

THE PLANNING OF EDUCATIONAL FACILITIES IN NEW TOWNS

VOLUME TWO

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Degree of Doctor in Philosophy

by

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THE OUTLINE CONTENTS OF VOLUME ONE

	<u>Page</u>
ACKNOWLEDGEMENTS 	i
LIST OF FIGURES 	vii
LIST OF TABLES 	ii
INTRODUCTION 	1
CHAPTER ONE: <u>THE EDUCATION STRUCTURE</u>	10
CHAPTER TWO: <u>DIFFERENCES AND SIMILARITIES BETWEEN THE NEW TOWNS</u>	86
CHAPTER THREE: <u>THE FIRST CASE STUDY: WARRINGTON NEW TOWN</u>	151
NOTES AND REFERENCES, CHAPTERS ONE TO THREE	393

CONTENTS OF VOLUME TWO

	<u>Page</u>
CHAPTER FOUR: <u>THE SECOND CASE-STUDY: SKELMERSDALE NEW TOWN</u>	404
SECTION 4.1 <u>THE NEED FOR DESIGNATING SKELMERSDALE AS A NEW TOWN</u>	405
SECTION 4.2 <u>THE INITIAL PLANNING PROPOSALS FOR THE DEVELOPMENT OF SKELMERSDALE</u> ...	407
4.2.1 Summary and Conclusion	
SECTION 4.3 <u>THE EMPLOYMENT STRUCTURE</u>	413
4.3.1 Summary and Conclusion	
SECTION 4.4 <u>THE HOUSING STRUCTURE</u>	418
4.4.1 Basic Plan's Housing Proposals	
4.4.2 The Actual Housing Structure	
4.4.3 Summary and Conclusion	
SECTION 4.5 <u>THE POPULATION STRUCTURE</u>	431
4.5.1 The Basic Plan's Population Structure Expectations	
4.5.2 The Actual Population Structure	
4.5.2.1 Population Size	
4.5.2.2 Population Age-Structure	
4.5.2.3 Changing Household Size	
4.5.2.4 Changing Birth-Rate	
4.5.2.5 Changing Socio-Economic Structure	
4.5.2.6 The Origin of Immigrants	
4.5.2.7 The Religious Affiliation	
4.5.2.8 The Changing School Population	
4.5.3 The Population Structure of the Six Residential Areas of Skelmersdale	
SECTION 4.6 <u>THE EDUCATION STRUCTURE</u>	459
4.6.1 The Educational Facilities Proposals of the Basic Plan, 1964	
4.6.2 The Machinery for Planning Educational Facilities	

4.6.3	The Primary Education Structure of Skelmersdale New Town		
4.6.3.1	Decision/Problem Area (A): Improvement of Old Existing Primary Schools		
4.6.3.2	Decision/Problem Area (B): Expansion of Primary Education Facilities		
4.6.3.3	Decision/Problem Area (C): Falling Primary School Enrolments		
4.6.3.4	Decision/Problem Area (D): Deferment of Primary School Opening		
4.6.3.5	Decision/Problem Area (E): Changing Use of Primary Schools		
4.6.3.6	Decision/Problem Area (F): Deferment/Deletion of Proposed Primary School Buildings		
4.6.4	The Secondary Education Structure of Skelmersdale New Town		
4.6.4.1	Decision/Problem Area (G): The Organisation of Secondary Education		
4.6.4.2	Decision/Problem Area (H): The Expansion of Secondary Education Facilities		
4.6.4.3	Decision/Problem Area (I): Provision of Educational Facilities for the 16-19 Age Range		
4.6.4.4	Decision/Problem Area (J): Under-Occupation of Secondary Schools		
SECTION 4.7	<u>SUMMARY AND CONCLUSION</u>	547
CHAPTER FIVE:	<u>THE THIRD CASE-STUDY: WELWYN GARDEN CITY</u>	...	563
SECTION 5.1	<u>BACKGROUND TO THE DEVELOPMENT OF WELWYN AS A GARDEN CITY</u>		565
5.1.1	The Formulation of the Garden City Idea		
5.1.2	Foundation of Welwyn Garden City		
5.1.3	Chronology of Events in Welwyn During the Period 1920-1948		
SECTION 5.2	<u>THE REASON FOR DESIGNATING WELWYN AS A NEW TOWN</u>		571
SECTION 5.3	<u>THE PLANNING PROPOSALS FOR THE DEVELOPMENT OF WELWYN AS A NEW TOWN</u>		573
5.3.1	The Master Plan's Proposals for Each of the Four Residential Areas		

- 5.3.1.1 The North East Area
- 5.3.1.2 The North West Area
- 5.3.1.3 The South West Area
- 5.3.1.4 The South East Area
- 5.3.2 Master Plan's Proposals for Housing Development
- 5.3.3 Master Plan's Proposals for Industrial Development

SECTION 5.4 DEVELOPMENT PROCESSES IN WELWYN DURING THE PERIOD 1948-1980

580

- 5.4.1 The Growth Period of Welwyn under the Planning Control of the Development Corporation, i.e. 1948-1966
- 5.4.2 The Development of Welwyn under the Management and Control of the Commission, 1966-1980
- 5.4.3 A Second Major Attempt at Plan Preparation
- 5.4.4 The Post-1974 Major Events

SECTION 5.5 THE EDUCATION STRUCTURE 599

- 5.5.1 The Pre-Designation Structure of Educational Facilities
- 5.5.2 The Master Plan's Educational Proposals
- 5.5.3 Machinery for Planning and Decision-Making for Educational Facilities
- 5.5.4 The Primary Education Structure
 - 5.5.4.1 Decision/Problem Area (A): Expansion of Primary School Accommodation
 - 5.5.4.2 Decision/Problem Area (B): Falling Rolls and the Under-Occupation of Primary Schools
 - 5.5.4.3 Decision/Problem Area (C): The Merger of the Primary Schools
 - 5.5.4.4 Decision/Problem Area (D): The Closure of Primary Schools
- 5.5.5 The Secondary Education Structure
 - 5.5.5.1 Decision/Problem Area (E): The Provision of County Secondary Schools

CHAPTER FOUR

SKELMERSDALE NEW TOWN

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SKELMERSDALE NEW TOWN

The aim of this Chapter is to explore the overall pattern of educational facilities planning in Skelmersdale New Town and to find how the nature of educational facilities planning in this New Town has been conditioned by the framework of its overall development.

Accordingly, the sequence of analysis that is adopted in this chapter is that in the "first" Section the need for designating Skelmersdale as a New Town will be examined and in the "second" Section the initial planning proposals for the development of Skelmersdale will be reviewed. In the "third", "fourth" and "fifth" Sections the purpose is to review and analyse such structures as employment, housing and population since changes in such elements create a changing need for the provision of educational facilities. The "sixth" Section will examine the Primary and Secondary education structures of this New Town throughout the period 1961-1980. This exploration will be carried out by selecting major decision/problem areas within each of the two education sectors to disclose the decision-making sequences, the constraints and uncertainties upon each and the methods adopted by the relevant authorities to solve each set of problems. In the "seventh" and concluding Section, 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 current problems.

SECTION 4.1

THE NEED FOR DESIGNATING SKELMERSDALE AS A NEW TOWN

The site of Skelmersdale was originally put forward in the Lancashire County Development Plan, 1951.¹ The Plan points to the problems of land supply within the North-West region being essentially a problem of the two conurbations, i.e., Manchester and Liverpool. But the designation of Skelmersdale must be seen in relation to the problems of Liverpool in particular and Merseyside in general.

The major problems of Merseyside which were then expected to create extensive demands for land and development were:

- (a) A large shortage of dwellings: the lack of provision of housing accommodation for families displaced from congested urban areas, mainly County Boroughs such as Liverpool.
- (b) An enormous slum problem, and
- (c) The prospects (in 1951) of an exceptionally high birth-rate.

The 1951 Development Plan (after considering these problems and such factors as land and housing capacity and migration rates) calculated an overspill level from Liverpool of 152360 persons. Based on this, the Development Plan proposed both short and long distance overspill areas. After examining and exhausting the possibilities of short-distance movements, the plan concluded that the residual overspill should be assigned to sites for large-scale, long-distance reception. For a proportion of Liverpool's overspill, Lancashire County Council suggested the building of a New Town at Skelmersdale.

The Development Plan pointed to the problems that would be created throughout Lancashire County as a result of any delay in major developments. Accordingly, the plan required priority to be given to the New

Town of Skelmersdale (among other town expansion schemes). Thus Skelmersdale, which was specifically to provide housing land for Liverpool overspill, had an initial target of 30000 by 1971 and an ultimate target of 45000.

The Liverpool "overspill" discussion dragged on for years, for despite Lancashire County Council's and the Development Plan's suggestions of Skelmersdale as a suitable New Town site, the DoE² pressed for the use of the Town Development Act instead of New Town machinery. But eventually the Skelmersdale Designation Order was made in October 1961.

In January 1962 the Development Corporation was formally constituted. The site contained a total population of approximately 10800 at designation and the New Town was to be a self-contained community with an ultimate population of 80000. The factors that were considered by the Government for the selection of this site can be listed as follows:

- (a) Historical factors: this area was an area of economic decline after the end of coal-mining.
- (b) Social factors: there was a need for a new town for North Merseyside reasonably near to the conurbation where common ties would be close and strong.
- (c) Strategic factors: about $1\frac{1}{2}$ miles to the east of this site was the M6 Motorway to which the town's road system would be linked. The railway between Liverpool and Wigan ran along part of the southern boundary of the Designated Area and, at designation, further development of the line was under consideration following the publication of the Merseyside Land-use and Transportation Study.

SECTION 4.2THE INITIAL PLANNING PROPOSALS FOR
THE DEVELOPMENT OF SKELMERSDALE

The Skelmersdale New Town Development Corporation commissioned a firm of Planning Consultants³ for the preparation of an Outline Plan. An Interim Report on their planning proposals was published in September 1963 and the Basic Plan in December 1964. This Plan was approved by the DoE² in 1966⁴ (figure 4.1).

The Planning Consultants' terms of reference were to provide for an increase from a population of 8500 to an ultimate population of 80000. This meant that the Development Corporation had to provide for an influx of about 50000 persons and thereafter to leave the town to grow to its ultimate size in a normal way (i.e., without additional inducements). To this end, the Planners were to consider a self-contained new town with suitable industry to move to the town concurrently with the town's growth of population. The Board of Trade, on the other hand, had agreed that insofar as new industry would not be obtained from Merseyside, they would, consistent with their obligations under the Local Government Act of 1960, encourage the establishment in the New Town of suitable industry from elsewhere.

The plan form of Skelmersdale was the first breach with the neighbourhood idea in England. It was based on much the same idea as Cumbernauld New Town in Scotland⁵ i.e., a strong and imaginative centre with easy access from the surrounding high density housing.

The Planning Consultants considered a number of design criteria such as:

(a) To control the widespread use of motor car: a compact urban area

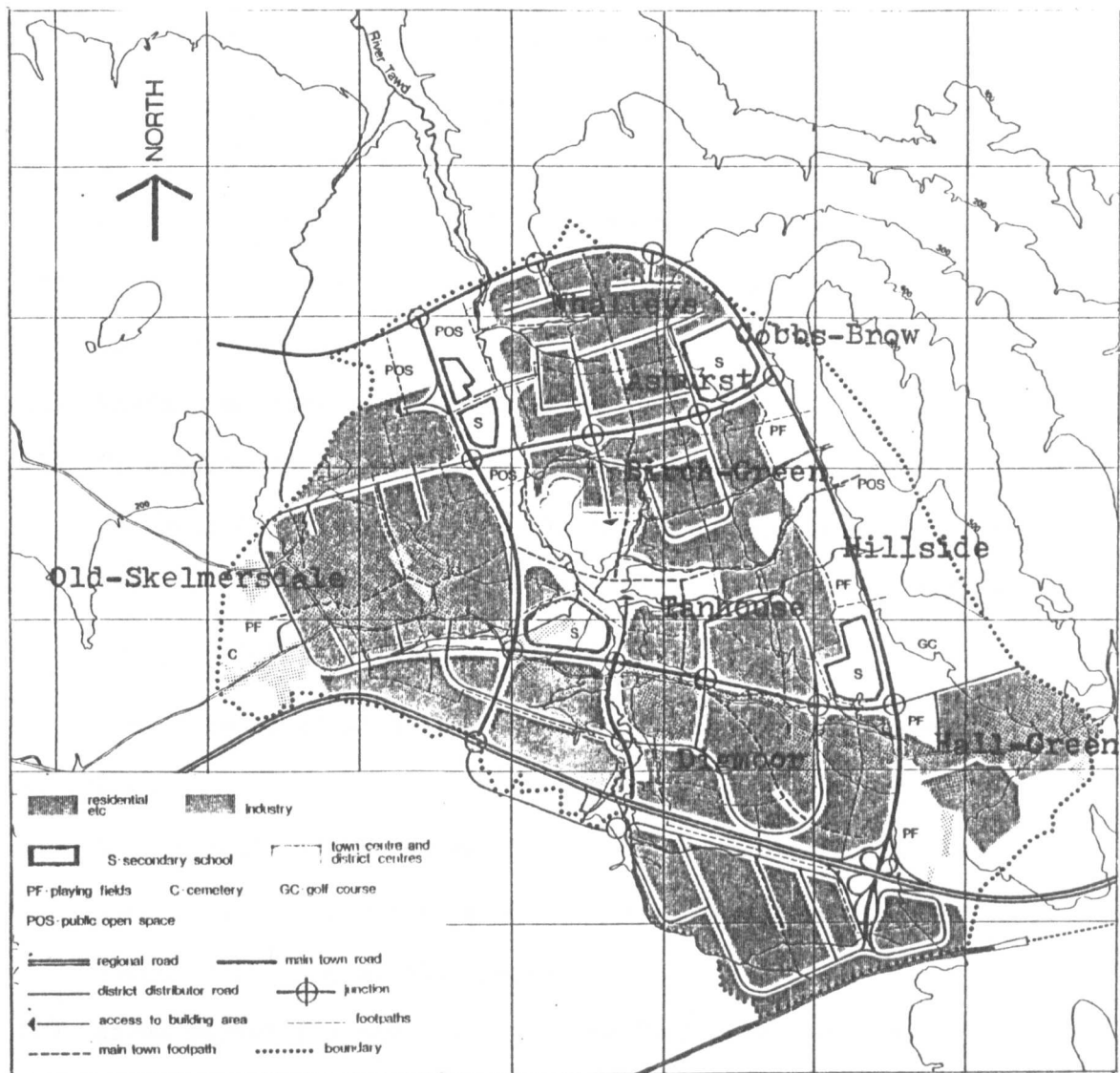


FIGURE (4.1) : BASIC PLAN, SKELMERSDALE NEW TOWN, 1970 REVISION.

with surrounding recreation areas. This could be achieved because of the limited size of the Designated Area and would result in a large proportion of population living within walking distance of the centre and open spaces.

- (b) Taking account of the potentially high level of car ownership and usage in future.
- (c) Maximum separation of pedestrians and vehicles.
- (d) To provide more than one main industrial area in order to disperse the journey to work traffic peaks and to associate some selected types of factories in close association with the residential areas for the benefit of female workers.

The whole Designated Area was divided into three resident areas, as follows:

- (a) Area marked (a) in figure (4.2) (the old Skelmersdale area) with some infilling and expansion was to house a total population of 14000 by the end of plan period.
- (b) Areas marked (b) and (c) in figure (4.2) were to contain about 5000 population by the end of plan period, and
- (c) Areas marked (d), (e) and (f) in figure (4.2) were to be planned to contain the houses and associated buildings for some 61000 population.

In the light of the expanding economic situation during the 1960s and based upon the experience of the other earlier new towns, the Planners expected that the size and the population target of Skelmersdale would be increased steadily and substantially. To cope with this, they proposed the addition of an area to the north of the approved Designated Area (figure 4.3). A Plan was prepared for this extension for a population of 10000 (i.e., making a total ultimate population of 90000). This was considered to be the limit of the town's

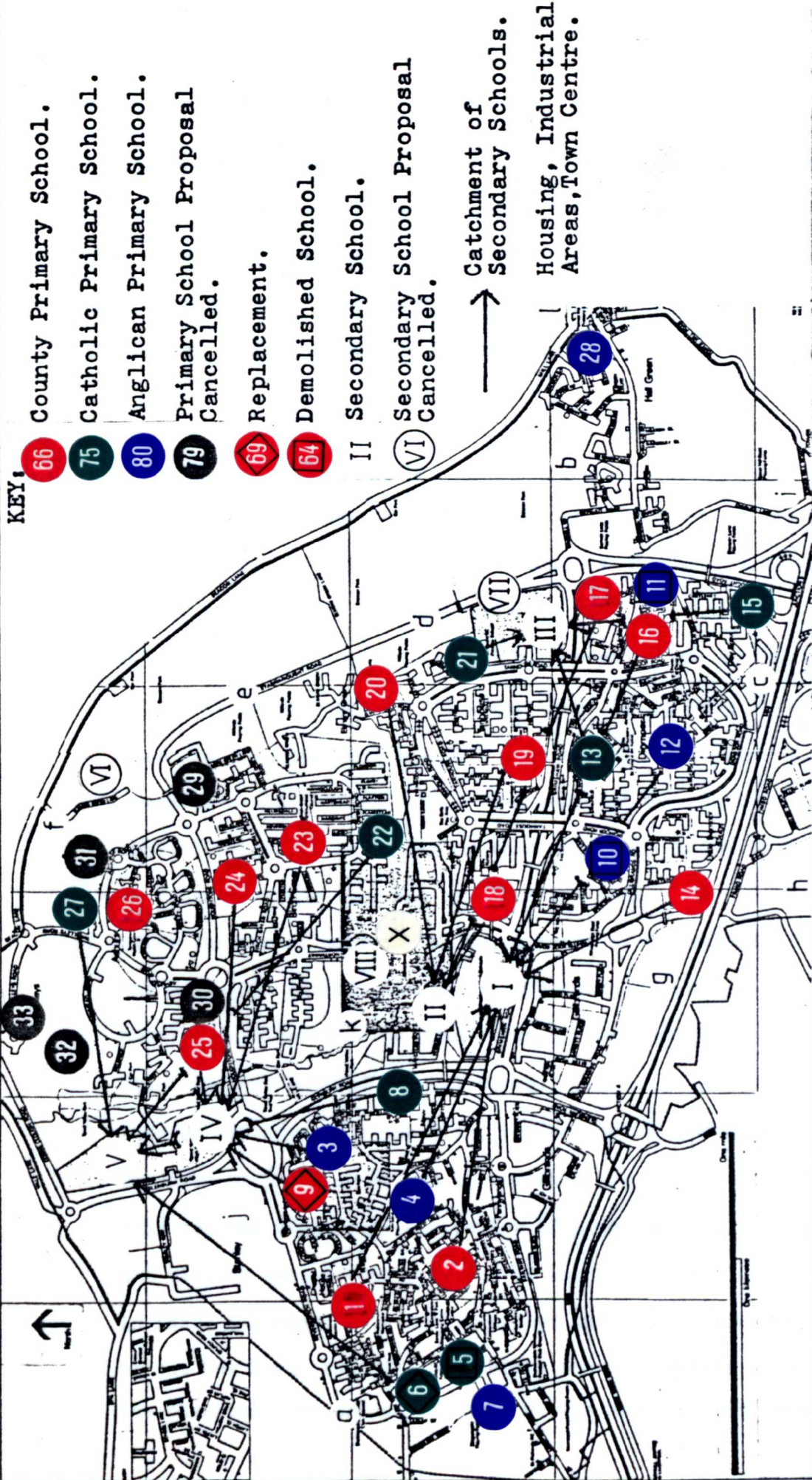


FIGURE (4.2) : LOCATION OF SCHOOLS, SKELMERSDALE NEW TOWN.

growth potential and the Planners believed that further development should not be permitted.

The Basic Plan divided the development programme of Skelmersdale roughly into four 5-year phases (figure 4.3). The view was held that actual progress would depend on such factors as the availability of resources in technical manpower, land, finance and the capacity of the building and civil engineering industries.

4.2.1 Summary and Conclusion

The main points that can be singled out in the review of the Basic Plan's proposals in relation to Skelmersdale's development since the preparation of that plan are as follows:

- (a) With hindsight it can be seen that, except in the northern parts of the (original) Designated Area, there is not much deviation from the original physical form proposed by the Basic Plan for the areas developed before 1976. This must not be considered as a special feature of the plan as this adherence to the original land-use plan has been the norm for new towns built on virgin land.
- (b) After the curtailment of the development of Skelmersdale during the post-1976 period, and the introduction of more private sector housing development, the plan forms of the remaining parts of the New Town were revised several times.
- (c) A major deficiency of the plan, reflecting the planning ideas and practice of the time of its preparation, is the lack of consideration for the monitoring and review of progress. This deficiency can also be seen in the practice of the Development Corporation. In fact, although since 1963 they had undertaken annual surveys of the New Town, they did not relate the information obtained to the physical form and programming of the New Town development.

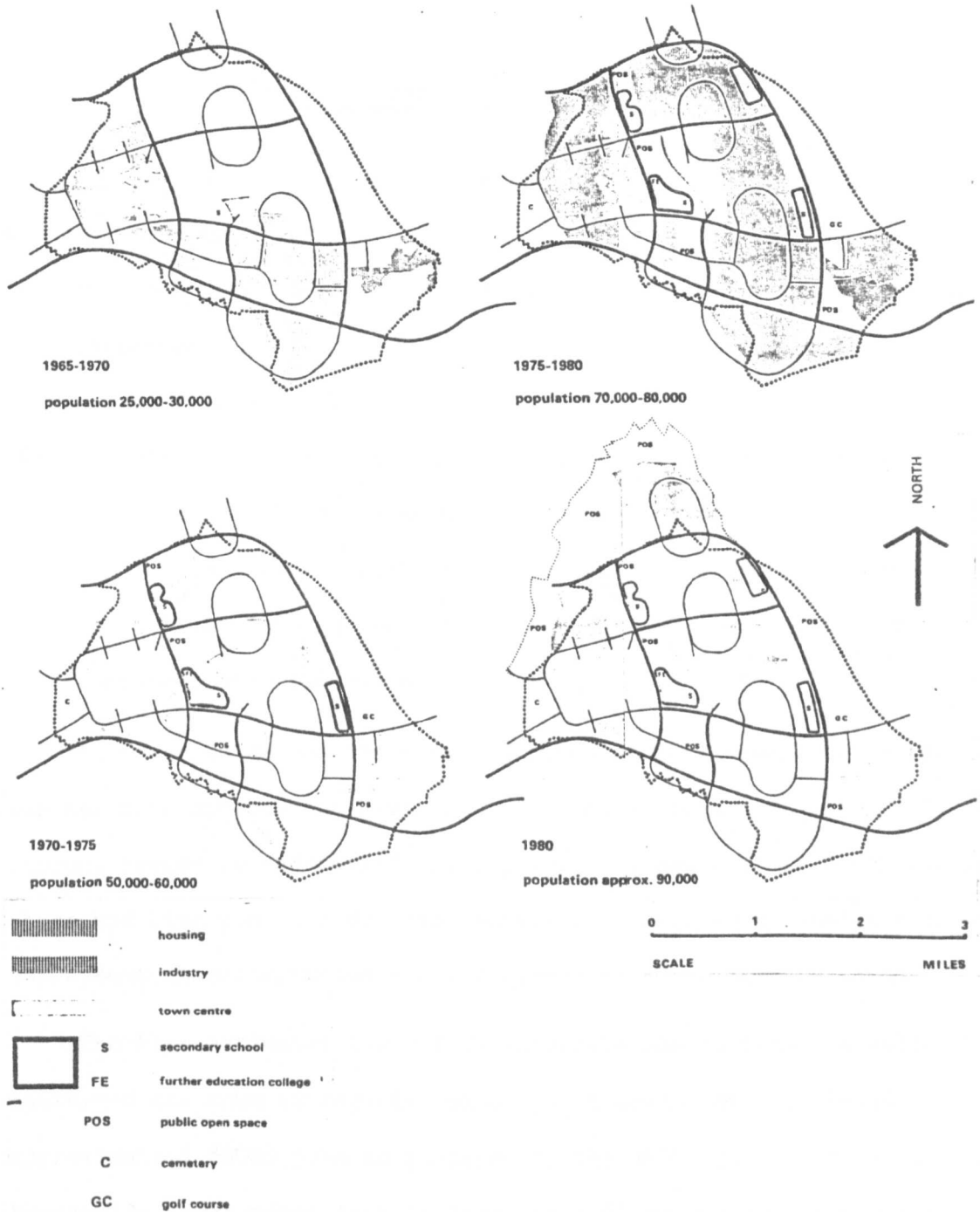


FIGURE (4.3) : PHASING PROPOSALS OF THE BASIC PLAN, 1964, SKELMERSDALE NEW TOWN.

SECTION 4.3THE EMPLOYMENT STRUCTURE

The review of the employment structure of Skelmersdale is important for two reasons:

- (a) The emphasis of the terms of reference upon the link between the development of Skelmersdale and the growth of employment opportunities within the town, and
- (b) The observed links between these two issues through the review of the development processes of the New Town since its designation and the important effects that the pattern of employment growth and decline has had upon the housing structure directly and therefore upon the educational facilities structure.

In order to assess the potentialities of Skelmersdale as a centre for new development, the Planning Consultants undertook a study of current trends in industrial development in areas such as South Lancashire and Liverpool's industrial estates, as well as an analysis of the employment characteristics and experience of the other new towns.

The Plan estimated that if Skelmersdale was to become a self-contained new town as regards industry, it would have to provide approximately 36000 jobs as compared to the 14000 jobs required in the Merseyside Development Area in December 1964 to reduce unemployment to 1.0 per cent.

Also, in a way that with hindsight seems to be extremely optimistic, the Plan expressed concern about the impact of continued regional unemployment upon Skelmersdale. The employment situation in the areas surrounding the New Town was, broadly speaking, a declining one. The planners believed that this phenomena would put strong outside pressure

on new jobs in the New Town.

The Plan emphasised the importance of achieving a balance between the provision of jobs and houses and also the need for a variety of employment opportunities and the Plan took the future industrial success of Skelmersdale for granted. In a depressed region such as the North-West, to expect a self-contained new town to have the role of a growth point seemed extremely optimistic and utopian and so the recent history of industrial closures has proved.

Until about 1971, the industrial development of Skelmersdale progressed fairly smoothly but it was during 1971⁶ that serious difficulties became apparent and it was in 1976 that the industrial growth of the New Town faced a major blow. The closure of the Thorn factory (one of the major employers within Skelmersdale with approximately 1500 employees) dealt the town's economy a "sudden" and "unexpected" blow⁷ occurring at a time when the level of unemployment in the New Town was already high. Also, this was at a time when the Development Corporation was trying to attract industries by establishing new factory sites, in the face of adverse economic conditions. Nor was the closure of this factory limited in its effect, for the 15th Annual Report of the Development Corporation shows that it had its effects on employment in a number of local supporting industries.

In December 1976, Courtaulds ceased their operations with the loss of 1100 jobs. The reasons for the closure of this factory were also totally unrelated to the situation in the New Town itself.

These two factories provided a total of 2600 jobs which were mainly held by New Town residents⁸ and their loss constituted a turning point in Skelmersdale's history. Since then the New Town's employment position has been entirely changed by the cumulative effect of such closures which created serious unemployment problems despite smaller incoming

industries to the New Town (an increase of approximately 2400 unemployed people during 1971/72 - 1976/77).

This turning point did not just affect the industrial situation of the town but affected as well the housing and related public facilities, such as educational facilities structures. Psychologically too, these closures were important in that they created a bad image for the New Town and their effects must be considered to have been damaging to the New Town's situation in terms of attracting other industries.

Another long-term damaging effect of these closures can be said to have been the decreased amount of care put into the selection of industries moving into the New Town. Any industry which was willing to move, regardless of its ability to employ jobless people from the locality or whether it was capital or labour intensive, was welcomed by the Development Corporation.

During 1979, despite the opening of some new factories and the extension of some existing units which produced approximately 500 additional industrial jobs, no marked effect on the level of Skelmersdale's unemployment level was seen and the town's unemployment level remained at about the general level of the Merseyside Special Development Area.

The general climate of 1980 was not conducive to any substantial growth in the town, neither in terms of population growth nor in terms of industry. The same was true of 1981 which in the Development Corporation's words was a year of "retrenchment and consolidations rather than one of spectacular development progress"^{9,10} (since 1977 the Annual Reports give no figures for employment or unemployment for Skelmersdale despite the concern expressed about high unemployment levels, especially amongst young people i.e., 16-19 age-range).

4.3.1 Summary and Conclusion

Unlike, for example, the case of Warrington New Town, employment played a very crucial role in Skelmersdale New Town's development.

For some time after the closure of the major factories the New Town residents started moving out of the town in search of jobs. But later, with the regional-wide and then the countrywide increase in unemployment, the population became more static.

The lack of guaranteed industrial and employment stability in a new town can have disastrous effects on the morale of the residents and also brings about wastage of public resources such as vacant factory premises, unused roads and other ancillary services, vacant houses, schools, etc., all at the start of their potentially useful life spans.

In order to avoid the mistakes that created the present situation in Skelmersdale the root of its problems must be explored. Some New Town researchers¹¹ have observed a close relationship between the movement of branch industries to the New Town, their higher risks of closure and the unemployment levels. It is difficult to reject the idea that branches and subsidiaries are more vulnerable than their parent companies in contracting markets, take-overs and mergers, rationalisation and asset stripping.

The problem facing towns such as Skelmersdale is to show signs of dynamism in areas where unemployment is endemic and thus there is a temptation to concentrate on short-term palliative strategies. These towns will inevitably have to welcome any large branch plant which will bring large employment opportunities especially if, like Skelmersdale New Town Development Corporation, they are under considerable pressure to meet housing need at the same time. In these cases, the employment base of new towns will be narrowed and the failure of one plant will again be catastrophic.

Having commented upon the industrial history of Skelmersdale and considered the effects of the failures upon other structures (such as housing and education), one can start to re-think the rationale behind the designation of this New Town.

In theory, the creation of a new town can have such underlying reasons as the rejuvenation of a region or a sub-regional area, relieving the housing and/or industrial problems of a metropolitan area, and/or tackling the problems of the existing urban settlements. For Skelmersdale, with its small existing development and its corresponding small scale problems, the third reason did not apply. If the underlying objective for the designation of Skelmersdale (as was officially cited) was to relieve the problems of Liverpool, then it can be said that not only did Skelmersdale fail to contribute towards tackling the housing and industrial problems of this metropolitan area, but instead an urban settlement was created which was itself not problem free at all. The same argument applies if the underlying objective was the rejuvenation of the region or the sub-region. This puts into doubt the regional need for Skelmersdale in particular and the creation of such new towns, in general.

SECTION 4.4THE HOUSING STRUCTURE

The aim of this Section is twofold. Firstly, to review the housing proposals of the New Town's Basic Plan and secondly, to examine the actual housing structure of the New Town throughout the period under review, i.e., 1961-1981. In this way deviations from the original expectations and the effects of the external constraints (such as Central Government's changing housing policy, or the changing employment structure of Skelmersdale upon its housing structure) can be explored.

4.4.1 Basic Plan's Housing Proposals

The housing areas proposed by the Basic Plan and their associated community facilities formed the largest land-use element being allocated (approximately 28.0 per cent of the total area of the Designated Area).

The Plan assumed that the largest sector of new housing would be built and rented by the Development Corporation with some Local Authority housing. In addition to the housing need, four categories of housing demand was perceived as follows:-

- (a) Better standard housing, provided by the Development Corporation for renting or for sale,
- (b) Housing built by the Housing Associations,
- (c) Individual plots on which owner-occupiers could erect houses, and
- (d) Larger areas of land on which houses could be built as speculation by private developers.

Before the final publication of the Basic Plan, a plan for the

redevelopment of old Skelmersdale (i.e., area marked (a) in figure (4.2)) was prepared by the Development Corporation with the agreement of Skelmersdale District Council. This plan identified housing development and redevelopment areas within old Skelmersdale (figure 4.4). No statistical base was given to suggest details of the numbers and rates of housing development and redevelopment, although two plans were provided showing the areas needing action and the programming of the whole activity into two phases.

By the time of the preparation of the Basic Plan, 1964, house building was proceeding in Old Skelmersdale (i.e., area marked (a1) figure (4.4)). The plan had proposed that the first Development Corporation housing would be in this area and that the adjoining Local Authority housing scheme was to be built in time to accommodate those displaced from the clearance in area marked (a2) (figure 4.4)).

The overall house building programme for the New Town proposed by the Basic Plan can be seen in figure (4.1). The Plan did not provide detailed figures for the rates of house building in each of the New Town's housing estates, nor for each of the proposed four phases of development.

In accordance with the norm for overspill new towns, the Plan accepted that the choice of incoming population would be through Industrial Selection and that if there were to be more houses available than jobs, it would be possible for the Development Corporation to bring in other categories of migrants, such as commuting population or older retired persons. This would give an opportunity to have a more balanced age structure within Skelmersdale.



Phase I : Residential
Developments &
Redevelopments

-  RESIDENTIAL DEVELOPMENT
-  RESIDENTIAL REDEVELOPMENT



Phase I : Schools and
Open Spaces





-  PLAYING FIELDS & POS
-  SCHOOLS

FIGURE (4.4)(a) : THE OLD SKELMERSDALE PLAN'S PROPOSALS, 1964.



Phase II : Residential Developments & Redevelopments

	RESIDENTIAL DEVELOPMENT
	RESIDENTIAL REDEVELOPMENT



Phase II : Schools and Open Space



	PLAYING FIELDS & P.O.S.
	SCHOOLS

FIGURE (4.4)(b) : THE OLD SKELMERSDALE PLAN'S PROPOSALS, 1964.

4.4.2 The Actual Housing Structure

The housing problem which the Development Corporation faced at the inception of the development was how to keep the residential programme in pace with the sustained initial industrial growth. Accordingly, they carried out studies to assess the critical or limiting factors in their attempts to match the development of these two main structures. The outcome of these studies was the adoption of a target programme of 1750 completed dwellings a year. To achieve this programme three factors were identified which were considered to be crucial. These were¹²:-

- (a) The availability of construction labour in the area,
- (b) The classified road programme, and
- (c) The communal and recreational facilities, whose provision were the responsibility of the Local Authorities.

In the beginning of 1967 incoming new industry led to the creation of a substantial number of jobs and hence demands for houses. This caused the first expression of a substantial housing waiting list. But by the end of the same year, due mainly to national economic conditions which led to changing industrial programmes, the pressure on housing was relieved.

During 1968, two factors led to a review of Skelmersdale's housing programme and policy. These two factors were:-

- (a) The Secretary of State for the Environment asked all the New Town Development Corporations to aim at a higher proportion of houses for owner-occupation, and
- (b) One of the New Town's major house building contracting firms fell seriously behind its completion programme during the year.

The problem of adjusting housing and industrial development stemmed from two factors. The first is that the pattern of the public housing

programme is determined some years in advance of the actual completion of houses while the pattern of growth of employment is subject to shorter term variations. The second, related to the first factor, is that the housing development could, to an extent, be controlled by the Development Corporation while the increase or decrease of employment which immediately and directly affects the provision of houses, is totally out of their control.

The Development Corporation's optimism about the continued growth of employment within the New Town resulted in a situation in 1968 where the production of housing accelerated more than job provision and a total of 200 houses were left unoccupied.

The period 1969/70 must be considered as a turning point for the overall development of Skelmersdale in general and its housing development in particular. By then, the Development Corporation's problems began to be concentrated much more on filling the built and unoccupied houses rather than assuring an adequate pace of new construction. The number of new jobs created during 1970 totalled 509 and the number of industrial nominations were 775, while the total houses completed were 1714. Thus there was a wide gap to be filled between completed houses and jobs created.

As a measure to cope with this situation the Development Corporation (with the approval of the Secretary of State for the Environment) announced that tenancies would be offered to people who were tenants of, or on the waiting list of the North Merseyside sending authorities, but who were prepared to travel back each day to North Merseyside to their existing employment.

The Development Corporation's tenth Annual Report, in 1972, points to their first attempt to defer their house building programmes as a result of the imbalance caused by a shortfall in male jobs created as

against new houses built and the increased number of unemployed in the New Town. Accordingly, the Development Corporation allocated more areas of immediately developable land to private housing; land in which the Report claimed the developers' interest had increased. More of the sites which were originally earmarked for rented housing were switched to private house building. The other measure taken in accordance with New Town circular number 179, was to increase publicity about the sale of rented houses to sitting tenants. One of the incentives given to sitting tenants was to reduce the house prices, but this was not applicable in Skelmersdale as the market value of houses in 1972 was generally below the total cost of the houses and thus the sitting tenants could not obtain any effective reduction in the purchase price.¹³

During 1973, the Development Corporation came to the conclusion that some re-phasing of the housing programme was necessary for the period up to 1976, combined with short-term measures to increase the net rate at which the Development Corporation let its dwellings. Other measures were also taken, such as:-

- (a) Widening the catchment areas for incoming tenants, and
- (b) Launching a major "promotional" campaign.

The Development Corporation, in their eleventh Annual Report of 1973, pointed out that as a result of these measures the highest rate of applications and lettings in the life of the Corporation was achieved.

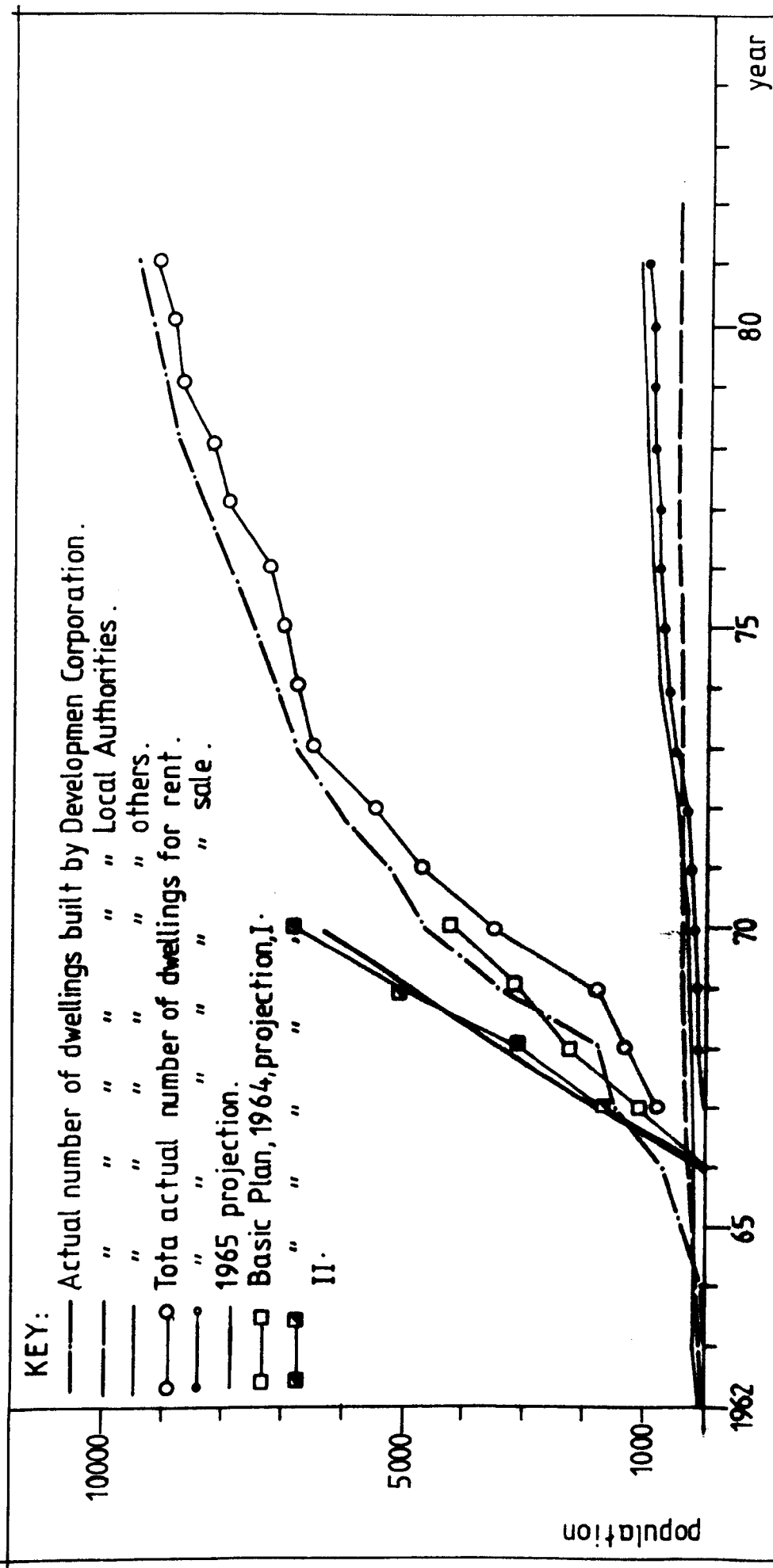
With greater leniency towards private house building and owner-occupation there were other kinds of problems appearing as early as 1973. Although up until 1973 the developers had no difficulty in selling their houses, there was a threat of (a) high mortgage rates and (b) shortages of building society funds by the end of 1973.

Moreover, during 1974 the interest in the New Town shown by private house builders over the period 1972-'74 almost completely evaporated as a result of the difficulties experienced nationally in the housing market. Accordingly, the development of housing for sale in the New Town almost came to a standstill and was far below the Development Corporation's expectations. At the same time there was very slow progress in the Corporation's rented housing provision (figure 4.5).

The period 1976/77, i.e., the period which was a turning point in the employment structure of Skelmersdale, was also important in terms of housing output, in that public house building was hit by the curtailment of public sector housing investment at the national level. These factors, de facto, brought about a change of housing allocation policy with more emphasis being given to accommodating families on the housing waiting list. In spite of this situation, the Development Corporation pressed the Secretary of State for the Environment to approve their suggestion that additional land should be designated to enable them to reach their housing and employment targets. Later, the Development Corporation dropped its requirements for additional land for housing, but pressed for the approval of additional land for industry.

In 1978, the Secretary of State for the Environment announced the Government's policies for the New Towns following their review of the "New Town Programme". For Skelmersdale, the Government's policy was against the extension of the Designated Area. Also it was proposed that the ultimate population of the town should be reduced from 80000 to 61000 and that the date of winding up of the New Town should be 1983.

These Central Government decisions necessitated a review of the planning and programming of the New Town's development. The Development Corporation's view was that they needed more time than the five years (i.e., 1978-1983) suggested by the Secretary of State to complete the



FIGURE(4.5): The Expected and the Actual Housing Structure of Skelmersdale New Town.

induced growth phase of development. They adopted a population total of about 52000 capacity as a reasonable guideline for completion of this phase of development, after which the town would be able to grow to the Government's proposed ultimate population of 61000.

In 1981, it was decided that the dissolution of the Development Corporation should be postponed from 1983 to 31 March 1984 as the growth of the New Town had not matched the formal projection.

Three factors that were active during 1979-1981 contributed to a review by the Development Corporation of the development programme.

These three factors were:-

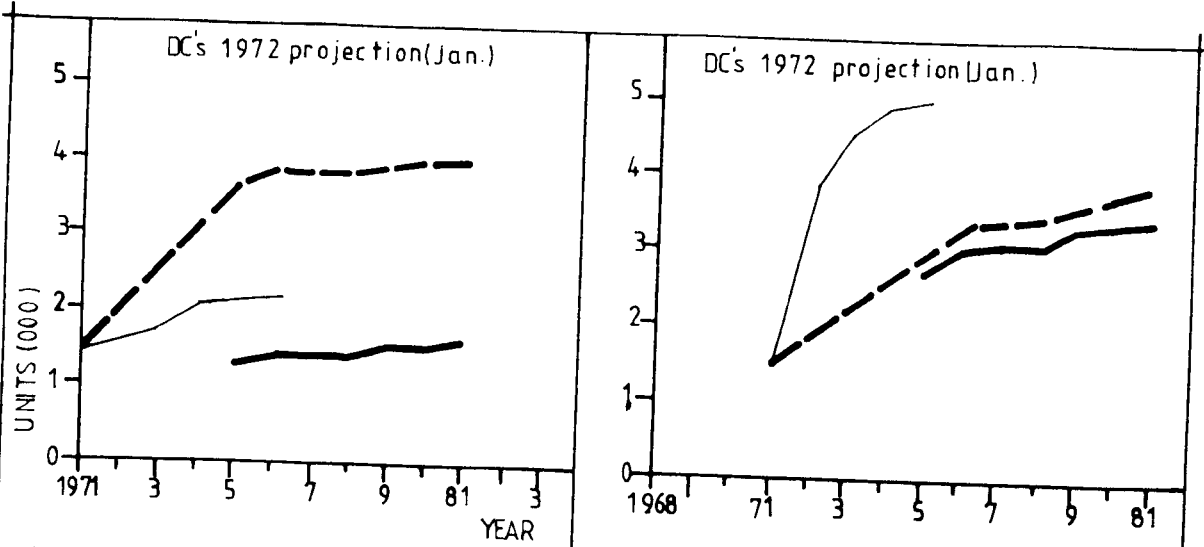
- (a) Postponement of expected dissolution of the Corporation,
- (b) Changes in public sector housing expenditure policies, and
- (c) Restrictions on public sector expenditure in general.

The result was the total cut of all proposed housing development by the Development Corporation. A further conclusion and expectation was that the private sector housing development would be unlikely to substitute for the substantial reductions in the New Town's rented housing programme. As a result of this the estimated target population of the New Town was also lowered to a figure of 46000 by 1985 (i.e., 6000 less than their previous estimate).

In fact the majority of housing activity during the late 1970s was concentrated on housing provision for the 'elderly' as agreed with the West Lancashire District Council.

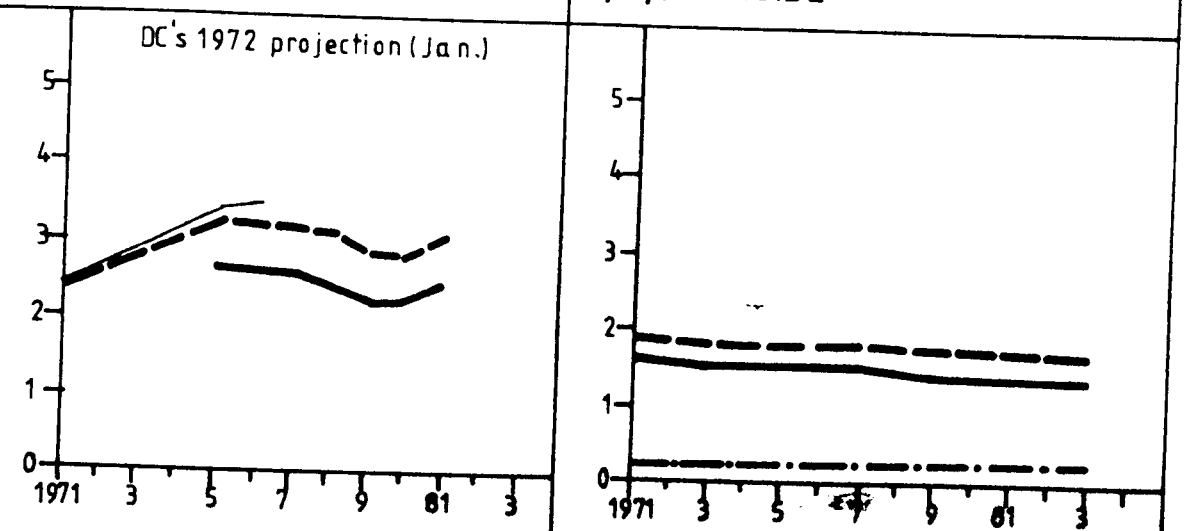
Given these deletions and deferments, 1981 was the first year since 1964 that there was no Development Corporation rented housing under construction.

The housing structure of the five housing estates of Skelmersdale can be seen in figure (4.6).



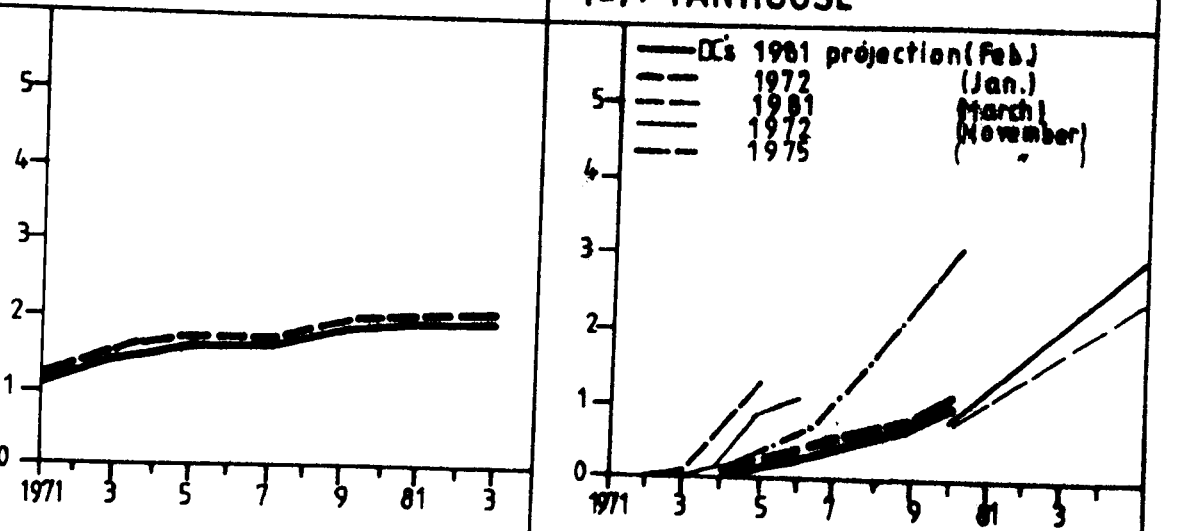
(a): OLD SKELMERSDALE

(b): HILLSIDE



(c): DIGMOOR

(d): TANHOUSE



(e): BIRCH-GREEN

(f): ASHURST (Cobbs-Brow)

FIGURE (4.6) : The Expected and Actual Housing Structure, Welwyn.

KEY: ——— Actual rented ——— Actual total ——— Actual owner-occupied
 DC=development corp.

4.4.5 Summary and Conclusion

Some major points can be singled out from the review of the housing structure throughout the period 1961-1981 and can be listed as follows:-

- (a) The housing problem related more to an increasing number of newly built but unoccupied dwellings, rather than the curtailment of the original housing programme of the Development Corporation and the lack of its achievement.
- (b) The change of Government's housing policy especially during the period 1970-1974 and again from 1979 onwards (i.e., during the term of office of Conservative administration) towards more emphasis on owner-occupation, did not bring a drastic change within the housing structure of Skelmersdale for two reasons:-
 - i) Firstly, because the proportion of the New Town's rented houses was much higher than the average for the new towns, and
 - ii) Secondly, because with the high unemployment and economic difficulties of the New Town residents, neither the sale of rented houses to sitting tenants nor the sale of units built by private developers, could obtain any momentum.
- (c) Skelmersdale is a new town where development was heavily based on industrial growth and any problem within the industrial or employment structure of the town was bound to affect its housing and housing affiliated structures (such as educational facilities).
- (d) Skelmersdale, which has had chronic problems with employment since its inception, offered housing direct to people on the housing waiting list of North Merseyside Local Authorities, as a response to what they considered the failure of the Industrial Selection Scheme. The Development Corporation's main medium of publicity was through a letter sent to Skelmersdale tenants asking them to nominate eligible friends and relatives. This change of housing

allocation policy was not a fundamental switch of policy by the Corporation, but only a short-term response to vacant housing.

- (e) No solution could or can be found to the housing problem of Skelmersdale as long as it keeps its high unemployment rates and continued loss of jobs.

SECTION 4.5THE POPULATION STRUCTURE

The aim of this Section is to explore the discrepancy between the expected and the actual population structure of Skelmersdale throughout the period 1961-1980/81.

In Chapter Two of this study, it was seen that Skelmersdale had the youngest age-structure of all English New Towns in 1971. The conclusion of the same Chapter indicated the correlation between the age-structure, housing tenure and the socio-economic structure of the new towns.

Since 1964 the Development Corporation has collected information, through their annual population and social surveys, about such variables as the "socio-economic structure", "area of origin", "religion", "household size" and "birth-rate" of the immigrants to the New Town, among other information. These components of immigrant population structure were believed to be the major determinants of Skelmersdale population age-structure and hence this study is of the view that those factors would determine the need for the different forms of educational facilities.

4.5.1 The Basic Plan's Population Structure Expectations

In order to forecast the three major components of population structure, i.e., its size, age-structure, and rate of build-up, the Basic Plan adopted two different sets of assumptions, as follows:-

- (a) The assumed house building programme for Skelmersdale by size and type of dwellings, and

(b) An analysis of the experience of the other new towns.

The Planning Consultants attached two purposes to the population projections of the New Town. The first was a short-term one, looking ahead only as far as housing under construction, under contract or at the stage of detailed design would commit the town over a period of time to an output of houses. This was a period in which it would be impossible to increase or re-phase the programme. (The Plan considered that up to three years ahead is the usual period of commitment for traditional methods of building and design which would allow enough time to construct one of the largest elements in the town structure, such as a school). The short-term projections were prepared for the period up to January 1970, at which date the Plan assumed that between 15000-25000 people would be living in the Development Corporation houses. Also, there would be an annual house building rate of 1750 as an upper level and 1000 houses per annum as a lower level by 1967-1968. These short-term projections can be seen in figure (4.7).

The probable age-structure of the population of the New Town during the same period, i.e., 1965-1970, was also analysed. This was in two sets of tables, each based on a different set of housing projections (figure 4.5).

The second purpose of the Basic Plan's population projections was to look ahead to the longer period beyond that for which the building programme would be virtually unalterable. The Plan considered that the projections could be used to assess the housing programme in relation to its demand upon such urban components as schools, employment, etc., so as to make it possible to recast the building programme in relation to the whole town rather than the housing structure alone.

The Plan found it impossible to forecast the long-term population structure in the same way as they had done for the short-term, but

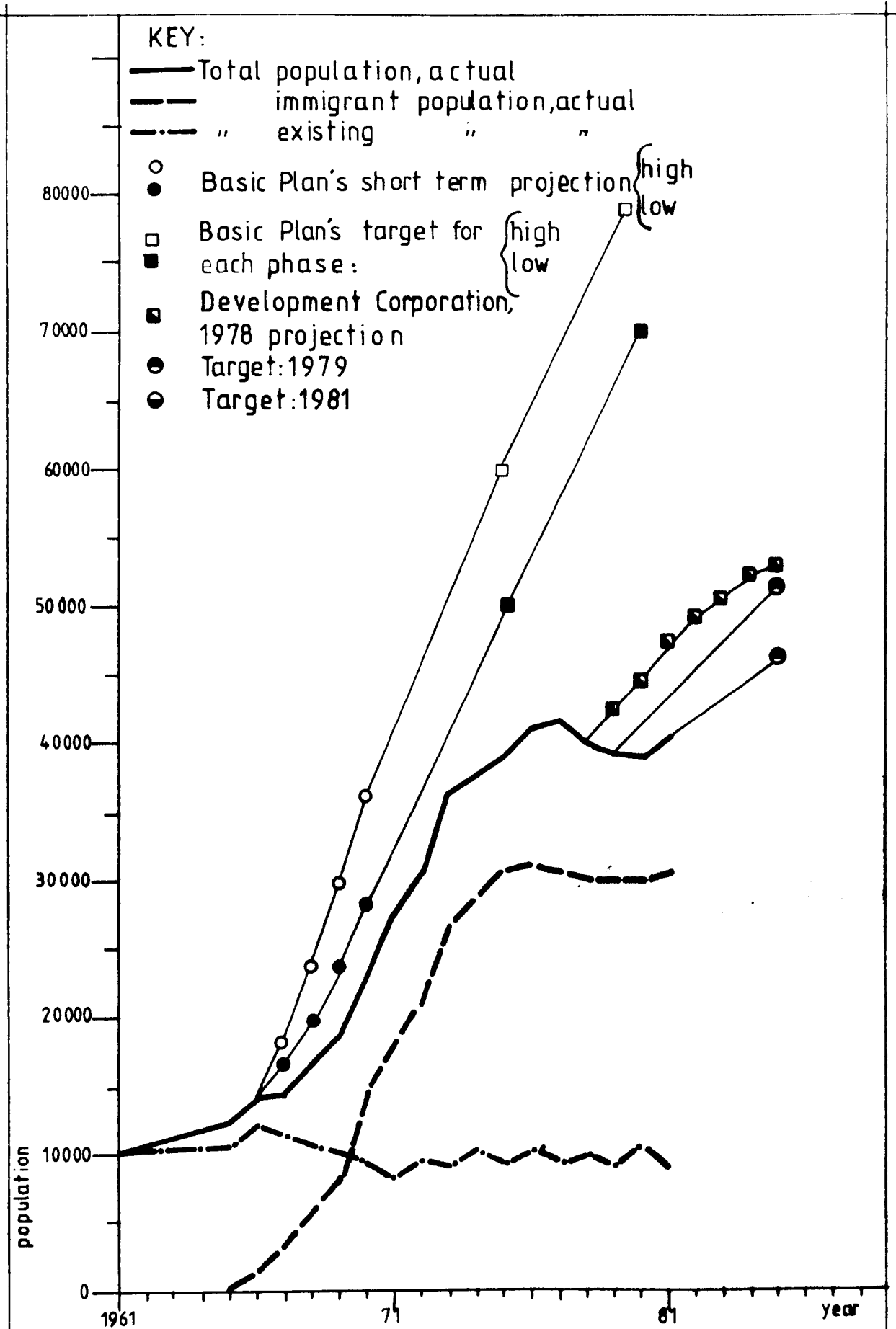


FIGURE (4.7): The Actual and Expected Population Growth, Skelmersdale.

claimed that the detail which was attempted in the method of projections devised for Skelmersdale was greater than had been tried for a new town before, in that it was designed to account for both:

- (a) Emigration, and
- (b) The rising demand for houses from second and later generations.

A computer programme was prepared and long-term projections were computed to assess the differing effects of sustained building programme of 1000, 1500 and 2000 houses a year. The Planning Consultants' first comparison assumed that building would proceed until 22000 new houses would be completed. The Plan also emphasised the importance of a recording system to provide a check on the characteristics of the population and to serve as a basis for continuous re-appraisal of the projections.

4.5.2 The Actual Population Structure

Each year since 1963 a sample survey has been carried out in the Designated Area by the Development Corporation.

The pre-1964 surveys had the purpose of collecting data for the studies which led to the preparation of the Basic Plan in 1964. The surveys undertaken during 1964-1965 were for the purpose of checking on the assumptions embodied in the Basic Plan, while for the post-1966 surveys the intention was to assess the reaction of the incoming residents to their new environment.¹⁴

4.5.2.1 Population Size

The comparison of the expected and the actual population growth of Skelmerdale can be seen in figure (4.7).

