the planning and the provision of educational facilities.

So, by the introduction of this criterion the alternative (j) can be re-grouped as follows:-

Stevenage or Welwyn,
 Skelmersdale,
 Telford or Warrington.

The final selections must choose between first, Stevenage and Welwyn and second between Telford and Warrington.

Due to the "first" criterion which was introduced at the second stage of selection procedure, Welwyn must be selected. In order to select between Warrington and Telford, the second criterion must be considered: Warrington is an official Partnership new town which has "formal" agreements with its Borough Council for planning and managing the new town area, but Telford has not.

So, the ultimate selections of the case studies can be listed as follows:

- (a) Welwyn (representing the so-called "first generation" new towns),
- (b) Skelmersdale (representing the so-called "second generation" new towns), and
- (c) Warrington (representing the so-called "third generation" new towns).

SECTION 2.4

BRIEF COMPARISON OF DEMOGRAPHIC, HOUSING AND SOCIO-ECONOMIC CHARACTERISTICS OF THE THREE SELECTED CASE-STUDIES

The purpose of this part is to compare the three selected case-studies, i.e. Welwyn, Skelmersdale and Warrington on the basis of the information which is distributed throughout this section. The comparison will be in the three areas of demographic characteristics, housing and household characteristics and the socio-economic formation of the three new towns. The bulk of the information will be selected from different census of population, but in some selected areas there was a need to introduce some more recent information, in order to see the changes in some variables, over time.

2.4.1 Comparison of the Demographic Characteristics of the Three Case-studies

In order to see the variance of these three new towns in this first area of information, the following variables have been selected:

- (a) Total population size and growth,
- (b) School-age population size and growth,
- (c) Some other demographic characteristics such as, fertility rate, median-age as well as the movement of school-age population "in" and "out" of towns.

2.4.1.1 Population Size and Growth

In figure (2.4), the size and growth of the population of each of the three new towns has been shown.

KEY:
Warrington New Town
Skelmersdale New Town
Welwyn Garden City

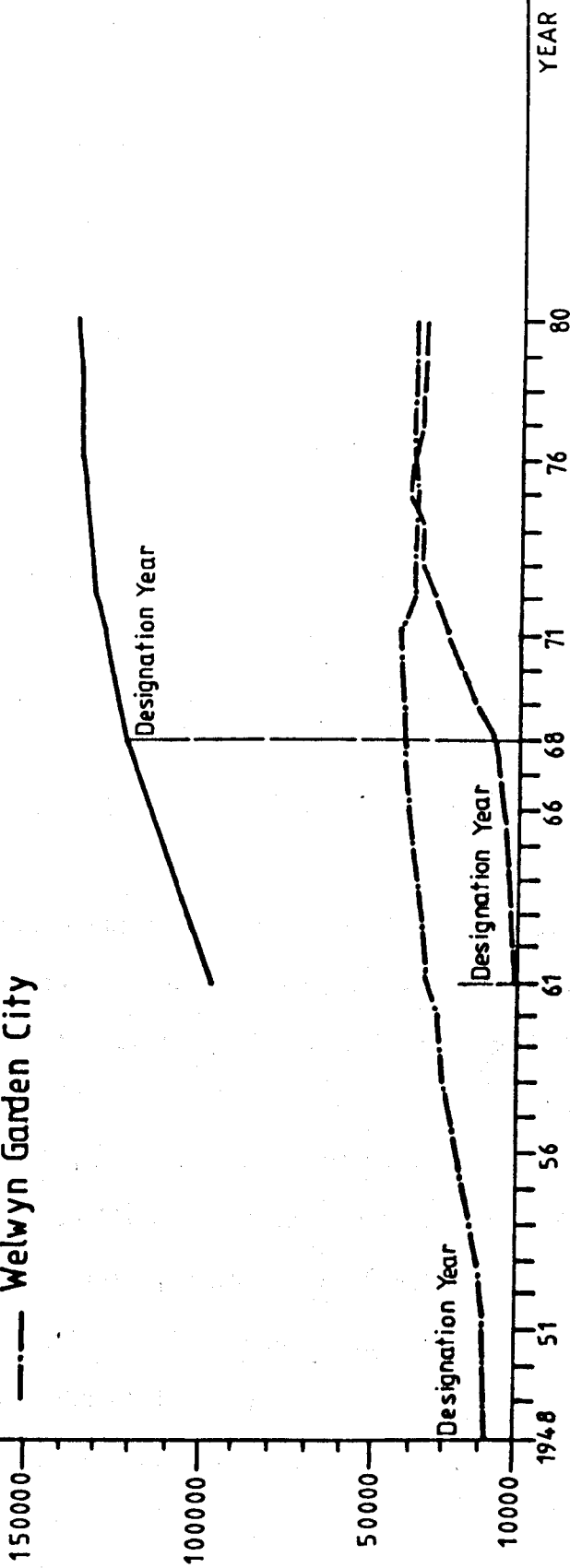


FIGURE (2.4): Population Growth of the three Case-Studies, since their Designation.

POPULATION SIZE

YEAR

From this figure it can be seen that the three new towns have different sizes of population and also over the years they have had different rates of growth. These observations can be expanded as follows:-

- (a) Although Welwyn is a first generation new town its population in 1980 was larger than Skelmersdale's which is a second generation new town and was supposed to reach a higher population target;
- (b) The population of Welwyn, in 1980, was only 1000 below its recent target of 42000 and 9000 below its ultimate population target of 50000;
- (c) The population of Welwyn in 1971 reached its peak of 44200 (i.e. 2200 higher than its present population target);
- (d) Since 1971, Welwyn has decreased its population by 3200 (i.e. an annual average of 356);
- (e) Since 1976, Welwyn has a fixed (unaltered) size of population, i.e. 41000;
- (f) Skelmersdale started with an original population lower than Welwyn and about twelve times lower than Warrington (and also four times lower than the average of the original population of the twenty-one new towns);
- (g) Skelmersdale, in 1980, had a population well below its most recent target, i.e. 12700 less than its target of 52000 and 21200 less than its ultimate population of 60500;
- (h) In 1976, Skelmersdale reached its peak of 41000 which was 11000 below its present target;
- (i) Since 1976, Skelmersdale has lost 1700, i.e. on average 425 per annum;
- (j) Since the fall of the population of Welwyn in 1971 and of Skelmersdale in 1976, in total Welwyn has lost 1.9 times more than Skelmersdale, but in each year, Skelmersdale has lost 1.2 times more than Welwyn;

- (k) The difference between Welwyn and Skelmersdale is that although Welwyn has decreased its population from its peak of 44200 in 1971 to 40000 in 1974 and 1975, its population was increased by 1000 during 1975-76. On the other hand, Skelmersdale which reached its peak of 41000 in 1976 has since continued with a decreasing trend;
- (l) Warrington, contrary to the other two new towns, started with a much larger original population, i.e. about 6.6 times more than the original population of Welwyn and about 12 times more than that of Skelmersdale;
- (m) Also, contrary to the other two new towns, Warrington, since its designation in 1968 until 1980, has a continued increase in its population, although, during the period 1976 to 1979 the size of its population remained fixed. Also, during the period 1978 to 1980, its population increased by a mere 2100, i.e. about an average of 1000 per annum;
- (n) On the other hand, Warrington, since its designation up until 1978 had an increase of 13100, i.e. an average of 1310 per annum.
- (o) From (m) and (n) above, it can be concluded that although, during the late 1970s, the other two new towns had a decreasing "size of population", Warrington had only decreased its "rate of growth" of population.

2.4.1.2 School-age Population Size and Growth

It is necessary to see the variance of the three selected case-studies in terms of the age-structure of their population. The school-age population structure of the three new towns for some selected periods can be seen from the following tables (i.e. Tables (2.17), (2.18) and (2.19)).

The main findings of these tables can be conveniently listed as

follows:

- (a) During the period 1961 to 1966, Welwyn had a decrease in its pre-school-age population by about 5.5 per cent;
- (b) During the same period, Welwyn had an increase in its 5-9 age-group by about 16.0 per cent, and an increase of 86.0 per cent in its 10-16 age-group;
- (c) During the period 1966 to 1971, Welwyn had a decrease in its pre-school-age population by about 16.0 per cent, and a decrease of about 4.0 per cent in its 5-9 age-group;
- (d) During the same period, Welwyn had an increase of about 23.0 per cent in its 10-16 age-group;
- (e) During the period 1966 to 1971, Skelmersdale almost doubled its pre-school-age population;
- (f) In 1971, Skelmersdale's 5-9 age-group more than trebled its 1966 size;
- (g) During the period 1966 to 1971, Skelmersdale increased its 10-16 age-group by about 70.0 per cent;
- (h) As can be seen from Table (2.18) this increasing trend in Skelmersdale did not last until 1980. In fact during the period 1977 to 1980, the pre-school-age population of Skelmersdale decreased by about 5.0 per cent and its primary school-age population by about 9.0 per cent and lastly its secondary school-age population by more than 13.0 per cent;
- (i) During the period 1971 to 1979, Warrington had a decreasing pre-school-age population at a rate of about 27.0 per cent;
- (j) During the period 1971 to 1979, Warrington had also decreased its 5-9 age-group by about 10.0 per cent;
- (k) During this period, Warrington, contrary to the situations described in (i) and (j) above, increased both its 10-16 and 16-18 age ranges by 1.4 and 2.0 times respectively.

TABLE (2.17): COMPARISON OF SELECTED AGE-GROUPS FOR SELECTED YEARS

New towns	Age-range	1961*	1966**	1971 ⁺	1979 [‡]
Welwyn	0 - 4	3970	3750	3155	n.a.
	5 - 9	3475	4020	3855	n.a.
	10 -16	2393	4450	5485	n.a.
	16 -18	936	1210	1320	n.a.
Skelmersdale	0 - 4	-	1420	3715	n.a.
	5 - 9	-	990	3335	n.a.
	10 -16	-	1110	3170	n.a.
	16 -18	-	390	670	n.a.
Warrington	0 - 4	-	-	11435	8300
	5 - 9	-	-	11925	10700
	10 -16	-	-	12675	17200
	16 -18	-	-	3305	6950

Sources: * 1961 Census.
 ** 1966 10% sample Census.
 + 1971 Census.
 ‡ Cheshire County Council population report, 1980.

TABLE (2.18): FURTHER FIGURES FOR SKELMERSDALE, 1977, 1978, 1980

	Pre-school Age Population	Primary School Age Population	Secondary School Age Population	Total
1977	3700	6400	4500	14600
1978	3700	6200	3800	13700
1980	3500	5800	3900	13200

Source: Skelmersdale Development Corporation.

TABLE (2.19): FURTHER FIGURES* FOR WELWYN, 1971, 1979, 1980

	Pre-School Age Population	5-15 Age-Range Population	Over School Leaving Age Population	Total
1971	244	8590	1351	10185
1979	250	7910	889	9049
1980	252	7540	886	8678

Source: Hertfordshire County Council Education Department.

* Numbers on roll.

It can be concluded that the three new towns, over the years, had a declining trend for their three sectors of pre, primary and secondary school-age populations. From among the three, Skelmersdale's case is more outstanding in that during the period 1966-71, it had a rapidly increasing school-age population, but this trend has been reversed since the late 1970s. On the other hand Warrington (which, contrary to the other two new towns, had a slow increase in population over the years), had a decreasing pre and primary school-age population during the period 1971 to 1979, but had an increase in the size of its secondary and post-compulsory (i.e. 16-18) age-group.

In Welwyn, the decline in the pre and primary school-age population began in the period 1966-1971, while the secondary and post-compulsory school-age population sizes increased. The declining trend for pre and primary school-age population continued during the period 1971-1979/80 and was also extended to secondary and post-compulsory school-age ranges.

2.4.1.3 Some Other Population Characteristics

In the following table (i.e. Table (2.20)) the variance of the three new towns in terms of such other population characteristics as, fertility rate, median age and the movement of school-age population "in"

and "out" of the towns, are shown.

TABLE (2.20): SOME POPULATION CHARACTERISTICS OF THE THREE SELECTED CASE-STUDIES, 1971

Variables New Towns	Index of Fertility*		Median age	Average age Household size 1971	Incoming		Out-going	
	(I)	(II)			5-9 year olds **	10-14 year olds **	5-9 year olds **	10-14 year olds **
Welwyn	38.1	84.7	31.8	3.2	13.1	7.8	10.6	7.5
Skelmersdale	64.3	122.0	24.1	3.5	15.5	11.2	15.9	7.7
Warrington	47.0	96.1	32.5	2.9	12.9	7.9	12.7	6.0
Average for the three New Towns	49.8	100.9	29.5	3.2	13.8	9.8	13.1	7.1
Average for the 21 English New Towns	46.3	95.2	29.3	3.2	12.7	8.1	12.8	8.4

Source: 1971 Census of Population.

Notes: * Refer to note number (1) of this chapter.
** as % of total population.

2.4.2 Housing Characteristics

Some main points of the housing characteristics of the three new towns and the variance between the three are listed as follows:-

- (a) In terms of the proportion of owner-occupied dwellings, the two new towns of Welwyn and Skelmersdale are similar, but compared to them Warrington has a high proportion of owner-occupied dwellings. A further difference between them is that during the post-1971 period Warrington decreased its proportion of owner-occupation (by 0.5 per cent) while the other two increased their proportion (a rate of increase of 32.0 per cent for Welwyn and 10.6 per cent for Skelmersdale).
- (b) Also, in terms of the size of households in rented or owner-occupied dwellings, the two new towns of Welwyn and Skelmersdale are closer in character. Warrington, contrary to the other two,

has a higher proportion of its one and two and three plus person households in owner-occupied sector.

(c) In terms of population (i.e. school-age) movement "in" and "out" of rented dwellings, the two new towns of Welwyn and Skelmersdale are similar. A higher proportion of their incoming population moved to rented dwellings during the period 1966-1971. During this period Warrington New Town Development Corporation did not build any houses for rent. Also, there is a difference between the nature of owner-occupied dwellings in Warrington and the other two new towns, and Warrington provides more opportunities for people to buy cheap owner-occupied dwellings than the other two. These two factors must be considered as reasons for the low proportion of incoming population accommodated in rented dwellings in Warrington.

2.4.3 Socio-Economic Characteristics

In the following table (i.e. Table (2.21)) the socio-economic characteristics of the three selected case-studies can be compared using 1971 data.

TABLE (2.21): SOME SOCIO-ECONOMIC CHARACTERISTICS OF THE THREE CASE-STUDIES, 1971

Variables New Town	E.A. non-manual workers	% of E.A. manual workers		% of E.A. manual incoming during 1966-1971			% of E.A. manual out-going during 1966-1971		
		skilled	unemployed	skilled	semi-skilled	un-skilled	skilled	semi-skilled	un-skilled
Welwyn	47.0	33.0	2.2	7.1	4.8	1.0	7.1	2.2	1.1
Skelmersdale	19.5	43.9	7.0	14.6	10.4	5.3	12.7	7.3	3.2
Warrington	32.3	41.7	2.7	10.2	4.0	2.0	7.6	3.3	2.1
Average for the three New Towns	32.9	39.5	4.0	10.6	6.4	2.8	9.1	4.3	2.1
Average for the 21 English New Towns	31.6	42.7	3.8	11.4	7.2	3.0	8.9	4.4	1.9

Contrary to the housing characteristics, the two new towns of Welwyn and Warrington have more similarities in terms of their socio-economic characteristics than either of them with Skelmersdale. The main points of the three new towns' differences or similarities in regard to their socio-economic characteristics can be listed as follows:-

- (a) The two new towns of Welwyn and Warrington have much higher proportions of non-manual workers than Skelmersdale, both having higher than average for the twenty-one new towns.
- (b) It is only in terms of the proportion of skilled workers that the three new towns converge, although Skelmersdale has higher proportions than the other two.
- (c) While Skelmersdale has more than twice the unemployment rate of average for the twenty-one new towns, the two other new towns are much below this average.
- (d) In terms of the movement of the three categories of manual workers (i.e. skilled, semi-skilled and unskilled) "to" and "out" of the new towns, the three new towns have varied pictures:
 - (i) Welwyn kept a balance between its incoming and outgoing skilled workers while it had large proportions of semi-skilled incoming rather than outgoing. There are also more unskilled workers outgoing than incoming.
 - (ii) Skelmersdale had larger proportions of incoming skilled, semi-skilled and unskilled than outgoing.
 - (iii) Warrington had larger proportions of skilled and semi-skilled incoming to the new town than outgoing and a larger proportion of unskilled leaving than coming to the town.

2.4.4 Conclusion

This brief comparison of the demographic, housing and socio-economic characteristics of the three selected case-studies gives a broad picture of the diversity of the character of the three new towns.

The analysis shows that it is misleading to conclude that in every aspect the three new towns have different characteristics simply because each was chosen to represent a definite group of new towns. On the contrary, in this section an attempt has been made to show, as far as possible, the convergences and divergences of the three new towns.

The understanding gained as a result of the brief comparison of the three case-studies will contribute to the analysis of each case study as well as the main conclusion of the study.

CHAPTER THREE

WARRINGTON NEW TOWN

CHAPTER THREEWARRINGTON NEW TOWN

The most recently designated of the three case-studies is Warrington New Town (a Mark III and a Partnership New Town designated in 1968).

One major difference between Warrington and the two other case-studies chosen for this research is its admittedly explicit role as a regional growth point. The position of this town in relation to the other two case-studies must therefore be seen from the point of view of its moderate growth conditions, as against the current no-growth or declining position of the other two.

The aim of this Chapter is to disclose the overall pattern of the educational facilities planning process in Warrington and to find the factors, internal and external, affecting such processes. To this end, an attempt will be made to discover how the nature of educational facilities planning has been influenced by the framework of the overall development of this New Town and to relate planning for educational facilities to the other decision-making areas such as land-use, housing and industry.

Accordingly, this Chapter has been divided into six Sections. Section "one" has the twofold purpose of delineating the changing roles of Warrington from its designation as a New Town to its emerging role as a regional growth point. Section "two" will describe the proposed physical structure of the New Town, while Section "three" will deal with the analysis of the population structure of Warrington over the years. Section "four" will analyse the housing structure of Warrington since its designation as a New Town. In Section "five" of this Chapter, the Primary

and Secondary Education structures of this New Town, throughout the period 1968-1980 will be examined. This exploration will be carried-out by singling out the major decision/problem areas within each of the two education sectors. The intention is to disclose the decision-making sequence in relation to each decision/problem area, the uncertainties and constraints impinging upon them, and the methods adopted by the relevant authorities to solve each set of problems. In the "sixth" and concluding section of this Chapter, an attempt will be made first, to summarise the findings of this Chapter and then to suggest alternative measures that could be adopted by the authorities in order to reduce the extent of the past and present problems.

SECTION 3.1THE ROLE OF WARRINGTON NEW TOWN

Even before its designation as a New Town in 1968, Warrington was of substantial regional importance, especially in terms of its housing attraction. This importance has increased since the early 1970s.

Parallel with this increased regional importance, there was a realisation by the Development Corporation that within the context of Warrington's emerging role as a natural growth point, specific policies within this broad role were dependent upon regional policy, particularly as they affected the nature of the New Town's housing and employment policies.¹

It is thus mainly due to the importance attached to the regional context of Warrington by the Government (Local and Central) that this Chapter begins with a discussion of the role of the town in its regional and sub-regional context.

3.1.1 The Changing Role of Warrington New Town

The development of Warrington originally had the dual purpose of:

- (a) "Accommodating predominantly Greater Manchester overspill" (i.e. 40000 people to be rehoused within a ten year period), which had indirect regional implications as it involved the movement of the said 40000 without the movement of industry from Manchester. Manchester would remain the major source of employment for the overspill population.
- (b) "Dealing with the mainly physical problems and needs of Warrington County Borough". These were the historical and interrelated problems similar to those of most urban settlements, where growth dates back to the industrial revolution and where the instruments

of initial growth were the railway system and industries that required locations at the most accessible parts of the town. The mixture of decayed housing and poor environment in the case of Warrington County Borough presented physical problems and it was envisaged that the improvement in the infrastructure and services of the Borough could make it (as the core of the Designated Area) attractive to private industries from outside or within the North West region.

Almost parallel with the initial development process of the New Town, Manchester Corporation reviewed its housing needs and programmes and realised that there was less need for formal overspill sites. With the designation of Central Lancashire New Town in 1971, and with the two other New Towns of Skelmersdale and Runcorn still some way off their design intake, the North-West had four New Towns "which appeared to be more than adequate to cope with any public sector housing overspill from the two major conurbations".²

Nevertheless, the population of Warrington was increasing and being situated at a major growth point, it was expected to continue to grow. Two factors contributed to the idea that the Designated Area of Warrington would continue to receive "voluntary" rather than "planned" intake:

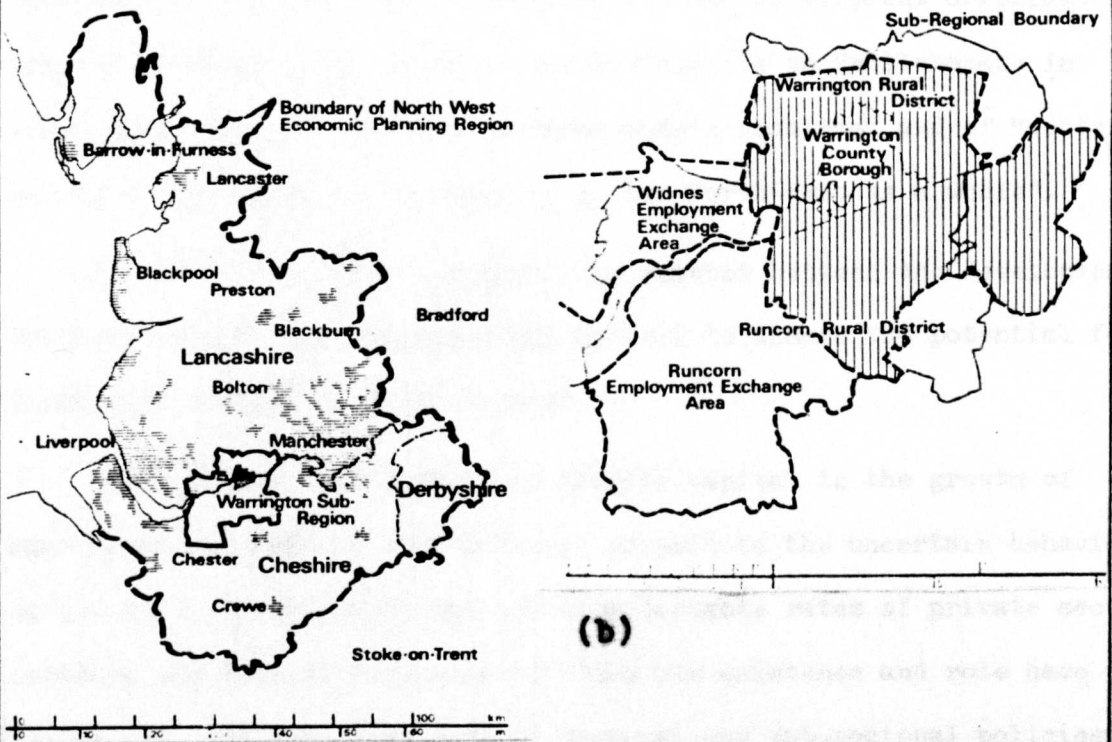
- (a) The natural increase in the existing population of the area; and
- (b) Pressures and population growth in adjoining areas.

Initially the potential of Warrington's Designated Area was regarded as being a "natural growth point for housing", and the Development Corporation realising the competitive advantages believed that "as long as dwellings are available for sale in a good environment and at competitive prices, the immigrants would be induced".¹ The idea was that, considering the migrant population as a labour pool, with the situational advantages created by improvements to the physical fabric of the Designated

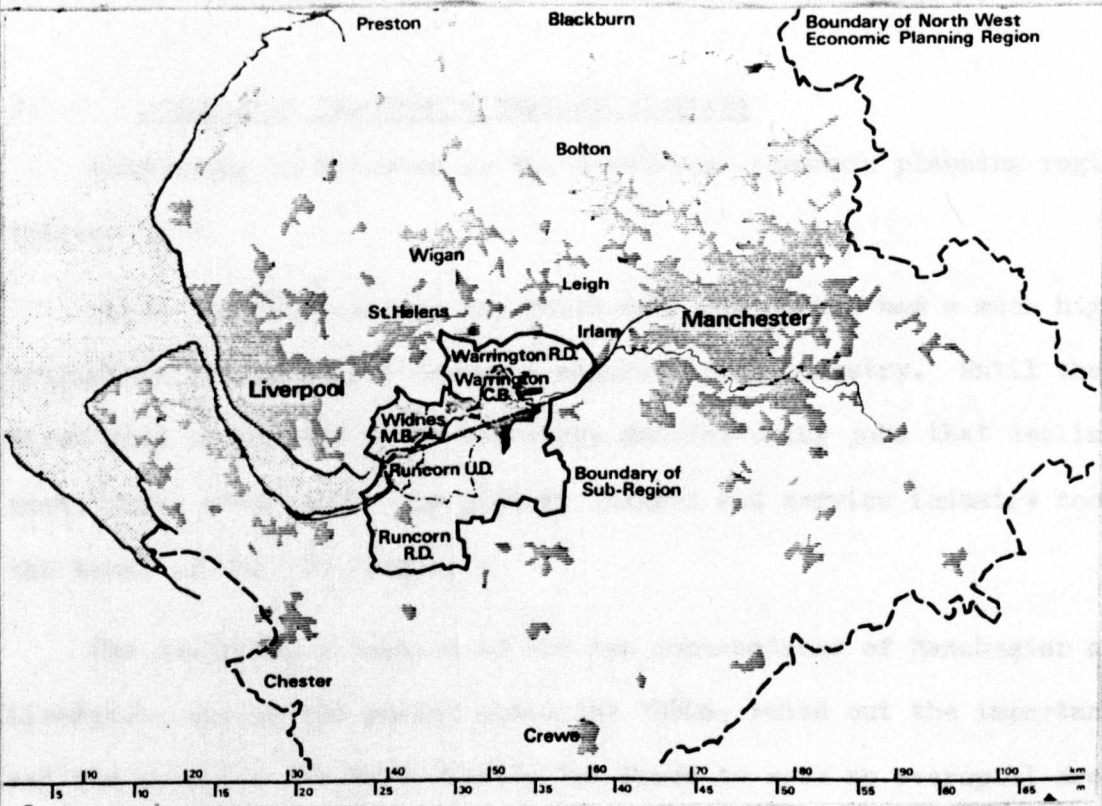
Area, private capital would be attracted. This would be facilitated by the partnership agreement between the Warrington New Town Development Corporation and the Warrington County Borough Council for the provision of new infrastructure and rented housing, as well as the help of regional policies in the form of cash available in the "Development Areas". In fact the same idea was cited by the Strategic Plan for the North-West's report.³

During the period 1971 to 1979, growth was considered to be based on "housing growth". In the late 1970s, almost parallel with the drastic public expenditure reductions, Government policy was to persuade the private sector to become more involved in the activities of the new towns generally and the third generation New Towns more specifically. There is a contradiction here, which has been best expressed by the Warrington New Town Development Corporation. They were well aware that if, in spite of the public expenditure cuts, the town was to continue its growth until the late 1980s,⁴ certain elements of urban structure would have to be provided by the public sector. These elements included "cheap housing for rent and for sale", "engineering" and social infrastructure", three kinds of facilities which were described by the Development Corporation as "though necessary are unattractive to the private sector by reason of not being capable of achieving adequate rates of return on their investment: without this infrastructure the private sector and other agencies could not participate in the development programme".⁵

In 1979/80, the Development Corporation's role and its detailed programme became the subject of review. Cheshire County Council reiterated its belief in the importance, both for the County and the North-West region, of "employment-led" growth in Warrington. Development here was viewed as an important element in the generation of much needed industrial development in the Mersey Belt (figure 3.1, a-c).



(a)



(c)

FIGURE(3.1): The Regional Setting of Warrington New Town.

Moreover an agreement was reached between the Development Corporation and the Merseyside and Cheshire County Councils to "collaborate in identifying ways of alleviating Merseyside's problems" and of "contributing to the growth in prosperity of the North-West as a whole".⁶

In 1980/81, another agreement was reached between the Development Corporation and Warrington Borough Council to assess the potential for inner area industrial redevelopment.

The increased involvement of private capital in the growth of Warrington has made it more and more subject to the uncertain behaviour of the voluntary migrants and the unpredictable rates of private sector industry and housing development. Thus its existence and role have become more and more dependent on regional and sub-regional policies, movements of population and industry and the "problems" of its region.

3.1.2 Warrington New Town's Regional Context

Warrington is situated in the North-West economic planning region (figure 3.1).

Since the 19th century the North-West region has had a much higher proportion of its labour force in manufacturing industry. Until the first half of the 1970s, it was these manufacturing jobs that declined most, while after 1975, the picture changed and service industry took the brunt of the job losses.

The declining situation of the two conurbations of Manchester and Liverpool, during the period since the 1960s, ruled out the importance and the need for the North-West's New Towns to work as overspill areas for these two conurbations.

3.1.3 Warrington New Town's Sub-Regional Context

The immediate sub-region of the New Town can be seen in

figures (3.1) and (3.2). The sub-region includes the Warrington and Halton Districts following the post-1974 Local Government Reorganisation of Cheshire County.

The advantages of this area as well as its importance within the North-West region have been identified by almost all of the reports on the North-West.⁷ These advantages can be listed as follows:

- (a) It is at a crossing point of major transport routes;
- (b) It has close proximity to open countryside;
- (c) It includes two New Towns (i.e. at Warrington and Runcorn); and
- (d) It has a growth economy.

Some major points related to the population, socio-economic and employment characteristics of this area are listed as follows:

- (a) High population growth during 1961 to 1971 was one of the main factors that identified this area as one of the major growth points in the North-West.
- (b) Apart from migration, natural increase has been the major contribution to the growth of the population of this area. The natural increase is related to the young age-structure of the area (e.g. having 24.8 per cent 0-4 year olds in 1966 as against 23.8 per cent for the North-West region) as well as its high birth-rate (e.g. 18.9 per cent crude rates per 1000 population in 1971 as against 16.6 per cent for the North-West).
- (c) The socio-economic analysis of the area during the period 1961-1966 showed that while the proportion of professional, managerial, non-manual workers, skilled manual and semi-skilled manual workers increased, the proportion of unskilled dropped by more than 5.0 per cent. For the migrant sector the proportion of semi-skilled, as well as unskilled, also dropped.
- (d) The growth in employment during 1961 to 1971 exceeded the rates

in the North-West and Great Britain.

- (e) Within the area, during the period 1961 to mid-1970s, the employment structure of Warrington District changed significantly with a substantial decline in its manufacturing industries and a growth of service industries.
- (f) Levels of unemployment in the area called Mid-Mersey have followed regional and national trends. However, in (May) 1980 the unemployment rate for Warrington exceeded the national average, although it was less than the average for the North-West region.⁸
- (g) A feature of the economy of Warrington District is the importance of large employers, with 50.0 per cent of total employment provided by under 4.0 per cent of the firms. This dependence is important when considered in parallel with the large number of firms which are branch units with head offices outside the Warrington District area. Branch units are traditionally less stable during periods of recession.^{9,10}

3.1.4 Conclusion

The examination of the role of Warrington New Town and its regional and sub-regional settings was to reassess the logic of considering and stimulating Warrington as a growth point in a depressed region which already has three other New Towns; arguing against the whole idea of another growth point in the North-West and commenting on the emergence of fierce competition between the four New Towns in the region as a result of the adoption of this policy.

Two problem areas seem to be most obvious; they are:

- (a) The contradictory policies of the Government in the North-West region: the main contradiction lies in the way industry is directed (through incentives and control) to different parts of the region.

- (b) The main economic problem of the Warrington area has been caused by its historical industrial structure, considering the present decline in manufacturing industries.

Some incentives in the Warrington area can be defined as follows:

- (a) Its "Intermediate Area" status during the period 1971/2 to 1979/80, in spite of the attraction of the neighbouring "Special Development Areas";
- (b) The activities of the Development Corporation such as opening up major new employment areas to attract a variety of new industries;
- (c) Warrington's favourable situation in the region.

One view was shared by reports and studies with direct or indirect reference to Warrington.⁷ They all agreed that the Warrington area in particular and the Mid-Mersey area in general can be one of the major growth points of the North-West region where population and employment growth can be induced. Almost all expected that the growth in this area would continue despite such problems as housing dereliction, obsolescence, pollution and transportation in some parts of the region.

In addition to this shared view of the existing prospects for Warrington's sub-region and a prediction as to its future growth, these reports also shared the view that one way to tackle the problems of the North-West region as a whole would be to stimulate further the potential of this area.

More than anything else, the success of a new town depends on its ability to provide jobs. Warrington cannot be an exception, even though until recently its expansion was expected to be through mainly "housing-led" growth rather than "employment-led" growth. During recession and within a depressed region, incentives offered to the private sector economy not only create rivalry between the North-West

and the other regions, but most of all sets new towns against new towns within the same region and the new towns against inner urban areas. Perhaps the outcome will be the survival of the fittest, in this case Warrington's survival at the cost of, e.g., Skelmersdale's development.

The intensification of competition among these New Towns when some of them have not reached their objectives must throw doubt first on the concept underlying Warrington New Town's development, i.e., growth point theory, secondly upon the future of these New Towns when faced with harder and harder competition and thirdly on the incentive-based planning policies that have set region against region and town against town.

SECTION 3.2

THE PLANNING PROPOSALS FOR THE DEVELOPMENT OF WARRINGTON

The examination of the land-use and phasing proposals of Warrington New Town is important since the role of Warrington was changed almost immediately after the preparation of its Draft Master Plan,¹¹ which was based on the consideration of Warrington as an overspill area.

It is also important in so far as it gives some understanding of the approaches to planning adopted by the New Town planners. This will give an opportunity, in the later sections of this chapter, to relate planning problems for educational facilities to the planning problems of the New Town in general.

3.2.1 The Initial Planning Proposals

In accordance with the aims mentioned above, two topics seem most appropriate, as follows:

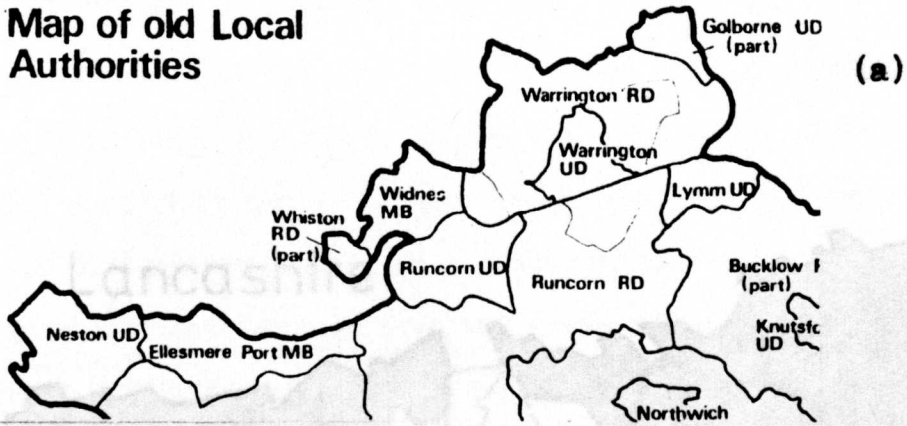
- (a) The first is a study of the land-use proposals of the Draft Master Plan; and
- (b) The second is the phasing proposals for the New Town development.

In what will follow, each will be discussed in turn.

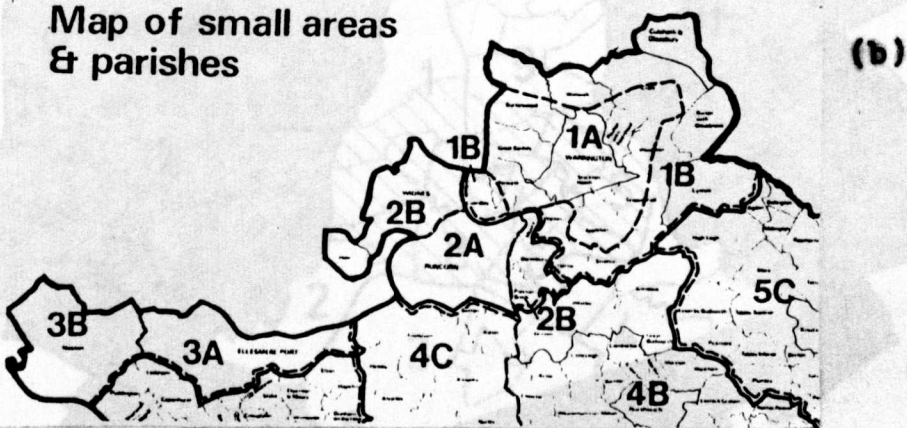
3.2.1.1 The Initial Land-Use Proposals

The planning of new towns in general has brought forward an opportunity for a more comprehensive approach to planning than was usually the case. In the case of Warrington, this opportunity was reduced as at the time of designation it incorporated an existing built-up area, which amounted to more than 30.0 per cent of the total Designated Area.

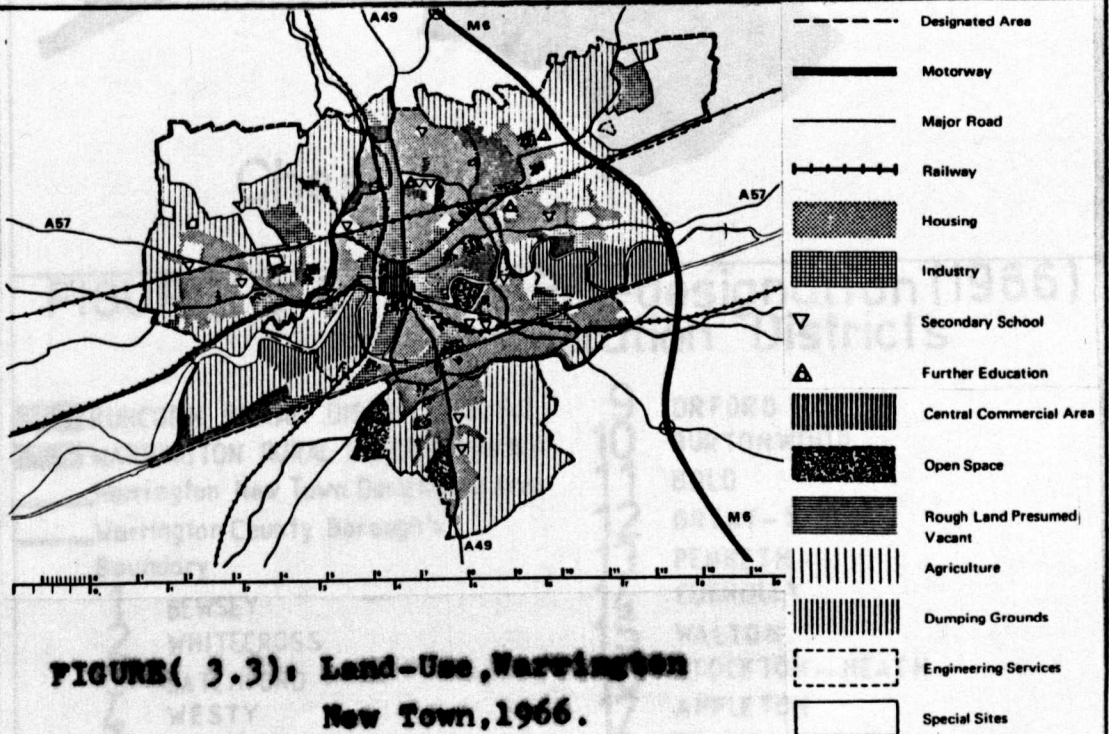
Map of old Local Authorities



Map of small areas & parishes



FIGURE(3.2): Pre- and Post Local Government Boundaries, Warrington New Town.



FIGURE(3.3): Land-Use, Warrington New Town, 1966.

Source: Warrington New Town Draft Master Plan, 1969.

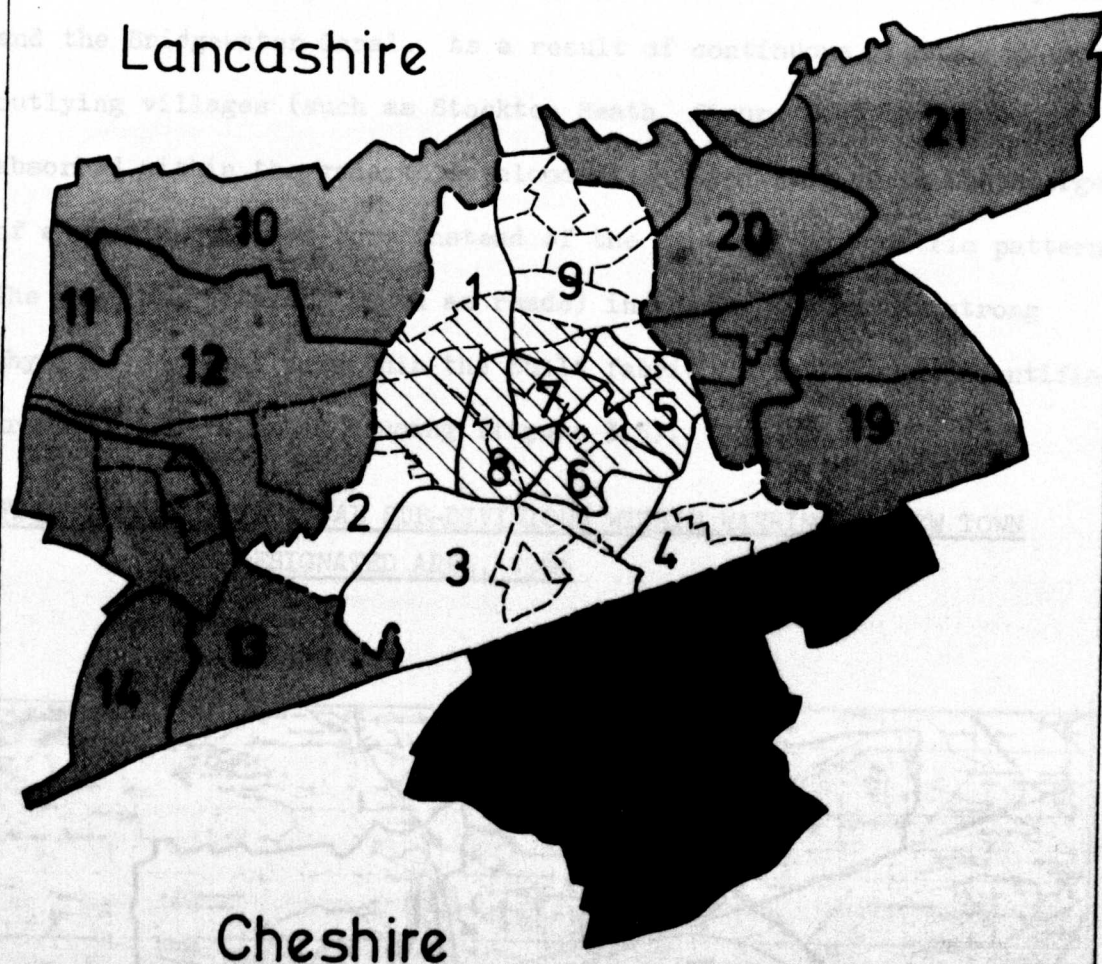




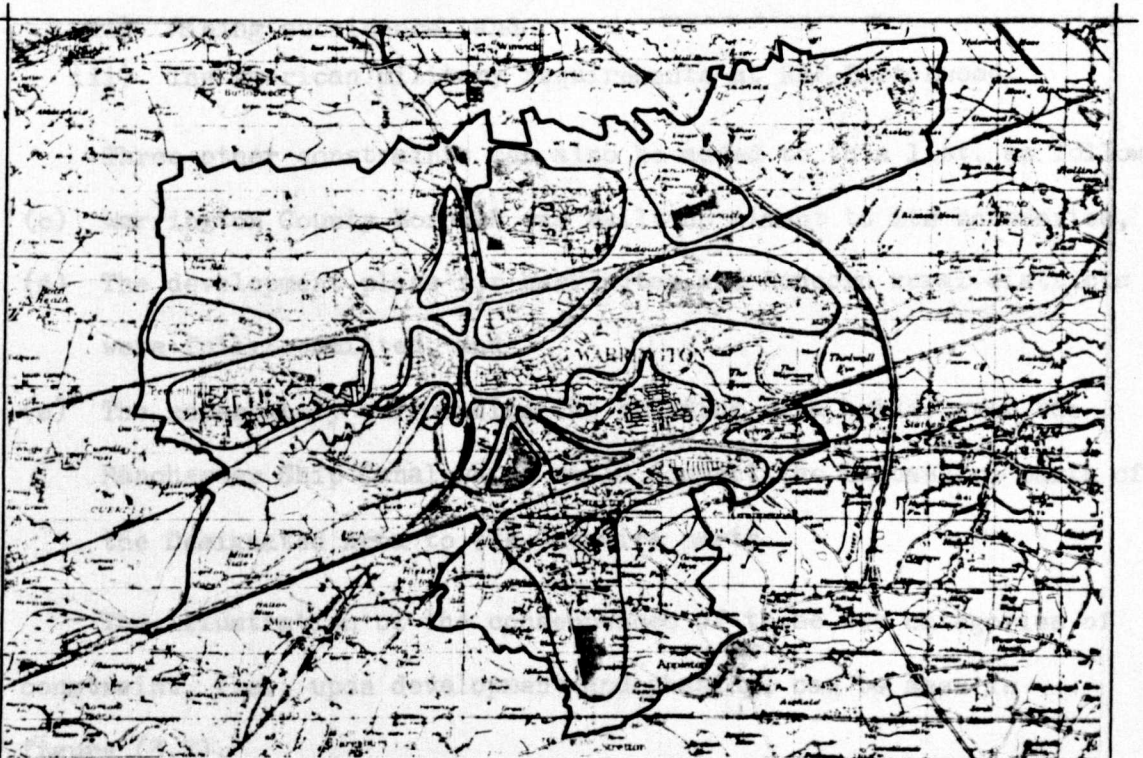


FIGURE (3.4) : The Pre-designation (1966) Enumeration Districts

	RUNCORN RURAL DISTRICT (parts)	9	ORFORD
	WARRINGTON RURAL DISTRICT (parts)	10	BURTONWOOD
	Warrington New Town Designated Area	11	BOLD
	Warrington County Borough's Boundary	12	GREAT-SANKEY
1	BEWSEY	13	PENKETH
2	WHITECROSS	14	CUERDLEY
3	LATCHFORD	15	WALTON
4	WESTY	16	STOCKTON-HEATH
5	FAIRFIELD	17	APPLETON
6	HOWLEY	18	GRAPPENHALL
7	ST. JOHNS	19	WOOLSTON
8	TOWN HALL	20	POULTON-WITH-FEARNHEAD
		21	CROFT

The pattern of pre-1968 development of the Designated Area, as can be seen in figure (3.3), conforms to an overlay of concentric and sectoral growth, with an additional east-west sub-division created by the Liverpool/Manchester railway, the Mersey, the Manchester Ship Canal and the Bridgewater Canal. As a result of continuous growth and infill outlying villages (such as Stockton Heath, figure 3.4) have been absorbed within the general development pattern leading to the emergence of a multi-nucleated form instead of the previous monocentric pattern. The physical barriers (such as roads) induced a pattern of strong physical demarcation within the built fabric producing some identifiable areas of concentrated housing (figure 3.5).

FIGURE (3.5): PHYSICAL SUB-DIVISIONS WITHIN WARRINGTON NEW TOWN DESIGNATED AREA, 1966



Source: Warrington New Town Draft Master Plan, 1969.

To some extent, in response to the physical structure of the Designated Area, each part had a different kind of housing tenure (figure 3.6a), different residential densities (figure 3.6b), different household size (figure 3.6c) and different social class structure (figure 3.6d).

Because of the physical structure of the Designated Area, the Planning Consultants for the preparation of the Draft Master Plan¹² identified two kinds of development restraints, as follows:

(a) Restraints on development, such as:

- i) The dumping grounds in Mersey Valley,
- ii) The fragmented areas of land on the far side of the east-west motorway, and
- iii) The Ministry of Public Buildings and Works public depot.

(b) Restraints on phasing, such as:

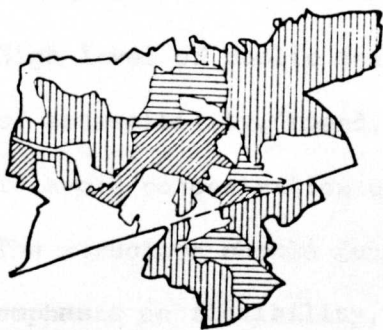
- i) The Grade II agricultural land in Cheshire
- ii) Mining subsidence, and
- iii) The American military requirements at RAF Burtonwood.

Three other constraints can also be added to this list, as follows:

- (c) Warrington County Borough was built up almost to its boundaries,
- (d) The development plans for Warrington and Runcorn rural districts were fully committed, and
- (e) The uncertainty surrounding the building of a bridge over the Manchester Ship Canal which would connect the Lancashire parts of the Designated Area to the Cheshire parts.

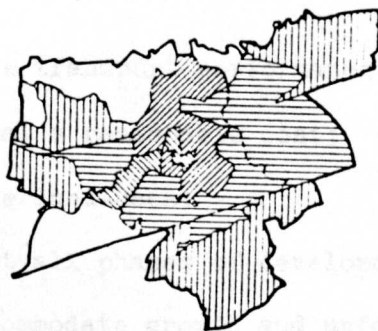
The illustration of the consequences of these two categories of constraint, i.e., upon development and phasing, can be seen in figure (3.7).

For the purpose of adopting a land-use/transportation strategy, the Planning Consultants identified some objectives which were used as criteria against which alternative town scale structures were examined:



Tenure 1966

Tenure	%
Owner Occupied	80+
Public Rented	35+
Private Rented	35+

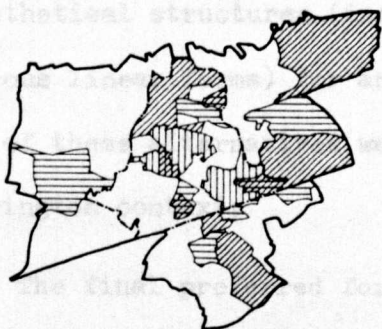


Residential Density

10-30 Persons per Acre Net
30-40 Persons per Acre Net
40-70 Persons per Acre Net
70+ Persons per Acre Net

(a)

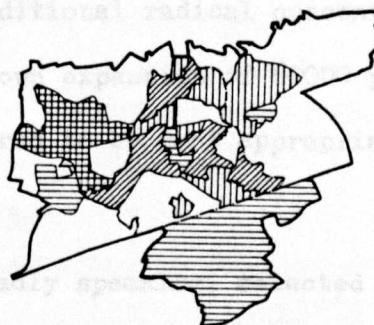
(b)



Household Size Variations

Household Size	%
Small (1-2 persons)	50+
Medium (3,4,5 persons)	58+
Large (6+ persons)	8+

(c)



Social Class Groupings

Social Class Groups	%
I and II	24+
III	62+
IV and V	38+

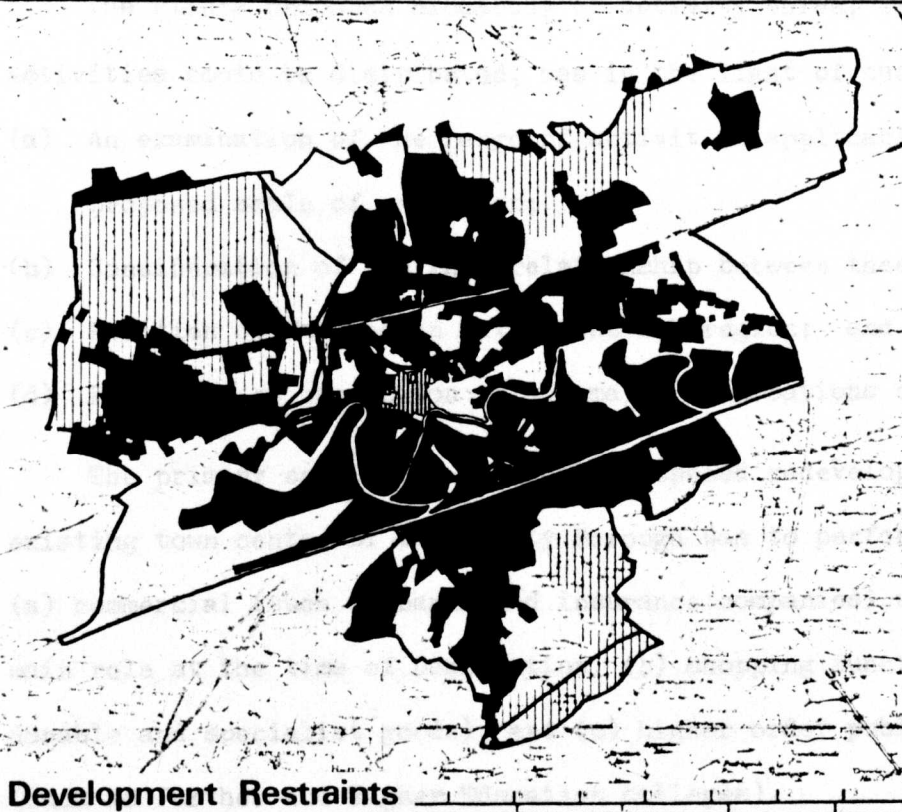
(d)

FIGURE (3.6): Housing Tenure, Residential Density, Household Size Variation, Social Class Groupings; Warrington New Town, 1966. Source: Draft Master Plan, 1969.




- (a) A high level of car ownership;
- (b) High level of public and private transport performance in terms of accessibility, speed, etc., at a reasonable cost;
- (c) To avoid concentration of single land-uses;
- (d) The structure should function at all phases of development: emphasis on flexibility, to accommodate growth and unforeseen future traffic demands;
- (e) The development of new areas be in regard to the existing structure and the development of the existing areas.

A proposed land-use/transportation strategy was adopted by the Planning Consultant after considering the constraints mentioned above, assessing the housing, industrial, etc., potentials of the Designated Area (figures 3.8,a.b) and ultimately after evaluating seven alternative hypothetical structures (including traditional radical concentric and various linear forms) for an assumed town expansion of 60000 people. Two of these alternatives were considered to be most appropriate to the Warrington context.

The final preferred form was, broadly speaking, selected on the basis of the way in which the whole system functioned so that travel times and infrastructure capital costs were minimised. The application of this preferred form, i.e., the three strand system, to the Designated Area produced four distinct new settlements (figure 3.9). Their sizes were to range from 20000 to 40000 persons (per district) and they were to be integrated with the existing County Borough i.e., the fifth district to contain about 70000 persons. The Plan argued that one of the advantages of the adopted Plan form was that it could create more diverse and frequent nodes of equal accessibility and therefore provided a greater range of locations for alternative elements of the core hierarchy and increasing opportunities for the absorption of change in each, through time.

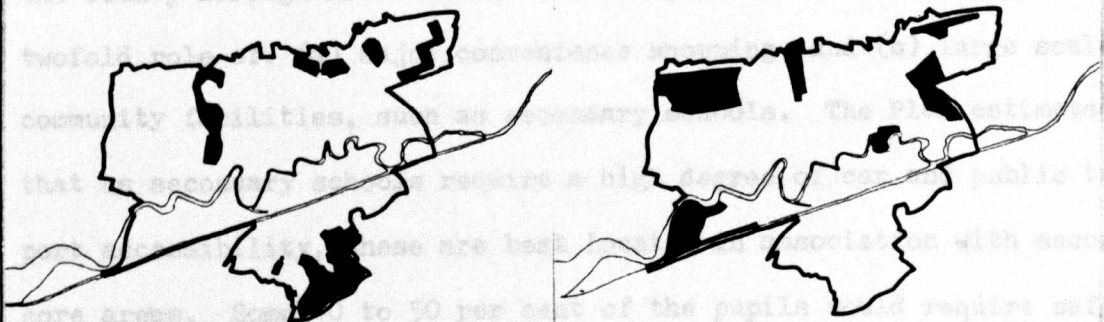


Development Restraints

-  Restraints on Development
-  Restraints on Phasing
-  Redevelopment Potential in Primary Core Area

FIGURE(3.7): Development Restraints, Warrington New Town, 1966.

Source: Draft Master Plan, 1969.



Housing Potential 

Industrial Potential 

(a)

(b)

FIGURE(3.8): Housing and Industrial Potential, Warrington New Town, 1966.

Source: Draft Master Plan, 1969.

The Plan's proposed hierarchy of activity cores, within which activities could be distributed, was in the light of such factors as:

- (a) An examination of the range of activities applicable to the proposed scale of expansion;
- (b) Consideration of the interrelationship between these activities;
- (c) Position of Warrington within the sub-region; and
- (d) Proximity of Warrington to the major conurbations of the region.

The primary core area, i.e., the proposed redevelopment of the existing town centre of the County Borough was to perform three functions,

- (a) commercial (such as banks and insurance companies) which was its main role at the time of Designation, (b) shopping function (mainly durable and specialist goods), and (c) higher order public facilities (such as Further and Higher Education colleges).

Four new and one existing centre were proposed as secondary cores or district centres (figure 3.9). The new ones were to be located in each of the four proposed residential areas (or districts). The primary core area was to play the role of secondary core for the residents of the County Borough area. These secondary core areas were to have the twofold role of, (a) major convenience shopping, and (b) large scale community facilities, such as secondary schools. The Plan estimated that as secondary schools require a high degree of car and public transport accessibility, these are best located in association with secondary core areas. Some 40 to 50 per cent of the pupils would require safe and convenient pedestrian access, and 5-15 per cent would be likely to use cycle track facilities. Other advantages were attached to locating secondary schools near the district centres. For example, there are extensive site requirements for school playing-fields and the land sterilised by the noise zones of major roads (which provided access to district centres) could be used. Also, the siting of schools near

district parks could provide 'joint use' opportunities to achieve greater use of the Local Authority pitch provision and a reduction in the schools' pitch provision and locating secondary schools in association with the secondary core areas would allow the dual-use of educational and community facilities. The only existing secondary core in the Cheshire County (pre Local Government Reorganisation) area of the Designated Area, was to continue its function but to be restricted to the provision of commercial facilities.