This figure has two kinds of deficiencies, firstly in the availa-

bility of the detailed population projection figures of the Basic Plan and the relevant population projections made by the Development Corporation since the preparation of the Plan in 1964 (as the Development Corporation refused to give any information concerning their population projections it is not possible to ascertain whether regular population projections were produced at all). The second deficiency is in relation to the fact that the "actual" population figures are estimates only.

Nevertheless, despite these two sources of possible error, from figure (4.7) it can be seen that up until 1973 the expected population growth was generally more in line with the actual growth of population than occurred in the period post-1973.

In actual terms, the total population and immigrant population of the New Town reached their peak in 1976 after which there was a decline of approximately 2.7 per cent during the period 1976-1979. Numbers started to increase by 1.0 per cent during 1979-80 and by 3.4 per cent during 1979-1981. As was referred to before the target population projection also fluctuated, influenced by changing Government policies throughout the New Town's lifetime.

4.5.2.2 Population Age-Structure

The Basic Plan's population age-structure projections can be seen in Appendix (4.A).

The comparison of the actual population age-structure for all categories is shown in figure (4.8 a-d) and from this table it can be seen that the immigrants to the New Town, especially those moving to the Development Corporation built dwellings, had a younger age-structure than the other categories. This phenomenon was more striking in the early years than in the post-1975 period in which, for example, the

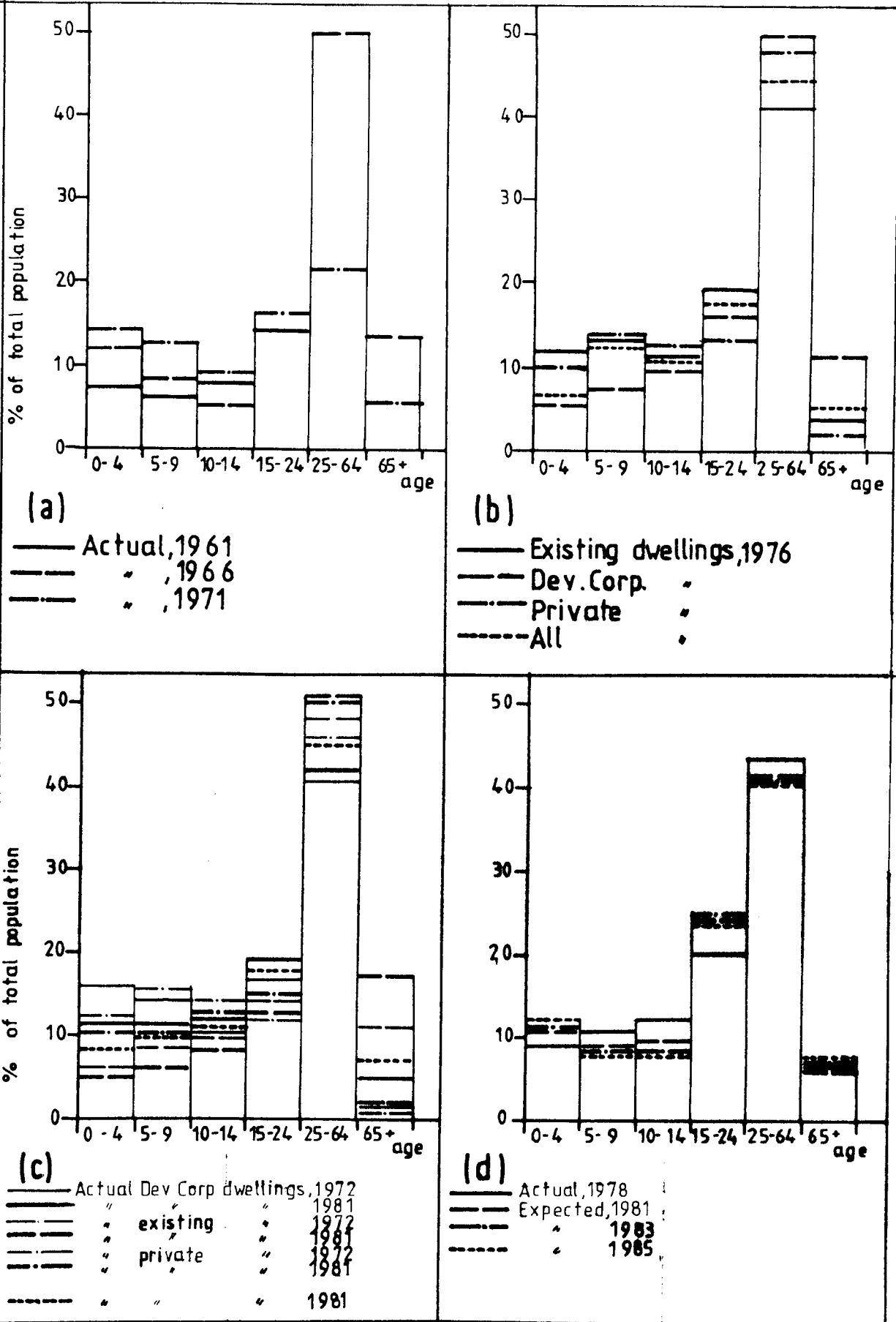


FIGURE (4.8): The Actual and Expected Population Age-Structure, Skelmersdale.

proportion of 0-4 year olds dropped from 14.3 per cent in 1975 to 11.5 per cent in 1976 and then to 11.0 per cent in 1980 and 1981. The proportion of 5-9 year olds also dropped from a peak of 14.6 per cent during 1973/74 to 13.2 per cent in 1976 and again to 11.0 per cent in 1980/81. In contrast the proportion of the 10-14 age-group increased throughout 1966-1981. The proportion of this age-group in 1966 was 6.1 per cent and it reached its peak of 13.0 per cent in 1980 dropping to 12.0 per cent in 1981. The same trend was true for the 15-24 age-group as it had a proportion of 14.0 per cent in 1966, reaching its peak of 20.0 per cent in 1980 and then again dropping to 19.0 per cent in 1981. The other two remaining age-groups of 25-65 and 65+ had also an increasing trend. The 25-65 age-group had a proportion of 39.3 per cent in 1967, reached its peak of 43.0 per cent in 1978 and dropped to 42.0 per cent throughout the period 1979-1981. The 65+ age-group had a proportion of a mere 0.4 per cent in 1966 and it increased to 5.0 per cent in 1981.

The Basic Plan, 1964, only prepared projections for the short-term, i.e., for up until 1970. Comparing the Basic Plan's projections for the period 1965-1970 with the actual situation during the same period, it can be seen that the age-structure of the immigrant population had higher proportions in the 0-4, 5-9, 10-14 and 15-24 age-groups than the projections.

The population age-structure projections proposed by the Development Corporation in 1978 for the period 1978-1985, anticipated lower proportions for the age-groups of 0-4, 5-9 and 10-14 than were actually achieved during 1979-1981, but more for the age-group of 15-24. Again, lower proportions for the two age-groups of 24-65 and 65+ were anticipated in comparison to the actual proportions during the same period of 1979-1981.

4.5.2.3 Changing Household-Size

From the early surveys which were undertaken by the Development Corporation it was evident that the average family size of the New Town residents was markedly higher than that of the existing residents.

TABLE (4.1): CHANGING AVERAGE HOUSEHOLD SIZE, SKELMERSDALE, 1966-1980

Housing	1966	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Total	-	-	-	-	-	-	-	-	3.63	3.65	3.48	3.37	3.30	3.21	3.20	3.14
Rented ¹⁶	3.69	3.84	3.88	3.83	3.83	3.94	3.86	3.87	3.87	-	3.84	3.59	3.47	3.35	3.33	3.30
Private ¹⁷	-	-	-	-	-	-	4.02	3.87	3.74	-	3.75	3.37	3.59	3.68	3.66	3.44
Existing ¹⁵	3.22	3.19	3.07	3.07	3.02	2.96	2.89	2.89	3.16	-	2.95	2.84	2.83	2.73	2.79	2.63

Sources: Skelmersdale New Town Development Corporation, Annual Population and Social Surveys, 1966-1981.

From Table (4.1) it can be seen that the average household size of the three components of residents had a declining trend throughout 1966-1981, but with different degrees and trends.

The average household size of Development Corporation houses reached its peak in 1971 while the average household size of the private housing sector (the numbers of which were growing since 1970) started with a peak in 1972 and then had a declining trend. The average household size of the third sector, showed a steady decline throughout the period 1966-1981.

4.5.2.4 Changing Birth-Rate

As with the average household size, a marked difference can be seen between the birth-rate of the immigrants to the Development Corporation housing stock and owner-occupiers in private housing and residents in the existing dwellings,¹⁵ as well as a difference between the birth-rate of the tenants and residents of Development Corporation units¹⁶ and private sector owner-occupiers¹⁷ (Table 4.2). From this

Table the declining trend of the population birth-rate for the three sectors as well as the whole Designated Area can be seen. The striking feature is the sudden increase of the birth-rate of the New Town as a whole during 1980/81.

TABLE (4.2): CHANGING BIRTH-RATE, SKELMERSDALE, 1969-1981

Housing	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Total	-	-	-	-	25	25	21	20	19	18	18	18	21
Rented Sector ¹⁶	34	38	33	31	30	30	-	-	-	-	-	-	-
Private Sector ¹⁷	-	-	-	20	21	17	-	-	-	-	-	-	-
Existing ¹⁵	15	7	10	7	10	14	-	-	-	-	-	-	-

Sources: Skelmersdale New Town Development Corporation, Annual Population and Social Surveys, 1969-1981.

4.5.2.5 Changing Socio-Economic Structure

In Skelmersdale throughout the period since its Designation, the social classes III (i.e., skilled, non-manual and manual) and IV (i.e., semi-skilled workers) have been over-represented (Table 4.3).

From this table, the difference between the socio-economic structure of the immigrants in rented accommodation and those in owner-occupied dwellings can be observed. In brief, it can be said that the socio-economic structure of the population of the whole Designated Area, the existing areas and the rented dwellings is more biased towards the socio-economic classes III, IV and V, but the three socio-economic groups of I, II and III comprise the higher proportions in the private housing sector.¹⁷

TABLE (4.3): CHANGING SOCIO-ECONOMIC STATUS, SKELMERSDALE, 1965-1981

Housing		1965	1968	1970	1971	1973	1975	1978	1980	1981	Housing
Total	I/II	12.6	10.8	9.2	10.1	9.3	10.4	15.0	15.0	11.0	Total
	III	31.2	34.1	32.8	50.4	49.9*	68.1*	47.9	42.0	48.0	
	IV/V	56.2	55.2	57.3	36.8	40.8	14.0*	36.3	33.0	38.0	
Rented ¹⁶	I/II	44.0	8.3	3.2	3.7	2.0	8.6	12.5	-	-	% of total immigrants to rented sector
	III	36.0	23.1	14.2	18.2	14.8	70.9	46.5	-	-	
	IV/V	18.0	33.5	18.7	13.6	14.0	14.3	40.2	-	-	
Private ¹⁷	I/II	-	-	-	-	7.5	23.1	29.2	-	-	% of total immigrants to own-occupied sector
	III	-	-	-	-	19.3	62.4	53.9	-	-	
	IV/V	-	-	-	-	11.4	6.9	16.3	-	-	
Existing ¹⁵	I/II	12.6	9.2	5.3	4.5	4.8	8.9	14.7	-	-	% of total existing
	III	31.0	26.0	14.9	22.9	19.0	64.5	48.4	-	-	
	IV/V	56.2	37.0	24.2	19.0	17.0	16.3	36.4	-	-	

Source: Skelmersdale New Town Development Corporation, Annual Population and Social Surveys, 1965-1981.

Notes: * unexplained changes from the previous year, which were reversed the following year. The Annual Surveys note that it may be due to the coding errors.

- The double line between the years 1970 and 1971 refer to a change in the coding of apprentices.

- The double line between the years 1973 and 1975 refer to changes in the housing categorisation.

4.5.2.6 The Origin of Immigrants

In Table (4.4) the proportion of immigrants by their previous place of residence has been shown. It is by comparing this Table and the other Tables of this Section that a correlation can be found between all the variables included in the whole Section.

TABLE (4.4): ORIGIN OF MIGRANTS TO SKELMERSDALE, 1965-1981

Housing	1965	1968	1970	1971	1973	1975	1978	1980	1981
Moving to rented from: Liverpool	38.0	63.1	60.3	54.1	53.1	51.3	-	-	-
Merseyside	16.0	15.2	21.8	21.8	22.6	32.0	-	-	-
elsewhere	46.0	21.7	17.9	24.1	24.3	16.7	-	-	-
Moving to own-occupied from: Liverpool	-	-	-	-	37.5	28.1	-	-	-
Merseyside	-	-	-	-	14.4	28.1	-	-	-
elsewhere	-	-	-	-	48.1	43.8	-	-	-
Moving to existing from: Liverpool	-	-	-	-	37.0	28.2	-	-	-
Merseyside	-	-	-	-	9.3	29.5	-	-	-
elsewhere	-	-	-	-	53.7	42.3	-	-	-
Moving to New Town from: Liverpool	-	-	-	-	-	46.8	34.6	45.0	44.0
Merseyside	-	-	-	-	-	31.3	22.8	29.0	31.0
elsewhere	-	-	-	-	-	21.9	42.6	26.0	25.0

Sources: Skelmersdale New Town Development Corporation, Annual Population and Social Surveys, 1965-1981.

4.5.2.7 The Religious Affiliation of Immigrants

The importance of this variable for Skelmersdale and for this study stems from the fact that this New Town throughout the period 1965-1981, had a higher than average new town proportion of Roman Catholics amongst its incoming population. This phenomenon was considered important by the LEA because of its effect upon the provision of Roman Catholic primary and secondary schools.

The changing proportion of the three major religious affiliations throughout the period 1965-1981 can be seen in the following Table.

TABLE (4.5): RELIGIOUS AFFILIATION OF MIGRANTS TO SKELMERSDALE, 1966-1981

Year Religion		1966	1968	1970	1971	1973	1975	1978	1980	1981
		Immigrants to rented ¹⁶	RC	35.5	36.8	31.7	31.3	32.3	31.1	-
	CE	52.0	54.8	60.1	56.5	53.0	59.7	-	-	-
	ME	2.7	3.6	1.8	2.3	2.3	2.4	-	-	-
Immigrants to owner-occupied ¹⁷	RC	-	-	-	-	23.1	21.0	-	-	-
	CE	-	-	-	-	63.6	69.5	-	-	-
	ME	-	-	-	-	2.8	2.9	-	-	-
Existing ¹⁵	RC	13.2	9.9	12.4	14.2	9.8	16.5	-	-	-
	CE	72.2	76.5	77.0	71.2	73.9	73.8	-	-	-
	ME	11.3	9.4	8.1	11.3	9.1	7.3	-	-	-
Total New Town	RC	-	-	-	-	-	25.8	28.2	32.0	31.0
	CE	-	-	-	-	-	64.8	61.5	56.0	57.0
	ME	-	-	-	-	-	3.9	4.7	4.0	4.0

Sources: Skelmersdale New Town Development Corporation, Annual Population and Social Surveys, 1966-1981.

Notes: RC = Roman Catholic, CE = Church of England, ME= Methodist.

4.5.2.8 The Changing School Population

The Basic Plan's estimates in regard to primary or secondary school population is very brief and apart from its short-term population size and population age-structure projections, the plan points to expectations that the total number of children attending schools in the New Town would ultimately be 22600. The Plan assumed that the distribution would be 10800 in primary schools, 9000 in secondary schools and 2800 in the sixth form colleges and Colleges of Further Education.

After the preparation of the Basic Plan, 1964, there were attempts, at different points in time, to project the school population of Skelmersdale. These different projections can be seen in figures (4.9), (4.10) and (4.11).

The actual growth of the school population (also refer to the same figures) was not similar to any of the projections. Total school popula-

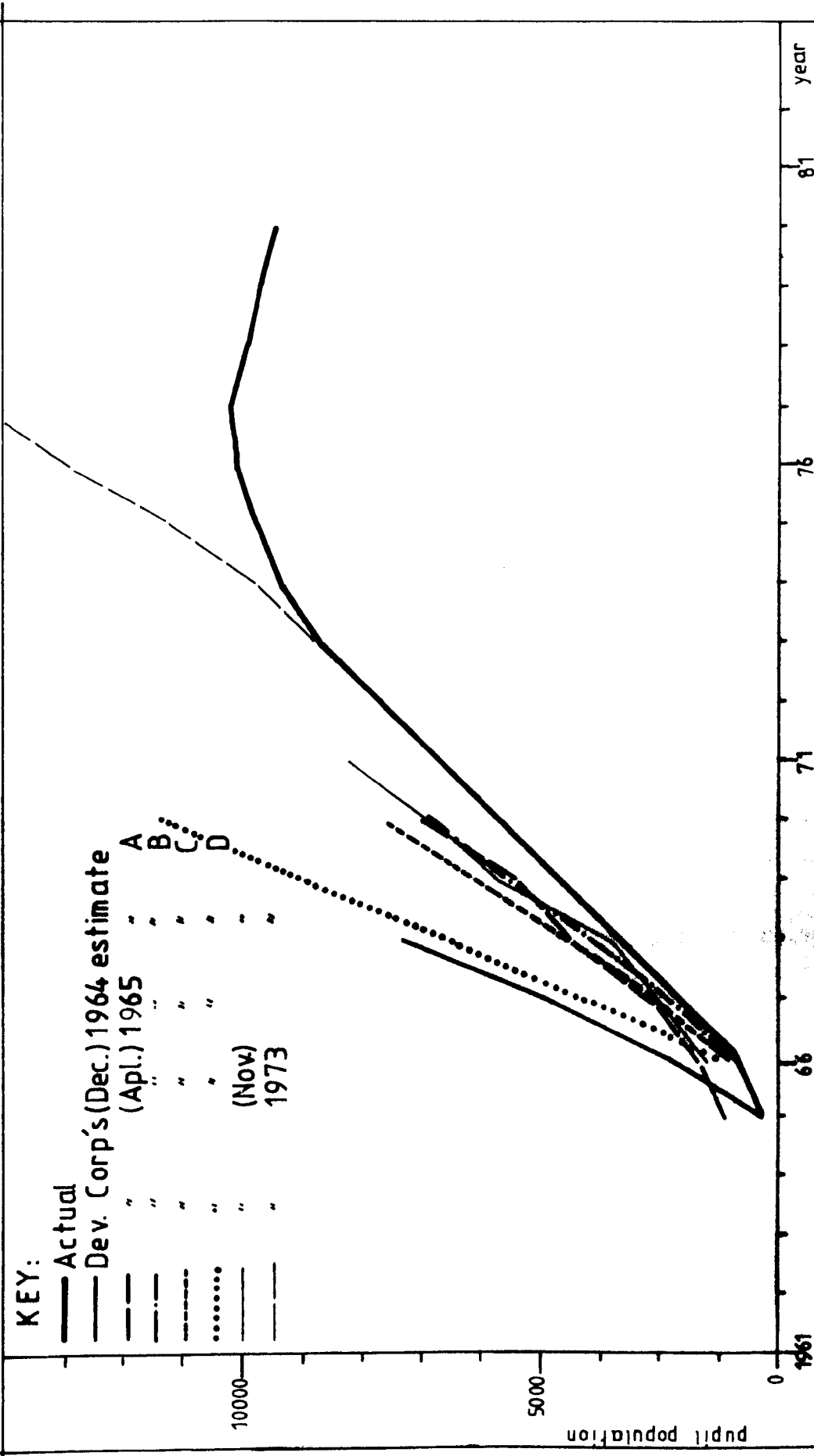


FIGURE (4.9) : The Actual and Expected Total School-age Population, Skelmersdale.

KEY:

- Actual
- - - Dev. Corp's (Dec.) 1964 estimate
- A
- B
- C
- D
- (Nov) 1973

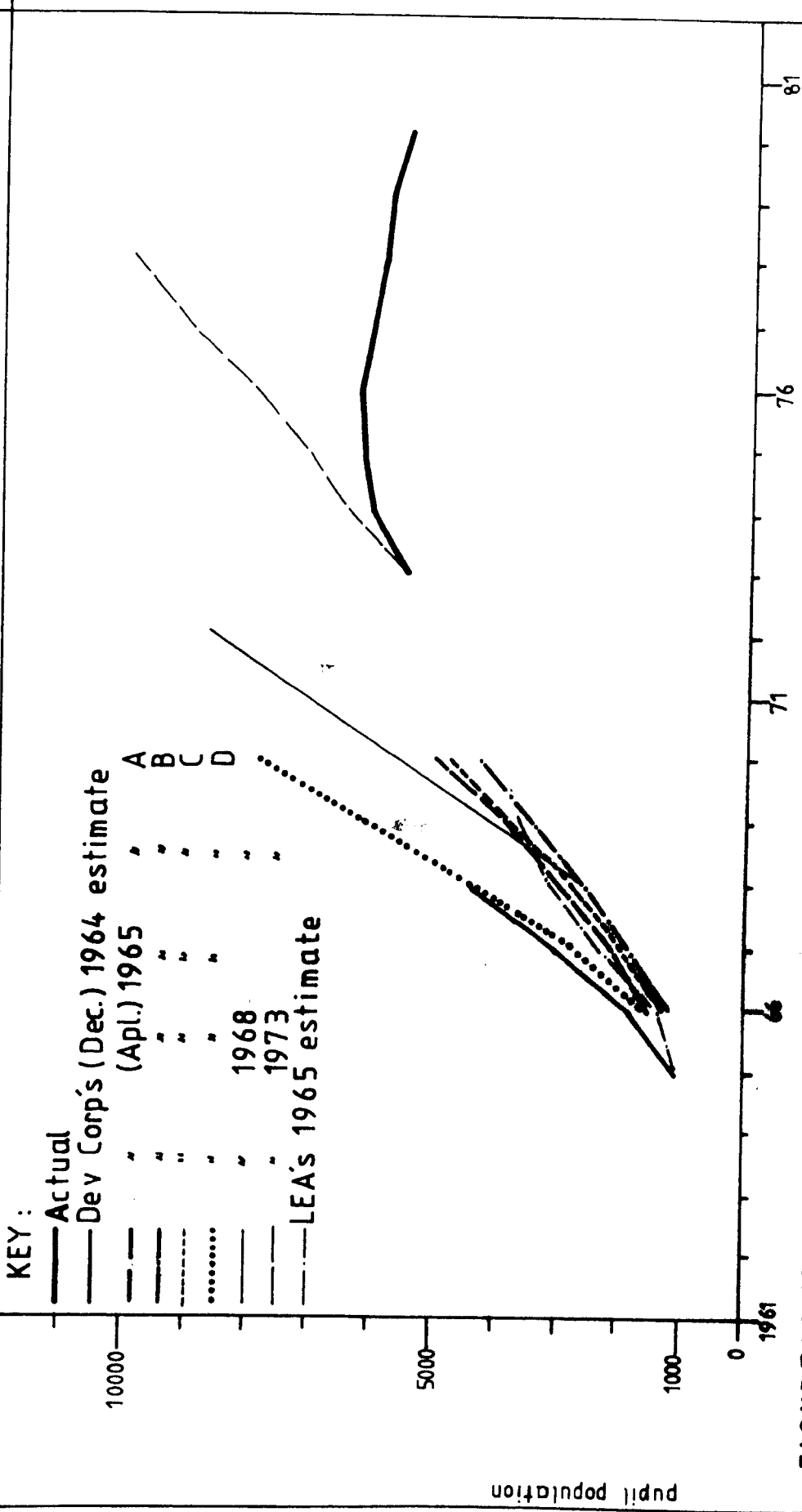


FIGURE (4.10) : The Actual and Expected Primary School-age Population, Skelmersdale.

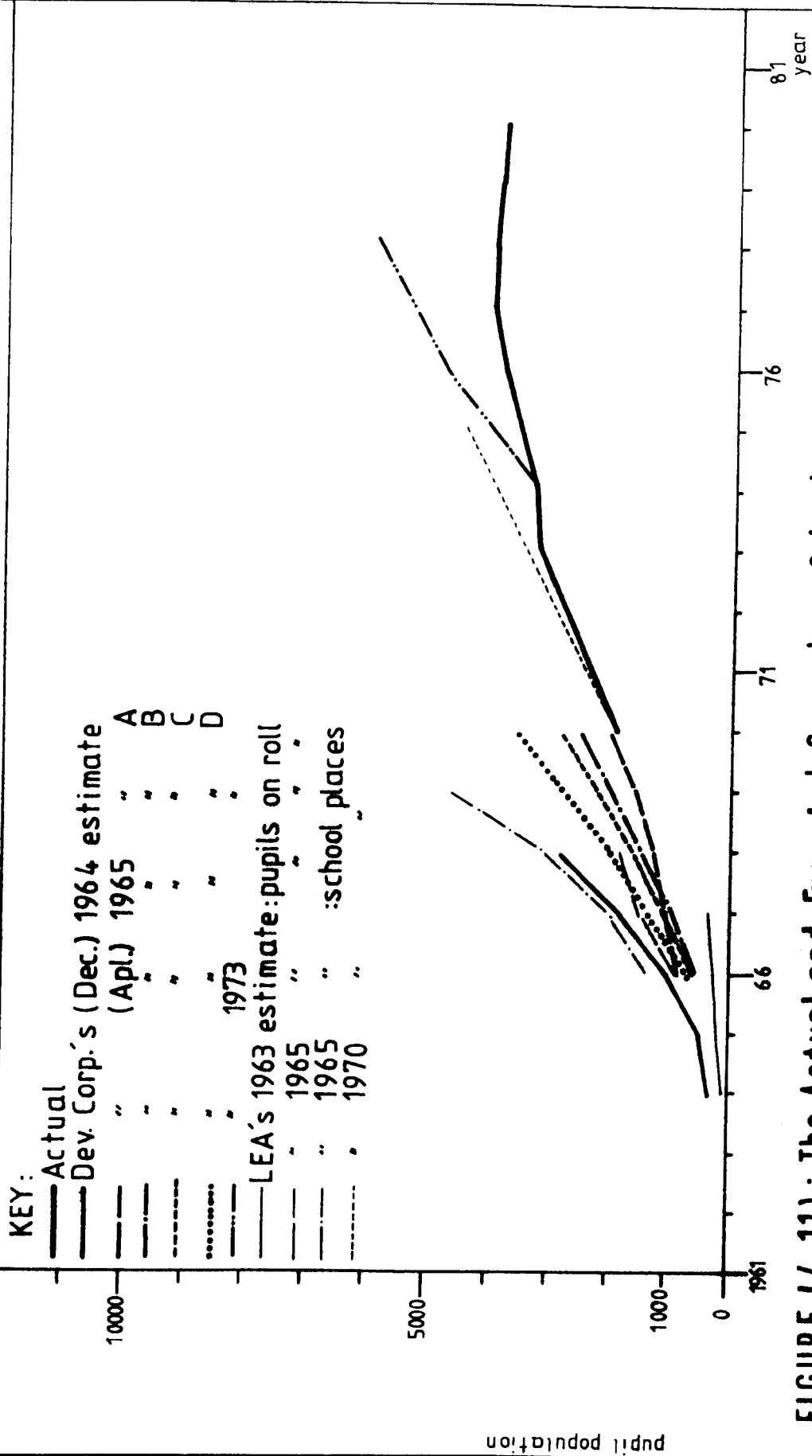


FIGURE (4.11): The Actual and Expected Secondary School-age Population, Skelmersdale.

tion reached its peak in 1977 and from then on it has had a declining trend. Primary school population reached its peak in about 1976 and since then it has declined by about 15.0 per cent. Secondary school age population reached its peak during the period 1977-1978 and since then it has had a slowly declining trend.

The actual proportion of pre-school, primary and secondary school population to the total population in each of the three categories of existing,¹⁵ rented¹⁶ and private¹⁷ housing sectors, for the period 1966-1981 can be seen in Table (4.6). Bearing the previous Tables of this section in mind, the different demographic characteristics of these three housing sectors can further be confirmed. From this Table it can be seen that the two categories of immigrants (i.e., to Development Corporation housing¹⁶ and private housing¹⁷) have similarities in their population structures (school populations) but neither is similar to the characteristics of the existing residents¹⁵ of the New Town.

TABLE (4.6): ACTUAL PROPORTION OF PRE-, PRIMARY AND SECONDARY SCHOOL POPULATION BY HOUSING SECTOR, SKELMERSDALE, 1966-1981

	Total Residents			Rented ¹⁶			Private ¹⁷			Existing ¹⁵		
	Pre-school	Primary school	Secondary school	Pre-school	Primary school	Secondary school	Pre-school	Primary school	Secondary school	Pre-school	Primary school	Secondary school
1966	23.5	15.3	3.2	-	-	-	-	-	-	11.2	10.4	4.4
1967	-	16.8	2.4	-	-	-	-	-	-	0.3	11.6	5.3
1968	22.0	18.0	5.0	-	-	-	-	-	-	10.0	11.0	6.0
1969	18.0	20.0	5.0	-	-	-	-	-	-	9.0	12.0	6.0
1970	17.8	18.8	5.9	-	-	-	-	-	-	6.8	12.3	5.9
1971	17.7	18.9	7.9	-	-	-	-	-	-	5.1	12.7	8.4
1972	17.2	18.3	-	-	-	-	13.0	-	-	6.6	13.4	-
1973	17.4	19.2	-	-	-	29.9	11.4	24.2	-	6.0	10.8	-
1974	13.4	-	-	11.8	-	-	14.2	-	-	6.9	-	-
1975	-	-	-	12.4	-	-	-	-	-	-	-	-
1976	11.9	17.0	10.0	10.2	16.0	10.0	10.4	18.7	12.3	5.5	11.0	8.5
1977	11.0	18.0	11.4	9.3	16.1	11.3	10.0	16.7	10.0	4.3	8.6	11.8
1978	11.0	17.8	9.5	9.3	15.7	9.6	11.1	13.9	13.9	4.2	10.5	8.4
1979	9.9	17.5	10.7	8.4	16.0	10.4	5.4	18.9	13.5	4.4	9.8	7.6
1980	10.6	15.9	10.2	8.8	14.6	9.8	8.3	11.1	16.7	5.2	10.3	8.2
1981	10.4	16.1	9.3	8.9	14.0	9.1	10.8	13.5	10.8	4.4	7.7	7.7

Sources: Skelmersdale New Town Development Corporation, Annual Population and Social Surveys, 1966-1981.

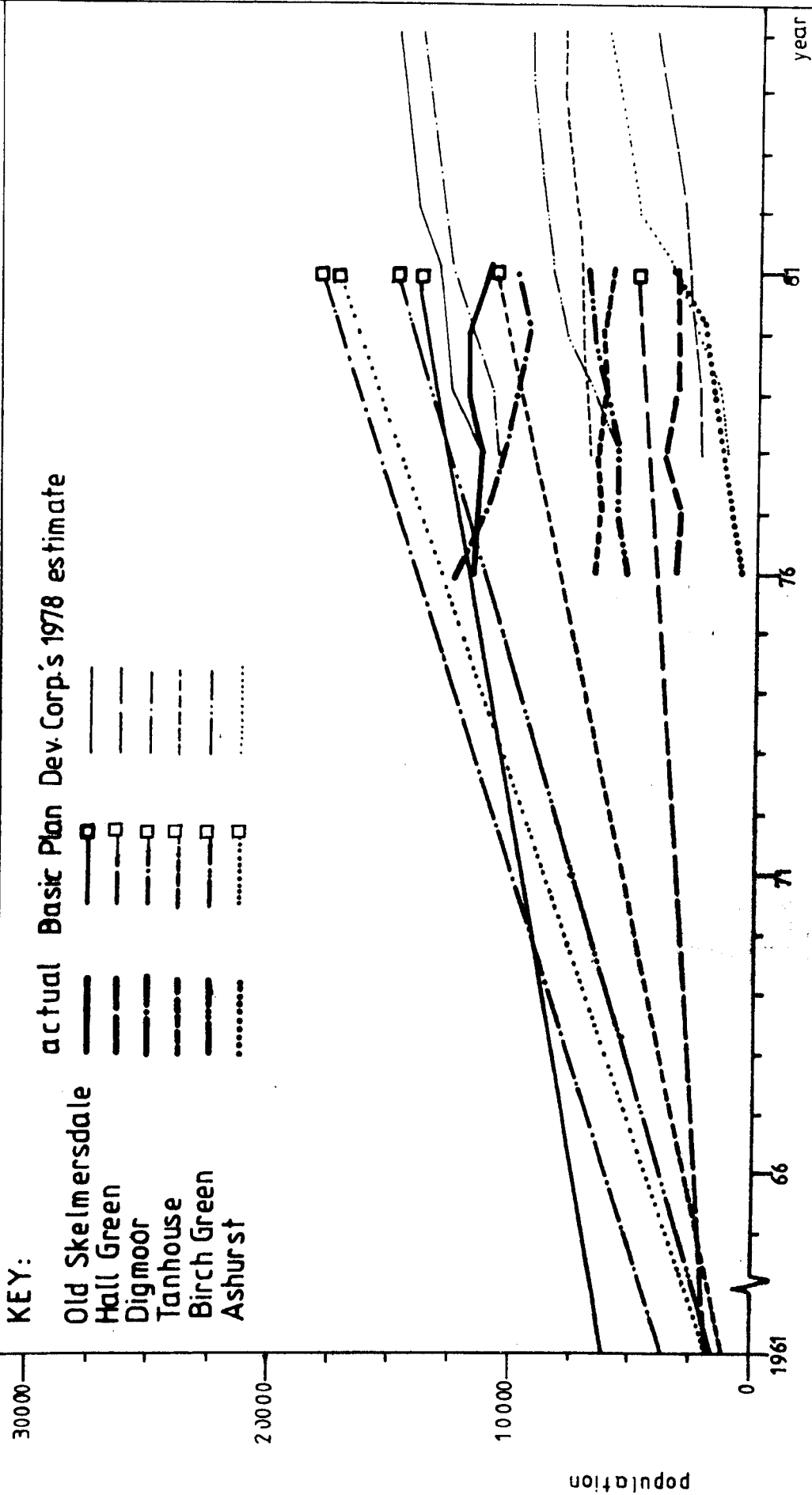


FIGURE (4.12) : The Actual and Expected Population Growth of the Six Residential Areas, Skelmersdale.

It must also be added that the population of the private sector housing¹⁷ includes more secondary school-age population and less primary school population than the residents of the rented¹⁶ sector.

4.5.3 The Population Structure of the Six Residential Areas of Skelmersdale

The whole of this Designated Area is divided into seven major residential areas, but so far only six of them are populated.

No information upon the population build-up of these residential areas in the Basic Plan can be found except for a plan which gives the ultimate population of these areas (figure 4.12).

There is no information available to this study about the subsequent projections of the Development Corporation, as they refused to give any information of this kind. Thus the basis for the comparison of the actual and the expected population growth of each of these residential areas must be regarded in the light of this deficiency.

In what will follow, the population structure of each of the six populated residential areas will be studied in turn.

(A) Old Skelmersdale Area:

Although the total population of this area decreased during the period 1976 to 1981 by about 3.3 per cent, during the period 1976 to 1979 it had an increase of approximately 0.06 per cent. This area had a population growth which was lower than the expectations of both the Basic Plan, 1964, and the Development Corporation's 1978 projections (figure 4.12).

Old Skelmersdale had an older population age-structure than the other areas, except the Hall Green area. Moreover, as can be seen from figure (4.13(a)) during the period 1976-1981, while the proportion of

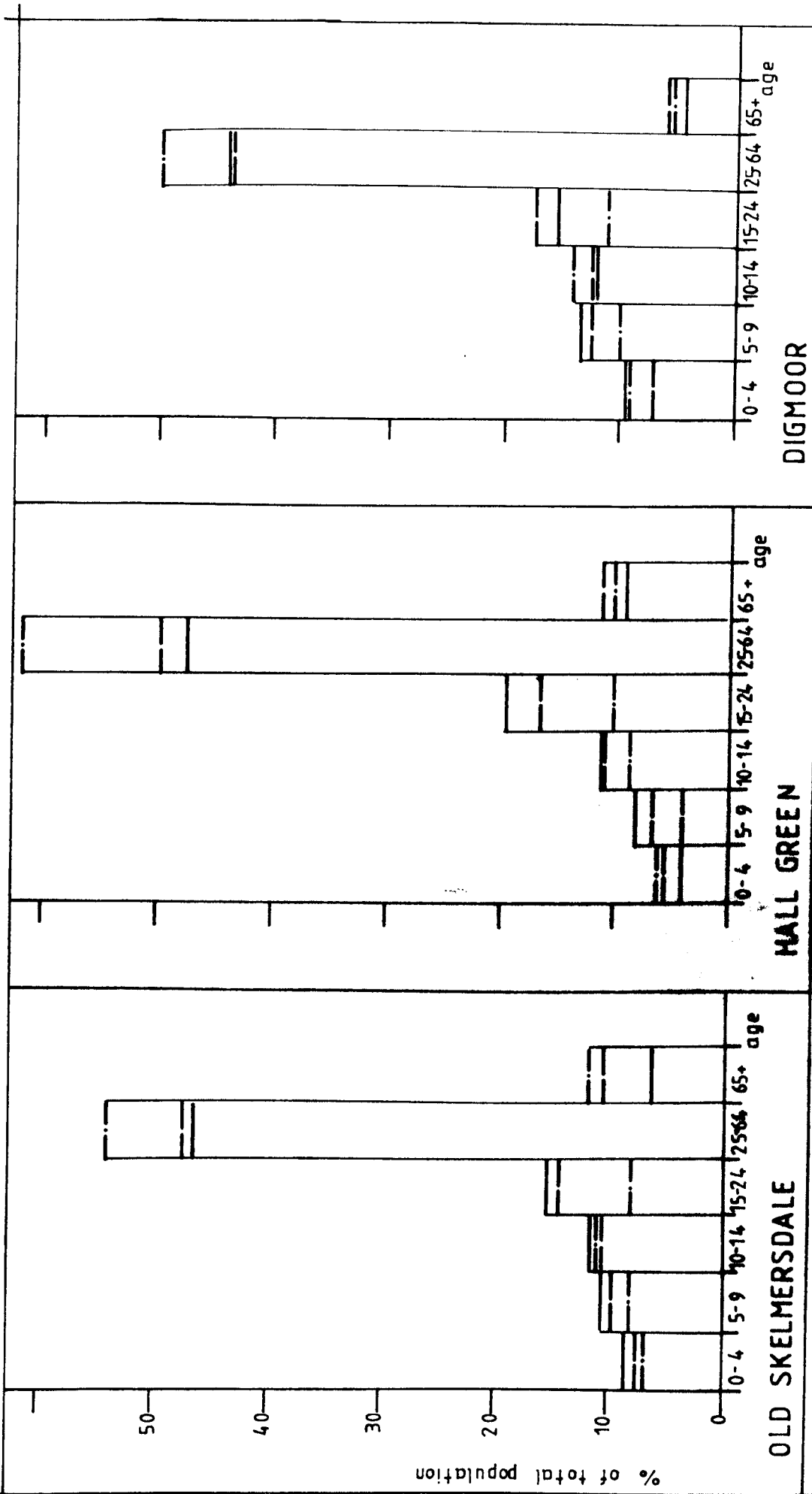


FIGURE (4.13): The Changing Actual Population Age-Structure of the Six Residential Areas, Skelmersdale.

KEY: — 1976 - - - 1981

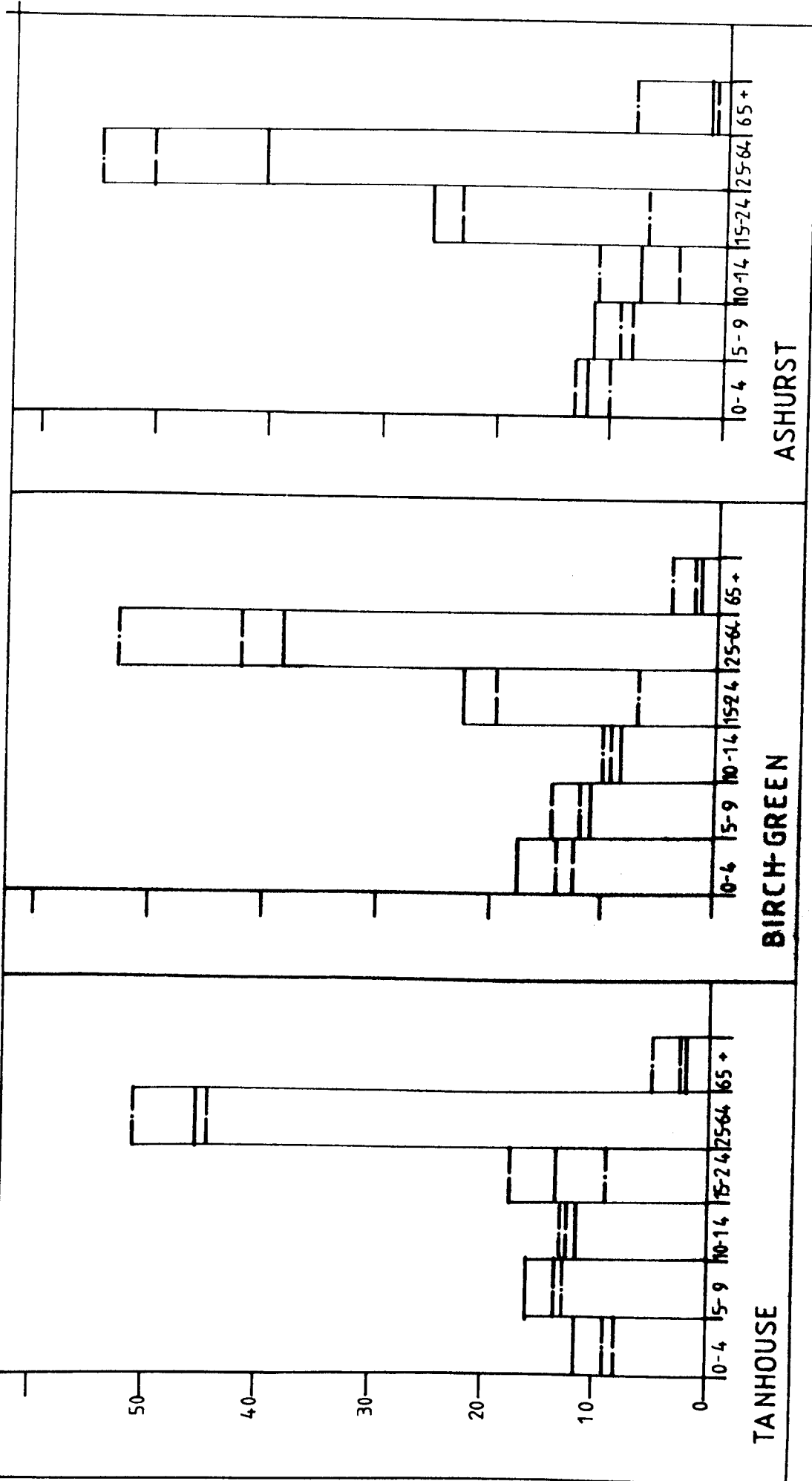


FIGURE (4.13) : Contd.

the age-groups of 0-4, 5-9, 10-14 and 15-24 decreased, the proportion of 25+ age-groups (especially the 65+ age-group) had an increasing trend. In 1980, this area had the highest proportion of 65+ age-group amongst all the six housing areas of Skelmersdale.

The changing socio-economic structure of the population of this area during the period 1976 to 1981 can be seen in figure (4.14(a)).

The different school population projections for Old Skelmersdale which were prepared by the Development Corporation and the LEA at different points in time during the period 1964-1981, compared to the actual growth of the school population of this area, can be seen in figure (4.15(a)).

(B) Hall Green Area:

This housing area, too, had a declining population trend during the period 1976 to 1981. During this period its population decreased by approximately 2.3 per cent, but had an increase of 6.9 per cent during the period 1976-1978 and thereafter had a decline of approximately 8.8 per cent. The population of this area has remained stable since 1979 (at a figure of 3200) (figure 4.12).

This area had a population growth which was lower than the expectations of both the Basic Plan, 1964, and the Development Corporation's 1978 projections. At 1981, the population of this area was approximately 1800 short of the target population set by the Basic Plan.

Throughout the period 1976 to 1981 Hall Green had the lowest proportion of 0-4, 5-9 and 10-14 age-groups amongst the other housing areas. For the age-group of 25-65, it had the highest proportion throughout the period 1976 to 1981 (figure 4.13(b)).

The changing socio-economic structure of the population of this area during the period 1976 to 1981 can be seen in figure (4.14(b)).

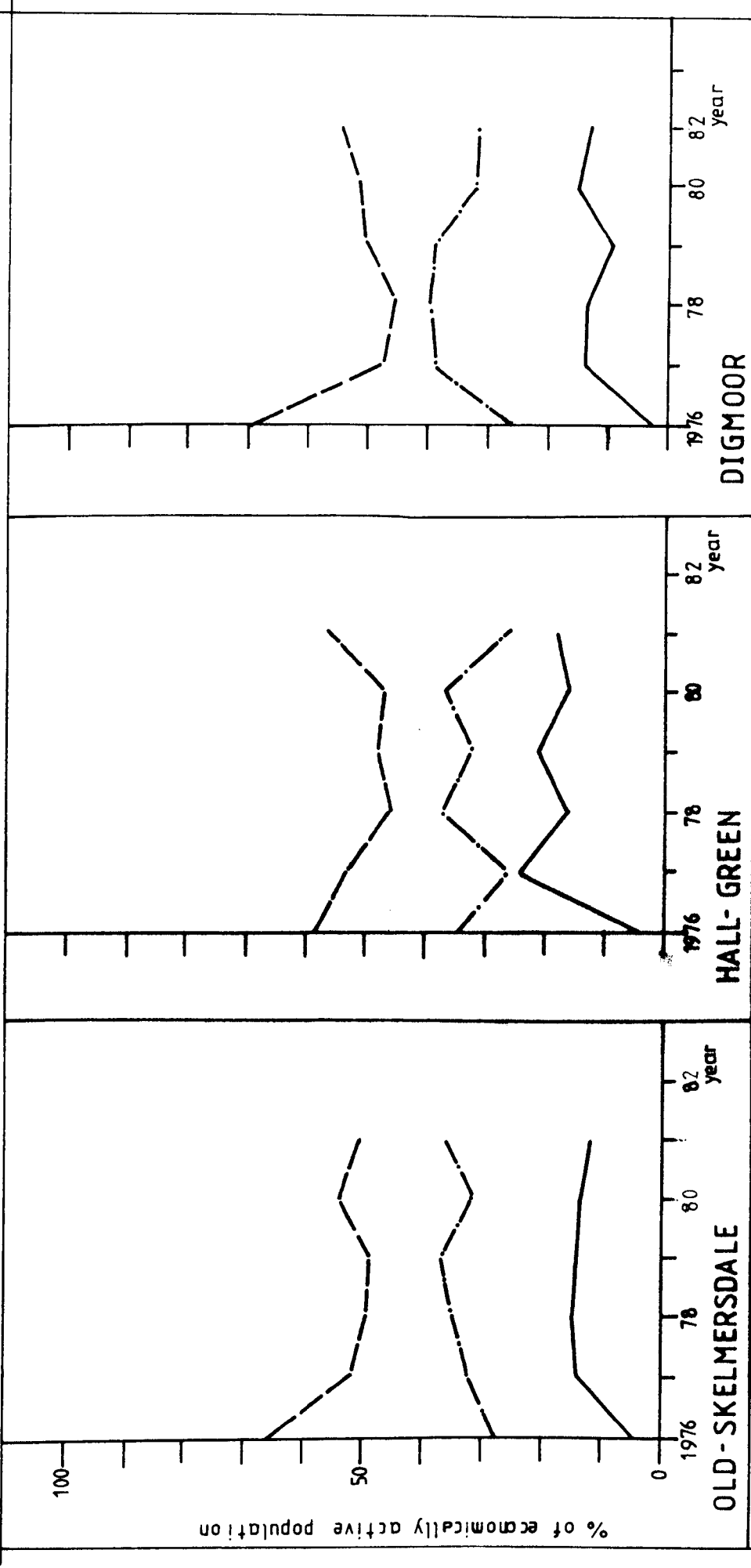


FIGURE (4.14): The Changing Actual Socio-Economic Structure of the Six Residential Areas, Skelmersdale.

KEY : — social class I, II (managerial, ..) — social class III (skilled..) — social class IV, V (semi-skilled, ...)

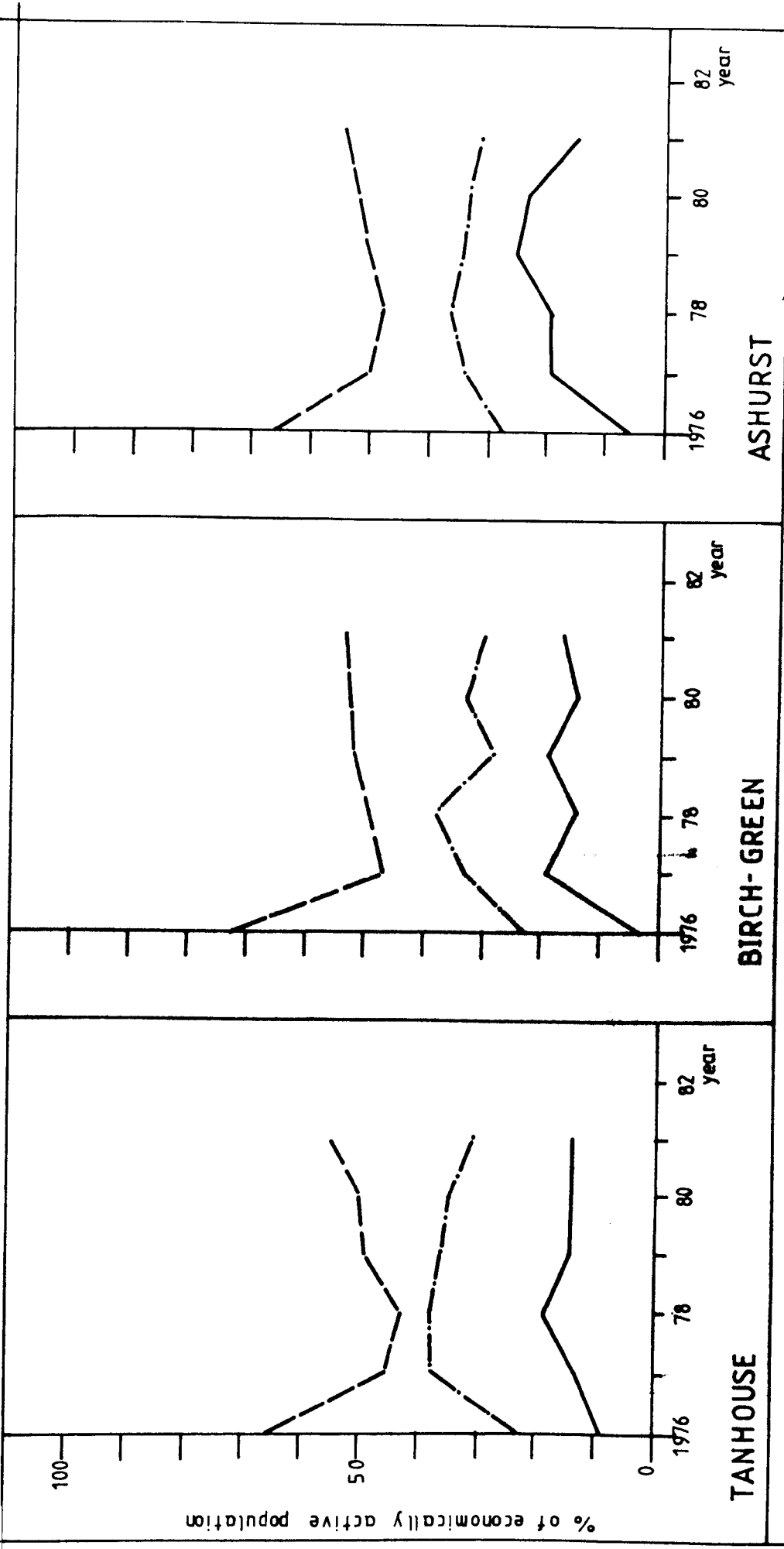


FIGURE (4-14) : Contd.

The different school population projections of Hall Green area which were prepared by the Development Corporation and the LEA at different points in time during the period 1964-1981, compared to the actual growth of the school population of this area, can be seen in figure (4.15(b)).

(C) Digmoor Area:

Although this housing area was developed after the Designation of Skelmersdale, it had a higher rate of population decrease during the period 1976-1981 of all the six housing areas. During this period, this area had a decrease of 21.5 per cent and unlike the two previous housing areas reviewed, it shows a steady declining trend (figure 4.12).

This area, too, had a population growth which was lower than the expectations of both the Basic Plan, 1964, and the Development Corporation's 1978 projections. At 1981, the population of this area was approximately 8000 short of the target population set by the Basic Plan.

This area had a more balanced population age-structure than the other areas in that the proportion of each of the selected six age-groups are nearer to the average for the whole New Town (figure 4.13(c)). Digmoor shared a common feature throughout Skelmersdale: the reduction in the proportion of the 15-24 age group during the period 1976 to 1981.

The changing socio-economic structure of the population of this area during the period 1976 to 1981 can be seen in figure (4.14(c)).

The different school population projections of this area which were prepared by the Development Corporation and the LEA at different points in time during the period 1964-1981, compared to the actual growth of its school population, can be seen in figure (4.15(c)). Three facts can be noted from this figure, as follows:-

(a) The very sharply declining actual school population,

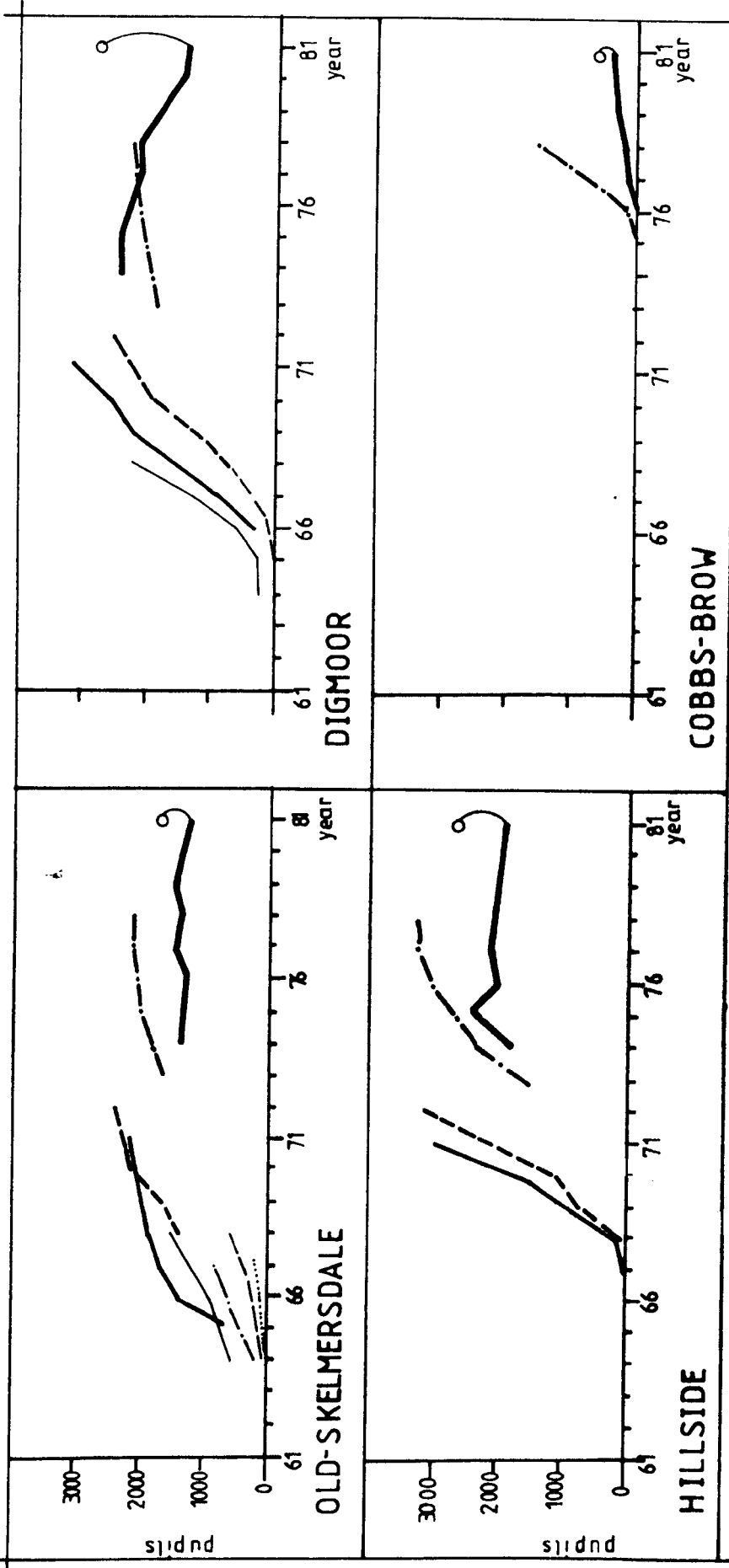


FIGURE (4.15): The Actual and Expected School-Age Population of Skelmersdale by Area.

KEY : ○ Actual school places
 — Actual
 — Dev Corp's (Nov.) 1965 estimate
 — " " 1968
 — " " 1973
 — LEA's 1964 estimate : Anglicans
 — " " 1963 : Catholics
 — " " : total
 : Catholics

- (b) The large discrepancy between the actual figures and the different projections, and
- (c) The very large amount of surplus school places as against school population (greatest discrepancy of all the six housing estates).

(D) Tanhouse Area:

Throughout the period 1976 to 1981, this area (which was the first totally new developed area of Skelmersdale) had the second highest rate of population decrease amongst the six housing estates; a decrease of more than 10.0 per cent.

The population of this area, too, had an actual growth which was lower than expected in the projections (figure 4.12). At 1981, the population of this area was approximately half the target set by the Basic Plan.

The age-structure of the population of this area had an ageing trend during the period 1976 to 1981. While the proportion of the selected four age-groups of 0-4, 5-9, 10-14 and 15-24 had a declining trend, the reverse was true for the proportions of the age-groups of 25-65 and 65+ (figure 4.13(d)). In spite of this trend, throughout this period (except for 1978) the proportion of its 5-9 age-groups was relatively the highest amongst all the six housing estates.

The changing socio-economic structure of the population of this area during the period 1976 to 1981 can be seen in figure (4.14 (d)).

The different school population projections of this area which were prepared by the Development Corporation and the LEA at different points in time during the period 1964-1981, compared to the actual growth of its school population, can be seen in figure (4.15(d)) as part of the figures for the whole of the Hillside area, which comprises Tanhouse and Birch Green areas. Three facts can be noted from this figure, as

follows:-

- (a) The declining school population of the whole Hillside area,
- (b) The discrepancy between the actual figures and the projections, and
- (c) The large amount of surplus school places as against school population (second only to the Digmaor area).

(E) Birch Green Area:

This area, unlike the four previously reviewed areas, did not have a declining trend in its population size which increased by more than 24.0 per cent. This was mainly due to the fact that this area was developed more recently than the others. But in 1981 its population was still more than 50.0 per cent short of the target set by the Basic Plan, 1964 (figure 4.12).