The tertiary core areas (or local centres) were to be the foci of local commercial and community facilities serving a population of 2000 to 8000 persons. The development of these centres was considered to be important during the early implementation phases as these local centres could, to some extent, substitute for the delayed district centres. These centres were also to adopt a twofold function of, (a) satisfying the day-to-day shopping needs, and (b) the siting of primary schools (up to four forms of entry) which could also provide dual accommodation for community common-room and local park facilities.

The local centres could substitute for the district centres for a time, but the delay in the provision of commercial facilities in a district centre, caused by the existence of constraints on the early development of two of the districts,¹³ could prejudice the early provision of a much needed secondary school (if it was attached to a district centre).

Generally speaking, the effects of the effects of the constraints on implementation upon plan proposals were twofold, (a) the development was to start in the areas that were not affected by these constraints, and (b) there was a need to have a higher and extended peak period of house-building than any other new town (i.e., 2000 units per year, including 500 dwellings resulting from the clearance programme).

The land-use/transportation proposals of the Draft Master Plan can be seen in figure (3.10).

3.2.1.2 The Initial Phasing Proposals

The Plan proposed five major areas of new and integrated development forming settlements of wide-ranging scales (figure 3.9), (figure 3.11).

For Warrington, as for any other urban settlement due to expand, the existing physical stock of buildings and infrastructure (houses, schools, roads, etc.) would impose constraints on the early phases of development. In turn the completion of the early phases would constrain the range of options open to the later phases of development.

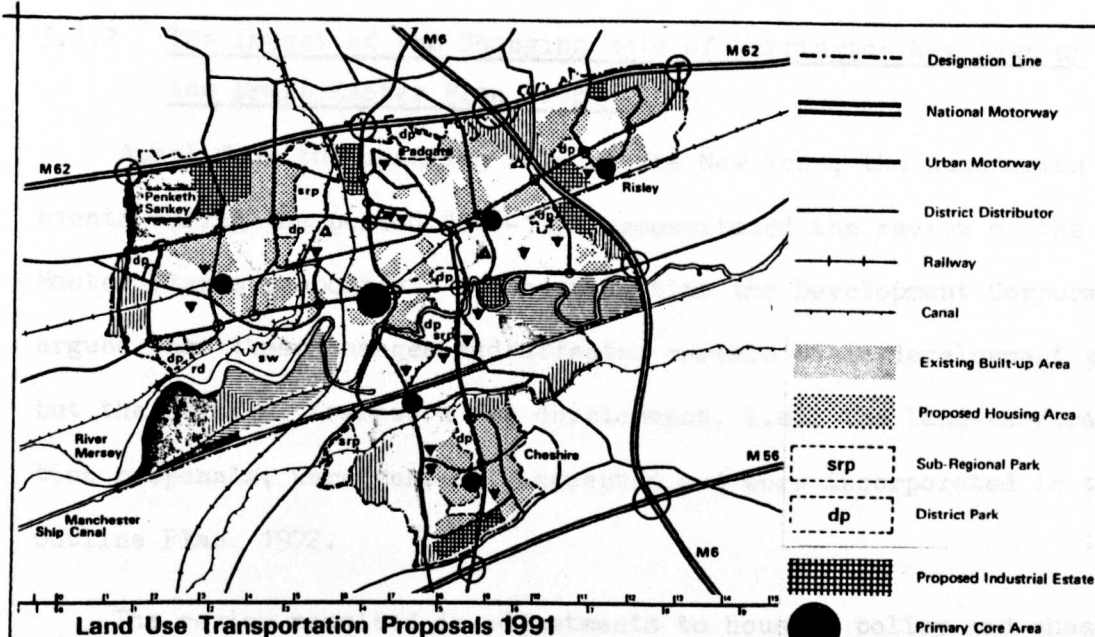
The first phase had in fact three attributes which can be listed as follows:

- (a) This phase was more constrained than the later phases;
- (b) The proposals contained in this phase were more specific than the later phasing proposals; and
- (c) The proposals for this phase consisted largely of proposals which were due for implementation in any event (i.e., even if Warrington was not designated as a New Town) over the next few years.

TABLE (3.1): ANTICIPATED DEVELOPMENT DURING THE LATER PHASES

	Second Phase 1971-1976	Third Phase 1976-1981	Fourth Phase 1981-1991
Demand for housing for new population and urban renewal	4900 units	9700 units	8800 units
House building per year	2000 units	n.k.	n.k.
Concentration of development in:	Padgate-Westbrook and Birchwood Districts	Bridgewater and Westbrook Districts	Bridgewater and Westbrook Districts
Urban renewal programmes	In WCB for 3400 house units	Continue in WCB but as a whole the urban renewal element will decline	As 1976-1981
Completion of development in Districts:	-	Birchwood and Padgate	Bridgewater and Westbrook
Population attained by the end of phase:	33700	65700	209900
Population increase during the phase	27000	32000	22500

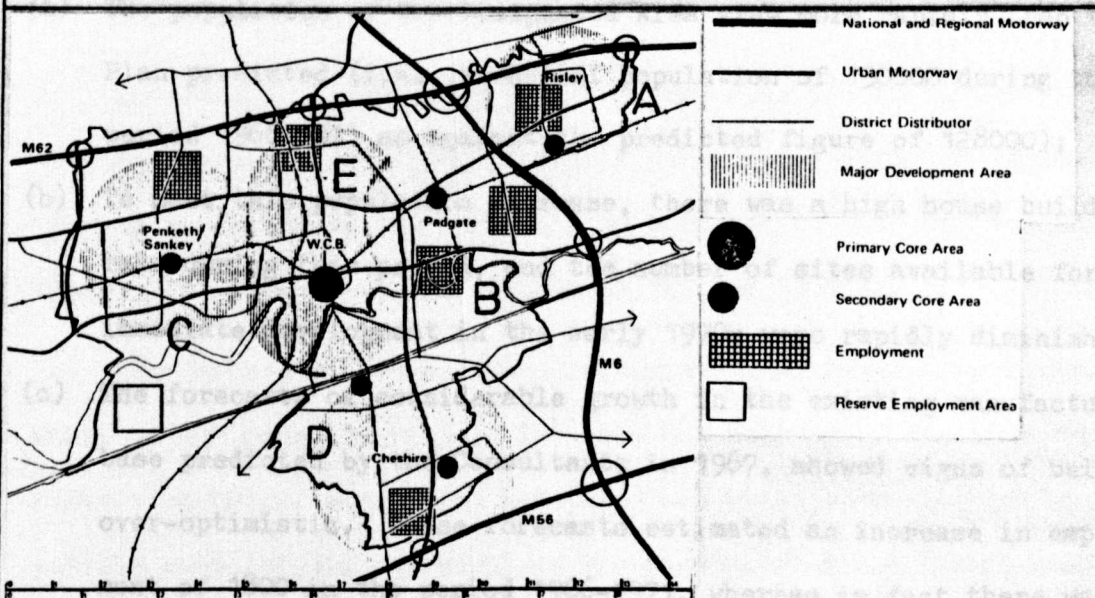
Note: WCB = Warrington County Borough



Land Use Transportation Proposals 1991

FIGURE(3.9): Land-Use/Transportation Proposals 1991, Warrington New Town, Draft Master Plan, 1969.

- Designation Line
- ==== National Motorway
- ==== Urban Motorway
- District Distributor
- Railway
- Canal
- Existing Built-up Area
- Proposed Housing Area
- srp Sub-Regional Park
- dp District Park
- Proposed Industrial Estate
- Primary Core Area
- Secondary Core Area
- Further Education
- Secondary School
- sw Sewage Works
- rd Refusal Disposal
- Dumping Grounds
- Agriculture
- Land Bank



FIGURE(3.10): The Application of Warrington New Town Draft Master Plan's Proposed Strategy, Draft Master Plan, 1969.

- National and Regional Motorway
- Urban Motorway
- District Distributor
- Major Development Area
- Primary Core Area
- Secondary Core Area
- Employment
- Reserve Employment Area

3.2.2 The Impact of the Changing Role of Warrington New Town on the Draft Master Plan Proposals

Apart from the changing role of the New Town, the succession of events during the period 1966-1971 necessitated the review of the Draft Master Plan's proposals. At the same time the Development Corporation¹⁴ argued that these changes had affected certain basic development policies, but the physical framework for development, i.e., the land-use/transportation proposals, were generally accepted and were incorporated in their Outline Plan, 1972.

The review resulted in adjustments to housing policy and phasing rather than to the basic principles of the proposed land-use/transportation structure. Further examination of employment prospects and educational requirements was carried out by the Development Corporation. Their conclusion was that the review "although important in terms of future development policy, has not resulted in major deviations".¹⁵

The changing circumstances of the period 1966-1971, which were outside the Draft Master Plan's expectations, were:

- (a) The population of the Designated Area grew more rapidly than the Plan predicted (i.e., an actual population of 130000 during the period 1966-1971 as against the predicted figure of 128000);
- (b) To meet this population increase, there was a high house building rate during this period, and the number of sites available for immediate development in the early 1970s were rapidly diminishing;
- (c) The forecasts of considerable growth in the existing manufacturing base predicted by the Consultants in 1967, showed signs of being over-optimistic. These forecasts estimated an increase in employment of 1800 in the period 1966-1971, whereas in fact there was a decline of 2300. The Development Corporation concluded that this shortfall reflected to a great extent the national economic situation, the impact of a few major closures, of rationalisation and

structural changes and, in some isolated cases, a lack of certain labour skills. Also, the Planning Consultant's predicted growth in the service sector was slower than expected, i.e., a predicted rise of 2400 jobs during this period as against an actual figure of 1100.

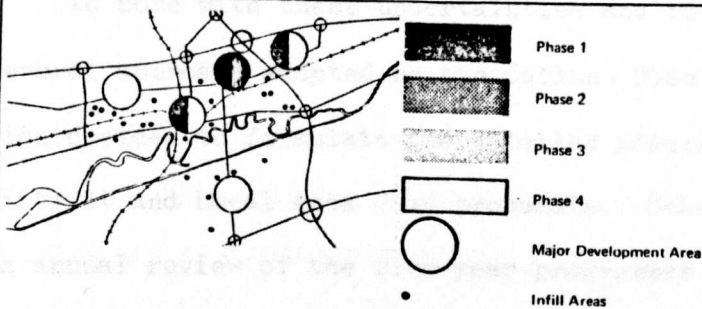
As a result of (a) and (b) a new constraint on the development of the New Towns was introduced: a comprehensive drainage and road scheme was needed to open up new areas for development. In fact the availability of serviced sites was very limited up to 1973, pending the completion of early main drainage schemes and the site acquisition programmes.

After gaining some experience of the mechanisms operating in the Designated Area (mechanisms related to site survey and land acquisition) and realising the emerging requirements of the new role of the New Town, the Development Corporation came to the conclusion that:

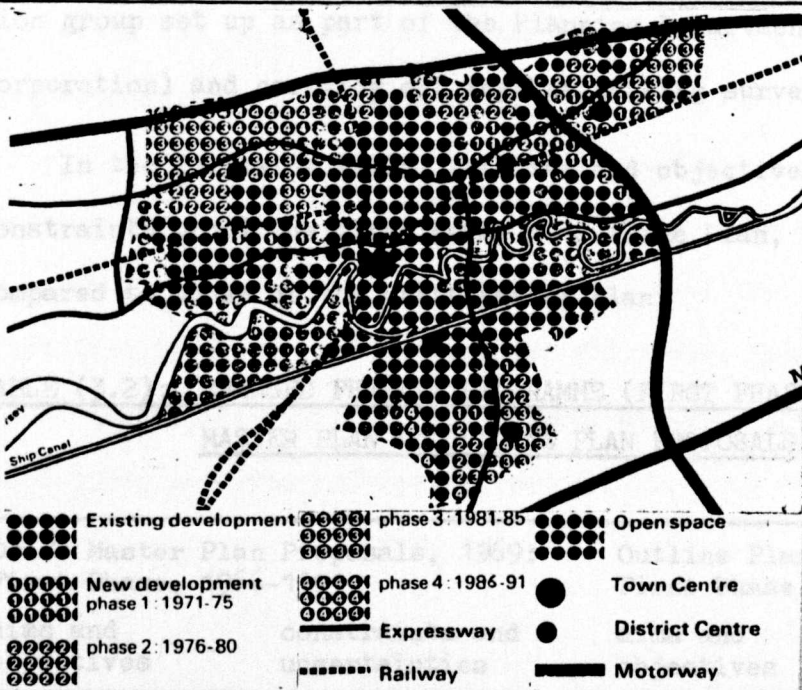
- (a) There was a need for a different sequence of development than that proposed by the Draft Master Plan; and
- (b) The short build-up period of ten years was not feasible and there was a need for its extension.

Accordingly, the intake programme was extended to fifteen years and the overall plan period to twenty years. The changing population phasing proposals of the Outline Plan compared to that of the Draft Master Plan can be seen in figures (3.12) and (3.13).

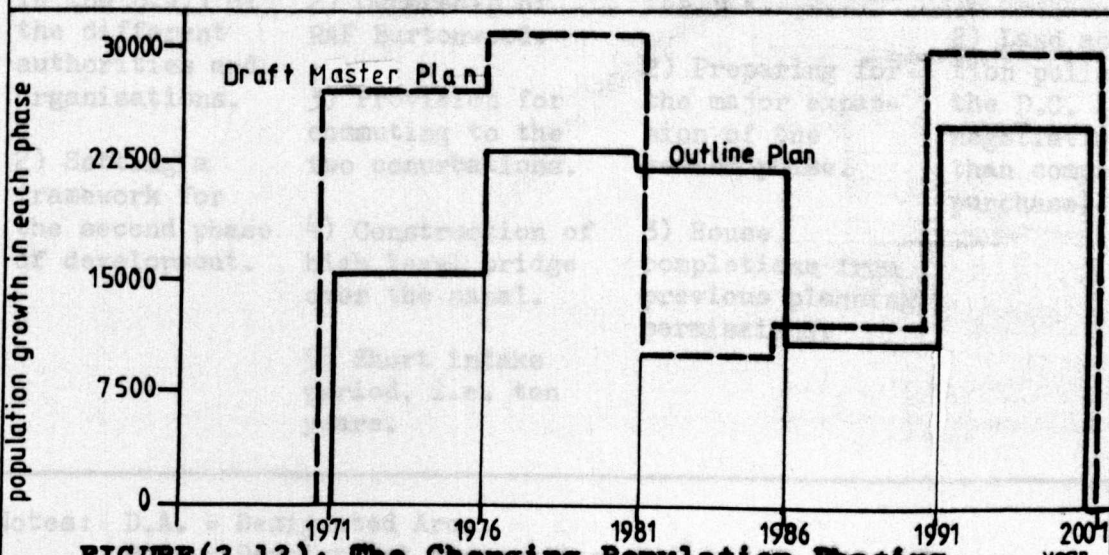
The Development Corporation considered that at Outline Planning stage it was possible only to indicate the phasing of the main components of housing, employment and roads and other elements such as schools were largely dependent on the phasing of these "main" components. It was also realised that only the first five-year programme can be shown with any degree of accuracy; due to the uncertainties inherent in a "natural growth context, when so much will be dependent on market forces".¹⁶



FIGURE(3.11): Phasing Proposals, Warrington New Town Draft Master Plan, 1969.



FIGURE(3.12): Phasing Proposals, Warrington New Town Outline Plan, 1972.



FIGURE(3.13): The Changing Population Phasing Proposals.

To cope with these uncertainties and to compensate for the more general approach adopted by the Outline Plan, the Development Corporation decided to formulate the detailed phasing of development in the District and Local Area Plan proposals. Other measures adopted included an annual review of the five-year programmes (the first of which was prepared at the time of Outline Plan preparation) and the devising of a regular review system (by the formation of a monitoring and evaluation group set up as part of the Planning Department of the Development Corporation) and carrying out regular housing surveys.

In the following table, the aims and objectives of (and the constraints upon) the first phase of Outline Plan, 1971-1976, are compared to those of the Draft Master Plan.

TABLE (3.2): CHANGED PHASING PROGRAMME (FIRST PHASE), FROM DRAFT MASTER PLAN TO OUTLINE PLAN PROPOSALS

Draft Master Plan Proposals, 1969: First Phase, 1966-1971		Outline Plan Proposals, 1972: First Phase, 1971-1976	
aims and objectives	constraints and uncertainties	aims and objectives	constraints and uncertainties
1) Co-ordination of existing programmes (within the D.A.) of the different authorities and organisations.	1) Existing stock of buildings. 2) Ownership of RAF Burtonwood. 3) Provision for commuting to the two conurbations.	1) Relieving existing problems of the D.A. 2) Preparing for the major expansion of the second phase.	1) The limitation of serviced sites up to 1973. 2) Land acquisition policy of the D.C. (i.e. negotiation rather than compulsory purchase).
2) Setting a framework for the second phase of development.	4) Construction of high level bridge over the canal. 5) Short intake period, i.e. ten years.	3) House completions from previous planning permissions.	

Notes: D.A. = Designated Area.
D.C. = Development Corporation.

The Outline Plan's proposed second phase, i.e., 1976-1981, estimated a demand for some 6700 houses (excluding the renewal programme during this phase for about 1400 houses per year). The main residential areas to be developed during this phase were Padgate, Birchwood and parts of Bridgewater and Westbrook.

For the subsequent phases, the Development Corporation could only forecast the extent of development on the basis of the then current estimates and targets. Due to the high degree of uncertainty surrounding the New Town's planning processes, especially due to its changed role, the Corporation realised that the estimates of the demand for housing and employment, at all stages, would have to be reassessed. Nevertheless, the Outline Plan estimated that during phase three, i.e., 1981-1986, there will be a need for 14000 more jobs and for houses for 12000 additional families. The fourth phase of development, i.e., 1986-1991, was expected to meet natural increase requirements.

SECTION 3.3

THE POPULATION STRUCTURE

The case of Warrington New Town can also reveal that "forecasting can never be an exact science".¹⁷ Many sources of the unreliability of population forecasts stem, in fact, from the uncertainties inherent in its components of mortality rate, fertility rate, and (above all) migration. For Warrington the extent of these uncertainties increased over time as its role was changed from an overspill new town to a natural growth context. Hence, the planners were faced with uncertainties inherent in a voluntary migration situation.

The aim of this Section is to examine the anticipated population growth of the New Town, the changing expectations and their underlying reasons. Another aim is to examine the "actual" changes in the population structure of the New Town if deviations from the "expected" are observed.

3.3.1 The Pre-Designation Population Structure

This sub-section looks into the pre-designation population changes within the Designated Area of the New Town, first by reviewing the population changes within the whole Designated Area and secondly, by studying these changes in the three major administrative zones within the Designated Area.

3.3.1.1 The Whole Designated Area

The population of the Designated Area remained virtually constant between 1951 and 1961 and rose by 3.8 per cent between 1961 and 1966. This increase was not quite as big as that in the sub-region as a whole (i.e., 4.3 per cent), but was considerably greater than the

North-West region's rate of growth (0.7 per cent).

In 1966, the proportion of males in the Designated Area (49.3 per cent) was slightly higher than that in the region (48.1 per cent) and Great Britain (48.4 per cent). This may partly reflect the employment opportunities available in the Warrington area.

The age structure of the Designated Area's population in 1966 was fairly similar to that of the region and Great Britain, although like the rest of the sub-region, it had a relatively high proportion of 0-4 age-range (i.e., 24.2 per cent) and 25-44 age group (i.e., 25.8 per cent) and a lower proportion of older people aged 60 or over (i.e., 15.9 per cent).

3.3.1.2 The Administrative Zones

Before the 1974 Local Government Reorganisation, the three major administrative zones within the Designated Area were Warrington County Borough, Warrington Rural District (in Lancashire County) and Runcorn Rural District (in Cheshire County) (refer to figure 3.4).

In 1966, of the total population of the Designated Area, about 59.2 per cent were in the County Borough area, 24.5 per cent in Warrington Rural District (divided roughly half and half between the eastern and western sides) and 16.3 per cent in Runcorn Rural District (Table 3.3).

TABLE (3.3): POPULATION CHARACTERISTICS OF THE THREE ADMINISTRATIVE ZONES OF WARRINGTON, 1966

	% change in popu- lation 1961-1966	Population Age-Structure, 1966				
		0-14 age- group	15-24 age- group	25-44 age- group	45-59 age- group	60+ age- group
Warrington C.B.	-4.7	22.7	15.8	22.8	21.1	17.5
Warrington R.D.	31.6	28.3	13.2	31.8	15.6	11.1
Runcorn R.D.	4.7	23.5	11.5	27.4	20.1	17.5

Original Source: Warrington New Town, Draft Master Plan, 1969.

Notes: C.B. = County Borough
R.D. = Rural District

3.3.2 The Expected and Actual Population Growth

3.3.2.1 The Expected Growth

The process of projecting the population growth of an "expanded" town like Warrington required consideration of the natural increase of an existing population, which was larger in proportion to the immigrant population and its natural increase, than is the case in a "green field" new town. Since the variables concerned with the projection of natural increase could not be predicted with certainty, the Planning Consultants developed a "high" and a "low" range of growth assumptions. Also, for the purpose of population projections, the Planning Consultants identified three sectors of Warrington's future population as follows:

- (a) The "nucleus" (existing) population and its natural increase;
- (b) The "planned net in-migration" of 40000 people during the period 1971-1981, and its consequent natural increase; and
- (c) The "voluntary migrants" (an influx anticipated to take place up until 1971) and its natural increase.

The Draft Master Plan 1969 made separate projections for each sector in order to examine the implications of alternative phased intake of the planned immigrant population and to assess the future housing and other social requirements for each sector of the population (Table 3.4).

TABLE (3.4): THE DRAFT MASTER PLAN'S PROJECTED RANGE OF POPULATION GROWTH, 1966-1991

	Total popula- tion	High Nucleus as % of Total	Migrants as % of Total	Total popula- tion	Low Nucleus as % of Total	Migrants as % of Total
1966	122300	100.0	-	122300	100.0	-
1971	128400	98.8	1.2	126700	98.8	1.2
1976	155400	85.0	15.0	149900	85.2	14.8
1981	187400	73.3	26.7	176800	73.5	26.5
1991	209900	71.7	28.3	189300	71.7	28.3

With the change of role from an overspill to a voluntary growth context, the static part of the Draft Master Plan's projection (i.e., the immigrant population of 40000), as well as its phasing programme, had to be revised by the newly formed Development Corporation because:-

- (a) Migration modifies the age and sex composition of an area which in turn affects the future births and deaths;¹⁷ and
- (b) 'Fertility rate' has been the most problematic element in population forecasting for Great Britain in the last thirty years,¹⁷ especially the fertility rate estimation of the migrant sector.

In this regard, the Outline Plan, 1972, recognised that the main factor which would affect the reliability of the population predictions remained the "voluntary growth" context of the New Town and consequent emphasis on "private sector housing" provision.

The emerging source of limitation on the Development Corporation's planning activities was that although they could control the flow of land onto the market, they could not, within a voluntary growth context, control the ultimate rate of development to the same degree. Nevertheless, for the purpose of forecasting, the Outline Plan identified two main components of population growth as follows:-

- a) The existing population (or nucleus population) and its natural increase; and
- (b) The voluntary incoming population and its natural increase.

Apart from the changed role of Warrington, two other factors were responsible for the revised predictions. First, the increase in the intake period from ten to fifteen years (i.e., from the period 1971-1981 to the period 1971-1986) and second, the Registrar General's predicted lower rate of natural increase.

The Draft Master Plan's population projections compared to the Outline Plan's projections can be seen in figure (3.14). The overall

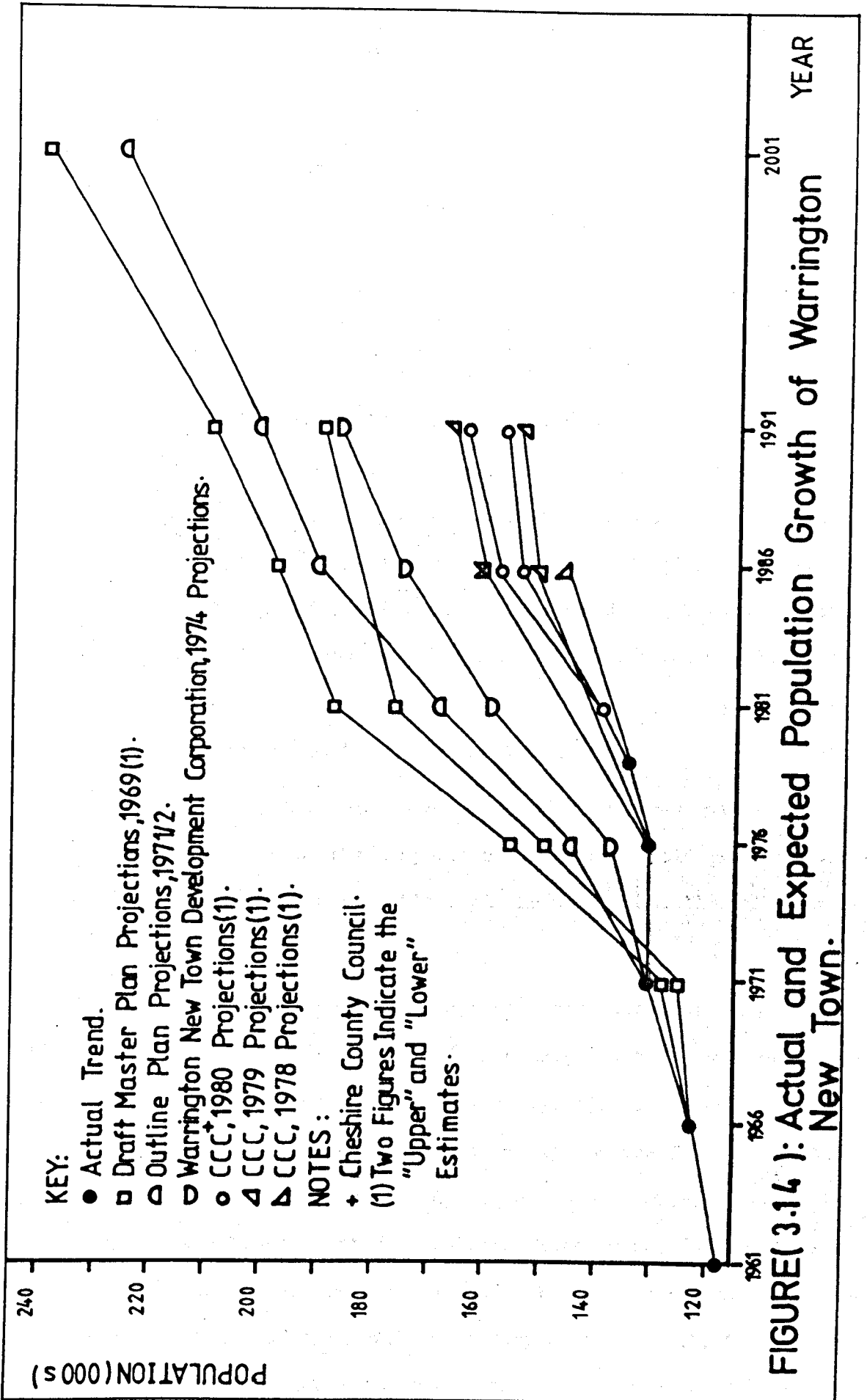


FIGURE (3.14): Actual and Expected Population Growth of Warrington New Town.

result of the revised predictions was the lowering of the figures. The 1981 predictions had the highest level of reduction and this was the period that the main modifications to the previous (i.e., the Draft Master Plan) associated predictions for land-use requirements such as school places and shopping floor spaces were made.

The next round of revision to the population forecasts by the Development Corporation was in 1974. The need for a revision had arisen out of the changed circumstances nationally (e.g., the change in the Central Government ruling party and the deterioration of the housing market) which had affected the housing market and the housing policy of the New Town. In fact, within a voluntary growth context, Warrington's development processes were vulnerable to shifts in the national as well as local housing markets. Accordingly, there was a shift of emphasis from owner-occupied housing towards housing built for rent. Thus, the need for change in the housing policy and programmes of the New Town had necessitated a revision of the population forecasts.

The extent and nature of the changing circumstances within the New Town were revealed by the comparison of two household surveys undertaken by the Development Corporation, one in 1971¹⁸ and the other in 1973.¹⁹

The method adopted by the Development Corporation for forecasting was to use a cohort survival model.²⁰ The original model was modified in order to incorporate means of handling migration requirements for a new town projection. The necessary information source for running the model came from the results of two different sets of surveys regularly undertaken by the Development Corporation. These were, (a) the household mobility survey, undertaken biannually by the Department of Architecture and Planning of the Development Corporation and (b) the survey of the rented housing in the Designated Area undertaken annually by

the Social Development Department of the Development Corporation. The model was thus modified to accept migration inputs. An additional model was developed to calculate the amount of migration during the forecast period for a given house-building programme.

Thus, the overall assumptions adopted were, (a) reduced household size, and (b) declining birth-rate (figure 3.15). Based on these assumptions the overall results of the projections were lower than Outline Plan figures (figure 3.16).

In 1978, the Cheshire County Council produced a series of annual population reports giving their latest estimates for the existing population of the County (both in aggregate and for each of the County's Districts or New Towns) together with their latest forecasts for the future population levels.

In order to provide population forecasts for the New Town of Warrington, the "population team" of the County Council comprising an official from the County Planning Department and one from the Research and Intelligence Department (who is also responsible for pupil population forecasting) receives two sets of housing information from the Development Corporation. The first is the information covering the returns on housing stock in the New Town (i.e., the rate of house-building/house-demolition) and the second is the estimates of future housing stock of the New Town. It is then the responsibility of the "population team" to convert the number of houses to the number of people, using the different occupation ratio assumptions of the County as well as the Development Corporation.

After the preparation of the forecasts by the County Council, a joint group composed of the "population team" of the County Council and an officer (or officers) of the Warrington New Town Development Corporation meet in order: (a) to come to an agreement about the adoption of

"lower" or "higher" estimates, or (b) to lower these estimates.

The way in which the population team of the County Council monitors the information handed over by the Development Corporation is to compare the actual number of houses built in the past two years with the estimates previously given. It must be noted that for the purpose of forecasting the total population, the New Town is regarded as separate from its District (i.e., Warrington District), but for pupil population forecasting it is not so treated.

In order to compare the changing expectations of the population growth of the New Town the different sets of projections made since Designation have been illustrated in figure (3.14). From this figure and figure (3.16) it can be seen that over the years expectations have been lowered. The three sets of population forecasts prepared by Cheshire County Council during 1978-1980 for the New Town and for Warrington District all had a "slight" upward trend from Draft Master Plan and Outline Plan estimates, but showed smaller difference between their "upper" and "lower" forecast levels. The difference in the "upper" and "lower" estimates of the 1980 projections showed even further reductions than Cheshire County Council's two previous projections, reflecting greater confidence in forecasting methods despite continued uncertainties about issues such as:

- (a) Future housing completion rates;
- (b) Average number of people that would occupy those houses;
- (c) Government's policies; and
- (d) Economic performance.

3.3.2.2 The Actual Population Growth

The population of Warrington New Town had a slower rate of growth and a smaller total size throughout the period 1966 to 1981 than was

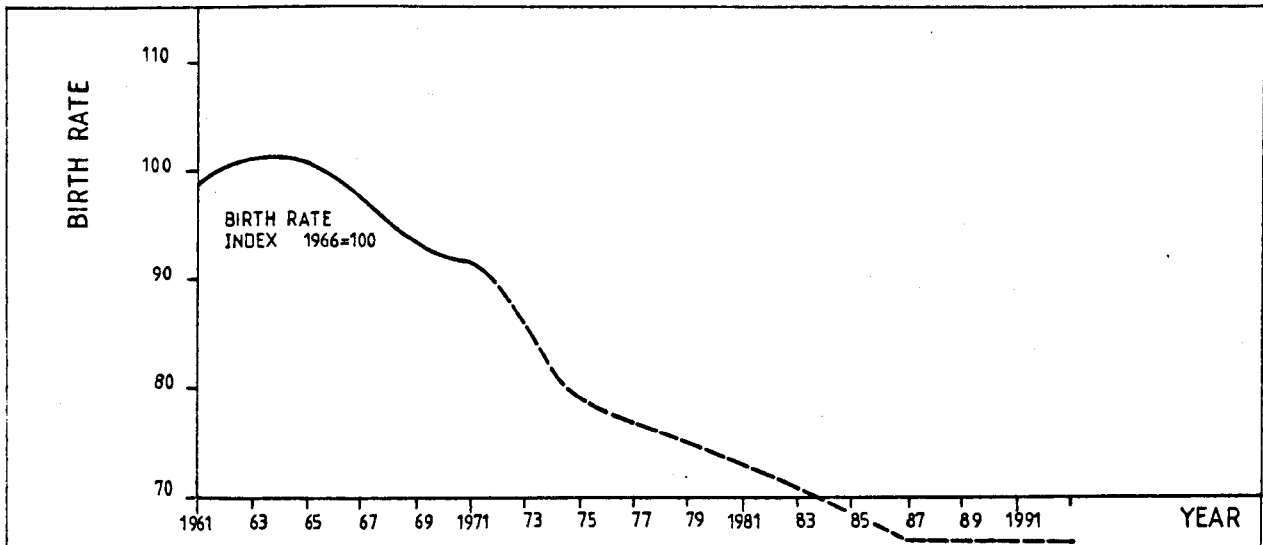
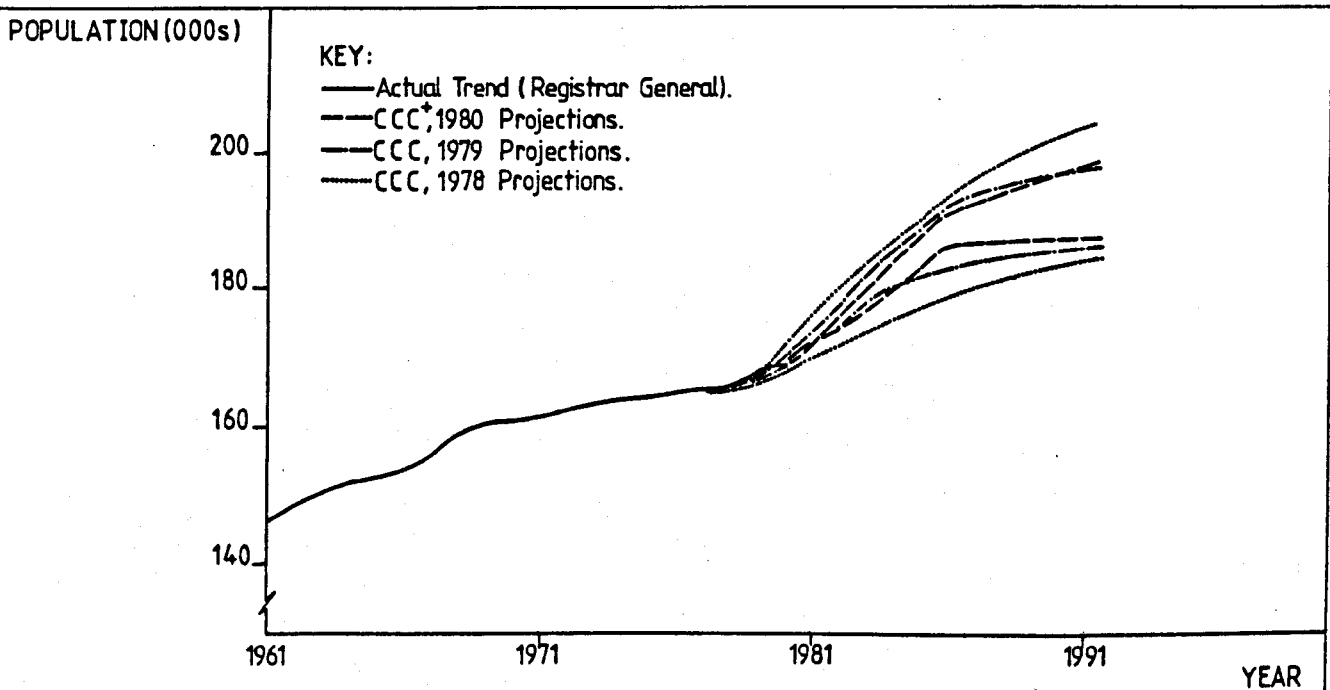


FIGURE (3.15): Actual and Expected Birth-Rate,all ages,Warrington New Town.

SOURCE: Population Forecasts,Technical Manual,Warrington New Town Dev. Corp.,April 1974.



FIGURE(3.16): Actual and Expected Population Growth in Warrington District.

NOTE: +Cheshire County Council.

expected by the Planning Consultants, the Development Corporation or Cheshire County Council.

The actual population growth rate of the New Town compared to the expectation of the Planners has been illustrated diagrammatically in figure (3.14). From this figure it can be seen that it was only during the period 1966-1971 that the population grew above that expected by the Planning Consultants.

3.3.3 The Actual and Expected Population Age-Structure

As with total population forecasts, the age-structure of the population of the New Town has been the subject of different forecasts during the period which has elapsed since the preparation of the first development plan in 1969.

The Draft Master Plan's age-structure forecast was based on the experience of all the existing new towns. Accordingly, the Plan postulated that the planned immigrant population would come through a variety of channels and this would most of all affect the age-structure of the population of Warrington New Town.

The Planning Consultants considered three categories for future population in the New Town and for each category they postulated different age-structures. Their Plan's proposed "migrant" age-structure was to be similar to the recorded age-structure of overspill population from the Manchester area (i.e., about one quarter was assumed to be in the 25-34 age-group, about one quarter to be under ten years of age and the other half to be in the remaining age groups). For the "nucleus" population, the Plan's projected age-structure had a greater difference between the "high" and "low" estimates for the 0-14 age groups. The Plan argued that this was because of the much wider uncertainty on future birth-rates than on mortality-rates. For the "voluntary"

migrant category of population, for the period 1966-1971, a similar age structure to the planned immigrant population was expected

The Outline Plan also estimated that the overall population structure would change markedly throughout the plan period (e.g., in 1991 about 70.0 per cent of the total population would be under 45 years of age as compared with the 1971 figure of 65.0 per cent). Also the Outline Plan provided different predictions for the total population broken down into the two categories of 'immigrant' and 'nucleus' throughout the plan period. The proportion of each for the selected age groups of 0-19 can be seen in Table (3.5).

From 1978 onwards, the population forecasts produced by Cheshire County Council included estimates of the age-structure of the future population of Warrington District.

TABLE (3.5): THE OUTLINE PLAN'S EXPECTED POPULATION AGE-STRUCTURE THROUGHOUT THE PLAN PERIOD

Age	Year	The Selected Age-Ranges as a Percentage of Total Population				
		1971	1976	1981	1986	1991
0-4	Immigrant	-	1.1	2.4	2.9	2.7
	Nucleus	9.2	8.1	7.3	6.8	7.7
	Total	9.2	9.2	9.7	9.7	10.4
5-9	Immigrant	-	0.9	2.3	3.0	2.8
	Nucleus	9.5	8.2	7.0	6.3	6.4
	Total	9.5	9.1	9.3	9.3	9.2
10-14	Immigrant	-	0.7	1.7	2.6	2.8
	Nucleus	7.2	8.7	7.1	6.1	6.0
	Total	7.2	9.4	8.8	8.7	8.8
15-19	Immigrant	-	0.4	1.1	1.9	2.4
	Nucleus	6.6	6.4	7.4	6.2	5.8
	Total	6.6	6.8	8.5	8.1	8.2
Total population (numbers)		18,390	18,250	25,360	30,460	31,810

Original source: Warrington New Town Development Corporation, Warrington New Town Outline Plan; Technical Paper, Education, December 1971.

Figure (3.17) illustrates the difference between the different sets of the expected age-structure pattern for the population of Warrington New Town.

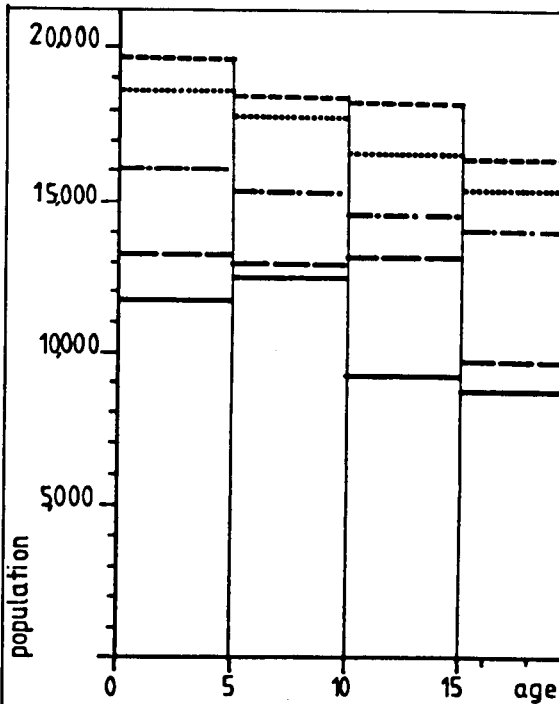
The actual changes in the age-structure of the population of Warrington New Town over the two periods of 1966-1971, 1976 - 1979 have been illustrated in figure (3.18). By comparing these two figures it can be concluded that in actual terms, up until 1976, the 0-16 age range proportion of the population of the New Town was less than expected, but in 1979 there were more in the 10-16 age-group than expected. As a whole, it can be concluded that the population of the New Town, through time, had a steadily ageing pattern, especially in its school-age population.

3.3.4 School-Age Population Estimates

Based on the projections for the 'nucleus' and 'incoming' population, the Planning Consultants calculated the school-age population phased throughout the plan period.²¹

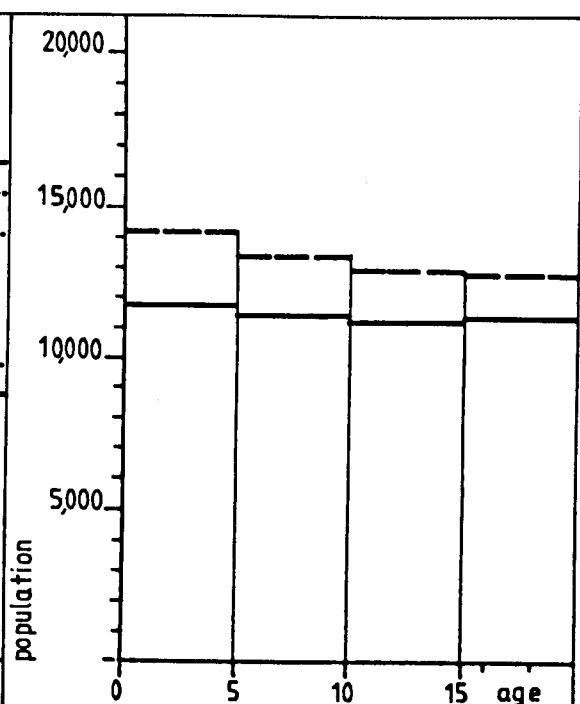
The factors which necessitated a revision of the population projections for the New Town were mentioned in 3.3.2. In addition to some changed educational factors (which will be discussed later in this chapter) these factors resulted in changed school-age population estimates. The Development Corporation used the Planning Consultants' approach to estimate the educational requirements with some relevant revision to the working assumptions (corresponding to the changed migration pattern and educational factors).

Owing to the fact that a greater number of the incoming population to the New Town would be concentrated in new development areas, the Outline Plan's projections of the increases in the numbers of school children, of both primary and secondary school-age, stipulated a stable



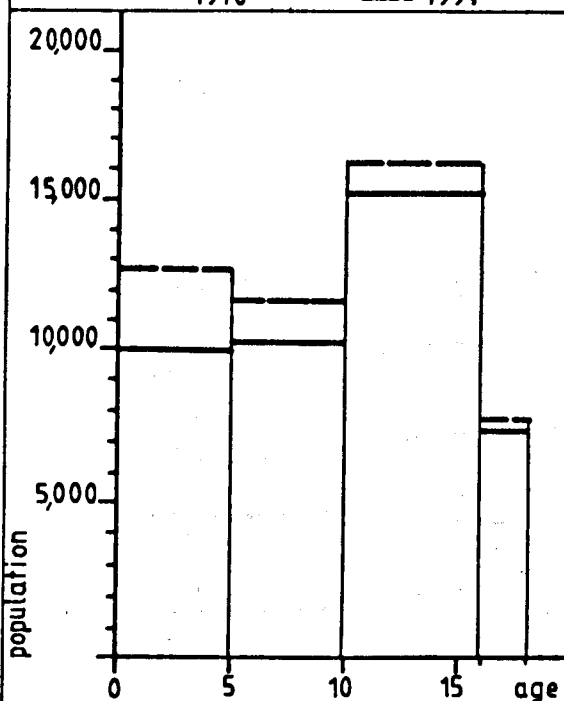
FIGURE(3.17)(a): Expected age-Structure of the Population of Warrington New Town, Outline Plan Projection, 1971/2.

KEY: — 1971(actual) — 1976 — 1986 — 1991



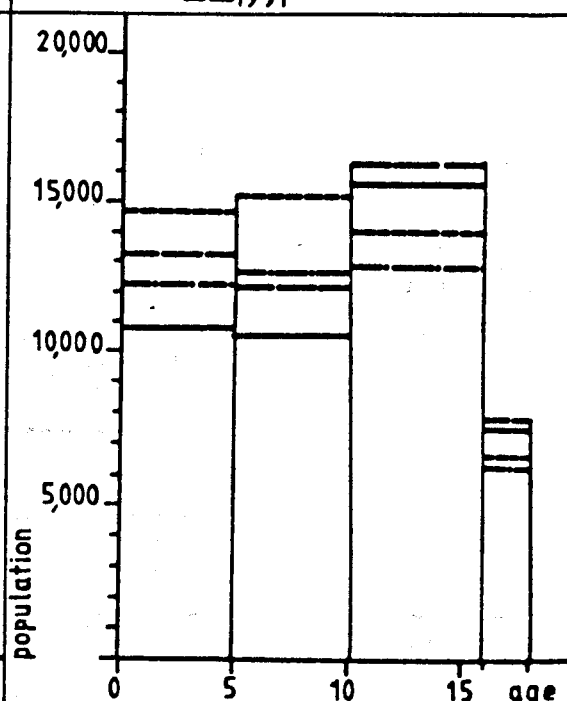
FIGURE(3.17)(b): Expected age-Structure of the Population of Warrington New Town, 1974 Projection.

KEY: — 1986 — 1991



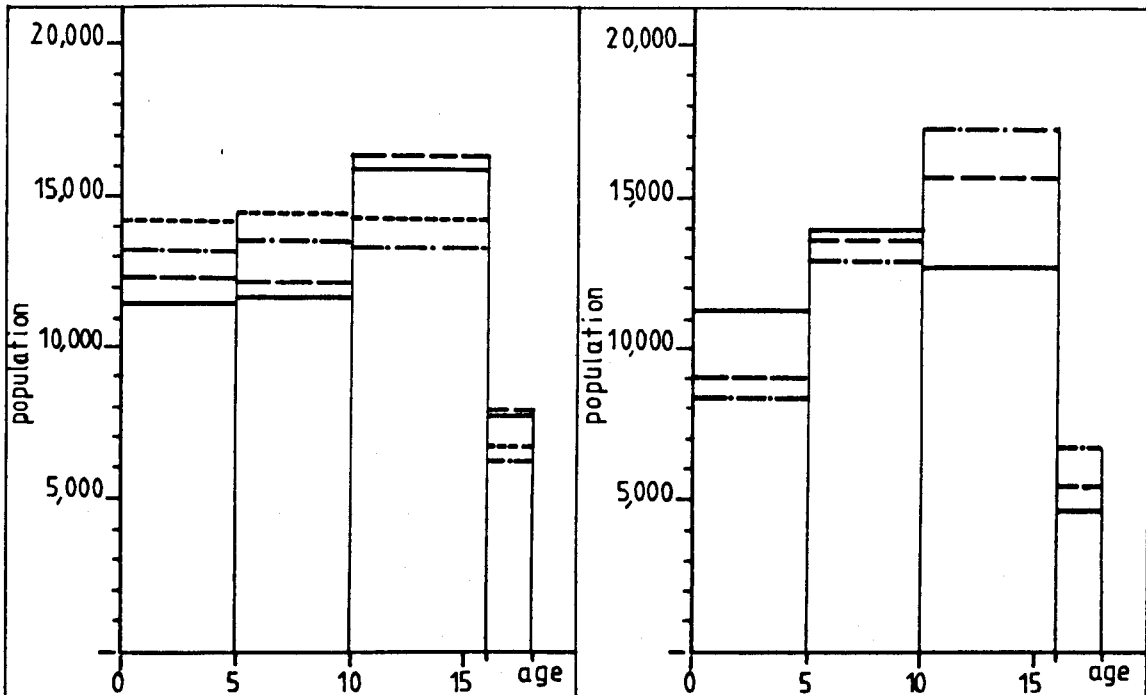
FIGURE(3.17)(c): Expected age-Structure of the Population of Warrington New Town, CCC's 1978 Projection.

KEY: — 1986, LOW ESTIMATE — 1986, HIGH ESTIMATE



FIGURE(3.17)(d): Expected age-Structure of the Population of Warrington New Town, CCC's 1979 Projection.

KEY: — 1986,LOW — 1991,LOW — 1986,HIGH — 1991,HIGH

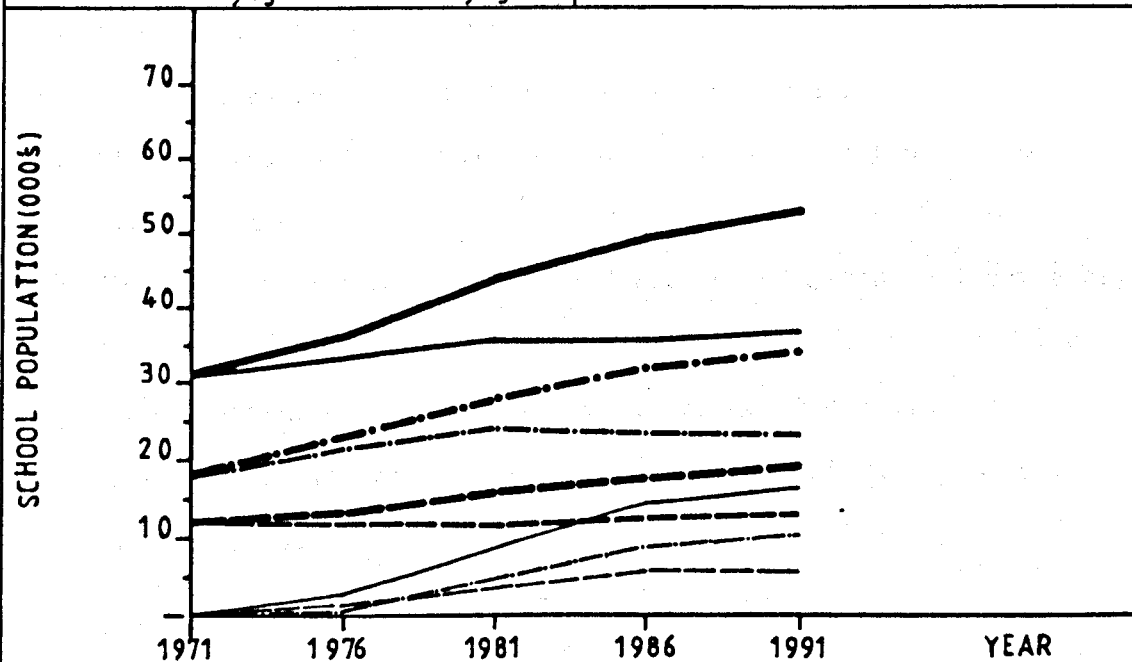


FIGURE(3.17)(e): Expected age-Structure of the Population of Warrington New Town, CCC's 1980 Projection.

KEY: — 1986,Low - - - 1991,Low
 - - - 1986,High - - - 1991,High

FIGURE(3.17)(f): Actual age-Structure of the Population of Warrington New Town, 1971, 1976 and 1979.

KEY: — 1971 - - - 1979
 - - - 1976



FIGURE(3.18):The Outline Plan School-age Population Projections, 1971/1972.

KEY : Total Population Nucleus Population Immigrant Population

0-19 Age-Range ——— ——— ———
 5-9 " " - - - - - - - - -
 10-19 " " - . - . - - . - . - - . - . -

(or marginally declining) trend throughout the plan period, for nucleus (or existing) population. For the primary school needs of the migrant sector, the plan estimated an increasing demand, with a peak in 1986 and then a fall in need. For the secondary school needs of the migrant sector, it was estimated that the demand would rise almost continually throughout 1971 to 1991 (figures 3.18, 3.19).

Since 1978, the official responsibility for forecasting school population numbers has been with the Research and Intelligence Department of Cheshire County Council. Before the 1974 Local Government Reorganisation, each council (i.e., the three councils of Cheshire County Council, Lancashire County Council and Warrington County Borough Council) was responsible for pupil population forecasting for its area.

The pupil forecasts for the District of Warrington are revised annually to take a number of factors into account, as follows:

- (a) The latest 'Form 7' counts;²²
- (b) The changes in the actual and projected birth-rates;
- (c) The changes in the actual and forecast house completion and demolition rates;
- (d) The changes in the national and/or local education policy (e.g., the opening or closing of a school, variation in the number of pupils attending direct grant or independent schools, or in the number of pupils staying on at school after statutory school-leaving age).

The actual and expected figures for Warrington District are illustrated in figure (3.19). It can be seen that the total of the actual school-age population had a slight downward trend during the period 1976-1980, with the primary school-age population decreasing by about 12.0 per cent though the secondary school-age population increased by, again, about 12.0 per cent during the same period.

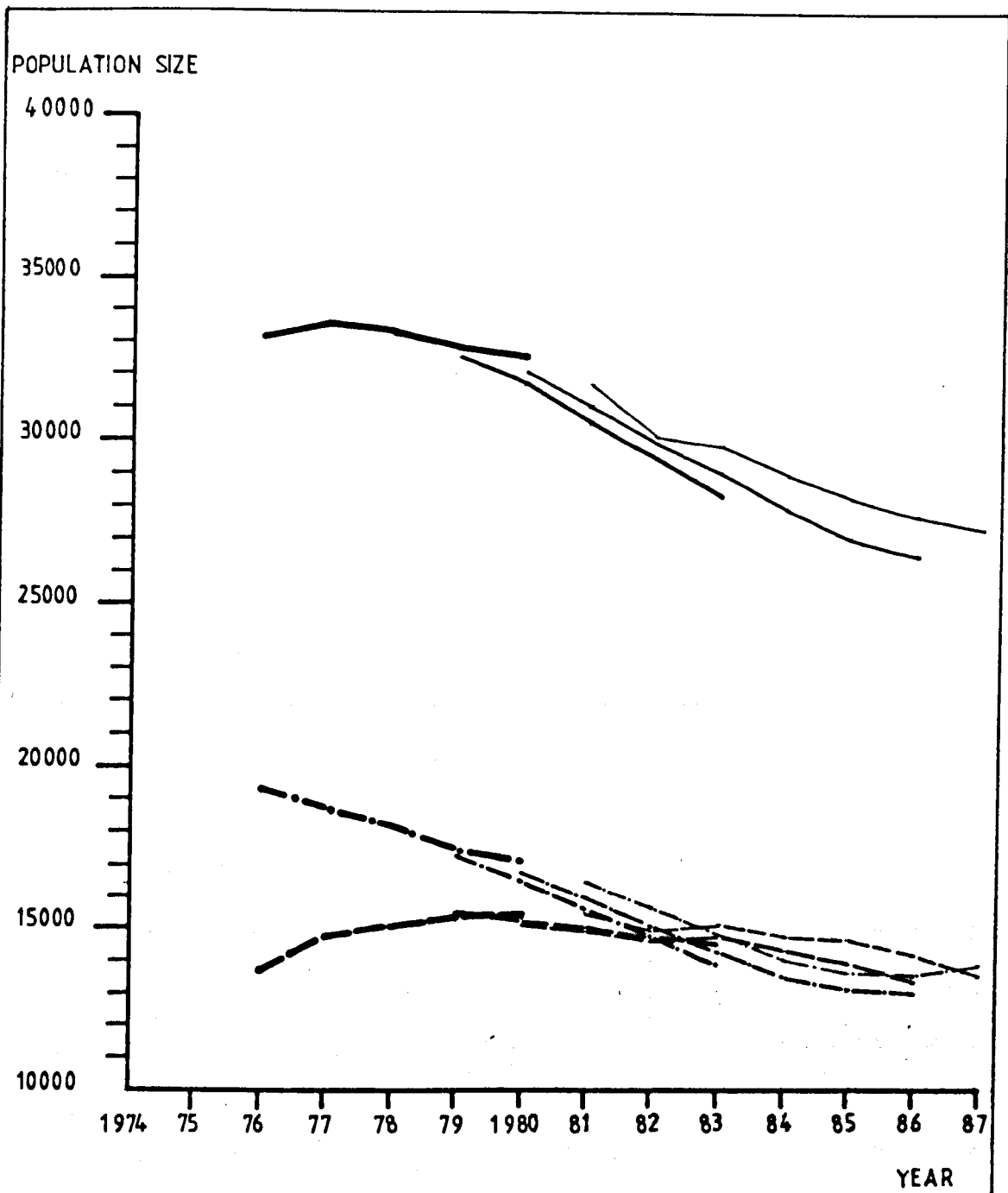


FIGURE (3.19): Actual and Forecast Primary and Secondary School-Age Population, Warrington District.

— Actual total pupil population change of Warrington District.

— Actual secondary school population change of Warrington District.

— Actual primary school population change of Warrington District.

— The 1979-1983 forecasts, base years 1976, 1977, 1978.

— The 1980-1986 forecasts (low estimates), base years 1977, 1978, 1979.

— The 1981-1987 forecasts, base years 1978, 1979, 1980.

3.3.5 The Expected Population Structure of the Five Districts of Warrington New Town

Here the aim is to examine the actual and expected population and school-age populations of the five districts of the New Town.

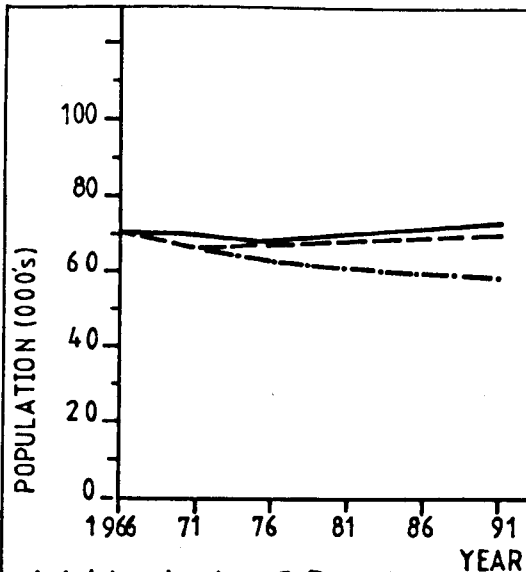
A. Birchwood District:

By virtue of the strong physical demarcation of its boundaries, this district was the only totally new settlement among the five districts of Warrington New Town.

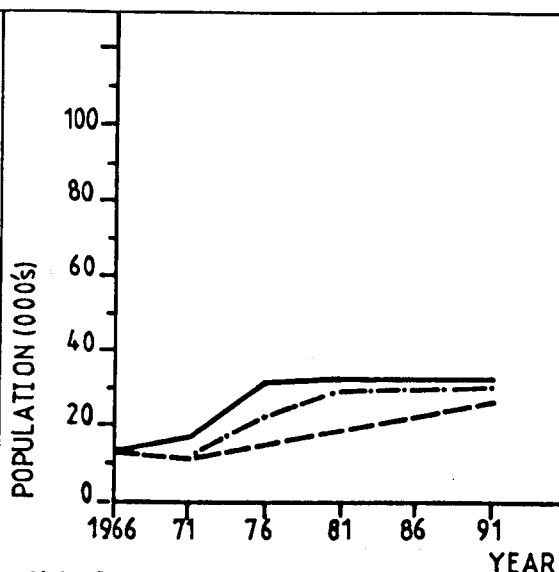
The population of this district was expected to start growing during the period 1971-1976, i.e., to remain stable at 400 in 1966 and 1971 and reach 4800 by 1976. This was the only district in the New Town that was supposed to have such a large and rapid population increase. Even during the period 1976-1981, its population was to increase by more than three times. It was only for the period 1981-1991 that the Draft Master Plan proposed a more moderate increase in population (i.e., by 13.5 per cent) for this district.

The Outline's Plan population projections for this district were almost in line with the Draft Master Plan's projections, but the Development Corporation's revised projections in 1974 for the period 1974 to 1991²³ suggested an 18.8 per cent lower population growth for this district than that projected by the Outline Plan because by then the anticipated scale of development had been reduced. Also, the population growth of this district during the successive phases of the New Town development was to be distributed more evenly than originally proposed as shown in figure (3.20).

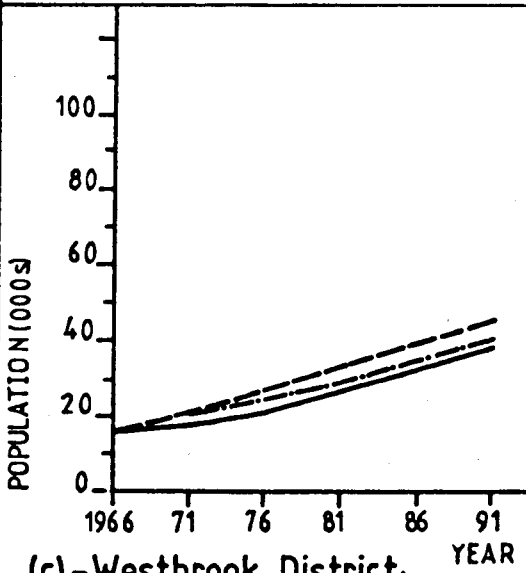
According to the 1974 projections,²³ although the total population of this district was expected to increase by about 10.6 per cent during the period 1986 to 1991, the 0-4 age-group was expected to decrease by about 5.0 per cent during the same period. The other three age-groups of 5-9, 10-14 and 15-19 were all expected to increase during this period by about 4.0, 18.8 and 23.2 per cent respectively.



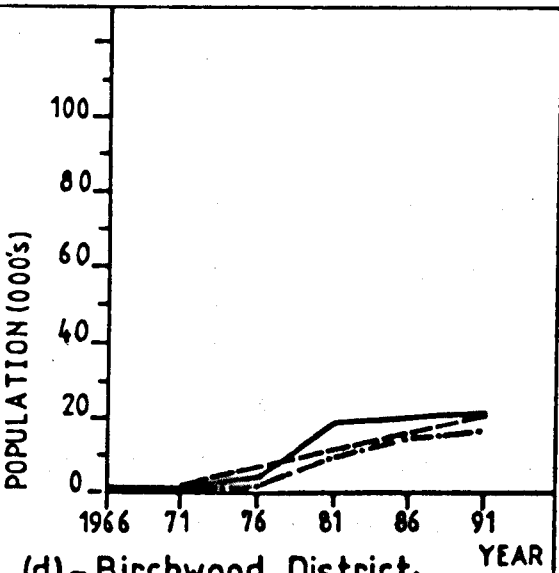
(a)-Warrington C.B.



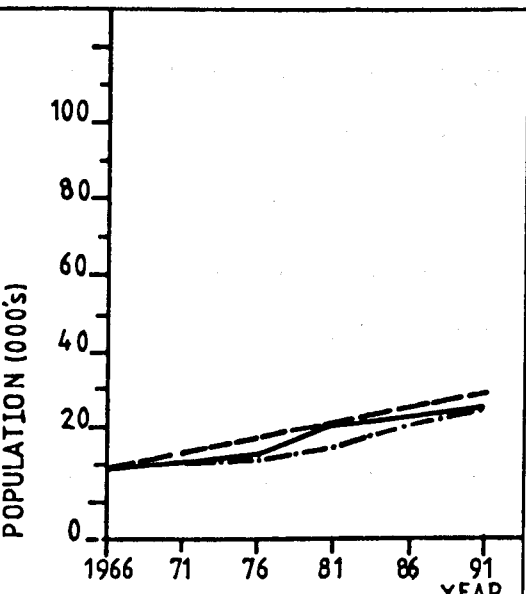
(b)-Padgate District.



(c)-Westbrook District.



(d)-Birchwood District.



(e)-Bridgewater District.

FIGURE (3-20): Changing Population Distribution Estimates, Warrington New - Town, 1969, 1971, 1974.

KEY :

- Draft Master Plan's Estimates.
- - - - - Development Corporation's 1971 (Outline Plan) Estimates.
- · - · - Development Corporation's 1974 Estimates.

B. Padgate District:

It was anticipated in the Draft Master Plan that the population of this district would increase by about 28.0 per cent during the first phase, by 91.0 per cent during the second phase, by 5.3 per cent during the third phase but would have no change during the period 1981 to 1991. Throughout the period up to 1991, this district was expected to increase its population by about 20000.

The Outline Plan estimated that the population of this district would rise during the period 1971 to 1991, but at a lower level than that envisaged by the Draft Master Plan. This plan expected the population of Padgate to be increased up until 1991 by about 13400 (i.e., 21.6 per cent less than the Draft Master Plan projection).

Later in 1974, when the Development Corporation revised the Outline Plan population estimates,²³ the amended estimates for this district showed an increase which was an unprecedented situation compared to the other districts; partly due to the higher degree of uncertainty attached to the forecasts for this district and partly to the increase in the anticipated residential development in this district since the Outline Plan forecasts (figure 3.20).

According to the 1974 projections,²³ the total population of this district was expected to increase by about 1.2 per cent. All the age-groups of 0-4, 5-9, 10-14 and 15-19 were expected to decrease during the same period (i.e., by 4.4, 10.6, 6.9 and 13.8 per cent respectively). The age-group expected to increase during this period was the 35-64 age-group.

A household survey undertaken by the Development Corporation in 1973¹⁹ indicated the similarity between the population structure of Padgate District and that of Warrington County Borough. The survey found larger proportions in the 25-29 age-group and children in the

5-19 age-groups and showed that the people moving into the district (during the period 1970/1972) were at a slightly later stage in their life cycle than those who had moved to Warrington County Borough.

C. Westbrook District:

The Draft Master Plan estimated that the population of this district would rise by 8.0 per cent during the period 1966-1971, by 23.7 per cent during the period 1971-1976 and by 45.4 per cent during the period 1981-1991. Throughout the period 1966 to 1991 the Plan expected an increase of 152.6 per cent in the population of this district.

The Outline Plan anticipated higher population growth for this district up until 1991, i.e., an increase of 185.3 per cent.

The Development Corporation's 1974 population projections²³ reduced the Outline Plan's estimates by about 7.0 per cent. This was due to two factors, (a) the decline of the birth-rate (figure 3.15) and (b) the acquisition of more knowledge about the New Town in general and each district in particular through the carrying-out of the household surveys so that a high degree of certainty was attached to the population projections for this district.

The revised population forecasts anticipated a lowering of the size of 0-4 age-group during the period 1971 to 1976 with a subsequent rise during 1976 to 1991. It was anticipated that the 5-9 age-group would increase during the period 1971 to 1976 and decrease during the next phase and then increase throughout the period 1981 to 1991. The 10-14 age-group was expected to increase throughout the period 1971-1981, decrease during 1981 to 1986 and then increase during 1986 to 1991. The age-group of 15-19 was the only age-group expected to increase throughout the period 1971 to 1986 and to fall during the period 1986 to 1991.

In actual terms, as revealed by the 1973 household survey,¹⁹ this district had the majority of its population in the 25-44 age-group. Also this district had an older age structure than the Padgate and County Borough districts, but younger than Bridgewater District.

D. Bridgewater District:

The Draft Master Plan anticipated that the population of this district would increase during the period 1966 to 1971 by about 4.0 per cent, during the period 1971 to 1976 by about 17.9 per cent, during the period 1976 to 1981 by about 32.5 per cent and during 1981 to 1991 by 9.6 per cent. Throughout the period 1966 to 1991, this district was expected to increase its population by about 78.0 per cent.

The Outline Plan anticipated a higher population increase for this district than the Draft Master Plan, i.e., a rise of 96.9 per cent up until 1991.

The revised population forecasts in 1974,²³ lowered the Outline Plan's expectations for this district by again proposing the same rate of growth originally proposed by the Draft Master Plan. This decrease was due to three factors, (a) the smaller average household size of all incoming households as revealed by the household survey,^{18,19} (b) the declining birth-rate (figure 3.15), which meant the migrants had fewer children when they arrived, and (c) the older existing population structure of this district which affected the growth of the existing population. The Development Corporation attached a higher degree of uncertainty to the population forecasts of this district than the other forecasts because the survey data, around which the projection methodology hinged, was less statistically reliable than for the other districts. This was because the sample size in Bridgewater was smaller and therefore the information on household sizes and the origin of house purchasers had a wide margin of error. Accordingly two ranges, i.e., upper and lower estimates were worked out for this district.

The revised population projections in 1974²³ expected that the age-ranges of 0-4 and 5-9 would have a decreasing trend during 1971 to 1976, followed by an increasing trend throughout the period 1976 to 1991. The 10-14 age-group was expected to increase during the period 1971 to 1976, decrease during 1976 to 1981 and then increase during the period 1981 to 1991. The 15-19 age group was expected to have a declining trend throughout the periods 1971 to 1981 and 1981 to 1986 and then increase during the period 1986 to 1991.

In actual terms, as revealed by the 1973 household survey,¹⁹ the Bridgewater District had the largest proportion of adults (25-59 age-groups) and a smaller proportion of children of pre-school age (0-4 age-group). The reason could have been that the households moving into the district were at a later stage of their life cycle than those in the other districts. This reflected the greater financial resources of these established households as the houses in the district were higher priced and the majority of the people moving into this district were previously owner-occupiers.

E. Warrington County Borough Area:²⁴

In accordance with the trend that existed in this area before the New Town designation, i.e., the population decline of the County Borough, the Plan anticipated that this would continue throughout the period 1966 to 1981: 0.9 per cent decline. This was then expected to be followed by a rise of about 5.0 per cent during the period 1981 to 1991. The Plan expected that the population of this district would rise by about 4.0 per cent by 1991.

The Outline Plan anticipated a lower population growth for the Borough throughout the period 1966 to 1991, i.e., a growth of about 0.6 per cent or in fact 400 persons. This was mainly due to the assumption that private sector housing in the Borough would continue

to decline as a result of the lack of committed future residential development, other than replacement and clearance programmes.

The revised projections of 1974²³ went further than the Outline Plan's small rate of population growth for the Borough and anticipated a decline of about 16.9 per cent for the period 1966 to 1991. This was based on the greater amount of actual decline in the Borough's population during the period 1966 to 1971 than expected by the previous plans (during the period 1966 to 1971 the population of the County Borough declined by about 5.9 per cent as against an expected decline of 1.3 per cent in the Draft Master Plan). Also, the lower forecasts in 1974 were partly a reflection of the lack of committed future residential development, other than replacement, which made the changes in the Borough's population particularly sensitive to changes in the housing programme.

In accordance with the expected population decline for this district, the 1974 projections anticipated a decline of about 15.0 per cent in its 0-4 age-range, 26.8 per cent in its 5-9 age-range and 12.7 per cent in its 10-14 age-range throughout the period 1971 to 1991. The 15-19 age-range was the only school-age population age-group that was expected to increase (by about 1.2 per cent) during the period 1971 to 1991.

The 1973 household survey¹⁹ revealed that in actual terms this district had the largest proportion of young adults (i.e., 20-44 age-groups) and the largest proportion of children of pre-school age. The reason for this could be that the houses within the district had lower prices and this factor was attracting those households at an early stage in the life cycle and with more limited financial resources.

SECTION 3.4THE HOUSING STRUCTURE

For Warrington New Town the question of housing provision has been somewhat more fundamental for its growth prospects than the other New Towns because the lack of a direct relation between the growth of industry and house building as the effective forces underlying its growth meant that the housing question had a major impact on the development process in general and on educational facilities planning processes in particular.

The aim of this Section is to review and study the historical processes of planning for the residential needs of the New Town compared to the actual situation throughout the period under review. The underlying intention is, later in this chapter, to link the problems within the education structure to the problems and situations revealed in this Section.

With hindsight, it has been possible to divide the process of housing policy formulation in Warrington into four distinct but inter-related stages. As far as the availability of information will allow, in each of the sub-sections of this Section the housing structure of each of the Districts of the New Town will be dealt with separately.

3.4.1 The First Turning Point in Warrington New Town's Housing Policy:
From Draft Master Plan Preparation Period to Outline Plan
Preparation Period

The aim of this sub-section is (a) to review briefly the housing structure of the Designated Area of the New Town, pre-1966 period, and (b) to study the housing proposals and projections of the Draft Master Plan, 1969, and lastly (c) the actual housing structure of the New

Town during the period 1966-1971 will be examined.

3.4.1.1 The Pre-Designation Housing Structure

In 1966, the Designated Area contained a total of 41800 dwellings of which 58.6 per cent were in the Warrington County Borough area, 24.6 per cent were in the Warrington Rural District sector and 16.8 per cent were in the Runcorn Rural District sector. The three areas were different in their housing structures in terms of such variables as housing tenure (figure 3.6a), residential density (figure 3.6b), household size (figure 3.6c) and the age of the housing stock.²⁵

The Warrington County Borough area, where some 10000 of the total of about 10780 pre-1914 houses required a range of both clearance and improvement actions, was a special problem.

The County Borough Council's housing programme was oriented primarily towards the problems of renewal, under-occupancy and continued demand from the general housing list. The two rural district authorities were actively encouraging the private sector through mortgage guarantee schemes and the restriction to the limits set in the 1950s had caused some decline in the effectiveness of their programme.²⁶

In addition to the problem areas implicitly highlighted above, the overall housing problems of the Designated Area of the New Town before its designation can be summarised as follows:

- (a) Household mobility within the Designated Area was restricted:
 - i) There was limited diversity in the size and types of housing units;
 - ii) Housing opportunities were restricted by the zonal socio-economic stratification within the Designated Area (refer to figure (3.6d); and
- (b) Warrington County Borough was losing population as a result of three major factors:

- i) housing clearance and lower density redevelopment,
- ii) lack of new, readily available housing sites within its boundaries, and
- iii) the competitiveness of the suburban areas.

3.4.1.2 Draft Master Plan's Housing Proposals

The New Town's terms of reference required the "Planning Consultants" to give due consideration to two housing aspects of Warrington's development, as follows:

- (a) To provide for Manchester's housing needs as quickly as possible;
- (b) The Consultants, in consultation with the County Borough Council to prepare an improvement and redevelopment programme for the County Borough area.

The Draft Master Plan's housing proposals were based on the three major sectors within the future population of the town, i.e., (a) nucleus, (b) immigrant (planned), and (c) voluntary migrants. In addition to considering the housing needs of those three categories, the Plan expected that additional housing needs would arise as a result of (d) replacement due to the urban renewal programme, and (e) replacements due to the road improvement programmes.

Since the rate of intake of the planned immigrants would affect, (a) the total population size, (b) its age-structure through time, and therefore, (c) the demand for housing and the housing capacity of the Designated Area in 1991, the Draft Master Plan postulated three alternative rates of intake.

A breakdown of the Plan's estimated phased housing needs by sector of demand (based on its high natural increase assumptions) can be seen in Table (3.6).

TABLE (3.6): DRAFT MASTER PLAN'S ESTIMATED HOUSING NEEDS BY SECTOR OF DEMAND, 1966-1991

The Five Categories of Housing Demand as Identified by the Plan:						
	Nucleus	Immigrants		Clearance	Route alignment	Total
		(a)	(b)			
1966-1971	1200	500	-	1200	250	3150
1971-1976	900	50	5200	2500	250	8900
1976-1981	600	50	6300	2100	250	9300
1981-1991	3200	100	3600	1200	250	8350
TOTAL	5900	700	15100	7000	1000	29700

Source: Draft Master Plan for Warrington New Town, 1969.

Notes: (a) = Voluntary
(b) = Planned

In what follows, the Plan's proposals for each of the five districts of the New Town will be considered.

The Warrington County Borough Area: The renewal programmes for the worn-out urban fabric of the Borough would meet two requirements, as follows:

- (a) It would fulfil the "social requirements" of the inhabitants of the Borough;
- (b) Any attempt towards improving the area would increase the growth potential of the New Town as a whole.

In fact, in order to attract industry and commerce (two components which would depend mostly on private sector funding) and also to attract private sector housing, the infrastructure of this old established town had first to be improved. These improvement programmes were, (a) slum clearance, (b) provision of new housing, (c) urban renewal, and (d) town centre redevelopment.

The measures proposed by the Plan to tackle the obsolescence of

housing stock were twofold, (a) improvement: for a total of 6700 dwellings, and (b) replacement: clear a total of 7100 dwellings during the period 1966 to 1991. The residential development and rehabilitation was to be paralleled by a programme of improvement to "community", "educational" and "commercial facilities" and road re-alignments.

An urban renewal area was designated (figure 3.4), which contained 48.0 per cent of the households in the County Borough area in 1966, had a population of about 32000 and contained higher proportions of older age groups than the average for the whole of the County Borough (e.g., on average, 20.0 per cent 0-4 year olds in the urban renewal area as against 23.0 per cent in the County Borough). The area had a stock of very old housing; just 14.0 per cent were built in the post-1914 period, 71.0 per cent of the rest were built before 1914 and 15.0 per cent before 1875.

TABLE (3.7): THE DRAFT MASTER PLAN'S PHASING PROPOSALS FOR THE RENEWAL OF WARRINGTON COUNTY BOROUGH

	Clear- ance of House Units	Replace- ment of House Units	Concen- tration of Re- develop- ment	Concen- tration of Clear- ance	Annual Rate of Housing Clearance: Units		Annual Replace- ment Units
	1966- 1971	1966- 1971	1966- 1971	1966- 1971	1966- 1978	1978+	1966- 1976
WCB area	1200	2400	White- cross	Old Bewsey and Town Centre	500	300	1000

Note: WCB = Warrington County Borough

The housing distribution of new dwellings in the County Borough area, throughout the period 1966-1991, as proposed by the Plan can be seen in figure (3.22).

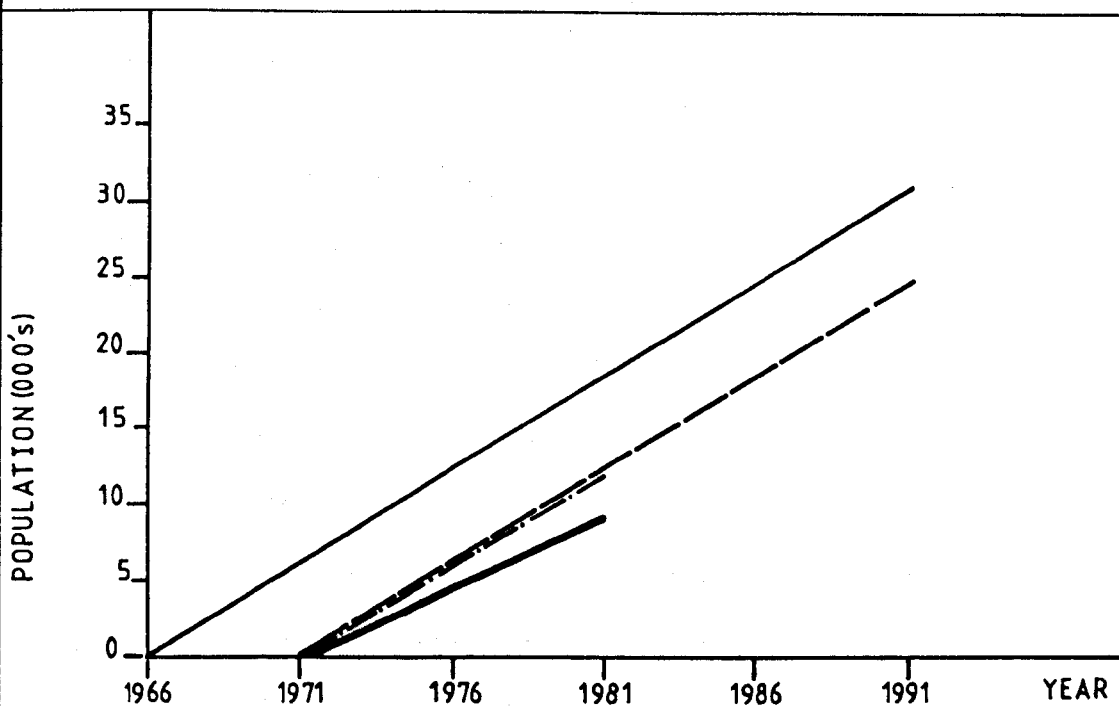


FIGURE (3.21) : The Actual and Expected Residential Growth, Warrington New-Town.

KEY:

- _____ Draft Master Plan Proposal
- _____ 1974 Projection, WNTDC.
- Outline Plan Proposal
- _____ Actual Trend.

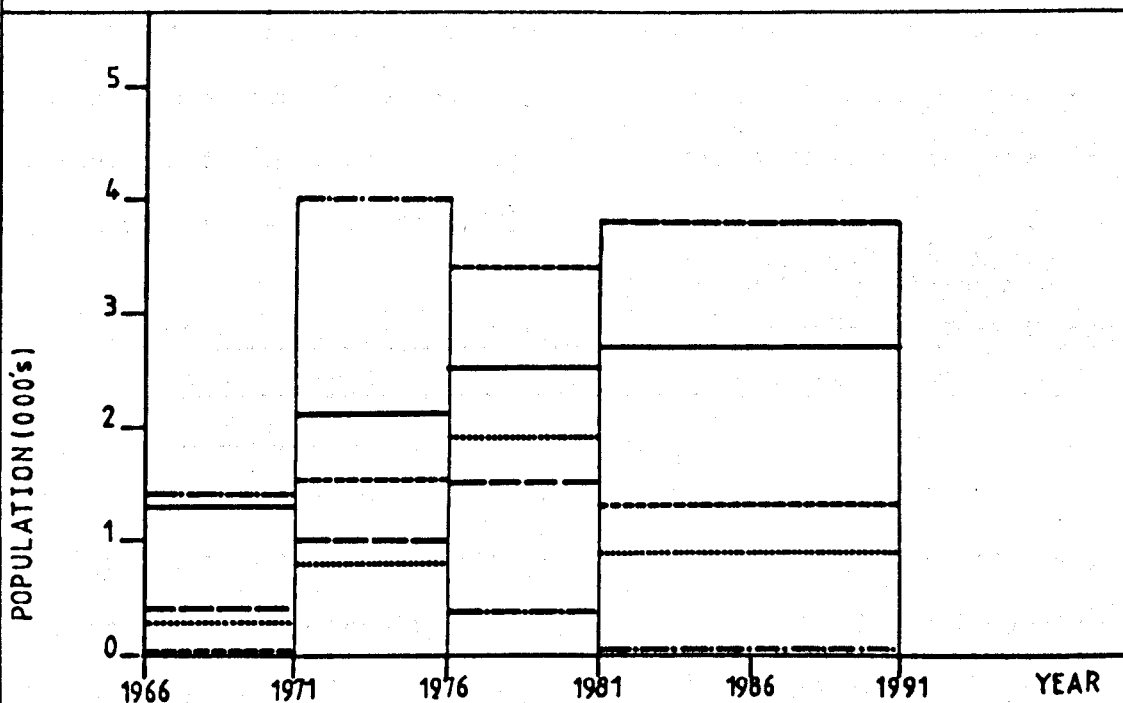


FIGURE (3.22) : Residential Growth of the Five Districts, Warrington New Town, Draft Master Plan's Proposals.

KEY:

- _____ Warrington C.B.
- _____ Padgate
- _____ Westbrook
- Birchwood
- Bridgewater

Padgate District: To cater for those displaced by the urban renewal programmes, most of the development was to take place in Padgate. A site was assigned to accommodate the decanted population from the County Borough including:

- (a) Selected population for the urban renewal areas;
- (b) Population from the Borough's housing list; and
- (c) Population from other Council housing in Warrington to give a better distribution in the existing stock.²⁷

This district was to have the most extensive residential development during one phase: 4000 units during the period 1971 to 1976. Subsequently, the house building activities were to slow down and reach zero during the period 1981-1991. The Plan does not indicate the tenure split as separate from the whole of Warrington Rural District area.

Contrary to the two districts of Warrington County Borough and Padgate, the other three districts were to have a slow or nil house building development, especially during the Plan's first identified phase, and in the case of Bridgewater District, during both the first and second phases (figure 3.22).

3.4.1.3 The Actual Housing Structure of Warrington New Town during the Period 1966-1971: Deviation from Draft Master Plan Expectations

During the period 1966-1971, housing development within the Designated Area took place at a faster rate than envisaged by the Draft Master Plan. As a result of this, many sites which had been assigned for development during the second phase of the planned development, i.e., 1971-1976, were already taken-up.

Apart from the urban renewal activities of the Warrington County Borough Council during the period 1966-1971 (in which about 1500 dwellings had been cleared and over 1400 units improved), private house

building rates in and around the Designated Area fluctuated between 500-800 dwellings per annum.

By 1971, the areas around the Designated Area providing building sites for private development were fully committed and so the potential migrant households could only move to the privately built houses in the Designated Area. In relation to this, two issues can be identified:

- (a) The uncertainties that existed then about the overall development of the New Town had led to a situation where planning applications were being turned down by the relevant planning authorities and so the demand for building land had been suppressed, but
- (b) when these uncertainties were resolved and the form and pace of development was settled, the potential housing developers and house buyers would be diverted to the Designated Area.

Table (3.8) shows the origin and the destination of the migrants into the Designated Area of Warrington during 1966-1971 and Table (3.9) compares the "expected" and the "actual" house completions of Warrington during the same period.

TABLE (3.8): ORIGIN AND DESTINATION OF MIGRANTS, 1966-1971

	Proportion Moving to Each District				
	Birchwood	Westbrook	Padgate	Bridgewater	Total four Districts
Total D.A.	29.1	15.4	48.5	41.5	30.6
Merseyside	26.6	61.5	7.6	9.2	31.8
South Lancashire	35.4	12.8	6.1	6.2	15.6
Manchester	1.3	0.9	18.2	6.2	5.8
South Cheshire	-	-	3.0	7.7	2.8
Remainder	6.3	9.4	16.7	29.2	14.1
TOTAL	100.0	100.0	100.0	100.0	100.0

Original Source: Warrington New Town Development Corporation, Household Survey, 1971.

Notes: D.A. = Designated Area

TABLE (3.9): EXPECTED AND ACTUAL HOUSE COMPLETION DURING 1966-1971

	Actual			Total	Expected: All sectors	Discrepancy: Actual over Expected
	Owner occupied	Rented Local Author- ity	Private			
Warrington C.B.	245	1099	-	1344	1300	-44
Warrington R.D.	2694	240	-	2934	2100	-834
Runcorn R.D.	-	-	-	-	-	-
TOTAL D.A.	2939	1339	-	4278	3400	-878

Original Source: Warrington New Town Development Corporation.

Notes: C.B. = County Borough
R.D. = Rural District
D.A. = Designated Area

3.4.2 The Second Stage: Outline Plan Period: 1971-1974

This sub-section will deal with the three issues of, (a) the Outline Plan's housing proposals, (b) the actual housing structure of the New Town during this stage, and (c) the identification of the factors that contributed to a change of the Development Corporation's housing policy towards the end of this stage.

3.4.2.1 The Outline Plan's Housing Proposals

One of the purposes of the preparation of the Outline Plan was to present the results of the activities undertaken both during and after the process of change in immigration policies in the light of the more fluid planning and programming context implied in the New Town's modified role. In this context, the Development Corporation's function was identified as, (a) to set guidance, (b) to co-ordinate, (c) to monitor, (d) to make land available in the right place at the right time for other agencies, and (e) to control directly a proportion of developmental activities. The Development Corporation's activities included a number

of research projects into features of the operations of the private housing market in the Designated Area.

The plan proposals were based on the knowledge gained through these research projects and they also contributed to the formulation of the tenure policies of the Development Corporation during this stage. Most of all, a research study undertaken by the Planning Department of the Development Corporation¹⁸ pointed out that the trend towards owner-occupation had already been in existence in the Designated Area: the population increase in private households during 1961 to 1966 was 6000; another 6000 were added during 1966 to 1971.

The changed population intake policies for the New Town, accompanied by the realisation that Warrington's development must rely mainly on private housing development, required the revision of the population projections and hence the housing requirements.

The overall change in the role of Warrington occurred almost simultaneously with the Government's policy proposals directed towards concentrating social planning and housing improvement in the older areas of the cities. The new role accompanied as it was by changes that had occurred in the housing structure in the Designated Area during 1966-1971, necessitated a review of long-term clearance and improvement programmes by the County Borough Council. The effect on policy of the DoE's switch from clearance to improvement was that instead of the 7100 dwellings proposed by the Draft Master Plan for replacement, the Outline Plan suggested the replacement of 5000 dwellings by 1991, with an initial rate of 400-500 dwellings per year. This change of emphasis in the renewal programme, from redevelopment to improvement, must be viewed in the light of the greater emphasis given to privately developed residential areas built for owner-occupation after 1971 (having a rate of 70.0 per cent to 30.0 per cent owner-occupied to rented within new

housing stock).

It is misleading to isolate New Town housing policies and programmes and present them as if they formed a self-contained decision-making area, apart from the national processes. In the late 1960s the Government's policy leaned more towards owner-occupation rather than public rented housing (almost at the same time that they favoured improvement as against clearance).

In 1970-71, the incoming Conservative Government went further and instructed the Development Corporation to make all their rented housing available for purchase by sitting tenants on concessionary terms. Warrington New Town at that time had no rented houses built by the Development Corporation but responded by increasing the proposed ratio of private housing to public housing. Considering the impossibility of proposing any clear cut tenure split in a situation like this, the Development Corporation considered various assumptions which were mainly based on the forecast of current population and housing structure for the Designated Area.

The tenure split envisaged by the Draft Master Plan was (on average for the whole of the Designated Area) 46.0 per cent owner-occupied and 54.0 per cent publicly rented, while the Draft Outline Plan envisaged 60.0 per cent owner-occupied and 40.0 per cent publicly rented. Ultimately, the Outline Plan increased the level of owner-occupation to 70.0 per cent, leaving 30.0 per cent for the publicly rented sector.

Accordingly, the Development Corporation differentiated between the four different sectors of future inhabitants and envisaged their tenure split as follows:

- (a) The nucleus population which would require 80.0 per cent owner-occupied and 20.0 per cent rented;
- (b) Households affected by slum clearance, all of whom would need

rented accommodation;

- (c) Households displaced by road alignment, 50.0 per cent of whom would require publicly rented accommodation and the rest owner-occupied;
- (d) The incoming population, 70.0 per cent of which would be owner-occupied and 30.0 per cent tenants of publicly rented accommodation.

It can be seen that apart from the rehabilitation programme, the policy orientation for tenure split was heavily in favour of private sector housing.

One major operational measure that was accordingly adopted was the reallocation of sites which were originally programmed (in the Draft Master Plan) from rented house building to private housing development.

One major area of discord in the programming of housing in the Designated Area was the conflict between the policies of the Development Corporation and the Borough Council. The difference lay in the aims of the two authorities in regard to their house building programmes and housing allocation policies. The housing aim of the Borough Council was to provide housing for the residents requiring re-housing as a result of slum clearance programmes. On the other hand the Development Corporation's housing aims and objectives were twofold, as follows:

- (a) In terms of private house building, the Development Corporation's role was to provide infrastructure and services in the areas of private house building so that developers could be attracted to build and people to buy houses; and
- (b) The Development Corporation's rented housing programme was directed to house building for new key workers in existing firms.²⁷

The conflict of the housing aims of the two authorities and the

lack of co-ordination between their aims and policies caused a special kind of problem in that there was a danger that existing firms would lose young skilled workers to the new firms (e.g., 300 workers switched jobs this way during 1974).

The Development Corporation in fact realised the difficulties that could arise given a high level of reliance on private sector housing development and sought the answer to the uncertainties resulting from a volatile housing market in "monitoring".

Accordingly, the Development Corporation identified the relationships between housing policy and other decision areas as can be seen in figure (3.23). A "housing policy decision process"^{27,28} was formulated in response to the idea of monitoring. The devised housing policy decision process as devised was a relatively closed model which had little regard either to, (a) national and local housing market mechanisms, and (b) the other structures such as educational facilities. These have reciprocal effects on each other and the uncertainties in the housing structure compounded uncertainties for such housing related structures as the educational facilities.

The housing proposals and projections of the Outline Plan for the entire plan period can be seen from figure (3.21).

3.4.2.2 The Actual Housing Structure of Warrington New Town during this Stage

Nationally, the period 1970/71 to 1973/74 is considered to be notable as a period of rising inflation which exposed weaknesses in the housing finance institutions operating in both the private and public sectors.²⁹

A mortgage famine in 1969/70 helped depress the building industry at almost the same time as cuts were made in public housing. A glut of

mortgage finance in 1971/72 then helped to force house prices up a great deal faster than the general rate of inflation. Home buyers were therefore forced to pay more for houses.

Over the period 1971 to 1974, in the light of the two factors of, (a) a subsequent substantive rise in mortgage interest rates, and (b) an increasingly restricted availability of mortgage funds, the Development Corporation realised the gravity of such a situation for a New Town which was reliant on the private housing market to such an extent. In Warrington, in fact, it was not until 1972 that its first rented housing scheme for 250 houses started in the Padgate District. Up to then the development of the New Town was totally dependent on private housing development (figure 3.24).

A major effect of the deterioration of the national housing situation on the private housing market of the New Town was to cause:

- (a) A cut-back in the start of new housing construction; and
 - (b) A cut-back in the sale of houses;
- both built for owner-occupation.

Warrington had a much higher than average rate of owner-occupied housing stock in 1972 compared to other English New Towns (55.1 per cent owner-occupation in 1972 as against a new town average of 35.3 per cent) and relied greatly on the provision of "low priced owner-occupied" dwellings. As Warrington could not be exempted from the overall national situation during the early 1970s it was affected by the events in the housing market much more than, say, a New Town like Peterlee with only 4.2 per cent owner-occupied stock of dwellings in 1972.

As part of its monitoring process, the Development Corporation carried out a second household mobility survey in 1973, which revealed that although Merseyside had retained its dominance as a source of migrants into the Designated Area, the proportion of migrant households

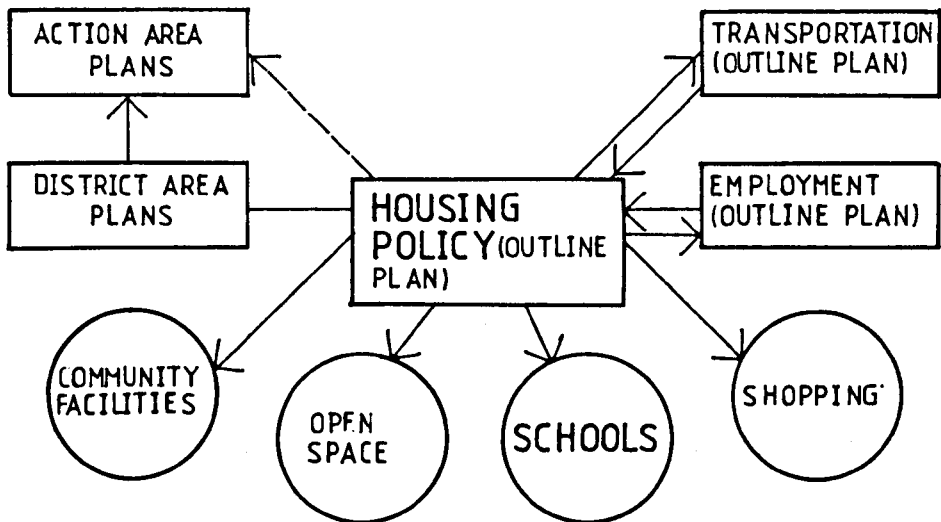


FIGURE (3.23): Warrington New Town D.C.'s
Conception of the Relationship
between the Housing Policy
and other Decision Areas
within WNT.

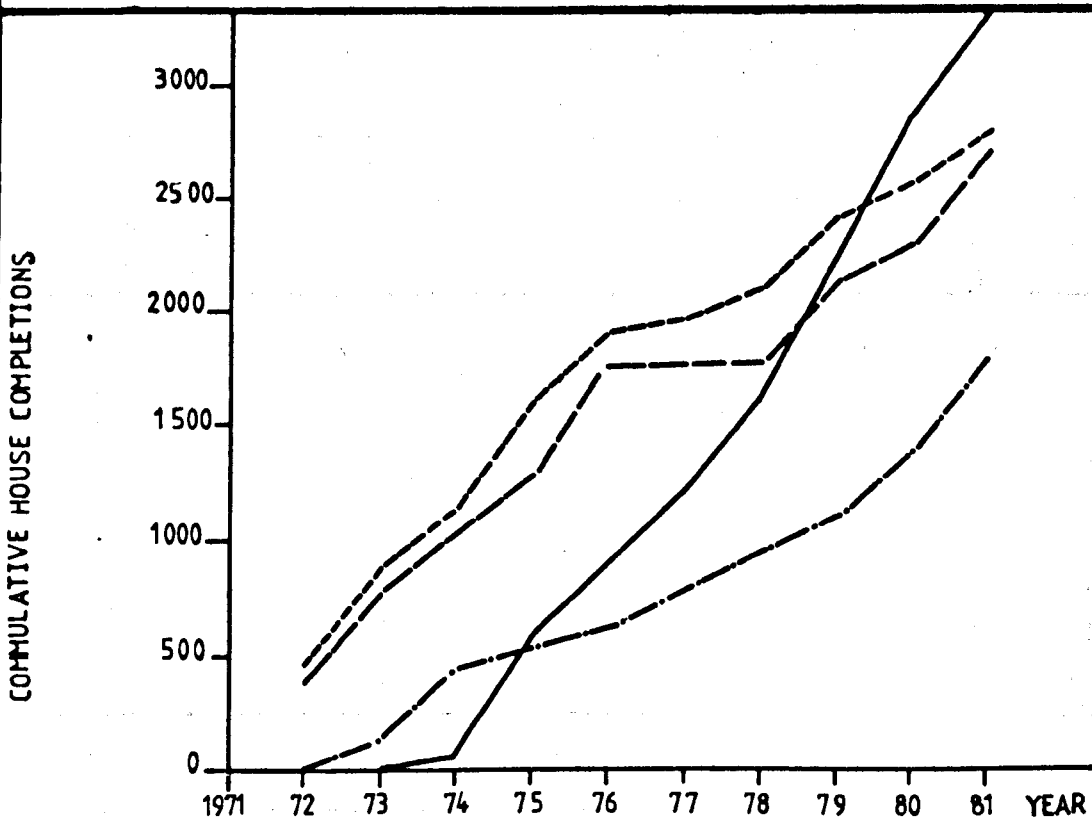


FIGURE (3.24): Actual Residential Development
by Sector.

KEY: RENTED { ——— WNTDC
 - - - - LA
PRIVATE { ——— on WNTDC land.
 - - - - on non-WNTDC land.

originating from outside the Designated Area had decreased considerably during the period 1970/71 to 1972/73 (Table 3.10).

TABLE (3.10): COMPARISON OF THE ORIGIN OF MIGRANTS INTO NEW HOUSING OF WARRINGTON NEW TOWN DURING THE "FIRST" AND "SECOND" IDENTIFIED "STAGES"

To new houses	From within the D.A. %	South Lancashire %	Mersey-side %	Manchester %	South Cheshire %	Others %	TOTAL %
During 1970/71	28.0	15.0	33.0	6.0	2.0	10.0	100.0
During 1972/73	54.0	9.0	23.0	6.0	1.0	7.0	100.0

Original Source: Warrington Development Corporation

Comparison of the origin and destination of migrants during the period 1970/71 and 1972/73 has been made in the following table.

TABLE (3.11): ORIGIN AND DESTINATION OF MIGRANTS, 1970/71, 1972/73

To From	1970-1971*				1972-1973**				WCB %
	Birch-wood %	West-brook %	Pad-gate %	Bridge-water %	Birch-wood %	West-Brook %	Pad-gate %	Bridge-water %	
TOTAL D.A.	42.1	10.0	75.0	100.0	n.a.	25.9	60.7	56.0	74.8
Mersey-side	5.3	65.0	6.3	-	n.a.	47.9	6.1	7.3	6.7
South Lancashire	36.9	20.0	-	-	n.a.	6.9	14.3	10.9	6.5
Manchester	10.5	5.0	6.3	-	n.a.	3.2	9.1	3.6	3.3
South Cheshire	-	-	6.2	-	n.a.	1.8	1.5	3.0	0.7
Others	5.2	-	6.2	-	n.a.	14.3	8.3	18.9	8.0
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Original Source: Warrington New Town Development Corporation. ^{18,30}

Notes: n.a. = not available in the survey.

D.A. = Designated Area; WCB = Warrington County Borough

* = new households

** = migrant households

As the growth of Warrington was dependent upon its housing growth, any reduction of the New Town's potential to attract migrants could cause serious problems, among them repercussions on the programming of housing related social facilities such as educational facilities.

The dependency of New Town migrants coming from Merseyside in particular, and other areas in general, had placed the New Town's housing market in a competitive position with regard to neighbouring housing markets, including Merseyside. But one factor which reduced its attractiveness was rising housing prices. Increased house prices during this stage reduced the major factor of attractiveness of the Designated Area for the kind of migrants who had chosen the area since the early 1960s. Fewer migrants were in a position to buy their houses and competing development in neighbouring areas were getting cheaper by then.³⁰

3.4.2.3 Factors that contributed to the Change of Warrington New Town's Housing Policy towards the End of this Stage

The main points of the three reports prepared by the Development Corporation towards the end of this stage^{30,31,32} can be singled-out and listed as follows. These points indicate the changing conditions in Warrington's housing structure.

- (a) The household mobility survey, in addition to its findings in regard to the deterioration of the private housing market in the Designated Area, indicated a change in the pattern of migration since 1970. The major feature was the change in the origin of the incoming population to the new development areas of the New Town;
- (b) The number of locally generated moves doubled during the period 1970/71 to 1972/73, from 28.0 per cent to 54.0 per cent;
- (c) The number of migrants originating from Merseyside fell by one third, i.e., from 33.0 per cent to 23.0 per cent;

- (d) The change in the origin of migrant households had its effects on the overall demographic structure of migrants. The age structure of migrants to new dwellings (which differed from that of the migrants moving into existing stock) was biased towards younger heads of households and accordingly there was a decrease in the number of children amongst the immigrants. At the same time there was an increased likelihood of future expansion of these households;
- (e) The average household size of the migrants into the Designated Area, during the period 1970/71 to 1972/73 changed in the following way:
- i) The average household size decreased from 3.4 per cent in 1970/71 to 2.9 per cent in 1972/73, and
 - ii) The household size distribution was different from district to district, in that the established households were concentrated more in the County Borough area and Padgate, while expanding households were concentrated in the other parts (Table 3.12).
- (f) The other feature revealed was the reduced number of non-manual workers incoming into the Designated Area (from 54.0 per cent in 1970/71 to 49.0 per cent in 1972/73);
- (g) Another report³³ found that the estimated demand for rented accommodation in the Designated Area was far in excess of the supply, while the demand for private housing (i.e., owner-occupied dwellings) was less than the supply.

TABLE (3.12): CHANGING AVERAGE HOUSEHOLD SIZE OF WARRINGTON, BY DISTRICT, 1970/71 - 1972/73

Sample Survey in:	Area	Warrington County Borough	Padgate	West-brook	Bridge-water	Other Parts of Warrington Rural District	Total Designat Area
1970-1971		n.a.	3.3	3.2	3.5	2.7	3.4
1972-1973		2.9	2.8	3.0	2.9	2.9	2.9

Source: Warrington New Town Development Corporation.

(h) In relation to the deterioration of the housing market in Warrington, a report³¹ found, among other things, a strong correlation between socio-economic status and housing sectors (Table 3.13).

TABLE (3.13): HOUSING DEMAND IN WARRINGTON NEW TOWN BY SOCIO-ECONOMIC GROUP, 1973

Socio-Economic Group	Managerial/ Technical	Admin./ Skilled	Unskilled/ Semi-skilled
Tenure preference:			
Buy	90.0	50.0	20.0
Rent	10.0	50.0	80.0

Source: Warrington New Town Development Corporation.

3.4.3 The Third Stage

It was not until 1973, with the deterioration of Warrington's housing market, that the Development Corporation realised that there was a need to change its housing policy.³⁴ The national financial restraints had affected the housing market in two ways: (a) by reducing the purchasing power of house buyers, and (b) by reducing the investment programmes of private housing developers.

The Development Corporation had, therefore, to change its housing policy towards less reliance on private sector of housing and owner-occupation.

By 1972, the movements within and into the New Town had a different pattern; the new house-building projects were becoming more and more dependent on the internal movements of the population.

In 1973, not only was the tenure split of the total Designated Area still in favour of owner-occupation (53.0 per cent as against 47.0 per cent for Great Britain and 51.0 per cent for the North West region), but the

new residential areas had about 70-75 per cent owner-occupied dwellings. In contrast to the other New Towns, any reconsideration of housing tenure policy in Warrington had to be towards expanding its rented sector. The Development Corporation's solution to the problems which had arisen as a result of the voluntary growth context of the New Town's development, especially during the period 1970/71 - 1972/73, and the deterioration of private housing market around 1973, was not to increase dramatically and permanently the stock of its rented dwellings, but instead to devise policies aimed at encouraging owner-occupation amongst households so far excluded from Warrington's housing market, i.e., households such as:

- (a) Newly established households, and
- (b) Certain social/occupational groups who, although willing to buy their own houses, were prevented from doing so due to low income and lack of assets as well as escalating house prices.

This aim was to be achieved by giving a wider range of tenure choice than existed so far (Table 3.14).

TABLE (3.14): TENURE PROPOSALS FOR THIS STAGE COMPARED TO THE OUTLINE PLAN PROPOSALS

	Owner- occupation	Development Corporation rented	Local Authority rented	Development Corporation rent/buy*
Outline Plan, 1972	74.0	20.0	6.0	-
1973	50.0	30.0	6.0	14.0

Source: Warrington New Town Development Corporation.

Note: * = The rent/buy scheme proposed by the Development Corporation exactly reflected the national policy orientation.

In addition to their attempts to change the tenure policy of the New Town in favour of the rented sector and the newly devised rent/buy

sector as an immediate measure, the Development Corporation took three related steps in order to get more involved in house building in the New Town. These can be listed as follows:

- (a) To communicate with the new neighbouring metropolitan counties and district councils in order to ascertain their attitude towards housing demand and land release;
- (b) Readjustments in the land-use planning of the New Town: reallocating a number of sites which were originally for private development to rented housing; and
- (c) To start negotiations with private developers to purchase houses in the New Town Designated Area which were constructed for sale (a total of 303 house units were purchased during 1974-75).

3.4.3.1 The Actual Situation Throughout This Stage

The ups and downs of the involvement of the Development Corporation in house building activities can best be observed by referring to figure (3.24).

In 1974-75, the Government's policy was to expand Local Authority house provision despite economic exigencies. But the aim to achieve extensive flows of low cost housing aided by government agencies comes into conflict with the periodic need to curb public expenditure, e.g., the 1976 public expenditure cuts hit housing hardest.

By referring to this figure, it can be seen that there was a corresponding reaction in Warrington's housing structure in that during 1974-75 there was a rise of about 72.0 per cent in Local Authority house completions, while in 1975-76 there was a drop of about 48.0 per cent.

3.4.4 The Fourth Stage: Mid-1970s to Present

Towards the end of 1975 and in 1976 it became obvious that the

Labour Government could not sustain its housing promises and programmes.³⁵ Accordingly, the New Town's rented housing programme for 1977 was cut to about one-third in the first round of public expenditure cuts (i.e., from 1800 house units to 600) and the additional cuts reduced it by about 3.0 per cent more. So, during 1977 Warrington's rented housing programme was delayed as well as being well below its original target. Moreover, the improvements in the rate of housing sales and building operation on several private developments in the New Town, signs of which were appearing in the early months of 1975, encouraged the Development Corporation to market a number of further sites for private housing. These were mostly sites reallocated from private housing developments during the period of the deterioration of the private housing market. During 1974-75, in actual terms, there was a rise of about 26.0 per cent in private house completions compared with a fall of about 42.0 per cent during 1973/74.

In 1975, the Development Corporation again realised they needed to obtain information about the attitudes and activities of neighbouring authorities and also needed to review their own housing policies, not in isolation, but in relation to the housing policies of the neighbouring authorities and especially in regard to the development programmes of the other New Towns in the region: in 1975, Skelmersdale New Town was at the peak of its house-building programme and although not a strong rival, could pose some threat to housing demand in Warrington.

At the same time, nationally, there was a switch of investment and concern from New Towns to inner urban areas. Legislation was passed concerning the perceived change in the role of the New Towns contributing towards Inner City decline (compared to the New Towns' previous role of attracting excess population from congested conurbations).³⁶ This legislation permitted the taking of more of the retired, chronically

sick or disabled together with the unskilled and unemployed who were willing to move to the New Towns and where prospects of a job would not be worsened by this move.

The operational measures which were accordingly adopted by the Development Corporation to rationalise its housing policy during the stage under review, include:

- (a) To contact "Housing Aid Centres", in 1978, throughout the region in order to agree on nomination procedures;
- (b) To contact Warrington Borough Council in order to reach a common housing policy directed towards making available the Development Corporation's rented housing stock to the Council's residents and to provide sheltered housing for the elderly; and
- (c) As there were reductions in the number of job based applicants, the eligibility rules were modified (Appendix 3.A) and also in March 1975 the Development Corporation increased the catchment area for these applicants.

In 1979, with the re-election of the Conservative Government, the main housing issues, nationally, revolved once more around the sale of public rented housing and the increased involvement of the private sector in house-building. This, coupled with the re-orientation of Warrington's role in the region towards employment-led growth (rather than housing-led growth) made it necessary for the Development Corporation to adopt a different approach: again a switch from public to private-led housing. In fact, this reversal of the policy from public to private housing gradually continued up to 1979/80,³⁷ when due to the explicit change in Central Government strategy, the Development Corporation had to change its overall approach in three directions:

- (a) More explicit switch from public to private housing;
- (b) Accepting a closer limitation on the employment of resources; and

(c) Employment of even greater skills in the attraction of the private funding needed to generate new jobs.

By 1980, the housing programme of the New Town was readjusted more pragmatically to one based predominantly on the private sector, and the intention became one of meeting the overall target by promoting the construction of a number of houses for sale, as many as envisaged during the previous stage for the publicly rented sector.³⁷

Within the context of employment-led growth, the recent measures adopted to attract private capital to the New Town, for both housing and industry (as far as the Development Corporation's Twelfth Annual Reports inform), was to use advertising and promotional methods. This highlights the fact that the continuation of Warrington's development, especially since 1979, is threatened by increasing competition in a depressed economy, not only at regional level but also at national level.

3.4.5 The Impact of Changing Housing Policies for Warrington New Town on its Demographic Characteristics

An attempt will be made to explore the impact of the changing housing policies for the New Town on the demographic structure of its immigrant population.

To this end, first, the age-structure of (a) the incoming population to the new rented estates up until 1980, (b) the incoming population to the new owner-occupied dwellings during the period 1971 to 1973, (c) the age-structure of the whole Designated Area of Warrington in 1971, and (d) the national figures for 1971, can be compared (Table 3.15).

TABLE (3.15): COMPARISON OF THE AGE-STRUCTURE OF THE DIFFERENT SECTORS AT DIFFERENT PERIODS

Age-range	0-14	15-29	30-44	45-59	60+	Total
Tenants						
National Average 1971 Census	24.6	21.5	17.4	20.6	16.5	100.0
WNTDC, Sample Census 1971	25.7	21.4	18.0	18.0	16.7	100.0
WNTDC, Sample Survey of Private Housing, 1970/71	34.4	33.6		30.1	1.9	100.0
WNTDC, Sample Survey of Private Housing, 1972/73	29.7	40.7	17.9	7.0	4.9	100.0
Tenants of WNTDC Rented Housing, Tenants moved:						
up to Aug.75	31.1	35.4	15.7	11.9	5.7	100.0
Sept.75 - March 76	33.5	40.1	14.4	8.2	3.7	100.0
April 76 - Sept.76	31.9	34.4	16.4	11.1	6.3	100.0
Oct.76 - March 77	32.9	32.5	23.3	11.9	6.9	100.0
April 77 - Sept.77	34.1	37.5	16.4	8.7	3.2	100.0
Oct.77 - March 78	29.5	34.0	14.5	14.4	7.8	100.0
April 78 - Sept.78	20.0	39.0	20.0	13.0	7.0	100.0
Oct.78 - March 79	29.0	34.0	14.0	13.0	8.0	100.0
April 79 - Sept.79	30.0	35.0	17.0	10.0	8.0	100.0
Oct.79 - March 80	29.0	36.0	17.0	9.0	9.0	100.0

Sources: Rows one and two, Census 1971; three - fourteen, WNTDC.

Notes: WNTDC = Warrington New Town Development Corporation.

By comparing the results of the two sets of sample surveys carried-out by the Development Corporation over the period 1971-1973 (i.e., the private household survey) and up to 1980 (i.e., related to the rented housing stock built by the Development Corporation), it can be seen that, generally speaking, there have not been significant differences in the age-structure of the two sectors. Nevertheless, it can also be seen that the average for the period up to 1980 of the number of tenants aged 0-14 in the Development Corporation's rented housing was lower than that of the

average for owner-occupier residents for the two years of 1971 and 1973 (i.e., 30.1 per cent as against 32.5 per cent). Also, both of these average figures were much higher than the national figures and those for the whole of Warrington in 1971. The same is true for the 15-29 age-range (i.e., an average of 35.8 per cent for rented tenants as against 37.2 per cent for owner-occupied tenants).

These studies also revealed a difference (although not very much) in the demographic structure of migrants moving into existing as against new dwellings. The households moving into existing dwellings were more advanced in their life cycle and thus were accompanied by their school-age children, while the migrants moving into new dwellings were potential parents. This difference, above all, would affect the programming of school-building for the different residential areas in the New Town.

Apart from the age-structure of the two sectors of housing, the average household size of the migrants into private housing sector during 1970-73 and the rented housing up to 1979 were also different (Table 3.16).

TABLE (3.16): AVERAGE HOUSEHOLD SIZE, WARRINGTON, 1971-1979

	G.B. 1971	WNT, 1971	Private Housing		to 1975	Rented Housing:				accumula- tive to 1979
			70/ 71	72/ 73		75/ 76	76/ 77	77/ 78	78/ 79	
Average House- hold size	2.9	3.0	3.4	2.9	3.3	3.3	3.2	2.9	2.7	3.1

Source: WNT Development Corporation.^{30,38}

Notes: WNT = Warrington New Town.