This area displayed the youngest population age-structure throughout 1976-1981. This was especially true for the pre-school population of this area. Also, throughout this period, this area had the lowest proportion of the two selected age-groups of 25-65 and 65+ (figure 4.13(e)).

The changing socio-economic structure of the population of this area during the period 1976 to 1981 can be seen in figure (4.13(e)).

Due to the fact that one set of figures is available for the Hillside area (which comprises the Tanhouse and Birch Green areas), information about the growth of school population of this area was referred to in the discussion of the Tanhouse area.

(F) Cobbs Brow Area:

(Due to the lack of substantial development in the Whalleys area of Cobbs Brow, discussion of this sector is limited to the Ashurst area only).

The Ashurst area is the most recently developed area of Skelmersdale and because of this had a very high rate of population increase during the period 1976-1981: a rate of increase of approximately 589.0 per cent. Yet its population size in 1981 was more than five times less than the target population figure set by the Basic Plan (figure 4.12).

Although this area was the most recently developed area, its population age-structure has come closer to that of the Digmoor area during the period 1980/81 (figure 4.13(f)). Also, its average household size, especially during 1976/77, has been nearer to the average for the whole New Town. One reason for this phenomena can be sought in the socio-economic structure of its population. On average, throughout the period 1976 to 1981, this area had more of the socio-economic groups I, II and III (both manual and non-manual) and less of groups IV and V, than the other housing estates (figure 4.14(f)). Its first house completions were only achieved in 1976 and by 1981 it had a total of 1062 houses of which 96.0 per cent were of the rented sector. The high proportion of rented dwellings in this area must be seen in the light of the housing policies of the Government of the day as well as the difficulties that existed at that time in the private housing market.

This area has not yet experienced a declining school population trend, but as can be seen from figure (4.15(d)), in actual terms, the school population of this area grew much more slowly and at a much lower level than was expected by the authorities. Nevertheless, it can be seen that there are surplus school places as against actual school population within this area.

SECTION 4.6THE EDUCATION STRUCTURE

The aim of this Section is twofold. The first is to study the educational facilities proposals contained in the Basic Plan, 1964, and the second is to explore the overall planning processes of educational facilities in Skelmersdale throughout 1961-1980. To achieve the latter aim, it was possible and seemed appropriate, to also explore the decision-making machinery surrounding each major decision/problem area.

4.6.1 The Educational Facilities Proposals of the Basic Plan

Because the greater part of Skelmersdale was to be built on an almost virgin site, there was a need for extensive and rapid provision of schools and joint-use facilities.

Before Designation the area was served by six small nineteenth century schools (refer to figure 4.2).

Following the Basic Plan's development proposals, the Lancashire Education Authority indicated the draft land requirements for education service of the New Town according to the Plan's housing proposals. For primary education it was estimated that a total of 46-forms of entry would be required. There were to be eighteen 2-form entry schools and ten 1-form entry schools. The exact site and location of these schools were not determined at this stage, although the Plan had reserved sites for a total of 7-forms of entry in the Old Skelmersdale area and 8-forms of entry in the Digmoor area. The Basic Plan's primary and secondary school proposals can be seen in figure (4.1).

For secondary schools it was estimated that four sites would be required for three County and one Roman Catholic school. Also, an additional site of 40 acres would be required for two colleges, one for all full-time attendance for 16+ age groups and one for part-time attendance.

In total, approximately 8.4 per cent of the whole Designated Area was allocated by the Plan for educational use.

4.6.2 The Machinery for Planning Educational Facilities

During the pre-1974 period (i.e., before Local Government Re-organisation in 1974), the whole of the Designated Area was located in the Lancashire County area. For the purposes of educational planning and provision (among other things) it was divided between the two Divisions, number 11 (i.e. Skelmersdale Urban District area) and number 13 (i.e. Up-Holland Urban District area).

After the Designation, it was thought that a change of boundaries of the Divisions, with the aim of putting the whole Designated Area in one Division, would be a better proposition for the provision of educational facilities throughout the New Town, especially with secondary education organisation in mind. The County Council was of the view that the New Town should be included in Division 13 because the secondary school arrangements of this Division were more favourable to the County Council. Nevertheless, other alternatives were also considered by the County Council, such as transferring of the whole of Up-Holland Urban District from Division 13 to Division 11. This solution was rejected by Up-Holland Urban District Council although they agreed that it was important that the administration of the schools within the New Town area should come under the control of one Executive. The formation of a new Urban District by the amalgamation of Skelmersdale

and Up-Holland Urban Districts (as well as some small parts) was also considered as another alternative.

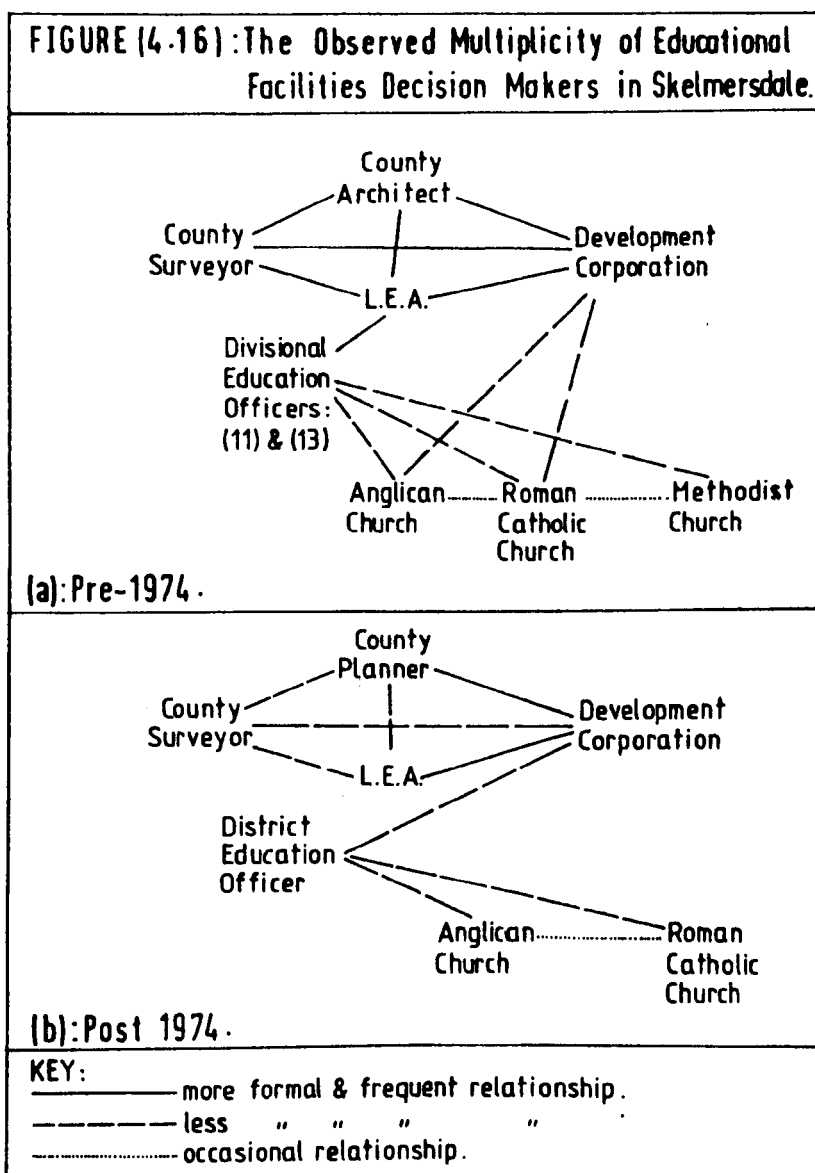
After due consultation between the relevant authorities, it was considered that the part of Up-Holland within the Designated Area should be transferred to Division 11, whilst the remainder would stay in Division 13, but that the views of the two Urban District Councils and the Divisional Executives would be sought on the proposals concerning Skelmersdale New Town before the matter was finally considered by the Education Committee. The new Divisional Administrative Scheme was made in 1967, and was approved in the same year by the Secretary of State for Education.

After Local Government Reorganisation in 1974, the Divisional Administrations were totally abolished and the whole of Lancashire County area came under the control of a one-tier LEA, i.e., Lancashire County Council, with its relevant District Education Offices. During 1975, District Liaison Committees for Education were also established in each of the fourteen new established County Districts to act as a forum for consultation and discussion at local level.

There was no formal machinery as such established for the purpose of planning and decision-making for educational facilities in Skelmersdale. The method adopted was the arrangement of ad hoc meetings when there was a need to resolve a major decision/problem area. Those meetings differed throughout the period from the date of Designation. Before the preparation of the Basic Plan in 1964, the meetings were more regular and were of a more general nature than the later meetings. The former set of meetings were not specifically established for the purpose of educational planning, but worked as an information exchange and an arena of decision-making between the County Council and the Planning Consultants for the purposes of the general development of the

New Town. The latter meetings were much less regular and were more of an ad hoc nature. There was no pre-determined structure for the contacts between Lancashire County Education Department and the Development Corporation. With the realisation of need by each of the relevant authorities a meeting would be established to resolve a problem. Thus the frequency of their meetings depended on the emergence of a decision/problem area and the officers attending were also different from meeting to meeting.

The following figure illustrates the multiplicity of educational facilities decision-makers in Skelmersdale during pre- and post-Local Government Reorganisation.



4.6.3 The Primary Education Structure of Skelmersdale New Town

In order to review and analyse the process of planning and providing primary education facilities in Skelmersdale New Town an attempt has been made to single out the major issues within the primary education structure of the town throughout the period since its Designation. These selected major issues are, (a) replacement/improvement of old primary school buildings (including re-using an existing secondary school building for primary education purposes) (b) the expansion of primary education facilities throughout the town, (c) falling primary school rolls, (d) alternative uses for primary school buildings, and (e) deletion/deferment of some of the proposed primary schools. These issues are either correlated or have cause and effect relationships.

4.6.3.1 Decision/Problem Area (A): Improvement/Replacement of Old Existing Primary Schools

At Designation, the area was served by six small schools. All, in one way or another, required some changes. As can be seen from figure (4.2), these schools were located in the two existing housing estates of the Designated Area, i.e. the Old Skelmersdale area and the Digmoor area.²⁰

Decision-Making Sequence:

(a) Improvement/Replacement:

Two of the existing schools (i.e. numbers (10) and (11)) were located in the Digmoor area. From the beginning a decision was made to close them. Because this area was not considered to be in need of over-all urban renewal activity, and because of its small existing population, no replacement school proposal as such was considered.

The four remaining schools were located in the Old Skelmersdale

area and their replacement/improvement was considered as part of the overall renewal of the urban fabric of this area.

The Redevelopment Plan for the Old Skelmersdale area, 1963, identified two kinds of areas in need of planning activity, i.e. (i) 'Redevelopment Areas' and (ii) 'Development Areas'. The Old Skelmersdale area, with infilling, redevelopment and development activities could house approximately 14000 persons (i.e. an increase of more than 170.0 per cent from the existing size of 5000). No specific date was given in the plan for the date by which this population target would be reached but it can be assumed that it was 1981 (which was the target date envisaged by the Basic Plan, 1964) (figure 4.4).

The 1963 Plan proposed the adoption of two phases, Phase I to be concerned with the immediate development and redevelopment problems of the old town, and Phase II to be concerned with the longer term expansion, but it gave no details about the housing and population build up of the area.

In 1963 the LEA was in a position where it could formulate in more detail the future educational structure of this area and to this end the following assumptions and facts were adopted:

- (i) The Planning Consultants' estimated increase of the population of this area from 5110 in 1963 to 14000, i.e. an increase of approximately 9000 people. This estimate was made in the light of the estimated long-term population of 90000 for the whole New Town.
- (ii) The number of pupils on roll in the area's existing schools and the capacity of those schools.
- (iii) A level of twenty children per age group per 1000 population.
- (iv) The population of Roman Catholics among incoming population to be $33\frac{1}{3}$ per cent.

(v) The housing programme proposed by the Planning Consultants for this area:-

Year	1964	1965	1966	1967
Units	250	500	750	1000

On the basis of these assumptions, the LEA provided pupil population estimates for this area and these are compared to the later estimates of the LEA and the Development Corporation in figure (4.15(a)). The location, size and status of the schools were then proposed on the basis of the earlier pupil population projections.

The LEA estimated that for the estimated increase in the population of Old Skelmersdale a total of 7-forms of entry of primary schools would be needed. These proposed 7-forms of entry included retention of some of the existing schools, rebuilding of some, closure of some and the building of some totally new schools for this area. The 7-form entry would include: school number (2), an existing 2-form entry school, school number (9), a proposed 1-form entry County school in the place of school number (3), school number (4), a proposed 2-form entry Anglican/Methodist school to replace the two schools numbers (3) and (7), and school number (6), a proposed 2-form entry Roman Catholic school to replace the existing Roman Catholic school number (5).

Two sites were defined by the Development Corporation for these two Church schools. The County Architect approved the site for the proposed school number (4), but in regard to the proposed 2-form entry Roman Catholic school number (6), the County Architect raised objections because the proposed site was located in a compact built-up area and near a concentration of traffic and these limitations would restrict the design of the schools. Accordingly, the Development Corporation were asked by the County Architect to increase the site area and to give more detailed information about the width and siting of new roads

adjoining the proposed site.

The Chief Architect and Planning Officer of the Development Corporation asked the Deputy Chief Education Officer of the LEA to construct school number (4) at the same time as the surrounding housing areas were developed. The Development Corporation's programme over the 5 year period of 1963-1968 was concentrated in area marked (a1) in figure (4.4(a)). At the same time they requested the postponement of the proposed Roman Catholic school, number (6) as the Development Corporation estimated that it would take some years before the population of Old Skelmersdale would increase beyond 7000 and thus need the additional Roman Catholic school.

In relation to Anglican and Methodist schools, the Anglican authorities wanted to keep the existing schools while the LEA was pressing for their closure and the building of a new combined Anglican/Methodist school. The LEA's reasons for their decision were:-

- (i) The site of the two schools, i.e. schools numbers (3) and (7) were inadequate according to DES standards. While it was possible for the Anglican school number (3) to be expanded, the Methodist school number (7) was on a site which made expansion impossible.
- (ii) The two schools were considered to be inadequate for a developing town.

The Deputy Chief Education Officer who contacted the Anglican Director of Education realised there was a need for a further meeting between the Chief Education Officer, the Anglican and Methodist authorities and the Managers of the two schools in order to reach a quick decision, so that a further meeting could be held between the Deputy Chief Education Officer, the County Architect and the Chief Architect and Planning Officer of the Development Corporation in regard to the final programming and site selection for the proposed schools for Old

Skelmersdale. The outcome of the latter meeting was a programme for primary schools in this area worked out by the Development Corporation.

The Development Corporation defined two sets of programmes, one for the short-term and the other for the long-term. Their overall proposals put forward two alternatives by which the LEA might achieve their total estimated ultimate need of 8-forms of entry:-

- (i) The first alternative was the adoption of three 2-form entry and two 1-form entry schools.
- (ii) The second alternative was the adoption of two 2-form entry and four 1-form entry schools.

Their suggested detailed programme was as follows:-

(i) Short-term:-

- The building of a 1-form entry County school on site number (8).
- The building of a 1-form entry combined Anglican/Methodist primary school on site number (4) or on another site alongside the existing Anglican school.
- The building of the first stage of a 1-form entry Roman Catholic school either on site number (6) or another site. In the latter case, the Roman Catholic authorities could build adjoining Church accommodation.

(ii) Long-term:-

- The completion of Roman Catholic school number (6) to a full 2-form entry school.
- One of the two alternatives of:-
 - The building of a 2-form entry County school on the site not taken by the Roman Catholic school, or
 - The building of a new 2-form entry County school with the conversion of school site number (8) to a Roman Catholic school, or, the construction of two separate 1-form entry

schools on land occupied by the Secondary Modern school number (1).

(This long-term plan was to meet the longer term expansion of Old Skelmersdale which in fact hinged on the provision of new sewage treatment facilities and road construction).

Although the Roman Catholic authorities had agreed with the Development Corporation's proposals for their replacement school number (6), the LEA put forward a further suggestion. This was for Roman Catholic authorities to give priority to a Catholic school in the Dignumoor area. In mid-1964 the Roman Catholic authorities expressed their agreement with this suggestion and agreed to the postponement of school number (6).

A problem was created as a result of the postponement of Roman Catholic school number (6). In March, 1976, the Divisional Executive responsible for the New Town area realised there was a need for the conveyance of Catholic pupils to school number (5) as this was the only Catholic school within Old Skelmersdale. The situation in Old Skelmersdale was exceptional in Lancashire County in that the large influx of population would take place over a relatively short period of time and this meant the Roman Catholic authorities needed to provide new schools throughout the New Town. But, for reasons which were largely beyond their control, at that time they could not start building the proposed Roman Catholic school number (8) which would provide accommodation for residents of area (a1). But with the agreement of the LEA to the inclusion of a 1-form entry school on this site the LEA's problem in relation to the conveyance concessions (which was previously refused by the Education Committee) would be solved in that the problem would be of relatively short-term duration.²¹ The Education Committee was thus in a position where they were able to agree with the Divisional

Executive's proposal and to amend the conveyance regulations.

At the same time an urgent decision had to be taken about the position of the two existing schools, i.e. the Anglican school number (3) and the Methodist school number (7) and the location of the proposed replacement school number (4). The urgency of the decision arose solely because there was an outstanding planning application on land reserved for the school site extension (i.e. school number (3)). But the barrier to a quick decision was that any decision about the discontinuation of the two existing schools had to pass through different channels and after the agreement of the Church authorities and the Managers of the two schools about their closure, this decision had to be recommended to the Divisional Executive for the amendment of their Development Plan.

Pending the approval of the Divisional Executive, at a joint meeting with the LEA, the Church authorities and the Managers of the two schools, the County Architect agreed to arrange the submission of this proposal to the Chairman of the General Purposes Sub-Committee and the Education Committee for their approval in advance of the meeting of the Education Committee, in order to speed up the decision-taking process. Accordingly, the Divisional Executive made the relevant amendments to their Education Development Plan and in March, 1964, the General Purposes Sub-Committee and the Education Committee gave their approval.

Immediately after the taking of this decision a critical point was reached because the decision by the LEA to amend the Development Plan for Education was made without the knowledge of the Development Corporation and without 'any prior contact being made with them'.

In a letter sent to the Deputy Chief Education Officer, the Chief Architect and Planning Officer of the Development Corporation (who was recently appointed to this post) complained that they had first learnt

about this decision through the County Architect and the press. Apart from this, their argument was that because of their house building activities within Old Skelmersdale and the fact that area marked (a1) (figure 4.4(a)) was to be the first stage of their activities, they expected that the first school would be built to serve this area. They expected that it would be a County primary school while the amended Development Plan for Education for this area gave priority to the building of a Church school on a site not adjacent to the Development Corporation's house-building activities.

In response, the LEA forwarded their reasons for giving priority to the building of a Church school and for not informing the Development Corporation. Main points of their reasoning can be listed as follows:-

- (i) The LEA believed that the pattern which was followed in certain overspill areas, i.e. that the County schools were built first, resulted in a situation whereby the old voluntary schools had to continue in their old premises and hence become depressed in comparison with the new County schools. It was because of this view that the Director of Education had recommended to the Education Committee that the priority should be given to the voluntary schools.
- (ii) The LEA (in a letter sent by the Deputy Chief Education Officer) pointed to the fact that they had discussions about their policy with the predecessor of the Chief Architect and Planning Officer of the Development Corporation.

Thus it seems that this crisis occurred because there was a change of officers during the process of decision-making about the building of school number (4) and that the new officer was unaware of the background to this decision.

With the approval of the Education Committee to the proposed 1-form

entry Anglican/Methodist school number (4), it seemed that the process of decision-making in relation to this school was finalised, but it still needed the approval of the DES. In response to a letter from the LEA in June, 1964, the DES suggested that this school could be a 2-form entry school (instead of a 1-form entry school) for 560 pupils. The DES also pointed to the fact that a decision about this proposal had to be made by the Education Committee before the publication of a Notice and it would be impossible to extend a 1-form entry to a 2-form entry school later. Also, it was realised that in the event of the LEA's agreement to the DES' proposal, further resources for the extra instalment would have to be found. This issue was discussed within the Education Department, where the Deputy Chief Education Officer argued that it would be embarrassing for them to ask the Development Corporation to extend the previously agreed site of a 1-form entry size unit. Hence they decided to keep the size of the proposed school unchanged.

A further problem area in relation to the three connected schools, i.e. schools numbers (4), (3) and (7) was reconsidered by one of the Education Officers in 1965. This was in regard to the LEA's intention to open the two old school buildings (i.e. schools numbers (3) and (7)) as County primary schools after the completion of the new combined Anglican/Methodist school number (4). The proposal to re-use these school buildings was only a short-term one. The difficulty that the LEA had to overcome was that they were proposing to the DES (under Section 13 of the Education Act, 1944) the opening of completely new schools in sub-standard premises.

In May 1965, the DES was approached by the Education Department about the legality of this proposal. The DES put forward three pre-conditions, the satisfaction of which would then remove any legal barriers. These were:-

- (i) The agreement of the two voluntary authorities to an appropriate leasing arrangement with the Authority;
- (ii) The taking out of use of these premises at the earliest opportunity; and
- (iii) The submission to the DES of a detailed statistical justification of the need for these two schools.

During 1965 the revision of the programme for house-building in area (a1) (figure 4.4(a)) affected the programming of school building in Old Skelmersdale. A school was urgently needed to serve this area, and the Combined school number (4) was included in the County's 1964-65 School Building Programme for a start in May 1965 but there were some problems in relation to site purchase for this school. By March 1965 terms for the purchase of the site had not been agreed by the District Valuers with the owners of the site, i.e. the Urban District Council. The transaction was complicated because of the land transfer deals between the Urban District Council, the Development Corporation and the County Council. A solution was found when the Urban District Council agreed to give up the site subject to the payment of interest on the price as finally agreed.

In November, 1965, approval was given to the purchase of this site by the Education Committee. The school building was actually started in September 1965 and was opened in 1966 when it had a total of 66 infant children on roll. By June 1967 it had 241 children of the 5-11 year age group on its rolls. The changing number of pupils on roll in this school as well as the other schools of Old Skelmersdale area can be seen in figure (4.17).

(b) Conversion of the Existing Secondary School to Primary School:

The area was served by a 2-form entry Secondary Modern School

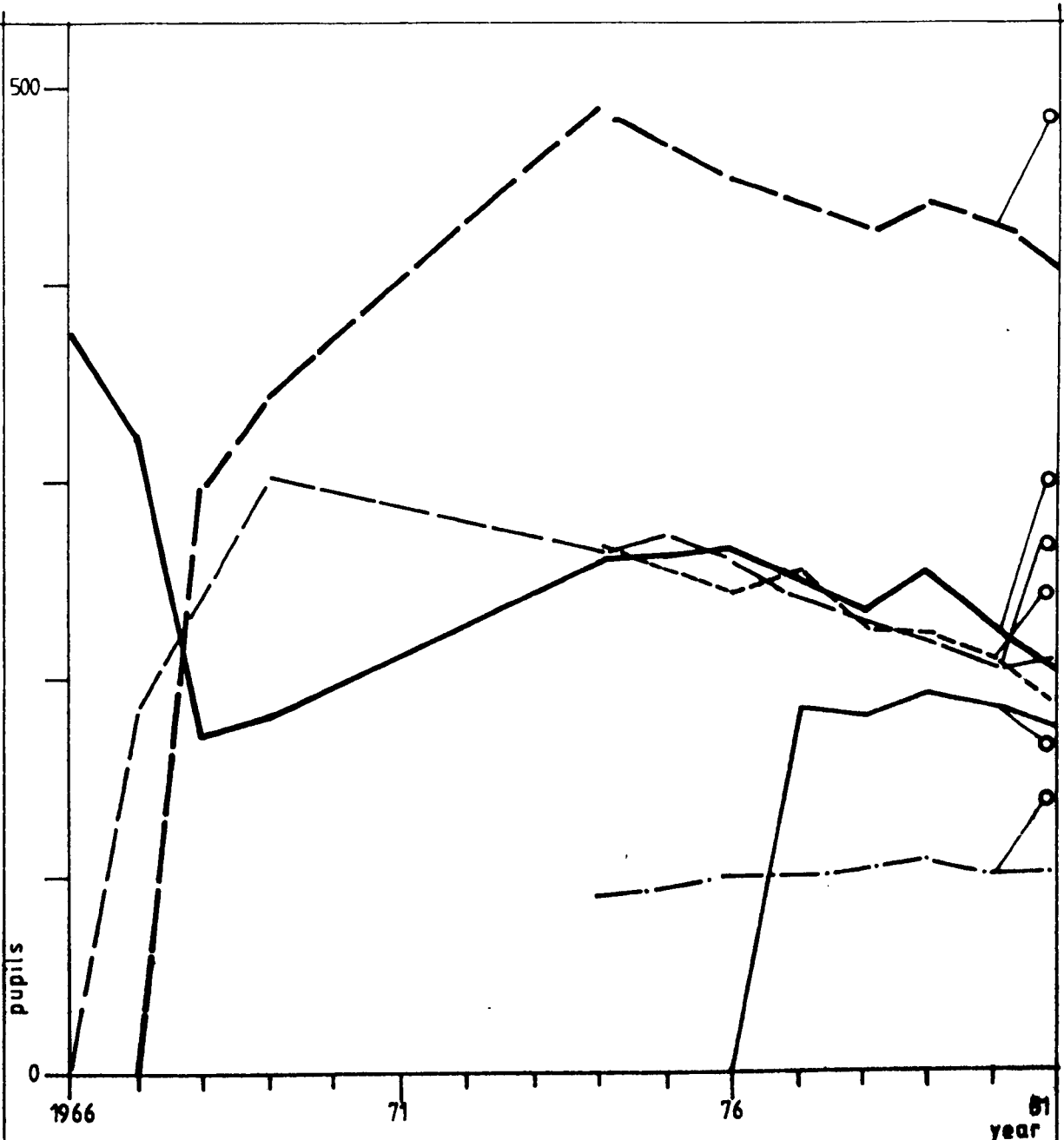


FIGURE (4.17): Actual Primary School Changing Rolls, Old-Skelmersdale.

- KEY:
- School number (1)
 - " " (2)
 - " " (3)
 - " " (4)
 - .- " " (6)
 - .-.- " " (8)
 - Actual school places, 1981

(school number (1), (figure 4.2)). The LEA decided to close this school as it was proposed that secondary school provision for the whole of the New Town should be provided in the new development areas in four campus sites.

As the premises for this school would then be redundant, the LEA's plan for this area envisaged some alternative uses, such as:-

- (i) Some Community uses,
- (ii) A Youth Centre,
- (iii) Use of the buildings as a new Roman Catholic Centre containing a Church and a Catholic primary school.
- (iv) Its conversion to a County primary school.

At this stage, proposals for the future of this school could not be finalised as neither the Development Corporation nor the LEA could reach a decision about its ultimate closure or when this might happen.

The Development Corporation objected to the LEA's estimate of an ultimate requirement for this area of 7-forms of entry of primary schools. The Chief Architect and Planning Officer of the Development Corporation gave as his reasons that the size of the age-group based on a birth-rate of 20 per 1000 of total population would be 280 children and therefore 8-forms of entry would be needed. As this additional 1-form entry would mean an additional primary school, there would have to be a re-adjustment of the Development Corporation's calculations for the land-use proposals in the plan for Old Skelmersdale. At the same time the Development Corporation was aware that this discrepancy of 1-form entry could have arisen out of the adoption of different assumptions concerning class size or birth-rate.

The Chief Education Officer agreed with the Development Corporation's proposal and increased their total proposal in the Old Skelmersdale area

from 7 to 8-forms of entry. This addition was not to involve an increase in the total amount of land required, as the additional form of entry envisaged by the LEA was to be accommodated by the conversion of the Secondary Modern School number (1) to a 2-form entry County primary school.

Another major decision/problem area can be noted within Old Skelmersdale and that is again in relation to school number (1). During 1964, as a result of a decision by the Development Corporation about the physical pattern of developments in Old Skelmersdale, it was reported to the LEA that a road would pass close to the Anglican school number (3) and this would make its replacement more urgent. It was also suggested that the pupils should be transferred to school number (1) which was then working as a Secondary Modern school. This suggestion was based on the Development Corporation's assumption of a quick change in the category of this school from secondary to primary. But, as any change in the status of the Secondary school was linked to a decision about the whole organisation of secondary education in the New Town, an urgent decision could not be reached.

Effects:

Apart from the exploration of the overall processes of extension or replacement of the existing stock of primary schools in Skelmersdale, this review revealed the methods of planning and programming of educational facilities in the early days of the New Town's development. It was seen that the pupil population estimates were provided by the Development Corporation and in some cases, unlike the more recent years of the New Town's development, the Development Corporation prepared alternative educational plans for consideration by the LEA.

The major planning problem observed was how to reconcile the provision of educational facilities for part of a New Town, with the

replacement of existing old and mainly denominational schools. Most of the existing schools were Church schools and accordingly most of the schools needing to be replaced were also Church schools.

In the absence of joint formal machinery between the LEA, the Development Corporation and the Church authorities, the decision-making processes were lengthy, piecemeal and ad hoc. Because of the relatively indirect relations between the Development Corporation and the Church authorities, each party was unaware of the processes of decision-making in the other authority. The same was also true for the Development Corporation and the LEA, although to a lesser extent.

4.6.3.2 Decision/Problem Area (B): Expansion of Primary Education Facilities

The expansion of primary education facilities involved all the four major residential areas of Skelmersdale. But the case of Old Skelmersdale area was different from the other three in that all except one of the newly-built schools in that area (i.e. school number (8)), were replacements for the old, small existing schools by larger schools to provide for the existing and the increased population of that area.

Given this, the following discussion will only concern the three totally new development areas.

Decision-Making Sequence:

(a) The Digmoor Area:

In the Interim Report of the Basic Plan, 1963, the Digmoor area was suggested as the first stage of the programme for the development of Skelmersdale New Town and in March, 1964, the Development Corporation published their planning proposals for this area.²² The choice of Digmoor as the first area for major development was related to the presence of an "A" class road in the north of the area which would

facilitate housing development. The development of Digmoor was also closely allied to the industrial developments in areas marked (h) and (j) in figure (4.2).

Apart from the development of this area, the other aim was to deal with problems which had arisen due to the scattered form of Digmoor and from current planning applications.²³

The Digmoor Plan proposed that residential development, together with the housing associated County facilities, should occupy more than 50.0 per cent of the whole area. The existing population was 2000 persons and the plan's estimate was that a total population of 18300 would be ultimately housed in this area in a total of more than 5000 dwellings.

Administratively, this area was located in Division 13 of Lancashire County Council before being transferred to Division 11.

It had two existing schools at the time of Designation and both were Anglican schools (i.e. schools numbers (10) and (11) in figure (4.2). The LEA decided that both schools could continue functioning until all proposed new schools for the area were built.

One of the very first attempts to discuss the provision of schools in this area was the meeting in 1963 between the Deputy Chief Education Officer, the two Divisional Education Officers and the Anglican Education Officer. The purpose of this meeting was to come to a decision about the replacement of the existing Anglican schools. At this stage no final decision could be reached about the size and status of the proposed school (i.e. whether to be 'aided' or 'controlled'). For this, a decision at the Diocesan level was needed.

The original plan for the Digmoor area proposed a total of six primary schools for this area (figure 4.18). These proposals (based on

the LEA's recommendations) were on the basis of such assumptions as:-

- (i) A birth rate of 20 per 1000 population, on which basis the annual demand for primary school places was calculated to be $18.3 \times 20 = 366$.
- (ii) Assuming 35 pupils in each class, the ultimate number of the forms of entry required for Digmoor area was a total of ten.

At a meeting held in 1963 between the Deputy Chief Education Officer and the Development Corporation, the Deputy Education Officer suggested a change in the overall plan for Digmoor. This change was in relation to the size and status of school number (12). This school was originally proposed for a 2-form entry County primary school. The new proposal was for the building of a 1-form entry instalment of an ultimate 2-form entry Anglican school.

This school was to cater for the first housing development within Digmoor which was to be in the area marked (c1) (figure 4.18). This proposal was made as it was expected that the build-up of school population in this part of Digmoor would be rapidly increased and that the intake within the whole area would soon be at least 3-forms of entry. If ultimately a decision was to be made to build this school as a voluntary school then the LEA had to lease the two existing Anglican schools and to open them as County schools. Alternatively, if the first school in the Digmoor area was to be a County school, then there would be a need for the replacement of the existing Anglican schools by a 1 or 2-form entry school. Thus an early decision about the status of this proposed school was needed. Accordingly, the Chief Education Officer asked the Divisional Education Officer of Division 13 to approach the Managers of the two existing schools to obtain their views on this matter.

In July 1964, the Anglican Education Authority proposed rather

firmly to the LEA that the new school (i.e. school number (12)) should be a replacement for the two existing Anglican schools. Accordingly, a proposal was put to the Education Committee by the Divisional Education Officer about the approval of the Anglican authorities' proposal and also to the use of the two existing school premises as temporary County schools. In due course the two proposals were approved by the Education Committee.

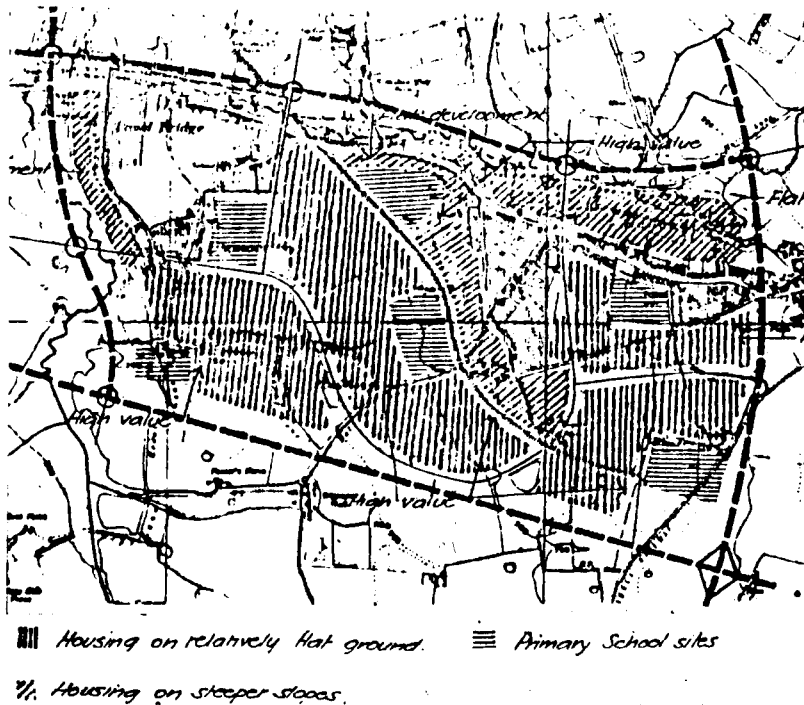


FIGURE (4.18) : DIGMOOR AREA DEVELOPMENT PLAN, 1964.

Another major decision area was in relation to the proposed Roman Catholic school number (13). In 1964, in anticipation of the increased

rate of house-building in Digmoor, the Roman Catholic authorities agreed to the suggestion by the LEA that their first school should be built in the Digmoor area, instead of building the replacement school number (6) in the Old Skelmersdale area. This proposal was especially welcomed by the Roman Catholic authorities because the existing school in Old Skelmersdale (school number (5)), could cater for some time for the new population from the infilling area of Old Skelmersdale while there was no Roman Catholic school in Digmoor.

The opening dates and the changing rolls in the schools built in the Digmoor area can be seen in figure (4.19).

(b) The Hillside Area:

After the Digmoor area the next area proposed for development was the Hillside area. It had a very small existing residential population and in the main it consisted of small pockets of private development. The rest of the area was farmland.

The planning proposals for this area were formulated by the Development Corporation in 1965 (refer to Table 4.7). The development was especially important from the point of view of the development of the Town Centre, which was considered by the Development Corporation to be an important and vital factor for the growth of the town in general. The development of this area was also related to that of the two industrial areas of (j) and (i) in figure (4.2).

The planning proposals for this area estimated an ultimate total need for 9-forms of entry, divided into six primary schools. Two schools, numbers (20) and (27) were not proposed in this plan and school site number (29) though proposed in this plan, was later cancelled. Also, there were discrepancies between the status of the proposed schools and the ones actually built.

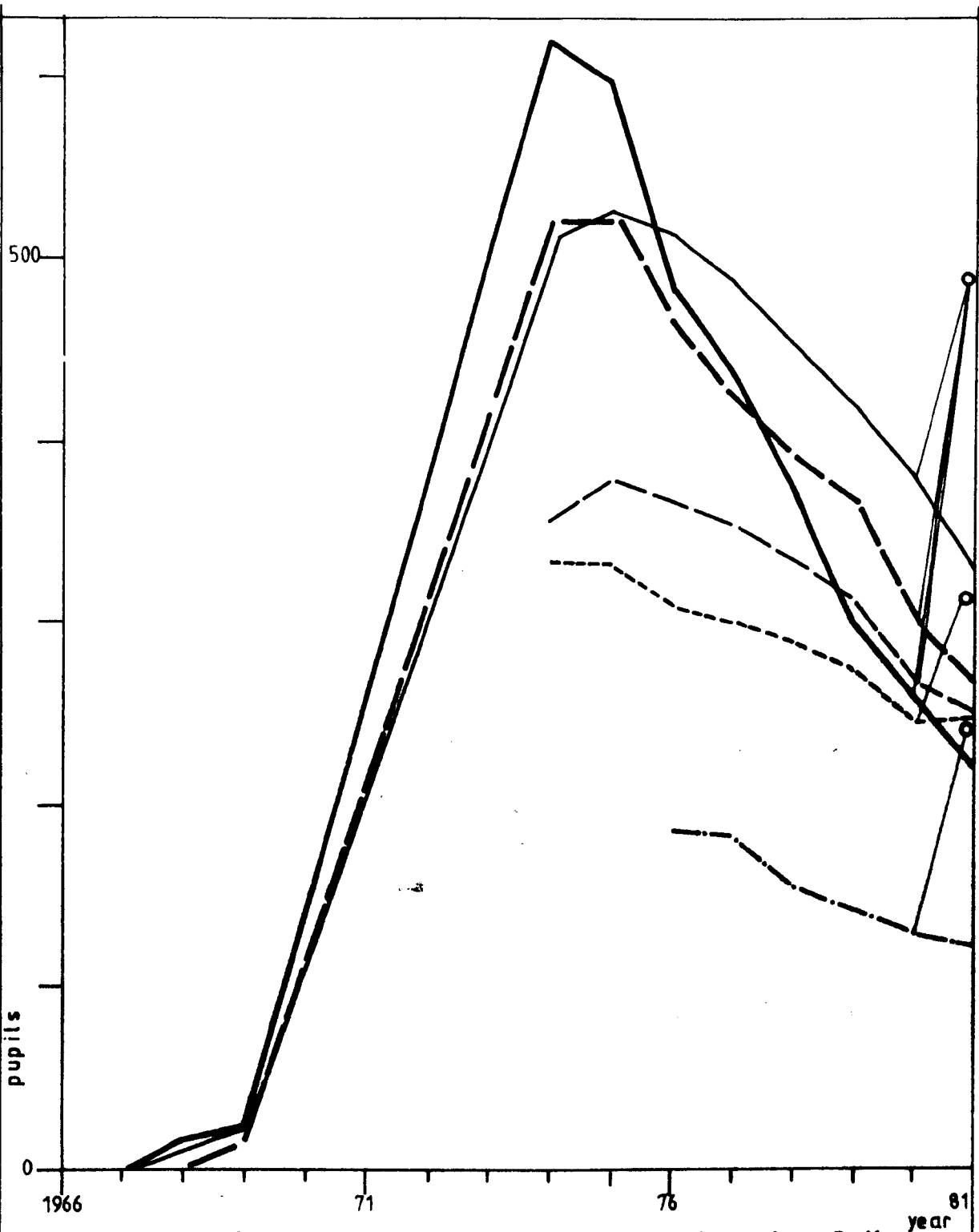


FIGURE (4.19): Actual Primary School Changing Rolls, Digmoor.

- KEY:**
- School number(14)
 - - - " " (12)
 - " " (13)
 - - - " " (16)
 - - - " " (15)
 - " " (17)
- Actual school places

TABLE (4.2): HOUSING AND POPULATION PROPOSALS OF THE HILLSIDE AREA, 1965

	Area allocated to housing %	Overall density	Total [□] Dwellings (approx.)	Total population (approx.)
Total Hillside	46.0	67 ⁺	4700	16000
Eastern parts of Hillside	N.K.	lower density	942 ⁺⁺	5400
Western parts of Hillside	N.K.	higher density	3760 ^x	10600

Notes: + persons per acre; ++ private development for sale;

x public development for rent; □ the proposed tenure split was in accordance with the Basic Plan, 1964.

N.K. = not known.

The plan gave no details for the programming of the schools except to state it should reflect the progress of the housing programme. Its underlying assumptions for educational proposals were similar to that of the Digmoor area, i.e.:-

- (i) A birth-rate of 20 per 1000 population and this was assumed to give an annual demand for school places of $16 \times 20 = 320$.
- (ii) A class size of 35 pupils was assumed to yield 9-form entry primary schools.
- (iii) A total ultimate population of 16000 for this area.

In order to make provisional proposals for the Hillside area, a meeting was held in July 1965 between the officers of Lancashire County Council Overspill Development and Services Sub-Committee and officers of the Development Corporation. At this meeting the outline proposals for this area were explained by the Chief Architect and Planning Officer of the Development Corporation, although at this time the planning proposals were at an informal stage.

In November 1965, the Development Corporation provided the LEA with

their estimates of all school children in the Hillside area (among other areas of Skelmersdale). These estimates indicated a very rapid and large increase in the number of school children during the period 1966-1971 (figure 4.15(c)).

There was a housing policy review by the Development Corporation during 1968, the necessity for which had arisen from two factors:-

- (i) The delay in the housing contract in Digmoor for 2000 dwellings.
- (ii) Government's instructions to all the New Town Development Corporations to aim at a higher proportion of owner-occupation.

This review, most of all affected the planning proposals for the Hillside area which was by then at the peak of its development period. The first response to the review was the plan by a private developer to build about 120 houses for sale and the reallocation of some of the sites (both in the north-eastern parts of this area) to housing for sale. This attempt to increase owner-occupation throughout the town coincided with a situation during 1968 where there was an excess of "houses" over "employment" and a total of about 200 houses throughout the town were unoccupied.

The problems created by the shortfall of jobs as against new completed houses, persisted throughout 1972. The Development Corporation had to revise their house-building programmes in general and to defer a number of projects which were mainly within the Hillside area and especially in Birch Green area (i.e. the northern sector of Hillside area) as well as the Cobbs Brow area (i.e. the last major housing area to be developed as part of Skelmersdale New Town).

During 1970/71 it was estimated that the long-term population of Hillside would be 19000, divided into 9000 for Tanhouse (south of Hillside) and 10000 for Birch Green (north of Hillside). On the basis of this, the Development Corporation's lay-out plan showed a total of

14-forms of entry for Hillside. But the LEA calculated that even for a population of 20000 and adopting the assumption of 18 per 1000 birth-rate, this would give a 360 primary school age group. Then assuming 40 pupils for each class a total of 9-forms of entry would be needed, assuming 35 pupils per class, 10-forms of entry and 30 pupils per class, 12-forms of entry would be the maximum requirement. As a result of this calculation the LEA declared school site number (29) (figure 4.2) surplus to their requirements.

During 1972, the Chief Education Officer started negotiating with the DES about the switching of a project for a Junior department (a 2-form entry school in Cobbs Brow) with a project for a school in Hillside. The Cobbs Brow school, which was on the 1972/73 Starts Programme, could be delayed, since its start would be unnecessary too much in advance of the start of house-building activity in that area. Accordingly, the Chief Education Officer asked the County Architect to make the necessary preparations for this switch in advance of the DES' approval. The school to be built in Hillside was to be in the northern sector so that it would be able to serve the early residents of Cobbs Brow in the short-term. The housing projections prepared by the Development Corporation in January 1972 indicated the concentration of house-building activity in the Hillside area during the period 1973-1976. During the same period the house-building activity within Cobbs Brow area was expected to be at a slow pace.

During 1972, the Hillside area was served by three schools, (18), (19) and (20), offering a total of 4-forms of entry. Another school (i.e. school number (23)) was also under construction. This school was to be a 2-form entry County school. With the completion of the latter school there would be 6-forms of entry in this area, but by 1972 the number of primary school children were slightly in excess of school

places. Given this and the Development Corporation's latest housing programme, the LEA expected that with the increased number of completed and occupied dwellings there would be a need for further primary school places. It was in this light that the project for a primary school in Cobbs Brow was switched with school number (24) in Hillside as previously described.

The changing rolls in Hillside's primary schools and their opening dates can be seen in figure (4.20).

(c) The Cobbs Brow Area:

The planning proposals for the Cobbs Brow area were originally prepared in 1969. This area was to be the last major housing development within the original Designated Area of Skelmersdale New Town.

The proposals for this area were formulated with due regard to the increase in the provision of houses for owner-occupation. In the Basic Plan, 1964, approximately one quarter of the total dwellings of the New Town were expected to be for owner occupation. For this area the Development Corporation's intention was to achieve a higher ratio and in this way to increase the total proportion of owner-occupation in the whole town, as was advised by Central Government.

The Development Corporation estimated that by adopting a ratio of 50.0 per cent owner-occupation for new units, a total of 3750 dwellings could be accommodated in the area. But if this ratio was reduced to 17.0 per cent, the number would then rise to 4000 dwellings. Another factor which would increase the total housing capacity of this area was the probable reduction of the LEA's requirements for secondary schools, i.e. the redundancy of site number (VI) in figure (4.2). This would increase the capacity of the area to a total of 4500 units.

The Cobbs Brow plan, 1969, proposed two sets of housing programmes

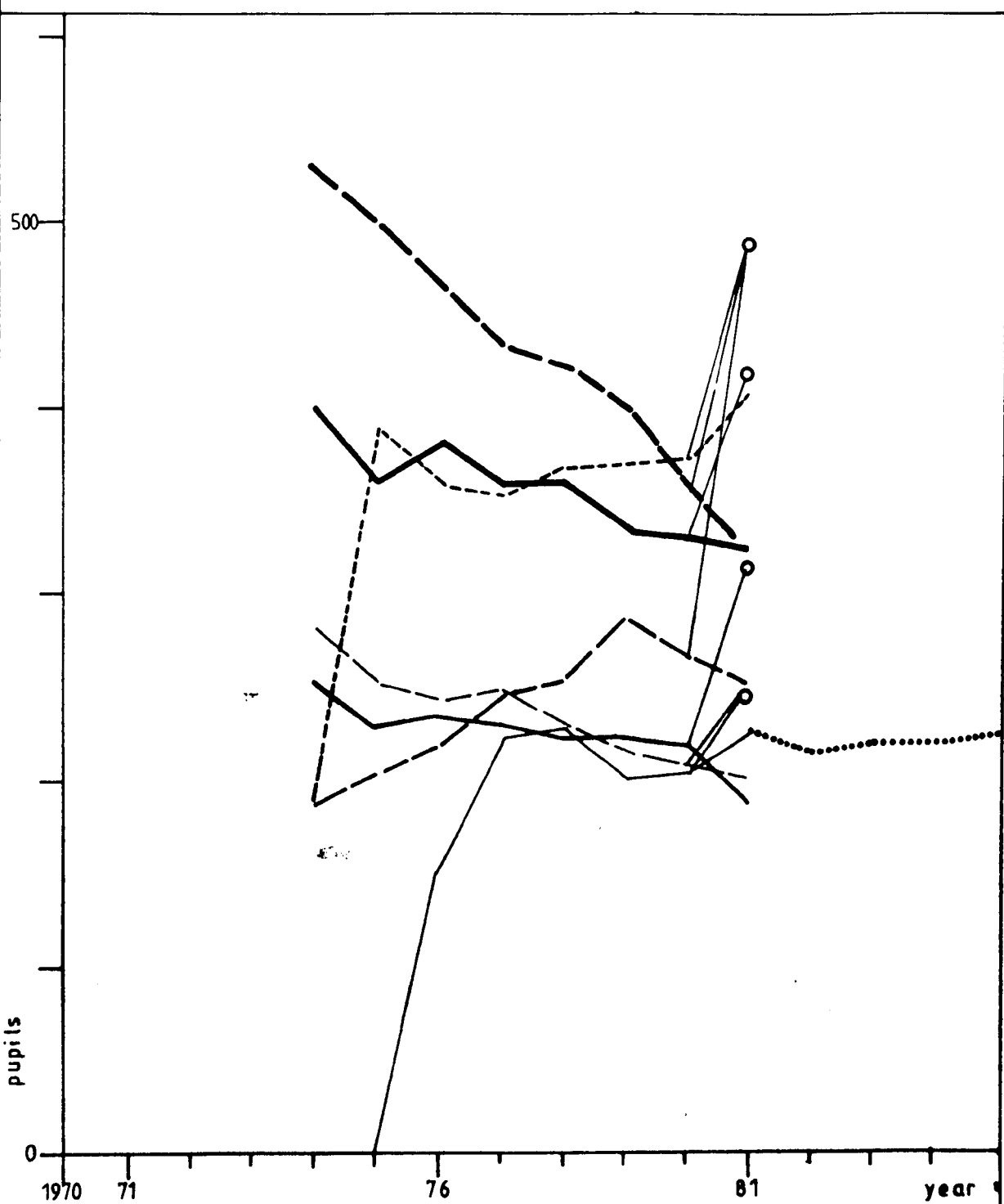


FIGURE (4.20): Actual and Expected Primary School Changing Rolls, Hillside.

KEY :

- | | | | |
|--|--------------------|--|----------------------|
| | School number (18) | | LEA projection, 1981 |
| | (19) | | Actual school places |
| | (20) | | |
| | (22) | | |
| | (23) | | |
| | (24) | | |
| | (21) | | |

and two sets of proposals for the schools required. For the minimum provision of 3750 dwellings, four schools with a total of 7-forms of entry were proposed (three, 2-form entry and one 1-form entry schools). For the maximum provision of 4500 dwellings (allocating the secondary school site number (VI) for housing), five schools were proposed with a total of 9-forms of entry (four, 2-form entry schools and one, 1-form entry school). At a meeting held in 1970 between the various departments of Lancashire County Council and the Development Corporation, it was decided to drop the proposal in regard to secondary school number (VI). Thus this site could be added to the housing areas of Cobbs Brow.

In their early attempts to estimate the primary school requirements of Ashurst (i.e. southern sector of Cobbs Brow area (figure 4.1)), there was a difference between the estimates of the LEA and the Development Corporation. Based upon the Development Corporation's housing programme for this area and an assumption of 20 children for each 1000 population and a class size of 35, the Education Department had calculated that a total of 7 $\frac{1}{2}$ -8 forms of entry would be required within Cobbs Brow while the Development Corporation's estimate was 5-forms of entry. Because of this difference the LEA asked the Development Corporation for the provision of another school site within the Whalleys area (i.e., the northern sector of the Cobbs Brow area (figure 4.1)).

The Roman Catholic authorities had also approached the District Education Officer and the Chief Education Officer about the provision of Roman Catholic schools in the Cobbs Brow area. They were complaining of a lack of consultation and asked for a meeting with the LEA.

Their estimate was that they would need more than one school in Cobbs Brow and asked the LEA to consider this matter before any final designation was to be made on the Cobbs Brow map. The Roman Catholic authorities also asked for more detailed information about the Outline

Plan of the Cobbs Brow area but this was not available as the LEA had little definite knowledge about the development of Cobbs Brow themselves. At this stage the Education Department could not estimate either the date of the building of the schools or their status. In the meantime a layout plan of proposals for Cobbs Brow was sent to the Chief Education Officer by the Development Corporation (through the County Estate Surveyor), but it did not provide for the Education Departments requirement of either the addition of a 1-form entry school or the increase of one of the 1-form entry schools to a 2-form entry size. Without the Development Corporation's assistance in this respect, the Education Department could not decide the allocation of the available sites to either County, Roman Catholic or other schools.

Given the uncertainty for the agencies involved, in May 1972, the Chief Education Officer put two questions to the Chief Architect and Planning Officer of the Development Corporation as follows:-

- (i) When did they expect to start their house-building activity?
- (ii) At what rate did they expect the development of Cobbs Brow to proceed?

In reply, still no information could be passed to the LEA by the Development Corporation as at that time the Corporation was engaged in a reassessment of the likely future population of the area and its build-up. The need for this reassessment arose out of the change in the New Town's housing tenure policy.

In December 1972, the Divisional Education Officer expressed his concern about the lack of provision for an additional primary school (which was originally proposed by him) and about the siting of the schools in Cobbs Brow, especially the site of school number (33) in figure (4.2) which was said to be isolated from the whole area. Following the experience of school number (14) in Digmoor, the Divisional

Education Officer who was more aware of the day-to-day problems of the education service, was concerned about (i) the dissatisfaction among parents who would have to send their children to such an isolated school, and, (ii) that this isolation would increase the amount of vandalism.²⁴

Accordingly, the Chief Education Officer asked the County Estate Surveyor to contact the Development Corporation about the fact that despite the passage of 18 months the LEA had not received an answer to their proposal for adding one primary school to the Cobbs Brow Plan.

In January 1963, a meeting was held between the following bodies:-

- (i) The County Estates Surveyor,
- (ii) The Deputy Chief Architect and Planning Officer of the Development Corporation,
- (iii) Divisional Planning Officer of Wigan.
- (iv) The Divisional Planning Officer of Division 11.

The purpose of this meeting was to enable the Development Corporation to explain informally its intentions in relation to the development of Cobbs Brow. At this meeting the Development Corporation also explained that according to their changed housing policy, the total number of houses to be built in this area would be 2030 instead of the original 3230. Their programme was that the first houses would be occupied by 1974 and the whole scheme would be completed by mid-1978. Also, they anticipated a population build-up of 800 by the end of 1975, rising to 7500 by the end of 1978. At this stage, their review did not include the Whalleys area and housing proposals there remained unchanged (i.e. 1200 rented houses and a population build-up of 4500 during 1976-1981).

In April 1973, a more general meeting was held to discuss the development of Cobbs Brow. This meeting was attended by the following:-

- (i) Deputy Chief Architect and Planning Officer of the Development Corporation,
- (ii) Four Officers from the Development Corporation,
- (iii) Roman Catholic Education Officer,
- (iv) A Priest from Cobbs Brow,
- (v) The Divisional Education Officer (Division 11),
- (vi) Two Officers from the Estates Department of Lancashire County Council,
- (vii) One Officer from the Health Department of Lancashire County Council, and
- (viii) One Officer from the Education Department of Lancashire County Council (who usually dealt with matters concerning Skelmersdale).

At this meeting, the Officers of the Development Corporation were asked about the precise future population size of Cobbs Brow, as during 1973 and 1974 the County Council were given two different figures of 15260 and 12000 respectively. But, the Development Corporation could not give an immediate answer and said they needed to conduct further research; although it is surprising that they had not prepared relevant figures for such a meeting. Nevertheless the Development Corporation gave three sets of general information to the participating bodies:-

- (i) Overall population build-up estimates, and
- (ii) The kind and rate of development.

At this meeting the Divisional Education Officer and the Roman Catholic authorities expressed their preference for the provision of more 1-form entry schools rather than 2-form entry ones. But to do this the Development Corporation had to change the layout of the area and as it was at an advanced stage, they preferred not to do. Also, it was tentatively agreed that the first houses should be served by a 1-form entry school in the west of Ashurst and a 1-form entry school in the

east. Finally, the Development Corporation agreed to provide the following information for the County Council Officers:-

- (i) The revised population figures broken-down by area and by date of development of the area.
- (ii) Suggested school sites, bearing in mind the comments made at this meeting.

In June 1973, the Development Corporation provided the LEA with statistics on the number of houses and the future population of Cobbs Brow broken-down into sub-areas (figures 4.6, 4.12). But no change was made to the siting of schools. Their argument was threefold:-

- (i) Any change in the allocation of school sites would change the number of house units and size of the population expected in each area.
- (ii) The Development Corporation and the LEA had reached an agreement about the proposed siting of the schools long ago and it was on the basis of that agreement that the development of the housing areas had proceeded.
- (iii) Any change at this late stage in designing and planning would mean considerable re-thinking.

Nevertheless, the Development Corporation promised to try to incorporate the changed school requirements in the Ashurst Plan.

Decisions about more detailed programming of schools in Ashurst were taken in 1973. At that time the Development Corporation supplied estimates suggesting that there would be a population of about 4000 in this area by 1977. Considering the consistently high proportion of incoming children and with the previous difficulties in finding primary school places in the other parts of the New Town, it seemed prudent to the LEA that two County primary schools and one Roman Catholic primary school should be provided, since at that time the Development Corporation

had let contracts for over 1000 houses.

The LEA realised there was a need for a further meeting with the Development Corporation and for consultation with the County Estate Surveyor for they urgently needed a firm decision about the sites of the schools as the County school was included in the County's 1973/74 Starts Programme and the Roman Catholic school was in the 1974/75 Starts Programme. Before the meeting was held, and in the light of the revised population figures given by the Development Corporation, the Chief Education Officer considered it possible to reduce the overall primary school requirements of the Cobbs Brow area by 1-form entry. Because of the importance of such a decision the Chief Education Officer asked the Development Corporation to defer a final decision until their next meeting. The Roman Catholic authorities were also informed of this possible option at this stage.

In June 1973, the Development Corporation were informed, by letter, of the LEA's approval to their proposal for a 1-form entry County primary school, to the suggested site for the Roman Catholic school and to the inclusion of these projects in the County's School Building Programmes. In response, the Chief Architect and Planning Officer pointed to a misunderstanding by the LEA, in that the Development Corporation had not made any change to their previously agreed arrangement for the Ashurst area although there was still time to make provision for greater flexibility in the development of the Whalleys area of Cobbs Brow. Then the Development Corporation realised that there was a need for a meeting with the Education Department Officers to settle the controversy over the sites in Cobbs Brow.

Thus it can be seen that the LEA did face difficulties in dealing with the Development Corporation over the allocation of school sites in Cobbs Brow. This confusion had arisen largely because of:-

- (i) In general, the inevitable changes in the house-building programmes of the Development Corporation, and
- (ii) In particular, the changes in the Development Corporation's intention about the location of the earliest developments in Cobbs Brow.

A critical point was reached in 1971 when the Development Corporation referred their detailed proposals for Cobbs Brow to the Education Department. During 1971-1973 they exchanged inconclusive correspondence and finally held a meeting in 1973. The County Council Officers had the impression that the result of the meeting was a compromise reached between the two parties. Under this compromise the LEA would not ask for any change in those parts of Cobbs Brow where the Development Corporation had done detailed planning work and the Development Corporation would give the LEA what they wanted in the other parts of the area.

In late 1973 the LEA found themselves no nearer to an agreement within the Education Department. It was felt that a meeting at Chief Education Officer level would help to resolve the problem. Accordingly, a meeting of the following bodies was held to discuss the layout of Cobbs Brow:-

- (i) Chief Architecture and Planning Officer of the Development Corporation,
- (ii) One Officer from the Development Corporation,
- (iii) One Officer from the Estates Department of Lancashire County Council,
- (iv) Chief County Education Officer,
- (v) Divisional Education Officer (Division 11),
- (vi) An Education Officer (who usually dealt with matters concerning Skelmersdale).

In brief, the conclusion of this meeting was that the Development

Corporation could (or, would) not make any basic change in the proposals for the southern sector of Cobbs Brow. Also, the County Council Officers were given further revised information about population and timing of house-building. The Development Corporation's estimates were that the first house completions would fall due in December 1975 and continue for two years. The rate of their house-building was given as 60-80 units a quarter. For private sector housing their estimate was for the first completions in March 1975 at a rate of 20-25 units per quarter.

At this meeting Education Officers approved the sites for County primary schools but asked for a more central site for the Roman Catholic school. Also, the Development Corporation promised the LEA that a fresh look would be taken at the Whalleys area's proposals.

After this meeting the Education Officer and the Divisional Education Officer reached the conclusion that the first County school in this area should be deferred for one year, as well as the Roman Catholic school. Two reasons were given for this decision:-

- (i) The 1973/74 Starts Programme would be too soon for the start of schools in relation to the Development Corporation's house-building programme, and
- (ii) The County Architect's Department was too overloaded.

Accordingly, the Roman Catholic authorities and the Development Corporation were informed of this decision, in order to avoid the progression of work which would later become unnecessary.

In September 1973, a meeting was held between an officer from the Education Department and the Roman Catholic Education Officer to discuss proposals for Roman Catholic primary schools in Cobbs Brow. The Roman Catholic authorities' plan was for two 1-form entry schools for Cobbs

Brow and this would mean that in addition to site number (27) in Ashurst they needed a site in the Whalleys area. Their intention was to have a 1-form entry school on site number (27) (which was large enough for a 2-form entry school) and then to have a parochial centre adjacent to the school.

The Roman Catholic Education Officer had first to consult the priests for Skelmersdale and then to inform the LEA of their final decision. The LEA endorsed the Roman Catholic authorities' proposal and then informed the Development Corporation of the new arrangement and asked them to negotiate directly with the Catholic authorities. Again the Education Department insisted they should be able to comment upon the proposals for the Whalleys area before the Development Corporation engaged in further planning work.

One problem which was raised by the Roman Catholic authorities was the provision of access to their school number (27) since the initial developments within Cobbs Brow were not adjacent to this school. The Development Corporation assured the Roman Catholic authorities that they would provide the necessary foot-paths in advance of later housing development which would surround the school.

Another problem which arose at this stage was the issue of servicing the sites. Under the terms of the site purchase, the Development Corporation had to provide services and access to the sites and, if necessary, to adopt temporary measures. But they were reluctant to undertake temporary measures for a limited period. Access roads had been provided but there was a need for temporary water and heating systems to be installed. The Education Department insisted that the problem had to be solved before the opening of the schools, and it was decided to hold a meeting between the following agencies²⁵:-

- (i) The Development Corporation,
- (ii) County Clerks Department,
- (iii) County Education Department,
- (iv) County Estates Department, and
- (v) The County Architect.

The particular purpose of this meeting was to discuss the sites of and services to schools numbers (26) and (27). At the meeting it was agreed that the Development Corporation would:-

- (i) accept the responsibilities of providing temporary services to the sites before January 1977, and
- (ii) accept the excess costs of providing temporary heating.

The three Ashurst primary schools, i.e. numbers (25), (26) and (27) were completed during 1976, but there were some complications subsequent to this which are the subject of forthcoming identified events.

The changing rolls in the Cobbs Brow primary schools can be seen in figure (4.21).

Effects:

The review of the sequences of planning and programming for the expansion of primary education facilities throughout Skelmersdale following designation, revealed the differences between the planning and the provision of schools for the early developed districts as against the later ones.

For the earlier developed districts the planning and decision-making stage was shorter. This was due to lesser degrees of uncertainty about the overall New Town development during the earlier years. During this period, the Development Corporation's house-building activities were proceeding steadily in accordance with the industrial growth of the town. And, in accordance with the expected levels of house-

building the LEA were proceeding, optimistically, with their school building programmes. The LEA's optimism, as a reflection of that of the Development Corporation, was such that the schools were provided in advance of actual need as a measure to promote the attractiveness of the New Town's housing.

For the residential areas developed later, the periods of decision-making were more lengthy and the authorities had to deal with more uncertainties than before. Some of the schools that were to be built during this stage were cancelled and some of the schools built during this stage either became totally redundant or had surplus accommodation immediately after opening.

It was also observed that the assumptions adopted by the LEA for estimating future primary school need had changed little over time, e.g. almost the same assumptions were adopted for the Cobbs Brow area as for the Digmaor area.

Also, it was seen that throughout the period 1962-1979 no comprehensive review of either the overall Development Plan of the New Town by the Development Corporation or of the education structure of the New Town by the LEA was carried out.

Another important finding of this review was the damaging effects of the physical and political separation of the Local Authorities and the Development Corporation for the provision of a public facility like education, buildings and sites.

4.6.3.3 Decision/Problem Area (C): Falling Primary School Enrolments

As can be seen in figures (4.17), (4.19), (4.20) and (4.21) nearly all of Skelmersdale New Town's primary schools are under-occupied. Although in some of its older residential areas this phenomenon can be related to falling birth-rates, in general and particularly in the newly

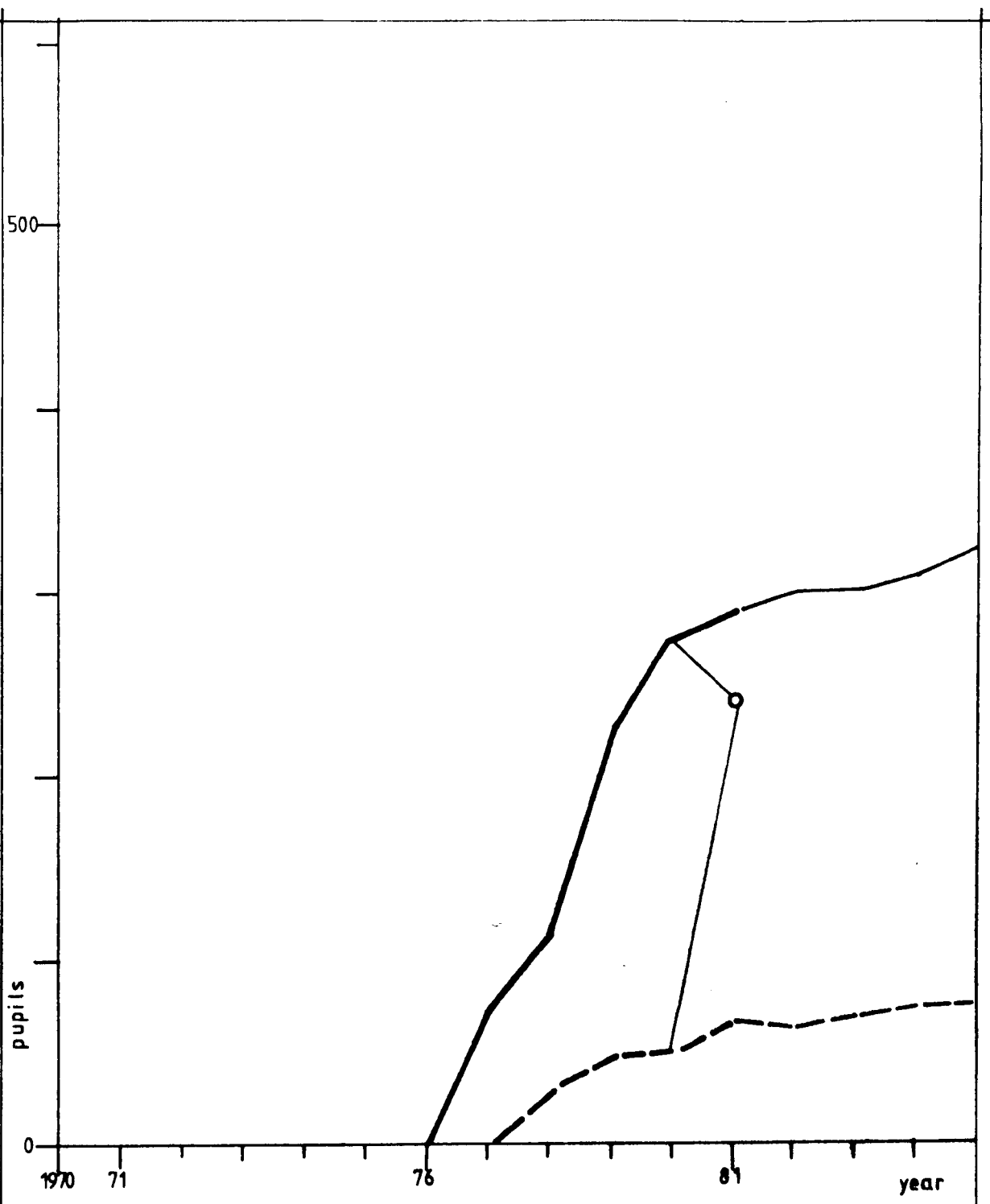


FIGURE (4.21) : Actual and Expected Primary School Changing Rolls, Cobbs Brow .

KEY :

- School number (25), actual.
- - - -** " " (27) "
- " " (25), LEA's 1981 projection.
- - - -** " " (27) " " " "
- o** Actual school places.

developed residential areas, this was compounded by the curtailment of the Development Corporation's housing programmes and the fact that some built and completed houses were kept unoccupied for some time.

Decision-Making Sequence:

During 1981 a Report was prepared by the Education Department in relation to the falling rolls in Skelmersdale's primary schools. It was reported that by 1981 there was substantial spare capacity at primary schools and the Education Committee decided to ask the Chief Education Officer to make a preliminary study of primary school provision in the New Town. This study was to take into account (a) any possible future residential development in the area, and, (b) the fluctuations of population within Skelmersdale's existing housing development. The other aim of this study was to provide pupil population projections up to the year 1985 (the LEA did not believe that projections beyond that year would be viable). This Report was to be prepared in late 1982 and its results are not at the disposal of this present study. (The Education Committee's intention was to prepare a similar Report for secondary education in Skelmersdale during 1983).

Adopting an optimistic view, the LEA points to the fact that falling rolls may provide the opportunity to relieve pressure on accommodation, with some improvement in standards as well as taking the temporary accommodation out of use. Although this can be true for older urban areas with a substantial number of old established schools, this could not apply to a New Town such as Skelmersdale with its stock of new up-to-standard school buildings, especially since there was not much temporary accommodation there.

In order to cope with the effects of falling rolls, the Education Authority perceived some alternative measures, such as:-

(a) The amalgamation of the separate Infant and Junior schools,

- (b) To close the schools, or
- (c) To accept the continuation of schools with their falling rolls and accept the increased per capita expenditure in order to maintain higher standards.

Rather than face such unpopular decisions as closing newly built schools, so far the LEA has considered the possibilities of amalgamating the Infant and Junior schools in order to cope with the falling rolls. By 1982 two schools had been amalgamated, both at the time of the retirement of their head teachers.

Effects:

At present, there is surplus accommodation in almost all schools. This problem is greatest in the Digmoor area, with a total of 1062 surplus school places in 1981. This area has the most serious problem of voids in housing. Thus it can be seen that the under-occupancy of the primary schools in Skelmersdale is not just the consequence of falling birth-rates. The interruption to this New Town's development activities must be considered as the major contributor to the under-occupancy of schools.

Unless a radical solution is found to Skelmersdale's interrupted development processes and the high unemployment rates caused by the declining employment opportunities within the town (which implies the emigration of the more able and the more young from the town), no lasting solution can be found for the continuing under-occupancy of the town's schools.

4.6.3.4 Decision/Problem Area (D): Deferment of Primary School Opening

The completion of the three Ashurst primary schools, i.e. numbers (25), (26) and (27), coincided with such events as the Government's review of the public housing expenditure programme (which had the

effect of reducing the New Town's housing programme). The overall effect was the reduction and in some cases the deferment of house-building activity in the remaining parts of Skelmersdale, i.e. the Cobbs Brow area.

Considering the fact that these schools were built in advance of actual need, the direct result of the curtailment of house-building activities was that even before the opening of these three primary schools, it was realised that it would be necessary to make a decision about their immediate future.

Decision-Making Sequence:

In March 1976, a meeting was held in the Education Department to discuss the arrangements to be made for the opening of primary schools in Ashurst.

The situation at that time was that the two County primary schools were due for completion in April 1976 (i.e. schools numbers (25) and (26)) and the Roman Catholic school (number (27)) in August 1976. The appointments of the three Head-teachers were also imminent. But the problem was that at the same time there were surplus places available in both County and Roman Catholic schools in the Birch Green area.

Accordingly, a decision was made within the Education Department to open school number (25) in September 1976 but to defer the opening of school number (26) (at this stage it was not possible to define a precise date).

There was also uncertainty about the rate of house-building activity around the Roman Catholic school number (27). It was known that these houses would not be finished for about two years from 1976. Because of this, the Roman Catholic authorities too were advised to defer the opening of their school.

The Roman Catholic authorities wanted to consult local interests first and were against the deferment of the opening of the school for two reasons:-

- (a) The dangers to an unoccupied building.
- (b) Although the Roman Catholic school number (22) in Birch Green had surplus accommodation, with the deferment of school number (27) there would be three County schools near the Ashurst housing estate but no nearby Catholic school.

Later, the Diocesan Schools Commission approved the deferment of the opening of school number (27) until January 1977.

In February 1976, the Chief Education Officer and the District Education Officer arranged for a census to be taken in all the developments around school number (25) in order to ascertain the potential opening strength of this school. By then some of the pupils living in these parts attended school number (24) in Birch Green (which was itself under-occupied). School number (23) was also under pressure from declining rolls. Given these facts, the Education Department could not obtain any indication of the number of children attending the two Birch Green schools who might transfer later to school number (25).

By that time, although the Education Department realised that school number (25) would not be full if opened, they expected that housing development in this area would progress enough to produce higher figures for pupil demand.

The situation in regard to Roman Catholic schools was that in 1976 school number (22) was under-occupied but some parents were willing to transfer their children to Roman Catholic school number (27) when it opened. Authorities were also counting on the desire of some Catholic children attending County schools to transfer to the new Catholic school. The Education Department was of the view that the only way of calculating

this demand was to ask the parents directly.

In order to make decisions about the three Ashurst schools, the Education Department decided to arrange an internal meeting between the Education Officers to discuss the following issues:-

- (a) To ask the Education Committee to delay the opening of school number (26) until house-building justified its opening.
- (b) To hold over the appointment of its Head-teacher.
- (c) To take appropriate steps to ensure the security of school number (26).

In March 1976, the County Architect reported to the LEA the date of completion of the two County schools. School number (25) would thus remain empty for 6 months and school number (26) for 16 months. Because of this and because the schools were on comparatively isolated sites, the Police were approached to inquire about the ways of protecting the buildings. The major problem was school number (26). The County Architect asked the Education Department to put this school to an alternative use as soon as possible. This decision was urgent in order to prevent contract disruptions and to keep expenses incurred through any renovations or alterations to a minimum level.

The Education Department replied that protective measures depended on the length of time for which the building would remain unoccupied and hence this decision had to be postponed until the LEA could find an alternative use for the premises of school number (26).

In January 1976, it was finally decided by the Education Committee that Roman Catholic school number (22) and County school number (26) would be opened in January 1977. Thus the period that both schools would remain empty was less than that originally expected. It was also decided that the premises of school number (26) would be used from

January 1977, to accommodate a Special School. Accordingly, the Development Corporation was informed of this decision in order that the necessary services should be made available to the two sites by the end of 1976. But, at this stage, due to the uncertainties faced by the Development Corporation in regard to their housing programme for the Cobbs Brow area, the LEA could not reach a firm decision about the subsequent opening of school number (26) as a primary school.

Effects:

The review of the decision-making sequence in relation to the deferment of the opening of two of Skelmersdale's primary schools reveals the damaging effects of uncertainty in New Town development.

The decision to defer the opening of the schools for one year was adopted, as it was then expected that the slow progress of New Town development in general and housing development in particular, as well as voids in housing, are only short-term problems. The LEA's inability to embark immediately on finding alternative uses for the surplus schools must be considered in relation to the Development Corporation's methods of planning and optimism and lack of precision about the future of the New Town. But, at the same time these must be seen in the light of the Central Government's current attitude towards New Town development.

No alternative measure can be suggested that could replace what was actually adopted by the LEA. But it is believed that this damage could have been prevented in advance if the Central Government had adopted a more clear and definite attitude towards the Development Corporation and they towards the LEA.

4.6.3.5 Decision/Problem Area (E): Changing Use of Primary Schools

The need to change the use of the purpose-built primary school number (26) arose when, before its completion, it was realised that

there would not be enough housing development and incoming population to the Ashurst area to support this school.

Decision-Making Sequence:

Realising that there would not be a need for three primary schools in the Ashurst area, in January 1976, the Education Committee decided to use the premises of this primary school (i.e. number (26)) as a Special School.

On the other hand, the Education Committee had agreed to put forward to the DES a proposal for a project in the 1978/79 School Building Programme to provide purpose-built premises for the Special School which was temporarily using the premises of primary school number (26).

February 1977 can be considered as the start of the new stage in the educational facilities planning processes for the Ashurst area. The Liverpool Anglican Diocesan Board of Education was informed by their Diocesan Planning Officer of the development of Skelmersdale in the Ashurst area. Accordingly, they asked the LEA about the possibility of one of the two Ashurst schools being an Anglican school.

First, the Education Department pointed to the difficulty of allocating one of the two schools to the Anglican authorities. The problem centred on the expectation of only slow and small-scale development in Cobbs Brow and the questionable enlargement of the Designated Area. It was agreed that any school built in this part of Skelmersdale would not be well sited in view of the large catchment area requirement for an Anglican school. Nevertheless the Anglican authorities were asked to make a formal proposal to the District Education Officer.

In May 1977, a meeting was held between the following bodies to

discuss the Anglican authorities' proposal:-

- (a) An officer from the County Education Department,
- (b) The District Education Officer,
- (c) The Anglican Education Officer,
- (d) A member of the Anglican Church (responsible for the organisation of Parishes).

At this meeting the Anglican authorities expressed their wish to buy the premises of school number (26) which was then occupied by a Special School. The Lancashire County Education Officers were somewhat surprised by this proposal but saw no reason to object to it.

In January 1980, the Chief Education Officer received the Anglican authorities' formal proposal and his view was that because there was only one proper Anglican school in Skelmersdale, the Education Committee would not raise any objection to this proposal. Accordingly, the District Liaison Committee approved this proposal in March 1980. But the decision to open the new Anglican school would indirectly involve the closure of an Anglican school in the Dalton area north of the New Town.

So in April 1980, a meeting was held between the following bodies to discuss the proposal in relation to school number (26):-

- (a) Two people from the Liverpool Diocesan Board of Education (Anglican),
- (b) The Vicar of Dalton Village,
- (c) The District Education Officer, and
- (d) A County Education Officer.

At this meeting, it was agreed to open the new Anglican school in January 1982 and to arrange for the issue of Public Notices and the purchase of the building. The opening of this school depended upon the completion date of the purpose-built Special School, i.e. December 1981. But there were two problems to be solved before the opening of the

Anglican school:-

- (a) There had been minor changes to the primary school which were necessary to make it suitable as a temporary Special School. Thus there was a need to re-equip the school buildings.
- (b) There was a need for the provision of access to this school. Because the school was used as a Special School for about 50 pupils, all conveyed by special transport, the provision of permanent access was delayed. But for a primary school with 250 pupils many of whom would come on foot, this matter had to be settled before the opening of the school.²⁶

Public Notices, in accordance with the provision of Section 13(1) of the Education Act 1980, were issued in February 1981. The Education Department's justification for this school was sent to the DES (Permanent Under Secretary of State) in January 1981 and was based on such facts as:-

- (a) The Development Corporation's assumed steady house-building programme for the Cobbs Brow area: their target was for 3300 units by 1987 and by September 1980 a total of 850 of these had been occupied. By September 1981 this figure was expected to reach 1250 but the Corporation was unable to give a precise time-table for their later activities although they expected to build several hundred houses a year until the full completion of the area.
- (b) The state of existing schools in the Cobbs Brow area: the LEA's expectations was that with the steady house-building activity in this area pressure would consequently be put on the accommodation of school number (25) and thus the LEA had no doubt at this stage that there would be a need for additional primary school provision in the area.
- (c) On denominational grounds: the LEA believed that there was a gap

in Anglican schools provision in the northern parts of Skelmersdale.

- (d) The Education Committee's and DES' agreement that purpose-built premises should be erected for the Special School.

But these justifications seem not to have satisfied the DES as the following further information was requested:-

- (a) The map showing the proposed Anglican school and the other County and denominational schools in the area.
- (b) Full details on the numbers on roll projected forward to 1984/85 for the schools in the immediate neighbourhood of school number (26).

To provide the latter, the LEA needed the Development Corporation's latest housing programme forecasts. Although the Development Corporation's plans were revised in January 1981, in February 1981 they were unable to provide the LEA with any final figures and instead provided very approximate figures (figure 4.6(d)). The effect of the Development Corporation's latest housing programme on four of the schools (i.e. schools numbers (24), (25), (27) and the Dalton Anglican school) was estimated to be an increase in total of 96 pupils during the period 1981 to 1985.

But before submitting this information to the DES, in a letter sent to the Development Corporation in March 1981, the Chief Education Officer pointed out that both the Education Department and the Anglican authorities needed prior consultation with the Development Corporation to ascertain the extent of changes to the housing programme as a result of the Government's 1979 decision in respect of all the new towns. In March 1981 a meeting was held between the following bodies:-

- (a) The County Chief Assistant Education Officer,
- (b) The District Education Officer, and
- (c) The Anglican Education Officer.

This meeting was held in advance of a joint meeting with the

Development Corporation. The Anglican authorities were faced with uncertainty about the need for a primary school in the light of the recent changes to the rate of Skelmersdale's development. Also, they had received information from the Roman Catholic Education Office about the extent of the under-occupation of the Catholic school number (27).

The LEA had no up-to-date information on the Development Corporation's programme, but only the previous figures of a total of 3300 units to be built by 1987. At the same time the major issue was the opening of a new school when almost all the schools were under-occupied, for by January 1981 there was a total of 2954 surplus school places throughout the New Town (i.e. about 35.0 per cent of the total school places were unoccupied). The LEA believed that this fact would militate against the approval of the scheme by the DES, but their justification was that the road pattern of the New Town permitted fast travel but that lengthy circular journeys by car were often necessary to travel but a short distance on the ground.

On the other hand, the Anglican authorities' view was that the need for the proposed Anglican school could only depend upon whether the residential development continued on the basis of the Development Corporation's present plans. Their decision was, that in the light of the Development Corporation's decreased housing programmes and public expenditure cuts, especially on publicly rented dwellings, the opening of the school should be deferred from January 1982 to January 1983.

The idea of using the Roman Catholic school number (27) as a joint Roman Catholic and Anglican school had been put to the Catholic Diocesan Schools Commission Education Officer by the Anglican Officer but there seemed to be no enthusiasm for this proposal at that time by the Catholic authority. The importance of this possible joint-use must be

seen in the light of the fact that the Roman Catholic school had only 70 pupils on roll in 1981 but 280 school places (i.e. 75.0 per cent of school places were not used).

The possible opening of an Anglican school in the northern parts of Skelmersdale was important as it involved the closure of the Dalton school which was under-occupied and drew its pupils from far distances, mainly because of its size rather than its status. On the other hand, there was opposition to the closure of Dalton school from parents as the people living in Dalton were not willing to send their pupils to a school in Skelmersdale New Town, on the grounds of class prejudice. The Anglican Education Officer later admitted that the passage of the 1980 Education Act, giving parental choice, had made it even more difficult for the authorities to intervene in such a situation and to try to arrange a balanced distribution of children as against the available school places.

In April 1981, a meeting was held between the following persons to discuss the residential development in Cobbs Brow and its implication for primary school provision:-

- (a) Deputy Manager of the Development Corporation,
- (b) Representatives from the Liverpool Diocesan Board of Education (Anglican),
- (c) District Education Officer,
- (d) The County Chief Assistant Education Officer,
- (e) A County Education Officer (the LEA's link with the Development Corporation).

This meeting's special term of reference was to decide whether the establishment of an Anglican school in the premises of school number (26) would still be desirable.

At this meeting the representatives of the Development Corporation

were only able to produce some very tentative figures about future development in Cobbs Brow (i.e. they estimated the completion of approximately 2900 units, which was 400 less than their previous estimate). Up to March 1981 a total of 955 units had been completed which was 33.0 per cent of their total programme. The remainder were all to be provided by private development for owner-occupation and the Development Corporation were not to build any more houses. Also, some major points were made by the Development Corporation as follows:-

- (a) The proposal for the winding up of the Development Corporation by March 1985 was making the future very uncertain.
- (b) Many Development Corporation tenants were choosing to buy their houses and this was slowing down the development of new units by the developers.
- (c) At 1981 there were 750 vacant houses throughout the New Town, mainly in Digmoor and Tanhouse.
- (d) The closure of the three major factories in Skelmersdale meant the loss of 25.0 per cent of New Town jobs which so far had not been replaced.

At this meeting, the Education Department's conclusion was that given the information about the future of the Cobbs Brow area in particular and the New Town in general, no case could be made for the establishment of a new primary school in the premises of school number (26).

Thus the situation was that the Anglican Authorities no longer wanted to go ahead with their proposal, while at the same time the purpose-built Special School was to be completed by the end of 1981 and by then the premises of school number (26) would become surplus to requirements. Beyond this, the Education Department's view was that the closure of at least one primary school in Skelmersdale should be

considered soon.

In May 1981, the DES was informed by the Education Department of the likelihood that the Education Committee would be asked to reconsider the proposal for establishing an Anglican school in the premises of school number (26) and the DES was asked to hold the Anglican proposal in abeyance until a decision was reached by the Education Committee.

Effects:

At present, the dilemma faced by the LEA is that of finding an alternative use for the premises of this new purpose-built primary school. Despite completion during 1976 it has not yet been used as a primary school and it is evident that this building never will be so used. The problem is that if there is not a large enough population to support a primary school, the same will apply to other neighbourhood based community uses.

Given the high unemployment rates in Skelmersdale, especially amongst 16-19 year olds, it may be argued that these premises can be adapted to cater for further education or youth training programmes (as a means of reducing the unemployment problem). In fact the LEA do not at present anticipate a future need for the premises of this school either as a primary or a secondary school; nor do they believe that it will be needed as a community facility. Their preferred alternative use is as a sixth form college, but it seems that financial constraints are the major factor preventing the implementation of such a policy. Another option may be the use of the premises as a nursery school.

4.6.3.6 Decision/Problem Area (F): Deferment/Deletion of Proposed Primary School Buildings

The reduced development target for Skelmersdale most of all

affected the development of the Whalleys area which was by then at the plan preparation stage. Preparation of an educational facilities plan for the area started as early as 1973, which meant that until the deferment/deletion of the area's proposed primary schools in 1976, there was a three year period of decision-making in order to formulate these proposals.

In addition to the proposed schools for the Whalleys area, two schools in the Ashurst area and two schools in the Hillside area were also cancelled.

Decision-Making Sequence:

At their first meeting about Cobbs Brow in August 1973, the Education Department Officers asked the Planning Officer of the Development Corporation to give them an early opportunity to comment on the proposals for the Whalleys area of Cobbs Brow.

Having had no reply, the Education Department sent two letters during August and October 1974 repeating their request. In reply, the Education Officers were told by the Development Corporation that preliminary discussions had been held with the County Planning Department, though not directly with the Education Department. The Officers of the Development Corporation argued that this procedure was adopted under the agreed procedure for dealing with proposals under Section 6(1) of the New Towns Act, 1965, and that they would consult the Education Department at an appropriate stage.

Attached to the Development Corporation's response was a copy of the Section 6(1) proposal for the Education Department's information, accompanied by their estimates of future population and the proposed timing of their development according to their latest housing programme. The Officers of the Development Corporation stated that the proposed

siting of schools for the Whalleys area was based on their previous discussions with the Education Department.

The County Planning Officer informed the Chief Education Officer that the discussion between the Development Corporation and the County Planning Department about the developments in the Cobbs Brow area were of a general introductory nature and they had not held discussions about the educational element of the drawings and that the County Planner was still waiting for the Development Corporation's written statement.

In fact the Education Department accepted the Development Corporation's proposal for two 1-form entry schools for the Whalleys area but they objected to the site of one of the proposed schools (i.e. number (33)), which was divided by a principal road from the residential areas it was to serve.

With this problem in mind the Education Department asked for the County Planner's comments on the siting of the schools in Whalleys. In response, the County Planner pointed out that commenting on the layout was the job of the District Planning Officer, but he agreed that it was a bad site for a school. The County Planner then advised the Chief Education Officer to raise this matter at the informal Section 6(1) submission stage.

In due course, the Education Department informed the Development Corporation of their approval of the size of the schools but asked to be given some time to reach their final decision about sites. But, as the Development Corporation's intention was to finalise urgently the land-use proposals for the Whalleys area, the Education Department were asked for a speedy comment. Accordingly, the Development Corporation was informed by the Education Department of their decision to provision-

ally include these two Whalleys schools (i.e. numbers (32) and (33)) in the County's 1975/76 School Building Programme for a County and a Roman Catholic school. Then the Development Corporation confirmed their intention to proceed with the development of this area and asked the Education Department to decide the starting date of the schools on the basis of their schedule of house-building activity. They also justified the location of school number (33), arguing that this location must be considered in relation to the extension of the Designated Area to the north. It must be added here that even in this regard the site of the school is extremely unsuitable for a primary school as it is in a triangle surrounded by three major roads.

In September 1975, a critical point was reached in relation to the Whalleys schools. In a letter sent to the County Surveyor, the Chief Education Officer points to a misunderstanding in the proposed size of educational requirements between the Development Corporation and the LEA. The Development Corporation's estimate was for two 2-form entry schools while the Education Department thought they had proposed two 1-form entry schools in addition to a proposed 1-form entry County school adjacent to the Roman Catholic school number (27), i.e. on site number (31). The County Estate Surveyor was asked to draw the Development Corporation's attention to this discrepancy.

The Chief Education Officer also informed the Chief Architect and Planning Officer of the Development Corporation and put forward three alternative ways of reducing the total proposals:-

- (a) By halving the extent of each of the two proposed sites,
- (b) By deleting site number (33) and using site number (32) for two 1-form entry schools,
- (c) To give up site number (31) and make provision for 3-forms of entry in Whalleys.

In November, 1975, the Chief Education Officer asked for a further meeting with the Chief Architect and Planning Officer of the Development Corporation. But the Education Department was notified of the submission, under Section 6(1), of the Whalleys proposals to the DoE, including the deletion of site number (33). At the same time the LEA were warned that by deleting a 2-form entry school site about 6 acres of land would be added to the housing development, which would mean additional primary school requirements.

The Roman Catholic authorities were then asked to agree to the deferment of their Whalleys school from the 1975/76 School Building Programme because:-

- (a) House-building in Whalleys had not proceeded as planned, and
- (b) Cuts had to be made in the educational budget.

The Education Department's decision was to postpone the two Whalleys primary schools to the 1976/77 School Building Programme. But, later in November 1975, the Education Department received fresh information about the Development Corporation's programme for Whalleys. From this it was obvious that completion was not to be expected in Whalleys until 1979/80. This information affected the programming of the two proposed Whalleys schools even further.

The Education Department decided not to report this to the Education Committee for a few months until the issue of development in Whalleys became clearer. This decision was taken mainly in order to secure an exchange on the Schools Building Programme of the Whalleys schools with a project elsewhere in the County, for it was the Education Department's view at that time that the two schools in Whalleys would only be deferred for one or probably two years, rather than be cancelled altogether.

In March 1976, the Lancashire County Education Department made a

brief reassessment of the situation throughout Skelmersdale. In fact the Education Department had been surprised by the drastic change in the situation within Skelmersdale in a short period of two years, i.e. during 1974-1976. In a note, the Education Department points to the fact that in about 1974 they were struggling and desperately searching round for temporary accommodation to be added to Skelmersdale's schools. But during 1974-1976 their School Building Programme progressed more quickly than the Development Corporation's housing programme, which slowed down very sharply in response to the difficult employment situation in the New Town. The LEA did not put the blame on the Development Corporation's forecasts and noted that in any case over 8000 houses had been built during the ten year period of 1965-1975.

It seems that up to this date, in spite of some delays in the progress of house-building and/or house occupation in Skelmersdale and despite the fact that the frequency of the disruptive events was fast and unexpected, given the Development Corporation's optimism in regard to their target figures, the LEA preferred to keep on with their School Building Programmes rather than to defer them.

But at the stage when there were surplus school places throughout Skelmersdale, as well as a redundant primary school, the LEA became more cautious in terms of school building. It was in June 1976 that the Education Committee and the DES made changes to the County's School Building Programme for 1976/77, when the two Whalleys schools were deferred indefinitely.

In May 1978, corresponding to the reduced population target for Skelmersdale, the Development Corporation prepared population projections for the Cobbs Brow area as well as the other areas (figure 4.15). The population projections for the Cobbs Brow area included the three areas of Ashurst, Whalleys and the site of the secondary school number (VI).

- (a) Buying of the lands reserved for the County Council's future needs when the Development Corporation would be wound up, and
- (b) Determining the likely County service projects and their associated site requirements.

In fact, based upon the Development Corporation's 1978 population projections and assuming an age-group of 15/1000 population for both primary and secondary schools, the Education Department had calculated a need for a total of 30-forms of entry for the (revised) target and ultimate population of Skelmersdale. The problem was that at that time there were a total of 34-forms of entry available throughout the New Town. This estimate thus reduced the amount of future school building for the northern parts (i.e. the Cobbs Brow area).

The Education Department, therefore, reached the following decisions:-

- (a) To release secondary school site number (VI).
- (b) To release primary school site number (33).
- (c) To retain secondary school site (VII), south of school number (III).
- (d) To release school site number (31).
- (e) To retain site number (30), in spite of the fact that the LEA had no firm proposal for this site.
- (f) To retain site number (X) for Phase 2 of the College (i.e. number (VIII)), although the LEA had estimated that there would not be a need for this project within five years (i.e. 1978-1983) and also there were plans to use the top floor of the Public Library for the future development of the College; and
- (g) To retain the site allocated for Phase 3 of the Roman Catholic secondary school number (V).

During 1979, as a result of the restrictions on public expenditure and the curtailment of the New Town's programme even further, the

The LEA's estimate was that, ignoring the population increase as a result of housing development on the previously allocated secondary school site, the three existing primary schools numbers (25), (26) and (27) in addition to the proposed Whalleys school number (32) would be sufficient for the whole Cobbs Brow area. The increase of population as a result of development on the secondary school site would require another 1-form entry primary school.

A meeting was held in November 1978 with the aim of clearing up a number of uncertainties about long-term County Council land requirements in the Skelmersdale area in the light of the New Town's reduced target population. This was also important in view of the then recently declared date for the winding up of the Development Corporation (i.e. 1983). This meeting was attended by the following:-

- (a) Two Officers of Lancashire County Planning Department,
- (b) Three Officers of Lancashire County Estates Department,
- (c) One County Surveyor,
- (d) One Officer from the Social Services Department of Lancashire County Council,
- (e) One Officer from the Treasurer's Department of Lancashire County Council,
- (f) One Officer from the Probation Department of Lancashire County Council,
- (g) One Officer from the Lancashire County Education Department (the Officer who was present in most meetings with the Development Corporation),
- (h) Deputy Chief Planner of the Development Corporation, and
- (i) Principal Planning Officer of the Development Corporation.

In general terms, the issues raised at this meeting can be divided into two categories:-

Development Corporation asked the County Estate Surveyor of Lancashire County Council whether the LEA intended to reappraise their previous programme of future site requirements in Skelmersdale. At that time the Education Department had no intention of making any changes to their programme.

In April 1979, the Education Department, through the County Planners, were informed of the Development Corporation's revision of their 1978 projections. The result of the revision was a further reduction of the projected ultimate population of the Cobbs Brow area. Consequently, the County Planner came to the conclusion that there would be no need for two new schools in the Whalleys area.

Again in April 1980, the Chief Architect and Planning Officer of the Development Corporation approached the County Planning Officer to inquire about the Education Department's intentions. It was pointed out that the Development Corporation faced a problem in relation to maintaining recent sites for indefinite periods without firm commitments on the part of Lancashire County Council. Their suggestion was the allocation of the sites previously owned by or reserved for the Education Committee to other County uses within the New Town, such as the Probation Service Office or a home for the elderly.

Effects:

The decision to defer or to postpone primary school buildings was taken during the post-1976 period. This was the period in which the last housing estate of Skelmersdale was programmed to be developed. The public expenditure cuts, the uncertainties inherent in the private housing sector and industrial development, (given the closure of Skelmersdale's three leading industries) were the factors that caused further deferments of house-building schemes and hence the deferment or total cancellation of school building projects for the remaining parts.

Whatever the reasons for the long procedure for approval of the Development Corporation's plans and programmes, any change in these plans and programmes affects the activities of the LEA even more. This is due to the more flexible response of housing programmes to sudden changes whereas it takes about three years for a school to be planned and built. Moreover, the decision about the programming of a school has to be taken on an annual basis and if a school is omitted from one programme, it is usually twelve months before there is again an opportunity to put it into the next programme. Because of this the LEAs are usually reluctant to make a quick decision about the deferment of a school.

One important fact revealed here was the lengthy process of decision-making in regard to the schools that were ultimately deferred. Because no formal machinery was established between the LEA and the Development Corporation for the purposes of planning the educational facilities, with events such as the change of the Chief Officers their method of contact would also change and information gaps would appear. From the above review it was observed that as a result the planning process became lengthy, their contact became even more indirect than it was before (i.e. through the County Planning Department), and misunderstandings arose between the two authorities.

4.6.4 The Secondary Education Structure of Skelmersdale New Town

Throughout the period 1962 to 1980, the major issues within secondary education provision for Skelmersdale were found to be "the Organisation of Secondary Education", "the expansion of educational facilities", "the 16-19 age-range provision" and "the advent of surplus secondary school places" in the New Town. The first three decision areas were highly correlated. The latter is related more to the changes

in the development programmes of the New Town than to changes in the education system.

4.6.4.1 Decision/Problem Area (G): The Organisation of Secondary Education

The formulation of secondary school proposals for Skelmersdale depended upon the form of secondary education organisation for the New Town. The final decision in this regard rested with the Education Committee (in reality with the ruling party of the Council) and until this decision was taken the measures adopted by the County Education Department were confined to proposing alternative courses of action.

Decision-Making Sequence:

The Education Department's first step was to estimate the New Town's ultimate need for secondary school provision. Based on the Basic Plan's long-term population target of 90000 and assuming 20 pupils per 1000 population for each age-group, the LEA estimated the ultimate secondary school requirements to be 60-forms of entry.

On the basis of adopting two different assumptions about the form of secondary education organisation, two sets of proposals were worked out.

Assuming a system of comprehensive schools, it was estimated that a total of eight schools would be required, divided into four 7-form entry and four 8-form entry schools.

On the assumption of a selective system of secondary education the LEA's estimates were different. They estimated that 15-forms of entry of Grammar schools and 45-forms of entry of Modern schools would be needed in order to complete the total estimated 60-forms of entry for the whole town. According to this, eight 6-form entry Modern schools and four 4-form entry Grammar schools were proposed.

For site requirements, too, the LEA suggested different alternatives, as follows:-

- (a) Four sites of 30 acres each plus four sites of 24 acres each,
- (b) Four sites of 30 acres each containing a 4-form entry Grammar school plus a 6-form entry Modern school or an 8-form entry Comprehensive school,
- (c) Four sites of 24 acres each containing a 6-form entry Modern school or a 7-form entry Comprehensive school.

Compared to the minimum standards for secondary schools as set by the DES, the LEA was suggesting relatively more land.

One problem to be solved when proposing secondary education requirements for Skelmersdale was to decide about the number and forms of entry of the Roman Catholic schools. Different assumptions about the proportion of the Catholic population gave different numbers of Roman Catholic secondary schools.

On assumptions of 25.0 per cent RCs	=	one 8-form entry plus one 7-form entry school
On assumptions of 30.0 per cent RCs	=	two 8-form entry schools
On assumptions of 35.0 per cent RCs	=	three 7-form entry schools
On assumptions of 40.0 per cent RCs	=	three 8-form entry schools

Note: RC = Roman Catholic

In the early days, a barrier to the achievement of a unified solution to secondary school questions within the whole Designated Area of Skelmersdale was its division between two Divisional Executives with two differing policies towards secondary school organisation.

Lancashire County Council preferred the secondary school organisation of Division 13. The Divisional Executive of District 11 had opted for separate Grammar and Modern schools when they had previously considered the enlargement of Skelmersdale as an overspill scheme and

the LEA expected that they would do the same when considering the development of Old Skelmersdale as part of the New Town. On the other hand, this Division favoured a system of large secondary schools while the Education Committee was not in favour of large schools, especially as a result of observing the experience of Crawley New Town in terms of campus arrangement difficulties.

Given this divergence of policy between the two Divisions the LEA, as early as 1963, anticipated that a conflict would arise. Accordingly, a joint meeting composed of the representatives of the Divisional Executives and the LEA was arranged in order to discuss secondary school proposals for the New Town and to reach an agreement about the general arrangement of secondary education.

Later, because of the need to provide the first secondary school in Skelmersdale, an urgent decision was needed for the organisation of secondary education. But it was the transfer of the whole of the Designated Area to Division 11 that resolved the problems arising out of this divided situation.

For Skelmersdale, the provision of secondary schools was necessary and urgent because the only existing school was the Secondary Modern school number (1) (figure 4.2), which was small enough to be adapted as a primary school if necessary. So, in regard to secondary education reorganisation, the situation then was that reorganisation would not involve any extension or any change to existing schools, except that decisions had to be made about the kind and nature of future schools that were yet to be built.

In another attempt, the LEA worked out four alternative ways of organising secondary education in Skelmersdale. The first proposed option was to divide the whole system into four campus areas each containing:-

- (a) One 4-form entry Grammar, one 6-form entry Modern and one 5-form entry Modern schools, or
- (b) One 3-form entry Grammar and two 6-form entry Modern schools.

The second proposed option involved dividing the whole area into six campus areas, each containing one 10-form entry general school. The third proposed option was again for four campus areas each containing one 7-form and one 8-form entry general secondary school (with some combined provision for the 16-18 age-groups). The fourth proposed option similarly divided the whole system into four campus areas each containing one 8-form entry and one 7-form entry general schools of 11-16 age-range, plus two establishments each linked with the schools on two campus areas and each serving approximately 600 full-time and 1800 part-time 16+ students.

At this stage, the Education Department, without explicitly favouring Comprehensive organisation, pointed to the fact that there were, nationally, arguments against the selective system of secondary schooling.

The first secondary school proposed for the whole of the New Town was a 5-form entry instalment of an ultimate 7-form entry school and this school (i.e. school number (I)) was included in the County's 1965/66 School Building Programme. The opening of this school was to coincide with the closure of the existing school number (1) and its subsequent re-opening as a primary school. In 1964, while this school was included in the County's School Building Programme for 1965/66 and the school site was in the process of definition, the Education Department realised that it was necessary to first reach a decision about the organisation of secondary education in Skelmersdale in order to be able to embark on the detailed planning of this school. In fact without a decision about the organisation of secondary education, the County Architect could not

be adequately briefed on the detailed layout of the site and also the Development Corporation's Architect could not be guided on the general layout of the remainder of the site.

In about April 1964 the LEA came to a final decision about the form of secondary education organisation: a comprehensive system was adopted. Based upon Skelmersdale's proposed final population target of 80000-90000 and an age-group of 1800 children, the LEA's estimated future secondary school requirement was kept unchanged, i.e. 60-forms of entry. The LEA's proposal was to divide this into four campus areas each of approximately 15-forms of entry housed in two 7/8-form entry schools and taking children of 11-16 age-range.

In April 1964, Lancashire's Chief Education Officer asked the DES for their view on the proposals for secondary education organisation in Skelmersdale, before submitting them to Lancashire Education Committee. The DES' view was sought mainly because of the legal complexities of their proposed organisation.

In response, the DES (the Permanent Under Secretary of State) were against schools of 11-16, i.e. education terminating at 16. From the legal point of view, there were some difficulties as it was argued that with this arrangement the school part of the project would escape from the process of statutory notices under Section 13 of the 1944 Education Act. Also, the Schools Regulations, the DES Building Regulations, etc., would not apply if the Roman Catholic authorities would ultimately agree to a joint 16+ college. In this way they would not enjoy religious safeguards under Sections 25-30 of the 1944 Education Act. The DES also pointed to the difficulties of shared facilities between secondary schools and Further Education Colleges.

Effects:

The review of the decision sequences surrounding the organisation of secondary education in Skelmersdale disclosed a speedy and rational process given that there were no existing schools and that the Education Committee were in favour of organising the secondary education system on Comprehensive lines.

The proposed schools were for the age-range of 11-16 with a town-wide sixth form college. With hindsight it can be seen that this arrangement would inevitably be the cause of some lengthy discussions between the LEA and the Roman Catholic authorities concerning the provision of post-16 educational facilities.

With the adoption of a comprehensive system of 11-18 age-range schools, not only could the lengthy discussions between the two authorities be avoided, but also extensive daily travel of the 16+ pupils wishing to attend a Roman Catholic college in neighbouring areas would also be unnecessary.

4.6.4.2 Decision/Problem Area (H): The Expansion of Secondary Education Facilities

Following the decision in 1964 on the organisation of the secondary education system, proposals were made to divide the whole secondary school requirement into four campus sites each of approximately 15-forms of entry housed in two 7/8-forms of entry Comprehensive schools with an 11-16 age-range.

Decision-Making Sequence:

The situation was now ripe for reaching a firm decision about the site of the first secondary school which was included in the County's 1965/66 School Building Programme.

In due course, a meeting was held between the Deputy Chief Education

Officer and the Planning Consultant to the Development Corporation in order to discuss the issues related to secondary and further education in Skelmersdale, especially because of the policy of the Council which was aimed at the development of secondary and further education in conjunction with each other. This policy had necessitated a revision of secondary and further education requirements in terms of numbers and areas of sites. The meeting, therefore, discussed such matters as:-

- (a) The delays to the finalisation of the Basic Plan until Lancashire County Council decided on overall policies.
- (b) The difficulty of finding sites of the right size within the Designated Area suitable for playing-fields without depriving the New Town of its already small area of flat land.
- (c) The need to site the Further Education Complex close to the Town Centre. This would involve moving one of the secondary schools to another location; and
- (d) There was the difficulty in siting college buildings and playing-fields close together, and this needed a decision by the County Council to allow the Further Education Colleges to be placed in the Town Centre with the playing-fields elsewhere, i.e. adjoining the proposed secondary school sites numbers (I) and (II).

Although this meeting was held between the County Education Department and the Planning Consultants the LEA's revised proposals were not yet quite clear to the Development Corporation. Accordingly, the Chief Architect and Planning Officer of the Development Corporation asked the Deputy Chief Education Officer for clarification of the two following issues:-

- (a) Whether the revised arrangements took into account the Government's proposed raising of the school leaving age from 15 to 16, and
- (b) Whether these revised proposals had included the Roman Catholic requirements.

The uncertainty about the Roman Catholic requirements for secondary and further education was shared by the LEA itself in that they had no knowledge of the Catholic authorities' intentions, e.g. whether they would follow a different type of secondary organisation from that proposed for the County schools, or not. A decision was thus needed from both the Roman Catholic authorities and the Education Committee before the Education Department could inform the Development Corporation about the exact form of secondary education organisation in Skelmersdale.

After consulting with HMI²⁷ and the DES, the Education Department was in a position to formulate more precise proposals for submission to the Education Committee.

The resultant secondary education form was the provision of four campus areas for secondary schools, one of which was to be reserved for the Catholic community. Accordingly, a meeting was held between the Officers of the Education Department (the Chief Education Officer and his Deputy) and the Development Corporation officials (two members of the Architect and Planning Department). The aim of this meeting was to discuss the site requirements of these new proposals which by then had been approved by the Education Committee. Nevertheless, a final decision on the form of secondary education still awaited a decision by the Roman Catholic authorities on the form of their schools.

To obtain the Roman Catholic authorities' decision, the Education Department sent a letter to the Liverpool Diocesan Education Officer with the following intentions:-

- (a) To transmit to them the Education Committee's approved Report on County secondary education reorganisation in Skelmersdale.
- (b) To inquire about the Archdiocese's view on Roman Catholic secondary education organisation in Skelmersdale, i.e. whether

they would follow the County pattern or intended to adopt another form for their 16+ educational provision.

- (c) To transmit the LEA's revised secondary and further education proposals for the New Town.

In November 1964, the Deputy Chief Education Officer of Lancashire County Council met two members of the Roman Catholic authority to discuss the organisation of secondary education in Skelmersdale. The Roman Catholic authorities expressed their decision not to share in the sixth form college which the County Education Committee had decided to build on a central site in the town. At this stage their policy was to provide a full age-range of 11-18 secondary schools in the New Town. In terms of their requirements for the number of secondary schools, they suggested the possibility of a need for two secondary schools if the Catholic population build-up was sufficient to require 14 or 15-forms of entry.

A further problem area in relation to the provision of secondary schools emerged in about March 1965 and was recognised by one of the Officers of the Education Department. This problem was caused as a result of the lack of a cohesive programme for the provision of secondary schools in Skelmersdale. This Officer calculated that according to the statistics given by the Development Corporation to the LEA there would be 800 secondary school pupils in the New Town in September 1966 rising to 1400 in September 1967. Compared to the previous set of estimates there would be thus approximately 400 and 1000 pupils more respectively during 1966 and 1967. Judging from Skelmersdale's current housing and industrial development, the Officer concluded that no slow-down in the build-up of school population could be expected.

In fact discussions about the secondary school development had started in August 1963 and it was not until September 1964 that the

Education Committee finally agreed with the Education Department's proposals. The building of the first two County secondary schools were brought forward in December 1964 as a result of the Development Corporation's revised estimates and the subsequent warning by the County Architect that (based on the newly anticipated house-building programmes and population build-up) additions should have been made to the previously approved three year School Building Programme for 1965/66 - 1967/68. The result of subsequent County level deliberations was the inclusion of all phases of the first County secondary school (i.e. school number (I), figure (4.2)), i.e. approval of a 7-form entry school instead of the previously approved 5-form entry school and its inclusion in the 1966/67 School Building Programme.

The schedule of accommodation for the 7-form entry school was finally sent to the County Architect in September 1964. The Education Department's assumption was that the County Architect would be engaged to plan the school, but in early 1965, they discovered that the job had been given to a private architect. After due discussions between the Education Department Officials and the County Architect, the design of the school was made the responsibility of the County Architect's Department. By March 1965, no plan had yet become available from the County Architect's Department for the Education Department.

In response to questions raised, the Assistant County Architect suggested that the Education Department could cope with the delay in the School Building Programme by making temporary arrangements for secondary school provision for a total of 600 pupils. At that time the Education Department's estimate was for a total of 1650 secondary school pupils by 1968 (figure 4.11).

This problem area, i.e. the delay in secondary school building caused by the County Architect, was said by the LEA to be the most

explosive school building problem the Lancashire Education Authority had ever faced".

Accordingly, the Education Officer asked the Chief Education Officer to intervene urgently and apply pressure upon the County Architect. Subsequently, the Chief Education Officer asked for a brief meeting with the County Architect and for a later general meeting composed of the following Officers, to discuss this complex problem:-

- (a) The County Chief Education Officer,
- (b) The County Deputy Chief Education Officer,
- (c) The County Architect,
- (d) The General Manager (or an appropriate colleague) of the Development Corporation (later the General Manager appointed the Chief Architect and Planning Officer with other Officers from the same Department to attend this meeting).

It was at this meeting that the Development Corporation provided the LEA with their revised 1965 primary and secondary school population forecasts (figures 4.10, 4.11). Four sets of projections were produced for both primary and secondary school rolls for the period 1966-1970 (these pupil population estimates were based on the Development Corporation's estimate of 6332 house units to be built by 1970, an assumption of 3.5 persons per household and a pupil age group of 22 in each 1000 of total population).

The Education Department's view was that these forecasts were under-estimates in that they had not taken into account the large size of families in the New Town's exporting areas (i.e. Liverpool and North Merseyside).

Nevertheless to provide for these new figures, the measures taken by the Education Department were threefold:-

- (a) To retain the existing school (i.e. school number (1), figure (4.2)) in use.
- (b) To speed up the building of the first proposed secondary school, or
- (c) To make additions to the previously approved 1964/65, 1965/66 and 1966/67 School Building Programmes.

As a result of the revised forecasts, a member of the Education Department raised the issue of a balance between the provision of Roman Catholic and County secondary schools. The Officer's argument was that even in the event of the lowest estimates, by 1970 approximately 2000 secondary school children would need places throughout the New Town. The problem was that according to the LEA's plans the immediate proposals were for all of these pupils to attend County secondary schools, yet by 1970 a substantial number of these would require a Catholic education.

In an internal letter, the Deputy Chief Education Officer was asked to raise the question of the starting date for the first Catholic secondary school with the Church authorities.

In May that year, a letter was sent to the Diocesan Education Officer giving some information about the Development Corporation's plans and asking about the time-table the Schools Commission had in mind for the construction of their secondary schools. Early information about the Catholic authorities' policies was needed, for if they were willing to start their first secondary school within the period 1965-1967/68 it would be necessary for the LEA to approach the DES for a place on a programme. Also, the LEA would have to contact the Development Corporation to ensure the availability of the necessary site.

In response, the Archdiocese Schools Commission asked for a meeting with the Officials of the County Education Department with a view to an

early start on their first secondary school.

In August 1965, a meeting was held between the Deputy Chief Education Officer, an Officer from the Education Department and the Archdiocesan Education Officer to discuss the provision of Catholic secondary schools in Skelmersdale. The issues raised by the Catholic authority can be briefly listed as follows:-

- (a) The Catholic authorities' main area of uncertainty was the form of sixth form college that would be provided by the LEA.
- (b) The Catholic authorities had objections to the organisation of sixth form college under the primary and secondary school regulations. In such an event they would build their 11-18 age-group Comprehensive schools. Otherwise they asked for a chaplain for the Catholic pupils.
- (c) Should a large number of Catholic pupils come to Skelmersdale, the Catholic authorities preferred to have two single sex secondary schools.
- (d) The Catholic authorities wanted the inclusion of at least an instalment of their first secondary school on the 1967/68 Programme which was soon to be submitted to the DES.
- (e) The Catholic authorities expressed their problem in choosing an architect and asked for the help of the County Architect.
- (f) The Catholic authorities were advised by the LEA Officials to provide the sketch plans for their first secondary school as a 7 or 8-form entry school.

In response to the Education Committee's additions to the School Building Programmes 1965-1968, the Secretary of State for Education, in July 1965, did not approve the proposals. But he did approve the inclusion of secondary school number (I) to its full 7-form entry size for the 1966/67 School Building Programme instead of the LEA's proposed

1965/66 Programme.

The Education Department's policy was to keep a flexible secondary school arrangement by including in their programme for 1968/69, two 8-form entry schools for the 11-16 age-range. These could then be varied to be one 8-form entry County and one 7-form entry Roman Catholic school.

During 1968, the 4-form entry phase of an ultimate 7-form entry Roman Catholic school number (III) (figure 4.2), i.e. the first Catholic school to be built in Skelmersdale, was approved by the Education Committee for inclusion in the 1969/70 Programme. But this school was not approved by the DES as part of the 1969/70 Starts Programme.

At the same time there was great pressure on the nearest available Roman Catholic secondary schools in neighbouring areas (i.e. Ormskirk and Orrell). By then the first County secondary school to be built in the New Town (i.e. school number (I)) was in operation and the second County school (i.e. school number (II)) was under construction. These two schools were to provide over 2000 places by September 1969. The LEA's estimates were that by 1971 the number of secondary school pupils requiring places in these schools would not be more than 1400, especially since by that time the Roman Catholic school (number (II)) would also be completed.

Accordingly, the Divisional Education Officer recommended to the County Education Department (at the suggestion of Liverpool Archdiocesan Schools Commission) that the Roman Catholic school (number (III)) should be temporarily established in part of the premises of County secondary school number (II). In October 1968 the Education Committee approved this proposal as a short-term measure. The Roman Catholic secondary school was then conducted partly in the premises of County secondary school number (II) and partly in the Junior block of the Roman Catholic

school number (15) (figure 4.2). The LEA considered that if the Catholic authorities did not establish their school in the accommodation rented from the LEA, then the Education Committee would be responsible for providing accommodation for the children concerned. The LEA estimated that the use of rented accommodation for Roman Catholic secondary school students would extend for about four years. This was due to the fact that this secondary school proposal was rejected by the DES and the LEA expected that it would be included in the 1970/71 Starts Programme and the earliest date for its completion and occupation would be September 1972.

Nevertheless during 1969 the DES approved the LEA's proposal for the inclusion of the first Roman Catholic secondary school in the County's Start List for 1970/71. But it must be added that it was after the approval of this project that the Liverpool Corporation reviewed their overspill programmes and this caused the LEA to amend their Starts Programme as a whole.

The LEA estimated that at the beginning of school year 1972/73 there would be 615 students on the roll of the first Roman Catholic secondary school (i.e. school number (III)), rising by about 96 during that year. Thus it was considered that there would be a need for temporary accommodation. The Roman Catholic authorities plans, pending the approval of the Education Committee, were to place the first year pupils and the majority of the second year's (i.e. about 310) in the Junior department of Roman Catholic primary school number (15) and to place the balance of the second year and the total of the third, fourth and fifth year students in the first phase of the new Roman Catholic secondary school. These temporary measures were to last about one year as the whole of the new school (number (III)) was to be ready by September 1973.

The two other secondary schools i.e. numbers (IV) and (V), one County and one Roman Catholic school, were opened in 1975. No important reference to the planning processes of these two schools could be traced in the Education Committee and Sub-Committees' Minutes, or the Education Department's files. This could have been because the processes were less problematical, or the lack of the coverage of the processes in the Minutes and files.

Effects:

After finalising the issue of the organisation of secondary education in Skelmersdale, the LEA was faced with two major decision areas before embarking on the provision of secondary education facilities in the New Town. The first was to determine the proportion of the proposed schools between the County and Roman Catholic sectors. The second, related to the first, was how to programme the building of each of these schools.

It was observed that for about six years, i.e. during 1963-1969, the LEA and the Roman Catholic authorities became so engaged in discussions concerning these two decision areas that they did not review the overall situation in the New Town to decide whether there was still the need for the originally proposed 60-forms of entry.

The division of secondary school system into the two sectors of County and Roman Catholic was detrimental to achieving a coherent solution to the secondary education question. The unwillingness of the Roman Catholic authorities to share facilities with the other sectors resulted in lengthy discussions as well as the over-provision of both County and Church schools.