Another aspect which it is appropriate to consider is the socio-economic characteristics of both categories of immigrants to private and public housing stock. From Table (3.17), it can be seen that the major difference between the two categories of migrants has been their socio-economic differences rather than their household size or even their age-structure: the socio-economic structure of the migrants moving into private sector, in general, tended to be higher than both the migrants moving into the Development Corporation's rented stock of dwellings (both old and new) and the more static nucleus population of the Designated Area.

TABLE (3.17): THE SOCIO-ECONOMIC STATUS OF MIGRANTS, WARRINGTON, 1971-1980

Tenants	S.E. Status	Total Non-Manual	Manual Skilled	Semi-Skilled	Non-Skilled	Other non-manual	TOTAL
National Average, 1971		18.7	35.9	16.7	7.4	21.3	100.0
Warrington New Town, 1971		11.0	32.4	18.2	10.8	27.4	100.0
Private Sector Housing, Warrington New Town:							
1970/71		36.0	29.0	9.0	2.0	24.0	100.0
1972/73		25.0	30.0	15.0	5.0	25.0	100.0
Rented Sector Housing, Warrington New Town:							
up to Aug.75		8.1	34.8	20.0	6.5	30.6	100.0
Sept.75 - March 76		9.6	49.8	13.5	2.2	24.9	100.0
April 76 - Sept.76		6.0	49.0	13.9	5.3	25.8	100.0
Oct. 76 - March 77		13.9	43.0	21.9	5.3	15.9	100.0
April 77 - Sept.77		10.9	42.7	20.8	3.8	21.8	100.0
Oct.77 - March 78		11.9	47.9	17.5	4.3	18.4	100.0
April 78 - Sept.78		13.0	33.0	23.0	2.0	30.0	100.0
Oct. 78 - March 79		10.0	41.0	14.0	4.0	31.0	100.0
April 79 - Sept.79		9.0	47.0	22.0	2.0	19.0	100.0
Oct. 79 - March 80		10.0	42.0	21.0	3.0	23.0	100.0

Sources: As Table (3.16).

Note: S.E. = Socio-Economic

3.4.6 Summary and Conclusion

This section made an attempt to understand the housing structure of the New Town since its designation and the causes and consequences of its volatile housing tenure policies.

For a New Town like Warrington where housing questions have played a vital role in its programming since its inception, the problem has been that without overspill agreements, its existence and its expansion to reach the proposed targets had to rely on the activities of the private sector and individual house purchasers. Even during the periods of inclination towards public house-building the rate of house-building in the two sectors was almost equal and the Development Corporation never abandoned the idea of switching back to a private housing development policy, when and where the market forces would allow.

Taking a broad view, these periodic switches from private to rented and vice versa can be considered to be the major housing (and developmental) problem in the New Town and also these have been major factors affecting the planning and programming of housing related structures such as educational facilities.

The Development Corporation's aim was to adopt a flexible approach to cope with the uncertainties in the housing structure. On the other hand the identification of the problem and the solution proposed by the Development Corporation can best be illustrated in their own words. They argued that "it is not that a definite policy cannot be formulated, (but) it is an attempt to develop a policy that is successful economically and socially creates maximum housing opportunities and choice and is responsive to variation in demand".³⁹ The housing policies proposed by the Corporation were, therefore, not clear-cut and the approach adopted was piecemeal: what was lacking was a more stable housing policy. In planning terms, by adopting solutions that do not touch the

root of the problems and are both short-term and very easily and quickly changed (in accordance, perhaps, with the market forces), the result would be for a housing crisis to be accepted as a malfunctioning of Management in a society where the implicit assumption of a general consensus over objectives removes any necessity to discuss aims and goals.⁴⁰ In recognition of these administrative defaults (both within and between authorities) the adopted position, as was the case in Warrington, would be (a) the adoption of new and more socially oriented eligibility criteria as a solution to the overall housing problem of the locality, and/or, (b) the introduction of new forms of housing tenure (e.g., rent/buy schemes).

Hence, what may appear to be the most efficient use of resources within an existing management structure, may in reality impose inequitable costs on certain groups and stimulate the creation of new "problem areas", not just in the housing structure but also in its affiliated structures, especially educational facilities.

Having said that, it can be further argued that the failures in the housing field lie in the fact that short-term Governments, within the context of public expenditure cuts, are trying to deal with long term problems but initiatives taken by one party have frequently been undermined by the other party before significant changes have taken place in housing conditions and costs. Apart from the differences in the policies of the two parties, "housing programmes have often been halted, even in the lifetime of a single Government, by the onset of an economic crisis".²⁹

In Warrington, the situation was that after the 1974 General Election, the Local Authority housing lists in the locality had increased⁴⁰ and as a result of Local Government reorganisation, public house-building had slowed down almost to a halt. At the same time

public expenditure cuts were introduced. Then these events added to the problems arising from the differences in the housing aims (or housing allocation policies) of the County Borough and the Development Corporation. The differences in the aims and objectives of the two housing authorities within the Designated Area prevented the achievement of a comprehensive policy leading to a co-ordinated solution to the housing problems of the New Town. Although measures were envisaged by the Authorities for reaching a more co-ordinated housing allocation policy within the Designated Area of the New Town, interviews with officials of the Borough Council indicate that so far no move has actually been made towards this objective.

Warrington is different from the more traditional New Towns in terms of its urban development policies. Its emphasis on the voluntary migration of the owner-occupier sector into the Designated Area, has made it more like a typical suburban area. The problems arising from this situation were in contrast to the problems of the older urban areas of the Designated Area. Here problems tended to revolve around obsolescence and getting access to public finance for the improvement of the urban fabric and urban services like housing, educational facilities, etc. Whereas, the problems of the newly developed areas were those of establishing necessary community developments; making urban services conveniently accessible in their locational aspects, co-ordinated provision of public services and achieving some social diversity. Not only were the problems of the two areas different, but the two housing authorities had limited control over the policies of the other, and moreover, the developmental activities of each were in the hands of a different implementing body: the older urban areas were to be improved (and expanded) by the public sector, while the suburban areas were to be mainly developed by private developers. The role of public authorities (i.e., Local Authorities and the Development Corpora-

tions) in relation to the whole area can thus be seen as a regulatory planning function as opposed to development planning.⁴¹ This aspect, at least, separates Warrington from the more traditional British New Towns.

SECTION 3.5THE EDUCATION STRUCTURE OF WARRINGTON NEW TOWN

The broad aim of this Section is to explore the processes of educational facilities planning in Warrington New Town.

To this end the sequence of analysis adopted starts with a review of the pre-designation structure of educational facilities in Warrington with the intention of identifying the major problem areas that existed before Designation. This is due to the belief that because of the substantial existing urban problems, a major task of the Development Corporation and the LEA would be to resolve existing problems. Also, it was realised that these problems would persist for a long time and could cause new sets of problems during the post-designation period.

The second step of this Section is to compare the educational proposals as prepared by the Planning Consultants with those prepared by the Development Corporation during a period of three years. The underlying purpose is to note the changing proposals and to find the assumptions behind the two plans and to disclose why such assumptions and proposals were made.

The final step is to identify the major problems in the primary and secondary education structure of Warrington New Town throughout the post-designation period and then to explore the sequence of decision-making in relation to each identified issue or problem.

3.5.1 The Pre-Designation Structure of Educational Facilities

The Designated Area of Warrington New Town was initially divided into three Administrative Zones with three different LEAs, Lancashire

County Council, Cheshire County Council and Warrington County Borough Council (figure 3.4). Each LEA was therefore active in the Designated Area and each followed their own Educational Development Plans and educational policies.

Apart from the fact that each zone had its particular educational policy, the physical structure of their educational facilities systems were different, which meant that there were different planning problems to be tackled by the three LEAs.

The first obvious difference was in the relative numbers of both primary and secondary schools and their pupil numbers and another was the age of the building stock in the three LEA zones.

The 'number' and 'age' of schools, to an extent, corresponded to the size and age of the residential areas containing these schools. Considering that the most densely populated areas within the Designated Area of Warrington were the inner areas of Warrington County Borough and that more than 60.0 per cent of the total population of the Designated Area in 1961 and in 1966 were concentrated in the Borough, this, translated into educational terms, meant the concentration in 1966 of about 65.0 per cent of the total primary and secondary school population in the Borough.

By breaking down the total school population figures, into primary and secondary school population, the differences in the age structure of the two areas, i.e. Warrington County Borough on the one hand and the two Rural District parts on the other, can be more clearly revealed (Table 3.18).

TABLE (3.18): THE PRE-DESIGNATION ENROLMENTS COMPARED TO THE AGE-STRUCTURE OF THE POPULATION IN WARRINGTON NEW TOWN DESIGNATED AREA, 1966

Variables Area	Age-group				Enrolment		
	0-14	15-24	25-59	60+	Primary School	Secondary School	% Total
Warrington C.B. *	22.7	15.8	44.0	17.5	60.0	74.2	65.0
Warrington R.D. **	28.3	13.2	47.4	11.1	22.7	14.5	20.0
Runcorn R.D. **	23.5	11.5	47.5	17.5	17.3	11.3	15.0
Total D.A. †	-	-	-	-	100.0	100.0	100.0

Source: Warrington New Town Draft Master Plan, 1969.

Notes: * - Country Borough, ** - Rural District, † - Designated Area.

In what will follow an attempt has been made to identify the salient problem areas within the Pre-Designation structure of educational facilities in Warrington New Town.

3.5.1.1 The Primary Education Structure

3.5.1.1.1 Problem (A): Improvement of the Existing Stock

Unlike the two other LEA zones, Warrington County Borough had an education system dating back to the Industrial Revolution. The main features of its system were the extreme age of its stock of schools and the predominance of old Church schools.

Although the problems of this zone were much more acute, the two other LEA zones also required some adaptation of their existing stock in order to bring them up to the new standard introduced by the DES.

In the area to be covered by the Designation Order in 1966, there were some 40 primary schools divided between the three LEAs. Figure (3.25)

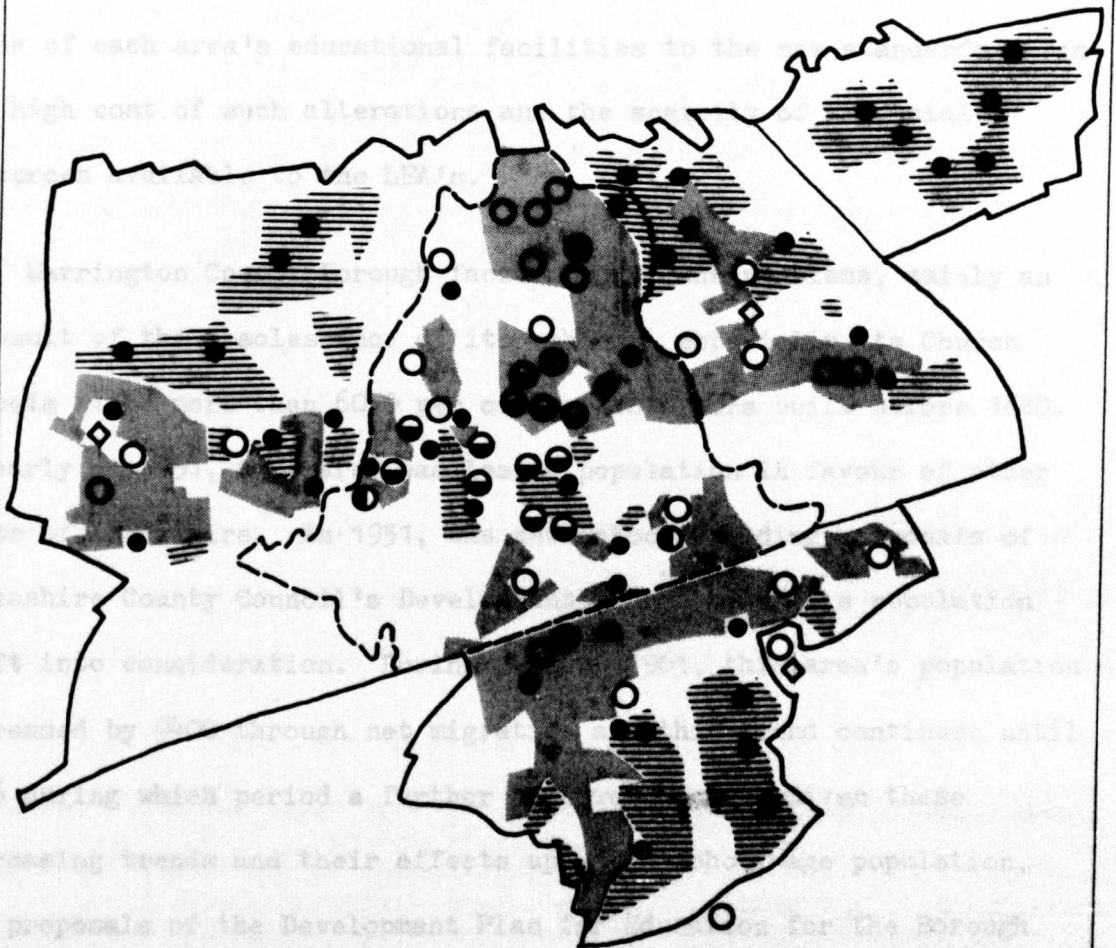


FIGURE (3.25): Location of Pre-Designation and Proposed (Draft Master Plan) Primary Schools in Relation to the Location of Residential Areas.

- EXISTING PRIMARY SCHOOLS AT DESIGNATION.
- SCHOOL PROPOSED FOR REPLACEMENT BY DRAFT MASTER PLAN.
- ◐ SCHOOLS PROPOSED TO BE REBUILT ON SAME SITE BY THE PLAN.
- THE PLAN'S PROPOSED NEW SCHOOLS.
- ◇ EXISTIN SPECIAL SCHOOLS.
- ACTUAL RESIDENTIAL AREAS AT DESIGNATION.
- ▨ THE PLAN'S PROPOSED RESIDENTIAL AREAS FOR 1991.

shows their location and status, as well as the differing number of schools in each zone.

The implementation of policy directives introduced by the 1944 Education Act would have caused problems in adapting the existing stock of each area's educational facilities to the new standards given the high cost of such alterations and the scarcity of financial resources available to the LEA's.

(a) Warrington County Borough faced most of the problems, mainly as a result of the obsolescence of its schools, especially its Church schools since more than 60.0 per cent of them were built before 1820. As early as 1951, this area was losing population in favour of other parts of Lancashire. In 1951, the new school building proposals of Lancashire County Council's Development Plan⁴² took this population shift into consideration. During 1951 to 1961, this area's population decreased by 9400 through net migration and this trend continued until 1966 during which period a further 5900 were lost. Given these decreasing trends and their effects upon the school-age population, the proposals of the Development Plan for Education for the Borough were mainly directed towards re-organisation, improvement, replacement, and for total discontinuance of some of its old stock of primary (and secondary schools).

(b) The 1951 Education Development Plan for Lancashire County also took into consideration the declining population trend in Warrington Rural District zone during this period. Given this, the Development Plan's proposals were mainly directed towards re-organisation, improvement and for replacement or total discontinuance of some of its primary school stock.⁴³ The population of this area started to increase in 1961 and in 1966 it gained about 5600 through net migration. Given this trend, the problem of the LEA in relation to

this area was thus reversed, i.e. requiring the expansion of primary education facilities.

(c) The Runcorn Rural District zone also gained population during the period 1961 to 1966, although on a much smaller scale than the Warrington Rural District zone. Given this and the small number of this zone's primary schools at Designation, the LEA faced no major problem in terms of improvement/replacement of the schools in this area.

3.5.1.1.2 Problem (B): Catchment Areas of Primary Schools

As the Designated Area did not have a closed primary school system, there was an inflow of about 350 primary school children to the Warrington County Borough primary schools and an outflow from the residential areas of Warrington County Borough in various directions.

A major educational planning problem in the British education system is its division into the three major sectors of County, Roman Catholic and Church of England schools. This division has an immediate effect upon the planning of the catchment areas of schools.

The result of the special requirements for separate Church schools is that their catchment areas for primary schools are enlarged and overlap is increased.⁴⁴ By referring to figure (3.25), it can be seen that the provision of Church schools seemed to be ample in the County Borough in 1966. But, for the outer Borough children of primary school-age who wanted to attend Church schools, there were not enough schools in their own areas and they had either to come into Warrington County Borough schools or to travel outside the Designated Area.

The official catchment boundaries of schools, even if they are defined in accordance with the changing demographic characteristics of the residential area, form compact areas in theory, but in practice, as

can be seen from figure (3.26), there is considerable overlap. This discrepancy between the official and actual catchment areas can be due to a number of factors:-

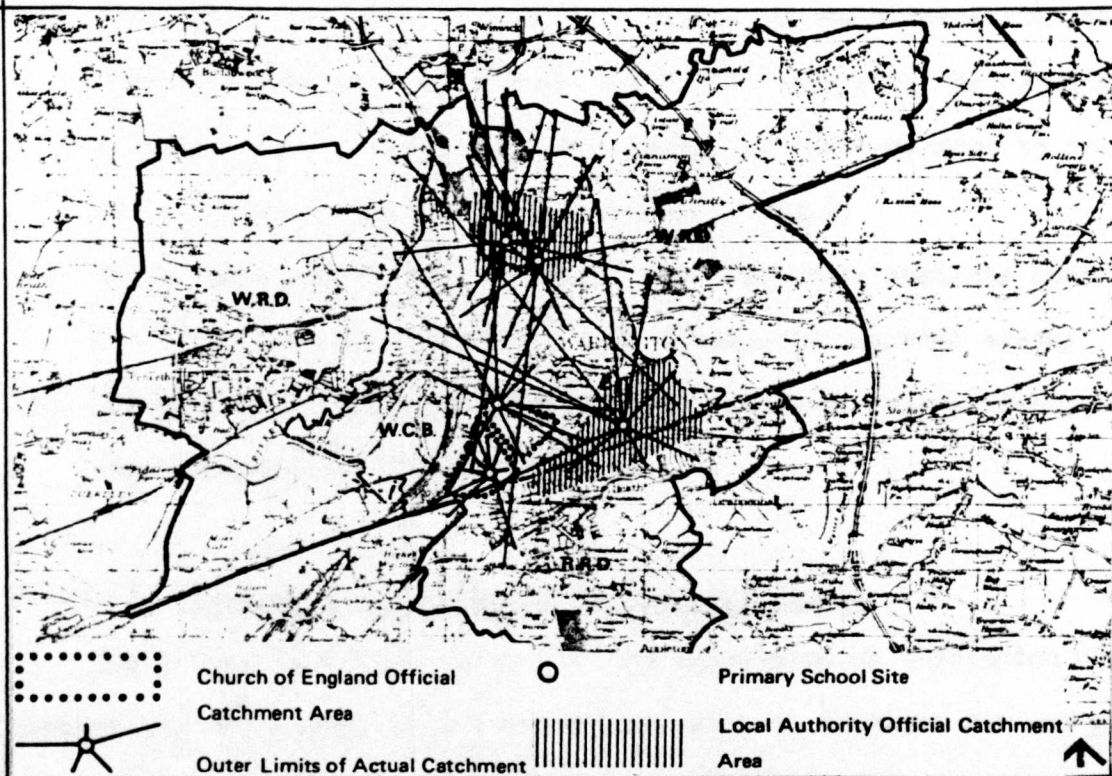
- (a) In urban areas, there is the problem of a fixed building stock being compelled to serve changing requirements;
- (b) The right of parental choice, with different degrees from area to area and over time;
- (c) Suburban development has the effect of decanting population from the old inner urban areas, affecting the catchment area of the existing schools there in favour of new schools built in the new urban settlements; and
- (d) The definition of separate catchments for Roman Catholic and the other schools (i.e. County and Church of England).

In the Warrington New Town Designated Area, especially in the County Borough area, the official catchment boundaries were based on two factors, as follows:-

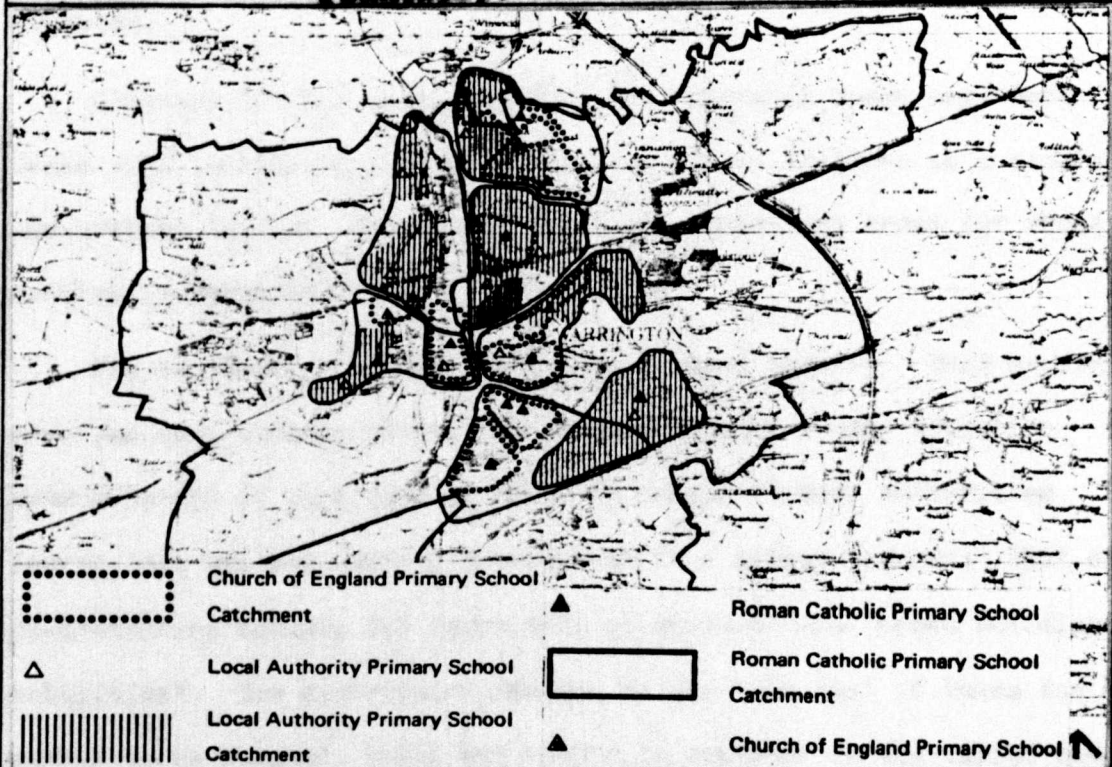
- (a) Administrative and political boundaries, and
- (b) Strong physical barriers such as railway lines.

The effects of the factors identified above can be best presented by quoting the conclusion reached by a survey mounted by the Planning Consultants for the preparation of the Draft Master Plan for Warrington New Town. The aim of this survey was to find out the actual catchment areas of each primary school within the Borough and to compare them with the official primary school catchment areas (figures 3.26, 3.27). The actual boundaries were derived from plotting the home addresses of children attending three Anglican schools, two County schools and a further seven Roman Catholic schools.

Their comparative analysis enabled them to come to some conclusions about the Pre-Designation school system as follows:-



FIGURE(3.26): Official and Actual School Catchment Areas, Warrington New Town Draft Master Plan, 1969.



FIGURE(3.27): School Catchment Areas, Warrington New Town Draft Master Plan, 1969.

- (a) Given the exercising of parental choice, it was evident that at least 25.0 per cent of primary school children could be expected to cross the official catchment boundaries and many more to exceed the recognised quarter of a mile walking limit;
- (b) Major roads and railway lines did not constitute absolute barriers and often were perceived as a link between residential areas;
- (c) The main physical barriers were large tracts of non-residential land separating residential areas.

3.5.1.1.3 Problem (C): Expansion of Primary Schools

Due to the fact that up to 1966 the population of Warrington County Borough was declining, no new school was built in the area for new population (at least for ten years before Designation). The new schools that were built during this period were replacements for obsolete premises.

Contrary to this case, the two Rural District zones were both faced with increasing numbers of primary school children as a result of immigration levels. Both these zones were dormitory areas for those working in Merseyside and South Lancashire.

The two Rural District zones had a common problem. This problem area was most clearly identified by the Cheshire County Education Authority and it is a problem which is common to most authorities facing fast private housing development in a market economy: that of co-ordination between the 'provision of schools' and 'house building activities'. The discrepancy was due to the time that it takes for a school to be planned, built and opened in contrast to the varied rate of building by developers of private housing estates. In the words of Cheshire County Education Authority, the problem was⁴⁵:-

'In this time between the planning and approval of a project and

its erection the private estate developer may have a 'boom' period, the houses erected may attract couples with large or expanding families, or mortgages may prove difficult to obtain, or loan sanction for public building slow to get - and the housing programme in consequence slows down. All these have a very significant effect on school places in a given area, nevertheless the plain fact is that in most years insufficient schools to meet all Cheshire's needs have been approved by the Government for major programmes. In consequence most of the minor work resources have had to be spent on providing the readiest form of additional supplementary accommodation - mobile classrooms'.

Given these school population increases and the claim by the Authorities⁴⁶ that they had not always obtained a new school for the particular building programme year, the problem had to be met by the provision of additional classrooms, using permanent or temporary construction, under the annual allocation made by the DES in its 'minor' building works programme. Moreover, because of necessary restrictions in the funding allocations temporary classrooms could not always be provided in some instances and other means (such as the renting of other non school buildings) and other expedients had to be adopted.

The main criticism of the approach of the two LEAs in dealing with the Pre-Designation expansion of primary education provision was their piecemeal approach (although it was mainly due to the uncertain nature of housing developments in these areas). With hindsight it can be said that the inclusion of these areas as part of the Designated Area of Warrington New Town brought forward an opportunity to regulate all the developments within these areas.

3.5.1.2 The Secondary Education Structure

The major secondary education issues during the Pre-Designation period were secondary school re-organisation on Comprehensive lines and the prospects of raising the school leaving age from 15 to 16. The implications of these two policy issues lead to the remodelling and expansion of the existing secondary schools and to due consideration

being given to these two issues in regard to new secondary school designs. Also in response to the new housing developments in the two Rural District zones, new schools were either proposed or built in these areas during the period under review.

As with the case of primary education, the three LEA zones of the Designated Area had different and varied secondary school structures and secondary education policies and hence were faced with different sets of problems.

In 1966, the majority of the secondary schools in the Designated Area were located in Warrington County Borough (figure 3.28).

3.5.1.2.1 Problem (D): Improvement/Replacement of the Secondary Schools

This problem only affected the secondary schools in the former County Borough area. In this area, of the total of nine such schools, six were County schools and the rest were Church schools. Four of the nine schools existed before the preparation of the Development Plan for Education for the Borough in 1948. This Plan proposed that five of the then existing secondary schools should be discontinued, i.e. three Technical and two Modern schools. The five other schools built by 1966 were all proposed initially in this Development Plan - in addition to some alterations and improvements to the four remaining original schools.

Three constraints upon such activities as improvement/replacement of secondary schools in the County Borough area can be identified, as follows:-

- (a) The coincidence of improvement/replacement plans with the discussions about the reorganisation of secondary schools which had such effect as extending the implementation processes.
- (b) The inflexibility of the town plan as well as the rigidity inherent in the design of the schools.

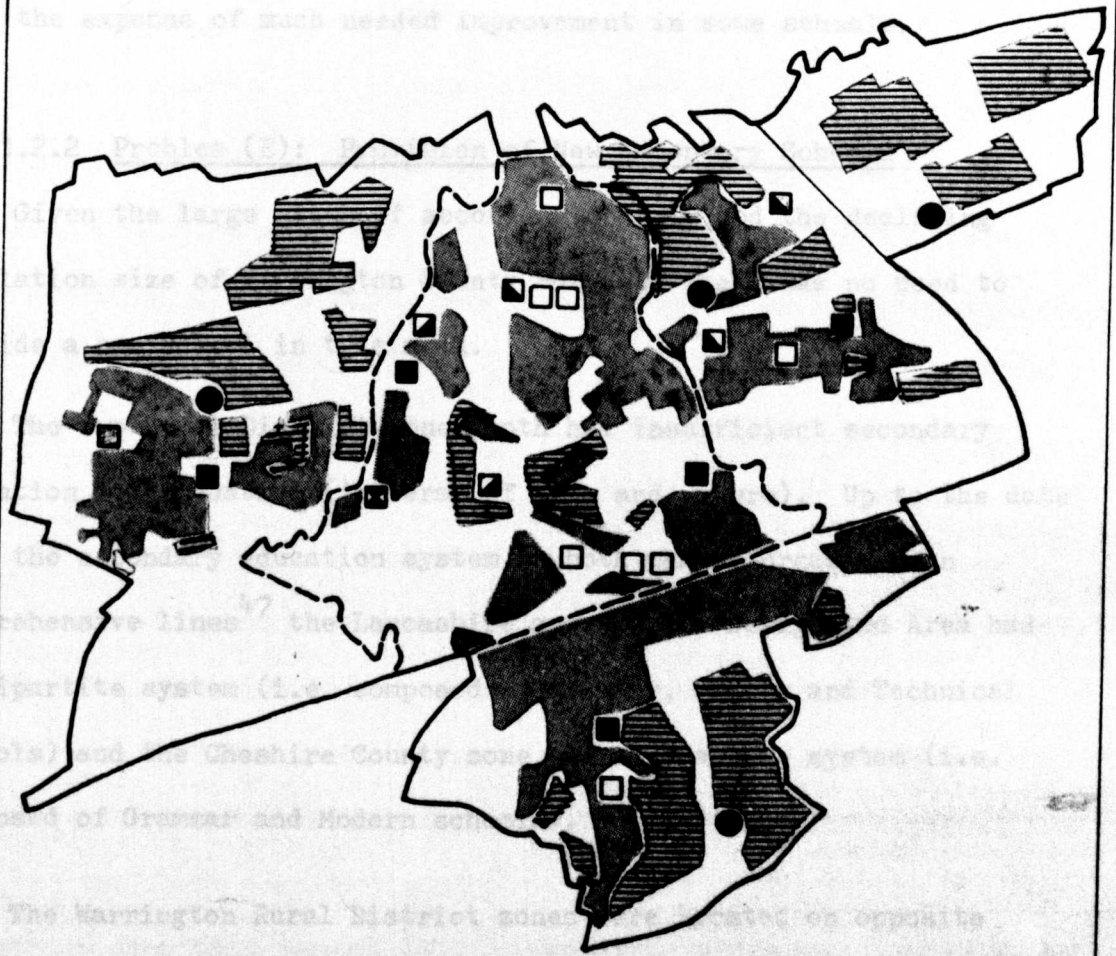


FIGURE (3.28) : Location of Pre-Designation and Proposed (by Draft Master Plan) Secondary Schools in Relation to the Location of Residential Areas.

- EXISTING SECONDARY SCHOOLS AT DESIGNATION
- PROPOSED EXTENSION TO EXISTING SCHOOLS AT DESIGNATION
- ⊗ SCHOOLS PROPOSED BEFORE DESIGNATION TO BE REBUILT ON SAME SITE
- ▣ EXISTING, AT DESIGNATION COLLEGES OF FURTHER EDUCATION
- ▤ PROPOSED COLLEGES OF FURTHER EDUCATION
- THE PROPOSED FIRST SCHOOL TO BE BUILT IN WARRINGTON
- PROPOSED NEW SCHOOLS BY DRAFT MASTER PLAN
- ▨ ACTUAL RESIDENTIAL AREAS AT DESIGNATION
- ▩ PROPOSED RESIDENTIAL AREAS AT 1991 BY DRAFT MASTER PLAN

- (c) The low national priority ranking of improvement/replacement during this period and as a result the lack of enough capital resources for such activities.
- (d) The provision of 'basic needs' out of current resources was at the expense of much needed improvement in some schools.

3.5.1.2.2 Problem (E): Provision of New Secondary Schools

Given the large stock of secondary schools and the declining population size of Warrington County Borough, there was no need to provide a new school in this area.

The two Rural District zones both had insufficient secondary education accommodation (in terms of size and nature). Up to the date that the secondary education system in both was re-organised on Comprehensive lines⁴⁷ the Lancashire zone of the Designated Area had a tripartite system (i.e. composed of Grammar, Modern and Technical schools) and the Cheshire County zone had a bipartite system (i.e. composed of Grammar and Modern schools).

(a) The Warrington Rural District zones were located on opposite sides of Warrington County Borough and thus were not able to share facilities. By 1951 at the time of the preparation of the Education Development Plan for Lancashire County, there was no 'Modern school' to serve these zones and the secondary school population attended other schools in other parts of the Division (i.e. outside Warrington Rural District parts of the Designated Area). At the same time, before the re-organisation of the all-age schools, four primary schools were accepting some Secondary Modern pupils.⁴⁸ Thus in the absence of any purpose-built secondary school in these areas, and in the light of the increasing need within the area for secondary school accommodation, the Development Plan for Education proposed two Modern schools, one to serve

Penketh and Great Sankey and the other in Padgate. The new Secondary Modern school for Penketh and Great Sankey (2 forms of entry) was partly built at the outbreak of War and was occupied later. There were no proposals for Technical and Grammar schools within the area and the children were supposed to go to the neighbouring divisions in Lancashire County or to schools in Warrington County Borough.⁴⁹

The 1956 Development Plan for Lancashire County, prepared in accordance with the requirements of the 1947 Town and Country Planning Act, estimated that the population of the areas of Penketh and Padgate would increase by more than 8900, due to (i) planned population movement from Warrington County Borough, (ii) voluntary migration, and (iii) natural growth (by the end of the first twenty years of the plan period). The development period was to be divided into two phases of 5 years and 15 years. For Penketh the first phase included a secondary school which was built before Warrington New Town Designation. The second phase included another secondary school which later became the first secondary school proposed by the Warrington New Town Draft Master Plan and the first secondary school to be built in Warrington New Town Designated Area as a purpose-built Comprehensive school. In relation to the then current Central Government policy priorities of (i) basic needs, (ii) secondary school re-organisation, and (iii) the raising of the school leaving age, the situation in Warrington Rural District zones of the Designated Area was considered by the Education Authority to require an interrelated, comprehensive solution in order to respond to such a rank order.

(b) During the Pre-Designation period the Runcorn Rural District zone was served by only one Modern school. Until a Grammar school was built in this zone (in 1969) eligible children attended either the County Borough's Grammar schools or the other Grammar schools in

the neighbouring areas.

To sum up, it can be said that for the Warrington Rural District zone, the coincidence of secondary education re-organisation with the need to provide new secondary school places facilitated the activities of the LEA in that a comprehensive approach was adopted from the beginning. But in the Runcorn Rural District zone, due to the inconclusiveness of the issues surrounding secondary education re-organisation during the period under review, a piecemeal approach was adopted towards the provision of necessary secondary school places.

3.5.1.2.3 Problem (F): Re-organisation of Secondary Schools

As the Designated Area was divided between three LEA areas and given the politically sensitive nature of secondary education re-organisation, there were three different sets of secondary education re-organisation policies within the whole area. These differences stemmed mainly from the political viewpoint of the three respective Councils.

Lancashire County Council had adopted a comprehensive system of secondary education long before the introduction of DES circular 10/65 by the Labour Government of the day. Warrington County Borough Council started more serious discussions when this circular was introduced - while Cheshire County Council seemed to be only stimulated by the circular to start considering the re-organisation of their secondary schools.

(a) In accordance with Circular 10/65, in 1966 a Working Party consisting of members of the School Management Committee of the Education Committee of Warrington County Borough and representative of the Teachers' Organisation was appointed by the Education Committee, with the aim of preparing a draft plan for re-organisation. The Working Party proposed a long-term scheme for a system of purpose built 'all-

through⁵⁰ Comprehensive schools for 11-18 year olds, but believed that for the short-term the adoption of an 11-18 'all-through' system would be impracticable because of the enormous financial resources required for such a plan. So for the short-term, the Working Party proposed a two-tier system in order to make use of the large existing stock of secondary school accommodation. Both, short and long term plans were constrained by such factors as:-

- (i) The siting of the existing schools;
- (ii) The character of the existing schools (such as being County or Church schools or being single or mixed sex schools);
- (iii) The size of the existing schools: the physical inflexibility of the existing stock, itself brought about by the land use characteristics of Warrington County Borough; and
- (iv) The rate at which pupils would stay on after reaching school leaving age.

Another difference between the Working Party's short-term and long-term proposals was the issue of optimum size of Comprehensive schools. For the long-term scheme of purpose-built schools with an age-range of 11-18, the plan proposed 8-form entry schools each to provide for 1200-1500 pupils. The Working Party estimated that four of these would only be needed in the long-term and their location was to be determined gradually in accordance with housing developments. For the short-term, the Working Party's proposals for a two-tier scheme involved establishing (i) Junior Comprehensive mixed schools for pupils within the age-range of 11-14, in the existing premises of the three of the Borough's Modern schools⁵¹ (each ultimately to accommodate 900 pupils) and (ii) for the age-range of 14-18, to be established in all the three Grammar and Technical schools of the Borough.⁵²

The broad aim of the Working Party, i.e. to re-organise secondary

education on the basis of large Comprehensive schools to cater properly for the whole range of abilities to produce a viable sixth-form, conflicted with the existing stock of secondary schools. In the late 1960's, they were all 2-3 form entry schools, situated in separate locations and not able to accommodate an 'all-through' Comprehensive school of adequate size. So the Working Party concluded that 'not only is a system of 'all-through' Comprehensive schools unachievable at present, it cannot be envisaged as anything but a hope for a rather distant future, since it could only be achieved by discarding some existing serviceable buildings, modifying others extensively, and in addition providing entirely new premises'.⁵³

Even, with the adoption of a two-tier, two-stage programme, some further problems remained. In the short-term plan, although the lower-tier could be co-educational, the upper-tier schools had to be a mixture of a co-educational and single sex schools (one could be mixed and the other two single sex). This inflexibility of the urban structure of the Borough not only posed problems for the re-organisation of secondary schools, but also was a major problem area for the expansion of Warrington as a New Town.

(b) The Lancashire County Education Authority's policy was first to extend the existing secondary schools (up to the new standards and up to basic need) and then to re-organise the system. This was where the two questions of provision of new secondary places and the re-organisation of Secondary education became intermingled. The method adopted for re-organisation was to devise a 'short' and a 'long-term plan and in the long-term plan to take into account the future developments in each area. The responsibility for the provision of schemes for secondary school re-organisation was left with each of its Divisional Executives.

In Lancashire the process of re-organisation started in 1956 when its first area was re-organised (Kirkby) and continued in 1959 when the County Education Committee appointed a Special Sub-Committee to consider the organisation of secondary education in the Administrative County.

In general terms, the aim of Lancashire County Council was to introduce secondary school Comprehensivisation school by school. Divisional Executives were asked to make proposals for the long and short terms as a step towards this aim. Long-term proposals were to embrace each of the Lancashire Divisions, to include detailed proposals for three years with detailed proposals for each school and estimates of costs and details of building needs resulting from the raising of the school leaving age.

In 1966, the Divisional Executive for Warrington Rural District (Division 17 of Lancashire County) submitted their scheme of secondary school re-organisation to the Special Sub-Committee. They proposed the adoption of a short-term non-selective intake for the existing secondary schools from 1966/67. It was then estimated that additional secondary schools would be built in the area by 1971 and until then the scheme suggested the concentration of sixth-form work in a neighbouring area, i.e. Newton-le-Willows. For the long-term, i.e. after 1971, it was proposed that all schools should be 11-18 'all-through' schools. Recognising that their proposals would place great pressure upon the existing schools they were accordingly accompanied by proposals for the extension of these schools.

Yet these proposals were formulated without any forecast being made of the long-term needs in the Division. The Special Sub-Committee realised that the future possible distribution of children throughout the Division was beyond the discretion and capacity of the Divisional Education Officer to control. Hence the Sub-Committee authorised the

Lancashire County Chief Education Officer to reconsider the long-term needs of the Division and in the light of any conclusion reached to submit further recommendations. In fact, in this Division the pupil population was increasing for two reasons:-

- (i) The expected greater number of primary school children transferring to secondary schools by 1971; and
- (ii) New house buildings in some parts of the Division.

In May, 1966, the Sub-Committee rejected the short-term proposals on the grounds that:-

- (i) Achieving a self-contained Comprehensive system for the area, although reasonable for the long-term, would be at the expense of leaving some vacant places in neighbouring schools. The schools which were then being fed by Warrington Rural District's growth in secondary school population; and
- (ii) The small size of the secondary schools in Warrington Rural District area would also prevent the achievement of a viable Comprehensive secondary school system.

Accordingly, the Special Sub-Committee made the following recommendations:-

- (i) Since Major Building Programmes would be needed in this Division to meet rising numbers, the re-organisation should begin when each school achieved a minimum size, e.g. 4 to 5 forms of entry in schools with an age-range of 11-16;
- (ii) Since (i) would not happen in the Division for each school at the same time, the Divisional Executive would consider the re-organisation in some parts of the Division before it could be introduced everywhere.

In the meantime the deferment of capital expenditure and its impact upon the education service was announced through the DES circular 12/65.

Accordingly, the DES omitted a large proportion of Lancashire County Council's school proposals from its Major Building Programme 1968/69. Included amongst the cuts was the extension of Penketh and Great Sankey secondary school in Warrington Rural District zone, the extension of which was in fact a pre-condition for the re-organisation of the school.

A deputation was sent to the DES to discuss the Major Building Allocations of the County for 1967/68 as well as to clarify the County's education position.

In response the Secretary of State for Education refused to change the Authority's allocation. But he gave the LEA the option of discussions with him if the Authority wished to substitute the schools they considered urgent for others in the programme. The LEA then decided to put the Penketh/Great Sankey school back into the Major Building Programme but to defer it for one year.

In 1967, the Divisional Executive re-submitted their plan for the secondary school re-organisation for this area. This included some changes to the long-term proposals and the revision of the short-term proposals. The long-term plan for Penketh/Great Sankey area anticipated an intake of 14/15 forms of entry by 1981, i.e. two 11-18 'all-through' Comprehensive schools. For the Woolston area, the plan expected 17/18 forms of entry intake by 1981, i.e. again, two 11-18 'all-through' Comprehensive schools.

For the short-term, in accordance with the Special Sub-Committee's suggestions made in 1966, the respective Divisional Executive recommended the adoption of a 11-16 secondary school system from 1968 with the export of pupils to the neighbouring area's schools. Later, the Special Sub-Committee, considered this proposal and recommended that the plan be implemented as planned and the date of implementation be decided by Lancashire County Education Authority. But the Divisional Executive

realised that this decision and the probable delay in approving it by the County Education Authority would create some uncertainty in the minds of parents and children. Thus, the Divisional Executive recommended a final date of implementation for the scheme: Penketh and Great Sankey extension to 6 forms of entry would be implemented by 1971 and Woolston school to be extended to 5 forms of entry by 1972. The Special Sub-Committee approved the dates for Penketh/Great Sankey and deferred the dates for Woolston school for further consideration.

In 1968, the Government decided to defer the raising of the school leaving age from 15 to 16 for two years, i.e. to be introduced in the school year 1972/73. Accordingly the Special Building Programmes for that purpose were withdrawn. Also, the authorities were asked to review their Building Programmes. This deferment was especially serious for those authorities, such as Lancashire, whose plans for secondary re-organisation were closely linked with their arrangements for raising the school leaving age and who had already introduced a Comprehensive pattern or were committed to do so.

But, the Penketh/Great Sankey project was kept in the programme mainly because of the housing developments in the area to be served by this school. In this way, it would satisfy the 'basic need' requirements rather than those caused by the raising of the school leaving age. In June 1968, dates for this secondary school were agreed by the Lancashire County Education Committee to be as follows: extension from a size of 2 forms of entry to 6 forms of entry, the first instalment of which to be in 1968/69 Building Programme. This project was actually started in 1969 and was completed, as planned, in June, 1971.

For the Woolston Project, on the grounds that it was then anticipated that there would be need for extra buildings, the Special Sub-Committee suggested that until building projects were completed the re-organisation

should not be started and hence a decision on the dates was deferred until the projects were programmed. The inclusion of this school in the County's Building Programme was not approved until the 1970/71 Starts Programme (the school was actually started in June, 1971 and was finished in 1973).

3.5.2 The Draft Master Plan's Educational Proposals compared to the Outline Plan's Educational Proposals

After the formation of the Warrington New Town Development Corporation Board in 1969, and the appointment of its officers in 1970, due to the overall contextual changes previously described there was a need and an opportunity to review and revise the Draft Master Plan's proposals, including educational facilities proposals. Apart from these changes, there were two other factors which contributed to this revision. These were:-

- (a) Changing trends in education; and
- (b) Extensive consultation between the Development Corporation and the three LEAs and also between the three LEAs themselves. During the preparation of the Draft Master Plan, discussion between the three LEAs on the organisation of secondary education within the Designated Area of Warrington was at an early stage and, other than assuming some form of Comprehensive system, the Planning Consultants could not go into detail on education policy for the Designated Area as a whole.

In order to be more precise, the need for the revision of educational facilities proposals can be grouped into two categories:-

- (a) Changing demographic trends, actual and forecast the revised population projections by the Development Corporation tended to be lower than those put forward by the Planning Consultants due to the following reasons:-

- (i) The adoption of a '15' as against a '10' year intake period,
 - (ii) The changed context of immigration to the New Town from 'overspill' to 'voluntary' would imply changes in the underlying assumptions for population projections, and
 - (iii) The Registrar General's predicted lower rates of natural increase.
- (b) Changing educational policy assumptions: changing trends in education at both national and local level since the Draft Master Plan preparation. These changes can be grouped into two streams, as follows:-
- (i) The Draft Master Plan had based its educational assumptions on the Plowden Report's proposals and had assumed their date of implementation to be 1976.⁵⁴ Up until the preparation of the Outline Plan, 1972, Central Government had made no comments about these proposals. Accordingly, the Development Corporation judged the immediate implementation of the Report's proposals to be unlikely. Also, at the local level, the three LEAs were not in favour of the Report's proposals, especially the change in transfer age from primary to secondary level.
 - (ii) The actual trends during the period between Draft Master Plan and Outline Plan preparation suggested that the tendency was towards greater numbers of secondary school pupils wishing to stay on at school after compulsory school age.

In the light of these changing circumstances, and because of the constraints impinging upon educational facilities planning within the Designated Area as a result of the division of the area into the jurisdiction of the different LEAs, the Development Corporation realised there was a need for closer co-operation between the authorities involved in matters concerning education in Warrington New Town.

To this end a joint Working Party on Education in Warrington New Town was first convened in October, 1970 to advise on policy statements for the draft Outline Plan and to evolve longer term policies for the various aspects of education. The form and nature of this decision-making machinery will be explored in more detail in the forthcoming sub-section of this Section.

Broadly speaking the Development Corporation's role, in respect of educational facilities planning activities, can be seen as mediation rather than direct action and to reconcile the contradictions created by the very nature of Warrington New Town development, i.e. the designation of a New Town on the basis of a large existing urban settlement, the division of the area into three LEA areas and the superimposition of a Development Corporation on an existing Local Authority administration.

In order to arrive at a revised total population projection to estimate the educational requirements of the New Town, the Development Corporation used the Planning Consultant's approach while giving due consideration to the relevant revision of the assumptions of the Draft Master Plan (Table 3.19). The outcome can be seen in Table (3.20).

TABLE (3.19): CHANGED PRIMARY EDUCATION ASSUMPTIONS FROM DRAFT MASTER PLAN TO OUTLINE PLAN[†]

Assumption Year	Age-range		Class size		Children per form of entry		Acres per Form of entry	
	DMP	OP	DMP	OP	DMP	OP*	DMP	OP
1971	5-11	5-11	38	40	266	280	3.25	3.25
1976	6-12	5-11	36	40	252	280	3.24	3.25
1981	6-12	5-11	32	40	224	280	3.25	3.25
1991	6-12	5-11	30	40	210	280	3.25	3.25

Original sources: DMP, 1969; OP, 1972.

Notes: *Pending a change in DES' Building Regulation.

†The Location Criteria remained the same.

DMP = Draft Master Plan, OP = Outline Plan

TABLE (3.20): CHANGES IN THE TOTAL POPULATIONS PROJECTIONS AND THE RESULTING SCHOOL-AGE POPULATION PROJECTIONS OF THE OUTLINE PLAN

Popul- ation. Year	% change in total popula- tion project- ion.	School age population projection		School age population projection as % of total populat- ion		% change in school age population projection, DMP to OP
		DMP	OP	DMP	OP	
1966	-	18,100	-	25.0	-	-
1971	+1.2*	22,000	22,126	16.9	17.2	+0.6
1976	-7.2	28,000	29,311	19.3	18.9	+4.7
1981	-11.1	36,800	34,320	21.8	18.3	-6.7
1986	-3.8	-	39,182	-	19.8	-
1991	-3.6	41,500	40,542	20.6	19.4	-2.3

Original sources: DMP, 1969; OP, 1972.

Notes: *Actual figure; DMP = Draft Master Plan

OP = Outline Plan

The three factors that were then responsible for the changes in primary education proposals can be identified as follows:-

- (a) The underlying educational assumptions,
- (b) The population projections, and
- (c) The actual changes in pupil population numbers and primary education accommodation during the period 1966-71 (due to the process of residential developments during this period as well as to the implementation of the three LEAs' previous plans and programmes).

The changes in primary education proposals which resulted from these factors can themselves be summarised as follows:-

- (a) Proportionately fewer, but, larger primary schools were proposed mainly as a result of change in the class size assumptions; and
- (b) Proportionately fewer places were proposed as a result of the change in the assumption regarding transfer age from primary to secondary school.

Table (3.21) shows that these changes in some cases contributed to

relatively drastic changes in the estimates for the overall demand for new primary school places. Also as can be seen from Table (3.22) these changes were reflected in the estimates for the individual Districts of Warrington New Town.

**TABLE (3.21): CHANGES IN THE ESTIMATED DEMANDS FOR PRIMARY SCHOOLS,
DRAFT MASTER PLAN TO OUTLINE PLAN**

Variable \ Year		1966	1971	1976	1981	1986	1991
Number of children needing primary education	DMP*	12,100	15,600	19,700	25,400	n.a.	27,100
	OP**	-	14,874	16,669	17,769	22,662	20,691
	% change	-	-4.7	-15.4	-30.1	-	-23.7
Number of primary school children as a proportion of total population	DMP	9.9	12.2	12.7	13.6	n.a.	12.9
	OP	-	11.4	11.5	10.7	11.5	10.2
	% change	-	-0.8	-1.2	-2.9	-	-2.7
New Form of Entries required	DMP	-	8	29	65	n.a.	87
	OP	-	2	6	16	35	34
	% change	-	-75.0	-79.3	-75.4	-	-60.9
New primary school land-use requirements	DMP	-	10.5	38.0	85.4	n.a.	114.5
	OP	-	2.6	7.8	22.8	45.5	44.2
	% change	-	-75.2	-79.5	-73.3	-	-61.4
Primary school areas as a proportion of total primary and secondary school area	DMP	-	100.0	76.0	69.8	n.a.	64.2
	OP	-	100.0	24.5	29.2	44.1	38.8
	% change	-	-	-51.5	-40.6	-	-25.4

Original sources: DMP, 1969; Outline Plan, Technical Paper for Education, 1971

Notes: * For the age-range of 5-11, ** refer to Table (3.19) for the Plan's assumed age ranges.

DMP = Draft Master Plan, OP = Outline Plan

3.5.2.1 Primary Education Proposals

As can be seen from Tables (3.19), (3.20) and (3.21), the Draft Master Plan's proposals for primary education were changed considerably.

TABLE (3.22): CHANGING DISTRICT REQUIREMENTS, PRIMARY EDUCATION FROM
DRAFT MASTER PLAN TO OUTLINE PLAN

New Form Entries required	Bridgewater	Padgate	Birchwood	Westbrook	WCB
DMP *	17	14	14	23	19
OP	9	5	10	13	-
% change	-47.1	64.3	-28.6	-43.5	100.0

Original sources : DMP, 1969; OP, 1971, Technical Paper for Education

Notes : * Additional and Extension to existing.

DMP = Draft Master Plan, OP = Outline Plan,

n.a. = not available, WCB = Warrington County Borough,

FE = Form of entry.

3.5.2.2 Secondary Education Proposals

In the Draft Master Plan, primary education proposals had been given more importance, as well as more space. In the Outline Plan preparation period the mood was reversed for the decision-makers were of the view that primary education planning and provision within the Designated Area presented no real problem, while secondary education planning was considered to be much more complex.⁵⁵

There were some policy changes from previous plans which affected the educational proposals in the Outline Plan. These policy areas can be categorised into four.

The first was in relation to the Draft Master Plan's assumptions which were borrowed from the Plowden Report. The adoption of some of the Report's suggestions by the Plan had in fact affected the Plan's secondary education proposals as well as primary education proposals, e.g. changing the age at which pupils transferred from primary to secondary schools.

The second changed policy area, was in relation to the raising of

the school leaving age. By the time of the preparation of the Outline Plan in 1971, the Government had decided to defer this change and to introduce it in 1972/73 instead of 1971/72.

The third policy area was in relation to the proportion of pupils staying on at school after compulsory school age. The Draft Master Plan had predicted that this proportion would remain constant during the period 1966 to 1976 (at a rate of 18.5 per cent of the total of 15-18 year olds) and after that, due to the changes in the secondary education system (e.g. Comprehensivisation) this rate was expected to rise (Table 3.23). In fact the actual trend in Warrington County Borough in the late 1960's was very low. The Draft Master Plan's assumptions about the rate of pupils staying on at school after compulsory school age was to an extent based upon Pre-Designation trends. After considering the actual trend during the period 1966 to 1971, the Outline Plan estimated that a higher proportion of pupils would stay on at school after reaching the statutory leaving age (Table 3.23). The Outline Plan's figures were derived for each age within the 15-18 age-range by considering two factors:-

- (a) Local trends which showed an upward change during the period 1966-1971 (i.e. the actual lapse of time between Draft Master Plan preparation period and Outline Plan preparation); and
- (b) The (then) current DES publications about the trends all over the country.

TABLE (3.23) CHANGED ASSUMPTIONS CONCERNING THE PROPORTION OF SECONDARY SCHOOL CHILDREN STAYING ON AT SCHOOL AFTER COMPULSORY SCHOOL LEAVING AGE, DRAFT MASTER PLAN TO OUTLINE PLAN

	1966	1971	1976	1981	1986	1991
DMP	18.5% of 15-18	18.5% of 15-18	18.5% of 15-18	22.0% of 16-18	n.a.	24.0% of 16-18
OP	-	-	24.0% of 16-18	25.0% of 16-18	30.0% of 16-18	33.0% of 16-18

Original sources: DMP, 1969, OP, Technical Paper for Education, 1971.

Notes: DMP = Draft Master Plan; OP = Outline Plan;
n.a. = not available.

The last policy area was in relation to the re-organisation of secondary education on Comprehensive lines. The Draft Master Plan could not be precise about the organisation of secondary education throughout the Designated Area, mainly due to the two factors of:-

- (a) The lack of extensive consultation with the three LEAs, and
- (b) The fact that at the time of preparation of the Draft Master Plan, the DES circular 10/65 in relation to Comprehensive re-organisation was freshly published and none of the three LEAs had actually reached a policy decision about the re-organisation of their secondary school stock.

The Draft Master Plan had accordingly assumed that some form of Comprehensive system would eventually be adopted, but perhaps not the same system for the whole of the Designated Area. The Outline Plan could be more precise as a result of factors such as:-

- (a) Extensive consultation with the three LEAs;
- (b) The progress of Comprehensive re-organisation in some parts of the Designated Area during the period 1966 to 1971;
- (c) The existence of a pool of information concerning the experience of the two County Education Authorities with their other New Towns (i.e. Skelmersdale in Lancashire and Runcorn in Cheshire); and
- (d) A lesser degree of uncertainty, in 1971, about the effects of Local Government Re-organisation upon the Designated Area of Warrington New Town.

The other underlying assumptions adopted by the Draft Master Plan for planning and forecasting secondary education requirements were also revised. These are summarised in Table (3.24).

The Draft Master Plan's estimates, were that the secondary school population would rise steadily during the plan period (with a fall in the rate of increase after 1981). The Outline Plan, while keeping this

trend in their proposals, estimated lower rates of increase during each period in the secondary school population (Table 3.25).

TABLE (3.24): CHANGED SECONDARY EDUCATION ASSUMPTIONS: DRAFT MASTER PLAN, 1969 TO OUTLINE PLAN, 1972

	Draft Master Plan	Outline Plan
Pupils per form of entry (throughout plan period)	140	150
Secondary education organisation	Some form of Comprehensive system in the long term but not one system for the whole Designated Area (large schools)	An unselective system of an average size of 6FE for 11-16 age-range (after 1972) and 11-15 (before 1972)
Area per form of entry (Ha)	1.19 - 1.20	1.20
Total population size sharing each school	18-20,000 for 12 forms of entry	2,500 for 1-form of entry
Size of sixth form colleges	No specific proposal	One or two colleges for an average size of 750 pupils

TABLE (3.25): PERCENTAGE CHANGE IN THE ESTIMATED SECONDARY EDUCATION REQUIREMENTS: DRAFT MASTER PLAN TO OUTLINE PLAN

	DMP			OP		
	% change in secondary sch. population	% change in the proportion of sec. sch. pop. to total	% change in FE required	% change in secondary sch. population	% change in the proportion of sec. sch. pop. to total	% change in FE required
1966-1971	6.7	-7.4	-	-	-	-
1971-1976	29.7	-12.0	100.0	20.2	55.4	100.0
1976-1981	37.4	36.6	210.0	25.6	13.8	130.0
1981-1991	26.3	13.1	71.0	16.8	-	26.1

Original sources: DMP, 1969; OP, Technical Paper for Education, 1971,

Notes: DMP = Draft Master Plan; OP = Outline Plan;

FE = Form of Entry

It can be seen that, as with primary education assumptions, the underlying assumptions of the Draft Master Plan for estimating secondary education requirements had to be reconsidered by the Outline Plan. Comparing the primary and secondary education assumptions, it must be borne in mind that secondary education assumptions were more policy related than those of the primary sector, and that the Planners were faced with more uncertainties about these policies at the time of Draft Master Plan preparation than at Outline Plan preparation.