4.6.4.3 Decision/Problem Area (I): Provision of Educational Facilities for the 16-19 Age-Range

The provision of post-compulsory educational facilities is outside the scope of this study, but for Skelmersdale the importance of the review of this issue stems from the observed close correlation between the decisions surrounding the organisation of secondary education, the expansion of educational facilities and the provision of educational facilities for the 16-19 age-range.

Decision-Making Sequence:

In 1965 the organisation of secondary education in Skelmersdale was confirmed to be for 11-16 age-range Comprehensive schools. Accordingly, it was decided to allocate at least two of the originally proposed eight schools to the Roman Catholic Community. This proposed organisation required decisions to be taken about the education of the 16-19 age-range, both for County and Roman Catholic provisions.

In July 1965, the Education Department sent a letter to the DES describing the process of decision-making in regard to the organisation of secondary education in Skelmersdale. This was a measure to try to solve the dilemma of County versus Catholic secondary school provision. Two alternative courses of action were put forward to the DES for their advice.

The first alternative was the setting-up of the College of Further Education under Further Education Regulations (in accordance with Section 41 of the 1944 Education Act). The second alternative was the acceptance by the Education Committee of the terms of Section 26 of the same Act and allowing freedom of access to the College by the clergy and priests of any denomination.

The DES Officials unofficially agreed the second alternative as the best solution, subject to the acceptance of the Education Committee.

Accordingly, the Roman Catholic authorities were informed of the Education Department's perceived alternatives and the DES' views, and their opinion of this option was sought in order to enable the County Education Department to submit their proposals to the County Education Committee.

In response, the Liverpool Archdiocesan Schools Commission stated that a decision on such a matter was of such importance that there was a need for consultation with the Archbishop of Liverpool. As the Archbishop was then in Rome, the Schools Commission asked for a delay of three weeks to reach their decision. But as the Roman Catholic authorities gave no reply after this period they were again approached by the Education Department. In reply, the Roman Catholic authorities asked for the inclusion of the proposed arrangement in the instruments of the Government of the College. This was rejected by the LEA, but they assured the Catholic authorities that continuous representation of the Catholic church would be maintained.

After the consultation between the Archdiocesan Education Officer and the Archbishop, the Education Department was informed that due to the Archbishop's concern over several matters in regard to the provision of education in Skelmersdale, he wished to have a meeting with the Deputy Chief Education Officer. But before this meeting could be held, the Education Department was informed that the Archbishop had decided against the Education Authority's proposal in regard to the sixth form education and that he wished to cater for Catholic children in Catholic schools throughout their secondary education phase.

But the taking of this decision by the Roman Catholic authorities did not solve the LEA's problem, because the ultimate size of the County college would be affected by the nature of the provision for the Junior college which the Diocese would provide for the Roman Catholic 16+

students. Therefore the Catholic authorities detailed proposal was needed before the Education Authority could embark upon their plans. Accordingly, the Education Department put forward two alternative courses of action to the Catholic authorities, as follows:-

- (a) The first alternative was that the Catholic authorities could go ahead with their proposed 11-18 secondary schools, although the Education Authority was of the view that separate secondary school systems for Catholic and County schools (in terms of their age range) would not be attractive to the people.
- (b) The second alternative was that LEA could design their Junior college in such a way that it could be extended to house Catholic pupils, if needed.

In fact the Education Department's impression after correspondence and telephone conversations, was that ultimately the Catholic authorities would decide against the building of a Junior college for the whole of the 16+ students in Skelmersdale unless they could secure for themselves greater concessions than the LEA was prepared to consider. On the other hand, the Education Department's view about the size of the college was coloured by Crawley New Town's experience. Seventeen years after its designation and with a population of 60000-70000, Crawley had only 400 sixth formers in 1966 with a further 200 in a College of Further Education. Based on Crawley's experience, the Education Department estimated that the Skelmersdale college, even including the Catholic students, could not reach the planned number of 600 full time students even in fifteen years' time.

By 1976 there were three 11-16 age-range County secondary schools and two Roman Catholic secondary schools and another County secondary school was also at the planning stage. Altogether, there were 24-forms of entry (720 pupils a year) compared with the original estimated need

for the provision of approximately 40-forms of entry (1200 pupils a year). There were thus 480 pupils less each year than were originally expected. These reduced expectations also had their own effects upon the provision of sixth form colleges.

The County schools were to feed into a sixth form college within Skelmersdale and the Catholic schools of the New Town (together with four other Catholic secondary schools outside the New Town) were to feed a college which was located outside Skelmersdale.

The proposals made by the Education Authority to the DES for the inclusion of the sixth form college in a School Building Programme was made on this basis. The first phase of the college to accommodate 300 students started in September 1974 and it was due for completion in Easter 1977. Before embarking upon the second phase, the LEA undertook a reassessment anticipating that growths of population in Skelmersdale would not materialise as previously envisaged and that the number of 16+ students also would not match the forecasts made at the planning stage. The original estimates were that from 1800 pupils about 15.0-20.0 per cent would remain in full-time education after the age of 16 and that this would produce 180-240 sixth form pupils per year. It was according to these figures and the assumption that a number (unspecified) of Catholic pupils would wish to attend County sixth form colleges, that the college was planned for an ultimate size of 500-600 places.

The Education Authorities' reappraisal of the original proposals resulted in the submission of three alternative schemes for consideration by the Education Committee. The first alternative was for the opening of the college as a wholly independent institution. The second alternative was for the opening of the college as an annexe to the secondary schools numbers (I) and (II). The third alternative was for the opening of the college as an independent institution on the basis of sharing staff, in

the short-term, with the neighbouring secondary schools. In March 1976 the Education Committee approved the opening of this college as an independent institution. The Roman Catholic authorities were again approached by the LEA about the possible attendance of Catholic students, but at this stage their views were not firm. It seems that later they did not agree with this proposal and continued with their previous arrangements.

From 1977 onwards, within the whole range of Lancashire Education Committee's responsibility, concern for the 16-19 age-group provision found high priority as a result of the increasing number of young unemployed as well as being a reflection of the national trend.

Although the advent of falling rolls hit the County about 1976 and Skelmersdale New Town area about 1979, it was a relatively distant problem for the 16-19 age-group provision and the County Council's policy after 1980, became the avoidance of the duplication of courses and the establishment of small teaching groups.

District 8 of Lancashire, which contains Skelmersdale, has three ways of providing for the education of sixth formers, (a) a sixth form college in Skelmersdale, (b) two 11-18 age-range Comprehensive schools in Ormskirk, and (c) sixth form colleges in the neighbouring areas. There is no Further Education College in Skelmersdale and this district is served by the Preston College of Technology.

This district had two attributes in regard to its young people. First, was that it has had a high staying on rate (after compulsory school age) of about 40.0 per cent. This can be seen in the rising number of students on roll in Skelmersdale College which was opened in 1977, though for some time the sixth formers could attend the secondary schools until the college was actually built. The second was the high unemployment rate in Skelmersdale. Given this, when a severe curtail-

ment of the original plans for its development meant that the proposal for the sixth form college had to be reconsidered, the Education Committee expressed its view that there was a commitment to the community and that the sixth form college should be opened under schools regulations and share some staff with the neighbouring schools. The Council's view, in general, was that this college could contribute to the lowering of unemployment among school leavers if only in the short run.

The proposals for the future of this college included one put forward by its Governors. They proposed that the college should be given Further Education status. The LEA's view on this proposal was that although it could be considered as a contribution towards the special needs of Skelmersdale arising from its high unemployment,²⁸ the possible implications had to be considered with care. The General Purposes Sub-Committee of the Education Committee advised the Committee not to approve the proposal but instead suggested that any proposal for the development of courses could be considered on an individual basis.

Effects:

The issue of the provision of educational facilities for the age-range of 16-19 became problematic and crucial in Skelmersdale because of the LEA's decision to build Comprehensive schools for the age-range of 11-16 rather than full age-range of 11-18. The problems also arose as there was a demand by the Roman Catholic authority for separate sixth form provision.

This review indicated the multiplicity of decision-makers in the education service. It was seen that the attempts by the LEA to reach an economically sound and quick solution to the question of the provision of educational facilities for this age-range were hampered by the Roman Catholic authorities unwillingness to share provision with the County

and that the decision on the Roman Catholic side was a long process as it had to pass through a number of channels, finally to be taken by the Archbishop himself.

Through this review it was also possible to observe that in the absence of a formal joint machinery between "all" the relevant authorities there could be misunderstandings and lack of co-operation between some of the participating bodies during a specific decision-making process.

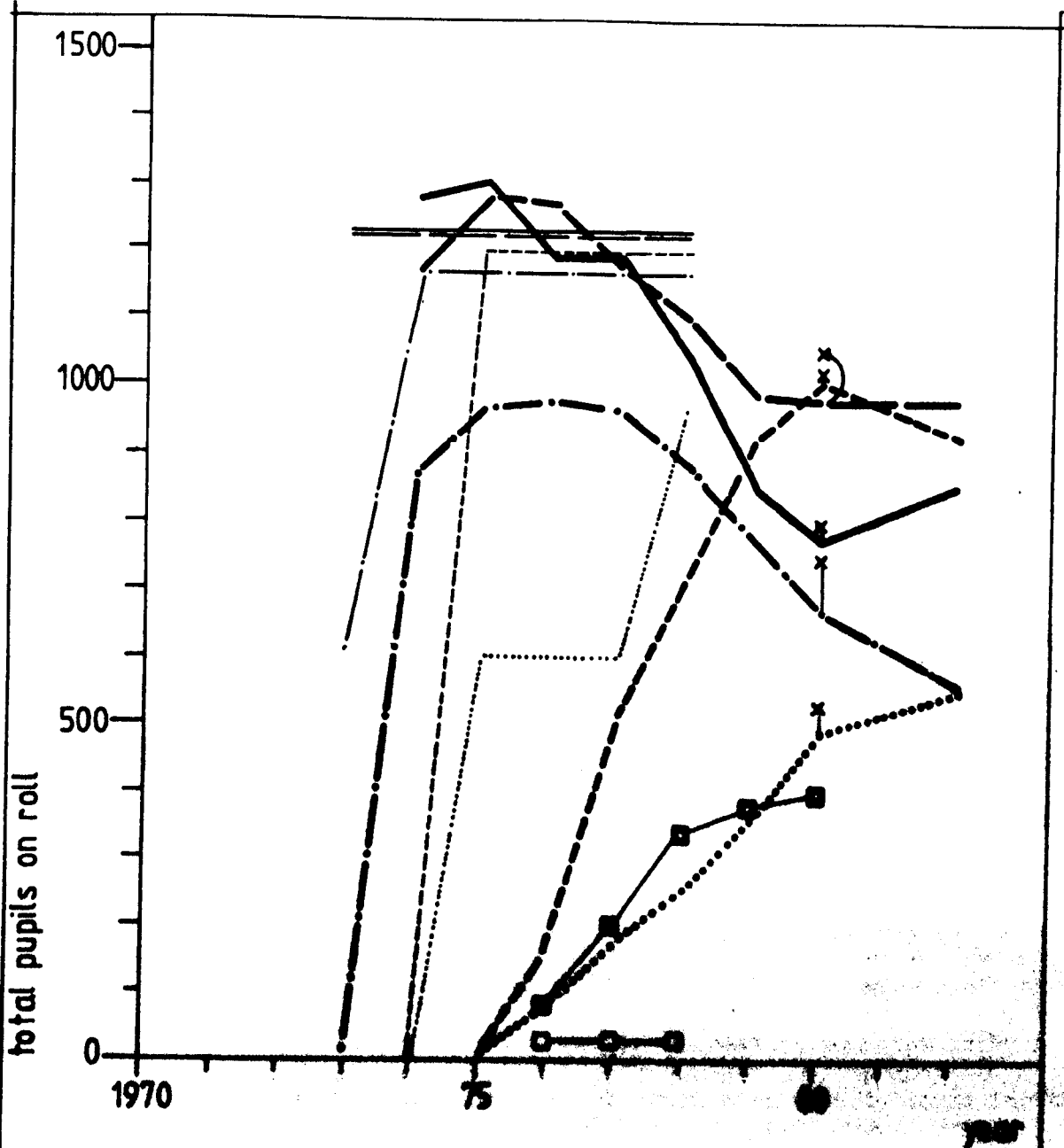
4.6.4.4 Decision/Problem Area (J): Under-Occupation of Secondary Schools

Figure (4.22) shows that most of the five secondary schools within Skelmersdale were under-occupied at 1980. Not only were the originally proposed eight secondary schools no longer needed but the latest built Roman Catholic school number (V) could not be extended to its proposed full size.

Within the County this problem, in relation to primary schools, had appeared in about 1974. For secondary schools the rolls throughout the County showed a marginal fall in 1979 for the first time. The LEA's expectation was that there would be no significant downward movement in secondary school rolls until 1983/84.

In 1980/81, as a result of the incremental difficulties for the New Town's development and falling primary and secondary school rolls, the LEA embarked on a review of the education structure of Skelmersdale. The first Report which was due in late 1982 was to discuss the primary education situation as well as projecting the primary school population of the New Town up to 1985, giving special reference to falling rolls. For the secondary school structure, the LEAs intended to prepare a similar Report during 1983.

In 1982, the LEA estimated that the surplus secondary school places



FIGURE(4.22):The Actual & Expected Changing Rolls in each of the Five Secondary Schools & One College.

KEY:				actual	expected
County	Secondary School	number	(I)	—————	—————
County	"	"	(II)	— · — · — · — · — ·	— · — · — · — · — ·
Catholic	"	"	(III)	— · — · — · — · — ·	— · — · — · — · — ·
County	"	"	(IV)	— · — · — · — · — ·	— · — · — · — · — ·
Catholic	"	"	(V)	·····	·····
Sixth Form	College			■ — ■ — ■	□ — □ — □
x actual school places					

in Skelmersdale would reach a figure of approximately 1600 by the year 1985. This figure means that there will be a whole secondary school surplus to the area's need by that year. In order to cope with the problem, one option currently considered by the LEA is the amalgamation of two schools numbers (I) and (II) that share the same site, with the intention of closing one in the longer-term. But the problem of achieving this decision relates to the design of the two schools, in that the school facilities are concentrated in one block and teaching space in another which makes it impossible to completely close one block.

Effects:

The under-occupation of secondary schools is a very recent problem within Skelmersdale compared to primary education and it has not yet reached its peak. Nevertheless, if the economic situation of the New Town continues to display the same trends as the past few years the secondary schools will undoubtedly become even more under-occupied.

As this problem is primarily related to the curtailment of the New Town's development programmes rather than falling birth-rates, the solution to this problem must be found in increasing momentum in housing and industrial growth. Otherwise alternative uses must be found for the redundant school buildings.

SECTION 4.7SUMMARY AND CONCLUSION

At present the most important problem areas within the education structure of Skelmersdale are, firstly, the existing and the expected continuation of the under-occupancy of the majority of its primary and secondary schools (the LEA's latest estimate is about 8-10 form entry surplus primary school accommodation and about 1000 surplus school places by mid 1980's) and, secondly, the redundancy of a newly built primary school in the town.

The review of the processes of planning the educational facilities in Skelmersdale since its designation can shed light on the underlying reasons for the creation of such problems. These reasons can be grouped into two categories, one related to the overall development processes of the New Town and the other the more technical factors at the Development Corporation, the LEA, the Central Government, and the Church authorities levels.

- (a) A contradiction can be found in the Government's policy and attitude towards New Town planning in general and Skelmersdale in particular. This is said because while the provision of a public facility such as a school for the anticipated incoming population is the legal duty of the Local Authorities and while the DES gives prime priority to "basic-need" provision, the Government gives no guarantee as such for the provision of jobs and houses, at least during the planned expansion period of a New Town. This contradiction causes insoluble problems for the education service in that schools are planned, committed and built much in advance of the creation of jobs and the building of houses. With the curtail-

ment of the New Town's development programmes, the newly built schools become redundant soon after opening or even before their actual opening. The gravity of the problem lies in the fact that while it was policies of the Government and the activities of the Development Corporation that caused this problem for the LEA, the former group have no legal obligation towards solving the problem and the burden falls solely upon the LEA and the County Council.

- (b) The technical reasons go back to the planning methodology adopted by the LEA and the Development Corporation throughout the period under review. The LEA adopted the policy of building the schools in advance of the actual need for them. This was partly because of their faith in the steady growth of the New Town, and partly because of a situation that existed within the system of approval of the LEA's building programmes by the DES. If, as a result of a sudden change in the Development Corporation's house-building programmes, the LEA realised that a school should be postponed for one or two years they were usually reluctant to do so, as this would involve starting the whole lengthy process of approval by the DES once more and the LEA could lose the project and its allocation for some years.

Three factors can be defined that were not taken into account by the LEA when planning the educational facilities for Skelmersdale. These were, firstly, the possibility of decline in the New Town's development, secondly, the decline in the birth-rates and, thirdly, the use of temporary accommodation which would prevent the building of the many permanent schools in the New Town.

Generally speaking, throughout the period since the preparation of the Basic Plan of 1964 for Skelmersdale, no comprehensive review of the situation was made by the LEA.

Another technical problem could be found in relation to the Development Corporation's planning methodology. Firstly, the Development Corporation has not yet undertaken any comprehensive and town-wide review of the situation after the preparation of the Basic Plan, 1964. Although more detailed plans were prepared for the development of the individual housing estates these attempts were piecemeal, incremental, ad hoc and unco-ordinated. Their more recent plans and reviews are mainly in a schematic form unaccompanied by a written statement. This approach has created uncertainty in the minds of the County Council Officers about the Development Corporation's actual plans and programmes for subsequent stages. The Development Corporation also adopted a piecemeal approach towards the preparation of population and housing estimates and their reviews. This attitude can, to an extent, be related to the difficult circumstances after 1975. Since then, they have had to provide revised projections at frequent intervals usually at short notice.

During the growth period of Skelmersdale, the flow of information from the Development Corporation to the LEA was more or less on a regular basis. This was done, not through the medium of a joint machinery, but through the Development Corporation's published annual reports and surveys and also on an informal monthly basis. Given the changed situation after 1974/5, i.e. with the curtailment of development and with no school being built since about 1975, the authorities had felt no need to keep up their routine contacts. But such contacts must not be just during the growth period as it was the accumulation of problems created during both growth and decline periods that remain to be solved during a decline period and by the LEA alone.

The lack of a formal joint machinery for planning educational facilities in Skelmersdale has created a situation in which the Develop-

ment Corporation, the LEA, the Church authorities, etc., faced such problems as the inappropriate nature of the information transmitted, misunderstanding between the relevant authorities, lengthy correspondence and late information upon the other groups' plans and policies. This occurred mainly because the two main authorities, i.e. the Development Corporation and the LEA, had indirect contacts most of the times, e.g. in the early stages it was through the County Architect and the County Surveyor and later it was through the County Planner.

In order to review and analyse the case of Skelmersdale, an attempt has been made, in the form of a chart, to single out the major issues within the primary and secondary education structure of the New Town, to define the constraints and/or uncertainties upon each issue and to explore the methods and measures adopted by the authorities to tackle each set of problems. The purpose is to set forth a picture of the whole situation in order to be able to suggest alternative options to what has been done so far and what is to be done in the near future by the relevant authorities (Table 4.8).

Table (4.8): SUMMARY AND CONCLUSION, SKELMERSDALE NEW TOWN

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(A) Improvement/ Replacement of Primary Schools.	1) Central Government's low priority for improvement/ replacement as against "basic needs". 2) Uncertainty about the proportion of incoming population requiring denominational education. 3) Uncertainty about the DC's house building programme.	1) Priority given to replace church schools. 2) Using the old schools temporarily before their demolition.	1) Proportionately, the church schools have become more concentrated in the older areas than in the recently developed areas.	1) If accepting the rationale of division of the education system into county and church schools, the building of church schools must be planned on a town- wide basis rather than a district basis.

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(B) Expansion of Primary School Facilities	<p>1) The New Town's development programmes.</p> <p>2) LEA's consequent uncertainty about the DC's population build-up and housing policies and programmes.</p> <p>3) The DC's optimism about the steady growth of the New Town.</p> <p>4) The LEA's high rate of reliance on the DC's estimates and optimism.</p> <p>5) The DC's requirement from the LEA to build schools in advance of need as a measure to attract industry and households to the town.</p>	<p>1) Building schools in advance of need.</p> <p>2) Not using temporary accommodation for peak demand.</p> <p>3) Establishment of joint meetings with the DC and their planning consultants at the county level during the pre-Basic Plan preparation period.</p> <p>4) the contact between the LEA, the DC and the church authorities through ad-hoc meetings, letters and telephone conversations.</p> <p>5) No significant contact between the LEA and the DC since about 1976.</p>	<p>1) Surplus primary school accommodation throughout the town.</p> <p>2) One wholly redundant primary school building.</p> <p>3) Given (1) and (2) above, at present some schools are overcrowded.</p> <p>4) Lengthy decision-making processes through meetings and letters.</p> <p>5) Misunderstanding between the involved authorities.</p> <p>6) Process of planning in one authority without the knowledge of the other groups.</p> <p>7) Indirect contact between the authorities.</p>	<p>1) Guarantee given by the Government to provide jobs and houses for a New Town throughout its development period.</p> <p>2) A legal obligation by the DC towards the County Council.</p> <p>3) Preparation of a comprehensive plan for education in relation to industrial and housing plans and programmes and its regular review.</p> <p>4) If accepting the existence of DC's in general, a formal legal joint machinery between all the involved authorities must be established.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(B) continued	<p>6) Schematic and incremental plan prepared by the DC creating uncertainties for the LEA.</p>	<p>6) Reluctance of the LEA to postpone a school as this would involve re-starting the whole lengthy process of approval by the DES.</p> <p>7) When planning for expansion the LEA (or the DC) never considered the possibility of the decline of SNT development or of the birth-rate.</p>		

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(C) The Under- occupation of Primary Schools	<ol style="list-style-type: none"> 1) Government's restraining policies on New Towns. 2) National economic difficulties. 3) Closure of three of the towns major industries. 4) High unemployment rate in SNT resulting in the emigration of some people. 5) Sudden changes in the New Town's housing structure and housing programme. 6) Falling birth-rate. 	<ol style="list-style-type: none"> 1) No comprehensive review was made of the overall development of the New Town by the DC or of the education structure by the LEA, even after the repeated and drastic changes and cuts in the development programme. 2) Deferment or deletion of some of the proposed schools. 3) Preparation of a review report by the LEA. 4) Amalgamation of Infant and Junior schools. 5) Finding alternative uses for redundant primary school buildings. 	<ol style="list-style-type: none"> 1) Redundant school buildings. 	<ol style="list-style-type: none"> 1) Mediation by the Central Government to solve the economic problems of SNT. 2) Re-direction of public funds to public housing by the DC or the Local Authority.

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(C) continued	<p>6) Planning for future amalgamation of two secondary schools.</p> <p>7) Planning for alternative use or closure of another primary school.</p>			

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(D)</p> <p>The Deferment/ Deletion of Primary School Schemes.</p>	<p>1) The DC's optimism about the development of the New Town.</p> <p>2) The LEA's reliance on the DC's estimates.</p> <p>3) Uncertainty about the rate of growth of SNT especially since mid-1970.</p> <p>4) The DC's pressures upon the LEA to provide schools in advance of need.</p>	<p>1) Rather late decision by the LEA to defer or delete some of the school projects.</p> <p>2) The lack of monitoring and review of the development programme of the New Town by the DC.</p> <p>3) The lack of monitoring and review of the educational development programmes by the LEA throughout 1964-1979.</p>	<p>1) Avoiding more surplus school places.</p>	<p>1) Regular monitoring and review of the educational programmes in relation to the New Town's housing and industrial development programmes.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(E) Alternative uses for the Redundant Primary School Buildings.</p>	<p>1) Financial difficulties of the Local Authority. 2) Uncertainty about the future need for the redundant schools. 3) Lack of housing development surrounding the school. 4) Design of the schools: lack of flexibility/adaptability in school buildings. 5) Deterioration and vandalism problems if keeping the school vacant.</p>	<p>1) Short-term use of the primary school building as a special school. 2) Long period (i.e. seven years) of decision-making about the alternative use of the school building.</p>	<p>1) Any short-term alternative use of the school buildings involves expenditure to be incurred to make ready the building for the new use. 2) Closure of a completely new school is illogical and politically unacceptable to the public.</p>	<p>1) Any alternative use of the redundant school building(s) must be aimed at relieving the present problems of the New Town such as high unemployment among the 16-19 year olds and the deficiencies in nursery school provision. 2) One barrier to convert the redundant buildings to an alternative use is the financial restraints of the Local Authority, thus Central Government's and the DC's financial help must be sought to solve this problem area that was in the first place created as a result of lack of obligation from the Government towards the steady growth of the New Town.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(E) continued				<p>3) In addition to sixth form colleges, youth training schemes and nursery schools, the redundant building can be used for town wide community uses such as local library, film theatre, bingo, exhibition centre, etc.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(F) Organisation of Secondary Education	1) Division of the area into two Divisional Executive areas with differing secondary education organisation policies	1) Transferring the whole area into one Division. 2) Accepting the organisation of secondary education on comprehensive lines as a policy of the County Council. 3) Building comprehensive schools for the 11-16 age- range.	1) Problems of providing educational facilities for the 16-19 age-group. 2) Problems of providing educational facilities for the 16-19 age group for both county and Roman Catholic pupils. 3) Building a sixth form college.	1) Provision of 11-18 age-range comprehensive schools.

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(G) Expansion of Secondary School Facilities.	<ol style="list-style-type: none"> 1) Decision about the organisation of secondary education. 2) Uncertainty about the proportion of Roman Catholics incoming to SNT. 3) Uncertainty about the overall development of the New Town. 4) Insufficient information about the population build-up of the town. 	<ol style="list-style-type: none"> 1) Group secondary schools into two or four campus sites throughout the town. 2) To provide shared resources for the two county schools on an adjoining site. 3) Provision of all the proposed secondary school places in permanent buildings. 4) Lack of anticipation of a decline in the birth-rate or the growth of the town. 5) Lack of preparation of a review programme for primary and secondary education throughout 1964-1979. 	<ol style="list-style-type: none"> 1) Over provision of secondary school places. 2) Inflexible stock of secondary schools. 	<ol style="list-style-type: none"> 1) Preparation of a development plan for primary and secondary education in relation to the industrial and housing plans and programmes of the town. 2) To monitor and review regularly this plan. 3) Provision of temporary accommodation for the peak demand. 4) A joint preparation of pupil population projections by the LEA and the DC. 5) To convert the schools into 11-18 age-range schools and use the sixth form colleges as a college of further education.

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(H) Provision of Educational Facilities for the 16-19 Age-range.</p>	<p>1) Uncertainty about the intentions of the Roman Catholic Authorities.</p>	<p>1) Provision of a college for the county pupils in the town and for the Roman Catholic pupils in the neighbouring areas.</p>	<p>1) Inconvenience for the Roman Catholic 16-19 age-range pupils attending colleges outside SNT.</p>	<p>1) Building of 11-18 age-range schools could avoid controversy over the provision of educational facilities for 16-19 age-range groups wanting to attend county or Roman Catholic colleges.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(I) The Under- occupancy of Secondary Schools.	1) Curtailment of SNT's development programmes. 2) Falling birth-rate.	1) Preparation of a Report in 1983.	1) Redundant school buildings.	1) Falling rolls has brought forward an opportunity to convert the 11-16 age-range schools to 11-18 age- range schools. A study group must be established in the county to study the feasibility of such a change.

NOTES: DC = Development Corporation; SNT = Skelmersdale New Town; * the option currently considered by the LEA itself.

CHAPTER FIVE

WELWYN GARDEN CITY

CHAPTER FIVEWELWYN GARDEN CITY

The aims and objectives of this Chapter are similar to those of the two previous Chapters, although there are differences between the methods adopted for the analysis of Welwyn Garden City and the two previous case studies. These differences stem from and correspond to the differences between these three New Towns (as was explained in the second chapter of this study) and the varied extent and kind of information that was obtainable for this study. It is appropriate to point out that partly because Welwyn is an older established New Town and it is a Commission New Town (since 1966), the amount of information available about the overall development process of the New Town throughout the period 1948-1980 was less than that for the other two case studies (which have not yet completed their growth). The reasons vary from the piecemeal method of planning adopted by the Development Corporation¹ to the lack of record keeping or its loss after the transfer of New Town assets to the Commission for the New Towns.

The structure of this Chapter has been designed to correspond to the chronological account of the development of Welwyn.

First, Section "One" looks back briefly over the development of Welwyn to the time when it was established as a new private venture company settlement by E. Howard. The "Second" Section identifies the factors that led to the selection of Welwyn as a designated New Town. The "Third" Section reviews the plan that was provided in 1949 as a framework for the development of Welwyn. The "Fourth" Section explores the dynamics of the development processes of this New Town during the pre-

1966 and post-1966 periods. The "Fifth" Section examines the Primary and Secondary education structures of this New Town throughout the period 1948-1980. This exploration is carried out by selecting major decision/problem areas within each of the two education sectors. The intention is to disclose each decision-making sequence, the constraints and uncertainties upon each and the methods adopted by the relevant authorities to solve each set of problems. In the "Sixth" and Concluding Section, an attempt is 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 current problems.

SECTION 5.1BACKGROUND TO THE DEVELOPMENT OF
WELWYN AS A GARDEN CITY

Before trying to describe the foundation of Welwyn it seems appropriate first to have a brief look at the thinking behind the establishment of Garden Cities initiated by Howard. The other purpose of this Section is to review briefly the development of Welwyn during the period 1920 (i.e. its foundation as a Garden City) to 1948 (i.e. its designation as a New Town) in chronological order.

5.1.1 The Formulation of the Garden City Idea

Letchworth and Welwyn were founded according to the practical-reformist ideas of E. Howard² and his associate contemporaries. These ideas were formulated as a response to the problems of the western world during the 18th and 19th centuries which were a period of extraordinary change and upheaval. With the Industrial Revolution, and move away from feudalism towards capitalism, there was "enormous disruption of the older order, the flow of population to towns and the phenomena of great individual wealth alongside mass poverty and instability of employment".³ For Howard and his associates, urbanisation, especially the living conditions of the urban working class, became the symbol of all that was wrong with the political, social and economic institutions of Great Britain. Howard's ideas in particular were directed towards changing the physical pattern of the city rather than to initiate major structural change in societal organisations. The machinery employed for the implementation of these ideas was the establishment of a private company.

Garden Cities thus envisaged were to combine the advantages (but not the disadvantages) of both the city and the country. They embody four fundamental principles as follows:-

- (a) The limitation of population size and land area.
- (b) Growth by the creation of new and separate Garden Cities.
- (c) A balance between economic opportunities and social advantages.
- (d) The control of land use and ownership in the public interest.

5.1.2 Foundation of Welwyn Garden City

Welwyn was E. Howard's second attempt to establish a new settlement.

The selected site was an open stretch of land with no existing nucleus and no public services. Moreover the creation of a new settlement had to be undertaken with inadequate financial resources and without Governmental endorsement or encouragement.

In October 1919 a company, Second Garden City Limited, was set up to fund Welwyn Garden City,⁴ shares in this company being offered to the general public. The intention of the company was to use any surplus for the benefit of the future town and its inhabitants.⁵ The start of this company coincided with the post-first World War financial recession and resulted in low levels of subscriptions (even less than the price of the land). Thus, like the first Garden City, Welwyn had to finance its early development by bank advances and mortgage loans on which interest had to be paid before revenues could be created by development. Also every urban service had to be provided by the company.

But the two Garden Cities had different aims. "Letchworth was brought into being as an idealistic community, to demonstrate just what could be achieved by the application of Howard's principles to a nascent community".⁶ Whereas in Welwyn, the purpose was "to create a New Town

independent of London but with the intention of solving the housing problem of that City".⁶ Thus Welwyn can be considered the beginning of the subsequent New Town policy adopted by the Government.

In April 1920, the promoters of Welwyn publicly announced their scheme of establishing a Garden City in Welwyn. Accordingly, a plan was prepared by a consultant planner to the Company (i.e. Louis de Soissons).

The initial intention of the builders of Welwyn was to house between 40000-50000 people.

Total control of the plan was in the hands of its Consultant Planner and all plans for buildings had to be submitted to him.⁷

5.1.3 Chronology of Events in Welwyn during the Period 1920-1948

- 1919 The first parcel of land was bought by Howard.
- 1920 (a) The Welwyn Garden City Company was formed.
 (b) The first town plan was adopted.
 (c) The first new houses were occupied (in area (a), figure (5.1)).
- 1921 (a) A new civil parish was created to cover the Company's estates and was brought under the aegis of Welwyn Rural District Council.
 (b) The "Educational Association" was formed and organised the first temporary school in the Meeting Hut (Site (1a), figure 5.1). This was the fore-runner of the purpose-built school number (II).
- 1922 (a) The Rural District Council commenced the first council houses in the South West of Welwyn.
 (b) The temporary school number (1a) was transferred to another building.

KEY:

- 30 County/Anglican Primary School.
- 7 Catholic Primary School.
- 28 Closed School.
- 29 Demolished School.
- I Secondary School.
- IX Secondary School Proposal Cancelled.
- V Closed School.
- 6 Private School.
- d Housing Areas.
- 31 Primary School Proposal Cancelled.

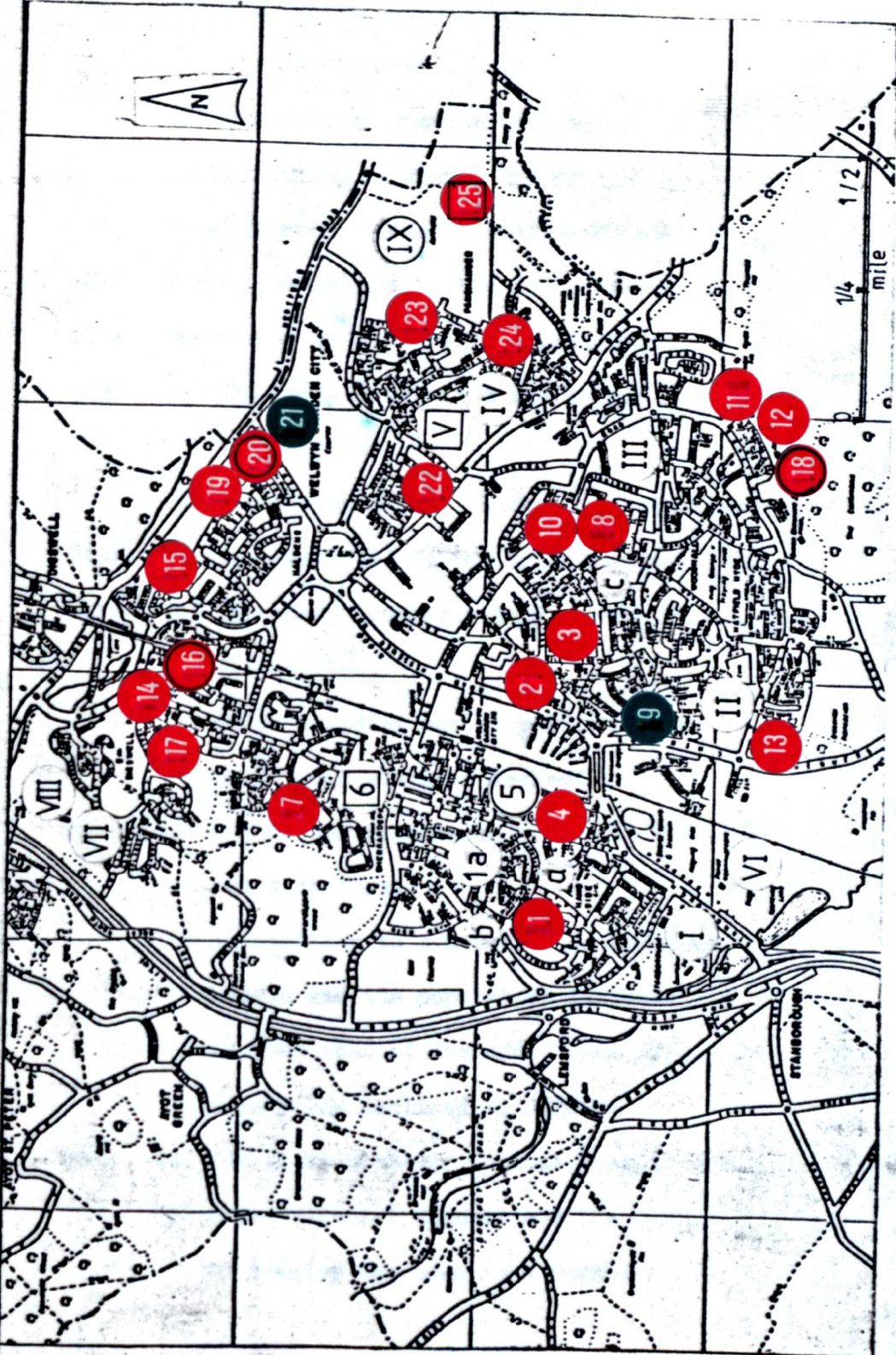


FIGURE (5.1) : LOCATION OF SCHOOLS, WELWYN GARDEN CITY.

- (c) The first factory building was commenced.
- (d) The County Council built the first portion of school number (II) and appointed the first local education Sub-Committee.
- 1923 (a) The first portion of school number (II) opened providing 400 pupil places.
- 1925 (a) Building started in the South East of Welwyn.
- 1926 (a) The Parish Council applied for the creation of an Urban District Council.
- (b) The railway station was opened.
- (c) Extension to school number (II) was opened.
- 1927 Urban District Council status was granted.
- 1929 School number (2) in the South Eastern parts was opened.
- 1931 The first factory started production.
- 1932 (a) The Council acquired the sewage and water undertakings from the Company.
- (b) School number (3) in the South Eastern parts opened.
- 1934 School number (4) in the South Western parts opened.
- 1939 (a) Secondary grammar school number (I) opened.
- (b) War started.
- (c) House building was stopped.
- (d) About 2600 evacuees arrived.
- 1940-45(a) A bomb destroyed some houses in the South East of the town and a factory.
- (b) In addition to evacuees, war workers were transferred to Welwyn and the population increased to 21000.
- (c) In 1945 most of the additional population left and the population declined to 173000.
- 1946 (a) The first post-war Council housing scheme was completed.
- (b) Urban District Council and the Company submitted proposals to develop the town to a population of 50000.

- 1947 The Minister announced (i) his decision to limit the population to 36500, and (ii) that he proposed to designate Welwyn and Hat field as New Towns.
- 1948 (a) The Company issued statements of their opposition to the Designation.
- (b) The Designation order was confirmed.

SECTION 5.2THE REASON FOR DESIGNATING WELWYN AS A NEW TOWN

Welwyn was selected as a site for a New Town by the DoE⁸ in 1947. Subsequently, in spite of opposition from the Welwyn Garden City Company a Designation Order was made in 1948.

Given this fact, the intention of this Section is to make a synoptic review of the factors that led to the taking of this decision by the Government and their reasoning.

The selection of Welwyn and its development as a first generation New Town must first of all be considered in the light of the general policy adopted by the Government towards the problems of large cities after the Second World War, that is, the dispersal of population (and employment from London (and other large cities) through the use of New Town machinery (the Barlow Report)). The development of Welwyn as a New Town therefore was connected to the problems of the London conurbation. The inter-war housing and social problems of London were compounded by the destruction of areas of the city during the Second World War.

By the outbreak of war it had become increasingly accepted and believed that satisfactory standards of life could only be obtained by major intervention on the part of Central and Local Government. In 1944 at the request of the Minister of Town and Country Planning⁹, P. Abercrombie prepared a plan for the post-war redevelopment of London. The main theme of this plan was decentralisation from Greater London and it argued that the need for this arose from the twofold desire of, (a) improving the housing condition in the overcrowded areas, and (b) reducing the concentration of industry in the London area which had caused the expansion of

the metropolis to an unmanageable size. To achieve these aims, the Greater London Plan, 1944, made definite proposals for the location of "overspill" of population and a corresponding quantum of industrial employment for displacement. Of the total of 1 $\frac{1}{4}$ million people to be decanted from London, nearly 40 per cent were to be placed in the plan's proposed sites for ten New Towns (for the remaining 60 per cent, divided in differing proportions, the plan made a variety of recommendations). Welwyn was one of the sites proposed by this plan.

The reasons that were given by the Minister of Town and Country Planning for the revival of the Greater London Plan's proposal were that the expansion of Welwyn was an integral part of the Greater London Plan and that the creation of New Towns and decentralisation from London were complementary aspects of the same policy and that a "private company concerned only with expansion, and having no responsibility for decentralisation could hardly be expected to ensure the complete co-ordination of these two aspects in the same way as they could be ensured by a public corporation appointed by the Minister and acting in accordance with his general directions".

Another reason given by the Ministry was that a single corporation for the development of Welwyn could ensure integration with the neighbouring town of Hatfield (which was designated as a New Town two months later than Welwyn).

Thus, apart from advantages of the site of Welwyn, such as its proximity to London and therefore its direct and fast transport connections to London and the advantages presented by its planned nature, one of the underlying reasons for its selection is understood to be the post-Second World War moves by the Labour Government towards nationalisation, however altruistic the nature of the Welwyn Garden City Company.

SECTION 5.3THE PLANNING PROPOSALS FOR THE DEVELOPMENT
OF WELWYN AS A NEW TOWN

During 1948, the Development Corporation appointed the same person who had acted as planner to the Garden City Company to be the Consultant Town Planner for the preparation of the Development Plan for the newly designated New Town. The involvement of the same Planner since 1920 brought forward an opportunity to proceed with the completion of the Master Plan in more detail and more rapidly than was the case for the Master Plan for Hatfield which had started virtually simultaneously. This was aided by the fact that there was already a complete survey of the existing town and most of the undeveloped parts of the Designated Area.¹⁰

Although one Development Corporation was appointed for the two towns, the Minister's intention was that the two towns should be separate and self-contained as far as possible. But later, in practice, the two towns became more related than was originally intended, for although they were to be divided by a Green Belt, it was argued that there would be cross movement of residents to work in the other New Town.¹¹

The Master Plan for Welwyn was to be based on the Minister's⁹ instruction of a total target population of approximately 36500. But the Planning Consultant was instructed by the Corporation to aim at a plan which would allow for an ultimate population of approximately 39000. This increase of 2500 over the original figure was for the purpose of housing persons working in Hatfield New Town,¹¹ if it was not found possible to achieve the population target in that town. The

intention was that if ultimately this safety measure was found unnecessary, then the residential areas of Welwyn would be reduced in size accordingly and the land would remain in its existing use.

The Planning Consultant was limited in his phasing programme proposals in that such a programme was bound up with a major sewage problem. Until a firmer forecast was made for the drainage of the town, the Planner was instructed to omit reference to any programming of development.

One constraint imposed on the design of the town was the presence of the railway lines which virtually quartered the Designated Area. Thus for the purpose of plan preparation, the whole area was divided into four distinct residential areas.

5.3.1 The Master Plan's Proposals for Each of the Four Residential Areas

The Plan's proposals for each of the four residential areas (figure 5.2) were very general in nature.

5.3.1.1 The North-East Area

This area was to be a completely new residential unit, for at Designation the population was a mere 77 people. The Plan proposed that a total of 4600 people would be accommodated in this area.

5.3.1.2 The North-West Area

The Plan proposed a major extension to the existing housing structure of this area. The existing population was 1100 and the Plan proposed an increase to a total of 8200 persons.

The plans previously prepared by Welwyn Garden City Company for this area had always met with strong local opposition, voiced by the

· WELWYN GARDEN CITY DEVELOPMENT CORPORATION ·

· EXISTING & PROPOSED DEVELOPMENT ·

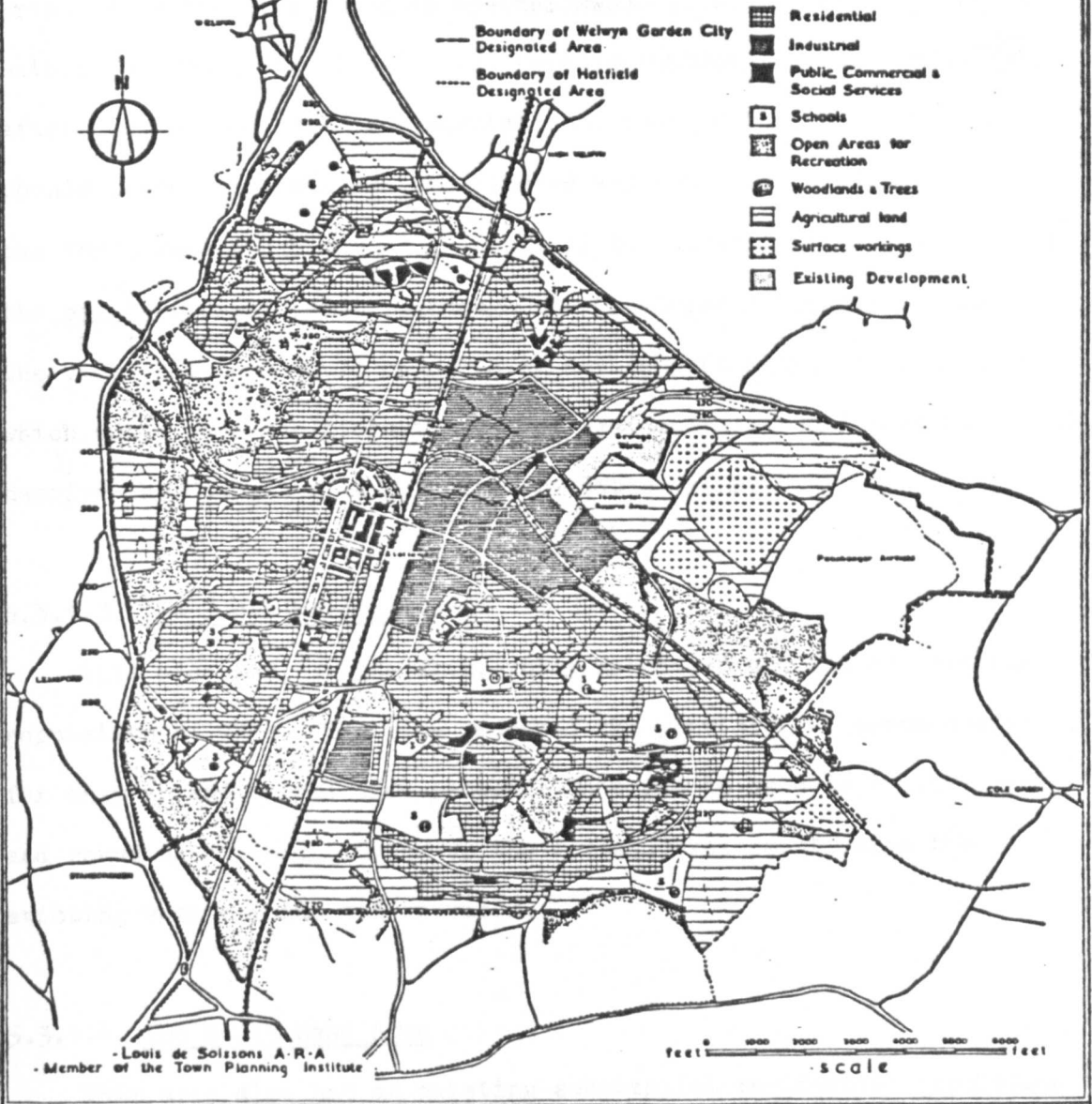


FIGURE (5.2) : WELWYN GARDEN CITY, DEVELOPMENT PLAN, 1948.

Urban District Council and a local pressure group called "Save the Woods Committee". Their objection was over the amount of development proposed in the area known as Sherrardswood (i.e. the major parkland within the Designated Area). The Development Corporation for Welwyn, after considering these representations, decided that the new plan should leave this parkland undisturbed and that further development in the North-West areas should be confined to rounding off and tidying up the existing development (although the Development Corporation was of the view that this would mean losing development activity in an area which would have the highest level of residential ground rent and would deprive the Council of a potential rateable value).

5.3.1.3 The South-West Area

This area was, in the main, fully developed and had an existing population of 7294. The Plan proposed the provision of accommodation for only an additional 1200 people. This was to be done by infilling and rounding off and tidying up the fringe development using the existing estate roads and services.

5.3.1.4 The South-East Area

This area also had an existing substantial residential population of 9822. The existing built-up area was subject to certain clearances in order to free the main north to south industrial traffic route, from residential development. The Plan proposed the reduction of the population of this area by about 2000 persons and finally to accommodate approximately 10200 in new development. The ultimate population which the Plan envisaged for the whole of this area, when fully developed, was to be 18000.

5.3.2 Master Plan's Proposals for Housing Development

The main portion of existing residential development lay in the southern parts of the Designated Area.

At Designation, i.e. 1948, there was a total population of 18500 and a total of 4708 occupied houses (with an average number of persons per dwelling equal to 3.88).

The Plan considered that 1730 persons who were living in overcrowded dwellings would have to be accommodated in new residential areas. More than 80 per cent of these were living in the South-East of the town and the rest in the South-West.

The Plan's intention was to provide for a balanced residential tenancy over the whole of the Designated Area as well as in each of the four residential areas. The existing development of these four areas was varied in terms of housing tenure for that in the North-West and South-West consisted of mainly privately owned houses while those in the two remaining areas were mainly in the rented sector.

In the whole of the Designated Area, there was a tenure split of 82.3 to 17.7 rented to owner-occupied.

At the Master Plan preparation stage, the Planning Consultant considered it impossible and unreasonable to state definitely the proportion of flats or old people's dwellings or the proportion of the varying sizes of dwellings. Also, no clear cut figure was given for the number of dwellings to be built throughout the town and in each residential area. The Plan only made broad proposals in relation to the land use of the town and defined the areas for the proposed land-uses (figure 5.2).

5.3.3 Master Plan's Proposals for Industrial Development

There was one instance in which the existing development in Welwyn and Hatfield differed from that in the other designated New Towns in the London area. At Designation in both towns industrial development was far ahead of housing. Another feature of Welwyn was the wide variety of its industrial base (as against the reliance of Hatfield on one major industry, employing about 7000 people at Designation).

In the course of planning the future industrial structure of Welwyn, the following considerations determined the Plan's proposals:-

- (a) Not to permit any obnoxious industries.
- (b) To make provision for the commencement of business by smaller concerns with the minimum of capital expenditure.
- (c) In addition to (b), to provide for the establishment of larger industries in the town.
- (d) To make efforts for securing a variety of industries and adequate opportunities for women.

At Designation there were 8300 persons employed in manufacturing in the town and 3600 in service industries (which made a total of 11900 working people. One reason for the varied manufacturing base of the town was the movement of industries during the Second World War (for security reasons) to the area and that some remained even after the end of the war.

On the other hand, at Designation the total number of persons employed in the town (i.e. 11900) was very high as compared with its existing population of 18200. This indicates that there were daily cross town boundary movements of workers to the town and because of this there was a large demand for housing within the town amongst those actually working there.

Given the relatively prosperous and firm industrial base of Welwyn, it was the provision of housing rather than the attraction of employment opportunities that was the main concern of the Plan and the Development Corporation.

Nevertheless, the Plan provided for a substantial increase of industrial areas to the North-West and North-East of the Designated Area (figure 5.2). Also the Plan estimated an ultimate employed population of 20000 (57.0 per cent to be engaged in manufacturing and 43.0 per cent in other jobs).

SECTION 5.4DEVELOPMENT PROCESSES IN WELWYN
DURING THE PERIOD 1948-1980

It was in 1966 that the management of this New Town's assets were transferred from the Development Corporation to the Commission for the New Towns. The intention was that from that period the town should grow naturally. Accordingly, this Section has been divided into two, each to correspond to stages in the development of Welwyn, i.e. the two periods of 1948-1966 and 1966-1980.

5.4.1 The Growth Period of Welwyn under the Planning Control of the Development Corporation, i.e. 1948-1966

It was during this period that Welwyn experienced a steady growth in such aspects as the population size (figure 5.3), house completion (figure 5.4) and pupil population numbers (figure 5.5).

According to the original and underlying aims for the development of Welwyn, both as a Garden City in 1920 and as a New Town in 1948, it was to be a self-contained New Town in terms of employment. Thus from inception its housing structure was very much related to the growth of industry in the town.

Welwyn started its development as a new town in the relatively early post-Second World War years and experienced such difficulties as the shortage of both building material and a skilled building labour force. Given these problems throughout the period 1948-1954 the New Town had a relatively low rate of house building. Because of this the Development Corporation did not regard new industrial development as an urgent matter and in these early days considered the expansion of

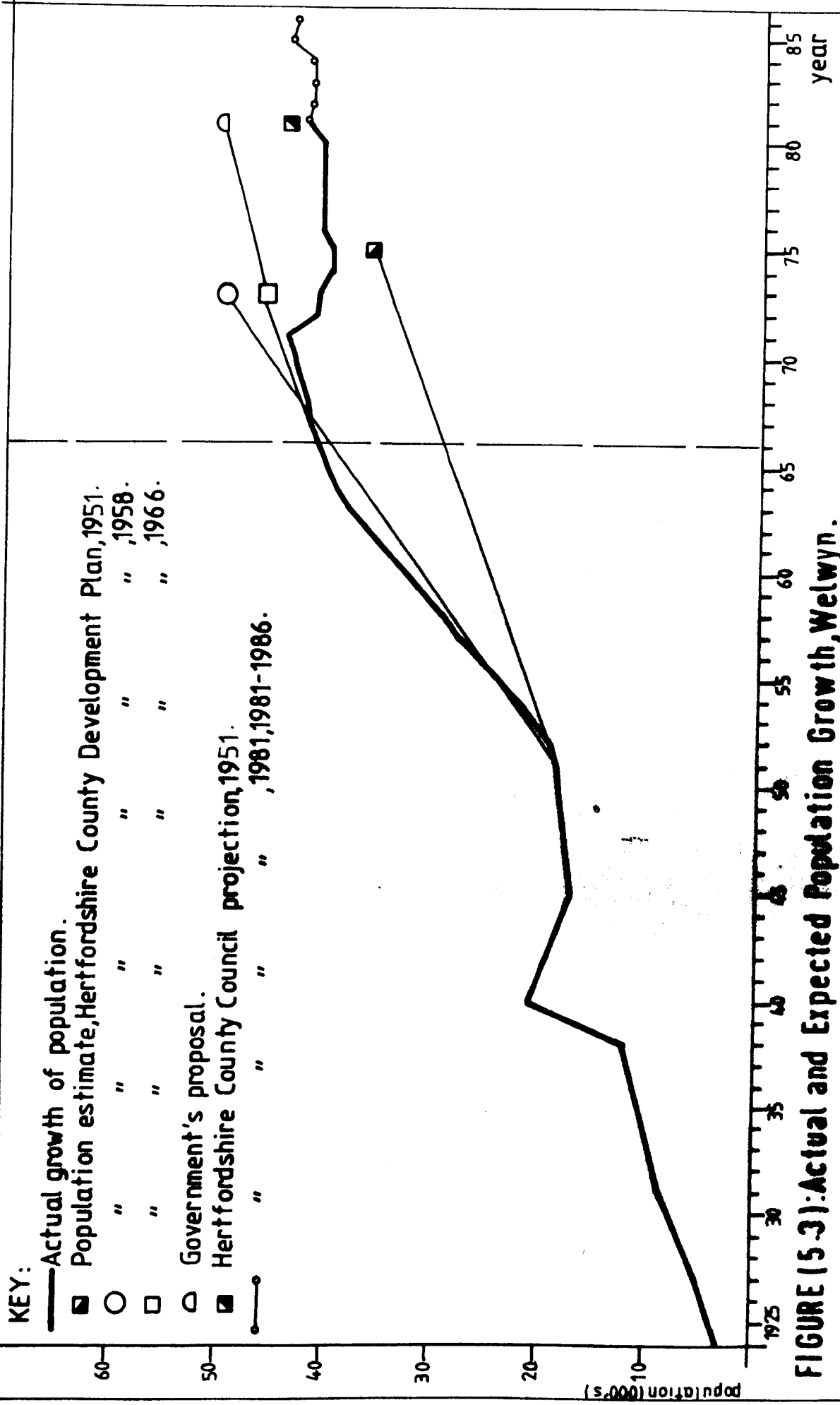


FIGURE (5.3): Actual and Expected Population Growth, Welwyn.

the New Town's existing and established industries as paramount, instead of assisting incoming industries.

The problem was that, during the early 1950's, though the re-development of some firms in Welwyn was urgent and though the Industrial Development Certificates were granted, the Ministry of Supply refused to grant building licences. But the Development Corporation had based their work programme on the assumption that they could avoid the need to construct factory premises themselves. In the absence of permission from the Ministry of Supply and the failure of the Development Corporation to provide factories a situation was expected in which houses would be built without complementary industrial premises.

Because of shortages in industrial premises, the Development Corporation's difficulty was to find tenants who would be eligible for their housing. The measures taken to resolve this problem were, for example, to encourage persons in need but not eligible for housing accommodation to purchase their own homes (with a minimum capital outlay) or to hold meetings with the Housing Committee members and other officials of London County Council with a view to the housing of Londoners who were on the Council's housing waiting list.

By 1954, there was a major change in the situation in Welwyn, in two respects as follows:-

- (a) There was substantial increase in the numbers employed in the major factory at Hatfield (7000 people employed in this one factory in 1948 had increased to 10000 by 1954) and there was difficulty in accommodating, within the Designated Area of Hatfield, all the workers who wanted to live in that New Town. Because of the proximity of the two New Towns and the original intention behind their shared Development Corporation and to cater for Hatfield's housing needs in Welwyn if needed, the expansion of employment in

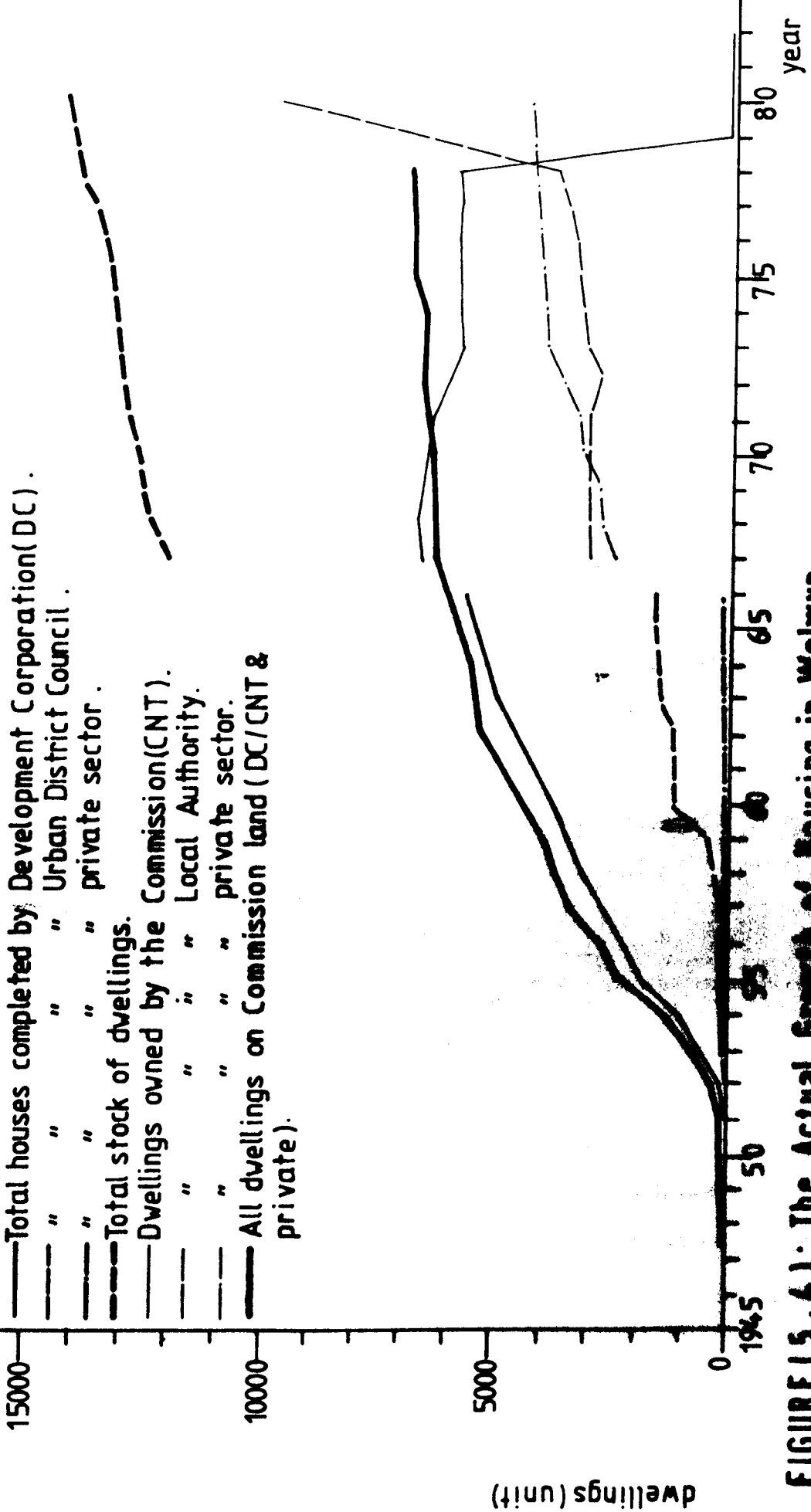
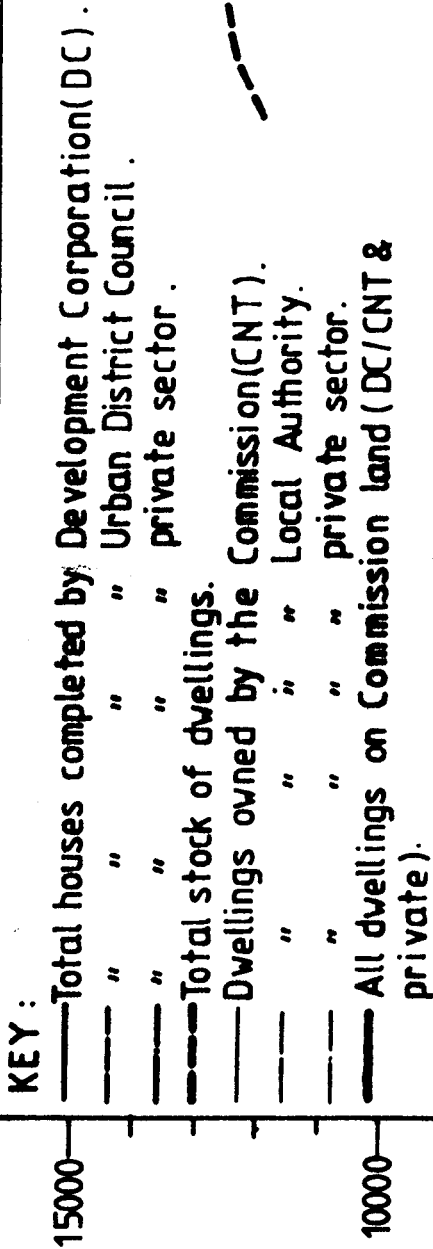


FIGURE 15.4): The Actual Growth of Housing in Welwyn.

dwellings (unit)

year

Hatfield was creating pressure upon Welwyn's housing, especially its rented sector.

- (b) Changes in the allocation of land in the north-east of Welwyn, which was previously reserved for the extraction of sand and gravel, to housing as it was realised that the soil was not suitable for such extraction.

The latter factor helped the Development Corporation to resolve the former problem and hence to make appropriate proposals for the development of this area and submit the proposals to the DoE.⁸ Also, in order to cater for the additional people from Hatfield New Town, the proposals included increasing the combined population of the two New Towns from 61500 (36500 for Welwyn) to about 75000 (50500 for Welwyn).

During 1954 the DoE⁸ approved the Development Corporation's proposals to increase the ultimate population size to 50000 without extending the size of the Designated Area and with the provision that the town would reach 42000 leaving sufficient land for 8000 people to cater for subsequent natural expansion.

This decision meant the start of extensive work in the New Town. The additional population was to be housed mainly in the Panshanger area (i.e. the North-Eastern sector) (refer to figure 5.1).

By referring to two figures (5.3) and (5.4), it can be seen that it was from about 1954 that there was a sharp increase in both population numbers and house completions. Also, by 1954 the Development Corporation had completed the formative phase of acquisition and preparation of land for development.

At this stage, after the approved increase in the ultimate target population, no attempt was made to prepare a comprehensive plan for the areas proposed for residential development. In fact up until 1974 the

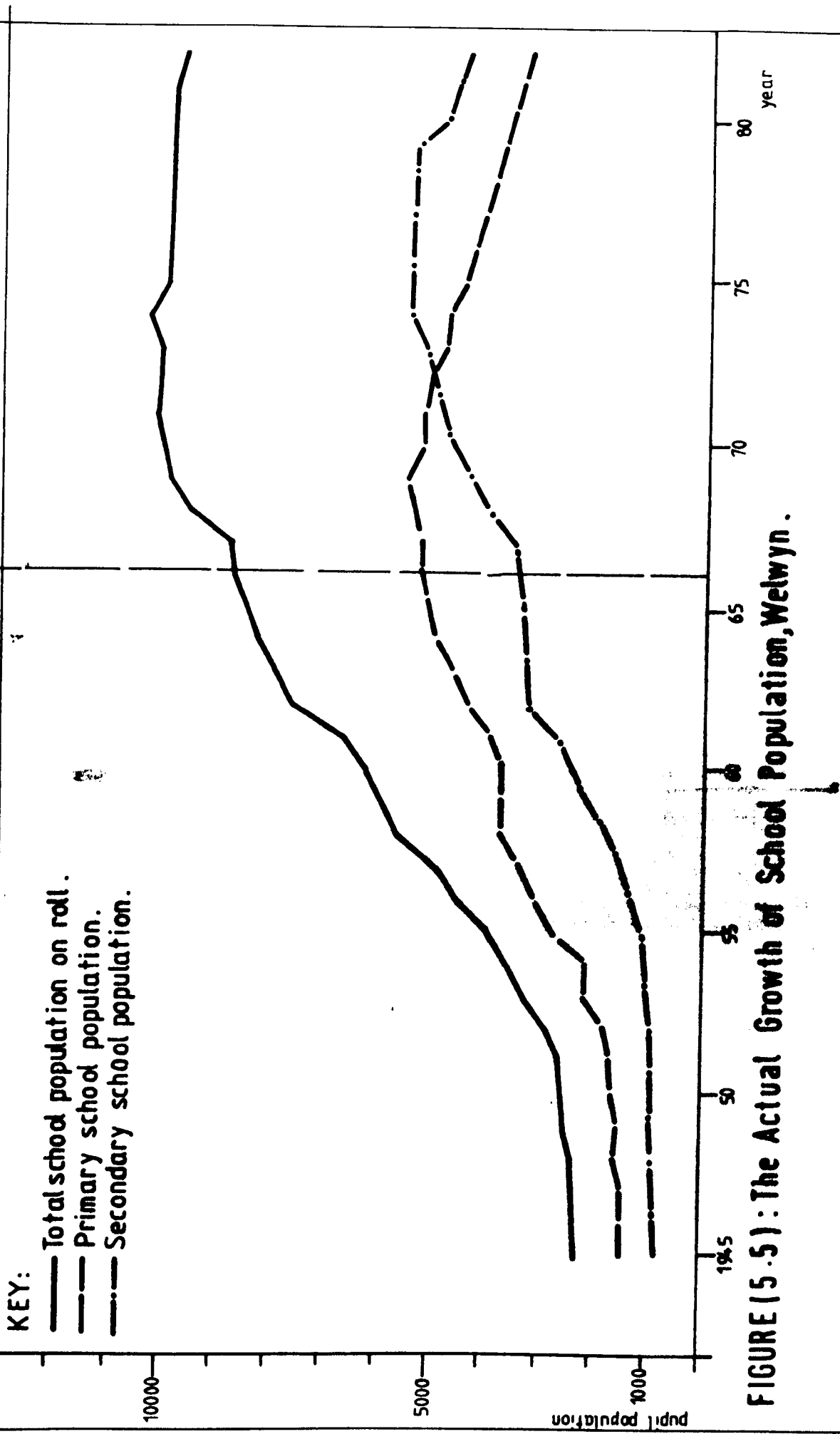


FIGURE (5.5) : The Actual Growth of School Population, Welwyn .

development of these parts which were not covered by the Master Plan, 1948, progressed on a piecemeal and ad hoc basis. Nevertheless the Development Corporation planned the allocation of 50 acres of land for the building of approximately 500 dwellings for a population of 1600 in the Panshanger area.

In addition to this area, the Development Corporation considered the utilisation of the reserve industrial land for housing purposes due to the greatly increased employment potential of the existing and established manufacturing industries, both in Welwyn and Hatfield.

As early as 1954/55, the Development Corporation faced a long housing waiting list of Londoners working in the New Town who wished to occupy the Corporation's rented houses. But the increase in the waiting list was in some degree brought about by the Development Corporation's refusal to accept certain highly priced tenders for its housing. In addition to all this, the situation was aggravated by their agreement to house some of the workers from Hatfield New Town in Welwyn. Above all, Welwyn had a very low rate of outward migration of population.

The situation by 1959 was that the development of new industrial projects was curtailed during 1958/59, owing to the continued expansion of existing industries and the swollen waiting lists for rented housing. This especially concerned the Development Corporation as its intention from the inception was to keep a balance between the rented and the owner-occupied sector of housing, but it was faced with increasing demands for rented housing.

In 1963 the Development Corporation came to the conclusion that no more large new industrial concerns were required in the town and that the remaining industrial land must be reserved for the expansion

of existing industries.

The long housing waiting lists and the lagging of housing provision behind industrial expansion persisted until the disbandment of the Development Corporation in 1966. The adoption of this policy was in the light of the Development Corporation's view that the lack of rented houses would not prevent growth. Moreover, their estimate was that there would be sufficient new employment created from 1961 until the date when the town's ultimate population of 50000 would be reached.

As can be seen from figure (5.4), during the period 1962-1964 the Development Corporation's stock of housing remained unchanged. Immediately afterwards, the housing waiting lists were increased. During 1964, due to the long period of waiting and long housing lists,¹² several housing applicants left their local employment and cancelled their housing applications. The Development Corporation in their 16th Annual Report, 1964, states that this was the greatest problem facing them in connection with housing.

To solve this problem of lack of match between the offer of a job and a house, during 1965, the Development Corporation introduced a new system of housing allocation (with the co-operation of the employers). This new system took the form of a separate allocation of dwellings to employees of large companies or services, and group allocation for employees of small companies.

In March 1966, it was noticed that the population of the town had reached about 40000, while the Development Corporation had still some 500 more dwellings to complete at Panshanger. With the completion of these houses and some smaller schemes in the hands of Welwyn Urban District Council and other agencies, the Development Corporation estimated that the target figure of 42000 laid down in 1954 would be

reached in about 1967. Accordingly, a decision was made to transfer their assets to the Commission for the New Towns in April 1966.

The population and housing growth of Welwyn during the period under review in this Sub-Section, i.e. 1948-1966, can be seen in figures (5.3) and (5.4).

5.4.2 The Development of Welwyn Under the Management and Control of the Commission, 1966-1980

The Development Corporation was formally dissolved in August 1966, and the whole of its staff were taken over by the Commission for the New Towns. Also the Commission retained the services of the Consultant Planner employed by the Development Corporation.

At this time the housing development in Panshanger had not completed, the population of the town was about 1000 behind its target of 42000 and there was still a relatively long housing waiting list. In addition to the completion of the remaining housing schemes, the tasks of the Commission would remain the continuation of the Development Corporation's policy of gradual modernisation of the older houses and some existing industries and replanning of roads particularly in areas of pre-war development.

Therefore, the Commission's task was to switch the emphasis from development to management and improvement. In fact in terms of the 1965 New Towns' Act under which the Commission was established, the towns for which they are responsible are "substantially complete". This means that at this stage further residential development should be primarily directed towards the provision of housing for the second generation and further industrial and commercial expansion should be similarly directed at local employment needs.

In what follows it will be seen that in Welwyn the actual situation was not quite as was intended by the Act.

In the first years following the transfer to the Commission, the development function still formed an important aspect of their work as existing contracts had to be carried through and more houses were needed to meet the needs of the town itself and for a possible expansion. Also, the Commission's expectation was that, due to the young age structure of Welwyn (less than the national average), the population of the New Town during the natural development period would increase at a higher rate than the national average.

In 1967, with the assistance of a population projection prepared for Welwyn by the DoE,⁸ the Commission made a preliminary assessment of future housing requirements in the town. Their estimate was that by the time the two housing schemes in Panshanger were completed (by the end of 1967) the population of Welwyn would reach 43000 and the housing commitments to employers undertaken by the Development Corporation in 1964 would be virtually fulfilled. Thereafter the number of relets becoming available would be sufficient for key-workers coming from outside the town. To house the expected growth in population the Commission estimated that about 2500 new houses would be needed and this was to be provided by public authorities by 1982: about 2100 in the remaining parts of Panshanger and the rest in other parts scattered throughout Welwyn. These were to be for sale or superior rented accommodation which would be at low densities.

Two subsequent Government policies imposed upon Local Authorities and New Town Development Corporations (or the Commission), i.e. the sale of rented houses and the public housing expenditure cuts, prevented the development of the remaining parts of Welwyn according to the Commission's plans and programmes.

(a) In 1968 the Government was considering the issues affecting the management of New Towns' rented housing stock. The Cullingworth Report on this issue, which was published and endorsed by the DoE¹³ in 1968, emphasised the need to extend owner-occupation in New Towns in order to achieve a balance of tenure. Buildings for sale by the different housing agencies were accordingly suggested as a suitable means. But for a New Town like Welwyn that had almost completed its main house building programme, and in which the proportion of rented housing was high,¹⁴ the balance could only be achieved by offering substantial numbers of existing rented houses for sale.

The development of Panshanger estate was therefore almost entirely devoted to owner-occupied housing.

In Welwyn sales of limited numbers of rented housing continued during the period 1967 to 1970/71.¹⁵ This limitation was due to a number of drawbacks to the implementation of the policy of selling rented housing to sitting tenants in Welwyn:-

- (i) The rented houses which were built to Parker Morris standards were more expensive than the below Parker Morris standard houses built by the private sector and this meant higher house prices than an average New Town tenant could afford.
- (ii) The proximity of Welwyn to London meant higher market value for the houses especially for the first time buyers.
- (iii) In buying their rented houses, the New Town tenants needed mortgages but the supply of mortgage funds were then restricted.

(b) During 1970/71, as part of the Government's policy to increase the amount of private investment in the New Town and Public Expenditure cuts, the DoE made it clear that the Commission for the New Towns would not be permitted to build more houses for rent (apart from a limited

number of old people's dwellings). And, even then it would be unlikely that they would be allowed to build more houses for sale.

The Commission was not in fact receiving the usual Exchequer Subsidies for new houses built to rent as the DoE was of the view that any additional subsidised houses (to meet the needs of industry, etc.) must be the responsibility of the local housing authorities. In this way the Commission's developmental role became more narrow as it was restricted to the building of a limited number of houses for sale and making land available for building by other agencies (such as the local authorities, private enterprise, Housing Associations and the Self Build groups).

The increase in the number of houses built by the private developers, on the other hand, meant that the Commission had little control over the sale of houses to people living or working in Welwyn. Nevertheless, to establish some sort of control over the sale of owner-occupied houses (which were mainly to commuters), the Commission made informal arrangements with the developers to give first preference to local people and to supply lists of interested potential buyers.

5.4.3 A Second Major Attempt at Plan Preparation

In April 1972, Hertfordshire County Council published its draft policy statement "Hertfordshire 1981". The Commission made two main objections to the policy statement in relation to Welwyn. One was the County Council's proposal that part of the industrial land in the New Town should be redeveloped for housing and secondly that the statement did not include a comprehensive long-term review of the structure of Welwyn beyond 1980 as was urged by the Commission in 1970 and in their official comments in "The Strategic Plan for the South-East".¹⁶ Nevertheless in the Strategic Plan, 1971, Welwyn was not envisaged as

an area for major growth, but the Commission expected that some expansion might be possible to meet the housing and employment needs of the second generation and the labour needs of industrial and commercial undertakings in the town (which were showing indications of continued further growth).

In this regard the Commission's suggestion to the County Council was that the Local Planning Authority should undertake a comprehensive study not only of the potential for expansion of Welwyn up to 1981, but of the whole structure of the town against the background of the needs for the 1980's and beyond.

Accordingly, the Commission, the Local Councils in Hatfield and Welwyn and the Chamber of Commerce decided to initiate their own study and appraisal of the situation and appointed a planning consultant for the preparation of a Report.¹⁷ This Report in 1974 identified the problem of the post Local Government Reorganisation of Welwyn Hatfield District¹⁸ as an increasing demand for housing, in spite of its slow population growth. This housing demand was estimated to be either for smaller dwellings for newly formed households (expanding families) or for large dwellings (large families). The Report also drew attention to substantial evidence for the continuing need for the provision of public housing in the whole District (such as long housing waiting lists). The Report identified two factors as being responsible for putting pressure on public housing demand:-

- (a) The fact that new household formation in the areas was continuing at a faster rate than population growth, and
- (b) The substantial rise in prices in the private sector.

Almost simultaneously a working party was formed, whose members included the officers of the Commission, Welwyn and Hatfield District Council and Hertfordshire County Council. The underlying aim for the

formation of this Working Party was to prepare a Report on the future development of the Panshanger area of Welwyn beyond 1980. This area was in fact the last remaining area which was immediately available for housing development and hence any discussion about the expansion of Welwyn would involve this area. Still there were two distinct parts for development within this area. One was the area of land owned by the Commission and which, in the original plan for Welwyn, was allocated for sand and gravel extraction but was later allocated for residential purposes. The other piece of land was the site of the Panshanger Airfield which was bought by a millionaire businessman for private housing development. The concern of the 1974 Report prepared by the Working Party was the use of the former piece of land.

This Working Party then adopted the following objectives:-

- (a) To prepare a basic Master Plan defining land uses for the development of the remaining undeveloped land.
- (b) To formulate a basic road layout.
- (c) To ensure the provision of all main services to serve the area.
- (d) To recommend broad standards of housing development, together with indications of density and form of development.
- (e) To suggest a programme of development and implementation.

This Working Party, which represented the three participating authorities, had the task of monitoring the development progress of the Panshanger area.

Table (5.1) shows the existing and the proposed structure of Panshanger at 1974.

TABLE (5.1): PANSHANGER HOUSING STRUCTURE, 1974

House Type	1974 Plan's proposed number of total dwellings	1974 Plan's proposed proportion of each sector	(1974) existing total dwellings	Future development	1974 current proposals
Private Dwellings	1256	50.8	639	509	111
Rented Dwellings*	1303	49.2	333	824	146
Total	2559	100.0	969	1333	257

Source: 1974, Panshanger Plan.

Notes: *The rented sector was to include the District Council housing, and the Commission's housing of the elderly together with schemes by the local and national housing associates on private developers' schemes of letting.

The population of Welwyn at the time of the preparation of this Plan was approximately 40500 and it was estimated that the completion of the development of Panshanger, up to 1980, would bring the total population of the New Town to approximately 45270 (excluding the Airfield).

In addition to the development of the parts of Panshanger which were in the possession of the Commission, the Plan considered the possibility of the development of the Airfield for which a decision was awaited from the DoE. This site was in an area in which Green Belt policy applied and thus its development by such authorities as the District Council was considered to be contrary to the planned development of the town in general. Nevertheless the Working Party considered the possibility of the Secretary of State giving approval to this scheme in the light of national housing shortage and the Government's inclination towards private housing development. It must also be added that a planning application on the part of the private owner at the Panshanger Airfield for residential development was rejected by the

Local Authority and at the time of the preparation of the Working Party report this matter was to be the subject of a subsequent appeal.

In anticipation of possible development of the Airfield, the planned road pattern was such that it could be extended, if necessary to the Airfield site.

5.4.4 The Post-1974 Major Events

During the period 1974-79, house building activity in Panshanger, by all the participating bodies proceeded almost as planned. But by 1977, due to the curtailment of Local Authorities' housing programmes by the Government and the severe restrictions on the allocation of funds to Housing Associations, the speed of development diminished.

This slow pace of house building was bound to create housing shortages in the town and this fact could influence the Council to approve the proposal put forward by the businessman for housing development (500-600 units) on the Panshanger Airfield.

During 1977, the Panshanger Working Party undertook a review of the progress since its original Report in 1974. A Report dated January 1979 by the Working Party made comments upon the intermediate development of Panshanger, four years after its start.

The housing structure of Panshanger at November, 1978, was as follows:-

	<u>Private</u>	<u>Rented</u>	<u>Total</u>
Completed Dwellings	741	980	1721
Under Construction	101	409	510
Total	842	1389	2231

There was in fact a change of Government policy towards housing tenure in the New Towns after the preparation of the original Working

Party Report in 1974. Accordingly, it was decided to increase the rented housing proportion from 50/50 to 70-75/25-30 per cent rented/owner-occupied (the 1978 balance of completed housing represented 52.0 per cent rented to 43.0 per cent owner-occupied).

This review suggested the allocation of the remaining sites of Panshanger for development and anticipated that the whole of this area would be completed by 1982/83 (instead of 1980/81 as previously expected).

The 1979 study identified five sources of uncertainty in relation to the Panshanger development area which had to be resolved. Also, the study introduced some alternative options for the resolution of the uncertainties identified, see Table (5.2). At the same time the study identified problems in solving these uncertainties in the short-term:-

- (a) The implications of structure plan modifications, their assessment and their effects upon the structure of Welwyn, and
- (b) The fact that the Welwyn/Hatfield District Plan was not yet complete.

TABLE (5.2): UNCERTAINTIES AND OPTIONS FOR THE DEVELOPMENT OF PANSHANGER, 1979 PLAN

Identified Uncertainties	Suggested Options
Welwyn, Hatfield District housing policy beyond 1982/83	(a) Develop appeal site on Airfield (b) Develop all the Airfield (c) Develop small sites elsewhere
DoE policy	(a) Refuse development of Airfield (b) Allow development of Airfield
Future of Appeal site	(a) Continue use as an Airfield (b) Housing (c) Agriculture (d) Open space
Future of remainder of Airfield	(a) Continue as Airfield (only if appeal site is not developed) (b) Housing (c) Agriculture (d) Open space
Location of Green Belt boundary	(a) Around urban edge (b) Around outer edge of appeal site (c) Around Airfield boundary (d) Along B1000

The attempt made by this study and the approach adopted indicates the Working Party's increased awareness of the uncertain nature of future development in the remaining parts of Welwyn.

Another occurrence during 1979 was the transfer of all Commission houses to the Urban District Council according to the New Towns' (Amendment) Act, 1976.

With the transfer of the houses to the Council the future letting policies of Welwyn's houses was to be a matter for the housing authority subject only to limited nomination rights retained by the Commission for key workers.

In December 1979 the public bodies holding undeveloped land at Panshanger were instructed by the Government to sell their land (along with other assets). The District Council then applied to the Government for the withdrawal from immediate sale of a part of Panshanger in order to safeguard the future housing interest of the District, without which the Council would face a shortage of land to build houses in future. In fact they intended to use this land to meet the needs, for the period 1979-1982/3, of people on the housing waiting list.

But the Council's future housing programme (already severely hit by the public expenditure cuts), was completely stopped in 1980 until further notice. The DoE imposed a freeze on all contracts for new houses or purchase of land for council houses. The situation then was that throughout the District only 280 houses were under construction and there was a housing waiting list of over 2300 applicants.

During 1980, the Commission's final housing scheme for the elderly was completed and handed over to the District Council. Completion of this delayed contract meant the final completion of the Commission's 1978 Transfer Scheme arrangements with the Council.

The gradual development of Panshanger continued up until 1980 with its progress being monitored by the Working Party. Following the transfer scheme the Commission retained the undeveloped land in the area which it continued to service and make available for phased development by the District Council, Housing Associations and the private sector (by 1982 almost all the Commission's residential land in Panshanger was sold and a considerable amount of private development was under way). The Commission's remaining site is a small site which was originally reserved for a proposed secondary school but now it has been secured, through local plan procedures, for residential use.

SECTION 5.5THE EDUCATION STRUCTURE

The aim of this Section is to explore the changing structure of education facilities in Welwyn throughout the period 1948-1980.

To this end the Section starts with a review of the pre-designation facilities and then goes on to study the educational facilities plan that was prepared for Welwyn as part of the overall development plan for the New Town. The next task will be to identify the major decision/problem areas in the primary and secondary education structure throughout the post-plan preparation period.

5.5.1 The Pre-Designation Structure of Educational Facilities

Immediately before Designation, the pupil population of Welwyn was served by four maintained primary schools (built during the period 1923-1934), one secondary grammar school (built in 1939), an independent school in the north-west residential area for children from 5-18 years of age of both sexes¹⁹ and a convent school used by girls from 5-18 years of age and boys from 5-9 in the south-west of the Designated Area.²⁰

The four maintained primary schools were divided between the two areas which were developed during the period 1920-1948 by the Welwyn Garden City Company. The two schools in the south-west parts were built during the period 1923-1934 and the two south-east schools during 1929-1932.

At Designation there was another primary school under construction in the north-west parts. The building of this school was due to the

fact that these four primary schools were all overcrowded and a number of classes were held in other buildings rented for educational purposes.

The last Pre-Designation Development Plan for Education for Welwyn was prepared by the LEA in 1945. This Plan was based on the Greater London Plan's suggestion of an ultimate population of 40000 for Welwyn. The 1945 Development Plan for Education proposed a total of five county primary schools (one 1-form entry and four 3-form entry), one 1-form entry Roman Catholic primary school, three secondary modern schools (for the age range of 11-16) and one secondary grammar school (for the age range of 11-18).

The location of Pre-Designation existing schools and the 1945 Development Plan's proposals can be seen in figure (5.1) (only eight out of ten of the locations of these prepared schools could be traced and those are only relatively precise).

5.5.2 The Master Plan's Educational Proposals

After agreements made between the Planning Consultant and the Hertfordshire County Council Education Authority, educational facilities proposals were formulated for the inclusion in the Master Plan for Welwyn (Table 5.3).

The Plan introduced no significant changes in the existing schools and made no reference to the two existing independent schools within the Designated Area.

The number of schools and their sizes were agreed with the LEA on the basis of a target population of 36000. At the same time, the Plan envisaged that in the case of the adoption of an ultimate population of 39000 (slightly smaller than that adopted by the 1945 Development Plan for Education for Welwyn), these educational proposals might need some

modification, but no contingency plan was provided.

The design policy of the Plan was to site the primary schools within residential areas and to site the secondary schools on the outer fringes of the residential areas.

TABLE (5.3): EDUCATIONAL PROPOSALS, MASTER PLAN FOR WELWYN, 1948

Residential Areas	Ref. No. of sch. in fig.	Primary Form Entry		Secondary Form Entry		Comments
		Infant	Jnr.	Gram.	Modern	
North-East Area	(15)	1	1	-	-	Secondary school pupils to go to schools in the north-west areas.
North-West Area	(14)	2	-	-	-	Also serve the north-west area.
	(17)	-	2	-	-	
	(7)	1	1	-	-	
	(VIII)	-	-	-	5)	
South-West Area	(VII)	-	-	3	-)	All were existing schools but Plan made some additions to the playing field areas.
	(4)	3	-	-	-	
	(1)	-	3	-	-	
South-East	(I)	-	-	-	3	Existing building Existing building Roman Catholic prepared
	(18)	2	2	-	-	
	(3)	-	2	-	-	
	(2)	2	-	-	-	
	(9)	1	1	-	-	
	(8)	1	1	-	-	
	(10)	1	1	-	-	
	(II)	-	-	-	5	
(III)	-	-	3	-		

In line with the major deficiency of the Master Plan itself (in terms of its inability to programme the development of the New Town) no programme was given for the building of these schools.

5.5.3 Machinery for Planning and Decision-Making for Educational Facilities

Throughout the pre-1974 period for the purposes of educational administration, Hertfordshire County Council was divided into seven divisions. For five of these divisions Divisional Executives were established (for the remaining areas local education offices existed).

Welwyn was located in the Mid-Hertfordshire Division.

The establishment of a machinery between Hertfordshire County Council Education Department and New Town Development Corporations had a precedent in that County having been tried in the case of Stevenage New Town. But no need was realised by the authorities for such a machinery in the case of Welwyn due to its less complex education structure and its smaller target population.²¹

Since Local Government Re-organisation in 1974 Welwyn has been a part of the Welwyn Hatfield District of Hertfordshire County.¹⁸ Accordingly, a District Education Office and a District Advisory Committee for Education for this District was formed.

In the light of the lack of formal machinery for educational facilities decision-making and given the lack of access of this study to the internal files of the Hertfordshire County Education Department, it is assumed that education facilities decision-making processes have followed the pattern set forth and discussed in Chapter One of this study.

5.5.4 The Primary Education Structure

Within the primary education structure of Welwyn throughout the period under review, i.e. 1948-1980, four major decision/problem areas could be identified. These are the 'provision' of primary education facilities for the rapidly increasing pupil population of the growing town, the 'falling primary school rolls' throughout the New Town, the 'merger' and the 'closure of the primary schools as a result of falling rolls'. Although the last three events have a 'cause and effect' relationship - they will be separately dealt with because in spite of this relationship the 'falling rolls' and 'merger' or 'closure' have

differing natures.

5.5.4.1 Decision/Problem Area (A): Expansion of Primary School Accommodation

As can be seen from figure (5.5), Welwyn had increasing numbers of primary school population throughout the period 1948-1969. In fact even before its Designation as a New Town in 1948 there was pressure upon its primary school accommodation. Although the majority of its primary schools were built during the period 1948-1965, the advent of the development of the Panshanger area during the post-1966 period resulted in demand for new school buildings in those parts of the New Town. Thus one fact to be pointed out is that the expansion of primary school accommodation in Welwyn moved like a wave from area to area in accordance with the house building activities in the New Town.

Decision-Making Sequence:

Two development periods for primary schools in Welwyn can be identified, one is the period 1948-1965 and the other 1965-1977. It was during these two periods that 18 of a total of 22 primary schools were built. Of these 18 schools a total of 14 were built during the pre-1966 period and four were built during 1965-1977.

1948-1965:

By 1948 there were four primary schools in Welwyn (one acting as a secondary modern school). Before the start of new housing development there were pressures upon these schools coming from the existing housing in the south-west of the town which was virtually completely developed and the developed areas of the western parts of the south-western sector. The pressure (especially upon school number (4)) was such that the surplus pupils were accommodated in four different places outside the school. Also, as a matter of urgency it was proposed that another

school (i.e. school number (7)) should be built in the north-western sector. The proposal to build this school was simultaneous with a proposal to build a Roman Catholic primary school (i.e. school number (9)). The history of this proposal in fact dated back to the pre-war period, when a site was acquired and the project was included in the County's Development Plan. In 1947 this project was revived and the LEA supported it provided that it would not hold up the erection of a County school. Two County schools were built, one in 1950 (i.e. school number (7)) and one in 1951 (i.e. school number (8)) and then the Roman Catholic school was opened in 1953 as a 1-form entry school. Up until 1965, this school (i.e. school number (9)) was the only Roman Catholic primary school in Welwyn. During 1953-1960 three classes were added to this school but there was still demand for more school places for Roman Catholic pupils. Accordingly, the Managers of this school prepared plans for the extension of the existing school building in such a way that it could be split into 2-form entry schools, one Infant and one Junior. The site of the schools had also to be (slightly) extended. This proposal was not approved by the DES and the County and Roman Catholic Authorities resolved that owing to the need for further accommodation, the necessary works could be undertaken in phases (in this way this project would not attract Ministerial Grants and the initial cost had to be borne by the Diocese, though some elements were to be provided by the LEA).

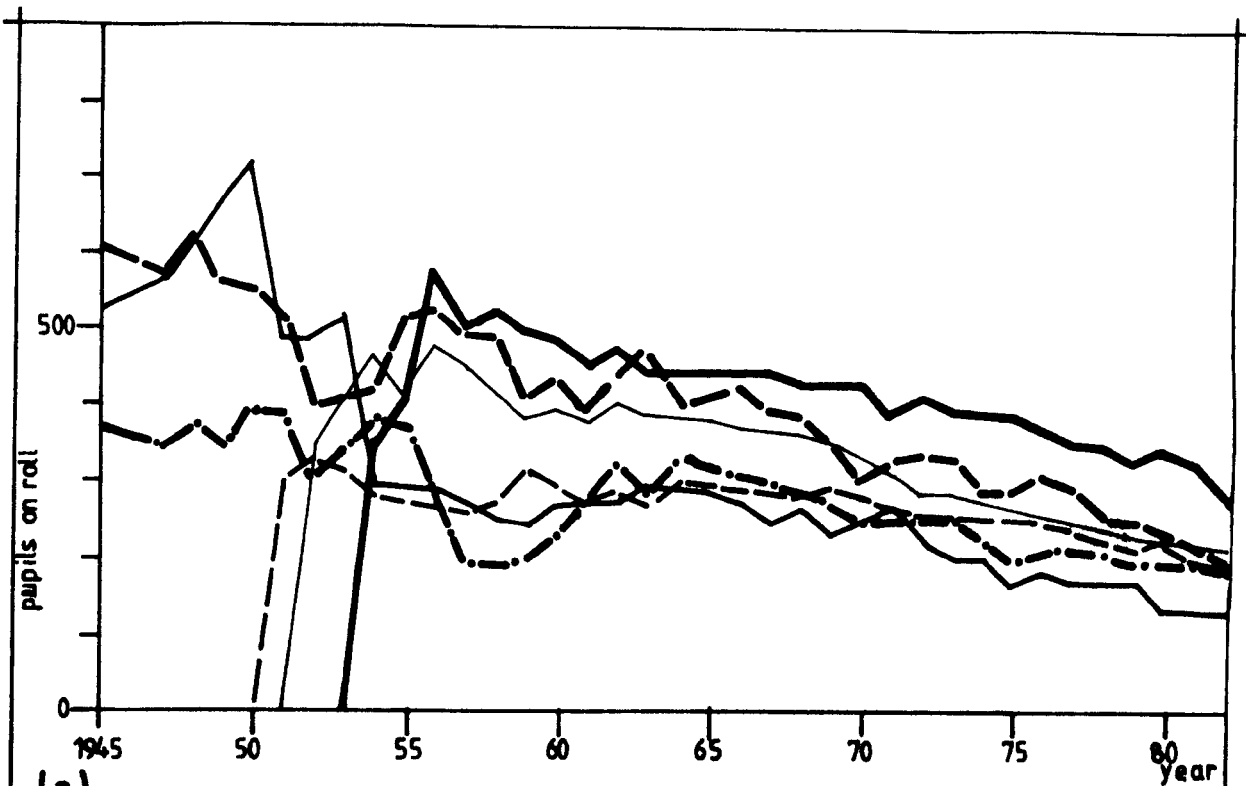
In 1952 in anticipation of the growth of housing and the increasing numbers of pupils in the east of the south-eastern sector of Welwyn, the LEA decided to propose another school (i.e. school number (10)) (on a combined site with school number (8)). This school was opened in 1955. Although by 1955 these two schools were erected the Development Corporation had not begun their development of the adjacent land. This

resulted in the under-occupation of the school for about three years which caused controversy in the locality. The other effect of the delay in house building was that it was left to the County Council to arrange with the Urban District Council for the construction of the appropriate frontage to the access road of the two schools.²²

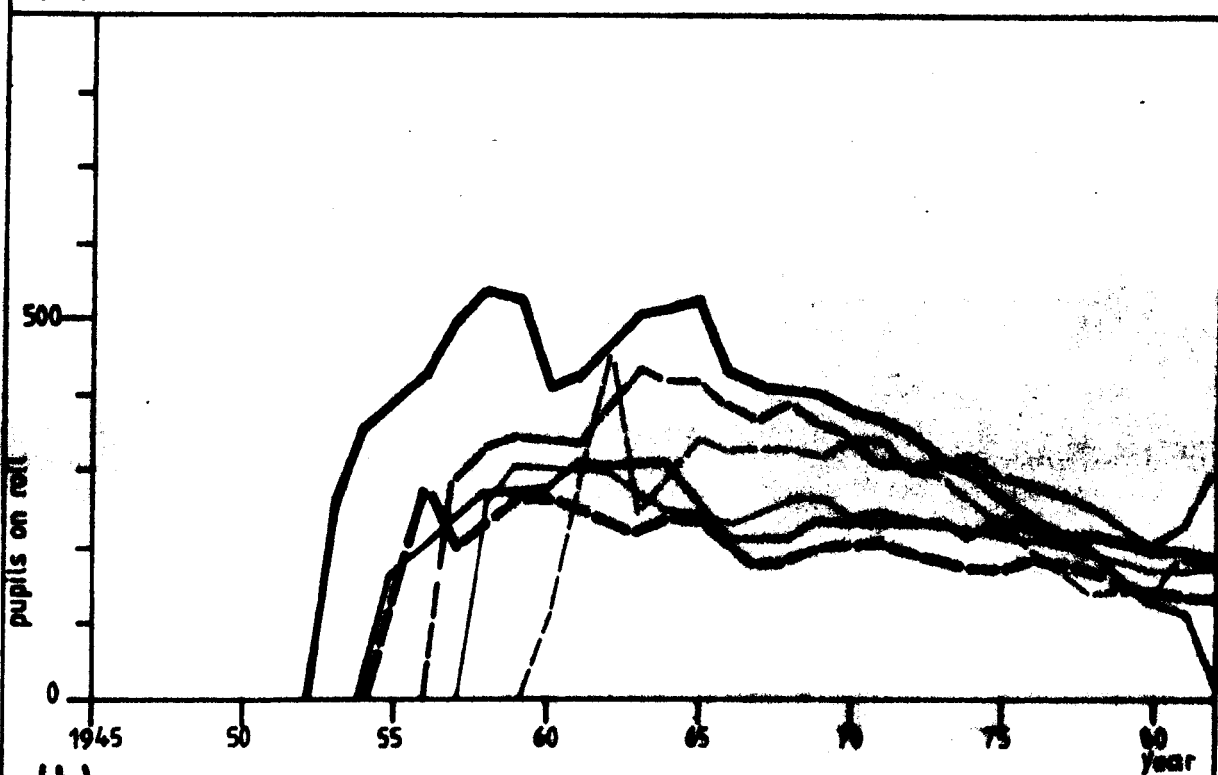
During the period 1956-1957 three more new primary schools were opened and all three were located in the southern parts of the south-eastern sector. As can be seen from figures (5.6 a-d), these three schools reached their peak of enrolment during the period 1959-1964.

During the early 1960's, the LEA completed a review of the primary school provision in the south-eastern sector of Welwyn. The three recently opened existing schools in the area were all over-occupied (altogether, in 1960, they had 840 school places but 925 pupils on roll). By then the house building in this part of the town was virtually completed apart from some infilling. The LEA calculated that the catchment area of these three schools were yielding 5-forms of entry. A survey by the LEA of the under-fives in this part of the New Town revealed that there could be pressure upon the primary school places during the period 1960-1963 (a need for 6-forms of entry) and during 1963-1964 pressure would even further increase (a need for 7-forms of entry).

Given the then existing overcrowded situation in the three schools (i.e. numbers (11), (12) and (13)) and the estimated future increase in the primary school population of the area, the LEA decided to add two permanent classrooms to school number (11) and four temporary classrooms to school number (12). In addition to these measures, one additional 1-form entry school (280 places) was proposed, i.e. school number (18). This proposal was made because at that time the equivalent of 1-form entry had to be directed from these parts to the west of this district,



(a)



(b)

FIGURE (5.6): The Actual Changes in the Rolls of Each Primary School, Welwyn.

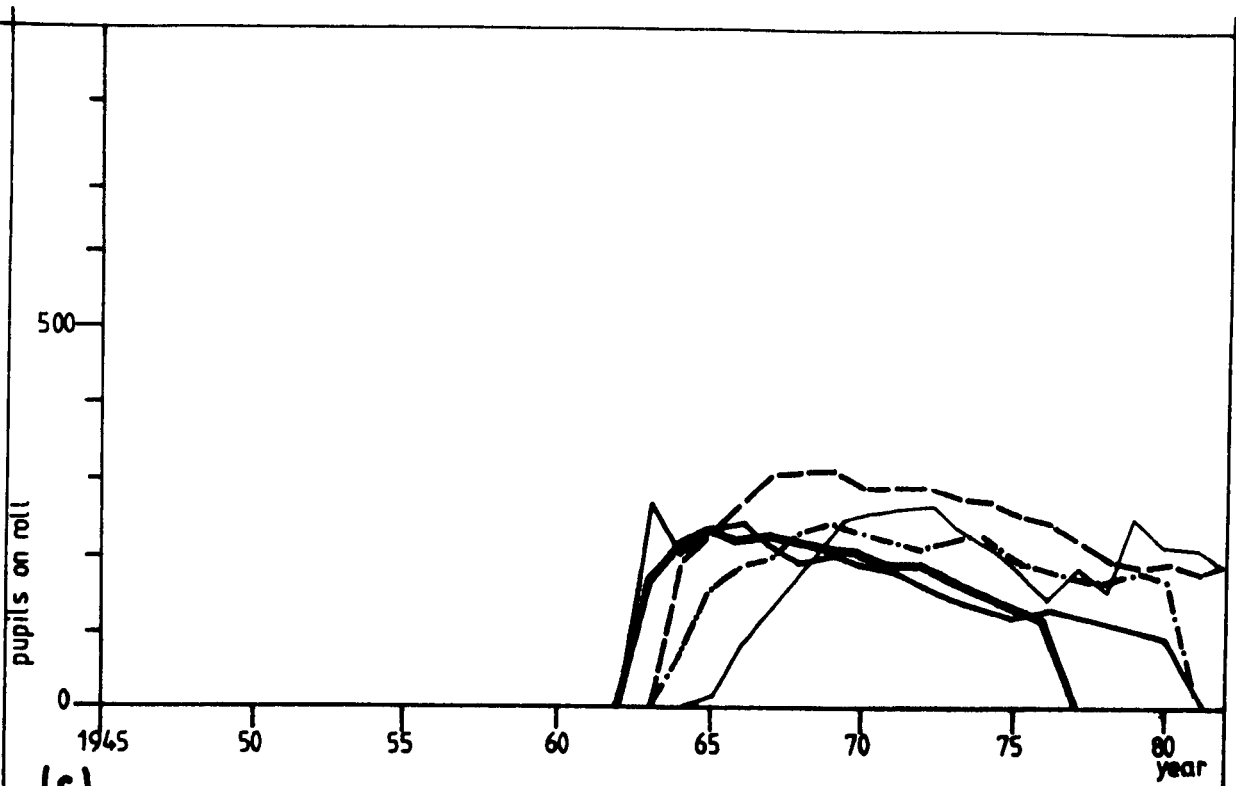
KEY:

(a)

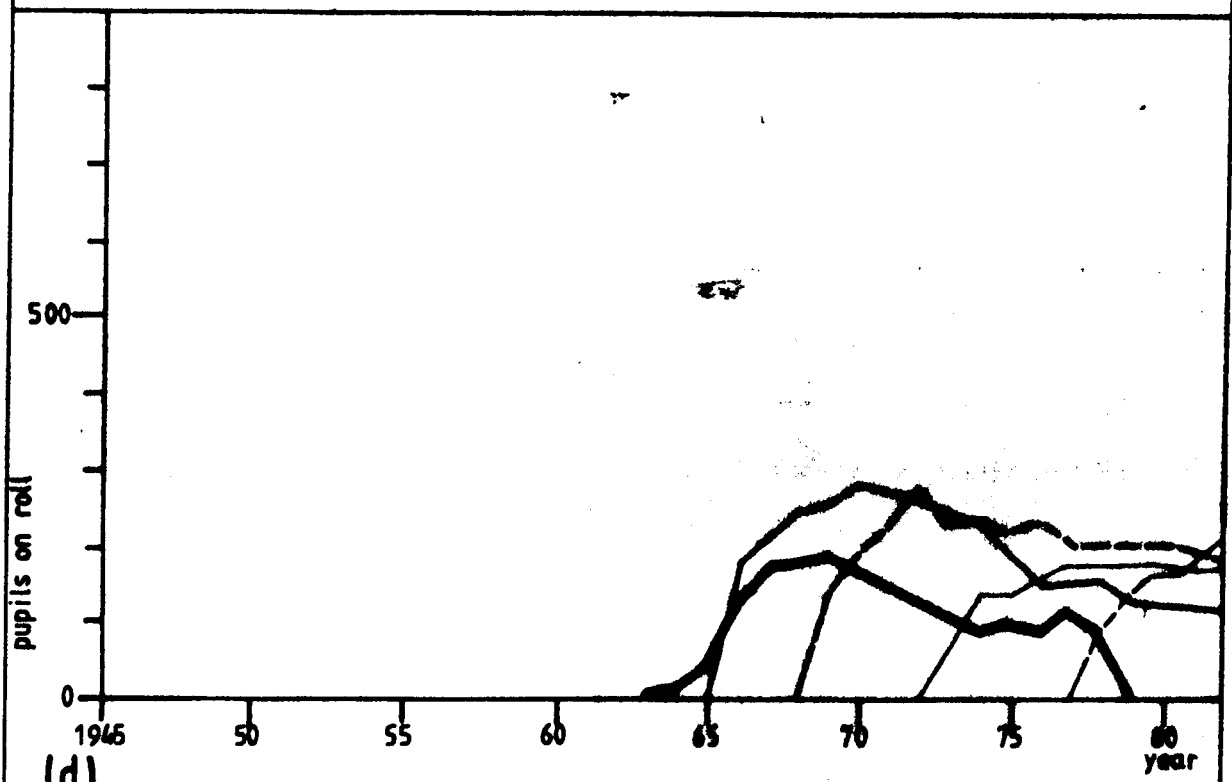
- School number (1)
- School number (2)
- School number (3)
- School number (4)
- School number (7)
- School number (8)

(b)

- School number (9)
- School number (10)
- School number (11)
- School number (12)
- School number (13)
- School number (14)



(c)



(d)

FIGURE (5.6): Contd.

KEY:

- (c)
- School number (15)
 - - - " " (16)
 - · · " " (17)
 - · - " " (18)
 - - - " " (19)

- (d)
- School number (20)
 - - - " " (21)
 - · · " " (22)
 - · - " " (23)
 - - - " " (24)

to the two Pre-Designation built schools numbers(2) and (3) which were one mile away.²³ This proposed school was opened in 1964 but throughout the period under review, i.e. up until 1966, it was under-occupied.

During the period 1959-1964 in accordance with the Development Corporation's plans for the north-west sectors of Welwyn, school building activities of the LEA were concentrated in these parts and altogether a total of six schools were built.

At different intervals, i.e. in 1956, 1958 and 1959, the LEA made reassessments of primary education provision in Welwyn. On each occasion the LEA prepared short-term estimates of future primary school population (3 to 4 year estimates). The LEA's assessment of the actual situation at these intervals indicated a likelihood of need for surplus primary school accommodation. But the problem was that there was no balance between the school places and pupils on roll in each individual school. For example in 1958, the two schools numbers (8) and (9) had altogether 700 school places while they had a total of 932 pupils on roll, while at the same time all the other schools throughout the New Town were under-occupied. In spite of this, the LEA had estimated from birth rate and new population that the number of pupils on roll throughout the town during the period 1957 to 1961, would increase by about 950. For the two northern sectors the LEA's 1959 estimate indicated a total school population of 1022 by 1963.

1965-1977:

During this period a total of four schools were built. These schools were in response to the developments in the remaining parts of the north-eastern sector, after the decision was made to allocate the Panshanger area for housing development.²⁴

In 1960, in anticipation of the increased housing development in these parts, the LEA made a decision to provide a further 4-forms of

entry in the north-eastern sector. These were to be broken down into three schools, one Roman Catholic and two County primary schools. Taking into account the schools already built and programmed for the northern sector of Welwyn, the total primary school accommodation in these parts would then amount to 8-forms of entry by 1965 when the total population of these parts was estimated to be 8000. By then it was envisaged that the building of these schools would end the primary school provision needed in Welwyn.

In particular it was realised that the building of a Roman Catholic primary school in the northern sector of the New Town was necessary as there was only one such school in Welwyn (in the south of the New Town and itself under pressure though being proposed for an extension). The new school was opened in 1965. Throughout the period 1965-1977, this school experienced a fall in pupil enrolment of about 3.5 per cent (or a fall of about 40.0 per cent from its peak in 1970) (figure 5.6).

The approval of the two other schools (i.e. schools numbers (22) and (23)) faced some delays. This was mainly due to the fact that the housing development of Panshanger estate had fallen behind the originally envisaged timetable. The two schools were opened in 1969 and 1972 respectively.

As a whole during the early 1970's the housing development in Panshanger estate was delayed. In anticipation of the resumption of the early rate of development in this area, the LEA decided, as early as 1970, to build an additional school, i.e. school number (24). This school was opened in 1977.

Effects:

The review of the expansion of primary school facilities, during the period 1948-1977, highlighted the kind and range of problems that was faced by the LEA. The main problem was that although during the

late 1950's to mid 1970's the LEA was aware of the under-occupation of the existing primary school stock throughout the New Town, they were bound to build new schools for the newly developing parts. If this expansion had not been followed by a fall in the school rolls throughout the town, there would have been no problem.

The Hertfordshire County Council was one of the Authorities that had adopted means of coping with increasing demand for new school places other than building a new school building at the first available opportunity. The method adopted by the Authority was to add temporary accommodation to the existing schools and to increase the number of pupils per class (up to 40 pupils). This meant the adoption of a policy that would not discriminate between the new rapidly growing areas like Welwyn at the expense of the other part of the County. This very attitude, during the early years of the development of Welwyn, caused some discontent both amongst the New Town residents and the industrialists who expected new and sufficient school places for their employees in the New Town.²⁵

The account of the adoption of this policy in the early years should not convey the idea that, in actual terms and over time, insufficient schools were provided in Welwyn (or that Welwyn during more recent years has not been faced with surplus schools and school places). But what it means is that, to some extent, other measures were adopted which have perhaps helped to postpone the emergence of such a phenomenon as the under-occupation of primary schools.

Two constraints upon the decisions of the LEA can be identified, in particular those which prevented the LEA allocating school places to pupils on a town wide basis. The first is the constraint imposed by the DES when regulating the minimum walking distance of Infant and Junior pupils.²³ Considering the much less hazardous roads of a town

like Welwyn (compared to a metropolitan area) and considering the fact that in rural areas the walking distance (from home to school) of a similar pupil is much longer than urban areas, instead of wasting public resources to build a school in 1962 only to demolish it in 1981,²⁶ pupils from newly developed areas after, say, 1966 could have been transported to primary schools with surplus accommodation.

The second constraint was imposed by the very fact that schools are considered as a means of attracting households and industrialists to newly developed areas. This attitude by both the authorities and the clients is hard to change in the light of the privatised nature of industry and (parts of) housing. Nevertheless it is believed that some degree of co-ordination could be found through prior discussions.

5.5.4.2 Decision/Problem Area (B): Falling Rolls and the Under-Occupation of Primary Schools

It was in 1973/4 that for the first time since the Second World War, primary school rolls did not increase and the overall roll started declining throughout the Country.

As can be seen in figure (5.5) in Welwyn the primary school rolls reached a peak in about 1969 and then had a declining trend (during the period 1969 to 1982, it has decreased by about 39.6 per cent).

This is a common phenomenon for all primary schools in Welwyn, except three. One is a Roman Catholic primary school that was opened in 1965 (i.e. school number (21)) and the other two are the most recently opened primary schools, one in 1972 and the other in 1977, both in the Panshanger estate (i.e. schools numbers (23) and (24)).

Decision-Making Sequence:

One important fact about this event is that it is more notable for the newly built primary schools in the more recent developed areas

of Welwyn, such as the northern sector and the east of the south-eastern sector.

The first indication of falling rolls became apparent in the east of the south-eastern sector which was served by three primary schools. By 1972 the needs of this area changed and the first move by the LEA was the discontinuance and removal of the mobile classrooms attached to school number (12) and the re-erection at school number (22).

In contrast to the LEA's estimates that the numbers would rise again when the large age range of earlier years reached adult life, the falling rolls persisted.

In 1975, the LEA started to study the situation in the affected parts of the New Town. These studies were aimed at finding a solution to the falling primary school rolls in those schools which were in the relatively newly developed areas and which were on combined sites. The relevant schools were built during the period 1956-1964. It will suffice to point out here that the conclusion of these studies were actions such as the 'merger', 'closure' or demolition of some schools. These phenomena will be discussed later.

Effects:

Although the falling rolls in Welwyn can to a great extent be related to the falling birth-rates, the root of the problem must be seen in the over-provision of primary schools, which were prepared for a peak in the primary school rolls.

The measures taken by the LEA to tackle this problem were twofold: merger of some schools and closure of some others. But considering the newness of all these schools, was it a correct decision to close a new school (such as school number (16)) and demolish the building without (more seriously) considering an alternative measure (such as the rever-

sion of the building to another use) while keeping open a school (such as school number (2)) with premises dating back to 1929, especially where this school was proposed for improvement? The costs of keeping an unoccupied school building may be high, but alternative uses might be found for the building. Should such a possibility not be considered at the time of designing the school? By working towards a primary school design that can be more easily adapted to other uses can be a way of overcoming the difficulty of finding alternative uses for primary school buildings in general and Infant schools in particular.²⁷

5.5.4.3 Decision/Problem Area (C): The Merger of the Primary Schools

The necessity for the merger of a number of primary schools in Welwyn came about as a result of falling rolls and the long lasting under-occupation of these schools.

During the period 1975 to 1980 the LEA made decisions in relation to the amalgamation of three sets of schools. The first group were schools numbers (19) and (20), the second group were the two schools numbers (14) and (16) and the third group the three schools numbers (11), (12) and (18). Since 1981 there have been changes to this plan in that a decision was made to close school number (16) (this will be discussed later).

Decision-Making Sequence:

The decision-making process in relation to the amalgamation of the above-mentioned schools extended from 1975 to 1980.

In 1974 and 1975 Reports on primary schools in the north-east of Welwyn were prepared by the LEA. These Reports indicated the decline in the area's three non-Roman Catholic schools (numbers (15), (19) and (20)). The Health Authority's returns for children under school age in this area showed that this decline would continue at least until 1977/78.

In discussion with the Governors of the three schools two alternative courses of action were worked out, as follows:

- (a) To combine schools numbers (19) and (20) to form one 'Junior Mixed Infant' school in the buildings of school number (19), thus releasing the premises of school number (20), for an alternative purpose, or
- (b) Arrange for all children from the area to attend schools numbers (19) and (20), thus releasing the buildings of school number (15).

The next move was to ask for the views of the District Advisory Committee for Education. The Advisory Committee proposed the holding of a meeting attended by such bodies as the Advisory Committee representative, Governors from each of the two Governing bodies concerned and the parents' representative of each school. The final resolution was in favour of the second alternative. The justification for this decision was that in this way a more stable situation would be achieved and flexibility would be retained for a later expansion in primary school numbers if housing policies brought a change in composition of the population of the area.

In 1978 the LEA made a reassessment of the situation of the two remaining schools. This was in the light of the fact that the number of children in the area served by these two schools since 1976 continued to fall. The LEA made an estimate of the future combined rolls of the two schools for the period up to 1982 and this indicated a fall of approximately 40.0 per cent during the period 1978-1982.

In view of the existing and probable further fall in the birth rate and after discussions between the LEA, parents and staff of both schools, a proposal was made to amalgamate the two schools. The process of merger was facilitated by the retirement of one of the Heads. At this stage the numbers had not declined to the point where one of the

buildings could easily be given up, but the LEA considered that in two years time they could be in a position to consider whether the use of one of the buildings could be dispensed with.

One advantage of the decision was the financial saving. The immediate saving was limited to the fact that there was no longer a need for two Headteachers. There would be revenue savings in using one building from the beginning but there could be initial costs to adapt the retained buildings to accommodate the full age range.

The decision of the Education Committee was that the amalgamation of the two schools would be effected by the official closure of one and the enlargement of the other.

With the persistence of falling rolls, in 1979 the first steps were taken by the LEA to rationalise the primary school accommodation in the south-east of Welwyn by considering the merger of the three schools which were located on a combined site (i.e. schools numbers (11), (12) and (18)).

In 1980 a more detailed study was made of the situation of these three schools by the LEA. It was indicated that while the intake was dropping to $1\frac{1}{2}$ -forms of entry, the three schools were built to provide 3-forms of entry with permanent accommodation for 630 pupils (at 30 per class). On the basis of the pre-school numbers and the actual numbers in 1980, the LEA made an estimate of the future combined rolls for the period 1980-1984 and this showed a drop of 25.0 per cent. The LEA's speculative forecasts to the end of the century suggested that numbers would rise again, but this would be likely to be a peak intake rather than the normal one and rolls were expected to remain low in the meantime.

The retirement of the Head of one of the schools (by the end of

1979) brought forward an opportunity for a consideration of the future of the three. An open meeting was held between the school Governors and staff, parents of existing pupils and prospective pupils.

The pattern of re-organisation which was recommended by the Governing bodies and was thought to meet the consensus of the professional staff and the parents, was to amalgamate the three schools into a single 'Junior Mixed Infant' school which would initially use all three buildings, but would give up the buildings of school number (18), and use only the other two buildings once numbers had declined after a transitional period of about two years. The new school would be organised into two departments (Infants and Juniors) under the two remaining Heads and later could be brought together under one Head if appropriate and if circumstances might allow (in the meantime both departments would work closely together under one Governing body). The disposal of the buildings of school number (18) was also considered. With the approval of the Secretary of State for Education, this proposal came into effect from September, 1980.

(For the changing roll in these three schools since their opening refer to figure (5.6)).

Another similar set of decisions was taken in regard to the two north-western schools numbers (14) and (16). In 1980, the LEA undertook a study of the circumstances of these two schools and areas served by them and this showed that numbers in the area had been steadily declining in the late 1970's. The two schools between them provided a total of 2-forms of entry and had accommodation for 420 children (including nursery unit). In 1979 the entry to these schools were about 1-form of entry, but no estimate of the future numbers on roll was made. The only factor considered by the LEA was that there was no significant additional housing development expected in the area.