The changed assumptions in addition to the revised (i.e. lower) total population projections of the Draft Master Plan provided a basis for the Outline Plan's revised estimates of secondary education requirements (Table 3.26).

TABLE (3.26): CHANGED ESTIMATED DEMAND FOR ADDITIONAL SECONDARY EDUCATION REQUIREMENTS, FROM DRAFT MASTER PLAN TO OUTLINE PLAN

Variable \ Year		1966	1971	1976	1981	1986	1991
Number of children needing secondary education	DMP	6,000*	6,400	8,300	11,400	n.a.	14,400
	OP	-	8,990*	10,809	13,570	14,100	15,576
	% change	-	40.5	30.2	19.1	-	8.2
Number of secondary school pupils as a proportion of total population	DMP	5.4*	5.0	4.4	6.1	n.a.	6.9
	OP	-	5.6*	8.7	9.9	9.2	9.9
	% change	-	0.6	4.3	3.8	-	3.0
New secondary education form of entries required	DMP	-	nil	10	31	n.a.	53
	OP	-	nil	20	46	48	58
	% change	-	-	100.0	48.4	-	9.4
New secondary school land-use requirements (Ha)	DMP	-	nil	12	37	n.a.	64
	OP	-	nil	24.0	55.2	57.6	69.6
	% change	-	-	100.0	49.2	-	8.8
Secondary school area as a % of total primary and secondary (Ha)	DMP	-	nil	24.0	30.2	n.a.	35.9
	OP	-	nil	75.5	70.8	55.9	61.2
	% change	-	-	51.5	40.6	-	25.3

Original sources: DMP, 1969; OP, Technical Paper for Education, 1971.

Notes: *Actual, n.a. = not available, DMP = Draft Master Plan, OP = Outline Plan

The Outline Plan's projections for primary school population numbers were lower than the Draft Master Plan's projections, but for secondary school population it predicted higher pupil numbers.

As was the case for primary education proposals, the changing secondary education assumptions and circumstances were reflected in the Outline Plan's assessments of educational need for each of the New Town's Districts (Table 3.27).

TABLE (3.27): CHANGING DISTRICT REQUIREMENTS BY 1991 (FOR NEW POPULATION), DRAFT MASTER PLAN TO OUTLINE PLAN

	Draft Master Plan		Outline Plan	
	New form entries required	Approx. secondary school age population	New form entries required*	New sixth form colleges required*
Bridgewater	11	1860	12	2
Padgate	13	1090	7	1
Birchwood	11	1970	13	2
Westbrook*	17	2580	16	3
Former Warrington County Borough	4	-	-	-

Original sources: Draft Master Plan, 1969; Outline Plan, Technical Paper for Education, 1971.

Notes: * Excluding school number (XIV) which was then under construction.

As a result of all these changed assumptions, not only were the estimates of secondary school form of entry changed but also there were some changes in the size of secondary schools and their catchment areas. The Outline Plan envisaged higher allocations of land per form of entry for secondary schools than the Draft Master Plan, while the Draft Master Plan had proposed the building of larger Comprehensive schools than the Outline Plan's more moderate proposals for 6-form entry secondary schools.

In regard to locational aspects, the Draft Master Plan proposed to locate secondary schools at the 'centre of gravity' and to link them to the Town Scale facilities such as libraries and art galleries and technical colleges. The Outline Plan put even more emphasis on the dual use of school facilities and suggested that, given the two factors of accessibility and dual use, the maximum concentration of secondary schools at District Centres should be two schools and each should be related to clearly defined and separate catchments. At the same time, the Outline Plan considered that the extensive site requirements of even two schools in one District Centre would make it difficult to, (a) ensure the integration of the school buildings with the District Centre, and, (b) ensure the accessibility of the schools to residential areas. Ultimately the Outline Plan concluded that these locational factors would require locating some schools at the District Centre and some in other locations, preferably on the common boundary of the two Districts.

To summarise, it can be said that the changed population projections and the changed policy assumptions resulted in the estimate in the Outline Plan that:-

- (a) More places would be required as a result of the revision of the transfer age assumptions;
- (b) More places per school would be required as a result of the changes in the form of entry size; and
- (c) A greater number of places would be required as a result of increased numbers staying on at school after compulsory age.

The main factors affecting the changing estimates for primary education requirements were the changed population projections of the New Town and the revised "population introduction" policies. On the other hand, the limitations placed upon the Draft Master Plan authors, i.e. private Planning Consultant as distinct from Local Authority or Development

Corporation officers, were responsible for the adoption in the Draft Master Plan of policy issues which affected the projections of primary education requirements and which were neither acceptable to the three LEAs nor, in the long term, to Central Government.

The main factors affecting the changing estimates for secondary education requirements were the removal of many of the uncertainties surrounding the Draft Master Plan's secondary education proposals. The reduction of these uncertainties was, to a large extent, due to the fact that for the purpose of Outline Plan preparation, a Working Party was established comprising officers from the Development Corporation and the three LEAs to clarify the secondary education issues.

3.5.3 The Establishment of Machinery for Educational Facilities Decision-Making

3.5.3.1 The Pre 1974 Period Arrangements

The need for the co-ordination of the educational plans and policies and programmes of the three LEAs in the light of Warrington New Town's voluntary growth context and the resulting compounding uncertainties within the New Town, necessitated the establishment of a joint Working Party. This Working Party comprised the three Directors of Education of the three LEAs, their Technical Officers and the Officers of the Development Corporation. In practice, the membership of this joint Working Party varied during their meetings, especially their three initial meetings which led to the revision of the policy on education for the Draft Outline Plan. This ad hoc joint Working Party, the establishment of which was not a statutory requirement, performed an advisory role on educational facilities plan making throughout the Designated Area of Warrington New Town during the period 1970/71 to 1974. The task of this joint Working Party was as follows:-

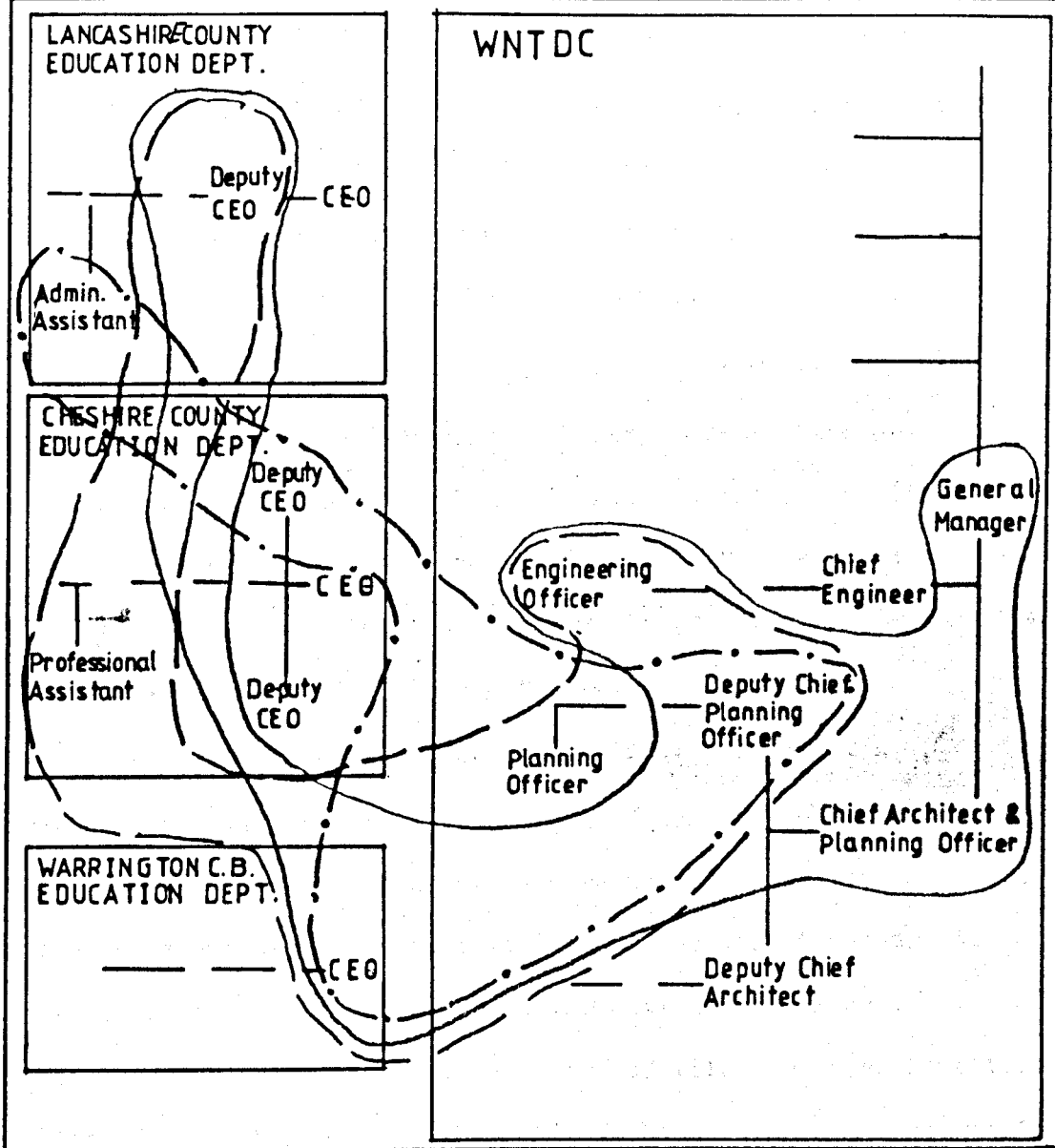
- (a) First, to devise policy statements for the Draft Outline Plan and the first five year programme, i.e. the short-term measures, and
- (b) Secondly, to evolve the longer-term policies for the various aspects of education in the New Town.

The proposals or policy decisions of this Working Party would then be considered first at each of the Education Departments of the three LEAs in conjunction with the proposals concerning the other parts of their area of responsibility as LEAs. It meant that the agreed plans, policies and programmes of the Working Party had then to pass through the normal procedures of decision-making within each Council, i.e. the determination of the final list of projects to be submitted to the DES would normally pass through two or three levels within the Council, i.e. the Education Sub-Committees, Education Committees and the full Council.

The pattern of participation in decision-making for education in Warrington which developed around the Working Party is illustrated in figure (3.29). Also, as can be seen from figure (3.30), the network of those involved in the educational facilities decision-making process at the joint Working Party level would eventually extend well beyond the confines of this Working Party to include the decision-taking bodies at both Local and Central level.

Considering the multiplicity of the decision-makers, each reflecting different sets of needs and pressures (according to their views and to their clients) it can be assumed that the process of decision-making for educational facilities in Warrington has been a complex process demanding co-ordination not just at local level (between the three LEAs and with the Development Corporation) and not just among public authorities, but also between public and private housing agencies and

FIGURE(3.29): Network Relations of Warrington New-Town Development Corporation for the Initial Planning of Educational Facilities in Warrington New Town, Pre-1974 Period.



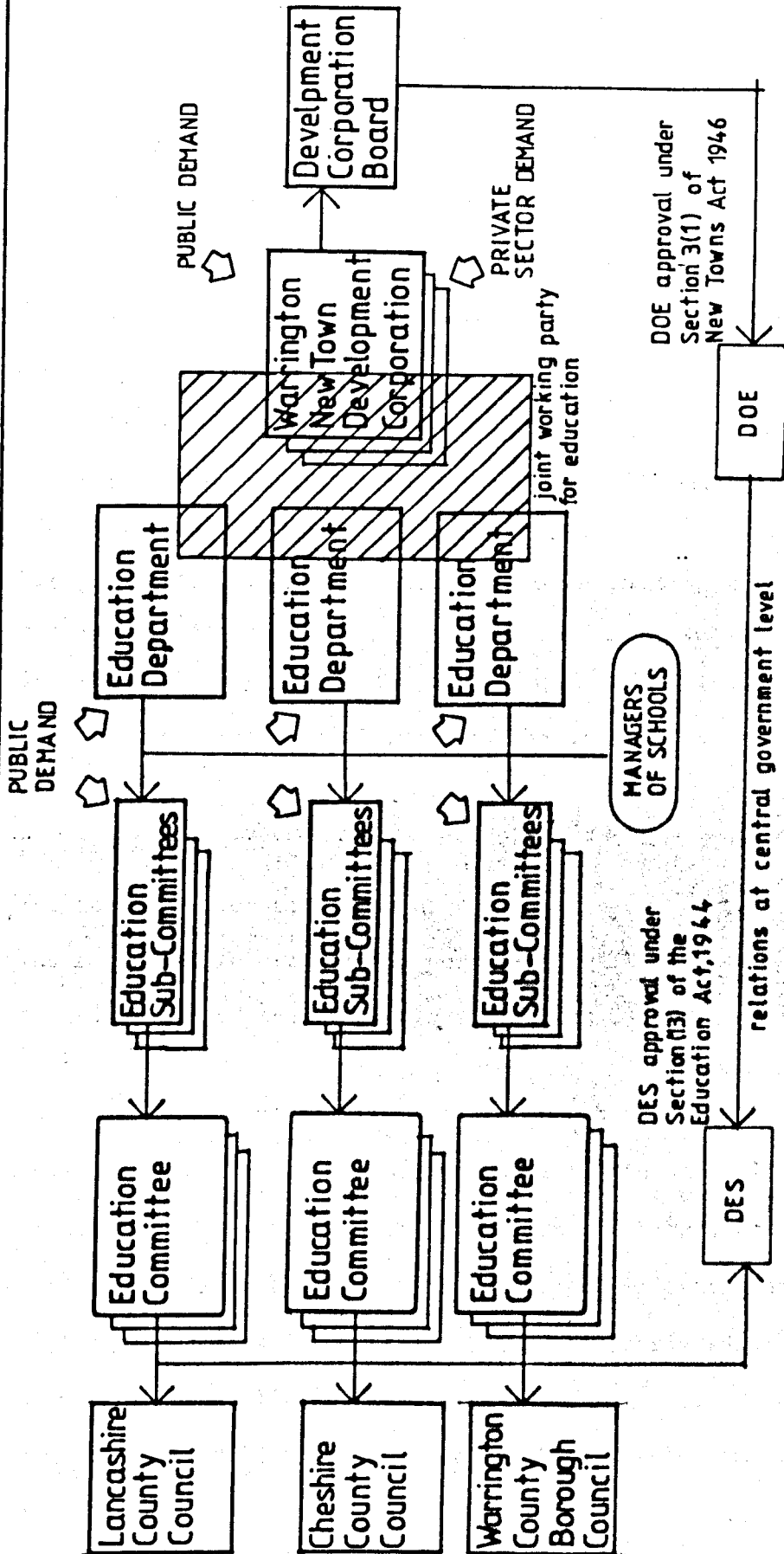
also at the Central level of Government. In terms of financing the education service and co-ordinating implementation with the development of the housing structure, the relationship and co-ordination of policies and programmes between the two Central Government Departments of the DES (controlling the education service) and the DoE (responsible for housing policy and overall New Town development) seems crucial for a New Town such as Warrington with a complex education system.

In what will follow, the intention is to explore the function of this Working Party as well as to identify the role of the officers involved in this decision-making process in relation to the major issues that were raised during their three initial meetings.

During the three major meetings of the joint Working Party, the Chief Education Officer of Warrington County Borough (the only Chief Education Officer of the three LEAs attending the three meetings) played a major role, reflecting the size and extent of the problems of his area. (The agenda for the first meeting was prepared by him in collaboration with the Development Corporation).

With the broad aim of reaching a coherent set of decisions on major educational issues for the whole Designated Area as an input to the Outline Plan, the first two meetings were mainly concentrated around the two major questions of 'secondary school organisation' and the 'dual-use of school facilities'. As the ultimate decision about the form of secondary school organisation rested with the three Education Committees of the three LEAs, what this Working Party could do was to interchange information between the member officers in order to agree on a coherent pattern for the Designated Area which would then be presented to the three relevant Education Committees for their final decision. To this end two different sets of information were transferred, as follows:-

FIGURE (3.30): Extension of the Educational Facilities Decision-Making Process for Warrington New Town, pre-1974 Period.



(a) The first set was to be supplied by the Development Corporation, the information being needed by the three LEAs for consideration at a meeting to be held at Chief Education Officer level. The Development Corporation, as the Local Planning Authority of the three LEAs for their parts in the Designated Area of Warrington New Town, was in fact responsible for the provision of information. This set can be divided into two categories and can be listed as follows:-

(i) Information about the stock of educational buildings, such as:-

- Details of the facilities which were available at Outline Plan preparation period, i.e. 1970/71,
- The potential for the expansion of these existing educational facilities, and
- The eventual future need for educational facilities.

(ii) Information about the development of Warrington New Town, such as:-

- Population projections,
- The accommodation schedules of the dwellings,
- The estimated future persons per dwelling figures, and
- An indication of the proportions of Roman Catholics coming to the New Town.

(b) The second set of information, the need for which was realised at the second meeting of the joint Working Party (which was held after the meeting of the three Chief Education Officers), was to be provided by the three LEAs, for the purpose of informing each other and the Development Corporation. This set consisted of information about the following issues:-

(i) The number of pupils staying on beyond the statutory minimum leaving age,

(ii) Details of the totals within age-groups in educational institutions,

- (iii) Numbers of students in the sixth form colleges,
- (iv) The number of Roman Catholic students attending County Grammar schools (this was more relevant to Warrington County Borough situation), and
- (v) Other students undertaking school-type courses outside the traditional school structure.

The Development Corporation undertook the job of collating this information, the purpose being to form a basis for assessing the future demand for education in the Designated Area.

On the Development Corporation's behalf the Deputy Chief Planning Officer was the consistent member of the meeting of the joint Working Party. The role of the Development Corporation members of the joint Working Party in general and the Chief Architect and Planning Officer and the Deputy Chief Planning Officer of the Development Corporation in particular, were twofold:-

- (a) An information transmitting role, i.e. to describe the planning idea of the Development Corporation for the development of Warrington, the major opportunities for the development of the New Town and the implications of this development for population size and structure in the Designated Area; and
- (b) To use the agreed concepts of the three LEAs on educational matters as an input to the Outline Plan and the first five year programme (i.e. 1971-1976) for the development of the New Town.

These three initial meetings, which had the prime objective of producing input to the Development Corporation's Outline Plan, were the preamble to the later joint meetings of the Development Corporation and the three LEAs until 1974 (Local Government Re-organisation) and then between the Development Corporation and Cheshire County Council Education Department.

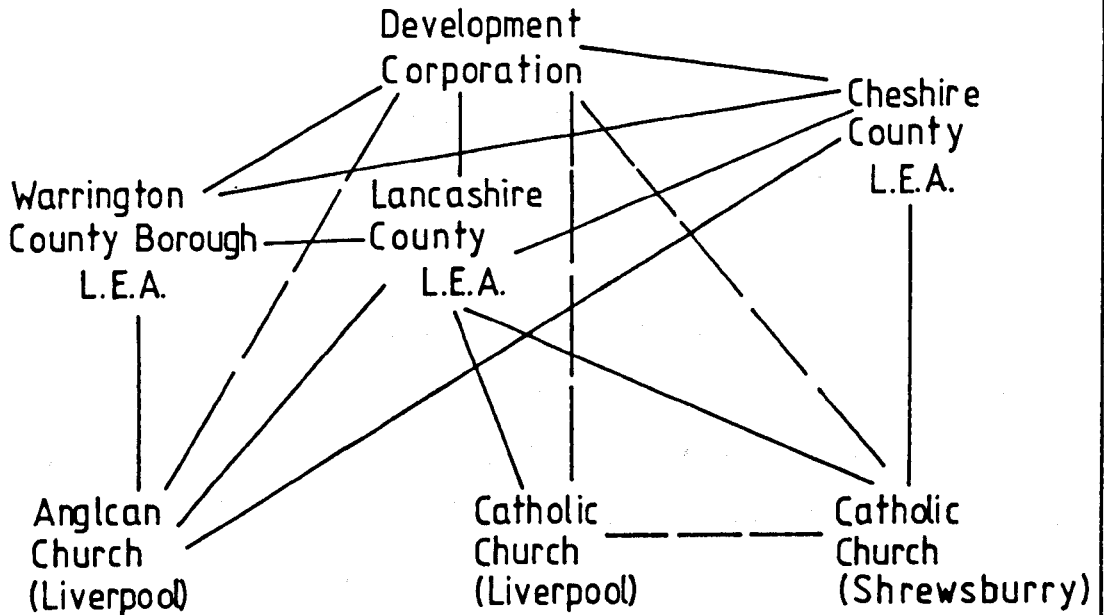
A feature of this period was that during 1971 to 1974, with the prospects of Local Government Re-organisation and the anticipation that the whole area would be located in Cheshire County area, the views of Cheshire County Council were sought on matters in those Sections of the Designated Area that were then serviced by Lancashire County Council. This was in spite of the fact that the parts of the Designated Area which were scheduled to be developed first were in Lancashire and not Cheshire.

In relation to Church schools, the joint Working Party decided that the contact of the Working Party with the Church authorities should be through the relevant LEAs. This arrangement was in spite of the formal and informal contacts of the Development Corporation with the Diocesan Authorities for the purpose of informal enquiries on Church school provision within the Designated Area. In fact the Designated Area was not only divided between these LEAs but also between two Roman Catholic Archdiocese (i.e. Liverpool Archdiocese to the North of the Manchester Ship Canal for the Lancashire County sector of Warrington New Town Designated Area and Shrewsbury Archdiocese to the South of the Canal for the Cheshire County sector of the Designated Area). On the other hand, the whole of the Designated Area was the responsibility of a single Anglican Church authority.

The multiplicity of the pre-1974 educational facilities decision-makers within the Designated Area of Warrington can be seen in figure (3.31).

The case of Warrington New Town can thus indicate the way in which the problems of working within external policy constraints can make it more problematic for the local decision-makers to arrive at a co-ordinated plan and programme for their 'educational facilities' and 'housing' systems.

FIGURE(3.31): The Authorities Involved with the Warrington New Town Educational Facilities Decision-Making System, pre-1974.



KEY:

————— more formal & frequent relationship.
 - - - - - less " " " " " " " " " " " "

3.5.3.2 The Post-1974 Period Arrangements

After Local Government Re-organisation in 1974 and the inclusion of the whole of the Designated Area within Cheshire, the officials of the Development Corporation realised there was a need for a close liaison with the Cheshire County Council Education Department. This need arose in relation to such factors as:-

- (a) Uncertainties inherent in and associated with the voluntary growth content of the New Town's development; and
- (b) Constraints imposed upon the provision of educational facilities as a result of the Government's restrictions upon educational budgets.

Their close liaison was also needed in order to monitor and to keep the school provision, both geographically and quantitatively, responsive to the New Town's requirements which were volatile and uncertain, especially during the period under review.

Because of the public expenditure cuts and the appraisal of the New Towns by the Labour Government in 1976/77, the schools which were programmed by the Development Corporation were subject to regular discussion with the LEA.

In 1979, following joint study between the Development Corporation and Cheshire County Council concerning the effects of the development of Warrington upon Cheshire County's expenditure, the conclusion was that school requirements generated by New Town development created a major demand on the LEA's resources.

The post Local Government Re-organisation arrangements for educational facilities planning between the Development Corporation and Cheshire County Council Education Department was through two different kinds of 'joint meetings', each having a different but interrelated and somewhat overlapping purpose.

(a) The first kind of meetings were to be held once each year and were called 'Education Planning Group Meetings'. The major organiser of these meetings was the Cheshire County Council, who also decided upon the timing of the meetings. (There were similar educational planning group meetings throughout Cheshire County area for its eight Districts). The meetings had the twofold purpose of:-

- (i) Exchange of information for the purpose of updating their knowledge of the current programmes and each other's policies, i.e. of the Development Corporation and Cheshire County Council,
- (ii) To programme the details of site definitions and site transactions.

Generally speaking, these annual joint meetings dealt mainly with land-use matters related to educational facilities planning.

Their composition was to a large extent dependent upon the agenda of each meeting, but was usually as follows:-

- (i) The Cheshire County Council Education Department: Assistant Director of the Building Branch,
- (ii) Research and Intelligence Department of the Cheshire County Council: a member of the 'population team' responsible for total population and pupil population forecasting,
- (iii) Warrington District Education Officer,
- (iv) Planning Department of the Development Corporation: two planners from the 'Policy and Research Group' usually attend. This Group has the role of co-ordinating the Development Corporation's housing programmes with such other developments as educational facilities.

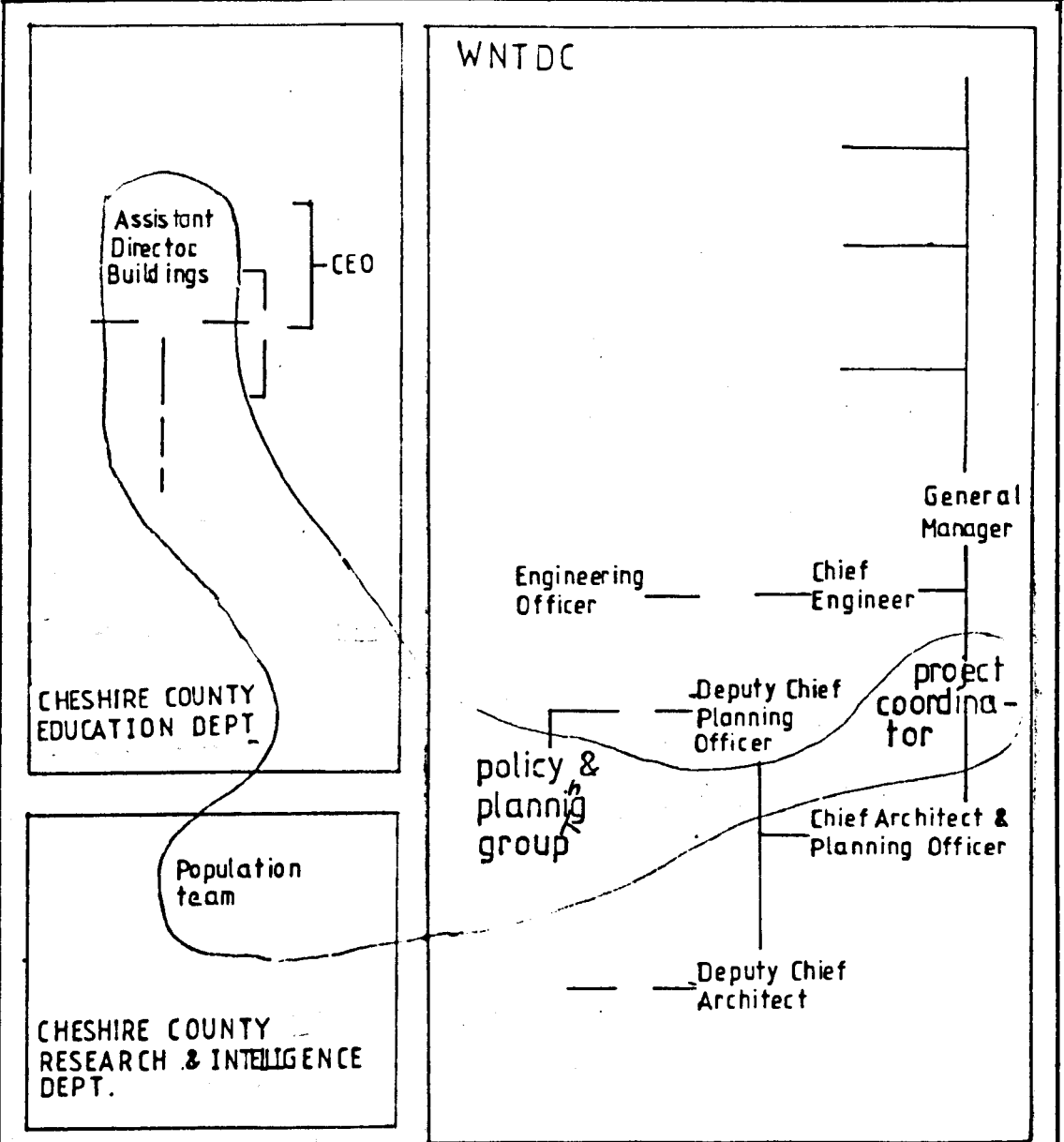
The network relations of the members of the Education Planning Group Meeting has been illustrated in figure (3.32).

(b) The other joint meeting, i.e. the 'School Liaison Meeting', is held four times a year, each meeting being held two weeks before the 'Educational Building Sub-Committee' meetings of the Cheshire County Education Committee.

The purpose of these meetings, in general terms, was the programming of educational facilities buildings in Warrington New Town. This involved the definition of school sites and consideration of plans for the school sites.

These meetings involved the participation of the following departments of the Cheshire County Council and Warrington New Town Development Corporation, although the pattern of the involvement of individuals and departments varied according to the purpose of each individual meeting:-

FIGURE(3.32): Network Relations of Warrington New-Town Development Corporation and LEA for the Purpose of Planning of Educational Facilities in Warrington New Town, The Education Planning Group Meeting, Post-1974 Period.



KEY :

 Network

- (i) Cheshire County Council Education Department: Assistant Director of the Building Branch who had the major role in these meetings.
- (ii) Cheshire County Council Planning Department, an officer.
- (iii) Cheshire County Council, an architect.
- (iv) Cheshire County Council, Engineering Department, an officer.
- (v) Cheshire County Council, County Valuer.
- (vi) Warrington Borough Council, Education Officer.
- (vii) Warrington New Town Development Corporation, Planning Department, Policy and Research Group.
- (viii) Warrington New Town Development Corporation, General Manager's Department, Project Co-ordinator.

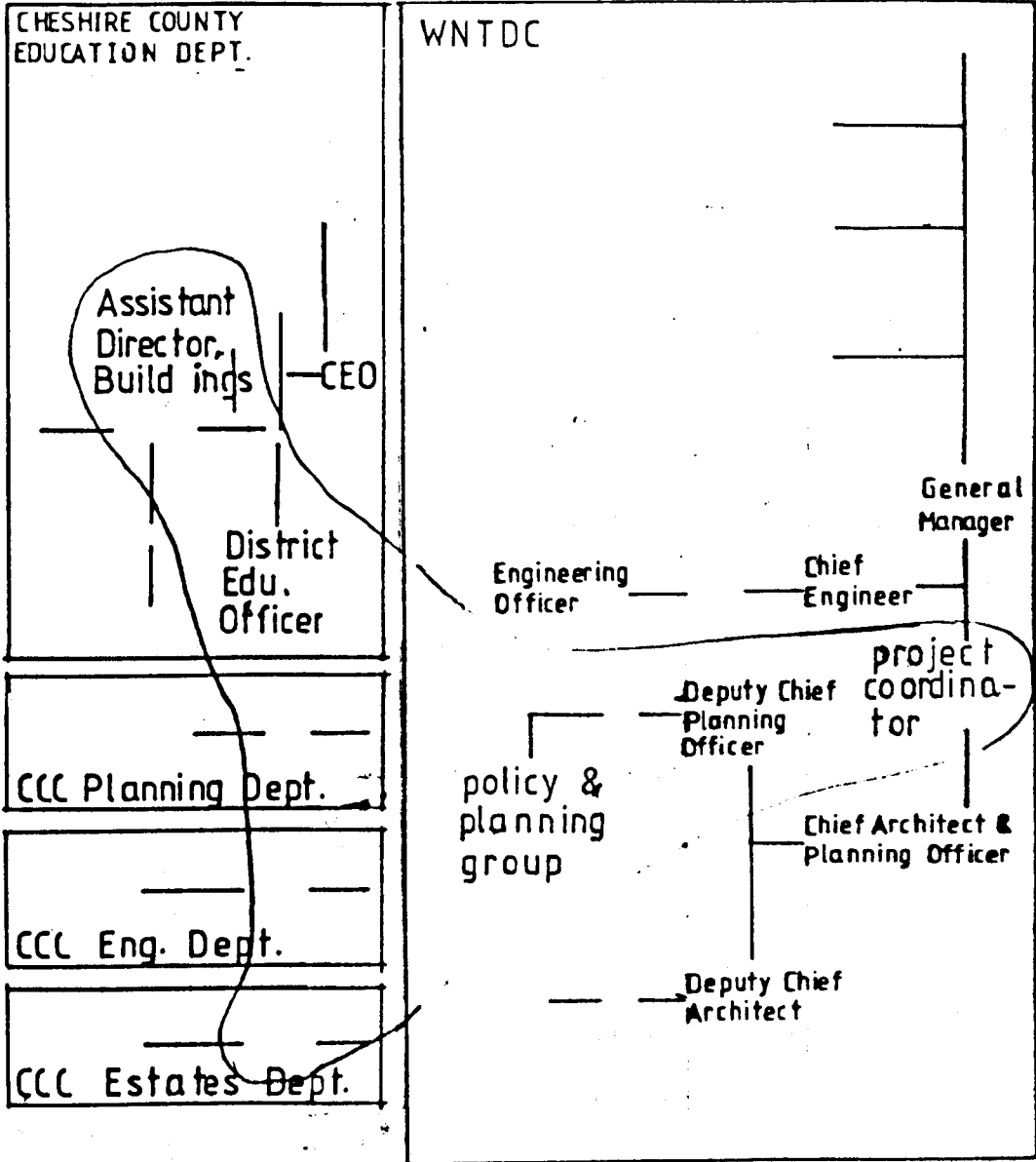
The network relations of the members of the 'School Liaison Meeting' have been illustrated in figure (3.33).

The membership of both of the joint meetings were not constant and although they had regular members, their membership varied according to the agenda of each meeting. For example in meetings concerning the joint use of educational facilities a member of the Social Development Department of the Development Corporation would also attend, or in cases concerning land transaction a member of the Estates Department of the Development Corporation (from the Acquisition/Management Group) would also attend.

Besides these more formal joint meetings between the Development Corporation and the LEA, there were informal contacts which might occur on such occasions as:-

- (a) The first kind of informal contacts worked as an early warning system. After the preparation of the Draft Outline Plan by the Development Corporation in 1971, the Development Corporation embarked on producing five year programmes which have been reviewed each year since 1971. These five year programme reviews have a

FIGURE(3.33): Network Relations of Warrington New-Town Development Corporation and LEA for the Planning of Educational Facilities in Warrington New Town, School Liason Meeting, Post-1974 Period.



KEY :

 Network

section of Education and propose the setting of the educational facilities building programmes for the five year period. These five year programme reviews are usually handed over to the Cheshire County Council to inform them of the Development Corporation's latest plans and programmes, as they are reviewed annually. Due to the fact that these published programmes were produced once a year and considering the uncertainties prevailing in Warrington's development processes (due to the voluntary nature of growth which implied unpredicted and sudden changes in the plans and programmes), informal contact between the Development Corporation and the LEA was the only way to avoid delay and to ensure that the LEA continued their plans on the basis of the changed Development Corporation programmes.

- (b) The second kind of informal contacts had mainly an architectural content. The architects of Cheshire County Council, or the private architects employed by the Council or by the Church authorities, usually contacted the Development Corporation for information about their regulations in order to ensure that their designs were in accordance with the Development Corporation's requirements.

By scrutinising the structure of the two sets of joint meetings (figures 3.32 and 3.33), it can be deduced that two bodies were mostly involved in the educational facilities planning activities of Warrington New Town: the Policy and Research Group of the Planning Department of Warrington New Town Development Corporation, and, the Building Branch of Cheshire County's Education Department. The third most involved was the Warrington Borough Council Education Officer whose role was rather different from the other two in that the District Education Officer's function was to inform the other members of the day-to-day situation within the locality, i.e. as an early warning system.

3.5.3.3 Conclusion

The formation of these meetings implied the adoption of a piecemeal approach to planning as no comprehensive plan could be devised given the uncertainties surrounding Warrington New Town's Development processes. In fact the formation of the initial joint Working Party meetings between the Development Corporation and the three LEAs who were then responsible for the New Town, the two sets of meetings which were reviewed above and the five year programme reviews by the Development Corporation, meant that from the inception many options remained open to be settled only gradually over the years, through monitoring and review of the Development Corporation's programmes and also through close contact with the LEA(s).

3.5.4 The Post-Designation Structure of Educational Facilities

The period to be reviewed is 1968-1980 and for the purposes of this study it will be divided into two stages, the first 1968-1974 and the second 1974-1980.

From 1968-1974, apart from the division of the Designated Area into three LEA areas, this period can also be distinguished by the twofold tasks of:-

- (a) Programming the development of the New Town in general and its educational facilities in particular; and
- (b) Building schools which were in programmes for the most needed areas of the Designated Area, i.e. (i) in Westbrook District which for years had an inflow of voluntary migrants to the owner-occupied sector of housing, and (ii) in Padgate which was designated as an overspill area for Warrington County Borough.

The second stage, i.e. 1974-1980 had the twofold tasks of:-

- (a) Programming the remaining parts of the New Town; and

(b) Building new schools for the new population.

3.5.4.1 The Primary Education Structure

3.5.4.1.1 Decision/Problem Area (A): Improvement/Replacement of Primary Schools

During the period 1971 to 1980, the Warrington County Borough area faced the problem of dealing with an old stock of primary schools. The process of improving and replacing these schools became more extended in time than was originally expected by the authorities because of, (a) inadequacy of financial resources at the disposal of the LEA(s), and (b) the problems created by the compact urban structure of the area. It must also be added that the measures taken to improve the old stock of primary schools in this area was in step with and was part of the more general measures taken for the renewal of the overall structure of the Borough.

Planning and programming the improvement/replacement of primary schools within this area was difficult. The difficulties stemmed from the contradiction between the fact that this outworn area was part of a New Town but low national priority was given to improvement and replacement of schools.

During the period under review, the LEA continued with their existing plans and programmes, although their activities were, to an extent, affected by the fact that the Borough was part of the New Town.

1968-1974:

The first area assigned for renewal within Warrington County Borough was the area marked (a) in figure (3.34). The original Planning Consultants for Warrington New Town were also commissioned to prepare a Plan for this area in 1969.⁵⁶

This area typified many of the older residential zones in towns throughout the north of England. Before Designation, there was a steady decline of population within the area and a general decrease in the average family size. This area had an older population profile than that for Warrington County Borough as a whole. The majority of the population of this area were manual workers (either active or retired).

Within the area, the plan proposed four sub-areas for redevelopment providing about 400 new dwellings during a five year period. A clearance rate of 500 dwellings per year was matched by this house building programme. The Plan's proposed renewal action was expected to result in a total population of approximately 4500 by 1980 (i.e. a loss of 1900 from the 1966 census population size). Thus it can be seen that the renewal activities within this area would not generate an increase in the school population.

At the time of the preparation of this Plan there were three primary schools within this area (numbers (1), (2) and (3) in figure (3.34)). They were all built before 1920. There was no secondary school as such, but the junior department of school number (1) also accommodated secondary school pupils (on its first floor). It was expected that this would be closed soon after 1966.

The existing fabric of the area and the Plan's proposed redevelopment strategy imposed constraints upon the selection of sites for the replacement schools. Nevertheless, the Plan's proposals for primary education facilities (in accordance with the LEA's plans), were, (a) the replacement of school numbers (1) and (2), and, (b) the amalgamation of school number (3) with school number (4) in the Town Centre.

One problem area was in relation to the site selection for these schools. The sites that had been previously allocated for the proposed

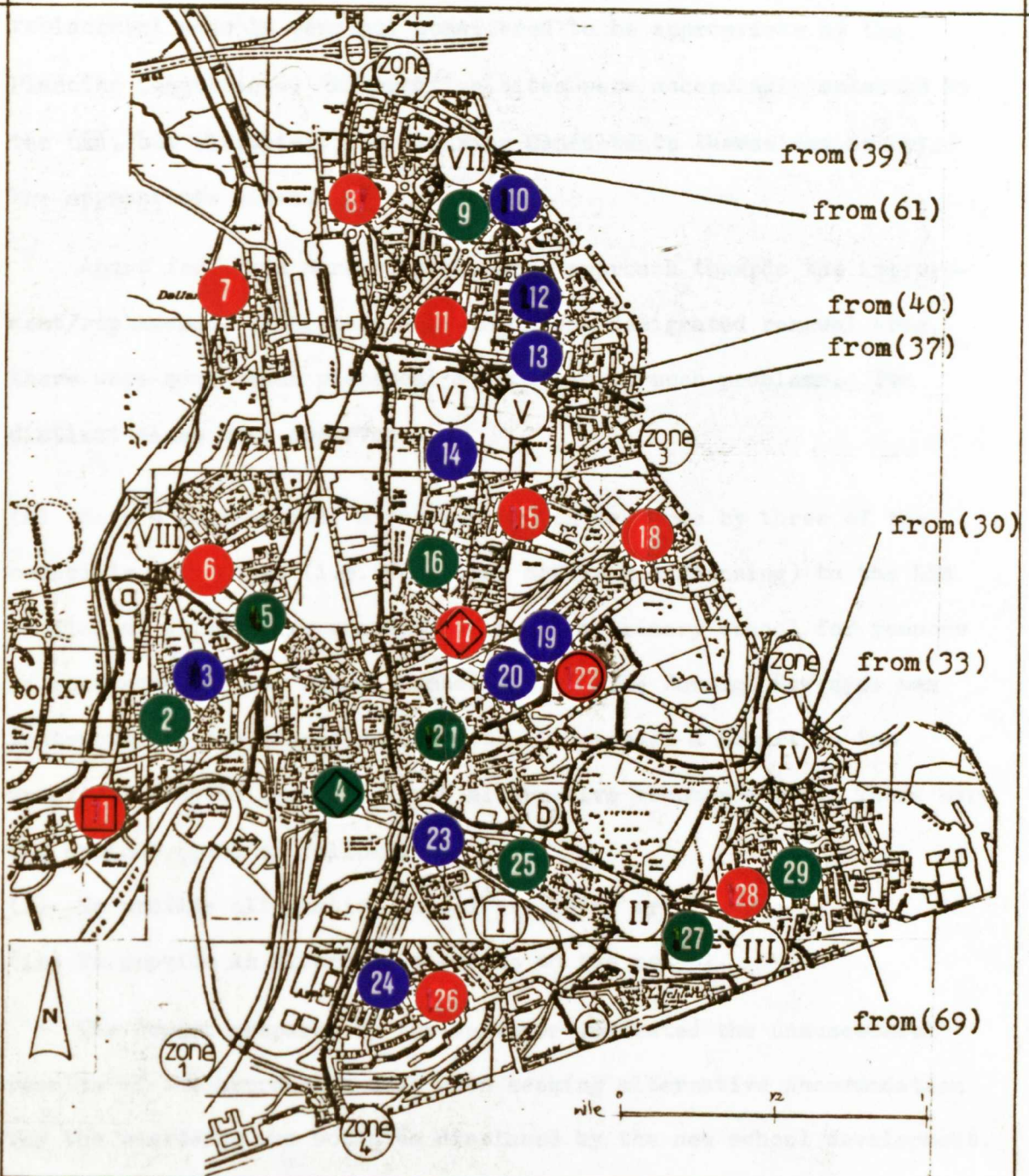


FIGURE (3.34) : LOCATION OF SCHOOLS, FORMER WARRINGTON COUNTY BOROUGH AREA, WARRINGTON NEW TOWN.

KEY:

- | | | | |
|----|--|-----|---|
| 5 | County Primary School. | → | Catchment of Secondary Schools. |
| 7 | Catholic Primary School. | → | Alternatives for the Demolished School. |
| 15 | Anglican Primary School. | ⊙ | Housing Areas. |
| 21 | Replacement. | --- | Zonal Divisions. |
| 27 | Demolished School. | | |
| 30 | Long-term Proposal. | | |
| II | Secondary School | | |
| I | Secondary School Converted to College. | | |

replacement schools were not considered to be appropriate by the Planning Consultants. Alternative sites were accordingly selected by the LEA, but ultimately the Planning Consultants themselves selected the appropriate sites.

Apart from this more comprehensive approach towards the improvement/replacement of primary schools in one designated renewal area, there were some other piecemeal approaches to such problems. Two distinct cases were observed.

(a) Before Designation, a recommendation was made by three of the council's committees (i.e. Highways, Sewage and Planning) to the LEA to find an alternative accommodation for a primary school for reasons of road safety (i.e. school number (13)). The Borough Surveyor was instructed by the Education Committee to prepare a Report on the practicability of providing such alternative accommodation. There were two options open, as follows:-

- (i) To provide alternative school premises, or
- (ii) To provide an alternative access to the school.

The Report prepared by the Surveyor indicated the unsuccessful results of the approaches made when seeking alternative accommodation for the residents who would be displaced by the new school development. In 1970, due to additional defects within the school (i.e. sanitary problems as reported by the Manager) the Education Committee decided to continue with the replacement project and to put it in a major school building programme.

(b) Again before Designation, the construction of a new replacement school (i.e. school number (27)) necessitated the demolition of two houses and accordingly the housing committee was instructed to provide alternative accommodation for the displaced families. One constraint

upon the rebuilding of this school was that the ownership of the proposed site was fragmented into three hands and agreement with the three owners could not be reached simultaneously. The school project was postponed by the DES and at last was approved for inclusion in the Authority's Starts Programme for 1969/70.

Generally speaking, the Designation of Warrington New Town created uncertainties about the future of a number of primary schools within Warrington County Borough (e.g. school number (20)). The LEA could not reach a conclusive decision about the affected schools pending the outcome of the New Town's development proposals.

1974-1980:

Three distinct decision-making sequences could be observed during this period, as follows:-

(a) In 1974/75, a decision was made by the LEA to prepare a Development Plan for primary schools for the former Warrington County Borough, i.e. a comprehensive approach to the problem of this area. Based upon, (i) the population forecast figures for this District prepared by the Cheshire County Planner, (ii) the land available for clearance and re-development, and (iii) the assumption that certain developments would take place during the period under consideration by the Development Plan for Education, i.e. 1974-1991, the LEA prepared the intended plan in 1975. To coordinate the provision therein, the LEA had contacted such bodies as the Chester and Liverpool Diocesan Education Association, Liverpool Archdiocese Schools Commission and Shrewsbury Diocese Schools Commission.

In this Plan, the whole District was divided into five "zones".⁵⁷ The population forecast for the whole District was for a total of 63000 residents in 1974 decreasing to 58500 in 1981 (i.e. a decrease of 7.1 per

cent) and then again decreasing to 56500 in 1991 (i.e. a decrease of 10.3 per cent throughout the period 1974-1991).

The population forecasts for each zone indicated their continued population decrease throughout 1974 to 1991. At the time of the preparation of this Plan most of this area's primary schools were under-used and the Plan's expectation was for the continuation of this trend.

The Plan estimated that for this population a total maximum of 25 forms of entry primary schools would be required, as against the 1974 total of 32 forms of entry. This would mean that some of the old schools would be closed and would not be replaced or alternatively would start to meet the needs of the surrounding new development areas. This was the main conclusion of the Plan although this would involve the amalgamation of some neighbouring schools and their subsequent replacement.

One such example was the proposal in relation to school number (23). The Plan proposed that this school should be replaced by a new 1-form entry school on the existing site, augmented by the purchase of an additional area surrounding the school. This school was in fact within a major improvement area, with demolition and new housing proceeding at the time of the preparation of the Plan.

(b) As the problems of inner Warrington had figured in a number of Government statements on the New Towns, in July 1978, Warrington Borough Council invited the participation of the Development Corporation in a new approach to the solution of these problems. A joint project team was established in August 1978 and the area marked (b) (figure 3.34) was recognised by both authorities as being an appropriate first study area. Their Report⁵⁸ identified such following problem areas within the area under review as, (i) unfit housing, (ii) ageing population, (iii) poor environment, (iv) close interrelation and physical proximity of housing and industry, and (v) falling population numbers. Accordingly,

the Report proposed the adoption of such measures as would:-

- (i) reverse population decline: an increase of 600-800 persons,
- (ii) encourage new housing development and increasing of employment opportunities,
- (iii) encourage the entry of young families to the area which would enhance the vitality of the existing educational facilities and also would reduce the imbalance in the population structure.

At the time of the preparation of this Plan, there was no school within the boundaries of this area, although there were three schools, i.e. numbers (19), (20) and (21) neighbouring it.

In 1978, the closure of infant school number (20) was imminent and the children were to be transferred to school number (19) which, although marginally improved, was itself destined for "replacement". A site was allocated for the new replaced school in the area (b) as the old site would involve children crossing major roads. Nevertheless, the LEA's estimate in 1978 was that the school would be unlikely to be built within twenty years. On the other hand, school number (21) had by then diminished to a small school roll and its maintenance was considered by the LEA to be uneconomical.

Since it was not the job of the Study Group to review and propose educational facilities within this area, they asked the LEA to:-

- (i) Review the educational proposals for the two schools, numbers (19) and (20),
- (ii) Re-examine the phasing and the location of the replacement school, and
- (iii) Consider the dual use for the replaced school number (19).

In 1979, school number (20) was closed and amalgamated with school number (19).

During the period 1979-1982, the closure of school number (19)

became the subject of active concern in the community. The LEA's view was that the scale of development proposed for this area would not significantly increase the number of children who would seek entry to this school. Also, the LEA's aim was to replace this school and provide playing fields on a new site reserved for the LEA by the Borough Council. There was discussion about rebuilding the school as an Anglican school, but the Church authorities were not satisfied with the proposed new location.

The proposed replacement school on site number (22) has not been included in any of the County's School Building Programmes, because the forecasts made in 1982 by the District Area Plan for this area⁵⁹ show that the school would not be needed until about the early 1990's. Nevertheless, the Borough Council was prepared to reserve the site for the LEA as long as they were prepared to pay the interest charges on the capital cost incurred.

(c) A Report was prepared by the Education Department in 1979 on the replacement and remodelling of the pre-1903 schools. On the basis of this Report the LEA's intention was to prepare a list of priority projects for replacement and a similar one for improvement of the schools which were to be retained or remodelled.

For the latter list, the Teacher Panels were asked to submit a list of their basic priorities for improvement for consideration by the Special Sub-Committee of the Education Committee which was established for this purpose. After the preparation of the agreed priority list for improvement, the LEA's intention was to ask the District Advisory Committees for Education to recommend three or four pre-1903 schools in their District to form a minor improvement list in addition to the major replacement/remodelling list, because the Sub-Committee

had come to the conclusion that it was more economical to improve and remodel a school than to replace it.

For Warrington, schools numbers (23) and (16) were in the top list of the County for replacement, but later the Education Committee reconsidered the replacement of the former school and put it in the first priority ranking for remodelling. Other proposals were for infant and junior schools number (6) for complete remodelling and school number (21) for modest improvement. School number (1) was considered by the Sub-Committee not to rank for improvement action in the short-term apart from continued routine maintenance.

Effects:

This study believes that it is only through attracting more and younger population and by undertaking the overall renewal of the town itself that full use can be made of the potentialities of this area including its rather recently improved/replacement educational facilities stock. Only by increasing the numbers of school children can a stronger case be made to the DES for allocating more finance to this area.

3.5.4.1.2 Decision/Problem Area (B): Falling Primary School Enrolments and Under-occupation of Schools

Although the population of the former Warrington County Borough area was in decline even before Designation, its effects upon the educational facilities became more noticeable after 1974. This phenomenon was only observed in this area.

Decision-Making Sequence:

The Development Plan for Education for the former Warrington County Borough area, 1975, estimated the decline of the population of this area during the period 1974-1991 and suggested that all of the five identified "zones" within this area would lose population.

According to the Plan's estimates there would be a total of 7-forms of entry surplus primary school accommodation throughout the area by 1991. This would mean the closure of some of the schools in this area so the Plan considered each "zone" separately.

(a) The population of zone (1) (figure 3.34), was expected to decrease from 11950 in 1974 to 11000 in 1981 and 10700 in 1991 (i.e. a decrease of 10.5 per cent during 1975-1991). As a result of this decline it was estimated that primary education requirements would fall from 5-forms of entry in 1974 to 4½-forms of entry by 1991. In 1974 the existing schools provided a total of 6 forms of entry.

As a means of increasing the enrolment of some of the under-used schools in this "zone" there was, in theory, a possibility of widening the catchment areas of, for example, schools numbers (6) and (7) which adjoined the north-eastern parts of the Westbrook District, to serve the new housing developments in that District. But, in practice, this was not possible. The reason was that there was an extended open space between these schools and those residential areas, a phenomenon which is unacceptable in educational terms. Nevertheless, the temporary use of these under-used schools for Westbrook District was conceived by the LEA as a temporary measure. But in the longer-term, with the replacement of primary education needs of Westbrook by its own schools and the continuing population decrease throughout 1974-1991, the school places within this "zone" would become even more redundant.

TABLE (3.28): THE 1975 SITUATION AND THE EDUCATION DEVELOPMENT PLAN PROPOSALS FOR ZONE (1) OF THE FORMER WARRINGTON COUNTY BOROUGH

School number	School Type/ Status	Proposed 1991 Form Entry	Number of permanent places, (a)	Number on roll, Summer term, 1975 (b)	Discrepancy b-a	Date of school building
(1)	CP	close **	560+	230	-30	1914-1918
(2)	RC, P. (aided)	‡	240	176	-64	1972
(3)	RC, P.	1	280	215	-65	1972
(5)	RC, P.	1	280	212	-68	pre + post war
(6)	CI	(240	176	-64	1932
(6)	CJ	(1	320	249	-71	1932
(7)*	CP	1	400	258	-142	1953
Total		4‡	2320	1516	-804	-

Original source: Cheshire County Council Education Committee Minutes, 1975.

Notes: * A long-term proposal (i.e. late 1980's)

** A fire in 1978, a suspected arson, damaged the school.

CP = County Primary, RC = Roman Catholic, CI = County Infant, CJ = County Junior

(b) The population of "zone" (2) (figure 3.34), was also expected to decrease during the period 1974-1991, i.e. from a total of 17550 in 1974 to 16900 in 1981 and again to 16550 in 1991 (a decrease of 5.7 per cent during 1974-1991).

In 1974, a total of 8 forms of entry primary schools existed, and the Development Plan estimated that in the long-term, 1 form of entry would be surplus. Although this zone bordered the northern residential developments of the Padgate District, its schools were remote and could not be used on a permanent basis. No definite measures were proposed by the Plan.

TABLE (3.29): THE 1975 SITUATION AND THE EDUCATION DEVELOPMENT PLAN PROPOSALS FOR ZONE (2) OF THE FORMER WARRINGTON COUNTY BOROUGH

School number	School Type/ Status	Proposed 1991 Form Entry	Number of permanent places, 1975 (a)	Number on roll, Summer term, 1975 (b)	Discrepancy b-a	Date of school building
(8)	CP	1	280	180	-100	1960
(11)	CI	}2	240	161	-79	} Post war
(11)	CJ		320	304	-16	
(12)	CE/J*	}2	240	282	+42	1975
(13)	CE/J**		320	313	-7	1800 †
(10)	CE/P**	1	280	266	-14	Post war
(9)	RC/J**	}2	240	238	-2	} late 1960's
(9)	RC/J**		320	299	-21	
Total	-	8	2240	2043	-197	-

Original source: Cheshire County Council, Education Committee Minutes, 1975

Notes: * controlled, ** aided, † and with some 1944 and 1966 adaptations. (For the abbreviations refer to notes to Table 3.28).

(c) The population of "zone" (3) (figure 3.34) was also expected to decrease during 1974 to 1991, but there was some controversy over the extent of decline. In fact the preparation of the Development Plan for the whole District was delayed for some time because of the difference between the estimated population figures prepared by the Development Corporation and those prepared by the County Planner. The population figures finally adopted by the Education Development plan were the County Planner's estimates which indicated a greater population decline (i.e. a reduction of 15.5 per cent as against a reduction of 8.8 per cent).

In 1974 there were a total of eight schools within this zone with accommodation for 8-forms of entry. The Development Plan estimated that

approaching 12-form entry accommodation would be required in the short-term, while in the longer term, the need would be for 6½-forms of entry at most. Nevertheless, as there was a marginal difference between the County Planning Officer's and the Development Corporation's estimates for this area, the LEA concluded that 8-forms of entry primary education provision should be their current aim until a future review of the Development Plan.

TABLE (3.30): THE 1975 SITUATION AND THE EDUCATION DEVELOPMENT PLAN PROPOSALS FOR ZONE (3) OF THE FORMER WARRINGTON COUNTY BOROUGH

School Number	School Type/ Status	Proposed 1991 form entry	Number of permanent places, 1975 (a)	Number on roll, Summer term, 1975 (b)	Discrepancy b-a	Date of school building
(14)	CE aided I/J	1	120/160	62/122	-58/-38	1957
(18)	C I	{ 2	240	215	-25	1900+
(18)	CJ		320	330	+10	1900+
(15)	CJ	{ 2	240	283	+43	1900+
(15)	CJ		320	323	+3	1900+
(17)	CP	To close	-	75	-	late 1800
(16)*	RC, P aided	1½	420	399	-21	N.K.
(20)	CE, P	{ 1	120	83	-37	N.K.
(19)	CE, P		280	149	-131	N.K.
(21)*	RC, P aided	5 class	280	121	-159	N.K.
Total	-	8	2500	2087	-413	-

Original source: Cheshire County Council Education Committee Minutes, 1975

Notes: * Long-term replacement proposal; N.K. = not known

(d) The population of "zone" (4) (figure 3.34) was forecast to decrease from a total of 8800 in 1974 to 8300 in 1981 and to 7900 in 1991 (i.e. a decrease of 10.2 per cent during 1974-1991).