An opportunity to review the position of the schools and to consider whether there should be some re-organisation in the light of the existing and likely future numbers seeking admission, was brought forward by the resignation of one of the Heads. Accordingly, the LEA held consultations with the Governors and they agreed to consult the parents on the possibility of merging the two schools into a single 'Junior Mixed Infant' school.

In a poll of the parents of pupils in Infant school number (16) the great majority remained opposed to a merger. Other meetings were held and since then the Welwyn, Hatfield District Advisory Committee for Education recommended that the merger be approved. Having taken this decision in spite of opposition from the parents, the LEA decided that if the merger was proceeded with, a meeting would be held with parents so that the various points which were raised by the parents in opposition to the merger could be dealt with in detail.

The programme for the merger of the two schools was that they should become a single 'Junior Mixed Infant' school, using both buildings until one building could be released, with effect from September, 1980.

Effects:

The decision-making process in regard to the merger of a number of primary schools extended from about 1975 to 1980.

Two important points can be highlighted, one is that the decision to 'amalgamate' the schools was in fact nothing more than the closure of one and the retention of the other. The second is that these decisions were initiated by the authorities. Whatever the opposition from the parents, the consultation between the authorities and parents seemed to be aimed at convincing the parents of a pre-determined decision. Because each school involved a different set of parents whose concern for their children's school was only of a limited duration (i.e. until

their children left school), and considering that these decisions were in relation to a total of eight relatively newly built schools, parents were not able to organise a town wide opposition group to oppose the 'amalgamation' of the schools.

On the other hand because of the inadequacy of some of the schools to cope with a full primary school age-range, the schools that were kept open required some adaptations which were certainly costly.

5.5.4.4 Decision/Problem Area (D): The Closure of Primary Schools

The 'closure' of the schools were the direct result of the decisions taken by the LEA to cope with the falling rolls in Welwyn. 'Closure' can also be seen as a side effect of the LEA's decision to 'amalgamate' the schools.

Up to 1980, the decisions in relation to the 'closure' of primary schools affected a total of four schools.

In 1975 the LEA made a decision to close school number (15). In 1978, the LEA's resolution to amalgamate the two schools numbers (19) and (20) could only be effected by the official closure of one. In December, 1979, the Education Committee agreed with the proposals to close two primary schools numbers (16) and (18).

Decision-Making Sequence:

The first decision to close a school in Welwyn was made in 1973 in relation to school number (15). This was part of the decision to rationalise the situation of the three schools numbers (15), (19) and (20) which were located on an adjoining site in the north of the New Town.

There was opposition both from the school representatives and the parents to the closure of this school. The main points of these groups'

objection can be briefly listed as follows:

- (a) The closure of this school would involve more disruption for both pupils and staff than an amalgamation of the two schools numbers (19) and (20).
- (b) Children would have further to walk to school along a road used by buses.
- (c) Parents did not object to a school with very small year groups for their children.
- (d) Parents believed that the school was a happy community and provided a high standard of education.

Accordingly, a number of meetings between the interested people were held and the points made by the parents and the situation as a whole was reviewed.

The LEA was of the view that if two separate schools were retained (i.e. the school number (15) and the two amalgamated schools numbers (19) and (20) it would be inevitable that numbers at both would drop to a point that would make a further review necessary in two or three years. This would perpetuate, in the meantime, the continued uncertainty for the staff which would have its effects on the life and education in the relevant schools.

The closure of this school became effective from 1976.

In 1978 the LEA realised a need for further rationalisation of the two remaining schools (i.e. numbers (19) and (20)). In the light of the continued declining numbers in the area served by the two schools, the LEA noted that the shrinking size of each school would place limitations on the educational opportunities for the pupils.

The LEA's plan was to amalgamate the two schools which would be effected by the official closure of one and the enlargement of the

other. Also the future use of the building was to be kept under review as numbers allowed. In 1979 school number (20) was closed and this resulted in an increase in the enrolments at school number (19) until 1981. From 1981 the roll in this school has again dropped.

The measures taken in 1980 to rationalise the situation in regard to the three south-eastern schools numbers (11), (12) and (18) culminated in the merger of the two former schools and the giving up of the building of the latter. School number (18) was closed in 1980 and school number (11) in 1981. This has led to an upward trend in the rolls of the remaining school building, that is by 188 during the period 1980-1982.

In 1980, the proposal to merge the two schools numbers (14) and (16) to a single 'Junior Mixed Infant' school involved the use of both buildings until one building could be released with effect from September, 1980, and since then school number (16) has been closed.

In 1981 the 'Personal and Urgency Sub-Committee' of Hertfordshire County took account of possible County use of the buildings of school number (16). But ultimately it was decided to demolish the building on the grounds that demolition was an essential part of the approved re-organisation of schools numbers (14) and (16). The County's intention was, after the demolition, to use many structural elements of the school to improve other schools and 'reduce the cost of repairs elsewhere' (the design of this school was common to many schools built in the 1960's in Welwyn).

In March, 1981, Welwyn Hatfield District Council considered taking the County Council to court over their plans to demolish the school.

Effects:

The provision of primary schools in the parts of Welwyn that were

developed during the late 1950's and early 1970's, were based on a projected population which in turn was based on a higher assumed birth rate than actually occurred. Thus the falling rolls in Welwyn must be related to an unexpected lower population growth than the curtailment of the housing programmes for Welwyn.

With such an overprovision of primary schools and no expectation for future increases in the enrolments of the most affected schools, the question remains whether it is the best solution to close a school?

It can be argued that in a time of economic recession it is not easy to find enough resources to fund an alternative public use of the redundant school buildings. The answer may be dependent upon the will of the politicians and organised public pressure to direct public money to public use and prevent the waste of public capital resources.

5.5.5 The Secondary Education Structure

Within the secondary education structure of Welwyn, throughout the period under review, i.e. 1948-1980, three major decision/problem areas could be identified. These are the 'provision' of secondary education facilities for the growing town, the 're-organisation' of secondary education on Comprehensive lines and the prospects of 'falling rolls'.

The development plan for secondary education in Welwyn proposed the building of four new secondary schools, providing a further 16-forms of entry (including the existing school, the grand total for the town would be 19-forms of entry). Later four more new secondary schools were proposed for the town; three were actually built and one was deleted from the programme.

The six post-1948 secondary schools were built in different intervals during the period 1965-1967. As can be seen from figure (5.7),

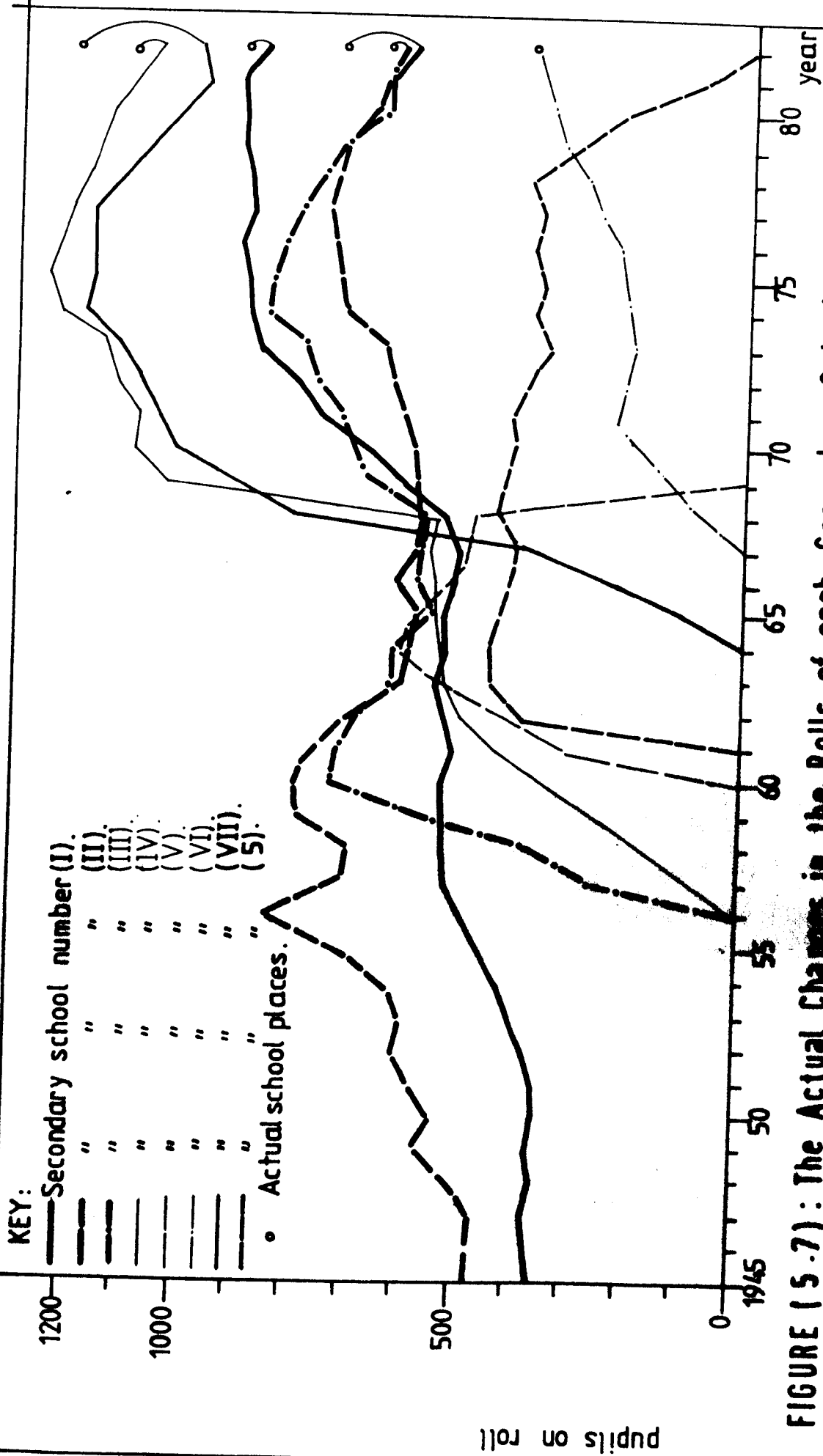


FIGURE (5.7) : The Actual Changes in the Rolls of each Secondary School, Welwyn .

pupils on roll

each individual school reached its peak of pupils enrolled in a different period.

5.5.5.1 Decision/Problem Area (E): The Provision of County Secondary Schools

As can be seen from figure (5.5), Welwyn had increasing numbers of secondary school population from about 1955 and extending to about 1979 and six distinct stages can be identified. The first stage (1948-1955), the third stage (1962-1966) and the fifth stage (1974-1979) share a common feature in that they had stable (or very low increasing) secondary school population sizes. The second stage (1955-1967) and the fourth stage (1967-1974) both had increasing secondary school populations. The sixth stage (1979-1982) is characterised by its declining secondary school enrolment.

The peak of secondary school enrolment was reached in 1974 and it remained at that level until 1979.

The increase of secondary school enrolments during the period 1955-1967 can be related to the development of Welwyn as a New Town. But the increase during the period 1967-1974 must be attributed to the following three factors:-

- (a) Raising of the school-leaving age from 15 to 16 in 1972/73.
- (b) Re-organisation of secondary schools on 'Comprehensive' lines;
and
- (c) Development of the remaining parts of Welwyn (i.e. the Panshanger estate).

Decision-Making Sequence:

It must be pointed out that until the re-organisation of secondary schools on Comprehensive lines in 1968 (starting in 1965) the secondary school system of Welwyn was divided into two: Grammar and Modern

schools. Each of these were treated separately, although in some cases the two systems become interrelated. On the basis of their separate treatment, the two will be discussed in turn.

Up until 1953, secondary (Grammar) school number (I) was the only purpose-built school in the New Town (built in 1939).

In 1951, as a result of increased demand for secondary school places, a proposal was put to the Education Committee that the size of this school should be increased (from 3-forms of entry to 4-forms of entry). The immediate decision area was the selection of land near the school to replace that part of the original school site that would be taken by the proposed school building extension. Also, it was intended to use this opportunity to bring the playing field up to the new standards of the DES.²⁸

One constraint imposed upon the site selected for this extension was the proposed extension of an adjoining road to this site. With a decision taken by the DoE⁸ in 1952 against the extension of this road, the obstacle to the holding of the land proposed for the extension of this school was removed. Accordingly, the Development Corporation and the LEA reached an agreement on a long lease for the site on terms which were agreed with the District Valuer.

But no action followed and again in 1958, after a reassessment by the LEA of secondary Grammar provision in Welwyn, it was concluded that there was still a need to increase the size of this school. At that time, although this school admitted 3-forms of entry each year, its accommodation was not up to standard. Based on the LEA's information that the proportion of primary school leavers requiring Grammar school education in the Mid-Herts. Division was as high as 32.0 per cent, and admitting to a policy of providing sufficient places for all children seeking admission to a Grammar school, the LEA decided to bring this

school up to the standard of a 3-form entry school for 540 pupils with a sixth form of at least 90 places.²⁹ After passing through the County levels of approval procedures, this proposal was submitted to the DES, but its inclusion in the County's immediate School Building Programme (i.e. 1959/60) was not approved.

By 1958 another Grammar school in Welwyn was opened (i.e. school number (IV)). In the light of the severe shortage of accommodation in these two Grammar schools and pending the extension of school number (I), which was aggravated by the growth in numbers of sixth formers, the LEA decided to add one class to each of the two Grammar schools and to provide four mobile classrooms at school number (IV), to deal with the accommodation problems that were most severe during the late 1950's.

The second Grammar school (i.e. school number (IV)) was included in the County's 1955 School Building Programme. A problem was that while the population of the area was growing, it was estimated that the completion of the school would be later than the actual need for the school, i.e. in 1957. In view of this, the LEA decided to provide additional Grammar school places before the completion of school number (IV).

At the same time Secondary Modern school number (III) was under construction and would be ready by 1956. The LEA decided that this Secondary Modern school, when opened, could accommodate temporarily the Grammar school children. It was thought that the capacity and design of this Modern school would make this proposal practicable for one year.

The normal attitude of the Education Committee was that they would not approve the proposition of starting a new Secondary Modern school by asking the school to act as host to another school in the first year

of its life. But the Education Department found a definite advantage from the Grammar school's point of view in that when it opened it would not have only the first year school children.

Thus the proposal was approved and when the Secondary Modern school number (III) was opened in 1956, the new Grammar school number (IV) was temporarily opened in its premises. The purpose-built Grammar school was opened in 1958 when the pupils and staff were transferred to it from school number (III).

The first Secondary Modern school in Welwyn was first established in the premises of what is now Junior school number (1). The County's Development Plan had proposed to use school number (4) for infants only and to transfer the junior children to school number (1) when a new purpose-built Secondary Modern school could be built.

Before the completion of the purpose-built school, there was pressure upon secondary school places especially because of the effect of raising the school-leaving age from 14 to 15 (according to the Education Act 1944). This sort of pressure was felt throughout the County. The LEA's policy was to supply and erect huts for this purpose. One of the first huts was to be added to school number (1a). Additionally, in the light of the new house building in Welwyn, the building of a purpose-built secondary school was needed to replace school number (1a). The proposed Secondary Modern school number (II), an ultimate 5-form entry school was to be built in two phases. The school opened in 1953 and the transfer of secondary pupils was accomplished.

By 1957, there were two Secondary Modern schools in Welwyn. Altogether they had accommodation for 1590 pupils: school number (II) had 870 places and school number (III) 720 places.

In 1957, the LEA estimated the following increase in the number

of children that were to be accommodated in the Secondary Modern schools:-

<u>1957 (actual)</u>	<u>1958</u>	<u>1959</u>	<u>1960</u>	<u>1961</u>
1170	1510	1745	1989	2072

On the basis of this estimation, the LEA expected a serious shortage of accommodation to occur by 1960. Accordingly, it was decided to propose that a Secondary Modern school should be built in the north-east area of Welwyn (i.e. school number (V)) in the County's 1958/59 School Building Programme. In fact, the estimated figures had indicated that a shortage of places would occur in 1959, but the LEA considered that by then the purpose-built premises of Grammar school number (IV) would be ready for use and hence space in school number (III) would be released for Secondary Modern education purposes.

The LEA also hoped to include the whole project in a single Building Programme as their previous experience of building by instalments was considered not to be suitable for New Town areas because the additional expenses would not be justified in view of the need for the completion of the school very soon after the first instalment was finished.

In the light of pressure upon Secondary Modern school accommodation, the LEA's plan was to open this school in advance of its actual completion in the premises of Grammar school number (IV) which, in 1958, would have surplus accommodation. School number (V) was opened in 1960.

As part of the plan to re-organise secondary education in Welwyn, this school was amalgamated with school number (IV) in the autumn of 1968 and in the summer of 1968, this school was actually closed.

In 1960, in regard to the Development Corporation's plan for the development of the northern parts of Welwyn during the 1960's, the LEA

made another assessment of Secondary Modern requirements of the whole New Town.

By 1959 the number of Secondary Modern pupils were 1580 and on the basis of this actual figure, the LEA made the following forecast of the pupils requiring Secondary Modern education during the period 1959-1965:-

<u>1959 (actual)</u>	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
1580	1873	2019	2093	2224	2363	2618

The estimated Secondary Modern school places up until 1963 in the three Secondary Modern schools would be 2310 and this corresponded very closely with the LEA's expected total numbers on roll. But at the same time the LEA considered the annual admission figures in terms of forms of entry and concluded that the next Secondary Modern school for Welwyn should be built and be available in 1963 (at the latest). The factor taken into account by the LEA was the increasing number of sixth formers in the town which would reduce the annual admissions to individual existing schools (and this was said to be especially so for school number (III)).

In the light of these considerations, the LEA decided to build a new secondary school in the north west of Welwyn (i.e. school number (VII)). This school was opened in 1964 and was the last school to be officially opened in the New Town.

In 1961 the LEA made fresh corecasts of the pupils requiring secondary modern facilities, as follows:-

	<u>1960 (actual)</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>
Roll	1812	2010	2026	2130	2261	2506	2732
Form of Entry	16	12	16	19	20	23	24

A slight increase can be seen from the 1960 estimates.

At that time there were three completed Secondary Modern schools and one was included in the County's Major School Building Programme for 1962/63. These four schools, altogether, would provide a total of 3030 school places by September, 1964. Comparing this figure with the LEA's estimate for 1964, it can be realised that there were to be more school places than pupil population by 1964. In spite of this the LEA made proposals for the building of another secondary school (i.e. school number (VIII)). There were two underlying reasons for this decision, as follows:-

- (a) It was not practicable to switch children from areas of new demand to where there were empty school places, and
- (b) As the Secondary Modern schools were all 11-16 age-range schools, pupils leaving these schools used to attend the Further Education College. This had put such pressure on the College that courses could no longer be adequately organised and the parents and the Heads of schools preferred the five-year secondary course to be completed in the schools (this was before the raising of the school-leaving age from 15 to 16).

The LEA therefore felt it essential to provide more Secondary Modern accommodation and accordingly school number (VIII) was proposed for inclusion in the County's 1963/65 Major School Building Programme.

Later it was decided to amend this Plan to enable the two adjoining schools numbers (VII) and (VIII) to function as one school. This decision was made as part of the County's plans for re-organisation of secondary education in Welwyn.

There was still another secondary school proposal for the New Town. This was a school that was proposed to cater for the developments in the Panshanger estate. Originally, this proposed school was approved by the DES for inclusion in the County's 1966/67 Major School Building Programme.

In 1965, the Divisional Executive accepted the suggestion put forward by the County Council that this proposed school for the Panshanger area should not be proceeded with. And accordingly, they expressed their preference for the use of the money allocated for the building of this new school to be devoted to the existing secondary schools in order to provide the required number of places. No objection to this changed proposal was to come from the DES. Accordingly, plans were prepared for the extension of the three schools numbers (I), (II) and (III), to 5-form entry schools.

Later during the same year the proposed extensions were approved by the DES and the proposed new secondary school number (IX) was postponed. Nevertheless, the plan for the re-organisation of secondary education in Welwyn suggested that a need might arise for the building of this school during the 1970's, but made no firm decision at that stage.

Given the declining trend in the total population of the town since 1971/72 (figure 5.3), the declining total of primary and secondary school enrolments (figure 5.5), the declining enrolments and surplus school places in almost all the secondary schools (figure 5.7), and the very low rate of house building in the remaining parts of Welwyn, the LEA has made no attempt so far to revive this proposal. In fact given the factors mentioned above, it seems unlikely that an additional secondary school will ever be built in the New Town in future, especially since the site which was reserved for this school has now been re-allocated for housing development.

Effects:

The review of the expansion of secondary school facilities during the period up to 1965 highlighted the kind and range of problems and opportunities faced by the LEA. The main problem was to deal with the

dual system of secondary education. This involved the preparation of different estimates for the two sectors and different provision for each. In the review above it was seen that in certain instances the LEA was faced with a situation in which there were shortages of school places in one sector and it was necessary for example, to house the pupils of the Modern schools in the Grammar schools (or vice versa). This problem area was a part of a general problem caused by the dual system of secondary education up until 1968 (by that time all the required schools were built). This dual system prevented a balanced distribution of secondary school pupils as against secondary school places, causing a total of approximately 1000 surplus school places throughout Welwyn in 1982.

Nevertheless, considering that it was only from 1979 that the secondary school enrolments have declined, it cannot be said that there was as much overprovision of secondary school places as was seen in the Primary sector.

In future, by encouraging more 16 year olds to stay on at school until their 18th year of age and accordingly allocating more school places in each school to the sixth formers, the under-occupation of the secondary schools in years to come can, to a certain extent, be prevented.

5.5.5.2 Decision/Problem Area (F): The Provision of Roman Catholic Secondary Schools

Until 1967, Welwyn was served by a Roman Catholic girls' school (i.e. school number (5)) which was granted 'Aided' status in 1962. This school was the only Roman Catholic secondary school in the Division and during the 1950's there was much pressure upon this and the Roman Catholic schools in the neighbouring Divisions. This implied the provision of additional Roman Catholic secondary school places, especially for boys.

As can be seen from figure (5.7), the Roman Catholic secondary school enrolments increased by more than 64.0 per cent throughout the period 1962 to 1980 and by 1982 the secondary school enrolments equalled the secondary school places.

During 1960 school number (15) had 400 pupils (all girls) on roll of whom 300 were of secondary school age. Approximately 58.0 per cent of the pupils of 11-19 age range were Roman Catholics.

When in 1962 the school was granted Aided status, the control of the LEA over the management of this school³⁰ was accordingly increased and after discussions with the school authorities and the DES,²⁸ the LEA decided that after further additions and adaptations the school could be a 2-form entry Secondary Modern school for 360 pupils offering a five year course. In fact the revised Development Plan for Roman Catholic secondary schools as approved by the County Council in 1954 had made provision for two 2-form entry secondary Modern schools, one for girls and one for boys. The LEA's intention was that by granting Aided status to this school it would then be one of these two proposed schools (for girls).

To provide an equal number of places for Roman Catholic boys in the Division, the LEA decided to suggest the building of a 2-form entry (instalment of an ultimate 3-form entry) school for boys in Welwyn. Accordingly, it was proposed to include school number (VI) in the County's Major School Building Programme for 1964/65.

The building of this school coincided with the re-organisation of secondary education in Hertfordshire in general and in Welwyn in particular and the Education Committee approved the Roman Catholic authorities' proposal that this school should be developed as a Comprehensive school.

This school was opened in 1967 as a mixed Roman Catholic Comprehensive school and it was because of this that the form and existence of secondary school number (5) was affected. The process of re-organisation of Roman Catholic secondary schools in Welwyn will be studied later. The issue that will be discussed here is the process of decision-making in relation to the closure of school number (5). Nevertheless it is important to refer briefly to the process of re-organisation of this school as this was the main factor that led to its closure.

The plan to amalgamate the two schools was first raised in 1971, but a campaign by parents and pupils and the unwillingness of the Governors of school number (5) resulted in a reprieve for the school. Since the number of Catholic pupils were insufficient to justify two 5-form entry Comprehensive schools, the Archdiocesan Schools' Commission decided to develop the boys' school number (IV) as a mixed school starting from September, 1974.

In 1978 the decision was made to close the girls' school number (5) either by the end of the year or gradually. In the latter case, the affected pupils would be 60 or 70 girls. The parents objected to the closure of the school in principle, formed an action committee and made plans to meet the Bishop and his advisors for a detailed discussion. Still the Bishop's view was the same as before, without explicitly stating a decision to close the school. Being a maintained school this decision would have to come from the Education Authority and this would relieve the Roman Catholic authorities of publicly declaring an unpopular decision.

In April 1978, the Westminster Schools Commission announced that the school could be saved if parents could provide convincing reasons. Accordingly, a team of parents scrutinised the Diocesan population

figures to see whether these could be interpreted in a way which would allow this school to stay open.

In the event proposals to close this school were withdrawn and as no notice was published during 1978 it meant that the school had to be kept open at least for the forthcoming academic year, i.e. 1978/79.

As a result of extensive discussion during 1978 and early 1979 between the Governors, the Trustees, the staff, the parents, the Diocese of Westminster and the Governors and staff of school number (VI), in April 1979 the Governors of school number (5) put forward a new proposal. The proposal was that the County Council should cease to maintain their school with the proviso that girls already in the school could continue until the age of 16 provided that the formal proposal was made by the Authority. Thus the proposal would be that the school should continue until the end of the Summer Term, 1983, and then close, on the basis of the following arrangements:-

- (a) The school would cease to accept pupils transferring from primary schools after September, 1979.
- (b) The school would be closed at the end of the Summer Term, 1983.
- (c) From the beginning of the Autumn Term, 1983 remaining pupils would be offered places at school number (VI) or other schools maintained by the County Council in accordance with their parents' choices.

This school had a very wide catchment area, pupils from the Mid-Herts. area and areas surrounding it. Because during the late 1970's the pupil numbers in these areas were declining, the closure of this school would not mean that there would be any shortage of school places either in Mid-Herts. or in any of the surrounding areas. This was especially so because there was adequate Roman Catholic provision for the girls in the surrounding areas. This very fact would affect the position of school number (VI) in that the parents who specifically

sent their children to a girls' only school (such as school number (5)) would not be satisfied with a co-educational school like number (VI). This meant that the new school would not have such a wide catchment area as school number (5).

When receiving this proposal from the Governors of school number (5), the LEA expressed their doubts as to whether this was the best way to carry out the closure, but since this was the specific wish of those who would be most closely involved, the Authority decided to meet their wishes.

About one year after this proposal was made and by the time that this procedure had begun to operate, some changes of view appeared and the majority of the staff and the Governors of the school expressed their wish for the closure of the school in July, 1981. Following the consultations with the parents, the Governors sought the Authority's agreement to this proposed change of plan.

The pupils affected by this change of plan would be those who were in the second and third years at 1980 and these would be involved in a change of school.

In 1979 a Working Party was formed to review the secondary education throughout the County and in each District. Although school number (5) was not part of the review of this Working Party as the closure was agreed before this wider review was started, the Working Party gave preliminary consideration to the position of this school and supported the Governors' proposals in the light of two facts:-

- (a) The rapidly declining numbers on roll in this school (the roll in 1980 was expected to be 145 and in 1981 around 70).
- (b) It would not be sensible for the LEA to suggest that the school should continue for a further three years against the advice of its Head and the majority of the staff.

One advantage of an earlier closure and discontinuance of use of the buildings would be financial savings and better use of staffing resources. On the other hand, the LEA was to provide free transport for a total of 52 second and third year students present in the school who would transfer to schools more than three miles from their homes. The Education Authority considered that the cost of free transportation for these pupils could be accommodated within the County's existing budget provision for school transport and that this cost would be covered by the savings involved in the change of plan.

The school was formally closed in August, 1981.

Effects:

The review of the decision-making sequence in relation to the provision of Roman Catholic secondary education facilities in Welwyn revealed how the decisions made by the authorities can be affected by the activities of pressure groups. The decision to close the convent school was first made in 1970/71 and the school was actually closed ten years later: i.e. ten years of lengthy discussions.

A constraint upon the action taken by the LEA was that although this school was a Church school, the Roman Catholic authorities and the Governors of the school wanted the LEA to declare to the public that it was their decision to close the school. This could mean that the Roman Catholic authorities were not decisive in their decision, but this must be considered in the light of the fact that they usually do not have total control over the convent schools.

Figure (5.7) indicates that the newly built Roman Catholic secondary school had an increasing enrolment since its opening. In regard to the falling enrolments in almost all the County secondary schools in Welwyn, both the LEA and Roman Catholic authorities must reconsider the expansion proposal of this school to its full size and instead work out (through

discussion) some means of using the surplus County school places for Roman Catholic pupils.

5.5.5.3 Decision/Problem Area (G): Reorganisation of County Secondary Schools

DES Circular 10/65 instructed all Local Education Authorities to reorganise their secondary education. But the Hertfordshire County Council had adopted a policy of reorganising their secondary education long before reorganisation became a matter of Government policy. This decision was made as a result of internal discussions within the County. The adoption of this policy was in the light of the County Council's view that it was invalid to provide an extended period of schooling for only 25 per cent of the pupils in Grammar and Independent schools. Nevertheless, the introduction of the policy of reorganisation of secondary education at the national level speeded up the implementation of the process of reorganisation in Hertfordshire County.

The reorganisation of County schools in Welwyn involved a total of six schools. The information related to these schools at the time of reorganisation has been summarised in Table (5.4).

TABLE (5.4): COUNTY SECONDARY EDUCATION STRUCTURE, WELWYN GARDEN CITY, 1965

School Number (Fig. 5.1)	Accommodation - Sept. 1965					Numbers on roll, Sept. 1965
	Status	Age range	FE	Year course	Places	
(I)*	G	11-18	3	7	630	533
(II)	M	11-16	4	5	600	624
(III)	M	11-16	4	5	600	576
(IV)	G	11-18	3	7	600	558
(V)	M	11-16	4	5	600	528
(VII)**	M	11-16	4	5	600	227
Total	-	-	-	-	3630	3046

Notes: G = Grammar, M = Modern, FE = Form Entry.

* A tender for bringing the building of this school up to standard for 630 pupils was approved just before reorganisation plan preparation.

** School number (VIII) was by then under construction.

Decision-Making Sequence:

More formal discussions at County level in relation to the reorganisation of secondary schools in Hertfordshire had started in about September 1963. The publication of DES Circular 10/65 as an indication of Government policy towards secondary education organisation brought about an opportunity for the County Education Committee to consider the problem afresh.

During 1965 the Mid-Herts. Divisional Executive was asked by the County Education Committee to make recommendations for the reorganisation of the secondary system of the Division on a 'Comprehensive' basis.

The ad hoc Committee of the Divisional Executive recommended that, as a first step towards a complete Comprehensive system in Welwyn, the following changes should be imposed:-

- (a) Schools numbers (IV) and (V) to be combined and established as 6-form entry Comprehensive school.
- (b) Schools numbers (VII) and (VIII) to be combined and established as 6-form entry Comprehensive school.
- (c) The three remaining schools, i.e. schools numbers (I), (II) and (III) to be extended, at first to 5-form entry Comprehensive schools each, with the intention that these should be enlarged as soon as required (and possible) to 6-form entry Comprehensive schools.

Another factor affecting the structure of secondary schools and also the reorganisation plan, was a suggestion made by the Education Authority to the Divisional Executive not to proceed with the provision of school number (IX), as proposed originally for the Panshanger area, but instead to make some additions to the four existing schools numbers (II), (III), (IV) and (VII).

In this way the money allocated for the building of a new school

would be redirected to the implementation of the reorganisation plan's proposals of providing five schools of 6-form entry size in Welwyn. The Plan also suggested that should development in the Panshanger area be completed in the 1970's, it might be necessary to build the new school, for the existing 30-forms of entry would then be insufficient. Perhaps because of the uncertainties about the rate and extent of the new developments in Panshanger area the plan recommended that a final decision about this school should not be taken at this stage.

In July 1966, the County Council accepted the reorganisation plan as drawn up by the Education Committee for submission to the DES.

The reorganisation of secondary education in Welwyn was implemented from September 1968. Welwyn was the first area within Hertfordshire County to implement the reorganisation plan.

Although the incoming Conservative Government in 1971 withdrew Circular 10/65 (which was introduced by the outgoing Labour Government), it did not affect Welwyn's reorganisation which had been under way since 1968.

Effects:

One outstanding feature of the reorganisation of County secondary schools in Welwyn was its speed. This speed was achieved partly because of the fact that Welwyn had a less complex secondary education structure than the other parts of the County (the reorganisation involved only a limited number of schools), partly because of the locational and design aspect of the schools (four of the schools were built in two different locations, each pair being on adjoining sites and the other three schools were on sites that had enough space for expansion).³¹ Of course, other non-spatial reasons could have been partly responsible, e.g. less opposition from the parents and the Governors of the relevant schools, or the willingness of the local (i.e. County and Divisional) politicians

to implement this policy.

By referring to figure (5.7) it can be seen that most of Welwyn County secondary schools during the period 1965 to the date of reorganisation i.e. 1968, had passed their peak of enrolment and were experiencing decline in their school rolls. Secondary school reorganisation brought forward an opportunity for the LEA to rationalise the secondary school structure. Reorganisation meant that the schools were to have extended age ranges (i.e. 11-18 instead of 11-16). The extended age range in each school could have given an incentive to the 16 year olds to stay at school after the statutory leaving age.

All this, in addition to the raising of the school-leaving age from 15 to 16 in 1972/3, resulted in a fuller use of secondary school accommodation in Welwyn throughout the period up until 1979. After about 1979 the New Town faced the under-occupation of its secondary school places (by 540) as a result of falling rolls in primary schools. This phenomenon started about 1969.

The rationalisation of the secondary school structure as a result of secondary education reorganisation postponed the under-occupation of secondary schools although it was not meant to do so. Having been able to anticipate the fall in the secondary school rolls at the time of reorganisation, the extensions that were made to the three of the secondary schools could have been cancelled.

5.5.5.4 Decision/Problem Area (H): Reorganisation of Roman Catholic Secondary Schools in 1969-1973

According to DES Circular 10/65, LEA's were instructed to prepare a plan for the reorganisation of secondary schools in their areas, embracing both County and voluntary schools.

The usual attitude was that first a Report would be prepared by

the Diocesan Authorities and then discussions would be opened between the LEA, the Diocesan Authorities and the Governors of the voluntary maintained schools with a view to reaching agreement on how these schools could best be reorganised on Comprehensive lines.

At the time of plan preparation for the reorganisation of Roman Catholic Secondary Schools in 1969, there were only two schools for Roman Catholic secondary school pupils within the Mid-Herts. Division, both in Welwyn; school number (5), a convent school for girls and school number (VI) for boys, which was opened in 1967 and was provided by the Archdiocese of Westminster Schools Commission.

Information related to these two schools at the time of the preparation of a plan for their reorganisation in 1971 has been summarised in Table (5.5).

TABLE (5.5): ROMAN CATHOLIC SECONDARY EDUCATION STRUCTURE, WELWYN GARDEN CITY, 1971

School Number (Fig. 5.1)	Accommodation - Sept. 1971					Numbers on roll, Sept. 1971
	Status	Age range	FE	Year course	Places	
(5)	M	11-16	2	5	360	397
(VI)	M	11-16	2	5	300	227
Total	-	-	4	-	660	624

Notes: Refer to the notes to Table (5.4), FE = Form Entry,
M = Modern.

Decision-Making Sequence:

Under the Development Plan prepared by the Roman Catholic Authorities, the two schools in Welwyn were to be amalgamated on the site of school number (VI) to form a 1-form entry mixed Comprehensive school.

The Governors of school number (5) were against the proposals of this plan and were anxious to preserve the school as a girls' school. But the Schools' Commission wanted to reorganise the school on "all-ability"³² lines so as to make them comparable with the County schools in the area.

At a meeting in January 1970, the County Education Committee agreed to support the proposal made by the Roman Catholic Authorities that both schools should remain for the present and that accommodation for a joint sixth form should be provided at school number (VI). The additional accommodation was to be planned as a first phase in the development of the school as a mixed school for "children of varying abilities".³² Subsequently, as a result of further discussions between the Archdiocese of Westminster Schools' Commission, the Governing bodies of the two schools and other interested parties, the proposal to establish a joint sixth form was withdrawn and revised proposals were put forward to the LEA. The revision of this proposal was due to the differing nature of the two schools.

There were three factors militating against the wish of the Governors of school number (5) and of the parents of pupils attending this school to keep the status of the school unchanged. These were:-

- (a) The Roman Catholic Schools' Commission's leaning towards re-organisation (which reflected the wishes of the Bishop).
- (b) The number of Catholic pupils in the area were insufficient to support two all-ability schools, and
- (c) Keeping school number (5) as an all-ability school would involve its extension, and in any case this was impossible due to its very restricted site.

The Governors of school number (5) therefore agreed that there should be one mixed, all-ability, 5-form entry secondary school in

Welwyn. The formal proposal was put forward by the Archdiocese of Westminster Schools Commission in June 1971 to the Education Committee. The new Plan involved giving up the use of the buildings of this school but this could only be done when school number (VI) was extended. At that time, the two schools had accommodation for 2-forms of entry. In order to implement this Plan it was necessary to add accommodation for an additional 3-forms of entry and for sixth form provision at school number (VI).

In the meantime the Roman Catholic authorities were anxious to establish an interim scheme under which the amalgamated school would admit children of varying abilities in advance of the completion of the buildings of school number (VI). Their proposal was that, subject to the DES including a project for additional places in the 1971/72 preliminary list, arrangements should be made for the schools to be amalgamated in September 1973. Until additional places required at school number (VI) were available it would be necessary to continue the use of the building of school number (5) which was approximately one mile away from school number (VI). Perhaps because of the locational discomfort of such an arrangement, the County Council's response was to agree to the school operating in split premises but only on the clear understanding that interim arrangements of this kind were of short-term duration.

In May 1971, the LEA informed the Roman Catholic Archdiocese of Westminster Schools' Commission that the Authority would support the proposal to amalgamate the two schools in 1973 to form one mixed school provided that:-

- (a) Projects to provide additional places at school number (VI) were included in the 1971/72 preliminary list and also the 1972/73 'Raising of the School-Leaving Age' building programme.

(b) The Schools' Commission were able to assure the LEA that the additional accommodation required to extend school number (VI) as a 5-form entry mixed school would be available by 1976.

The Governors of school number (VI) supported the proposal for amalgamation and a survey carried out in the area by the Roman Catholic authorities indicated that a clear majority of the parents, who were contacted and replied to the questionnaire, were also in favour of amalgamation. This was especially so for the parents of pupils of primary school age.

The Governors of school number (5), on the other hand, objected to this amalgamation although a year before, i.e. in March 1971, they had accepted that there should be one Catholic mixed all-ability school in Welwyn. They had made it clear at the outset that, in their view, the school should be established on one site and that they would be opposed to any scheme which involved the use of split premises, even for a limited period.

The other interested group was the Parents' Association of school number (5) that had strongly opposed the proposal for amalgamation throughout the discussions. In the Summer of 1971, the parents approached the local Member of Parliament and as a result of their meeting, the Member of Parliament issued a statement in support of the view of the parents that an alternative solution should be worked out which would have the support of the parents.

Accordingly, the arguments surrounding this school were re-examined and modified proposals were considered by the LEA and other interested bodies. The LEA made an assessment of the existing Roman Catholic schools, Roman Catholic school population base and the number of baptisms in the whole of Mid-Herts. Division and concluded that in general the number of entrants to school number (5) would be reduced and that

planning in the longer term should be based on a need for denominational provision for 5 or 6-forms of entry. Again it was pointed out that the numbers were not adequate to support the expansion of both schools beyond a 3-form entry size and that it would be impossible to provide (in schools of this size) the range of accommodation and facilities which are needed for a Comprehensive school.

These factors led to the formulation of two alternatives, as follows:-

- (a) Creation of one mixed school to which both the existing schools would contribute. This solution would provide the Roman Catholic pupils comparable facilities with those available in County schools.
- (b) To leave the school unreorganised. The LEA envisaged that this solution would be most unacceptable to Catholic parents.

The LEA adopted the first alternative scheme. This scheme had the advantage of meeting the views of the Governors of school number (5) in that the mixed school was to be built from the beginning on the site of school number (VI). There would be no transfer of girls already at school number (5). Thus the phasing out of this school building would be a gradual process and there would be no disruption to the education of its pupils. The new proposal involved the extension of school number (VI) in three stages. Additional accommodation would be prepared by September 1974. By this time the school could begin to admit a mixed intake as a Comprehensive school. By 1976 further accommodation could be provided in order to enable the school to accommodate about 600 pupils. The third phase could be completed by 1978 increasing the school places to 700.

These proposals were then considered by the Governors of the two schools.

Governors of school number (VI) supported the proposals while the

Governors of school number (5) asked for an opportunity to undertake further consultations with parents and teaching staff before commenting formally on the proposals.

The Diocese accordingly decided to publish Notices for the enlargement of school number (VI).

At this stage, through the formation of this new proposal, the fate of the two schools was separated and this proposal brought to an end the uncertainty which had surrounded the future of Roman Catholic schools in Welwyn. Thus the question of the eventual discontinuance of school number (5) as a separate girls' school would remain to be a matter to be decided first of all by the Governors and Trustees of this school.

In 1973 the DES approved the enlargement of school number (VI) as a mixed school for "varying abilities". In this way, the decision-making process concerning Roman Catholic secondary education reorganisation in Welwyn can be considered as finalised, especially as the decision was taken in 1980 to close school number (5) by 1981.

Effects:

Comparing the length of time for decision-making processes when reorganising "County" and "Roman Catholic" secondary schools in Welwyn gives an indication of the extent of the problems that can be faced when the number of decision-takers increases. In this case the problems arose out of the non-conventional nature of school number (5), i.e. being a convent all-girls' school. The whole process that was reviewed here took at least four years. The length of the discussions can be related mostly to the objections coming from the parents rather than the Governing bodies. Their persistence and the organisations they approached as well as the points of their objections, suggests that they

were implicitly opposing the reorganisation of this school on Comprehensive lines. Also their objections were short-term in nature, in that they were not interested in the future of the school beyond the graduation of their children, for, by the time it was realised that the final proposal would not involve the transfer of their children to another school in the midst of their educational life, their objections and their actions virtually ceased.

It is open to argument whether even if the final proposal had been put forward earlier, there would have been no objection to it either from the parents or from the Governors.

It can further be argued that the final proposal was not suggestive of a clear cut solution to the problem of Roman Catholic schools in Welwyn. The indication of this is the long decision-making process, extending from 1973 to 1980, in relation to the future of school number (5).

5.5.5.5 Decision/Problem Area (I): Falling Secondary School Rolls

Reflecting the national trend, in 1973/74 Hertfordshire County, for the first time since the Second World War, experienced falling primary school rolls. In Welwyn this phenomenon had appeared in about 1969/70 and the effects of this upon secondary school rolls should have appeared about five years later. In actual fact this did not happen until 1979/80.

As can be seen from figure (5.7) all County secondary schools in Welwyn except one (i.e. school number (I)) have experienced falling rolls since about 1975. By 1982 the County schools altogether had a total of 540 surplus school places. The closure of the Roman Catholic school number (5) in 1981 contributed to the fuller use of Roman Catholic secondary school number (VI) during 1981/82. Nevertheless it

was the postponement of programmes for further expansion of this school that has prevented the creation of surplus Roman Catholic school accommodation in Welwyn so far.

Decision-Making Sequence:

In the light of the declining school population throughout the County, a report on this subject was prepared in 1979 for the consideration of the County Education Committee. Accordingly, the Committee realised a need for more detailed studies to be carried out in all Divisions (except two), by an ad hoc Working Party. Parts of Mid-Herts. Division including Welwyn were selected for such an examination and the Working Party completed their examination in 1980.

The Working Party took into account a number of factors, such as:-

- (a) Anticipated housing development in Welwyn under existing policies (which would represent around an 8.0 per cent increase to existing housing stock).
- (b) Uncertainty about future housing in Welwyn (especially because the additional amount of housing planned was to be reasonably substantial in any event and would thus have considerable impact upon the school accommodation).
- (c) The numbers on roll in primary schools in Welwyn (both County and Roman Catholic), in each of the secondary schools and the numbers of under school-age groups. This helped the Working Party to work out the relationship of primary and secondary numbers. Their conclusion in this regard was that the 1980 intake would show an increase above the 1979 level and that intakes over the period 1980-1985 should remain reasonably stable.
- (d) The two County secondary schools numbers (IV) and (VII) had accommodation for 7-forms of entry, but under the Education Development Plan, when numbers would allow, they could reduce to 6-forms of entry.

(e) In 1979, Roman Catholic secondary provision was reviewed by the Roman Catholic authorities and as a result of their review there would be only one Roman Catholic secondary school in Welwyn from 1981 (i.e. school number VI)). By then, the school could cater only for 3-forms of entry but approval was given for the development of 4-forms of entry.

Given these deliberations, the Working Party concluded that no further rationalisation of County secondary education provision in Welwyn should be proposed. Also, they endorsed the recent review of the Roman Catholic secondary education in the area by the Roman Catholic authorities.

Effects:

From what was put forward above, a number of facts can be highlighted. First is the fact that by 1982 there were around 540 surplus secondary school places in Welwyn, which is almost equal to the size of a complete secondary school such as school number (III). The second is the unexpected actual level of secondary school rolls in Welwyn compared to what was envisaged by the Working Party. They estimated stable secondary school rolls up until 1985 while in actual terms, immediately after their Report, the rolls started falling.

The third fact is that the conclusion of the Working Party which was adopted by the Education Authority, i.e. no measures to be taken to further rationalise the secondary education provision and its approval of the enlargement of the Roman Catholic school, were based on their estimated stable secondary school rolls throughout 1980-1985. Now that the rolls have shown a fall, there is a need for a reconsideration of the whole system (both County and Roman Catholic). Another important fact is that the Working Party's conclusion was reached in the light of the uncertainty about the future housing development in Welwyn. The

existence of such an uncertainty should have led the Working Party to consider alternative trends in the future secondary school rolls of the New Town and hence to propose alternative measures of tackling each alternative pattern.

SECTION 5.6SUMMARY AND CONCLUSION

The aim of this Section is to analyse each of the identified decision/problem areas individually and in relation to each other.

To this end, an attempt has been made to tabulate them in a chart together with an identification of the causes and effects of each. The next step is to interpret the merits of the methods adopted by the authorities to tackle the problems inherent in each decision-making sequence and then to put forward alternative courses of action that might have been adopted to prevent, if possible, the creation of the problem areas. Also, the intention is to be forward looking and given the present problems to suggest broadly some alternative courses of action (Table 5.6).

It must also be added that the major problem defined in the educational facilities structure of Welwyn is that throughout the period 1948-1980 this New Town has faced a contradictory situation. That is, that it was faced with a rapid increase of school population in its early years of development, but since the early 1970's it has faced a decreasing trend with which it was not able to cope.

Table (5.6): SUMMARY AND CONCLUSION, WELWYN GARDEN CITY

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(A) Expansion of Primary Education Facilities	<ol style="list-style-type: none"> 1) Development of WGC under the New Towns' Act of 1946. 2) The need for further development of WGC after 1966. 3) The delay in the development of the south-eastern housing areas. 4) The need to provide new school places in the northern parts while there were empty places in the south. 	<ol style="list-style-type: none"> 1) Provision of schools in advance of need mainly in the south-eastern parts of the New Town. 2) Provision of temporary accommodation for the 'bulge' in primary school population. 3) Increase the number of pupils per class during the 'bulge' period. 	<ol style="list-style-type: none"> 1) Over provision of schools mainly in the north and south-eastern parts. 	<ol style="list-style-type: none"> 1) Undertaking regular surveys of the area with the purpose of noting the changing trend in the pupil population structure of the New Town. These surveys can be carried out by the District Education Office in collaboration with the District Planning Office, in contact with the County Education Department and the CNT. 2) Provision of an Education Development Plan by the LEA in collaboration with the CNT, District Planning Office and the Church authorities after the Designation and the undertaking of regular surveys proposed in (1) above will be as an input to these review plans.

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(A) continued				<p>3) To monitor and review the Plans at short intervals and not only when a problem area emerges.</p> <p>4) Establishment of a machinery between the LEA (County and District Education Office), the DC and the Church authorities, in order to relate the results of the surveys to the policies, plans and programmes of each authority.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES /CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(B) Falling Primary School Enrolments	<ol style="list-style-type: none"> 1) Falling rolls after 1969. 2) Falling birth-rates. 3) Slow progress of the remaining parts of the New Town. 4) Over provision of schools in some parts of the New Town. 	<ol style="list-style-type: none"> 1) An opportunity to remove temporary accommodation. 2) Undertaking of a study in 1979. 3) Merging of some schools. 4) Closure of some schools. 	<ol style="list-style-type: none"> 1) High revenue costs of keeping open the under-occupied schools. 2) Lowering of educational standards in the under-used schools. 3) The need to close or merge some newly built schools. 4) The need to find alternative uses for the schools. 5) Lack of success in (4) above, led to the closure of one school. 	<ol style="list-style-type: none"> 1) To reverse the decrease in the population of the New Town, by whatever means can be at the disposal of the authorities. 2) To have a dialogue with the Central Government in order to change the statutory minimum walking distance for primary school pupils, in order to have wider catchment areas for the schools. 3) To build smaller schools with temporary accommodation during the 'bulge' period.

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(C) Merger of Primary Schools</p>	<ol style="list-style-type: none"> 1) Falling rolls. 2) Under-occupation of schools. 3) Retirement of a Headteacher is a pre-condition to the merger of two schools. 4) Opposition from the involved parents. 5) Lack of the involvement of the relevant planning authorities which made the estimate of future pupil numbers and educational facilities decision making by the LEA unco-ordinated with the housing, etc., developments of the area. 	<ol style="list-style-type: none"> 1) Merger of under-used neighbouring schools. 2) Merger of Infant and Junior schools into one school. 3) One-off decision making about the under-used schools, instead of preparing a Plan for the whole area. 4) Holding discussions at Education Authority and parent level only. 5) Preparation of estimates of future pupil numbers by the LEA were mainly one-off estimates and not on a town-wide basis. 	<ol style="list-style-type: none"> 1) Closure of some of the schools in the long term. 2) Economies in the revenue expenditure. 3) By default, the catchment area of schools are broadened. 4) The need to adapt/enlarge the remaining schools. 	<ol style="list-style-type: none"> 1) A comprehensive Plan for education should have been made for the New Town after its Designation and reviewed regularly in order to enable the authorities to respond more quickly and more efficiently to such problems as the under-occupation of schools. 2) A machinery for Plan review and forecasting of future pupil population rolls should have been established; composed of the County Education Authority, District Education Office, District Planning Authority and the CNT.

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES /CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(c) continued				<p>3) To avoid building separate Infant and Junior schools which means that in the case of a declining trend and a decision to merge schools (and to finally close some schools) the remaining schools would not need adaptation in order to be able to cater for a full primary school age range.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(D) Closure of Primary Schools	<ol style="list-style-type: none"> 1) Falling birth-rate. 2) Slow progress of development in the remaining parts of WGC. 3) Under-occupation of schools. 	<ol style="list-style-type: none"> 1) The next stage after the merger of two schools was the closure of one as the declining trend continued. 2) To close a total of four primary schools all built during the 1960's. 3) The demolition of one of the schools mentioned in (2) above, and the use of its structural elements for the improvement of the other schools. 	<ol style="list-style-type: none"> 1) Discontent of parents and the District Council over the County's decision to close and demolish some of WGC's primary schools. 2) If and when in future the declining trend reverses, the LEA has to build new primary schools, again. 	<ol style="list-style-type: none"> 1) To review the situation of each school as part of a general plan for the whole area, and in this way to decide the closure of each school in relation to all the other schools in the area. 2) To avoid closing the new and structurally suitable units when unfit, old schools exist in the area. 3) To design and re-design the catchment area of schools after such changes as the opening of a school or the under-occupation of a school. The aim will be to avoid building unnecessary schools and to use the under-occupied schools of the older areas for the newly built areas.

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES /CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(D) continued				<p>4) Use the redundant school building for Nursery schools and in regard to the unwillingness of Central Government to allocate resources to Nursery education, to organise a national pressure group with all the LEA's throughout the country.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(E) Expansion of County Secondary Education Facilities.</p>	<ol style="list-style-type: none"> 1) Before 1968, the division of the secondary education system into Modern and Grammar schools. 2) Number (1) above prevented achieving a balanced distribution of pupils against all secondary school places. 3) Selection of sites for the enlargement of schools. 4) Growth of the New Town. 5) Growth in numbers of sixth formers. 6) Raising of the School Leaving Age. 7) Reorganisation. 8) Lack of explicit co-ordination between primary and secondary school forecasts and programmes. 	<ol style="list-style-type: none"> 1) In addition to build new schools the LEA provided temporary accommodation. 2) The use of Modern schools for Grammar education purposes, and vice-versa, before the building of each school was ready. 3) Decision against the building of school in phases, after the initial experiments. 4) After the curtailment of the development of the remaining parts of WGC, LEA decided that instead of building the last remaining proposed school to extend the existing ones. 	<ol style="list-style-type: none"> 1) Over-provision of secondary schools. 	<ol style="list-style-type: none"> 1) Preparation of primary and secondary education development plans, from the inception of New Town development and review them regularly. 2) Undertaking of regular surveys of the pupil numbers and the change in the catchment area of the schools. 3) Close co-operation of the LEA with the planning authorities (County and District) and the CNT, as an aid to forecasting and decision-making.

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(F) Expansion of Roman-Catholic Secondary Education Facilities.</p>	<p>1) The running of one of the schools by the nuns meant that the Roman Catholic Schools' Commission had less control over the affairs of this school.</p> <p>2) The need for additional Roman Catholic school places.</p> <p>3) Reorganisation.</p> <p>4) Lack of provision throughout the Division.</p> <p>5) Growth in the numbers of sixth formers.</p> <p>6) Difficulties to expand the convent school.</p>	<p>1) To give 'aided' status to the convent school.</p> <p>2) Opening the new school as a Comprehensive school.</p> <p>3) Try to amalgamate the two schools.</p> <p>4) To close the convent school gradually.</p> <p>5) Organised action by the parents to prevent the closure of the convent school.</p> <p>6) Arrange meetings with the Roman Catholic authorities and the Managers of the two schools.</p>	<p>1) Long process of discussion about the amalgamation of the two schools.</p> <p>2) Saving revenue expenditure for the LEA by the closure of the convent school.</p>	<p>1) Cancel the plans to expand the new school, in the light of the falling rolls throughout the New Town.</p> <p>2) There is a need to provide a statutory plan for both County and Church schools.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
<p>(G)</p> <p>Reorganisation of County Secondary Education.</p>	<p>1) The County Council's policy in favour of reorganisation.</p> <p>2) DES Circular 10/65.</p> <p>3) The design of the town: locating schools in adjoining sites in the fringe, created an opportunity to amalgamate some schools.</p> <p>4) Locating one Modern and one Grammar school on adjoining sites gave better prospects for a combined Comprehensive school.</p> <p>5) The schools had sufficient land for expansion.</p>	<p>1) Preparation of a Plan for reorganisation by the Divisional Executive.</p> <p>2) Consent of almost all the relevant authorities to reorganisation.</p> <p>3) Amalgamation of some neighbouring schools into one large Comprehensive school.</p> <p>4) Extension of the remaining schools.</p>	<p>1) With the advent of falling rolls the expansion of the schools for the purpose of reorganisation now seems to have been unnecessary.</p> <p>2) Short time duration of the process of reorganisation.</p>	<p>1) Locating schools in one or more campus sites gives more opportunity for a probable future need to amalgamate the schools.</p> <p>2) Preparation of a joint Plan for County and Roman Catholic schools.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(H) Reorganisation of Roman Catholic Secondary Education.	<p>1) The problems created by the nature of the convent school.</p> <p>2) Opposition from the parents and the Managers of the convent school to the reorganisation of this school.</p> <p>3) The opposition from the parents and the Managers of the convent school to have mixed sixth-form provision.</p> <p>4) The sub-standard premises of the convent school as a Comprehensive school, and the impossibility of extending it.</p> <p>5) Relatively long distance between the two schools.</p> <p>6) The inconclusive attitude of the Roman Catholic authorities towards the convent school.</p>	<p>1) Both the Roman Catholic and the Education Authorities' decision to amalgamate the two schools.</p> <p>2) Their decision to build a new mixed Comprehensive school irrespective of the future of the convent school.</p> <p>3) Formation of a Working Party by the Roman Catholic authorities.</p>	<p>1) Long process of decision making.</p>	<p>1) Although it is well known that the Roman Catholic authorities are not willing to have joint facilities with the County schools, it is believed that a joint Plan must be prepared for both systems.</p> <p>2) In order to achieve (1) above, the first step is to establish a formal joint machinery between all the relevant authorities.</p>

PROBLEM/ DECISION AREA	CONSTRAINTS/ UNCERTAINTIES/CAUSES	MEASURES ADOPTED BY THE AUTHORITIES	REPERCUSSIONS	SUGGESTED OPTIONS
(I) Falling Secondary School Rolls.	1) Falling birth-rate. 2) Slow progress of development in the remaining parts of the New Town. 3) Ageing population of the New Town.	1) Forming a Working Group to study the falling rolls in secondary schools, in 1979. 2) Reaching of a decision by the LEA not to further rationalise the secondary education structure.	1) Strong probability of the continuation of the declining trend.	1) Regular review of the secondary education structure, in order to note changes soon. 2) Relate the primary school falling rolls to that of the secondary schools and prepare a joint plan. 3) Prepare contingency plans for education in accordance with different housing programmes and developments and different population structures.

CHAPTER SIX

CONCLUSION

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CONCLUSION

The aim of this study was to build a picture of the land-use planning activities and their relationship to the provision of education service facilities in new towns. At issue was the nature and form of the interface between new town planning and implementation procedures and the parallel procedures for education service provision.

The means by which the interface between new town planning and education service provision was examined was through the review of processes in the three selected case-studies. The approach adopted was to identify and describe the range of problem situations (or contradictions) encountered throughout the life of the three towns and then to review and analyse the processes through which those problems were tackled.

Within the adopted historical context it was possible to observe the way in which planning problems were formulated and tackled at each point in time. This historical approach also made it possible to analyse the education structure as part of the overall process of new town development, while serving as a reminder of the fact that urban planning is not and can not be a simple homeostatic phenomenon. On the contrary, it is an ever changing historical process in response to ever changing urban contradictions (or problems) and is continually being shaped and re-shaped. Therefore, it is imperative in historical studies to respond to the observed dynamisms of urban problems and to error signals.