There were four schools within this zone in 1974 providing a total

of 4-forms of entry. The Development Plan estimated that for such a population in 1991, the primary education need would fall to 3-forms of entry.

TABLE (3.31): THE 1975 SITUATION AND THE EDUCATION DEVELOPMENT PLAN'S PROPOSALS FOR ZONE (4) OF THE FORMER WARRINGTON COUNTY BOROUGH

School Number	School Type/ Status	Proposed 1991 Form Entry	Number of permanent places, 1975 (a)	Number on roll, Summer term, 1975 (b)	Discrepancy b-a	Date of school building
(26)*	CJ	{ 2	240	222	-18	1970
(24)†	CE/J/ aided		320	310	-10	1966-68
(23)	CE/P/ aided	1	280	228	-52	N.K.
(27)**	RC/P/ aided	5 class	200	161	-39	Post war
Total	-	3 ⁵ / ₇	1040	921	-119	-

Original source: Cheshire County Council Committee Minutes, 1975

Notes: * Development Plan pointed that at 1975 a "bulge" was passing through this school.

** This school was built as a five class instalment of a one-form entry school. When opened it served the northern areas of Bridgewater but with the building of school number (69) (Figure (3.38)) in that District the completion of this school was phased out.

N.K. Not known, CJ = County Junior, P = Primary, CE = Anglican, RC = Roman Catholic

† Proposed for replacement

(e) The population of "zone" (5) (figure 3.34) was also expected to decline during 1974-1991 (i.e. 9.1 per cent decrease during 1974-1991).

In 1974, this area was served by two primary schools with 3-forms of entry. The Plan estimated that this would be more than sufficient in 1991.

TABLE (3.32): THE 1975 SITUATION AND THE EDUCATION DEVELOPMENT PLAN'S PROPOSALS FOR ZONE (5) OF THE FORMER WARRINGTON COUNTY BOROUGH

School Number	School Type/ Status	Proposed 1991 Form Entry	Number of permanent places, 1975 (a)	Number on roll, Summer term, 1975 (b)	Discrepancy b-a	Date of school building
(28)	CJ	}	280	290	+10	early 20th Cent.
(28)*	CJ(Boys & Girls)		320	211/193	+84	" "
(29)**	RC/P/ aided	1	360	351	+9	1936
Total	-	3	960	1045	+85	-

Original Source: Cheshire County Council, Education Committee Minutes, 1975.

Notes: * Junior Department of this school was proposed for reorganisation as a mixed school and the whole school building needed adaptation to modern standards.

** This school was serving pupils from the north and north-eastern parts of Bridgewater District.

Effects:

If future measures are to be taken to reverse the decline in the total population of this District and the falling rolls of its primary schools, finance and effort from any new development areas will have to be diverted towards this District in order to make full use of its existing ^uinfrastructre.

It must also be added that the refusal of the LEA to pass on statistics in relation to the number of pupils enrolled each year in each school (and the whole town) denies this study the opportunity to observe the extent of falling rolls throughout the New Town.

3.5.4.1.3 Decision/Problem Area (C): The Closure of Primary Schools

The advent of falling rolls during the post-1974 period in the former Warrington County Borough provided an opportunity to close a

number of schools without replacing them.

Decision-Making Sequence:

The Education Development Plan for the former Warrington County Borough, 1975, was the first truly comprehensive attempt to review the overall situation in this area. On the basis of the population forecasts made at this stage and in the knowledge of the structural conditions of the schools, the Plan proposed the closure of a number of schools.

The LEA considered school number (17) (figure 3.34) to be surplus to the area's requirements, especially since pupils attending this school did not live in its catchment area and could conveniently attend other schools within other zones of the District where there was surplus accommodation.

The original Education Development Plan for the Warrington County Borough area had envisaged that the school would be closed, but because of the uncertainty prevailing at that time, in respect of the development of the area, their decision was not implemented.

After Local Government Re-organisation in 1974, the proposal to close and demolish this school was reviewed. At that time a redevelopment scheme was prepared for the area surrounding this school. The proposals concerned the provision of accommodation for single and two person households and the land upon which this school stood was needed for this scheme. Subsequently, the District Education Officer for Warrington was asked by the Borough Council for the early release of the site. Nevertheless, up to 1982 no proper use has been made of the site of this demolished school. Alternative schools for the pupils of the demolished school to attend, as agreed by the Education Committee, can be seen in figure (3.34).

Following the receipt of DES circular 5/1977, a decision was made

by the LEA to close or amalgamate small schools in order to save revenue expenditure.

Among the schools proposed for closure⁶⁰ were schools number (19) and (20). They were to be replaced by a new 1-form entry Anglican aided primary school on a new site.

In 1978, the Education Buildings Sub-Committee expressed its concern about the delay in the purchase of a site for school number (20) by the Land Committee, as well as its concern about the effects of this delay upon the proposals concerning the two schools (20) and (19).

Finally, a decision was taken in 1979 to close school number (20) by the Summer term of 1979 and to transfer the pupils to school number (19) (both Anglican aided schools). The LEA noted that the closure of this school showed immediate savings on running costs.

During 1980, the Development Corporation and Warrington Borough Council, as part of their plan for the area marked (b) in figure (3.34), asked the LEA to implement the replacement for the demolished school within the period 1980-85 and to include it as an additional item in their primary school replacement programme. But the LEA informed the two authorities that in view of the County's then current projects and priority lists this would not be possible.

The Education Committee, after considering further objections from the Managers and the Diocesan representatives in relation to the development of area (b), decided to close school number (19) by the end of the Summer term 1980 and to accommodate the displaced pupils at school number (16) or other neighbouring schools.

Apart from the County and Anglican schools, Roman Catholic schools were also faced with the phenomenon of under-occupation. It is important to point out that the same solution to this common problem involved

different processes for each of the three sectors.

During 1980, the LEA held extended negotiations with the Catholic Diocesan Authorities regarding the provision of Catholic primary schools in Warrington in the light of the overall falling enrolments. The particular aim of these negotiations was twofold, firstly to decide about the future of school number (21), and secondly, to reach a decision about nominating a Catholic school for closure. It seems that by selecting these two issues for discussion, the LEA's intention from the start was to encourage the Church Authorities to agree to the closure of school number (21).

The proposal to close this school was in addition to the closure of school number (9) which had already been identified for consideration for closure. The view of the Diocesan Schools Commission was that each of their primary schools in Warrington had a specific role to play in the area since the schools were linked to Parish boundaries and were affiliated to different Orders within the Church. Accordingly, they reaffirmed their view that they would not wish to recommend for closure a specific primary school in Warrington. In fact their unwillingness to close a school (in addition to the ties of the school with the Parish Council, etc.) has a financial aspect, in that when a school is closed, the lack of market demand for such buildings and sites meant that such consequent costs as safeguarding, demolition, etc., must be borne by the Church Authorities and not the LEA.

Nevertheless the Diocesan Authorities, in the light of the LEA's financial situation and the falling rolls, agreed that some form of rationalisation was needed in this area. Their next step was to liaise with the various parish representatives in order to facilitate negotiations between the Church and the LEA. Accordingly, the Education Committee decided to cease to maintain school number (21) from August

1981 and to accommodate the pupils in school number (16) or other primary schools in accordance with parental choice. The two nearest schools to this school, i.e. numbers(17) and (20) were both closed (the premises of school number (20) is now used as a store by a neighbouring industry).

The County Council's policy in terms of the closure of schools as a result of falling enrolments can be summarised as follows:-

- (a) Avoiding the wholesale closure of the schools.
- (b) Avoiding closure of a school which might be later required should there be an upturn in the population figures.
- (c) To ensure that there was no overcrowding in one school at the expense of another.
- (d) To consider alternative possible utilisation of space for, e.g. nursery education.
- (e) To close schools in urban areas if necessary, and to extend catchments outwards to make increased use of new schools which were under-occupied.

Effects:

The advent of falling rolls in the former Warrington County Borough area and the closure of old and unfit primary schools instead of improving or replacing them, up to a point, seems to have been the right decision. But measures must now be taken to avoid further closure of these schools, especially those which are not so structurally unfit that they have to be closed.

The Education Authority has been anxious to find an alternative use for the premises before closing a school, but this is not always possible. Considering the lack of private sector market demand for such space it can be concluded that any alternative use will be for a public purpose and run by the public authorities. But at the same time

in the light of the public expenditure cuts it becomes very difficult to find alternative uses for these (usually unattractive) buildings.

3.5.4.1.4 Decision/Problem Area (D): The Merger of Primary Schools

The decision to amalgamate schools was mainly due to the advent of falling rolls within the former Warrington County Borough area. The merger of the schools was part of a short-term measure towards rationalising the whole primary education structure culminating in the closure of some of the schools in the longer-term.

Decision-Making Sequence and Events:

The first two schools to be merged within this area were schools numbers(3) and (4) (figure 3.34). The decision was made during the period 1968-1974 and was part of the renewal activities of area marked (a). The merger of the two schools culminated in the closure of school number (4).

Other mergers were made during the post-1974 period and they involved cases such as the amalgamation of the two single sex junior schools into a mixed junior school (number (28) an Anglican school) and for the amalgamation of a number of infant and junior schools into one infant and junior primary school (e.g. schools numbers(26) and (24)).

The decision to amalgamate schools has usually been made possible by the retirement of one of the Heads of the schools.

3.5.4.1.5 Decision/Problem Area (E): The Expansion of Primary Education Facilities

Within the Designated Area, primary education facilities were expanded throughout the period 1968-1980. But marked differences were observed between the pre-1974 stage and the post-1974 stage. Firstly, the pre-1974 division of the area into three areas each under the

jurisdiction of a different LEA implied different attitudes towards the provision of primary education facilities for the incoming population to the newly developed areas. During the post-1974 period, with one LEA responsible for the whole Designated Area, the policies became more unified. Secondly, it was observed that during the pre-1974 period the planning approach both in relation to the overall planning of the New Town and educational planning was more piecemeal than the post-1974 period in which the overall and the educational development were carried out on the basis of detailed plans prepared by the Development Corporation and the LEA respectively.

Decision-Making Sequence:

1968-1974:

During the period under review, housing and ancillary development started in Padgate and Westbrook. In 1973, detailed planning was started for the Birchwood district but no development occurred up to the end of the period under review.

(a) Padgate District:

Within this district, during the pre-1974 period, three existing or developed residential areas can be distinguished. These are the two newly developed areas of (d) and (e) and the existing developed areas (j) and (k) (figure 3.35), Table (3.33).

Serving areas (d) and (e) there was an existing Anglican primary school adjoining the proposed housing areas (i.e. school number (35)). This school was already full at 1971: its total accommodation was about 325 but in September, 1970, there were 365 pupils on the roll (as a temporary measure this school used a former school house for two classes). Thus the only school adjacent to these areas was itself so in need of relief that it could not help the residents of the areas (d) and (e).

FIGURE (3.35) : LOCATION OF SCHOOLS, PADGATE DISTRICT, WARRINGTON NEW TOWN.

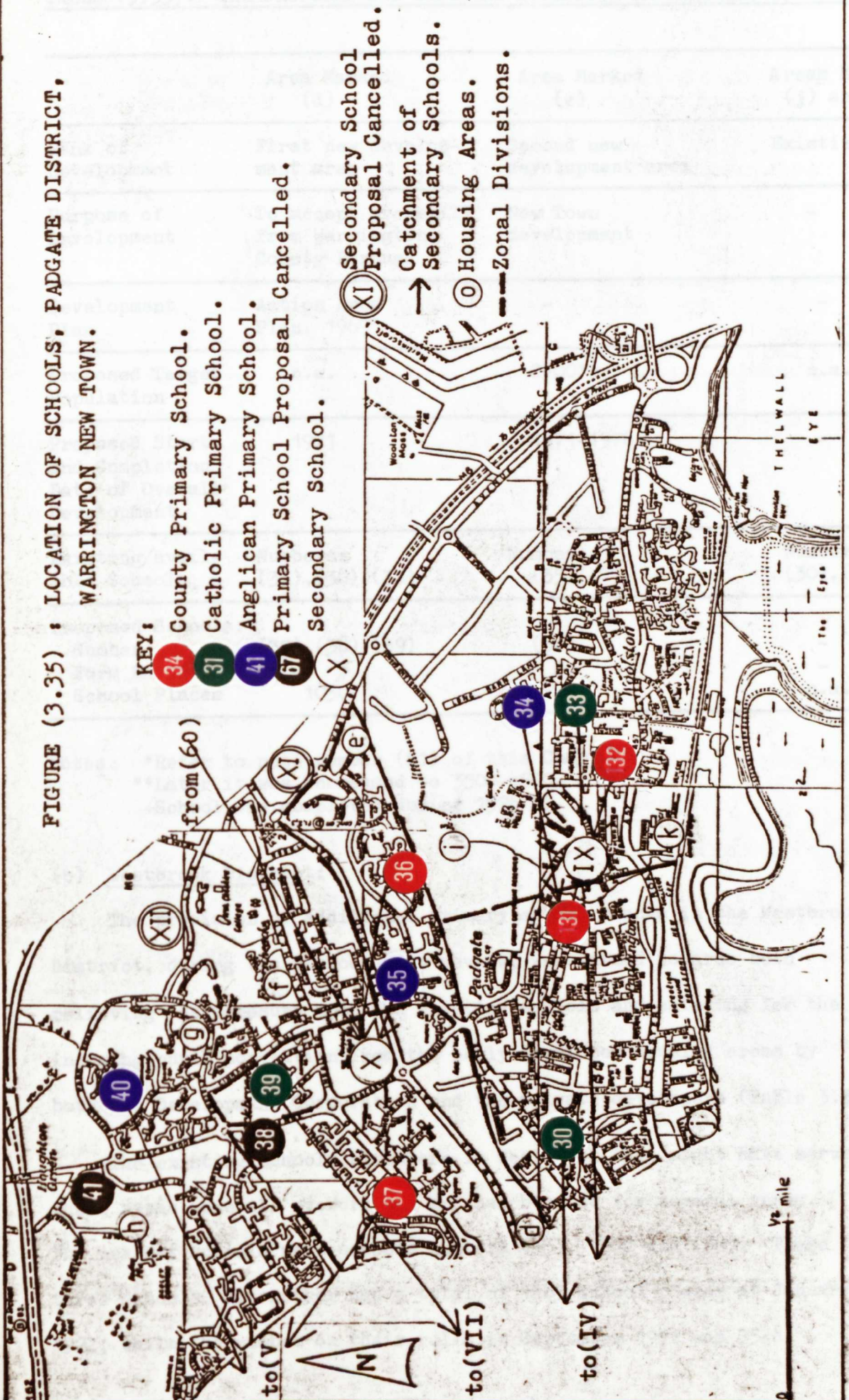


TABLE (3.33): THE PROPOSED AND EXISTING SITUATION IN PADGATE, 1968-1974

	Area Marked (d)	Area Marked (e)	Areas Marked (j) and (k)
Rank of Development	First new develop- ment area	Second new development area	Existing
Purpose of Development	To accept overspill from Warrington County Borough	New Town development	-
Development Plan	Action Area Plan, 1969*	-	-
Proposed Target Population	n.a.	2400**	n.a.
Proposed Start and Completion Date of Overall Development	1971	1971-1976	-
Existing/avail- able Schools	Numbers: (35), (30), (33)	Number: (35)	Numbers: (30), (33)
Proposed Schools:			
Number	(37), (38), (39)	(36) ⁺	-
Form Entry	5	2	-
School Places	1050	n.a.	n.a.

Notes: *Refer to note number (61) of this Chapter.

**Later it was increased to 3500-4500.

+School was completed during 1976/77.

(b) Westbrook District:

The provision of additional primary school places in the Westbrook District, during the period under review, were aimed towards both relieving the pressure upon the existing schools and catering for the incoming pupil population from the newly developed housing areas by both the Development Corporation and the private developers (Table 3.34).

The existing schools elsewhere in Westbrook that might have served these areas were all overcrowded and had been so for several years. The nearest schools were schools numbers (45), (47) and (50). These three schools, altogether had a total of 1285 school places at January 1972, while the number on their rolls in September 1971 was 1528.

TABLE (3.34): THE PROPOSED AND EXISTING SITUATION IN WESTBROOK, 1968-1974

	Rank of Develop- ment	Develop- ment Plan	Proposed House Units	Actual House Units Built To Date	Actual Start/ Comple- tion Dates	Target Popula- tion	Exist- ing Schools	Propo. Schoo l
Area marked (l)	First area	-	371*	371*	1972- 1975	(45), (47), (50)	-	-
Area marked (m)	Second area	-	1900*	475	1971- 1977	(50)	-	(51) (52)

Notes: * Private Sector housing on Development Corporation land, about 140 units of which were later bought by the Development Corporation and a Housing Association.

** Public Sector housing by the Development Corporation.

The primary schools to the south of the district, i.e. in the existing built-up areas, were also overcrowded. Three reasons could be identified, as follows:-

- (i) Prospects of Warrington New Town development.
- (ii) The continuation of the voluntary migration to private housing developments (as long as the sites were available).
- (iii) High birth-rates within this area (the number of births had risen every year and during 1961-1969 it increased by about 67.0 per cent).

To relieve this pressure, the LEA proposed such measures as the extension of the existing schools (e.g. building of the second phase of the school number (42), whose first phase was under construction during 1971).

1974-1980:

It was during this period that the major development of Warrington New Town took place. Housing and educational facilities development during this period were concentrated mainly in the three districts of

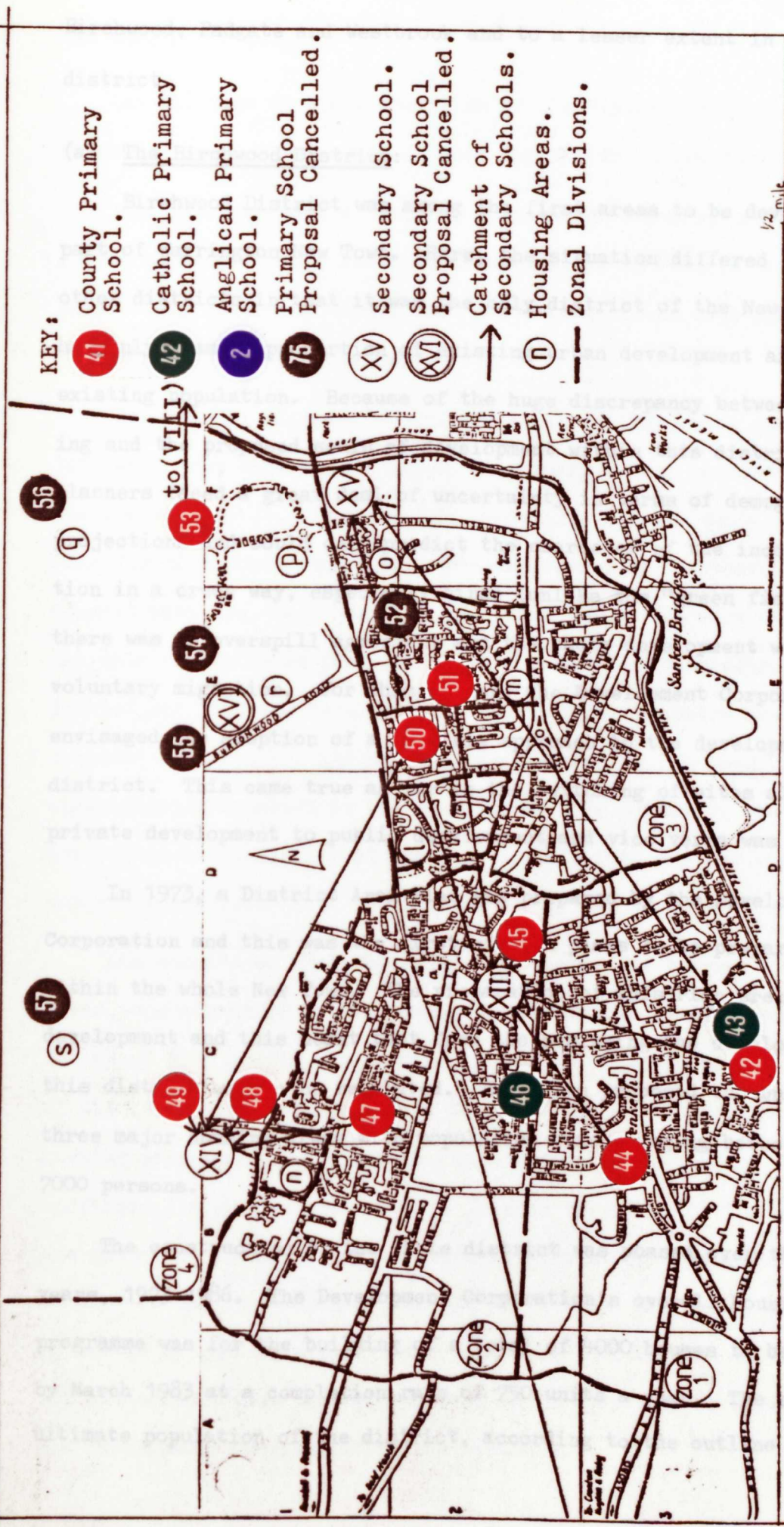


FIGURE (3.36) : LOCATION OF SCHOOLS, WESTBROOK DISTRICT, WARRINGTON NEW TOWN.

Birchwood, Padgate and Westbrook and to a lesser extent in Bridgewater district.

(a) The Birchwood District:

Birchwood District was among the first areas to be developed as part of Warrington New Town. Here, the situation differed from the other districts in that it was the only district of the New Town which had only a small proportion of existing urban development and a small existing population. Because of the huge discrepancy between the existing and the proposed scale of development within this district, the planners faced a great deal of uncertainty in terms of demographic projections and could only predict the character of the incoming population in a crude way, especially since (unlike the "green field" New Towns) there was no overspill agreement and the whole development was based on voluntary migration. For this reason, the Development Corporation envisaged the adoption of a flexible approach to the development of this district. This came true as far as the switching of sites allocated to private development to public development and vice versa was concerned.

In 1973, a District Area Plan was prepared by the Development Corporation and this was the first of such plans to be prepared by them within the whole New Town. The preparation of this Plan preceded any development and this meant that from the beginning the development of this district was to be regulated. This Plan proposed the building of three major housing areas with population sizes ranging between 4000-7000 persons.

The construction of the whole district was phased over thirteen years, 1973-1986. The Development Corporation's overall housing programme was for the building of a total of 4000 houses to be completed by March 1983 at a completion rate of 750 units a year. The expected ultimate population of the district, according to the outline plan, 1972,

was some 20000 people.

At the time of the preparation of the District Area Plan for Birchwood there were no educational facilities in the district.

The plan proposed a total of 10-forms of entry of primary schools in the whole district, but held certain sites in reserve until the uncertainty regarding total pupil population, class size and denominational provision were resolved.

Educational planning at the LEA level for Birchwood started in 1974 when they undertook a survey of primary school requirements for the whole district. Then the LEA prepared a Primary School Development Plan for Birchwood. Based upon the experience of Cheshire County Council with its other New Town, Runcorn, (which was more similar to the case of Birchwood than the other districts of Warrington) the LEA pointed out that the Development Corporation's estimates must be regarded as tentative and must be reviewed later. To cope with the uncertainties inherent in the planning of this district, the LEA also pointed to the necessity of adopting a fluid plan and one that is subject to review.

LEA considered that, based upon the norms for overspill New Town areas, one stream of primary school accommodation would be required for about 2000 people. According to this assumption, and on the basis of the information received from the Development Corporation about the housing programmes and population build-up of this district, the LEA confirmed its previous proposal of 9-forms of entry for the whole of the district, although the Development Corporation emphasised the need to provide for fluctuations over and above their supplied population estimates by an additional 1-form entry. It can be seen that none of the authorities were then considering the possibility of a reduction in the development programmes of this district.

The area marked (t) in figure (3.37) was the first area to be developed within the Birchwood District. Although the first houses were begun in 1973, no unit was completed until 1975. Some actual and expected population and housing figures for this area can be seen in the following Tables.

TABLE (3.35): HOUSING AND TARGET POPULATION PROPOSALS, AREA (t), BIRCHWOOD

	Proposed house units for:		Actual house units completed up to 1982:		Implementation period for:		Estimated ultimate total population:
	Own-occ.	Rented	Own-occ.	Rented	Own-occ.	Rented	
Area(t)	900	551	600	551	1973-84	1975-79	8000

TABLE (3.36): HOUSING GROWTH IN AREA (t), BIRCHWOOD

Cummulative house units	1977	1978	1979	1980	1981
Privately built for own-occ.	n.a.	n.a.	300	573	606
Publicly built for rent	n.a.	n.a.	551*	551	551
Total	218	661	851	1124	1157

Notes: * Completed programme; n.a. = not available

Two schools were proposed for this area, i.e. number (58), a 2-form entry County Infant and Junior school and number (59) which was originally proposed to be a Roman Catholic school.

Until the opening of the Junior school (number (58)) in 1977, the primary school-aged children of this area were to attend the County and Church primary schools in an area to the north of Birchwood District (i.e. outside the Designated Area of the New Town. The schools in these areas were within a three mile limit of area (t) in Birchwood as well as

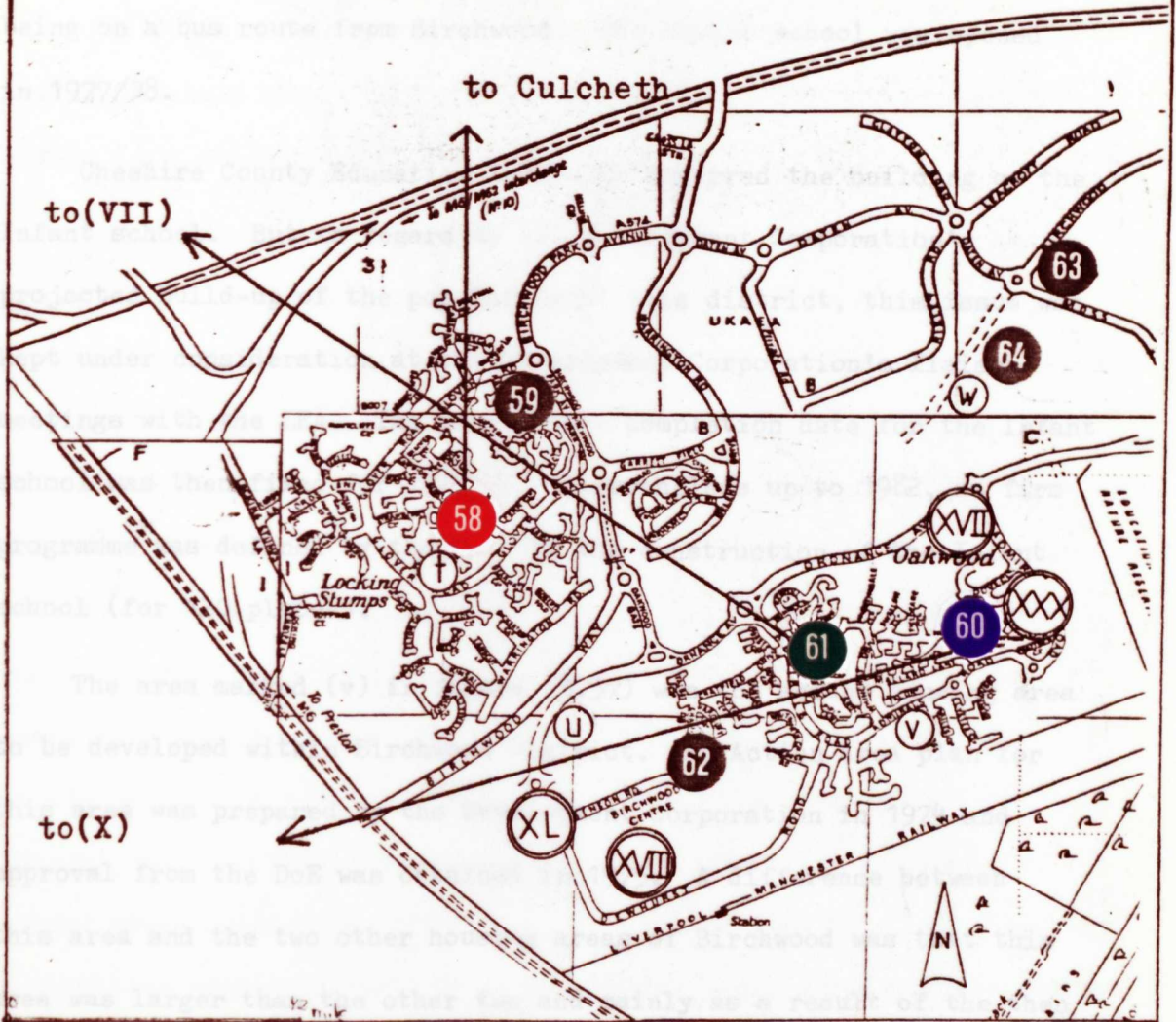


FIGURE (3.37) : LOCATION OF SCHOOLS, BIRCHWOOD DISTRICT, WARRINGTON NEW TOWN.

KEY:

- 52 County Primary School.
- 67 Catholic Primary School.
- 59 Anglican Primary School.
- 73 Primary School Proposal Cancelled.
- U Housing Areas.
- Catchment of Secondary Schools.
- X Secondary School.
- XL Secondary School Proposal Cancelled.

being on a bus route from Birchwood. The Junior school was opened in 1977/78.

Cheshire County Education Authority deferred the building of the Infant school. But in regard to the Development Corporation's projected build-up of the population of this district, this issue was kept under consideration at the Development Corporation's liaison meetings with the LEA. The provisional completion date for the Infant school was then fixed for 1979/80. Nevertheless up to 1982, no firm programme was defined by the LEA for the construction of the Infant school (for 120 places).

The area marked (v) in figure (3.37) was the second housing area to be developed within Birchwood District. An Action Area plan for this area was prepared by the Development Corporation in 1974 and approval from the DoE was obtained in 1975. A difference between this area and the two other housing areas of Birchwood was that this area was larger than the other two and mainly as a result of the then Central Government's housing policy objectives, this area incorporated the largest proportion of rented housing of the three areas.

Some actual and expected population and housing figures for this area can be seen in the following Table.

TABLE (3.37): HOUSING AND TARGET POPULATION PROPOSALS, ACTUAL HOUSING STRUCTURE, AREA (v), BIRCHWOOD

	Proposed house units at:		Actual (cumulative) completions					Estimated Target Population Range
	1974	1977	1978	1979	1980	1981	1982	
Owner-occ.	567	670	-	-	29	196	400	-
Rented	1293	1554		120	533	1244	1400	-
Total	1860	2224	-	120	562	1440	1800	5700-6200

Notes: * The original plan was to have a rise in house completions from nil in 1977/78 to 260 in 1978/79;

** Up to 1982 no further rented housing contract was scheduled for this area.

The Action Area Plan, 1974, allocated two sites for primary schools in this area (i.e. a 2-form entry Junior and Infant school number (60) and a 1-form entry school number (61)).

The draft proposals of the Development Corporation, which were drawn after consultation with Lancashire County Council and Cheshire County Council Education Departments in 1973, considered that the 2-form entry school should be a County school with community provision. But later, the Liverpool Diocesan Board of Education requested that this school be provided as a 2-form entry Anglican aided Infant and Junior school. The LEA, in contacting the representatives of the Diocesan Board informed them of a suggestion by the Development Corporation concerning the provision of community facilities for this school. Partly because of the lack of experience (even nationally) it was thought that the provision of community facilities for a voluntary school would create some complications. At the same time, the Anglican Authorities suggested that since this school was planned to have community facilities, the Roman Catholic Authorities could also be contacted to discuss the possibility of an inter-denominational school promoted jointly by the two Church Authorities. Having held their joint discussions, the Roman Catholic and Anglican Authorities concluded that at that stage they could not reach a firm joint proposal and accordingly the proposal was confirmed as an Anglican school with worship and community facilities. After the taking of this decision and the formation of an ad hoc Working Group,⁶² the Development Corporation accepted the principle of capital and revenue contributions to the joint scheme.

In 1975, the position of the first phase of this school (i.e. the Junior school) in the LEA's School Building List was substituted by the second phase of school number (58) in area (t) of Birchwood. By this means the period in which primary school children from area (v) would

have to attend primary schools in area (t) would be shortened by one year. This change of programme by the LEA was mainly due to the Development Corporation's persuasion to provide a primary school in area (t) by March 1978. The Junior school was programmed for a start in 1977. This phase was to act as a primary school for the full 5-11 age range pending the inclusion of the complementary school in a later Building Programme (the timing of which was not decided at that stage). The Junior school with 320 school places, joint-use facilities and the worship centre was opened in September 1978.

A problem area that was observed in relation to this school was the side-effects of a decision taken by the Education Building Sub-Committee to change the proposed site for the first proposed County High School for Birchwood District from site marked (XVII) in figure (3.37) to site (XXX). The Anglican Authorities were of the view that replacing twelve hectares of housing by a High School so near to this primary school would inevitably reduce the population of the immediate catchment area of this primary school. This, in addition to the fall in the birth-rate, would damage the prospects of the school. In fact their main point of argument was that they had accepted the site of the primary school, as offered jointly by the LEA and the Development Corporation, after considering all other aspects. Further they were prepared to build the primary school complete to its final phase, i.e. a 2-form entry Infant and Junior school. The Church Authorities were successful in their objections because the High School suggestion was dropped and the site area used for housing development. The building of the Infant school (120 places) has several times been deferred. In 1980 this school was put in the draft 1982/3 Starts List.

The other proposed school for this area, i.e. school number (61) was to be a Roman Catholic school. In 1976, it was programmed for a

start in 1977/78, but as the DES refused to accept the plans for this school the actual opening of the school was again delayed until 1981.

The Action Area plan for the area marked (w) in figure (3.37) was prepared by the Development Corporation in 1977. The plan preparation period for this area lasted up to about 1980. Work on the first housing schemes (private housing) began in late 1981 and the first houses were completed by April 1982. During the period 1977 to 1980 the Development Corporation's plans and programmes were changed several times. Their changed housing plans and programmes and population targets for this area can be seen in the following Table.

TABLE (3.38): HOUSING AND POPULATION PROPOSALS, AREA (w), BIRCHWOOD

	Proposed house units by:				Estimated population range by:		
	DAP 1973	AAP 1977	1979 Review	1980 Review	DAP 1973	AAP 1977	1980 Review
Owner-occ. sector	1155	406	800	1045	-	-	-
Rented sector	495	1259	600	270	-	-	-
Total housing	1650	1665	1400	1315	5159- 5703	4000- 5000	3000- 4000
Tenure split: Own-occ./Rented	70 / 30	25 / 75	57 / 43	79.5 / 20.5			

Notes: DAP = District Area Plan, AAP = Action Area Plan.

Both the District Area Plan for Birchwood, 1973, and the approved LEA's Development Plan for Birchwood, 1974, suggested the building of two schools within this area, i.e. a 2-form entry school number (63) and a 1-form entry school number (64). The 1-form entry school site was provisionally reserved for a Roman Catholic primary school.

Firstly, the Development Corporation's intention was that school number (63) should be available by September 1982, but in 1978 they

expected that an agreement could be reached with the Cheshire County Council for the earlier provision of some advance joint-use facilities within this school. In 1979 an agreement between the authorities was reached to include the first phase of this school (with 160 places) in a school building programme with the aim of opening by 1982. This phase included some joint-use elements and it was decided, depending on need, to open the joint-use elements in advance of the school itself.

But later in 1980 the LEA re-considered the Development Corporation's proposal for the inclusion of the joint-use element with the Junior school. The LEA pointed out that any commitment to the provision of joint-use elements would be subject to the numbers of prospective pupils remaining at a sufficient level to justify the retention of this school within the Building Programme.

Accordingly, as a result of the Development Corporation's review of housing forecasts for the whole New Town and especially the future development of area (w), the LEA decided to defer the building of the Junior school to an unspecified date. Up to 1982 no school had been built in this area.

(b) The Padgate District:

The District Area Plan for Padgate was published in 1975.⁶³ In the formulation of this plan, the Development Corporation faced such inherent problems as the adoption of a substantial building rate for residential development in an area that was already highly developed. Both the Development Corporation and the Borough Council were engaged in the development of this District.

Some actual and expected population and housing characteristics of the Padgate District can be seen in the following Table.

TABLE (3.39): HOUSING AND POPULATION STRUCTURE, PADGATE

Housing Areas	Population				Housing						Proposed by 1991			
	Actual 1971		Estimated for 1991		Actual 1971			Completed during 1971-75			House Compl.		Tenure Split %	
	No.	%	OP 1971	DAP 1975	Tenure split %			Tenure split %		OP Units	DAP Units	Tenure Split %		
					Units	Own-occ.	Rented	Own-occ.	Rented			Own-occ.	Rented	
Padgate District	16046	100.0	26500	33206	5079	77.0	23.0	68.0	32.0	8370	6014	25.0	75.0	
North of Railway	4011	25.0	-	-	1524	51.0	49.0	-	-	-	-	-	-	
South of Railway	12035	25.0	-	-	3555	85.0	15.0	-	-	-	-	-	-	

During 1974, the LEA prepared a Development Plan for Education for the Padgate District. This Plan was based upon the population statistics supplied by the Development Corporation and considered by the County Planning Director (Table 3.40).

TABLE (3.40): POPULATION ESTIMATES, PADGATE

North	1974	1981	1991
Area marked (g)	160	4950	9870
" " (d)	2770	4840	5250
" " (e)	3490	5500	5370
Total	6420	15290	20490
South			
South-west	6230	6180	6160
South-east	6610	8830	8510
Total	12840	15010	14670
Grand Total	19260	30300	35160

Original source: Education Committee Minutes, Cheshire County Council, 1974/75.

For the whole district, for a population of 35000 by 1991, the Development Plan estimated that there would be a need for 17-forms of entry primary school provision. The Plan's proposals can be seen in the following Table.

TABLE 3.41: EXISTING AND PROPOSED EDUCATION STRUCTURE, PADGATE, 1974

Variable Area/School	School Type/ Status	Prop. 1991 Form Entry	Perm. Places 1975 (a)	Peak est. roll at Summer 1975 (b)	Discrep- ancy b-a	Date of Building
Area marked (g)						
School no. (40)	CI/J	2	Nil	Nil	-	-
(41)	CP	1	Nil	Nil	-	-
Reserve site	-	1	Nil	Nil	-	-
Area marked (d)						
School no. (37)	CI/J*	2	320	346	+26	1974/75
(39)	RC/P**	1	160	160	-	1974/75
Area marked (e)						
School no. (35)	CI/J**	2	400	440	+40	1830
(36)	CP	1	280	138	-142	1970
South west						
School no. (30)	RC/P**	1	280	340	+60	inter war ⁺
(31)	CI/J	2	560	(250/335)	+25	1969
South east						
School no (33)	RC/P**	1	280	260	-20	1964- 1972/3
(34)	CE/P**	1	280	245	-35	1972
(32)	CP	2	560	540	-20	1952
Total	-	17	3120	3054	-66	-

Original source: Cheshire County Council, Education Committee Minutes, 1974/75

Notes: * Proposed Infant School, ** aided, + and some extensions in late 1960's; prop. = proposed; perm. = permanent; est. = estimated.

The 1974 Development Plan for Education for the Padgate District had considered two primary schools for area (d) in figure (3.35). School number (37) was to be a 2-form entry County Infant and Junior school. By the time of the preparation of this plan, the Junior school

was completed and was operating as a primary school. The need for the building of the Infant school was realised in the Plan, and it was suggested that if, before the building of the Infant school, the numbers exceeded the accommodation in the Junior school, a re-zoning of pupils would be necessary to take some of the children to school number (18) of the former Warrington County Borough area (figure 3.34). In addition to this, the LEA considered the provision of temporary additional accommodation in the Junior school.

The Roman Catholic School number (39), a 160 place instalment of which was opened in 1975, had a total of 165 pupils on its rolls in 1978. Because of this, the Liverpool Archdiocese Schools Commission suggested that the second phase of this school should be placed in a LEA's immediate Building Programme. The Education Committee advised the Roman Catholic Authorities that full use must be made of school places in the Roman Catholic School number (61) in area (v) of Birchwood District (figure 3.37), which was then under construction and only two miles distant, or to use school number (9) of the former Warrington County Borough area (figure 3.34) which was only one mile away. But, if finally a decision was to be taken to proceed with this proposal, the LEA would have to ask the DES for an increase in their lump-sum authorisation and the Cheshire County Council for additional capital programme resources.

The area marked (g) in figure (3.35) was one of the residential areas proposed in the Padgate District Area Plan. The Action Area Plan for this area was prepared during 1974/75: the preparation of this preceding the Padgate District Plan. The Action Area Plan was approved by the DoE in 1975.

Some of this area's expected and actual housing and population characteristics can be seen in the following Table.

TABLE (3.42): HOUSING AND POPULATION PROPOSALS, AREA (g), PADGATE

	Housing AAP Proposal			1979 Proposal		1980 Proposal		Population range, proposed in 1980
	Total units	Start & compl. date	Annual compl. rate	Units	Actual compl. 77-82	Units	Actual compl. 78-82	
Total	1600	-	-	-	-	-	-	6000-7000
Own-occ.	-	?-1978	100	-	-	1250	400	-
Rented	-	77/78- 81/82	300	593	385	-	-	-

Notes: AAP = Action Area Plan, Compl. = completed.

Both the Padgate District Area Plan and the Action Area Plan for this area considered the building of a 2-form entry primary school with 560 school places. The LEA's Development Plan for Education for Padgate recommended that the school (i.e. school number (40)) should be constructed as and when housing development proceeded within this area. Also, the Development Plan asked for the co-operation of the Development Corporation and the Borough Council in order to reach a decision about the community provision within this school.

In addition to this school, the Development Plan had proposed the reservation of a further site for a 1-form entry primary school, the precise location to be determined later in relation to new housing development (i.e. school number (61)).

The first phase of school number (60) was approved by the Cheshire County Council Education Authority for a start in 1977/78. Both the Development Corporation and the LEA considered that if the development of the school could not be in phase with the proposed house-building programme for this area, the outcome would be overcrowding of neighbour-

ing schools for several years. In the light of the unavailability of finance for the building of this school, the solution suggested by the LEA was (i) to take children by bus to the nearest schools with sufficient spare capacity, (ii) to establish the nucleus of a new school at an existing school with spare capacity and then move to the new school en-masse when the new premises became available.

In 1976, this school was deferred to the 1978/79 Major Building Programme of the LEA with an anticipated start date in September 1979 (including its joint-use facilities for which a contribution from the Development Corporation's Amenity Fund was to be allocated in 1975). Nevertheless, a year later, i.e. 1977, it was certain that this school would not achieve a place in Cheshire County Council's Starts List earlier than 1979/80. At the same time, the Development Corporation was pressing for the building of this school and especially for the joint-use facilities, which were vital for the attraction of migrants to this area.

Simultaneously, another process was evolving. The Anglican Church Authorities had asked for a site in the northern part of area (d), for a new 1-form entry primary school. In 1976, the Anglican Authorities asked the LEA to give consideration to a further amendment to their Development Plan. The Diocesan Pastoral Committee, after their consultation with the Development Corporation about the provision of Anglican schools in the Padgate District, proposed that the 1-form entry school be replaced by a proposal for a 2-form entry Infant and Junior school in area (g) in the place of the present school number (40) to serve areas (d), (g) and (h). This proposal went through the District Advisory Committee for Education (for the Warrington District of Cheshire County) first, and they, after noting the strong tradition of Warrington in Church school provision, considered that this proposal would provide a

balance between Church and County provision of primary schools in the northern parts of the Padgate District. The District Advisory Committee also pointed to the financial advantage to the LEA of replacing a 2-form entry County primary school with a 2-form entry Anglican school. After the approval of this proposal in 1978, it was put in the County's Major School Building Programme for 1979/80 for completion by 1980.

In 1979, the construction of the first phase of school number (40) (320 places) commenced, being scheduled for completion in April 1981. During 1980, before the completion of this school, it was suggested that school number (11) in the former Warrington County Borough (figure 3.34) be established in its place. This proposal was not agreed by the LEA as it planned to accommodate the pupils in school number (8) in the same zone of the former Warrington County Borough. Again, the Development Corporation urged the LEA to give priority to the building of school number (40) owing to the expected population increase of this area as a result of their house building activities.

The second phase of school number (40) (120 places) was programmed for a start in 1981. Later it was deferred and was put in the LEA's Starts List for 1982/83. A further phase (120 places) of the school was also put in the 1984/85 School Building Programme. In 1981, the size of the later phases of this school were reduced from 120 places to 105 places and at the same time were given a lower priority within Cheshire County Council's School Building List for their programmed year. This school was opened in 1981.

The area marked (e) in figure (3.35) was one of the final remaining proposed residential areas for development in the Padgate District. The District Area Plan for Padgate proposed that a total of 1060 houses should be built within this area. By 1978, as a result of the reductions

in the future development of Warrington, the Development Corporation changed the original proposal and limited the housing programme to a total of 300 public sector houses plus 50 private sector ones. The commencement of the whole project was also deferred from 1979 to 1980. In 1979, the housing proposals for this area had a further cut and a further deferment: a total of 276 privately owned and rented houses were programmed to be under construction by 1981.

Finally, in September 1980, the DoE approved the planning proposals which included 160 private houses, but all the rented housing was cut out of the programme. Work on this area had not started at 1982.

Given these cuts in the housing programmes of this area, no prospect can be seen for the building of the proposed primary school for this area (i.e. number (41)).

(c) The Westbrook District:

A District Area Plan for Westbrook was prepared by the Development Corporation in 1978. Because of the policy and physical constraints on further development within this District, the plan divided the whole District into four District Zones and only two of them were allocated for major housing development during the life of the Development Corporation (i.e. zones (2) and (3) in figure (3.36)).

Some of the actual and expected population and housing characteristics of the Westbrook District can be seen in Table (3.43).

During the post-1974 period, four housing areas were proposed for development throughout the Westbrook District (figure 3.36).

Some of the expected and actual population and housing characteristics of these areas can be seen in the following Tables.

TABLE (3.43): HOUSING AND POPULATION PROPOSALS, WESTBROOK

	Housing DAP 1978 Total housing by 1989	Proposition Prop. of:		OP. 1972		Actual		Estimated Population by 1989	
		Own- occ.	Rented	Total housing by 1989	Tenure split own-occ./ rented	Total completion up to 1978	Total completion up to 1981	OP. 1972	DAP 1978
Zone (2)*	-	-	-	-	-	2000	1183	-	-
Zone (3)*, **	4411	71.0	29.0	-	-	-	325	-	-
Whole District	6384	60.0	40.0	7400	70/30	-	1508	42000	36600

Notes: * Zones identified by the DAP 1978; ** Development period of this Zone was estimated by the DAP to be 1978-1989, DAP = District Area Plan, OP = Outline Plan, prop. = proportion, Own-occ. = owner occupied.

TABLE (3.44): ACTUAL HOUSE COMPLETIONS BY 1982, BY AREA:

	Rented	Privately built owner-occupied
Area (o)	326*	110**
Area (p)	500	32+
Area (q)	-	-
Area (r)	-	-

Notes: * The scheme was completed in 1976; ** The scheme was started in 1980; + The scheme started in 1979

TABLE (3.45): THE DISTRICT AREA PLAN, 1978, PROPOSALS FOR AREA (p)

	Pre-1981	1981-1986	1986-1991	Total	Tenure split Rented/ Private
Dwellings	410	1327	100	1837	68/32 +
Population**, +, 0	1200	4075	290	5565	-

Notes: * The development period was proposed to be 1979-1989;
 ** Crude estimates; + Existing population was 50 people;
 0 Because of the reassignment from rented to private sector housing, the population estimates were also reduced to 3500-4500.

TABLE (3.46): THE DISTRICT AREA PLAN, 1978, PROPOSALS FOR AREA (q)

	Pre-1981	1981-1986	1986-1989	Total	Tenure split Rented/Private
Dwellings	-	1815	66	1881	77/23
Population *	-	5571	192	5763	-

Notes: * Crude estimates.

TABLE (3.47): THE DEVELOPMENT CORPORATION'S REVISED HOUSING PROGRAMME FOR AREA (q)

	Changed programme in 1978		Changed programme in 1979		Changed programme in 1980	
	No.	%	No.	%	No.	%
Rented	1445	77.0	1061	59.0	685	40.0
Owner-occ.	435	23.0	784	41.0	1011	60.0
Total	1880	100.0	1845	100.0	1696	100.0

TABLE (3.48): THE DISTRICT AREA PLAN, 1978, PROPOSALS FOR AREA (r)

	Pre-1981	1981-1986	1986-1989	Total	Tenure split Rented/Private
Dwellings	-	465	150	615	66/34
Population	-	1427	434	1861	-

During 1975, a Development Plan for primary education for the Westbrook District was prepared by the LEA. The preparation of this plan was delayed pending the supply of population statistics by the

Development Corporation. These statistics were discussed with the County Planning Officer and since there was a divergence of opinion, a joint meeting was held between the two bodies. The statistics which were finally used by the LEA were based upon a mutual agreement between the two parties although they were considered to be subject to further reviews. The controversy was mainly about the western parts of the district. The Development Corporation anticipated that by 1991 the overall population of the total district would grow from 21900 in 1974 to approximately 40000, while the County Planning Officer considered a total of 32000 to be more likely.

For the purpose of the Development Plan for Education, the district was divided into four zones (figure 3.36). This division meant that for educational planning each zone was considered separately.

Zone (1): The population of this zone was expected to decrease from 9970 in 1974 to 9540 by 1981 and to 9300 by 1991 (i.e. a decrease of 6.7 per cent throughout 1974-1991).

During 1974/75 within this zone there were 6-forms of entry available in primary schools and the LEA's estimate was that by 1991 for such a population, 5-forms of entry only would be sufficient. Further, as one of the schools, i.e. school number (46), also served zone (2), the provision within this zone was regarded as reasonable.

TABLE (3.49): THE 1974 SITUATION AND THE EDUCATION DEVELOPMENT PLAN
PROPOSALS FOR ZONE (1), PADGATE

School number	School Type/status	Proposed 1991 Form Entry	Number of perm. places 1975 (a)	Peak est. roll at Summer 1975 (b)	Discrepancy b-a	Date of school building
(44)	CI,CJ	2	560	218+409	+67	1908*,**
(46)	RC†,P	1	280	273	-7	1960
(42)	CI,CJ	2	560	174+193	-193	1972-1974/5
(43)+	RC†,P	1	280	311	+31	1972
Total	—	6	1680	1578	-102	-

Original source: Cheshire County Council, Education Committee Minutes, 1975.

Notes: * with 1962 extensions; ** Infant school was built in 1955, the 1908 Junior school accommodation was to be remodelled according to the Development Plan; † before the opening of this school there was pressure upon school number (46); ‡ aided; est. = estimated.

Zones (2) and (3): The population of these zones ^{was} were estimated to increase from 11550 in 1974 to approximately 15500 in 1981 and to 16050 in 1991 (i.e. an increase of 39.0 per cent during 1974-1991). *

Zone (2) had a population of 6090 in 1974 which was expected to increase to 6500 by 1981 and to 6250 by 1991 (an increase of only 2.6 per cent).

The population of zone (3) was 5460 in 1974 and was expected to be increased to 9000 by 1981 and to 9800 by 1991 (i.e. an increase of 79.5 per cent throughout 1974-1991). Thus it can be seen that although most of the development within these two zones up to 1974 was in zone (2), the development during 1974-1991 was expected to take place in zone (3).

TABLE (3.50): THE 1974 SITUATION AND THE EDUCATION DEVELOPMENT PLAN
PROPOSALS FOR ZONES (2) AND (3), PADGATE

School number	School Type/status	Proposed 1991 Form Entry	Number of perm. places 1975 (a)	Peak est. roll at Summer 1975 (b)	Discrepancy b-a	Date of school building
(48)	CI+,CJ	1	320	220	-100	1977-78
(47)	CP	1	280	357	+77	1968
(50)	CP	2	560	420	-140	1968
(52) *	CI+,CJ+	2	320	-	-	-
(45) **	CP	1	360	544	+184	1880 *
Total	-	7	1520	1541	+21	-

Original source: Cheshire County Council, Education Committee Minutes, 1975.

Notes: * with some additions in the 1960's, ** to be reduced to 1-Form entry in the long term, † proposed school.

From this Table it can be seen that during 1975 a population "bulge" was passing through these zones.

When making future estimates for these two zones, the LEA gave consideration to the following four factors:-

- (a) School number (46) served zone (1) and the western parts of zone (2).
- (b) School number (2) in the former Warrington County Borough (figure 3.34) served the eastern parts of Westbrook.
- (c) School number (1) in the former Warrington County Borough could serve the more western parts of zone (2).
- (d) The Infant department of the school number (48) would essentially serve the northern parts of the district when developed, and because of this only 1-form entry was allocated to zone (2).

Zone (4): Both Warrington New Town Development Corporation and the Cheshire County Planning Officer agreed that the population of this zone would rise from a total of 370 in 1974 to 3000 by 1981. But their forecasts for the period 1981-1991 differed: the Development Corporation

estimated that the population of this zone would rise to 15000 by 1991 while the County Planning Officer estimated a figure of 6350.

The Education Development Plan's belief for future education needs was thus based upon an uncertain figure. Nevertheless, it was estimated that for a population of 6350 (i.e. County Planning Officer's estimates) a total of 3-forms of entry would be required by 1991. This could rise to 7-8 forms of entry to accommodate a population of 15000 if necessary (i.e. the Development Corporation's estimates).

The Catholic Authorities agreed a site in the southern part of this zone, i.e. areas which were scheduled for earlier development. As there was no Anglican primary school in these parts of the Westbrook District, the LEA expected that the Anglican Authorities would agree to the building of an Anglican primary school. The Development Plan could not be more specific about educational proposals for these parts of the district and so the Anglican Authorities declared their unwillingness to build a primary school in this area.

The LEA realised that there was a need for a more specific proposal for this area of Westbrook. Before the preparation of an Action Area Plan for the first area to be developed within this zone, i.e. area marked (p), a meeting was held in September 1975 between the LEA and the representatives of the Development Corporation at which the latter indicated their decision to speed up the development of these areas. The first houses were planned to be completed by 1978 and it was estimated that a population of approximately 2800 would derive from this housing by 1981. The Development Corporation also drew attention to their population forecasts for the whole of the residential areas within this zone (which were higher than their previous forecast). They anticipated that by 1991 the overall population of these areas would amount to something between 15000-17000. Subsequent to this meeting,

the LEA had consultations with the County Planner who agreed to the use of these population statistics as the basis for the primary education development proposals.

The LEA, accordingly estimated that for such a population a total of 7-forms of entry would be required and proposed a total of five primary schools for the whole area. On the other hand, there were alternative courses of action to the actual building of some of the proposed schools such as the use of two of the existing schools in the former Warrington County Borough area. The problem was that these schools were separated from the Westbrook district by areas of extensive park provision and hence these measures could only be employed in the short-term. Nevertheless for the long-term, despite these possibilities, the widespread proposed development of these parts of the District required the provision of separate primary schools, especially since "bussing" of children was both unacceptable to the parents and expensive to the LEA in terms of revenue expenditure.

According to the Action Area Plan for area marked (p) in figure (3.36), the primary school population of this area was to be served by two schools, i.e. school number (53), a 1-form entry County or Anglican school (at this stage the decision about the status of this school could not be reached) for 280 places and school number (54), a 1-form entry Roman Catholic school for 280 places. As there were no primary schools within these areas, the Plan noted that the early pupils resident in this area would travel to school number (52) in area (m) or schools in the north of the former Warrington County Borough area. Because of the lack of educational and social facilities within this area, the Plan's strategy was to build the first houses as near as possible to the existing social facilities to the south and east of the area.

Originally, the Development Corporation preferred that the opening

date for school number (53) should be September 1981. Because of the lack of social facilities within this area, this school was to have joint-use elements and the Development Corporation agreed that the joint use element was in fact needed in advance of the school building itself, i.e. by 1980. The provision of this school and its joint-use facilities were important elements in the attraction of migrant households to this area, becoming even more important after the switch of the Development Corporation's housing tenure policy towards the end of the 1970's. The Development Corporation had agreed to meet a proportion of the costs. Agreements were then to be reached between the Cheshire County Council and the Development Corporation about the proportion of the Development Corporation's contribution towards the cost of the joint-use elements, etc.

After the publication of the District Area Plan for Westbrook by the Development Corporation in 1978, the LEA noticed the updated population forecast for the District and embarked on a fresh review of the Primary Education Development Plan for Westbrook North in 1978. According to the information received from the Development Corporation, the first houses in these areas were to be completed during 1979. The LEA held consultations with the County Planning Officer who thus stated that a population of approximately 11500 would result from the Corporation's housing programme by 1986 and the overall population of the area could rise to approximately 13350 by 1991 (depending on whether particular areas would eventually be developed). The County Planner then agreed upon the use of these population statistics as the basis for the Primary Education Development Plan proposals. It was upon the basis of these decisions and forecasts that the LEA reduced their previous estimates to a maximum of 6-forms of entry by 1991.

Accordingly, the amended Development Plan for Primary Education

retained the proposal for school number (53) and this was included in the LEA's Draft School Building Programme for 1980/81. The joint-use scheme was actually opened in September 1980, ahead of the primary school, construction of which began in September 1980 and was completed in January 1982.

The other school proposals within this part of the Westbrook District, i.e. zone (4), faced more uncertainties both in terms of actual building needs and in terms of their programme dates. This is, of course, related to the uncertainties surrounding the housing developments within these areas.

For area marked (q), a 2-form entry County primary school with 560 places was included in the District Area Plan for Westbrook (number 56)). According to the housing proposals for this area, it was expected that the first phase of the school would be needed by 1983. Also, because of the lack of community facilities within these parts, some joint-use elements were attached to the school proposal. The LEA declared that if the provision of this school should be deferred, the joint-use element would be provided (as for school number (53)) in advance of the school building. Before the completion of the school, the primary school children of the housing estate were expected to travel to the primary schools in the northern part of the former Warrington County Borough. In 1979, the LEA had agreed to open the Junior department of this school by 1983, although the date of the building of the Infant school was not specified. During 1980, because of the reduction of the housing development throughout this zone of Westbrook District, the LEA decided to reduce the size of this school proposal to a 1-form entry school, and instead to use school number (7) in the former Warrington County Borough with the pre-condition of providing a necessary footpath between the school and area (q).

After the 1978 review of the Primary Education Development Plan for the northern parts of the Westbrook District, the two school proposals (54) and (55) were also kept in the plan. A 160 places instalment of school number (55), a 2-form entry County Infant and Junior school was included in the LEA's Draft School Building Programme for 1981/82 with a further 120 places in the Draft for 1982/83. School number (54) was proposed as a Roman Catholic 1-form entry primary school but there was no decision about a specific building year. So far neither have been built.

(d) The Bridgewater District:

The Bridgewater District was the last District of Warrington programmed for development. In the previous sections of this Chapter, the kind and nature of the physical and policy restraints upon the development of this District up to the Outline Plan preparation period were identified. To date, two more factors restraining the development of this District have been added. Firstly, it was the Central Government's New Town development reviews, once in 1976 (by the Labour Government of the day) and once in 1979 (by the Conservative Government of the day), that reduced the overall development programme of Warrington. Most of all they affected the areas that were programmed for later development. Secondly, there was public pressure against the further development of this area, objections mainly coming from the residents of the high quality privately owned housing in this District.

Originally, a District Area Plan was to be prepared for this district in 1973, but given the uncertainties and constraints prevailing, it was not done. A plan was prepared in 1978 with the intention of submission to the DoE in 1979. This plan was never officially published in the same way as for the other Districts.

Nevertheless, more comprehensive housing programmes were planned

to start beyond 1977. Until then three minor housing areas were developed, the specifications of which can be seen in the following Table.

TABLE (3.51): MINOR HOUSING PROPOSALS, BRIDGEWATER*

	Completed house units on Development Corporation land		Starting Date	Completion Date
	Rented	Own-occ.		
Area (x)	-	25	1975	1978
Area (y)	64**	-	1977	1979
Area (z)	-	170 +	1976	Not finished

Notes: * Refer to Figure (3.38); ** By a Housing Association;

+ A total of 75 units have been completed to 1982.

The Area marked (ab) (figure 3.38) was to be the first substantial housing area to be developed in this District. An Action Area Plan was accordingly prepared in 1975 but was superseded by a plan called the "Content Plan" in 1980. The latter was prepared in response to Warrington's reduced development programmes. The development proposals consisted of two adjacent Action Areas, relevant elements of this Plan's proposals for these areas can be seen in the following Table.

TABLE (3.52): MAJOR HOUSING PROPOSALS, BRIDGEWATER

	Housing proposals			Estimated population range
	Total House units	Starting date	Completion date	
Action Area Plan, 1975	N.K.	N.K.	N.K.	3-4000
1980 Plan for area (ab)	570	1981/82	1985/86	N.K.
" " " " (ac)	437	1983/84	1985/86	N.K.

Notes: N.K. = not known (not specified in the relevant plan).

FIGURE (3.38) : LOCATION OF SCHOOLS, BRIDGEWATER DISTRICT, WARRINGTON NEW TOWN.

KEY:

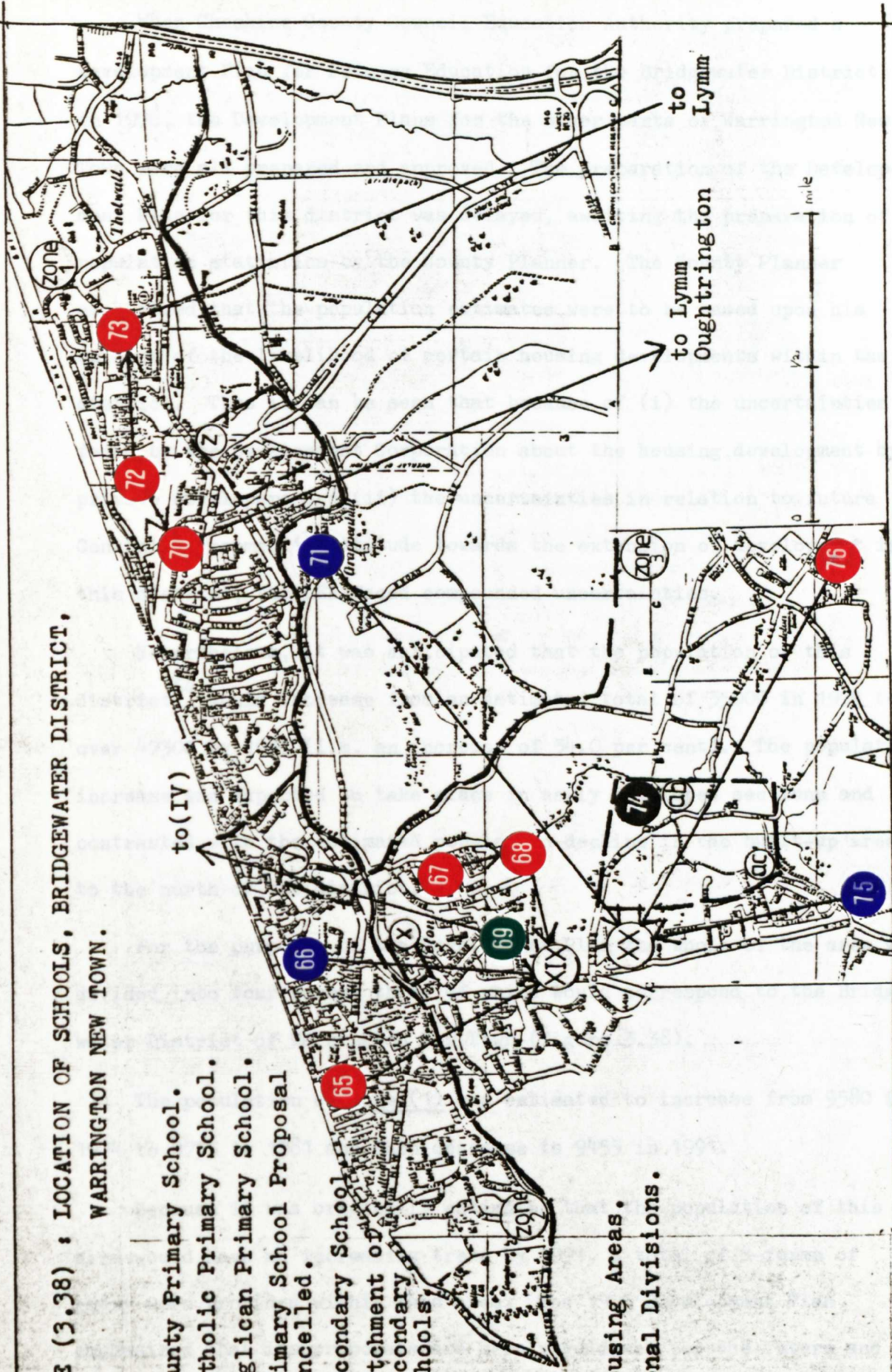
- 74 County Primary School.
- 65 Catholic Primary School.
- 74 Anglican Primary School.
- 79 Primary School Proposal Cancelled.
- X Secondary School.
- Catchment of Secondary Schools.

- M Housing Areas.
- Zonal Divisions.

to (IV)

to Lymm
to Oughttrington

to Lymm



When Cheshire County Council Education Authority prepared a Development Plan for Primary Education for the Bridgewater District in 1976, the Development Plans for the other parts of Warrington New Town were all prepared and approved. The preparation of the Development Plan for this district was delayed, awaiting the preparation of population statistics by the County Planner. The County Planner emphasized that the population estimates were to be based upon his opinion of the likelihood of certain housing developments within the district. Thus it can be seen that because of (i) the uncertainties faced by the Development Corporation about the housing development by private developers and (ii) the uncertainties in relation to future Central Government's attitude towards the extension of development into this district, the LEA faced compounded uncertainties.

Nevertheless, it was anticipated that the population of this district⁶⁴ would increase from an estimated total of 35000 in 1974 to over 47300 by 1991 (i.e. an increase of 34.0 per cent). The population increase was expected to take place in newly developed sections and contrasted with the estimated population decline in the built-up areas to the north of the district.

For the purposes of the Development Plan the whole of the area was divided into four zones, three of which would correspond to the Bridgewater District of Warrington New Town (figure 3.38).

The population of zone (1) was estimated to increase from 9580 in 1974 to 9755 in 1981 and then decrease to 9455 in 1991.

Because it was originally estimated that the population of this area would have an increasing trend by 1991, a total of 4-forms of entry were provided within this area. The 1976 Development Plan emphasized that its proposals are merely guidance for the future and must be reviewed when more detailed plans could be prepared by the

Development Corporation for this area.

TABLE (3.53): THE 1976 SITUATION AND THE EDUCATION DEVELOPMENT PLAN
PROPOSALS FOR ZONE (1), BRIDGEWATER

School number	School Type/status	Proposed Form-Entry 1991	Number of permanent places, 1976 (a)	Number on roll Summer 1976 (b)	Discrepancy b-a	Date of school building
(72)	CJ	{ 2	240	141	-99	1976
(73)	CJ		280	225	-25	1960/61
(71)*	CE,P**	1	275	336	+61	post-War
(70)+	CP	1	280	289	+9	1964/65
Total	-	4*	1075	991	-84	-

Original source: Cheshire County Council Education Committee Minutes, 1976.

Notes: * This school was erected to relieve both schools number (72), (73) and (70) and according to the LEA had asked the managers of this CE school to restrict their intake to one FE; ** Aided; + Has also two mobile classrooms; † No change from existing at 1976.

From this table it can be seen that at 1976 there were more school places than primary school children throughout this zone.

Zone (2) had a population of approximately 7315 at 1976 and it was estimated it would decrease by 1981 to 7065 with a further decrease by 1991 to a total of 6765 (i.e. a total of 7.5 per cent decrease throughout 1976-1991).

TABLE (3.54): THE 1976 SITUATION AND THE EDUCATION DEVELOPMENT PLAN
FOR ZONE (2), BRIDGEWATER

School number	School Type/ Status	Prop. 1991 Form Entry	Number of perm. places, 1976 (a)	Number on on roll Summer term, 1976 (b)	Discrepancy b-a	Date of School building
(65)	CJ	} 2	240	213	-27	Early 20th Century+
(65)	CJ		233	391	+158	" "
(66)	CE*,P	1	280	215	-65	1975+
Total	-	3**	753	819	+66	-

Original Source: Cheshire County Council, Education Committee Minutes, 1976.

Notes: * Aided; ** No change from existing at 1976.

+ Some mobile and HORSAs are on the site.

+ This school was replaced by a new school as part of 1972/73 School Building Programme.

Prop. = proposed, CI = County Infant, CJ = County Junior

CE = Anglican, P = Primary.

Zone (3), the area of which exceeded the New Town's Bridgewater District, was expected to increase its population from approximately 7650 in 1976 to 8795 in 1981 and to 21175 in 1991 (i.e. an increase of more than 170.0 per cent during 1976-1991).

The County Planner believed that a major restraint upon future development in this zone was the lack of an adequate road system and possible delays in building the north/south expressway. Also, there was at that time considerable controversy over the future demand for housing in Warrington New Town, especially in respect of this district. Because of uncertainty surrounding the future development of this zone, the LEA found it difficult to predict even approximate areas and sites for the schools which would be required. Nevertheless, given the exist-

ing provision of primary schools (i.e. in 1976) and despite the uncertain nature of the information about population size and build-up, the LEA suggested that the future provision be $9\frac{3}{4}$ -forms of entry ($6\frac{3}{4}$ -forms of entry for the New Town).

TABLE (3.55): THE 1976 SITUATION AND THE EDUCATION DEVELOPMENT PLAN FOR ZONE (3), BRIDGEWATER

School	School Type/status	Prop. 1991 Form Entry	Number of perm. places, 1976 (a)	Number on roll Summer term, 1976 (b)	Discrepancy b-a	Date of school building
(67)	CJ	{2	280	171	-109	1960/61
(68)	CJ		320	275	-45	1968/69
(69)	RC/P *	1	120	102	-18	1969/70
(74)	CP	1	-	-	-	-
(75)*	CE/P **	(2	71	114	+43	1838
(76)*	CP	3 class	120	70	-50	N.K.
Total	-	$6\frac{3}{7}$	All	732	-179	-

Original source: Cheshire Council, Education Committee Minutes, 1976.

Notes: * aided, ** controlled, + not serving the New Town, prop. = proposed, perm. = permanent, N.K. = not known.

From this Table it can be seen that this zone too had surplus primary school accommodation.

After the approval of the Primary Education Development Plan for Bridgewater District, the Development Corporation prepared sketch proposals for the ultimate possible development within this district, following the contents of the Outline Plan 1972. Accordingly, they suggested that further consideration should be given to the primary school development proposals in order to co-ordinate the siting of the schools with the possible housing layouts.

The Draft Action Area Plan for the area marked (ab) (figure 3.38) proposed, in consultation with the LEA, the reservation of a site for a 1-form entry primary school within this area (i.e. site number (74)). The site which was reserved by the Development Corporation for this school was located so as to permit its inclusion in land available for residential development if ultimately this school site should not be required by the LEA.

The location of the existing schools close to the boundaries of this area, placed the provision of this school very late in LEA's programme and this became especially true in the light of the later reduced scale of the future development throughout Bridgewater District as well as this area.

Effects:

Compared to the "Green field" New Towns, Warrington New Town had an advantage in that at Designation there were substantial public facilities existing in the area that could be used temporarily or permanently for the newly developed areas and the new incoming population. The LEA took advantage of this situation in certain cases and used these resources more extensively after the curtailment of Warrington's development programme during the post-1976 period. The reduced rate of overall housing developments, compounded by the uncertainties created by the increased private housing involvement, made the LEA more cautious about the future of the New Town.

The public expenditure cuts affected both housing and educational facilities buildings (among other things) and this reduced the LEA's readiness to start to build a new school. An alternative measure to building a school by the LEA itself was to agree, more readily, to the Church Authorities' proposals for building new schools. This would mean less financial burden on the Local Authority than building a County

school. But this could create problems such as the difficulties faced in future when and if there was a need to rationalise the whole system (e.g. difficult to merge a County and a Church school).

3.5.4.2 The Secondary Education Structure

Three issues were realised to be outstanding within the post-Designation structure of secondary education in Warrington New Town. These were firstly the "reorganisation" of secondary education on Comprehensive lines, secondly, the "expansion" of secondary schools as a response to the increased number of pupils requiring secondary education and, thirdly, the "improvement" of secondary schools (mainly concentrated in the former Warrington County Borough area).

Separate discussion of the "improvement" issue is unnecessary partly because the process of improving secondary schools in the former Warrington County Borough area became part of the process of "reorganisation" and its review is included with that of the "reorganisation" and partly because the extent of information available was much less than the two other cases.

3.5.4.2.1 Decision/Problem Area (F): Reorganisation of Secondary Schools, 1968-1980

During the pre-1974 period the decision about the organisation of secondary education within the Designated Area of Warrington was fragmented between the three interested LEA's. Although the Draft Master Plan, 1969, and the Outline Plan, 1972, both envisaged a Comprehensive system of secondary education for the whole New Town area, up to the time of Local Government Reorganisation in 1974 no agreement was reached between the three LEA's on the establishment of an appropriate system for the whole New Town. Thus this problem remained to be resolved during the post-1974 period.

Decision-Making Sequence:1968-1974:

In the Lancashire County sector of Warrington New Town, the process of plan preparation for the reorganisation of secondary schools was finalised during the pre-Designation period. After Designation, as a pre-condition for reorganisation, the two existing schools in this sector were extended and by 1973 both were established as Comprehensive schools.

At the time of Local Government Reorganisation altogether there were three existing large co-educational Comprehensive schools. In addition to these, plans were made for the inclusion of two further proposed schools (one in Westbrook District and one in Padgate) in the County's Starts List for 1976/77.

During the period under review the Warrington County Borough sector was still in the plan preparation and approval stage. At the time of Local Government Reorganisation, this sector had a tripartite selective system with co-educational Secondary Modern, Technical and Grammar schools (all but two Grammar schools had become co-educational at about 1971). The Council received approval from the DES in 1970 to a plan for 11-18 age-range schools in the long-term, but with interim arrangements for a two-tier system of junior and senior Comprehensive schools.

In the Cheshire County sector, discussion about the organisation of secondary education had started after the receipt of DES Circular 10/65. In 1969, the possibility of middle schools was considered by a number of Divisional Executives. Political attitudes changed in Central Government and subsequently DES Circular 10/70 was introduced setting out the belief that it was wrong to impose a uniform pattern of secondary organisation on LEA's by legislation or other means. The Cheshire County Education Authority welcomed this circular,⁴⁵ and then

invited the Divisional Executives throughout Cheshire to review their proposals, that is for all areas except the ones in which progress had already been made towards the abolition of general selection for secondary education (e.g. Runcorn New Town). Also, the Divisional Executives of three areas, i.e. Runcorn, Sale and Lymm, were asked to await further progress of Warrington New Town planning arrangements and the consultation between the three LEA's concerned.

1974-1980:

After Local Government Reorganisation and the inclusion of the whole of Warrington New Town within Cheshire County and after the consideration by the Council of the (incoming Labour Government's) DES Circular 4/74 on the reorganisation of secondary education, a new momentum was gained to complete the reorganisation of the remaining parts of the New Town and to establish an appropriate system for the whole town.

Accordingly, the Cheshire County Education Committee resolved that in parts of the new County where secondary education had not been reorganised, the LEA should pursue the following steps:-

- (a) Preparation of a feasibility study of the possibilities for reorganisation by the Education Department, and as a first step to report on:-
 - (i) Those areas of new Cheshire where plans for reorganisation had been approved by the previous Education Committee.
 - (ii) Those areas of new Cheshire for which no plans for reorganisation had been approved.
- (b) Establishment of a Working Party composed of such people as:-
 - (i) Teacher representatives.
 - (ii) Representatives of the District Advisory Committee for Education (different Committees for each of the eight Cheshire County Districts).

(iii) Managers or Governors of the schools in order to discuss fully the scheme or schemes of reorganisation for each District.

(c) The consideration of the schemes prepared by the Working Party by the Schools Sub-Committee and the Education Committee, and if approved, its submission to the DES.

Accordingly, a Working Party for Warrington District was established in 1974. The initial conclusion of the Working Party was to recommend the adoption of a common system for the whole of the Warrington District which would not perpetuate the pre-1974 Local Government boundaries. In trying to achieve a common system some problem areas were recognised. These arose from the imposition of the policies of the new Council upon the parts of the area that had an established comprehensive system prior to Local Government Reorganisation, i.e. the schools in the former Lancashire parts of the New Town. In these areas, the Managers of the schools were reluctant to relinquish the principle of schools with an 11-18 age range and accept the new LEA's policy of a lower, middle and upper Comprehensive system.

In addition to the processes that existed within each of the LEA areas prior to Local Government Reorganisation, the three LEA's in collaboration with the Development Corporation (at the time of the preparation of the Draft Master Plan and then the Outline Plan), considered proposals for 11-16 age range Comprehensive secondary schools contributing to two or more Sixth Form or Junior Colleges.

The existence of three different secondary education systems suggested two options to the Working Party, as follows:-

(a) To adopt a series of medium sized 11-18 Comprehensive schools which would be compatible with the former Lancashire County and Warrington County Borough Council's long-term plan and would be acceptable to

the two secondary schools (one Modern and one Grammar) within Bridgewater District.

- (b) To adopt the proposals which were originally contained in the final Draft Outline Plan proposed by the Development Corporation: a system of 11-16 Comprehensive schools leading to two or more Sixth Form Colleges.

The first alternative would involve the extension of schools where necessary and in certain cases in the former Warrington County Borough area, certain schools might be associated or amalgamated if the population increase did not merit extension. Adopting this option, the system would appear as follows:-

TABLE (3.56): SECONDARY EDUCATION REPRGANISATION PROPOSALS, WARRINGTON, 1974

The Former Warrington County Borough Sector		Comments
School Numbers	Form Entry	
(VIII)	6	These would produce a 6th form of 220 places, approximately 40 pupils, on average, each school.
(V)	7	
(II)	6	
(III)	4	
(I)	4	
(VI)	5	
Total	32	
The Former Cheshire County Sector		
(XIX)	7	These would produce a 6th form college for 400 pupils, i.e. approx. 100 each school on average.
(XX)	5	
Total	12+11*	
The Former Lancashire County Sector		
(IX)	8	These would produce a 6th form college of 650 pupils, i.e. approx. 160 each school on average.
(XIV)	6	
(XIII)	9	
Total	23+7**	

Source: Cheshire County Education Committee and Sub-Committee Minutes 1975.

Notes: * and two other schools outside Warrington New Town; ** and one other school outside the New Town.

The second alternative of 11-16 age-range schools and two (at least) Sixth Form Colleges would require the selection of locations for the two colleges that would be geographically accessible. One serving the north of the district could be at Westbrook School, number (XIV) (figure 3.36), or school number (VI) in the former Warrington County Borough area (figure 3.34), and one serving the southern part of the district could be school number (XX) in Bridgewater District, (figure 3.38). Another alternative was also considered by the Working Party which would have undermined their initial objective of adopting a common system throughout Warrington District area. According to this, Lancashire schools would continue for 11-18 age-ranges, the two Bridgewater schools would be 11-18 age-range schools with shared Sixth Form Colleges and in the former County Borough areas all schools would cater for 11-18 age-ranges and all schools would be given the opportunity of developing Sixth Form provision.

The Working Party considered that although the population of the former County Borough area was declining and it was anticipated that school admissions within this area would decline during the period 1975-1979, the stock of its secondary school places should be regarded as a reserve for the whole Warrington District. Also, in the former Cheshire County sector, in 1975, there were some additional school places in both of its secondary schools, totalling 360 places. At the same time the Working Party anticipated that the annual admissions of the two schools throughout 1975 to 1979 would also decline.

After consideration of all these factors and the initial comments of the Schools Sub-Committee, the Working Party submitted their final Report to the Education Committee. The Report gave more attention to the secondary school system of the former County Borough and considered three possible systems, as follows:-

- (a) The first option was the adoption of a system of comprehensive 11-16 age-range schools with separate Sixth Form provision.
- (b) The second option was the amalgamation of groups of schools into comprehensive schools for 11-18 age-ranges.
- (c) The third option involved the creation of a system which would establish that, of the six secondary schools in the former County Borough area, three would be organised for 11-14 age-ranges and three for the age-range of 14-18.

After receiving the Schools' Sub-Committee's comments on these proposals, the Working Party's recommendations were re-formulated as follows:-

- (a) The existing and the proposed Comprehensive schools in the former Lancashire County sector should continue to cater for age groups of 11-18.
- (b) The two Bridgewater District Schools were to become co-educational Comprehensive 11-18 schools with shared Sixth Form provision.
- (c) Five schools in the former Warrington County Borough area, all County schools, were to become co-educational Comprehensive schools catering for the age-range of 11-16 (i.e. schools numbers (III), (II), (V), (VIII) and (VI)).
- (d) A Junior College was to be established in the premises of the Girls' Grammar School number (I), to cater for pupils after the age of 16.
- (e) Further qualifications would be provided via the Warrington Technical and Arts Colleges.
- (f) Students at the age of 16 throughout the Warrington District should be free to choose admission to post-16 courses.

The secondary education reorganisation proposals submitted by the Warrington District Working Party were considered and approved by the

Schools Sub-Committee in July 1975 and were then submitted to the Education Committee. The Education Committee approved all the points except one, i.e. (b), and asked the Working Party to reconvene in order to give further consideration to the possibility of the two Bridgewater schools becoming 11-16 age-range schools. In this form the Working Party's Report was submitted to the full Council for approval. In October 1975, the Cheshire County Council, after considering the Report and the Education Committee's comments, referred them back to the Education Committee for further consideration.

Finally, in November 1975, the Education Committee approved the original proposals of the Working Party.

The Secretary of State for Education, approved these proposals in November 1976 (i.e. approval under Section 13 of the Education Act, 1944). The agreed dates for reorganisation were that the six schools in the former Warrington County Borough area were to be reorganised from September 1979 for 11-16 age-range mixed Comprehensive schools and the two Bridgewater schools from September 1978 as mixed 11-18 age-range Comprehensive schools.

It must be added here that simultaneously with the establishment of this Working Party for the reorganisation of County secondary schools, a Working Party was set up by the Roman Catholic Diocesan Schools Commission to consider the reorganisation of Roman Catholic secondary schools within Warrington District. Cheshire County Education Authority was represented on this Working Party.

Within the Designated Area before the formation of this Working Party, Roman Catholic secondary schools were concentrated in the former County Borough area and totalled only two schools, i.e. school numbers (VII) and (IV) (figure 3.34).

In 1976, after giving due consideration to all the alternatives,

the Working Party proposed the adoption of two 6-form entry 11-18 age-range mixed Comprehensive schools, based on the existing premises of these two schools. The Working Party's intention was that re-organisation should take place in September 1978.

School number (VII), which served the Catholic primary schools in the northern half of the area as well as two Roman Catholic primary schools in the Westbrook District,⁶⁵ had permanent accommodation for 1020 pupils in 1977 (900 places plus 120 for sixth formers). The Working Party anticipated that the enrolments of this school would increase from 1140 in 1978 to 1422 in 1982 (i.e. an increase of 24.7 per cent).

In 1977, school number (IV) had 300 permanent school places, i.e. a 2-form entry school. Further building was programmed to extend the school to 750 places by September 1978 and ultimately for 900 places plus 120 places for sixth formers, i.e. an ultimate size of 6-forms of entry. On the basis of information about this secondary school's contributory primary schools (four of which were outside the Designated Area) the Working Party estimated that the future enrolment of this secondary school would increase from a total of 484 in 1978 to 1019 in 1982 (i.e. more than 100.0 per cent). It was also expected that more than 60.0 per cent of this school's places would be filled by pupils coming from the Padgate primary schools.

Considering the pre-reorganisation size of these two schools and the estimated increase in the demand for Roman Catholic secondary school places, the Diocesan Authorities put forward a proposal for the first phase of a new 11-18, 6-form entry school (for 450 pupil places), to be included in the 1978/79 major school building programmes and to be given high priority among the LEA's list (i.e. school number (XV)). The catchment zone of this school was to be drawn from contributing primary schools to the two existing secondary schools. During 1978 the Secretary of State

for Education approved this proposal and the school was actually opened in 1980. Another factor that would increase the number of secondary school pupils was that before reorganisation, the Grammar school pupils attended schools outside the area and after reorganisation these pupils would be added to the pupils who would attend the two existing schools.

In 1977, the Secretary of State for Education approved the reorganisation proposals for school number (IV)⁶⁶ and its extensions, although proposals for the age-range of this school were not then approved. The other school was approved during 1978 but with a change in the original proposals concerning the age-range of 11-18, approval being given for an age-range of 11-16.

At this stage, the question of the provision of Sixth Form education for Roman Catholic pupils still needed more consideration. Although it was planned that the two schools would be reorganised in September 1979, the Secretary of State asked the Diocesan Authorities to reconsider their future provision for education of the 16+ pupils and to submit their proposals in due course. Later, in 1978, the Cheshire County Education Authority considered that until the Roman Catholic Working Party reached a conclusion, the Roman Catholic Authorities should be urged to reconsider the possibility of linking Roman Catholic Sixth Form provision to the proposed County Sixth Form Colleges in Warrington. Again in 1979, the Education Committee requested the Roman Catholic Authorities to collaborate with the LEA in seeking acceptable arrangements for 16+ pupils with the intention of accommodating all 16+ facilities on one site. This proposal included the transferring of an area within the College site to the Roman Catholic trustees in order that they could provide premises for religious purposes. In spite of the Roman Catholic Working Party's proposals (which were submitted during

1978 and 1979), the Education Authority insisted upon their proposals and its presentation to the DES.

Almost simultaneously, there were other events happening within the County Education Authority.

In 1977, the Education Committee decided to reconvene the Working Party for Secondary Education Reorganisation in Warrington so that further consideration could be given to the arrangements for Sixth Form provision in the former County Borough area, under the agreed proposals for reorganisation. But the Section 13 approval which was received for the whole scheme from the DES would not cover these proposals. As a result, further points were considered by the Working Party, such as:-

- (a) Merits and disadvantages of very large schools.
- (b) Viability of small 11-18 age-range comprehensive schools.
- (c) Arguments for concentrating Sixth Form education on one site.
- (d) The desirability of having a common system for the whole District.

An important change of policy occurred during 1977, in that the Cheshire County Education Committee adopted the following policies in relation to the secondary education system:-

- (a) The policy of not reorganising a school until the essential building work connected with the reorganisation was completed.
- (b) While accepting the legal duties imposed on the Council by the Education Act, 1976, no further action was to be taken to implement the reorganisation planned to take place during 1978 and 1979, unless the Education Committee were satisfied that adequate resources were available to enable the changes proposed to be completed in a satisfactory manner.

The Chief Executive of the County Council, in consultation with the Director of Education, reported on the views of the parents of

children affected by reorganisation. It seems that their views in general were against reorganisation and this further influenced the adoption of the two policies. This gave a clear indication of Cheshire County's policy to call for a halt to the implementation of proposals for Comprehensive Reorganisation.

Accordingly, during July, 1977, three Reports were prepared by (a) the Director of Education, (b) the County Secretary and Solicitor, and (c) the Chief Executive of the Council. Each of the Reports considered from a different angle the consequences of delaying secondary education reorganisation in 1978 throughout the County. The Director of Education considered it from a more educational point of view. The Solicitor's Report viewed the consequences from the legal point of view, while the Chief Executive regarded the matter from a more technical aspect.

Before embarking on the identification of the main concluding points of the three Reports, it is appropriate to review briefly the progress of reorganisation at the time when Cheshire County Council made a decision to delay its further progress, bearing in mind that reorganisation throughout the County, (as approved by the Education Committee and the DES) was planned to start during 1978 and 1979. The progress of reorganisation in relation to the Designated Area can be seen in the following Table:-

TABLE (3.57): THE PROCESS OF REORGANISATION WITHIN WARRINGTON NEW TOWN,
POST-1974 PERIOD

School proposals	Date of Reorganisation	Type of school	No. on roll, Sept. 1976	Education Committee approval	Public Notice issued	Public Notice issued	Building work programme.
Schools already reorganised:							
Westbrook No.(XIII)	1971	11-18M	1833	-	-	-	-
Westbrook No.(XIV)	1976	"	301	-	-	-	-
Padgate No.(IX)	1973	"	1495	-	-	-	-
Schools to Reorganise Sept. 1978:							
Bridgewater No.(XX)	-	"	-	11.1975	7.1976	11.1976	-
Bridgewater No.(XIX)	-	"	-	11.1975	"	"	-
WCB No.(VII) RC	-	"	-	3.1977	11.1976	-	-
WCB No.(IV) RC	-	"	-	3.1977	9.1976	1.1977*	450 place, 76/77 compl. Aug.1978
Schools to Reorganise Sept. 1979							
WCB No.(III)	-	11.16M	-	9.1975	6.1976	11.1976	fac. to accomm. girls
WCB No.(II)	-	"	-	"	"	"	specialist fac.
WCB No.(V) +	-	"	-	"	"	"	"
WCB No.(VIII)	-	"	-	"	"	"	"
WCB No.(VI)	-	"	-	"	"	"	"
WCB No.(I)	-	16-18M	-	"	"	"	" & fac. to accomm. boys
New schools due to open Sept. 1978							
Padgate No.(X) RC	-	11-18M	-	-	4.1975	4.1976	450 places 76/77 300 places 78/79

Notes: * 11-16 age range only; M = mixed; WCB = Warrington County Borough; RC = Roman Catholic.

In what will follow, the major problems which would be caused by a delay in the process of reorganisation, as was revealed by the three departments of Cheshire County Council, will be listed. But it is necessary to consider these, in the light of the fact that the completion of public notice procedure (after the receiving of Section 13 approval) is the end of the policy-making process. Thereafter the complex process of planning to effect the change-over begins. This

involves the management of a number of separate but interrelated aspects such as:-


- (a) School building and equipment.
- (b) Primary and secondary school catchment area designation.
- (c) Selection and training of staff.
- (d) Reorganisation of the school curriculum and timetable.

It can be clearly seen that the change in the policy of Cheshire County Council in regard to secondary education reorganisation would cause a deviation from routine procedure as described above.

Now, the major problem areas identified by the three reports can be listed as follows:-

- (a) Any delay in the implementation of plans for 1978 at this late stage would produce a number of significant consequences such as:-
 - (i) A delay of more than eight weeks would make it impossible to open the schools at the appropriate time and a delay of one academic year would be involved.
 - (ii) The delay in reorganisation would impair the working relationship of the Teachers and the Authority.
- (b) Problems in relation to major building programmes: major building programmes are finalised approximately three years ahead of the date of requirement for additional buildings and minor building programmes are often committed at least two years in advance. The Director of Education pointed out that in many of the schools due to be reorganised, either major or minor works were reaching completion. The problems arising from this would be:-
 - (i) These extensions were designed as mixed accommodation for Comprehensive schools and a delay in reorganisation would create a mismatch of this accommodation.
 - (ii) In those areas where Special Programmes to Assist Reorganisation

(SPAR) resources were allocated by the DES, approvals were specifically given where there was an urgent short-term need to adopt buildings for schools about to be reorganised.

- (c) Problems in relation to the staffing of schools: new Heads were designated for the schools due to be reorganised and all were involved heavily in preparations for Reorganisation. Also, the new Governing Bodies were appointed.
- (d) Problems in relation to parents and pupils: the parents and pupils of primary schools were all informed at the end of selection and a delay would involve the reinforming of all the 4000 children and their parents who were involved throughout the county.
- (e) Problems in relation to specific schools: within Warrington New Town the example was school number (X) (figure 3.35) in Padgate District. This was a new school approved by the Secretary of State under Section 13 of the Education Act 1944 and which was to be opened in an area which was already Comprehensive. The question put by the Director of Education was "would the Education Committee intend to make this School into a Selective School?" Nevertheless  it was illegal (according to the Education Act 1976) to open the new school as a "selective" school without publishing new Section 13 notices and the approval of such schools by the Secretary of State was precluded by this Act.
- (f) Problems related to voluntary aided schools: the Governors of such schools (and not the LEA) issue the public notices under Section 13 of the Education Act, 1944, and the decision to reorganise is taken by the Governors and the Diocesan Schools Commission.
- (g) Problems related to the legal obligation of the LEA; notices under Section 13 of the Education Act 1944 to change the character of the schools concerned had been published by the County Council and

Section 4(3) of the Education Act 1976, provided that:

"When proposals have been approved under Section 13 of the Education Act 1944, it shall be the duty of the LEA or ... the Managers or Governors of voluntary schools to give effect to the proposals".

The County Council, as was pointed out by the County Solicitor, was legally required to implement all the schemes within the terms of Section 13 notices. In this relation the County Solicitor identified two points:-

- (i) Neither of the Cheshire County Council's justifications to halt the implementation of reorganisation (i.e. the clarification of resource position, and the consideration of the parents' views) was inconsistent with the Cheshire County Council's legal duty under the 1976 Act. In fact under the terms of this Act, the Secretary of State for Education could consider High Court proceedings requiring the terms of Section 13 notices.
- (ii) Cheshire County Council had no legal powers of compulsion in those matters concerning the voluntary schools.
- (h) Problems in relation to special resources: in this connection the Chief Executive of the County Council pointed to the fact that resources were available and it was a matter for the Council to make them available for the reorganisation, especially since under the 1976 Education Act the expenditure needed for this purpose would be considered "legally" necessary.

In addition to these problem areas, the immediate consequences of any delay would be to require:-

- (a) Provision of temporary accommodation.
- (b) Re-introduction of selective processes.
- (c) Adjustments to the catchment zones.
- (d) Arrangements for the bussing of pupils.

The common conclusion of the Reports, especially in consideration of the considerable investment of capital and revenue and professional efforts had been put into the implementation of Comprehensivisation, was that "so far as the schools due to be reorganised in 1978 are concerned, any delay should not be contemplated".

Considering these Reports, while accepting the two important facts of (a) the legal duty of the Council, and (b) the advanced state of proposals of secondary education reorganisation in 1978, the Education Committee asked the Council in July 1977 to give an assurance that resources already allocated for this purpose would not be withheld and that additional resources would be made available in order to let the Comprehensive reorganisation proposals be implemented.

The final outcome was that since 1979 all the secondary schools in Warrington New Town have been reorganised on a Comprehensive basis.

Effects:

The process of reorganising secondary schools in Warrington extended over a period of about ten years. The main reason behind this long process can be said to have been the lack of means to enforce reorganisation by law so that the willingness or unwillingness of the Councils remained as political motives behind the decisions whether to reorganise or not.

In this New Town, even though a joint Working Party comprised of the officers of the three LEA's and the Development Corporation (up to 1974) was established as a means of reaching a co-ordinated decision for the whole Designated Area, no common decision was reached upon the question of secondary school organisation. The fact that such a politically delicate matter could not be resolved at the "officer" level leads this study to the view that, before reinforcing the process of

reorganisation through the passage of the 1976 Education Act, a joint Working Party could have been established at the "member" level, i.e. the elected members of the three Education Committees.

During the post-1974 period, the instance of Cheshire Education Committee's refusal to implement the scheme of reorganisation previously approved in 1977, indicated that in spite of the passage of the 1976 Education Act, the Education Authorities who disagreed with the policy could at least delay the process of reorganisation in their areas if not totally cancel it.

3.5.4.2.2 Decision/Problem Area (G): Expansion of Secondary Education Facilities

Throughout the period under review, i.e. 1968-1980, three factors contributed to the increased need in Warrington for additional secondary school places. Firstly, there was the increase in the number of secondary school pupils through immigration, secondly there was the raising of the school leaving age from 15 to 16 in 1972/3 and thirdly there was the increased tendency of 16 year olds to stay on at school after statutory leaving age (one reason for this increased tendency could have been the reorganisation of secondary schools on Comprehensive lines which implicitly persuades pupils to have a longer schooling life).

Decision-Making Sequence:

1968-1974:

During this period, the expansion of secondary education facilities was only observed in two of the districts, i.e. Padgate and Westbrook. Birchwood District was developed during the post-1974 period. The former Warrington County Borough area faced declining school population and had abundant (although in some cases old) stocks of secondary schools which were more in need of improvement and replacement than expansion.

The third remaining district, i.e. Bridgewater, was also developed during the post-1974 period, although its case is different from that of Birchwood, in that the development of this district was severely cut as a result of the curtailment of the New Town's development.

(a) The Padgate District:

During the period under review, in the built-up areas to the south of the railway line the pressures were mainly upon the secondary education system. This was partly because of the fact that there were relatively more primary schools within this area than for example the Westbrook District and partly because of the older-age structure of the immigrants to this area.

The pressure was also due to the fact that (a) there was only one secondary school serving the whole District, and (b) the secondary school population bulge. During the period 1969 to 1970 the actual number of 11-15 year olds had increased by about 8.0 per cent and during 1970 to 1971 by about 11.0 per cent. The LEA estimated that these numbers would increase by about 80.0 per cent during 1970-1974 and by about 200 per cent throughout the period 1970-1980. In fact, this high increase was even admitted by the LEA to be an under-estimate as they had taken no account of the influx of population into the district as part of Warrington New Town development. These figures were based upon the actual increases of the secondary school age population on roll and the LEA's expectations of the future changes in primary school age-population levels.

In actuality, the 11-16 age range during the period 1971-1973 increased more than was expected (i.e. by about 58 per cent).

The LEA realised that there would be no possibility of easing the situation by maintaining the bi-partite system of secondary education, since pupils selected for Grammar schooling were then sent to a neigh-

bouring area where schools were faced with serious and increasing problems of overcrowding.

In this light, the measures adopted by the LEA were, firstly expansion of the existing school and secondly the building of new schools.

By 1971, the District's only existing secondary school (i.e. number (IX) in figure (3.35)), a 3-form entry Modern school, was programmed for an extension to a 5-form entry school and the inclusion of a 180 place unit as part of the LEA's raising of the school leaving age programme. This school served the existing population to the south of the railway line and was expected to serve the secondary school population arising from the developments of the two areas (d) and (e) within the Padgate District. It must also be added that the Birchwood's short-term secondary education requirements were expected to be satisfied by the secondary schools within Padgate. Birchwood District, as estimated by the LEA, was expected to add approximately 400 pupils to the secondary roll in Padgate.

Considering these developments, the LEA (in 1972) accordingly revised its estimates and concluded that their previous estimates (in 1971) about numbers on roll in 1979 should be increased by 30 per cent. Accordingly, the extension of school number (IX) was proposed (which was actually completed in August 1973) and, as was planned, the school was reorganised on Comprehensive lines in September 1973.

In addition to the extension of the existing school, a measure taken by the LEA to cope with the increased demand for secondary school places was the proposal for a new secondary school building to serve the areas to the north of the railway line (i.e. school number (X)). Although the new school was built during the post-1974 period, it was originally proposed by the Action Area Plan for area (d) in Padgate,

1959, and was to be a 12-form entry "all-through" school for 1680 pupils.

(b) The Westbrook District:

During the period under review, the whole District was served by one secondary school, i.e. number (XIII) (figure 3.36).

During 1969-1970, the actual numbers of 11-16 year olds within the district had increased by about 8.0 per cent and the LEA estimated that this age-range would increase by more than 120.0 per cent during 1970-1974 and by about 276.0 per cent throughout 1970-1980.

In 1971, as part of Lancashire County Council's Secondary School Reorganisation Policy, the existing school was extended from a 2-form entry school to a 6-form entry phase of an ultimate 8-form entry school (started in November 1968 it was completed in June 1971). Given the expected future increase of 11-16 age-range population, the LEA had proposed the building of the second secondary school for Westbrook (i.e. number (XIV)). A 3-form entry first phase of an ultimate 6-form entry school was included in the county's Starts Programme 1972/73. Between them, the two schools would provide accommodation for 1500 pupils. In anticipation of yet further demand for secondary school places, the LEA proposed the inclusion of the second phase extension of the new school within their Building Programme (this school was ultimately completed during 1976-1977).

1974-1980:

(a) The Birchwood District:

Although the secondary education proposals for this district were made during the pre-1974 period, their detailed planning and implementation phase was during the post-1974 period.

The District Area Plan, 1974, proposed two secondary schools, one

in the District Centre (number (XVIII)) and one in area (V) (figure 3.37) (i.e. number (XVII)), and that these schools should be provided for the 11-16 age range with Sixth Form Colleges in the Padgate District (both 6-form entry schools, when fully developed). At this stage no overall education policy could be established, but the Plan considered the possibility of school number (XVII) being a Roman Catholic school and thus serving a large catchment. Nevertheless, by setting aside this possibility, the Plan continued with the assumption that this school would be a County school and suggested a target of September, 1984, for the operation of its first phase. The other school, i.e. number (XVIII), was then to be available by 1982/83.

It was also suggested that, until these two planned secondary schools within the Birchwood District were built, secondary school pupils throughout the district should have three alternative secondary schools to attend, as follows:-

- (i) First alternative was a secondary school in an area in the north of the Birchwood District, but outside the Designated Area and within three miles distance.
- (ii) Second alternative was school number (IX) in the southern parts of Padgate District, until school number (X) would be built (figure 3.35).
- (iii) Third alternative was for Catholic pupils, who could attend school number (IV) in the former Warrington County Borough area (figure 3.34).

The decision-making process surrounding the provision of secondary education for this district started when a decision was to be made about the location of the first school to be built.

The original site for the first school would not allow the playing fields to be located adjacent to the school. Not only was this separation

not agreeable, but the playing fields were taking Grade I agricultural land and there were some problems in the acquisition phase as they were not in the ownership of the Development Corporation. Also, the LEA intended to associate the school with the "Birchwood Project"⁶⁷ through the sharing of facilities, and thus a site adjacent to this project had to be defined.

On the other hand, there were some objections to the alternative sites from the different authorities involved. The Library and Arts Committee of Cheshire County Council had objected to site (XXX) in area (v) and had requested the Education Committee to reconsider the siting in order that a dual use library could be attached to the school. At the same time, the position of this school in the LEA's Final List of School Building Programmes (Draft) for 1981/82 was confirmed.

A decision was reached at this stage by the Education Committee to two sets of measures as follows:-

- (i) The establishment of an Inter Sub-Committee⁶⁸ of the Education Committee to meet the Development Corporation to discuss the possible arrangements.
- (ii) To ask the officers of the County Council to investigate alternative sites for both the school and the playing fields, completely divorced from the Birchwood Project.

After the meeting of the Inter Sub-Committee, and after giving consideration to the feasibility study prepared by the County Architects, four alternative sites were considered. After due consideration, the site marked (XXX) was selected as the appropriate alternative. This site was originally zoned by the Draft Master Plan for housing, both rented and owner-occupied. The site was large enough to take both the school and its playing fields and was acceptable to the Education Committee. This site was close to the Anglican Primary school number (60)

and caused discontent for the Anglican Authorities, as this would affect the catchment zone of the primary school.

The alternative site, i.e. site (XL), consisted of two parcels of land and was located in the District Centre. This site was originally zoned for rented housing in the New Town Plan. At this stage, this option was not acceptable to the Education Committee.

On the other hand, in July 1977, the Council considered a recommendation from the Policy and Resources Committee of the Council who had considered the matter in view of the overall resources implications and recommended that an alternative site to the two previous ones should be identified. Accordingly, the Council deferred giving consideration to the Education Committee's decision to acquire site (XXX), pending the preparation of a Report on this subject by the Education Committee. In response to this request, the Buildings Sub-Committee of the Education Committee (which is responsible for such matters and advises the Education Committee) considered a comprehensive report which was prepared by the Director of Education and the County Secretary and Solicitor. Based upon this Report, the Buildings Sub-Committee formulated their recommendations. Following the decision of Buildings Sub-Committee in March 1979 to seek a new site for the Comprehensive school, members and officers of the LEA met the Development Corporation members and officers and it was generally agreed to undertake a feasibility study to compare the two alternative sites.

The feasibility study pointed to the fact that the agreed ultimate size of the school would be 8-forms of entry plus 180 places for Sixth Formers and this would require a minimum statutory area of 10.9 hectares. Also, the study came to the conclusion that both sites of (XXX) and (XL) were easy of access for both pedestrians and vehicles from their catchment areas and both would be capable of development for the ultimate

school size required. On the other hand, both sites would be a loss of development potential to the Development Corporation as they were assigned originally for housing development.

The advantages of one site over the other can be listed as follows:-

(i) The advantages and disadvantages of site (XXX) were:-

- It was one parcel of land, not split by roads;
- It was less than the minimum statutory size requirement of the DES for such school sites;
- The site was almost completely Grade I agricultural land;
- This would release land for approximately 120 houses for sale;
- This site needed preparation of the ground for playing fields and would take longer to develop.

(ii) The advantages and disadvantages of site (XL) were:-

- Its size conformed to the minimum standards;
- It was composed of two parcels of land linked by a footpath;
- School building would be bounded by housing development rather than woodlands and less land would be available for office development in the District Centre.

The feasibility study, after considering the technical aspects of the two alternatives listed above, concluded that site (XL) would be cheaper for development than the other site due to the significant additional cost of playing fields preparation for the latter. Also, another advantage of site (XL), as was pointed out by the study, was the potential of this site to incorporate a District Library, as the Library and Arts Committee of the Cheshire County Council had concluded that site (XXX) would be relatively remote from the District Centre and there would be no possibility of locating the District Library on that site.

The Buildings Sub-Committee, then pointed to the fact that this school was programmed to start in June 1981 for completion by 1983, and

concluded that the longer the delay in deciding the site the less likely it was that these target dates could be met. In order to avoid any further delay, the selection of site (XL) was recommended as the site for the Birchwood's first secondary school. Accordingly, the Education Buildings Sub-Committee recommended the Education Committee to approve the acquisition of this land (May 1979).

But in the meantime, the situation within the area was changing: in July 1979, the Board of the Development Corporation had decided to proceed with the housing proposals for area (XXX) and its surrounds. With the taking of this decision, the alternative of this site was ruled out and the only option for the LEA would be site (XL) as was also recommended by the Cheshire County Council's Policy and Resources Committee.

The Education Committee was to report to the County Council about their final decision but in the light of the availability of only one alternative for this school, it was decided that the Education Building Sub-Committee should undertake further investigation to identify other sites as alternatives to site (XL).

Simultaneously, there was another stream of decision-making processes outside the LEA, which affected the decision-making process of the LEA. A review of the programme in relation to the joint-use Library attached to the school was undertaken by the Forecast Sub-Group of the Council which led to a decision that the joint-use Library should not proceed. This decision would take away the need to locate this school building in the Birchwood District Centre.

A report was accordingly prepared by the Chief Executive of the Council in November 1979. The Report proposed two alternative sites. Site (XVIII) was located in the District Centre and included part of the previous alternative (XL). Although this site was in one parcel, it was

originally designated for residential use. But this problem was solved as the Development Corporation indicated their willingness in principle to make this site available. The other proposed alternative was a site in area (w) of Birchwood. This site was considered to be the only other area within the whole District where the construction of a secondary school would be feasible. Due to the lack of progress in discussions with the Development Corporation, the Report could not identify a specific site in this area. Most of the sites were designated for housing (including two primary schools). This proposal lacked the merits of the site in the District Centre in that it was distant from the major population centres of the district. The Report also pointed to the closeness of the starting date of the school's construction, i.e. during 1981/82 and the need for this school to cater for population growth in the district and the fact that if the school was not built, pupils would have to be bussed to secondary schools in Padgate or outside the New Town's Designated Area. This would create a need for a significant increase in the size of those schools.

After giving due consideration to this Report, the Sub-Committee resolved that an urgent decision was needed in order to let the process of acquisition begin. But before a decision could be taken by the Education Committee, there were outstanding matters to be resolved such as:-

- (i) Discussions with the Development Corporation about acquisition problems with either of the sites.
- (ii) An investigation by the officers of the possibility of an exchange of land between site (XL) and the two other sites.
- (iii) The County Consultative Board for 16-19 Education be asked to consider the status of the proposed Birchwood High School and make recommendations about the age range of pupils to be accommodated.

In the meantime, the Education Authority studied the admission procedures in the two secondary schools of Padgate District and decided upon a zoning system for the secondary school age population of Birchwood District prior to the opening of the Birchwood School (figure 3.37).

At the same time, there was another event. In about April, 1979, a public meeting was held in Birchwood District to mobilise support against the LEA's decision of deferring this High school from 1981/2 Starts List for a further 12 months. This was to be called "Birchwood High School Campaign" and was launched with the aim of making the Education Committee aware of the problems that would be caused in Birchwood if the recommendation to defer the school was accepted. The points of their argument can be summarised as follows:-

- (i) By the Summer of 1983 the population of the district would be in excess of 11000 and ultimately 15000: this would require a 5 $\frac{1}{2}$ -6 form entry school.
- (ii) Not providing this school by 1983 would be counter to all the previous policies of the statutory bodies.
- (iii) It would cause severe social deprivation and educational problems.
- (iv) This would break the trust of the existing and the incoming households and the industrialists who had accepted the concept of Birchwood District in its entirety (including a secondary school).
- (v) In the long run not providing this separate school at all would not save money.

The Education Committee's final decision was reached in 1980, when it decided to delete this school project and instead to extend the Padgate school number (X) by 2-forms of entry and the other school outside the Designated Area by 1-form entry and to utilise the schools

numbers (V) and (VI) (figure 3.34) in the former Warrington County Borough area. This arrangement would mean a tight zoning system and in the light of Section 6 of the Education Act 1980 concerning parental choice for the school that they wish their children to attend, this would be very difficult to achieve. It must also be added that the Education Committee's decision to delete this school was taken without prejudicing the final decision on whether the school should be built in the longer-term and was taken in the light of Education Expenditure cuts at national and local level. In fact the decision process was started in 1979 when the Cheshire County Council reviewed its policy and expenditure guidelines from 1980/81 onwards and decided to make reductions in the capital programme for education.

Another two factors were also responsible for the taking of this decision by the Education Committee. The first was that at the same time the LEA's future secondary school population had showed a decreasing trend throughout the County and in this light the building of a new secondary school would be anomalous. The second was the fact that the Public Expenditure cuts and a not very healthy private housing market had affected the development programmes of the Birchwood district, had increased its period of population build-up and had reduced its ultimate population size. When, in the light of these three factors the Education Committee decided to delete the Birchwood Secondary School project, there were a number of objections, especially from the General Manager of the New Town and the Member of Parliament for the locality.

The salient points raised by the Member of Parliament in his letter to the LEA have been identified and listed as follows:-

- (i) Considering the protracted and bitter debate surrounding the selection of a site for this school and the fact that the built houses and commercial facilities within the district have already been

sold to the people and the fact that the secondary schools which the Birchwood secondary school pupils are assigned to attend are all full, to build expensive temporary buildings is a waste of ratepayers and taxpayers money, especially if, while a school is needed in a district with an ultimate population of 15000, additions are made to neighbouring schools.

- (ii) The short-term problems will be the dispersing of young people of 11-18 over different and widely spread locations. In the long-term, zoning and catchment area problems will be created.
- (iii) The potential vandalism problems associated with the dispersing of young people instead of concentrating them in their own neighbourhood schools.
- (iv) Economic hardships that the parents may face.

The salient points raised by the General Manager of Warrington New Town Development Corporation in his letter to the LEA have been identified. The letter referred to three sets of basic consequences arising from the deletion of the school and the "first" set of consequences consisted of five categories as follows:-

- (i) The Development Corporation has been involved in special and extensive operations in order to make the Birchwood District Centre site available for the school and had lost a large area of mature amenity woodland.
- (ii) The Development Corporation had altered the alignment of a new footbridge.
- (iii) The Development Corporation would face the cost of removing the soil placed on the school site at the County's requirement.
- (iv) The Development Corporation had lost the opportunity to develop the site for housing for rent.
- (v) The result was that the Development Corporation had a site which

would be difficult to develop without damage to the image and environment of the Birchwood Centre.

The "second" consequence would be that the provision of secondary school places in the north of Warrington following the deletion of the Birchwood school project would be at the expense of Cheshire County Council, through the increased cost of issuing bus passes to children who have to travel on a confusing array of journeys to different schools on highly unreliable buses.

The "third" consequence was said to be the involvement of the Cheshire County Council in the capital expenses of making extensions to Padgate and other assigned schools. These extensions were themselves arguable on the grounds of the infrastructure of the schools (such as at Padgate where central services such as library and kitchen were only designed for the 6-form entry school).

On the other hand, the General Manager's justifications of the need for this school were:-

- (i) Considering the committed housing schemes in Birchwood in 1980, and a modest estimate of completion rates, it is expected that approximately 11000 people will be living in the district by the end of 1983, which is equivalent to a five 5-form entry school and thus the "basic need" is justified.
- (ii) Warrington New Town's changing housing policy and a move from housing for rent to housing for owner-occupation by the private sector, will only slow the rate of development and not reduce it. On this basis, the population of Birchwood will still be 15000 by the end of 1980's.
- (iii) The school is essential to the social well-being of the Birchwood

area as it provides joint-use facilities and this is important for an area with no existing community facilities.

- (iv) The promotion of development and all it entails in terms of attracting industrial, commercial and housing investment to Cheshire is critically dependent on the Development Corporation being able to offer a complete, balanced environment, especially since over 50.0 per cent of Warrington New Town's housing development in Birchwood will be owner-occupied and over 75.0 per cent of dwellings due to be built in the next ten years (up until 1991) will also be for owner-occupation. Hence, there is a need for a high standard of schooling to attract the staff of the industries and occupants of the dwellings within Birchwood. In this way, the County structure plan objective of job-led growth in Warrington will be jeopardised.

In spite of the pressures coming from the Development Corporation and the residents of this district, the LEA has not yet embarked on the building of this secondary school nor put it in any of the Authority's future School Building Lists.

The alternative secondary schools for the primary school children of this district can be seen in figure (3.37).

(b) The Padgate District:

At the time of the preparation of the District Area Plan for Padgate in 1975, there was one secondary school within the whole district. The Plan made proposals for the building of two new secondary schools, one in Padgate District Centre (i.e. number (X)) and one in the eastern part of the area marked (g) (i.e. number (XII) (figure 3.37)). The latter proposal never materialised and given the curtailment of the New Town's development after 1976, no prospect for its building can be foreseen.

The construction of the proposed school (i.e. number (X)) was phased throughout 1978 to 1981. This school also included some elements of joint-use facilities. The first phase of the school, with 450 places, was opened in 1978. As a temporary measure, and pending the provision of a permanent District Library, it was decided that public access to the school would be available until 1979. The second phase of the school, with 300 places, was completed by 1979. In 1980, the building of the third phase, with 150 places and the District Library, was commenced and was scheduled for opening during 1982. At the same time, the fourth phase of the school, i.e. Sixth Form provision with 120 places, was planned and was provisionally included in the LEA's Starts List for 1981/82. The decision upon a further phase of the school (for 150 places) depended upon the LEA's decision about the building of the Birchwood District High School.

(c) The Westbrook District:

The Outline Plan for Warrington New Town, 1972, assumed that this district would require three new secondary schools plus a 'contingency site'. This was in addition to the then existing secondary school.

The existing secondary school (i.e. number (XIII) in figure (3.36)), at the time of the preparation of the District Area Plan for Westbrook in 1978 was a 7-form entry school and it was proposed that it should be extended to provide for 1130 places in one stage and again to 1200 places with an additional 150 place Sixth Form unit. These extensions were in the LEA's School Building Programme for 1979/80. At the same time the LEA noted that the degree and duration of crowding at this school was high, in that there were 1855 pupils in 1640 places. Also approximately 40.0 per cent of the total accommodation of this school was of a temporary nature. The LEA's examination showed that no relief would be possible in the short-term, although major extensions (i.e. 70

places plus 150 Sixth Form places) were included in the 1979/80 Draft Final List. After these extensions, it was expected that the enrolments of this school would decrease: a result of increasing use of school number (XIV) which was to provide 900 places with an additional 150 place Sixth Form unit and which was in the programme for 1978/79.

In the same year, following consultations with the LEA about the future of secondary education in Warrington and a revision of future population estimates of the New Town and each of its districts, the Development Corporation considered the reduction of the four proposed secondary school sites to three.

The proposed new school number (XIV) had attached 'Forum' joint-use facilities which were opened in 1977, while the first phase of the school itself was opened by 1978. In addition to reducing the overcrowding at school number (XIII) this school was related to housing developments in the western parts of the district, including the area marked (n) in figure (3.36).

School number (XV) was proposed as a Roman Catholic Secondary school with the twofold intention of providing Roman Catholic secondary education for the Westbrook District and relieving the pressure upon the Roman Catholic secondary schools in the former Warrington County Borough area.

The contingency site for this school in Warrington's Outline Plan, 1972, was shown on land allocated for housing and it was for this use that a Section 6(1) approval was received in March, 1975. The site was later accepted by the LEA on behalf of the Roman Catholic Authorities for a 6-form entry school to be commenced in August, 1978, and to be completed by September, 1980. The first phase of this school with 450 places was actually started in 1979 and opened in 1981. The construction of a further phase of this school (i.e. 1-form entry with 150

places) was started in 1980 and was programmed for completion during 1982.

The third secondary school proposal was the 6-form entry school number (XVI) in the District Centre (i.e. area marked (r) in figure (3.36)). Originally this school was planned to be completed by 1984, but later, in about 1980, this proposal was deferred again. Given the reduced future development in the northern parts of Westbrook District, no prospect can be seen for its building in the short or the medium term.

(d) The Bridgewater District:

Throughout the period under review the district was served by two secondary schools. School number (XIX) (figure 3.38) was originally a bilateral school for approximately 625 mixed pupils and was opened in early 1960's with some extensions in the later 1970's. School number (XX) was originally a mixed Grammar school with a total of 700 pupils on roll at 1970, increasing to 770 in 1975. This school was opened in 1969 with 270 pupils on roll. In 1975, the extension of this school by 150 additional places with a start in 1977/78 was proposed.

The Draft Action Area Plan for the area marked (ab) did not propose additional secondary schools for the future residents of the southern parts of the district as the extension to school number (XX) was to cater for this requirement.

Effects:

The Education Authorities, both before and after Local Government Re-organisation, were faced with a contradiction in that although there were ample secondary school places in the former Warrington County Borough area, because of physical constraints these schools could not be used for the newly developed areas in the other four districts of the

New Town. The exceptions were the Roman Catholic secondary school places which until 1979 were available only in the former County Borough area and had a town-wide catchment area.

The use of existing secondary schools in one district for the pupils from a neighbouring district was adopted only recently. This was possible as the existing schools had physical potential for extensions, being originally built on a pattern of successive stages. In this way the building of a new school in the newly developed areas which could become under-used immediately after its opening, was avoided.

One alternative to this approach could be to build smaller secondary schools with attached mobile accommodation. In this way the Authority would be able to move the mobiles from district to district in accordance with the movement of 'bulges' from district to district.

Another option would be to build the schools on the boundary line of two adjacent districts which would give the sense of possessing a school to both districts. In this way the schools could be built to a larger size and with less mobile attachments.

The emphasis put upon the building of schools as originally proposed reveals further the importance attached by the Development Corporation to schools for the attraction of incoming households and industries. A clash of benefits between the Development Corporation and the LEA can be seen here. For the LEA the building of a new school is seen in the overall context of the 'County' as a whole, while the Development Corporation only considers the issues as far as the boundaries of the 'New Town' are concerned. Moreover it is the LEA who subsidises the schools and not the Development Corporation.

This gives an indication of the need for greater or total involvement of the Local Authorities in New Town planning.

SECTION 3.6SUMMARY AND CONCLUSION

In the last section of this Chapter an attempt was made to single out the major decision/problem areas within the education structure of Warrington New Town throughout the period following its Designation. For each 'issue' (or decision/problem area) there were constraints or uncertainties and to tackle them, the authorities prepared plans and schemes. In certain cases the resolution of one set of problems created new problems.

Thus each set of problems at a certain point in time represented a complex of historical problems and activities.

The interrelatedness of problems and their historical nature leads to the conclusion that, (a) more co-ordination must be achieved between the employment, housing and educational facilities structures, (b) the problem of the primary and secondary education structures, must be tackled in concert, (c) the LEA's must become more involved at the development plan preparation stage of a New Town planning process or alternatively it must be the Local Authorities who become responsible for planning, building and managing a New Town altogether.

These more general conclusions were reached in consideration of the identified Decision/Problem areas, the constraints/uncertainties they faced or caused, the analysis of Authorities' approaches and the suggested options in this study. These can be seen in the following summary charts for Warrington as a whole and for the individual districts.

Table (3.58): SUMMARY AND CONCLUSION, WARRINGTON NEW TOWN

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(A): Improvement/ Replacement of Primary Schools.</p>	<p>1) Lack of adequate finance for improvement of schools. 2) Lack of adequate finance for urban renewal. 3) Compact existing urban structure. 4) Low national priority for improvement/replacement of schools. 5) Ageing population of the area surrounding these schools. 6) Population decline. 7) WNT's development proposals.</p>	<p>1) Improving/replacing schools in parallel with the area's urban renewal programme, if possible. 2) Preparation of a Development Plan for Education, in 1974. 3) Pre-1979 policy of replacement & post-1979 policy of improvement & re-modelling.</p>	<p>1) The long time period of improving/replacing the old schools. 2) Problems of re-directing pupils to other schools.</p>	<p>1) Preparation of a Development Plan for Primary & Secondary education at the start of planning activity i.e. at Designation. 2) Weighting the policy of Improvement as against Replacement from the inception and balancing them according to each area's special circumstances. 3) If adopting the policy of Replacement, redesign the catchment of schools at town wide level. 4) Negotiation at the national level for more resources to be allocated for improvement of schools.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(B):</p> <p>Falling Primary School Enrolments & under-occupation of Primary Schools</p>	<p>1) Falling birth-rate.</p> <p>2) Ageing of the population.</p> <p>3) Emigration of the young.</p> <p>4) Curtailment of WNT development.</p> <p>5) Lack of precision of population forecasts.</p>	<p>1) Review of the Primary Education by the LEA, after the receipt of the DES Circular 5/77.</p> <p>2) Closure of schools.</p> <p>3) Merger of schools.</p> <p>4) Widening of the catchment areas of the remaining schools.</p> <p>5) Accepting pupils from other Districts of WNT as a temporary measure.</p> <p>6) Being more careful to build and open new schools in newly developed areas.</p>	<p>1) An opportunity to close old and superfluous schools.</p> <p>2) In some cases, the need to close schools that would not be otherwise closed.</p> <p>3) Public discontent.</p> <p>4) Uneconomic nature of under-used schools.</p>	<p>1) Reversing the population decline.</p> <p>2) Changing the population age-structure by attracting the young & expanding families to the area.</p> <p>3) Using the under-used schools in the neighbouring areas for both the short and medium terms.</p> <p>4) Building, from the inception of New-Town development, small schools with attached mobile accommodation for the 'bulge' period.</p> <p>5) Review and monitor the Primary education provision, from the inception of development, at shorter intervals.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(C):</p> <p>Closure of Primary Schools</p>	<ol style="list-style-type: none"> 1) Uncertainty about the future need for re-using a school which is presently under-used. 2) High costs of keeping a closed school for future use. 3) Dangers of vandalism for closed schools. 4) Objections from the parents to closure of a school. 5) The high costs for the Church Authorities of closing a school. 6) Difficulty of achieving a quick and coherent decision in the case of Church schools. 	<ol style="list-style-type: none"> 1) Short-term amalgamation of schools with the aim of closing one school later. 2) Trying to find an alternative use for the closed school before the actual closing, if possible. 3) Appointing a caretaker for the closed school before finding an alternative use for the premises. 4) Preparation of a Study to consider the falling rolls and the possibility of closure, etc. 5) Closure of small and old schools according to the DES directions. 	<ol style="list-style-type: none"> 1) The need to widen the catchment of the remaining schools. 2) The difficulties of widening the catchment of schools for an area such as the former WCB area with unsuitable footpaths and strong physical barriers. 3) The need to build new schools in future if and when the trend of falling rolls become reversed. 	<ol style="list-style-type: none"> 1) To undertake a study into the cost and benefit of closing or otherwise using the schools. 2) To insist on finding an alternative use for the premises before closing the school. 3) To close only the very old schools. 4) To use the redundant Primary school buildings as Nursery schools, and as part of a concerted action of all the LEAs with under-occupied school places, ask the DES to allocate more resources for this purpose. 5) Alternatively, and in the light of high unemployment rates amongst the 16-19 age-groups, use the premises for Further Education or Youth Training schemes.

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(D):</p> <p>Merger of Primary Schools.</p>	<p>1) Physical barriers to amalgamation.</p> <p>2) Policy & management barriers to amalgamation.</p>	<p>1) Merger of two single sex schools.</p> <p>2) Merger of separate Infant & Junior schools into one Primary school.</p> <p>3) After the advent of falling rolls the LEA undertook a Study to consider this problem and ways of tackling it.</p>	<p>1) In some cases the amalgamation of schools was used as a first step towards the closure of one..</p>	<p>1) At the time of planning new schools for an area, to provide suitable physical conditions (such as footpaths) in order to cater for the future need to widen the catchment area of a school.</p> <p>2) To build the Primary schools in newly developed areas in adjoining sites in order to make it possible for a probable future merger.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(E): Expansion of Primary Education Facilities.</p>	<ol style="list-style-type: none"> 1) Division of the Designated Area into three LEA areas. 2) Uncertainty about the rate and pace of the development of WNT. 3) Curtailment of the development of WNT. 4) Lack of a detailed plan for education during the early years of the development of WNT. 5) Lack of a consistent and reliable total population & pupil population projections during the pre-1974 period. 6) Controversy between the County Council and the DC over population projections during the post-1974 period. 	<ol style="list-style-type: none"> 1) Establishment of links during the pre-1974 period between the three LEAs and the DC. 2) Establishment of links during the post-1974 period between the LEA, the DC and other relevant County Council and DC Departments. 3) Preparation of a Development Plan for Primary Education for each District of WNT, by the LEA, during the post-1974 period. 4) As far as possible not to provide schools in advance of need. 5) As far as possible to provide temporary accommodation for the 'bulge' of 	<ol style="list-style-type: none"> 1) A relative over-provision of schools in the newly developed areas, after the advent of falling rolls and the curtailment of WNTs development. 2) In the light of cuts in Educational Expenditure in recent years, relatively more Church schools have been built. If the present trend of falling rolls continues, the New Town will face difficulties when there appears a need to rationalise the school system (i.e. difficulty of merging a County & a Church school). 	<ol style="list-style-type: none"> 1) The provision of detailed overall development and educational plans and programmes (preferably a joint plan) from the inception of the development of each District of the New Town. 2) Establishment of a sole LEA for the whole area from the inception of the development of the New Town. 3) Monitor and review the whole education system of the New Town at short intervals and accordingly adapt the Plan for Education, if needed. 4) To include the Church Authorities in the joint machinery established for the purposes of planning educational facilities.

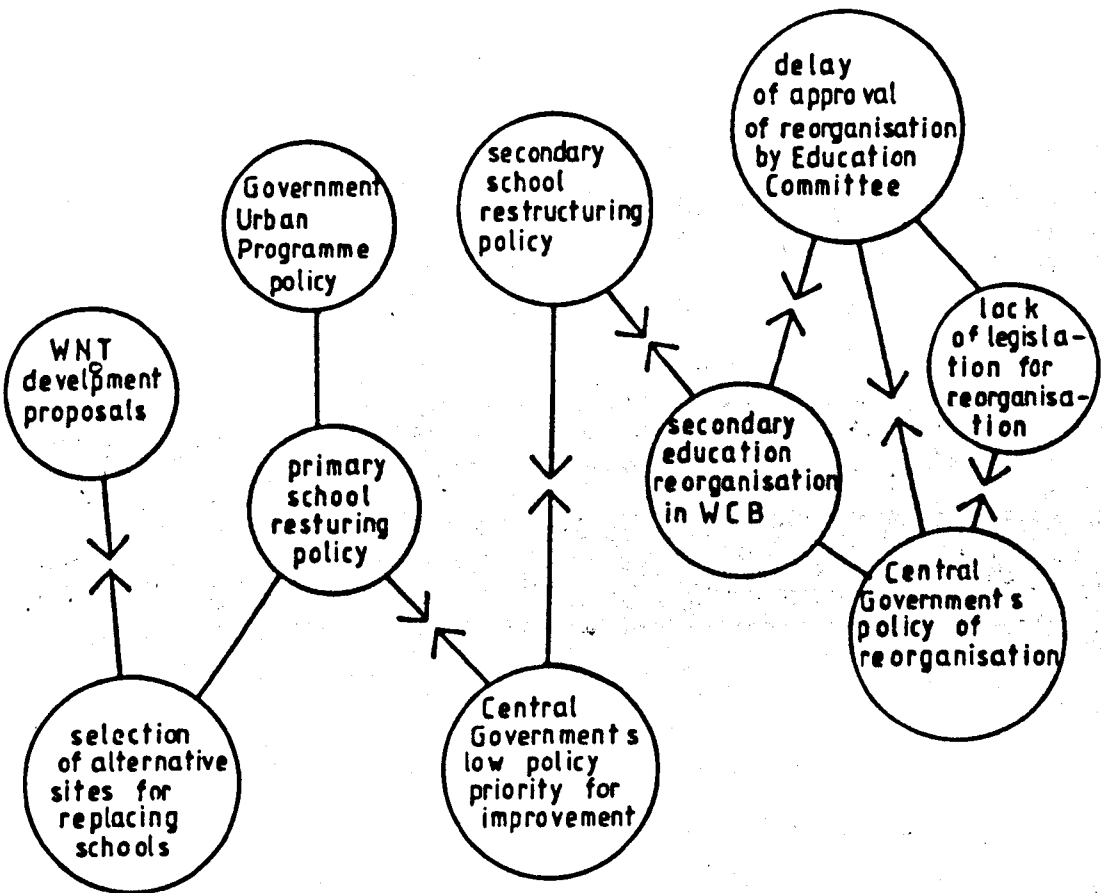
PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(E)continued:	<p>7) The provision of a Development Plan for Education by the LEA, in some cases, in advance of an Action Area Plan or District Area Plan for the same area by the DC.</p> <p>8) Curtailment of WNTIs development by the Government affected the development of certain areas.</p> <p>9) Especially in recent years, the inclination of the DoE and the DC towards private housing development has created more uncertainties for school planning.</p>	<p>Primary school pupils.</p> <p>6) Before the provision of schools in the newly developed areas to bus children to the nearby schools.</p> <p>7) Using of under-used schools in one District for neighbouring, newly developed Districts, in the short-term.</p>		<p>5) To build each school in two or three phases.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(F):</p> <p>Reorganisation of Secondary Education, 1968-1980.</p>	<ol style="list-style-type: none"> 1) Division of the Designated Area into three LEA areas with three different educational policies and practices, during the pre-1974 period. 2) Central Government policy changes towards Reorganisation in accordance with the changes in Central Government ruling party. 3) Lack of legislation to enforce Re-organisation at LEA level. 4) The post-1974 policy of the Cheshire County Education Committee against Reorganisation on Comprehensive lines. 5) To deal with the old and inflexible stock of schools in the former WCB area. 	<ol style="list-style-type: none"> 1) Establishment of a Working Party at Education Office level to prepare a Plan of Re-organisation for each sector (during the pre-1974 period) and for the whole area (during the post-1974 period). 2) Amalgamation of some of the schools in the former WCB area. 3) Extension of some of the schools throughout WNT. 	<ol style="list-style-type: none"> 1) The long process of Reorganisation in WNT, extending throughout 1965-1979. 2) Delay in the process of Reorganisation during the post-1974 period as a result of the policy of the Education Committee against organisation of secondary education on Comprehensive lines. 3) Uncertainties about the policies of the LEAs affected the DC's decision about the size and the site allocation of the schools. 4) Reorganisation of secondary education brought forward an opportunity for the rationalisation of the former WCB schools 	<ol style="list-style-type: none"> 1) Establishment of a Joint Working Party, during the pre-1974 period at both 'member' and 'officer' level, for the Designated Area of WNT. 2) To include the Church Authorities in this Joint Working Party in order to achieve a cohesive solution for the whole system. 3) There is a strong need for the legislative enforcement of Reorganisation, even after the 1976 Education Act.

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(G): Expansion of Secondary Education Facilities.</p>	<p>1) The rather ample stock of secondary schools in the former WCB area, while there was a need to build new schools for the newly developed areas.</p> <p>2) Curtailment of WNT development after 1976.</p> <p>3) Secondary education reorganisation.</p> <p>4) The importance of building secondary schools for the development of the New Town (i.e. the attraction of industry and households).</p> <p>5) Lack of continued preparation of pupil population projections</p> <p>6) Lack of co-ordination between Primary and Secondary education plans and these two with the New Town's Development Plans.</p>	<p>1) In recent years to use the secondary schools in one District for the pupils of neighbouring Districts.</p> <p>2) Postponement of new secondary school building for the newly developed areas after the curtailment of WNTs development during the post-1976 period</p> <p>3) The policy of the LEA after 1976 was to postpone/cancel new school buildings and instead to enlarge the existing schools.</p>	<p>1) Postponement/cancellation of the proposed schools for the newly developed areas reduces the attractiveness of those areas.</p>	<p>1) To undertake a Study (preferably as a joint venture between the LEA, the DC and the Church Authorities) considering the costs & benefits of enlarging the existing schools as against building new ones.</p> <p>2) To build small secondary schools with attached temporary accommodation.</p> <p>3) Alternatively to build schools at the boundaries of each two Districts for the use of both. In this way the schools can be larger & with less temporary accommodation.</p>



FIGURE (3.39) : The Comparable and Conflicting Issues with the Education System of Warrington C. B. Pre - 1974 Period.

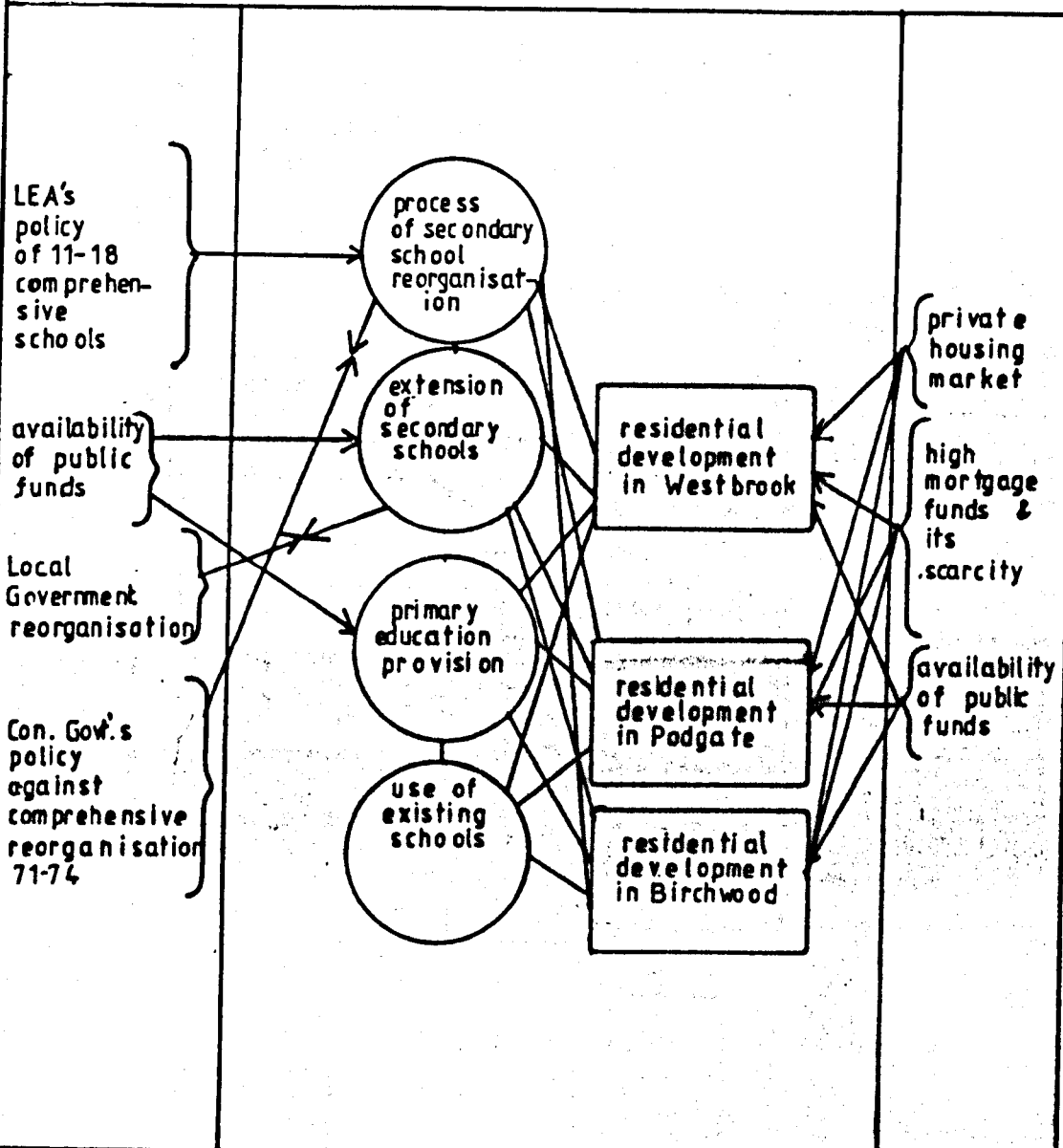


KEY:

→ ← Conflict
 ——— Link

WCB Warrington County Borough

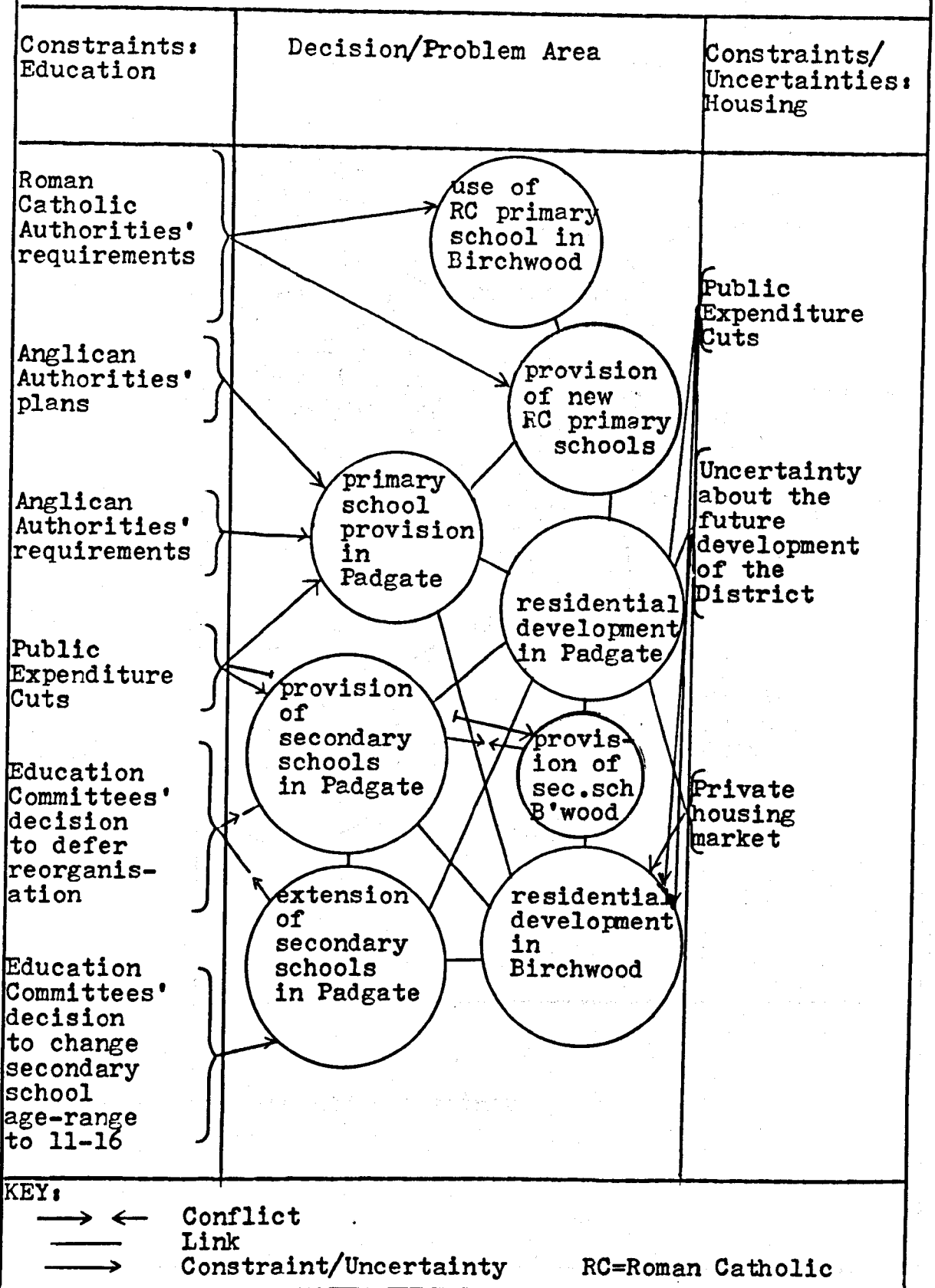
The Salient Decision/Problem
 FIGURE (3.40): Areas and their Links within the
 Lancashire Sector of W.N.T.,
 Pre-1974 Period.



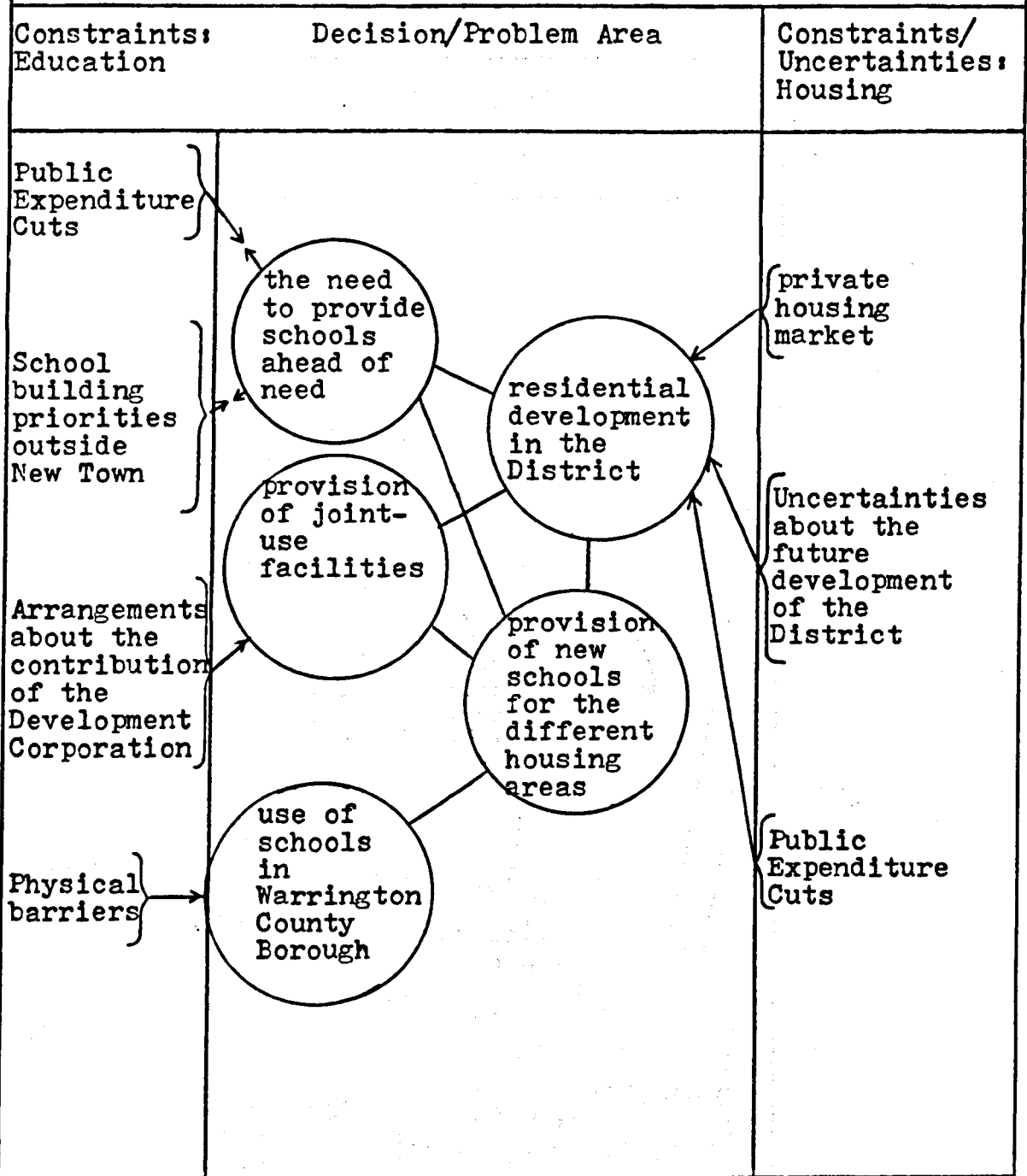
KEY:

- ← **Conflict**
- — **Link**
- **Constraint/Uncertainty**

FIGURE(3.42): The Salient Decision/Problem Areas and their Links within the Padgate District of Warrington New Town, Post-1974 Period.



FIGURE(3.43): The Salient Decision/Problem Areas and their Links within the Westbrook District of Warrington New Town, the Post-1974 Period.



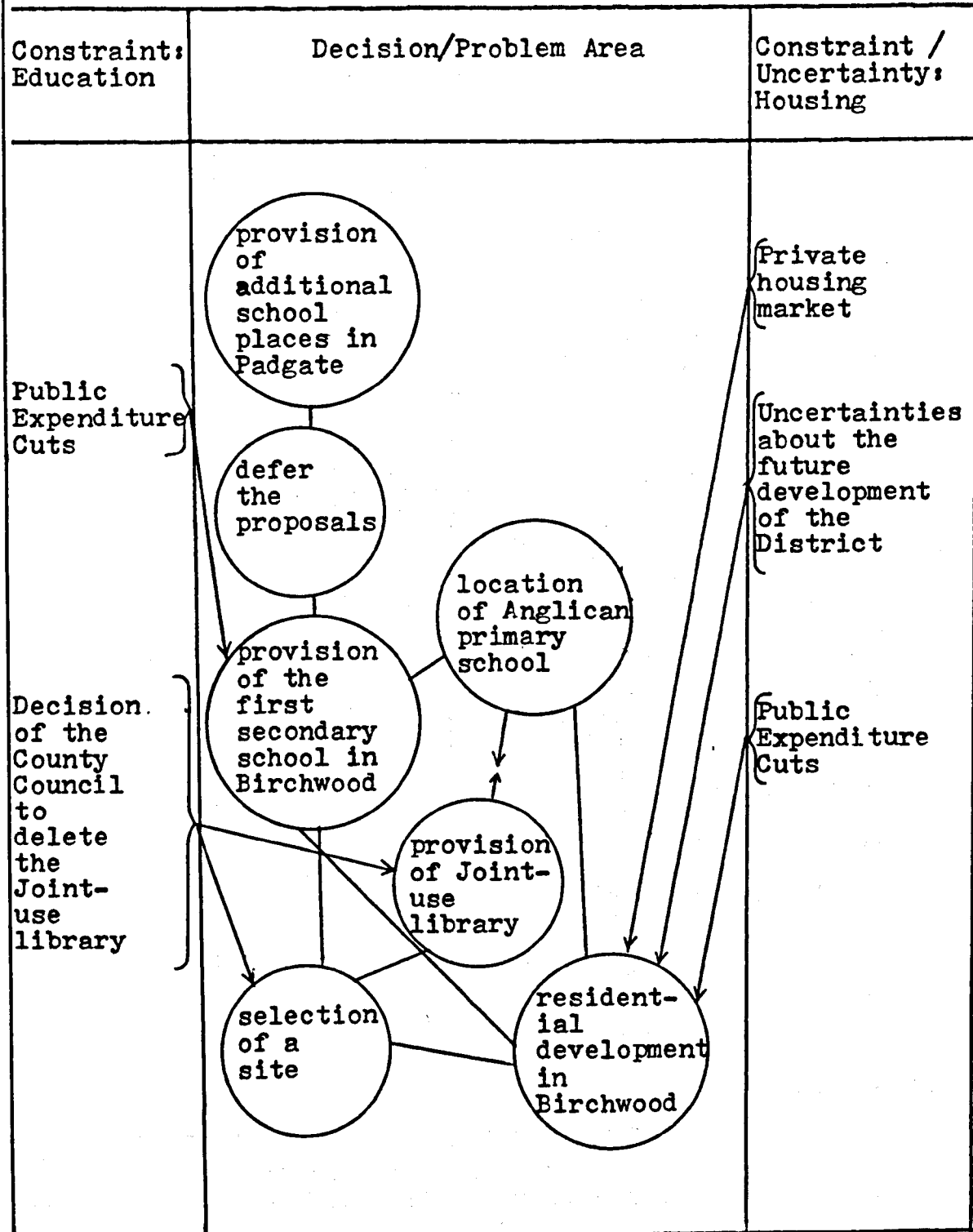
KEY:

→ ← Conflict

— — Link

→ Constraint/Uncertainty

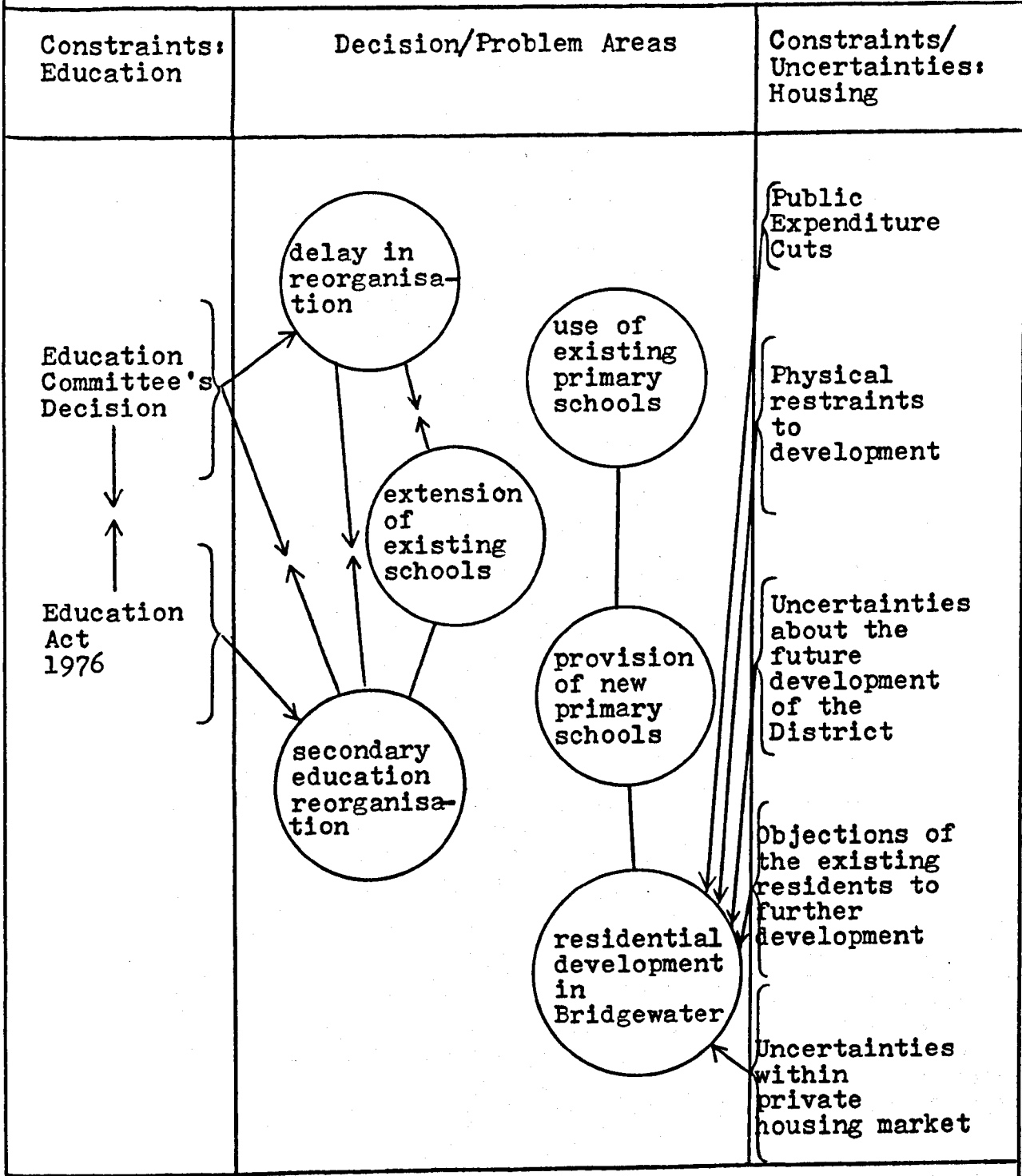
FIGURE(3.44): The Salient Decision/Problem Areas and their Links within the Birchwood District of Warrington New Town, Post-1974 Period.



KEY:

- ← Conflict
- Link
- Constraint/Uncertainty

FIGURE(3.45): The Salient Decision/Problem Areas and their Links within the Bridgewater District of Warrington New Town, the Post-1974 Period.



KEY:

- ← Conflicting decision areas
- Compatible decision areas: Link
- Constraint/Uncertainty

NOTES AND REFERENCES FOR CHAPTER ONE

1. i.e., Central, Local and Church sources.
2. R.E. Jennings, Education and Politics: Policy-making in LEAs, 1977.
3. G. Fowler et al, Decision-making in British Education, 1973.
4. Secretary of State for Education and Science, after 1964.
5. This role was extended by the Education Act, 1968.
6. This section was repealed under the 1980 Education Act.
7. After the Local Government Act, 1972.
8. The Radcliffe-Maud Report. Report of the Royal Commission on Local Government in England, Cmnd. 4040, HMSO, 1969.
9. M.A. Bains, Principles and Processes of Management for the New Local Authorities, 1973.
10. K. Fenwick & P. McBride, The Government of Education, 1981.
11. B. Lawrence, The Administration of Education in Britain, 1972.
12. DES circular 5/1944.
13. Any review of the scheme had to be submitted to the County Council and approved by the DES.
14. Some could even report directly to the County Council.
15. K. Brooksbank (ed.), Educational Administration, 1980.
16. DES Memo 456/1953.
17. DES circular 13/74.
18. In the case of Voluntary Aided or Special Agreement schools, two-thirds of the bodies are nominated by the sponsoring body and one-third by the LEA. For voluntary controlled schools, the situation is that the sponsoring body nominates one-third and the LEA two-thirds. In primary education, rules of management are drawn by LEAs within limits related to the questions of religious instruction. Also, the LEAs can decide to enlarge or restrict by delegation to themselves, management powers over the authorities of the voluntary schools. In the secondary sector, the Articles of Government have to be drawn up by the Secretary of State for Education. The Education Act of 1980 abolished the distinction between managers of primary schools and governors of secondary schools. Also, it reduced the "foundation" representatives from one-third to at least one-fifth in controlled schools, and in Aided and Special Agreement schools increased the number of "foundation" representatives.
19. First schedule, part II.

20. D. Birley, The Education Officer and his World, 1970.
21. DES circular 5/1974.
22. 1944 Education Act, section 88.
23. J.P. Parry, The Provision of Education in England and Wales: An Introduction, 1971.
24. In practice it started in 1967/68.
25. Until 1972 the negotiations were biannual, but at present they are taking place annually.
26. By the end of the second world war priority went to repairs and rebuilding of schools which were damaged during the war; after 1947 the policy was towards the RSLA. During the period 1960-65 the emphasis switched to the elimination of all-age schools and the provision of accommodation in secondary schools for science and technical studies. From 1968 the Government redirected its policy towards the inner city schools. During 1971-74 the policy was towards the replacement of old primary schools. From 1974-77 there was a move towards nursery programmes and during 1977-79 for secondary school reorganisation (the first sign of the tendency appeared by the DES circular 10/65).
27. Secondary Education For All - A New Drive. White Paper Cmnd 604, 1958.
28. DES circular 12/63.
29. DES circular 12/65.
30. DES circular 13/74.
31. This section provides that when a LEA intends to (a) establish a new county school, or (b) to maintain as a county school a voluntary school, or (c) where a LEA intends to make a significant change spread in the character or significant enlargement of the premises of a county school, they shall submit proposals for that purpose to the Secretary of State for Education. After any proposal is submitted under this section to the Secretary of State, the authority shall give Public Notice of the proposals (in the prescribed manner). The Managers or Governors of any voluntary school affected by the proposal, or any ten or more Local Government electors for the area of any LEA concerned, may also (within two months after the publication of the Notice) make objections to the Secretary of State. The submitted proposals then may be approved by the Secretary of State after making modifications (if needed).
32. While about 5.0 per cent is obtained from grants, 10.0 per cent from revenue, and 10.0 per cent from sale of assets, 75.0 per cent is obtained from borrowing.
33. DES Memo 11/61.
34. The LEAs were to make their applications for "loan sanction" through the DES. But when an authority wanted to borrow money from external sources, the consent of the Treasury had to be

sought as well as the formal "loan sanctions" (the DoE would obtain the Treasury consent).

35. The new procedure, which was introduced by DoE circular 2/70, distinguished three types of capital expenditure for education purposes, as follows:
 - (a) "Key sector" educational schemes which were to continue to be subject to specific approval by the Secretary of State for the Environment;
 - (b) Acquisition of "land" for educational purposes; and
 - (c) "Locally determined" schemes for education purposes which authorities were to be free to undertake within an overall total of "loan sanction".
36. But according to the DoE circular 2/70 the authorities are still required to obtain approvals in the usual way for particular transaction, such as:
 - (a) Compulsory acquisition;
 - (b) Acquisitions outside the area of the authority;
 - (c) The appropriation to education of open spaces, allotments, etc.;
 - (d) Disposal or appropriation from Education of land acquired by compulsory powers for educational purposes and not subsequently appropriated for any other purpose which requires the consent of the Secretary of State;
 - (e) The disposal of land held for charitable trusts; and
 - (f) When LEAs acquire land on behalf of a voluntary body, whether compulsory or by agreement (cases outside LEAs' statutory duty of buying land for voluntary authorities).
37. For capital expenditure; at present the DES cannot control Local Authority revenue expenditure on education other than through its control of capital expenditure which usually has revenue implications.
38. The Local Government Act, 1966, gives the Secretary of State for Education the power to advise Parliament to reduce the amount of RSG payable to authorities which have failed to achieve a reasonable standard.
39. K. Brooksbank et al., County and Voluntary Schools, 1982.
40. Section 2 (2) of the 1946 New Towns Act.
41. Thirteenth Report for the Expenditure Committee, Section 1974-5, New Towns, HMSO, 1975.
42. Board of Trade for up to 1970.
43. In fact a general working rule was set; that priority in the allocation of industrial development certificates should go to the Assisted Areas and that the New Towns (and the Expanded Towns) outside the Assisted Areas should have priority after that.
44. M. Aldridge, The British New Towns: a Programme without a Policy, 1979.
45. e.g., refer to Corby Development Corporation's Annual Report, 1972; or HC Debates volume 777, volume 513, 516.

46. By the passage of the Statutory Corporation (Financial Provisions) Act, 1974.
47. Section 3(1) of the New Towns Act, 1946.
48. Section 11 of the New Towns Act, 1946.
49. New Towns in England and Wales - A consultative document prepared by the Secretary of State for Wales and the Minister of Planning and Local Government, 1975, Expenditure Committee, session 1974-5, pp.1007-1018.
50. The Development Corporation believed that the low level of amenity funds to help local authorities will result in the deferment of amenity provision in an era of Government's policy emphasis on owner-occupation and voluntary migration to privately built housing in new towns (Expenditure Committee, session 1974-5, p.208).
51. House of Commons (HC) Debates, 1966, volume 734, columns 1575-1650.
52. House of Commons (HC) Debates, 1967, volume 735, volumns 1717-27, New Towns Bill.
53. Refer to the Memorandum by the DoE, Expenditure Committee, session 1974-5, pp.961-2.
54. Before April 1974 the basis for assessing that part of the RSG related to demographic factors mentioned in the text, was out of date. For example for 1974-5 the factors related to population were based on June 1972 data, and for school-age population on 1973 data. DoE reached an agreement with Local Authority Associations to change the use of out-of-date statistics in calculating population and educational factors. So, they agreed that 1974-5 data should be used in the calculations of 1975-6 RSG settlement (under the previous arrangements 1973-4 data would have been used). This improvement, to an extent, could ease the problems of those local authorities with new towns in their areas.
55. T.A. Broadbent, Planning and Profit in the Urban Economy, 1977.
56. J.K. Friend and W.N. Jessop, Local Government and Strategic Choice, 1969.
57. The consequence was a rise in Local Authorities' loan charges, which in turn caused a drop in the proportion of total Local Authority expenditure covered by income and required an increase in the Government's subsidy at the time of Expenditure Cuts.

NOTES AND REFERENCES FOR CHAPTER TWO

1. The Census year when data was available for all twenty one English New Towns at the time of the writing of this study.
2. An example of this kind of information is numbers with GCE 'A' level, etc.
3. R.J. Webber, "The National Classification of Residential Neighbourhoods - An Introduction to the Classification of Wards and Parishes", PRAG Technical Paper, TP 23, Nov. 1977.
4. The age-range of 5-16 has been used to indicate the compulsory school age range.
5. The reason for the adoption of these age-ranges to represent Primary and Secondary School ages is the unavailability of data for all years.
6. For information about cluster analysis technique refer to B. Everitt, "Cluster Analysis", 1979.
7. Refer to Appendix (2.C) for the results of cluster analysis at 2nd - 6th level of generalisation.
8. Refer to Appendix (2.A) and (2.B).
9. N. Boaden, "Urban Policy Making", 1971.
10. Refer to Note number (1) of Appendix 2.A).
11. Before 1972/3, 15-18 age-range and after that time the age-range of 16-18.
12. Reith Committee's Reports, 1946: (a) The Second Interim, cmdnd 6794, (b) The Interim Report, cmdnd 6759, (c) Final Report, cmdnd 6876.
13. House of Commons (HC) Debates, New Towns Bill, Vol.535.
14. J.B. Cullingworth and V.A. Karn, "The Ownership and Management of Housing in the New Towns", HMSO (MMLG), p.1968.
15. The encouragement of the Development Corporations to sell their rented stock of dwellings to sitting tenants started in early 1960s (HC Debates, Vol.685, Column 61, 1963) by the Conservative Administration.
16. On 31 March 1969, the figures for the rented dwellings available for purchase (from the rented stock) was as follows:

Aycliffe	5249	Peterlee	Any rented house.
Basildon	Under consideration		
Bracknell	Under consideration	Redditch	-
Corby	2000	Runcorn	-
Crawley	850	Skelmersdale	-
Harlow	125	Stevenage	1910
Hatfield	87	Washington	-
Hemel Hempstead	265	Welwyn	197

17. Refer to B. Rigby, "The Planning and Provision of Education in the Foundation and Development of a Post-War New Town: Crawley, Sussex, 1947-1966", Ph.D. Thesis, Southampton University, 1976.
18. In terms of the five selected variables.
19. Until 1980 there were only four Commission New Towns, since then two more new towns have been added.
20. Refer to Appendix (1.C).

NOTES AND REFERENCES FOR CHAPTER THREE

1. Refer to Warrington New Town Outline Plan, Warrington New Town Development Corporation, 1972.
2. Peter Hall et al, The Containment of Urban England, Volume I, 1973, p.609, London.
3. North West Joint Planning Team, Strategic Plan for the North West (SPNW), Technical Paper Number 1, Population and Employment Growth in the North West, 1973, p.137, London (HMSO).
4. A date which was announced by the Secretary of State for the Environment in February 1981 to be the date for the winding up of the Development Corporation, and the announcement of the lowering of its target population to 160000 (by late 1980's).
5. Five Year Programme Review Number 9, Warrington New Town Development Corporation, 1979.
6. Warrington New Town Development Corporation, Eleventh Annual Report for the year ended 31 March 1980.
7. (a) The Strategic Plan for the North West, SPNW Joint Planning Team Report, 1974, London (HMSO).
 (b) The Mid-Mersey Study, the Preliminary Survey, 1973.
 (c) Cheshire County Council Structure Plan, Warrington District Reports, 1975, 1977.
 (d) The North West. A Regional Study, Department of Economic Affairs, 1965, London (HMSO).
 (e) Strategy II - North West Economic Planning Council, 1968.
 (f) The Draft Master Plan for Warrington New Town, Austin/Smith/ Lord Partnership Planning Consultants, 1969.
8. The following Table compares the unemployed rates for Warrington District with that for the North West and Great Britain.

	Jan. (1) 1974	April (1) 1975	May (2) 1979	May (2) 1980	October (3) 1980
Warrington D.	1.7	3.2	5.0	6.2	9.4
North West	n.a.	n.a.	6.7	7.9	n.a.
Cheshire	2.4	4.2	n.a.	n.a.	8.9
Great Britain	n.a.	n.a.	5.2	6.1	n.a.

- Sources: (1) Cheshire County Council Structure Plan, 1975.
 (2) Warrington New Town Development Corporation, Social Development Dept., 1980.
 (3) Cheshire Current Facts and Figures, Cheshire County Council, 1980.
 n.a. = not available.

9. Doreen Massey, In What Sense a Regional Problem? Centre for Environmental Studies, London, Regional Studies, Volume 13, pp.233-263, 1979.
10. S. Holland, Capital versus The Regions, 1976, p.51.
11. The Austin/Smith/Salmon/Lord Partnership were commissioned by the Ministry of Housing and Local Government (MHLG) in October 1965 to recommend an appropriate area for Designation under the New Towns Act and to prepare a Draft Master Plan for the area recommended. The Report recommending the Designation of the Area was published in 1967 and the Draft Master Plan in 1969. The client for the Stage One was the Ministry, the joint clients for Stage Two were first the Ministry and Warrington County Borough Council and later the Development Corporation and the Borough Council.
12. Draft Master Plan for Warrington New Town, 1969.
13. For example, a minimum population of 2000-3000 was required to support a primary school. The catchment area of a 12-form entry Comprehensive secondary school would be 18000-20000 people.
14. Warrington New Town Development Corporation was formed during 1969/70.
15. Warrington New Town Development Corporation, Outline Plan, 1972, p.18.
16. Ibid., p.78.
17. R. Baxter and I. Williams, Population Forecasting and Uncertainty at the National and Local Scale, Progress in Planning, Volume 9, Part 1, editors, D. Diamond, J.B. McLoughlin, 1978, London.
18. Private Housing Market Study - Household Survey, Warrington New Town Development Corporation, July 1971.
19. Household Mobility Survey, Warrington New Town Development Corporation, December 1973.
20. The model was originally developed by West Sussex County Council.
21. The Draft Master Plan made no projections.
22. "Form 7" returns is a census of schools conducted annually by the DES.
23. Population Forecasts, Technical Manual, Warrington New Town Development Corporation, April 1974.
24. The Pre Local Government Reorganisation terminology has been selected to identify this district of Warrington New Town.
25. Warrington County Borough had about 44.0 per cent of its stock dated before 1914, while 65.0 per cent of Warrington Rural District stock was built during 1940 and 1960 and 42.0 per cent of Runcorn Rural District housing stock was built during 1914-1940.
26. Draft Master Plan, Warrington New Town, 1969, pp.85-86.

27. Monitoring and Evaluation Information Paper Number 38, Warrington New Town Development Corporation, June 1975.
28. Monitoring and Evaluation Technical Paper Number 4, Case Study Number 2: Housing Policy, Warrington New Town Development Corporation, undated.
29. B.W. Heady, Housing Policy in the Developed Economy; the United Kingdom, Sweden and the United States, 1978, London, p.156.
30. Household Mobility Survey, Warrington New Town Development Corporation, 1973.
31. Owner-occupation in Warrington, Warrington New Town Development Corporation, May 1973.
32. Private Housing and Lower Income Groups, Warrington New Town Development Corporation, June 1973.
33. An Assessment of Housing Demand: 1973-1981, Warrington New Town Development Corporation, 1973.
34. A Reconsideration of Warrington New Town's Future Housing Tenure, Warrington New Town Development Corporation, June 1973.
35. B. Heady, 1978, p.163.
36. Policy for the Inner Cities, White Paper, cmdnd 6845, June 1977.
37. Warrington New Town Development Corporation, Eleventh Annual Report for the year ended 31 March 1980.
38. Rented Housing - Number 2 to Number 10, Warrington New Town Development Corporation, 1975-1980.
39. S.S. Duncan, The Housing Crisis and the Structure of the Housing Market, University of Sussex Working Paper in Urban and Regional Studies, Wp2, 1976, p.1.
40. Warrington Borough's housing waiting list was 1000 while its rented housing completions during 1971/72 were 368 and 372 in 1972/73 and 268 in 1973/74.
41. Broadly speaking, "development planning" means achieving urban planning objectives by direct public investment in urban development, "regulatory planning" means trying to achieve these objectives by regulating what other investors do (C. Pugh, 1980, p.320).
42. In accordance with the requirements of Town and Country Planning Act, 1947.
43. For the purpose of education, the Administrative County of Lancashire was divided into two Excepted Districts and 35 other divisions. In order to prepare the Development Plan for Education in 1951, the County Education Committee invited each Divisional Administration to submit a Plan for their area. The Development Plan of the whole County consisted of these divisional plans.
44. An "Infant" school pupil, according to the DES Regulations, is expected to walk up to half a mile, and "Junior" school pupil about three-quarters of a mile.

45. Cheshire County Education Committee Report, 1965-1970, 1971.
46. Cheshire County Education Report, 1960-1965, 1966, p.14.
47. After the DES circular 10/65.
48. Catholic school number (33) (Infant and Junior) was accepting pupils of 5-14 age-range, a County school in Great Sankey (Infant and Junior) and a County school in Penketh (Infant and Junior) an age-range of 5-15 and a Catholic school in Padgate (Infant and Junior) an age-range of 3-14.
49. The distribution of age-groups attending each form of secondary school as assumed by the 1951 Plan was Grammar 18.0 per cent, Modern 71.0 per cent and Technical 11.0 per cent.
50. Refer to DES circular 10/65 for the range of suggested forms of Comprehensive Organisation to the LEA's.
51. i.e. schools numbers (VIII), (II) and (V), in figure (3.34).
52. i.e. schools numbers (III), (I) and (VI), in figure (3.34).
53. Warrington County Borough Council, the Education Committee, Re-organisation of Secondary Education on Comprehensive Lines, September 1968.
54. Plowden Report, Children and their Primary Schools, A Report of the Central Advisory Council for Education (England), 1967.
55. Minutes of the first meeting of the Joint Working Party on education leading up to the revision of the policy on education for the Draft Outline Plan, October 1970.
56. White Cross Renewal Proposals, Austin/Smith/Lord Partnership Planning Consultants, January 1969.
57. These were population zones drawn up by Warrington County Borough Council, Planning and Estates Department and were zones that were used by the County Planner for population forecasting.
58. Howley, A New Approach, Warrington New Town Development Corporation/Warrington Borough Council, 1978.
59. The Old Howley District Area Plan, Warrington Borough Council/Warrington New Town Development Corporation, 1982.
60. Schools numbers (14), (28), (8) and (1) were proposed for closure.
61. An Action Area Plan, Padgate/Warrington, (prepared by) The Austin-Smith/Lord Partnership, London, 1969.
62. An advisory group on joint-use and other facilities was formed in 1973 comprised of representatives from (a) Warrington Borough Council, (b) Cheshire County Council, (c) Area Health Authority, (d) Warrington New Town Development Corporation, (e) the Parish Council, (f) the Churches, (g) Warrington District Community Council, and (h) the Padgate College of Higher Education. Also a

set of meetings was held between officers from the Anglican Church Authorities, the County Council and Warrington New Town Development Corporation to discuss about the joint-use facilities of primary schools in general and the Anglican Primary school in Birchwood in particular. Ultimately, in 1977, the Warrington Church of England Trust, the Diocese of Liverpool and the Warrington New Town Development Corporation agreed to provide joint-use facilities.

63. Padgate District Area Plan, Warrington New Town Development Corporation, April 1975.
64. The area that was considered by the LEA for Primary Education Development Planning was slightly larger than the Bridgewater District of Warrington New Town.
65. More than 300 per cent of its places were expected to be filled by the output of the primary schools in the Westbrook District.
66. A Special Agreement School.
67. i.e. Birchwood District Centre.
68. A Sub-Committee composed of some members of the different Sub-Committees of Cheshire County Education Committee.