From the observations of this study, it became apparent that the activity of planning for education service facilities can be seen as a part of one continuous and generic new town planning process. And that

within the three new towns, interactions which stemmed from problem situations involved different types of planning activity and different participants, each having different views of the dynamics of the particular situation, different political affiliations, different perceptions of the requirements of society and different responses to each set of problem situations. Having said this, it must be pointed-out that the groups involved in such processes can be defined as, the "providers"(politicians, bureaucrats and technocrats), the "professionals"(Governors, Headteachers and teachers), and the "users"(pupils,parents and organised groups of parents or parents/teachers) of the education service. This study concentrated on the planning methodology and practices of the first group,i.e. the "providers" of the education service, without intending to ignore, undermine or underestimate the importance of the roles of the two latter groups who are involved, directly or indirectly, in the organisation and provision of education services at the "grass-roots" level.

This exclusion was partly due to the observed lack of participation of the two latter groups in the organisation and provision of education service facilities in the three selected case-studies(suggestions related to the participation of these two groups will be made later in this Chapter), and, partly in response to the aim of this study(as mentioned at the outset of this Chapter). This means that this study did not engage in discussion of the quality of the education service nor the reaction of the two latter groups to this service provision. But, as a concluding point, this study stresses the importance of real co-operation and formal joint participation of the three groups in the planning and decision-taking practices related to education services.

Finally, it must be emphasised that the three selected new towns of Warrington, Skelmersdale and Welwyn are only three examples of new town development processes from among the twenty-one English new towns and it

is, therefore, presumptuous to make concrete generalisations about the dynamic properties of educational facilities planning processes as a result of this study. Nevertheless, some interesting(similar and/or contrasting) features have emerged as a result of the comparison of the characteristics and practices within the three new towns. These are in fact the features which as a result of this study are perceived as the major issues confronting us. These identified issues can be conveniently listed below, but first it must be mentioned that some of these issues have cause and effect relationships and that some are inter-related and inseparable issues demanding a common resolution.

The observed and identified major issues(or problem situations) are :-

- (a) The lack of an adequate form of interface between education planning and new town planning. This has a twofold meaning:, (i) the lack of proper co-ordination and conformity between new town development policies, plans and programmes and their parallel for education service provision, and(ii) the reluctance to adopt (town) planning techniques where they could be relevant in education planning.
- (b) The lack of a forum for joint planning and decision-taking upon education service issues in the new towns. This means, firstly, the lack of a formal joint machinery for the planning of education service facilities between the "providers" of education services for all the three case-studies, and secondly, the lack of participation by the "professionals" and the "users" in the organisation and provision of the service.
- (c) Disruption of the programme of new town development activities as a result of the limitations and constraints imposed by the resource allocation decisions of Central Government.
- (d) The lack of clear cut, explicit and thorough laws and regulations in regards to the duties, responsibilities and obligations at

Central Government and Development Corporation level towards the provision of such public facilities as education.

- (e) Over-provision of schools as a result of the two factors of, (i) interrelated new town development and, (ii) falling birth-rates and the resultant falling enrolments.
- (f) Although in new towns the concept of community use of schools has been wide-spread, a lack of more efficient and more extensive use of the possibilities of this concept was observed in the case-studies.
- (g) The lack of access to officials and official documents for researchers in the field of public organisations.

The remaining part of this Chapter is devoted to the presentation of discussions related to these major issues.

SECTION 6.1

CO-ORDINATING PLANNING FOR EDUCATION SERVICE FACILITIES.

The planning practices adopted in the three selected case-studies can be seen to have started with the aim of comprehensive planning, but, with increasing levels of uncertainty, moved to an intuitive, ad-hoc and piecemeal approach. The three cases indicated the dominance of new town development policies, forces and agencies over those of their education service providers. In spite of the more general similarities, different methods of planning education services were adopted in certain areas.

In order to comment upon the planning practice for education service facilities provision it is first appropriate to make a brief summary of the features of the education service planning in each of the three case-studies.

During the development period of Welwyn, the planning of its education

service followed the land-use ideas incorporated by the planning consultants to Welwyn Development Corporation in the new town plan. During this period the involvement of education planners was limited to the justification of the requirements of the new town plan to the County Education Committee and to the DES to obtain the necessary resources. During the post-development period of this new town, in the absence of the planning consultants and the Development Corporation, the planning responsibility rested entirely upon the education planners of the local education authority. With the shift in their task from expansion to rationalisation and contraction, the education service planning process lost its relative comprehensiveness and moved towards a more realistic and objective(although ad-hoc and piecemeal) process of mobilising information and organising resources.

The education service planning process for Skelmersdale new town, too, followed the land-use requirements of the new town's plan. But this was only during the steady development period of this new town. With increased externalities impinging upon its development processes, resulting in slow progress and then no progress and finally a decline situation, the planning of the education service can be said to have shifted rapidly from panic planning for expansion to panic planning for contraction.

From the beginning, the development of education services planning in Warrington new town started with the close co-operation of the "providers" of education at local authority and Development Corporation levels. This was partly a response to this new town's larger and more complex urban structure and partly a reflection of the new ideas then current in planning and management of urban formations. When increased uncertainties were introduced into this new town's planning processes, the planning methodology adopted by the education service planners borrowed some of the techniques usually employed in town planning.

Considering the three cases, it was observed that like the operational activities of new town planning processes, the operational activities of education services planning of the three new towns changed over time. The kind and extent of these changes varied for the three new town case-studies. Some were partly due to the employment of techniques which were developed in other forms of planning, to the influence of new town planning activities and the constant Central Government directives to local education authorities. Nevertheless, the three cases demonstrated a relative lack of sophistication for their education services planning, when initially viewed as a disciplined planning process. Having said this, it must be acknowledged that each of the three new towns belonged to a different epoch in terms of planning thought and political/economic influences. This is reflected in the varied evolution of the education services planning practices of the three cases.

For further consideration, the educational facilities planning processes of the three new towns can be diagrammatically illustrated as follows:-

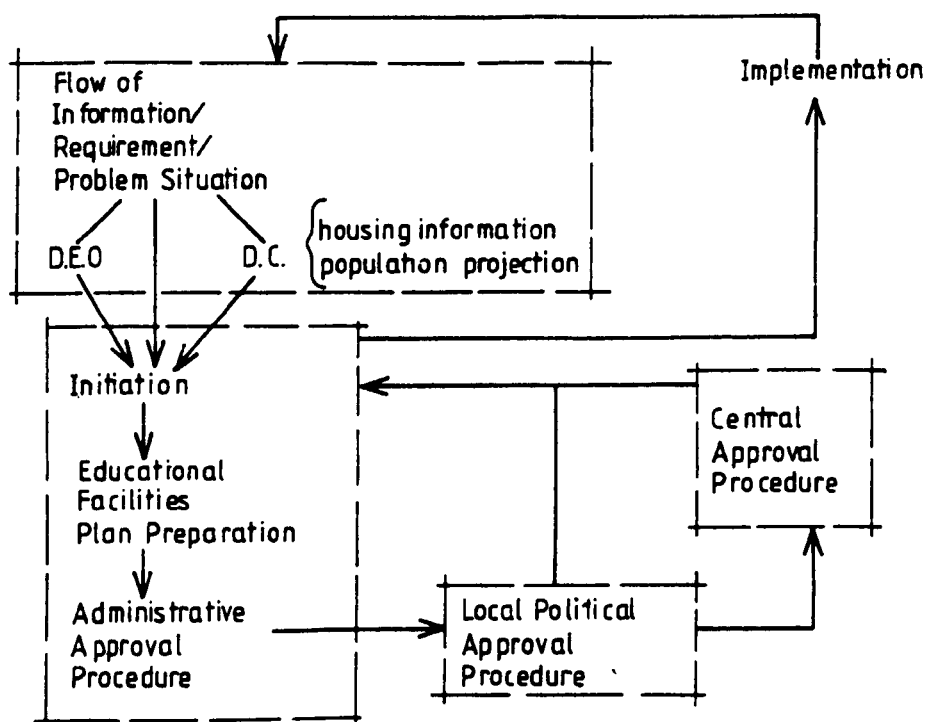


FIGURE (6.1,a) : EDUCATIONAL FACILITIES PLANNING ACTIVITIES AS OBSERVED IN THE TWO CASES OF WELWYN AND SKELMERSDALE.

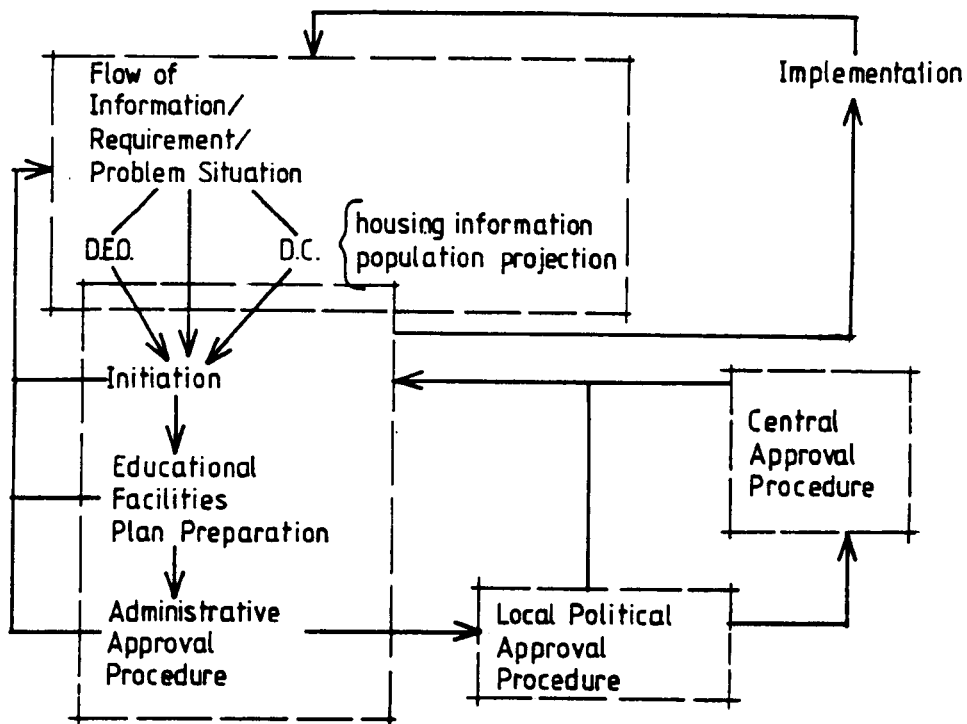


FIGURE (6.1,b): EDUCATIONAL FACILITIES PLANNING ACTIVITIES AS OBSERVED IN THE CASE OF WARRINGTON.

A six stage process of education planning has been identified (by R.E.Jennings, 1977), i.e. (i) initiation of the process; (ii) reformulation of opinion; (iii) emergence of alternatives; (iv) discussion and debate; (v) legitimisation; and (vi) implementation. Without overruling this classification, the observations of the present study have led to the conceptualisation of educational facilities processes of "new towns" into the four broad stages of : (i) the "inception" period when the first attempts were made to co-ordinate the planning consultants' ideas behind the new town plan with the educational facilities proposals; (ii) the "planning" stage, which involved firmer population projections, reformulation of original design proposals, consideration of alternative courses of action (not in all cases); discussion between the local education planners and the new town planners; (iii) the formalisation and legitimisation of the proposals through such channels as the County Education Committee, County Council and the DES approval procedure for the

allocation of resources. Finally, there could be defined the "implementation" stage of the education service plans for the new towns, which could be a varied combination of "implementation" during the development stage, the management stage for a stable situation and the management stage for a contracting situation.

In the three cases studied, though, there was not always a clear distinction between these identified stages, as throughout their life time ad-hoc modifications were made to the form and content of the original plans. Also, the sequence of operations was disrupted by such external factors as (a) changes induced by political stances upon policy decisions at central and local level, (b) changes induced by uncertain and sudden variations within the economic base, and (c) demographic changes.

These identified stages did not provide a rigid framework within which the education services planner could work, nor did they require the application of specific techniques and methods of (town) planning in education services planning. Although these preceding generalisations ignore the details of various techniques and of resulting plans which are described in the main text of this study, they illustrate both the range and the limits of the work of education service planners and the "constraints" upon their work.

From these observations, a twofold conclusion can be reached. One is that there is a conceptual separation of education planning from the development planning of the new towns. This is especially true in the case of the two new towns of Welwyn and Skelmersdale in which less co-ordination was observed between the two planning processes. Even in the case of Warrington, the Development Corporation's main role was that of feeding in the necessary information.

Secondly, a realisation grew that technical and methodological developments in planning (town planning and management planning) have not

had a significant influence on the form of the operational activities of education service planning. In other words, it was possible to observe that education service planning has not developed into a sequential and systematic set of procedures in the manner employed in (new town/town) planning.

Now comparing "education" and "health", both collective means of consumption provided by the state, it is seen that the planning of the latter has employed more advanced techniques and methods of planning and research, thus it has been more able to absorb and use the vast amount of information produced by relevant studies. It can be said that health services planning has evolved into a more "continuous" and "cyclic" process^{*} while no serious parallel attempts have been made in either the education services "planning" or "research" fields. The reasons can be sought in the differing nature of these two service provisions as well as the attitude of researchers and government authorities towards the enhancement of research and developments of the methods in educational planning.

"Education" and "health" are different in at least two aspects. One is that the clients of the health services extend throughout the population spectrum but over time will have a varying and unpredictable incidence of demand, whereas those of the education service are clearly defined by statute and restricted to certain age groups only. This fact has made planning for education services less complex than those for health services. The other reason is that education is seen to be increasingly susceptible as an area which can respond to "local" party politics and policy making and control. Policy formulation for education in local authorities takes place in an increasingly closed system, one which is characterised by an emphasis on domination and control through

* Refer to G.Parston, "Planning, Politics and Health Services", 1980.

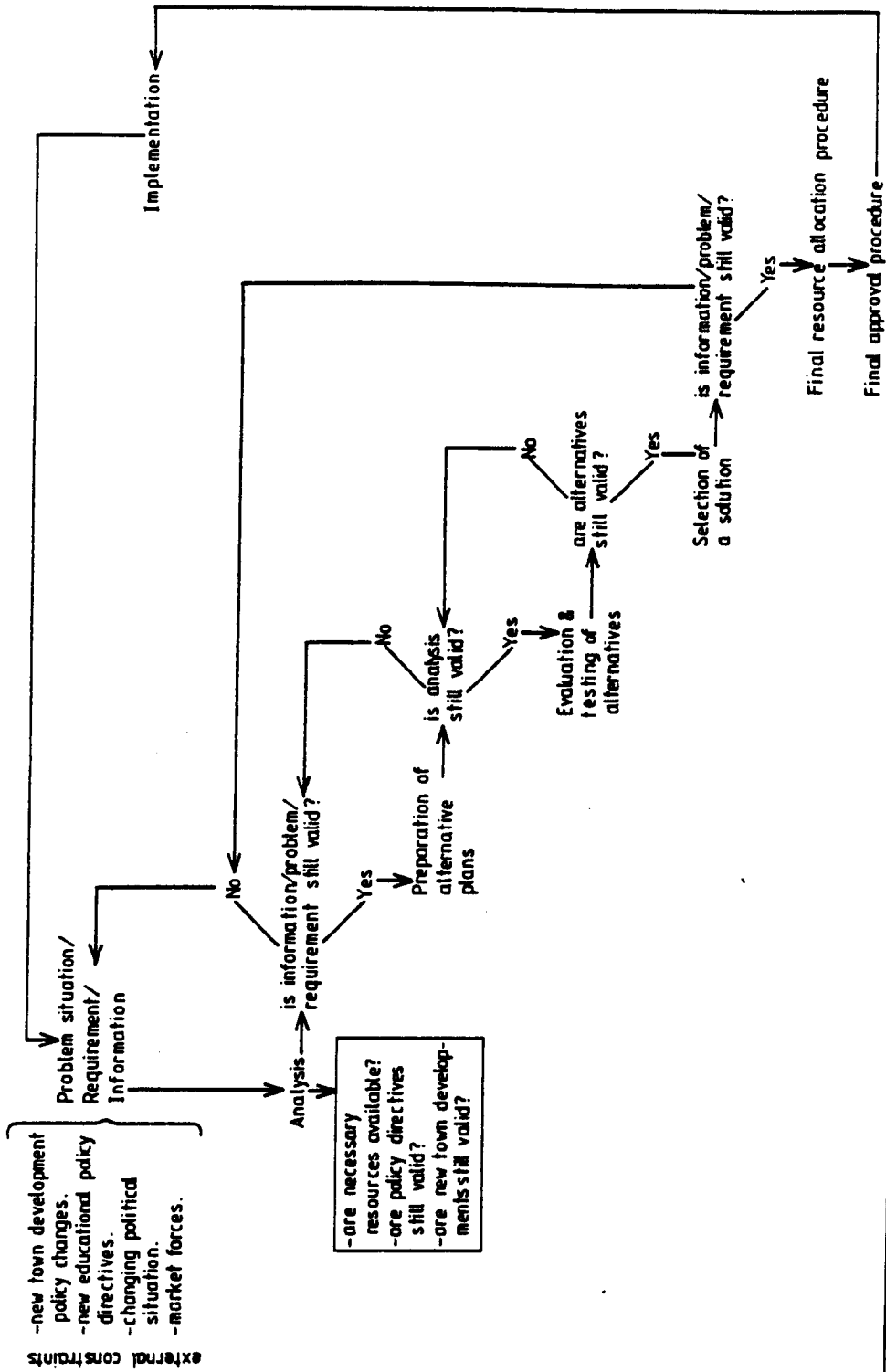
the (majority) party political organisation*. The organisation of health services on a "regional" basis has removed it from "local" party political manoeuvres.

The differences between these two service provisions, despite the more advanced level of planning methodology employed in health services provision, must be viewed in the light of the fact that both services lack the necessary participation at the grass-roots level (this aspect of education service provision will be touched upon later in this Chapter). Putting this argument aside for the time being, one point advocated in this study is that there is a need for the employment of more advanced techniques of planning in education service facilities planning.

But the question of what kind of planning methods should be adopted by the education service facilities providers brings to the fore the question of the establishment of a means of joint co-operation between the "providers", "professionals" and the "users" of the education service. Without defining exactly who are to be the planners, the organisers and the decision takers within this service, one cannot embark on the definition of the planning methods to be used by the "planners", for when redefining the tasks of the "planners" of the education service, the roles and duties attached to the existing planner must inevitably change. Later in this Chapter the participation of these three identified groups will be discussed to provide an appropriate context for establishing planning methods.

Yet it is possible at this stage to schematically define an overall framework for educational facilities planning processes (figure 6.2). It is believed that by adopting this new approach the necessary interface will be obtained between new town development processes and educational facilities planning processes.

* Refer to R.E.Jennings, "Education and Policy making in Local Education Authorities, 1977.



FIGURE(6.2): THE PERCEIVED OVERALL FRAMEWORK FOR PLANNING EDUCATION SERVICE FACILITIES PROVISION.
 It must be noted that what becomes important in this process is the way in which the "providers," "professionals" & the "users" participate in education service planning and organisation as will be considered later.

6.1.1 Resolution of Conflicts Between Participants

From the reviews conducted in this study it was possible first, to recognise that conflicts exist between the "providers" of the education service at new town level and secondly, to suggest the sources and reasons behind such conflicts of interest. The conflict between, for example, the local education authority, the church authorities, the Development Corporation, in fact, originate from the different basic interests of their organisations. It was observed that within specific processes drawbacks could easily occur, such as misunderstandings over lengthy periods of discussion and bargaining, duplication of work, clashes of ideas, unnecessary and indirect connections between the more concerned authorities through less relevant ones and attempts to solve problems, not in advance and in anticipation, but only after their emergence.

It would now seem reasonable to suggest that the differences of opinion and approach which were disclosed did not so much reveal a real conflict within society at large (i.e. one between social classes) but rather between the attitudes and powers of the agents of the State responsible for new town planning and development and those responsible for the planning and provision of educational service facilities.

Another salutary lesson which was learned is that planning should not be accepted as a game in which performance can be improved by ad-hoc change in strategy or the extended practice of standard tactical responses beyond their period of relevance, or through the introduction of new forms of agencies. Given the degree of variety observed within the planning organisation and their attitudes and experiences as disclosed in the three case-studies, it is clearly impossible to assert a definitive or conclusive guide for action, even when the problem areas are seen to be similar. The lesson here would apparently be that the "means"

by which an "end" is tackled will strongly influence the final form of that end, i.e. that circumstances do indeed alter cases.

The nature of the observed administrative "interface" for the three new towns reviewed are illustrated in figures (6.3) a, b, and c.

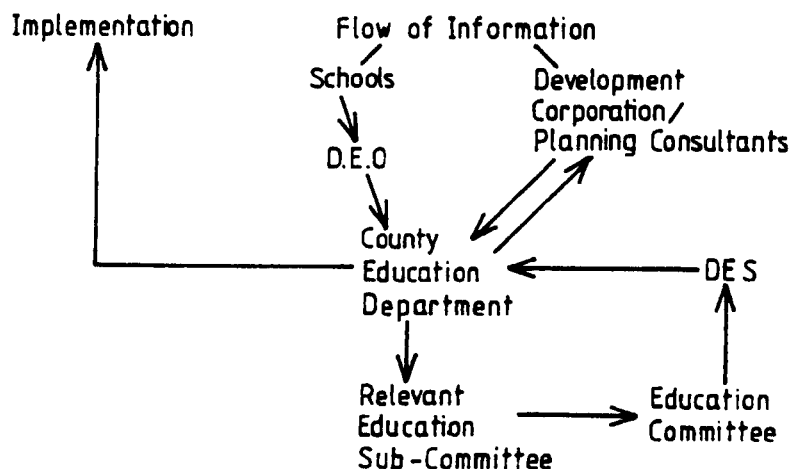


FIGURE (6.3,a): ADMINISTRATIVE INTERFACE FOR EDUCATIONAL FACILITIES PLANNING AS OBSERVED IN WELWYN.

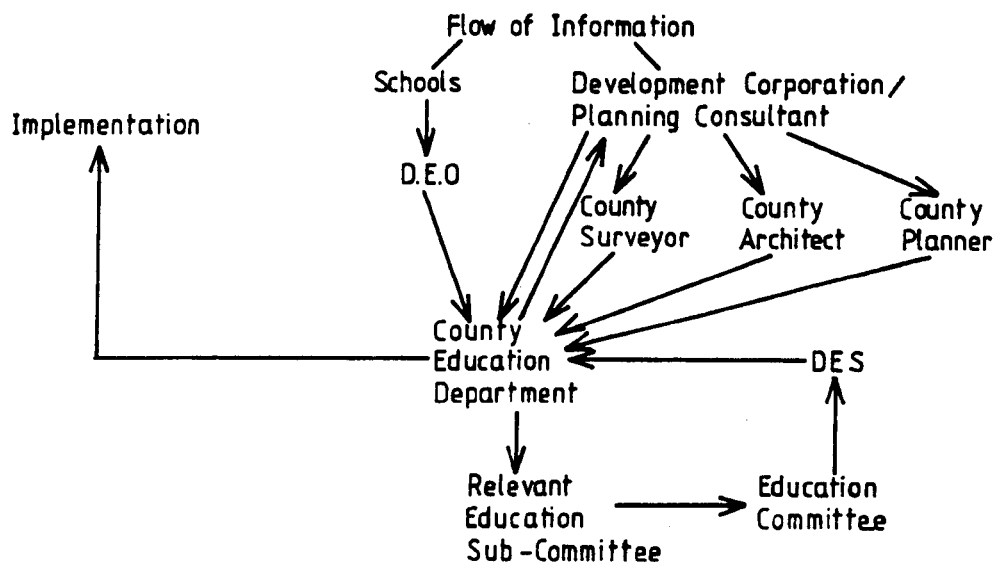


FIGURE (6.3,b): ADMINISTRATIVE INTERFACE FOR EDUCATIONAL FACILITIES PLANNING AS OBSERVED IN SKELMERSDALE.

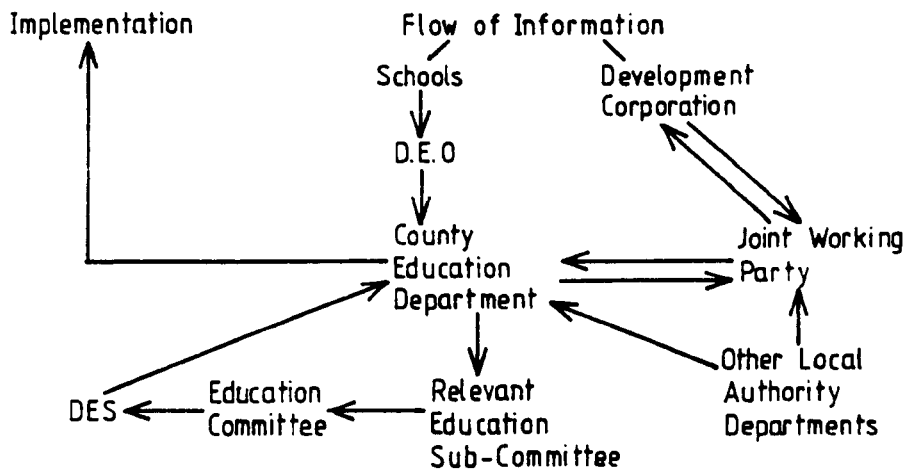


FIGURE (6.3,c): ADMINISTRATIVE INTERFACE FOR EDUCATIONAL FACILITIES PLANNING AS OBSERVED IN WARRINGTON.

It can be seen that the responses to situations presented in this study were almost always affected by the varying degrees of participation of the "providers" group. Participation of the two groups of "professionals" and "users" were limited by the degree by the "providers" who would devise their own internal processes and thereby limit access to the process by those outside the governmental system. Thus control was exercised by the "providers" of the education services over such sectors as the parents and pupils, school governors, co-opted members of the education committee, teachers and the minority party, who might have generated other aims and alternative solutions to the problem situations within the education system.

It was also observed that the "providers" of education services in the three new towns (i.e. the local education authority, the Churches and the Development Corporation) adopted different approaches towards joint planning organisation. As can be seen in figures(6.3) a,b,and c, there were three ways in which the different participants were brought together : in Warrington there was a formal joint working party between

the County Council and the Development Corporation; in Skelmersdale there were informal ad-hoc meetings between the parties and in Walwyn the planning policies adopted stemmed from discussions between the local education authority and the Planning Consultant to the Development Corporation.

That innovation in the approaches to the problems highlighted is essential became self-evident, but the basis of the arguments behind such innovation needs to be broadened and the forum in which this might occur should include a wide range of interested groups, specifically those representing school governing bodies, teachers and the parents of pupils. The rapidity of change in significant problem areas was seen to be such that what was required was a process of constant monitoring leading to problem identification, analysis and problem solving by an appropriately constituted and resourced organising body. Error signals may be recognised through statistical returns and performance analysis at the monitoring level, but typically this is too often being wise too long after the event. It is more likely that such signals will first be picked up at the "professional"/"user" level, i.e. by teachers, parents of pupils or pupils themselves who will suffer directly and immediately from shortcomings in the service provided. Some form of rational and regular feed-back to the decision-making process would therefore seem to be an essential part of any administrative process. It was evidence of this element which was so significantly lacking in all three cases reviewed; the intermittent and ad-hoc responses noted were insufficient to rationally influence events.

The nature of the suggested alternative form of participation by the "providers", "professionals" and "users" will now be discussed together with the position of these participating groups within the proposed decision-making process as illustrated in figure (6.2).

6.1.2 Widening of Participation in Decision-Making

Four broad stages of planning and organisation for education service facilities have been identified in this Chapter, i.e. (i) inception, (ii) planning, (iii) formalisation and, (iv) implementation. The first question to be tackled when considering a new form of planning process is at what level and when the other two groups of "professionals" and "users" should co-operate with the "providers" of the education service. The second question involves the extent of their involvement and discretion on such vital decisions as the allocation and mobilisation of resources. Thus any suggested form must give weight to solutions to these two questions.

Whether planning the overall system of a new town or solving each individual problem situation, the "inception stage" involves the study of the environment and the collection of necessary information as well as finding the error signals. As previously mentioned, within the present planning framework and system the "professionals" (including the officers of both local education authorities and the Development Corporations) are currently more directly involved than the "users" in the process of identifying problem situations. Nevertheless, the role and involvement of the "professionals" and "users" groups is casual, unstructured and limited. A regular flow of information in the form of feed-back by these groups would be more immediate and accurate information would be available as a firm basis for analysis and policy decisions.

One consequence and potential problem of the extended involvement of these two groups in the "inception" stage of the educational planning process could be that without adequate knowledge of financial possibilities and limitations and the wider context of individual problems, irrelevant information might be fed back into the system. Rationally, this shortcoming could be removed by extending the involvement of these

groups to the later stages of the planning process as well. In essence what is important is the link between the activities at this stage and the other later stages.

The involvement of all three groups in the "planning" stage must be considered with more care for as far as the technical aspects of this stage are concerned, such involvement may not only be unnecessary but also misleading due to lack of skills. But given a technical assessment of pertinent facts such aspects of "planning" as alternative plan formulation, the evaluation of alternatives and the monitoring and subsequent review of plan implementation, the three groups could each provide a valid and essential input. In this way it is more likely that the error signals and problem situations would be picked up and identified early by the groups who are themselves directly involved in the planning, running and use of the education service, thereby facilitating precise identification and analysis of the issues so that alternative solutions could be fed into the system at the right time.

There would be a consequential link between the activities at this stage, i.e. the "planning" stage, and the next stage, i.e. "legitimation" stage. To enable the two "professional" and "user" groups to be involved in the decision taking stage, which is at present the monopoly of the majority party at local and central government levels, it will be necessary to formulate and pass enabling legislation. It is access to this stage by "outsiders" that is controversial, but once the politicians can be persuaded to concede the need for change, amendments will be needed to statutes and regulations to permit, for example, the reconstitution of the Education Committee membership. The need will also arise for changes in the conception of "education" as an arena for party political bargaining. By innovating a forum for policy and resource allocating decisions, then the decision taking stage will be extended and can be seen to become more democratic.

The "implementation" stage would automatically be responsive to monitoring by the people closely affected directly by the implemented decision, whether it be in regard to the expansion or contraction of the service.

6.1.3 Limitations of State Intervention

As the study progressed it became more and more obvious that the activity of planning for educational facilities cannot be solely concerned with the provision of schools, etc.; it is too closely related to the formulation and implementation of policies for other provisions. For example, in new towns it was necessary to respond to Government policies which supported rapid and wholesale expansion of residential units and associated services. In this way, the "action space" of the local "providers" of the education service became limited and education planners were not only constrained by the education policy requirements but also by Government policy directives and market forces, both of which materially affected the pace and extent of new town development.

In fact education, in all its dimensions, is constrained or influenced by the overall social structure and currently acceptable mores. The same applies to what the education planners plan, and the manner of implementation of such plans at the hands of education "providers". These influences may take a direct form, e.g. through the legislative mechanisms of the State, or an indirect form, e.g. under the guise of inter-professional conflicts.

Two ways in which the State intervenes in urban activities in a "market economy" (such as Britain's) are, (a) in the provision of public services as education and (b), in the form of town planning in order to co-ordinate the various agents of urbanisation. In new towns, this co-ordination requires the resolution in the short term of the

contradictions between the provision of such public services as education and the attraction of privately owned means of production, such as private sector industry and private sector housing. So, from this particular point of view, the State's regulatory function, in regard to new town planning, appears to be limited to achieving a reconciliation between those parts of the physical development that can be totally controlled and precisely programmed and those aspects of urban growth phenomena where regulation is beyond the reach of the State, that is, those aspects which are governed by the mechanisms of the "free" market.

What is important in this presentation is the fact that both kinds of State intervention in urban affairs have their own limitations. The first limitation is what has been called the "urban fiscal crisis" which, it was argued, is caused through two principal measures: (i) the public expenditure cuts and (ii), the refusal by public and private financial agencies to issue loans to local institutions other than on a strict "market" assessment. During the period under review in the present study, it was observed that in the face of financial deficits and rapidly increasing costs, education expenditure was either cut or frozen temporarily by successive Governments (especially since 1979 by the Conservative Government). In such contexts, the education planners had then to respond to balance and ameliorate the worst service distribution consequences of such expenditure adjustments. Apart from the educational and welfare consequences of reduced resource allocations (for example, the lowering of the standards of education and the abandonment of free meals and milk for pupils), the damage to the physical side of the education service was obvious in the increasing incidence of disused, under-used and dilapidated school buildings.

The second limitation derives from the fragmentation of urban space

* Refer to M.Castells, "Urban Sociology", C.G.Pickvance(ed.), 1976.

into different ownerships and the uncontrolled market competition between the different private and public agents who use or transform urban space. It is impossible to forecast market movements accurately and therefore extremely difficult to predict "private sector" actions accurately in time or space and this can inflict severe limitations upon systematic attempts to co-ordinate the planning of urban areas and environments.

Lastly, there is the disruption which is caused to the work of the planners, both in "new town" and "education" contexts by the periodic changing of the political structure, both centrally and locally.

In Britain, we find sequential changes in political power between the two main Parties, each Party representing different sections of British society. The reformist policies and actions undertaken by Labour Governments have often been disrupted by the outcome of a General Election, if in favour of the Conservative Party and vice versa. These sequential and cyclic changes have in fact prevented the coherent implementation of such Labour Party ventures as wider new town initiation (although the rationale behind such a policy could be arguable) and the reorganisation of secondary education on comprehensive lines. Since 1979, not only have the achievements of previous Governments on the introduction and development of social welfare policies been undermined by the current Conservative Government, but also the succession of drastic cuts in public spending has seriously threatened both the future completion of the new towns and the future balance within such public services as education. It is believed that even given a future change to a more liberal Government, as a matter of perceived national priority the available public resources would still be diverted to the inner cities. But will not this policy create the "slums" of the future in the "new" towns of yester-year?

6.1.4 Broadening the Role of Education Facilities.

The rapidity of change in the overall structure of new towns requires a greater flexibility in the size, distribution and function of schools. In order to achieve this, three attempts have so far been made in different directions, (a) architectural innovations, (b) administrative changes and (c), some changes in educational ideology, such as community schools. These have already influenced the planning of school building programmes and of the structures themselves.

The community school idea, whether it be the extreme concept of "school-without-walls", the "de-schooling" concept, the "dispersed facilities" (consortia) concept, or the "shared community use" of general school facilities reflects different philosophies on how the school should serve and integrate with the community. It is mainly the latter concept (where the school building serves as a centre for varied educational, cultural and social activities) that has been widely implemented in the new towns of Britain in general and in the three new towns studied by this research in particular.

The community use of schools touches upon such aspects of urban life and systems as follows :-

- (a) The public transportation system of an area.
- (b) The level of car ownership of the residents of an area, hence the income level and the socio-economic formation of the resident population. Access to private means of transportation can be considered as providing the opportunity for more frequent use of school facilities.
- (c) The social mix of the users of school facilities. Is it possible to anticipate that different socio-economic groups will mix in using the facilities?

- (d) The location of schools, both primary and secondary. Primary schools are more numerous and are usually located at the centre of a community cell or neighbourhood, but are limited in their basic accommodation requirement to have more specialised community use elements. Secondary schools provide a wide range of suitable and readily amplified accommodation, but because of their need for vast areas of school building and playing-fields and the higher land prices of the centre of towns, they are usually located in the peripheral sectors of a town (although the problem of high land prices was, to an extent, solved in the case of new towns, refer to Chapter One). Such peripheral locations conflict with the idea that a secondary school, with its community use elements, should be at the centre of a community in order to provide equality of access to all.
- (e) Catchment areas of schools. The "parental choice" system of entry selection advocated by the Conservative Party and enacted by the 1980 Education Act, is detrimental to the identification of the "community" using the school facilities and the implementation of the classic "community school" concept. In this respect there are opposing ideas; some see merit in the changing composition of the "community" which might use such a school. Others suggest that this would not enable an intimate relationship to grow up between the school and the community, because of the town wide and non-fixed catchment area of the facilities.

The three new town case studies revealed different degrees in the adoption of the community school concept. They used this idea in, more or less, the form of the dual use of school facilities by both pupils and public and their community use elements were important in two aspects. Firstly their psychological effects, in that they provided an opportunity to build community facilities as an integral part of new developments. This meant that in new development areas, the basic needs of a community

for social, recreational and cultural activities and facilities would be provided at the same time as the houses and schools. Secondly the material effects of such provision, that is the more attractive market situation that would be created for would-be home owners and incoming residents and which industrial entrepreneurs would therefore see as a wider pool of suitable employees.

Without ignoring the importance of the psychological effects of the provision of community use of school facilities for a new town deprived of most of the social facilities that can be found in the larger cities, the material need for these facilities imposes some problems, for example the insistence of Development Corporations and their pressure upon the local education authorities to provide community use elements of schools. Sometimes these had to be built in advance of need for the school itself. When this coincided with the curtailment of new town development it created a situation in which schools were developed only because their "community use" elements were built already. When this happened it could be that there was not a big enough resident population surrounding the unit to use either the school itself or its community use elements.

Nevertheless, apart from the psychological and social importance of community schools, their other advantage is that the "community" can join with the "professionals" and the "providers" in the planning and operation of school systems (as discussed previously).

Although this study realises the important role of the community school concept in the social and cultural development of a newly established community, it is of the view that no such community use of schools can be maintained while the economic condition of an area is declining; the schools become under-used one after the other and we find that central funds are not available to subsidise the cost of such communal activities, nor are the local education authorities permitted to find alternative

uses for the disused school buildings and in this way further develop the community service concept.

Thus, is it not wiser for the new town authorities and the local education authorities to first think about these more immediate and the more significant problems than to try to extend, unrealistically, the application of the community school idea in the light of the lack of necessary funds and the necessary users?

6.1.5 The Over-Provision of Education Facilities

All the three cases studied disclosed an over-provision of educational facilities. Apart from the falling birth-rate and resulting falling enrolments, this phenomenon was a direct consequence of curtailment of new town development policies and the worsening economic situation resulting in the closure of several large and many small industrial units.

There are different steering forces behind the growth of an urban area such as a new town. But considering the different procedures that a new town may practice to stimulate population growth it can be argued that growth and the maintenance of its momentum up to a planned population target, is chiefly related to the availability of employment opportunities. So, it can be accepted that the dynamics of new town growth are controlled and constrained by the processes which underly and stimulate industrial growth and not by abstract concepts accepted, as an article of faith, to ensure the evolution of a new town as a separate structure. These are then the forces which can push new town development in directions which are alien to the perceived purpose.

It must be the duty of the Government to establish administrative procedures by which employment, housing, education, etc., can be provided in a co-ordinated and balanced manner, if necessary in accord with the

limitations placed upon resource availability.

6.1.6 Changing the Pattern of Education Provision.

In direct contrast to the phenomenon of over-provision it is possible to conceive of a nil provision. This is what is advocated in North-American philosophies such as "de-schooling" where what is proposed is a total absence of formalised teaching in facilities provided for collective general public use. This reflects the paramouncy of "individualism" as a social concept which is perhaps imbeded in the North Americal consciousness. To set against what could be the false attractiveness of these ideas is the damage which could be inflicted upon social mores and development as a whole and upon the intellectual balance of the individual, e.g. through the absence of cross-fertilisation of ideas in face-to-contacts and access to limited, specialised education facilities. Should one wish to contribute further to concepts which would inevitably lead to a greater fragmentation of society rather than to ideas which provide greater opportunities for people from all backgrounds to come together in a "learning" environment?

But in the context of the "de-schooling" philosophy, there are ideas which perceive the "city" or the "town" as a total learning environment. These ideas see the city itself as the raw material of the education curriculum and use for instruction established facilities that serve other industrial, commercial or cultural purposes. These ideas are likely to have great impact upon the cost, location and nature of schools in new-towns only if they are adopted from the inception of new town development. Nevertheless, one criticism to these ideas is that because the education system is so closely integrated with urban functions, it is too narrowly based and too restricted to and affected by the economic life of the town.

* or in Britain through a clause in the Education Act permitting alternative schooling, i.e. education of children by their parents.

SECTION 6.2SUMMARY

To summarise, it can be said that the three cases of education services planning in new towns must not be regarded so much as a failure in achieving proper co-ordination between the three planning processes, but as processes which were not capable of keeping pace with the rapidly changing new town development policies, rapidly changing market forces, and the changing politics of education. In spite of the suggestions included in this study, one is always bound to ask whether these kinds of reforms and improvements stand a chance of implementation and whether decisions taken in "planning", in principle can in themselves cause, or result in, direct changes in the forces underlying the present political/economic structure, the forces that dictate possible planning actions?

Nevertheless, the suggestions included in the present study, especially those in relation to the advancement of educational service facilities planning methodology and educational research, can not be fulfilled unless researchers are permitted proper access to public service officials and all relevant documents. In the course of obtaining the required information for this study, it was realised that the lack of access to the officials and official documents can pose difficulties and limitations, not just for this study, but for research in the field of public planning. This was seen to be because of the (sometimes unnecessary) secrecy accorded to departmental documents and the different interpretations by different officers upon the issue of access by researchers to such material.

NOTES AND REFERENCES FOR CHAPTER FOUR

1. Lancashire County Council, Lancashire County Development Plan, written analysis, 1951, (Plan prepared according to the requirements of Town and Country Planning Act, 1947.
2. During 1943-1950 the Ministry of Town and Country Planning, 1950-1970 the Ministry of Housing and Local Government and since then the DoE.
3. L.H. Wilson and L. Womersley, Chartered Architects and Town Planners.
4. Skelmersdale New Town Basic Plan, Planning Consultants (refer to note (3) above), 1964.
5. Ibid., p.7.
6. Skelmersdale New Town Development Corporation, Ninth Annual Report, for the year ended 31 March 1971.
7. Skelmersdale New Town Development Corporation, Sixteenth Annual Report, for the year ended 31 March 1978.
8. They had started production in about 1969.
9. Skelmersdale New Town Development Corporation, Nineteenth Annual Report, for the year ended 31 March 1981.
10. During 1981, three smaller factories were also closed.
11. M. Aldridge, The British New Towns: A Programme Without a Policy, 1979.
12. Skelmersdale New Town Development Corporation, Fourth Annual Report, for the year ended 31 March 1966.
13. Skelmersdale New Town Development Corporation, Tenth Annual Report, for the year ended 31 March 1972.
14. With the passage of time these surveys became more complete and more detailed information, especially on area basis, were obtained.
15. Including all rented dwellings owned by West Lancashire District Council.
16. The Development Corporation's rented and sold dwellings.
17. All dwellings built for sale by the Development Corporation plus other privately built dwellings for the purpose of owner-occupation.
18. One area for housing for a total of 286 units (started and completed during 1964-1969) and one area for industry.

19.

Development Corporation's Estimates	1964/5	1965/66	1966/67	1967/68
Old Skelmersdale				
Houses	100	460	120	-
Population	358	1656	432	-
Digmoor				
Houses	None	185	1150	1620
Population	None	665	4120	5810

20. Excluding school number (28) which was located in the Hall Green area and is in effect separate from the primary education system of Skelmersdale New Town as its catchment area is outside the New Town.
21. Digmoor Planning Proposals, Skelmersdale New Town Development Corporation, March 1964.
22. Digmoor Plan, 1964.
23. At designation, about 12.0 per cent of the whole Digmoor area was already developed, mainly for residential use.
24. The Annual Population and Social Surveys of the Development Corporation indicate the fact that vandalism is a major and widespread problem in Skelmersdale New Town.
25. The private architect of the Roman Catholic authority was also invited but declined to attend.
26. Responsibility for the internal paths is with the LEA but for the link between the internal and surrounding paths rests with the Development Corporation.
27. Her Majesty's Inspectorate.
28. An unofficially declared average of more than 30.0 per cent in 1981/82 for the whole New Town area.

NOTES AND REFERENCES FOR CHAPTER FIVE

1. The Annual Reports of Welwyn Development Corporation and the Reports of the Commission for the New Towns, 1948-1980 point to this fact.
2. E. Howard, "Tomorrow: A Peaceful Path of Real Reform", 1898.
3. F.J. Osborn and P. Whittick, "The New Towns, The Answer to Megalopolis", 1963.
4. This was 16 years later than the building of the first Garden City, i.e. Letchworth.
5. The essence of the Company's undertaking was said to be the conversion of agricultural land with small value into urban land ripe for building, with potential increase in its capital value.
6. S. Bayley, "The Garden City", Open University, 1975.
7. Under the "Buildings and other Regulations of 1923".
8. The Ministry of Town and Country Planning during 1943 to 1950, the Ministry of Housing and Local Government during 1950 to 1970/71 and DoE since then.
9. Now the Secretary of State for the Environment.
10. Another Planning Consultant was appointed for Hatfield, the reason being that the two New Towns represented different problems.
11. Through the provision of housing in Welwyn New Town for the employees of the major industry in Hatfield.
12. During the period 1961-1966 the housing waiting list in Welwyn fluctuated between about 150-600. The long list was due to such factors as the failure of the building contractors and delays in hand-overs, cold weather, or change of design of some areas due to economic reasons.
13. J.B. Cullingworth and V.A. Karn, "Ownership and Management of Housing in the New Towns; Centre for Urban and Regional Studies", The University of Birmingham, MHLG, HMSO, 1968.
14. The earliest available housing figures broken down into sectors are for 1970. In this year the proportion of rented to owner-occupied was 76.0 per cent to 24.0 per cent.
15. In April 1974 at the request of the Labour Government, the Commission for the New Towns suspended the sale of rented houses to sitting tenants. During the period since the inception of the policy of sale of rented houses in Welwyn to its suspension, a total of 739 sales were completed (i.e. 11.0 per cent of the New Town's available stock for sale). This policy was resumed in 1977.

16. Strategic Plan for the South-East, 1971.
17. Welwyn/Hatfield District Authority: Future Planning of the District: Technical Supplement to Stage One of the Study, Report prepared by N. Lichfield and Associates, March 1974.
18. Welwyn Hatfield District covers almost 50 square miles, has a population of 93600 (1982) and embraces a large contrasting area of Mid-Hertfordshire including the residential centres of Welwyn Garden City, Hatfield and Welwyn.
19. This school was built before the development of Welwyn as a Garden City in 1920 and was housed partly in a purpose-built building and partly in other rented premises.
20. This school was also built before 1920.
21. There was one Working Party established between the County Education Department and the Stevenage Development Corporation. This was due to the realisation that closer relations were needed because of Stevenage's more complex urban structure.
22. Although a proportion of road charges was paid by the County Council, the Council had no financial liability in respect of this and the amount paid by the Council was repayable by the Development Corporation.
23. The statutory walking distance for Infants is half a mile and for Juniors three-quarters of a mile.
24. By 1960, a total of 200 houses were occupied in these parts of the New Town.
25. For example in 1953 there were 2640 school places and 2406 pupils on roll while in 1955 it was estimated that for the same number of school places there would be 2982 pupils on roll and in 1956 for 3200 school places there was a total of 3426 pupils on roll.
26. The actual event happened for school number (16).
27. Refer to "Providing for Future Change - Adaptability and Flexibility in School Building", OECD, 1976.
28. Standards for School Premises Regulation, 1959, The Building Code, Ministry of Education, 1962.
29. In September 1957 this school had 539 pupils on roll with 75 sixth form students.
30. Refer to Chapter One of this study.
31. Refer to C.L.V. Gilbey, A New Town Comprehensive, Town and Country Planning Journal, Volume 36, 1968.
32. A term used by Hertfordshire County Council, instead of "Comprehensive school".

Appendix (1-A):

The contributions* by Development Corporations (in England and Wales) to local authorities in their area in each year from 1949 to (31 March) 1966 are given in the table below:

	1949-1950	1950-1951	1951-1952	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961
Aycliffe	9.2	-	5.0	5.7	2.9	2.8	4.6	0.5	0.3	-	0.2	1.4
Basilston	-	-	-	6.1	2.9	1.3	4.0	1.3	1.4	6.3	15.7	4.7
Corby	-	-	-	-	-	3.3	-	-	-	-	0.08	0.6
Crawley	-	4.1	0.3	-	-	-	-	-	-	8.3	0.08	1.2
Harlow	40.5	-	14.9	7.7	-	0.3	-	-	-	0.5	3.7	1.3
H. Hempstead	45.7	7.1	18.3	24.7	5.0	16.2	19.0	13.0	-	8.1	0.2	8.8
Peterlee	-	-	-	-	-	-	-	-	-	-	0.2	0.03
Stevenage	4.6	88.8	61.4	55.8	19.5	7.6	18.6	5.8	9.0	13.9	2.8	11.4
Welwyn	-	-	-	-	17.1	-	6.9	5.2	21.7	61.0	59.9	24.4
Hatfield	-	-	-	-	52.7	68.9	46.9	74.3	67.6	2.0	17.2	46.2
Total (£)	2,187	2,085	13,541	15,040	56,199	126,428	40,762	127,246	114,230	97,390	118,667	713,775

Source: House of Commons Debates, 1961, Volume 640, Columns 111-112.

Notes: *Contributions under Section (11) of the New Towns Act, 1946.

The percentage of the established cost of the educational building programmes in 6 counties, for the period 1952-3 to 1955-6, in New Towns.

County	Year			
	1952-1953	1953-1954	1954-1955	1955-1956
Berkshire	51.8	43.9	5.6	36.4
Durham	45.9	29.1	17.9	25.6
Essex	17.3	26.5	37.3	18.1
Hertfordshire	25.3	57.5	37.5	32.4
Northamptonshire	32.3	16.6	46.5	9.0
West-Sussex	63.7	56.7	44.9	24.9

Source: House of Commons Debates, 1954, Volume 530, Column 129.

Appendix (1-B):

The six 'New Towns' Local Authorities of Lancashire, Berkshire, Cambridgeshire, Cheshire, Northamptonshire and Salop carried out a study into the effects of planned population growth on county finances. In their report they considered the designation of a New Town as a (Central) Government action, the implications and need for which arose not locally but nationally and regionally. Because of that Central Government, as a sponsor of New Towns, should bear the financial consequences of New Town development and ensure that the necessary resources are made available to the relevant Local Authorities to enable them to discharge their statutory functions without damaging the interests of the population of other parts of their area. They also believed that due to the Government's restraint on public expenditure, these Local Authorities had two contradictory tasks, as follows:-

- (a) To respond to the economic restrictions imposed on them by the Government, and
- (b) At the same time, to provide services and infrastructure for expanding New Towns without being allocated the necessary or special resources to carry out this statutory duty.

So they believed these contradictions could only be resolved by savings made by reducing the level of services in other parts of their area. The resolution of the six Local Authorities was to prepare a case for a special financial contribution from the Central Government (Source: 'The Effect of Planned Population Growth on County Council Finances', A Study of New and Expanding Towns in Buckinghamshire, Cambridgeshire, Cheshire, Lancashire, Northamptonshire and Salop, Memorandum submitted by Northamptonshire County Council to the Expenditure Committee, 21 May, 1975; Expenditure Committee 1974-5, pp. 760-766.)

Appendix (1-C):

The only agreements between Development Corporations and New Town Local Authorities are the ones made at the time of designation in two New Towns and an understanding with a third one as described below (Memo by the DOE, 1975, 'Payments to Local Authorities by Development Corporations')

(a) Northampton New Town: The 'agreed memorandum' which was drawn up in May, 1965 by the DOE (then the MHLG) outlining the special circumstances under which the development of Northampton as a New Town would take place, stated that

'Broadly speaking, it seems appropriate that the Corporation's share of the costs of expansion should bear roughly the same proportion to the share borne by the County Borough Council as the intake of planning overspill bears to the population increase arising from other causes'.

This clause was first activated in 1973 and a contribution was made to Northampton County Council. The basis of calculation of contribution (95.5 per cent. of the total contribution in 1974-5 towards education expenses) was as follows:

- (i) Contributions would be towards county services provided in advance (in practice, education, etc.),
- (ii) The gross cost of these services was then abated by the increased rate and Rate Support Grant income arising from expansion,
- (iii) The contribution was paid at 90 per cent. of the resultant net cost, this being the proportion of the expenditure attributable to expansion rather than to natural growth.

(Memo by Northamptonshire County Council, Expenditure Committee, 1974-5, p. 930, and, Northampton: Calculation of contributions, Memo. by the DOE, Expenditure Committee, 1974-5, p. 952.)

- (b) Peterborough New Town: It was agreed in 1967 between the DOE and Huntingdon and Peterborough County Council that the Development Corporation would contribute to educational capital expenditure for the New Town, commencing in the year (year 1) (when it first exceeded £300,000), on the following scale:

Years 1-3	50%
Years 4 and 5	40%
Year 6	30%
Year 7	20%
Years 8-11	10%

The threshold was expected to be exceeded for the first time in 1975/6, and it had been agreed that the arrangement would stand with the new Cambridgeshire County Council for at least this year, pending further consideration of the future situation (Payments to Local Authorities by Development Corporations, memo. by the DOE, Expenditure Committee, 1974-5, pp. 938-942, p. 960).

- (c) Telford New Town: Unlike the other two New Towns where a general agreement was made at the time of designation, in the case of Telford an 'understanding' was reached that has not yet been activated. It was stated on the Minister's behalf at the Public Inquiry into the Telford designation in 1968 that the Minister would be prepared to consider sympathetically any reasonable case for contributions by the Development Corporation if, in the event, difficulties caused by the phasing of development (for example by the provision of roads and schools in advance of estimated need) seemed likely to result in an undue burden on the County Council's finances (Expenditure Committee, 1974-5, pp. 943-4, p. 961).

Appendix (2-A): List of variables used for correlation coefficients
and cluster analysis.

1.0 Areas of Information:

- (a) School-age population size and fertility rate.
- (b) Total population and school-age population growth and movement.
- (c) Education.
- (d) Housing.
- (e) Socio-economic characteristics.

2.0 Variables in each 'Area':

2.1 (a) School-age population size and fertility.

- 1- Percentage of pre-school-age population, i.e. 0-4.
- 2- Percentage of primary school-age population, i.e. 5-9.
- 3- Percentage of secondary school-age population, i.e. 10-16.
- 4- Percentage of post-compulsory school-age population, i.e. 16-18.
- 5- Persons aged 0-4 as percentage of females aged 15-44¹.
- 6- Persons aged 0-9 as percentage of females aged 15-44¹.
- 7- Percentage of women aged 15-24, married.
- 8- Females per 1000 males.
- 9- Median age.
- 10- Average household size.

2.2 (b) Total population and school-age population growth and movement.

- 11- Increase in total population per annum, 1951-61.
- 12- Increase in total population per annum, 1961-71.

- 13- Increase/decrease in population aged 0-4, 1966-71/
1971-76².
- 14- Increase/decrease in population aged 5-9, 1966-71/
1971-76².
- 15- Increase/decrease in population aged 10-16, 1966-71/
1971-76².
- 16- Net migration: Percentage of 1966-71 growth.
- 17- Percentage of married couples with dependent children,
migrants during 1966-71, to the total migrants during
1966-71.
- 18- Percentage of migrant population during 1966-71 aged
under 15 and pupils to total migrant population during
1966-71.
- 19- Age of the New Town since designation to 1980.
- 20- Percentage of 5-9 year old migrants during 1966-71
moving within the New Town, to total migrants during
1966-71 moving within the New Town.
- 21- Percentage of 10-14 year old migrants during 1966-71
moving within the New Town, to total migrants during
1966-71 moving within the New Town.
- 22- Percentage of 5-9 year old migrants during 1966-71
incoming to the New Town, to total migrants incoming
to the New Town.
- 23- Percentage of 10-14 year old migrants during 1966-71
incoming to the New Town, to total migrants during
1966-71 incoming to the New Town.
- 24- Percentage of 5-9 year old migrants during 1966-71
outgoing from the New Town, to total migrants during
1966-71 outgoing from the New Town.

- 25- Percentage of 10-14 year old migrants during 1966-71 outgoing from the New Town, to total migrants during 1966-71 outgoing from the New Town.
- 26- Proportion per 1000 resident population of migrants during 1970-71: Balance within G.B.
- 27- Proportion per 1000 resident population of migrants during 1966-71: Balance within G.B.
- 28- Percentage of 15-19 year old migrants during 1966-71 moving within the New Town, to total migrants during 1966-71 moving within the New Town.
- 29- Percentage of 15-19 year old migrants during 1966-71 incoming to the New Town, to total migrants during 1966-71 incoming to the New Town.
- 30- Percentage of 15-19 year old migrants during 1966-71 outgoing from the New Town, to total migrants during 1966-71 outgoing from the New Town.

2.3 (c) Education

- 31- Percentage of pupils in educational establishments, aged 15+ to total population of the New Town aged 15+, 1971.
- 32- Ratio of primary and secondary school teachers to the total population age 5-18: Indicating the pupil/teacher ratio of the New Town, 1971.
- 33- Average number of schools build per year, since designation to 1980, in the existing and new parts of the New Town.
- 34- Index on the speed of the provision of educational facilities in response to the growth of school-age population of the New Town: Ratio of the school places

(primary and secondary) provided per total number of population, 5 years after the designation of the New Town, to the school places provided per total number of population in 1978³.

$$I = \frac{x_1}{y_1} / \frac{x_2}{y_2} \quad \text{where}$$

x_1 = School places, 5 years after designation.

x_2 = School places in 1978.

y_1 = Population, 5 years after designation.

y_2 = Population in 1978.

35- Index of the amount of population becoming more biased towards secondary school-age, 1966-71.

$$I' = \frac{a}{a'} / \frac{b}{b'} \quad \text{where}$$

a = Number of population aged 5-9 in 1966².

a' = Number of population aged 10-14 in 1966².

b = Number of population aged 5-9 in 1971².

b' = Number of population aged 10-14 in 1971².

2.4 (d) Housing.

36- Percentage of one and two person households in owner-occupied dwellings, 1971.

37- Percentage of 3+ person households in owner-occupied dwellings, 1971.

38- Percentage of total owner-occupied dwellings, 1971.

39- Percentage of one and two person households in rented⁴ dwellings, 1971.

- 40- Percentage of 3+ households in rented⁴ dwellings, 1971.
- 41- Percentage of total rented⁴ dwellings, 1971.
- 42- Average number of persons per household, in owner-occupied dwellings, 1971.
- 43- Average number of persons per household, in rented⁴ dwellings, 1971.
- 44- Percentage of families moving during 1966-71 to owner-occupied dwellings in the New Town, to the total of families moving during 1966-71 to the New Town.
- 45- Percentage of families moving during 1966-71 to rented⁴ dwellings in the New Town, to the total of families moving during 1966-71 to the New Town.
- 46- Percentage of families moving during 1966-71 from the owner-occupied dwellings in the New Town, to the total of families moving from the New Town during 1966-71.
- 47- Percentage of families moving during 1966-71 from the rented⁴ dwellings, to the total of families moving from the New Town during 1966-71.

2.5 (e) Socio-economic characteristics.

- 48- Percentage of economically active (E.A.) males, non-manual, 1971⁵.
- 49- Percentage of E.A. males, skilled manual, 1971⁵.
- 50- Percentage of E.A. males, unemployed, 1971.
- 51- Job ratio, 1971⁶.
- 52- Percentage of skilled manual E.A. migrants during 1966-71, incoming to the New Town, to the total E.A. immigrants during 1966-71.

- 53- Percentage of semi-skilled manual E.A. migrants during 1966-71, incoming to the New Town, to the total E.A. immigrants during 1966-71.
- 54- Percentage of unskilled manual E.A. migrants during 1966-71, incoming to the New Town, to the total E.A. immigrants during 1966-71.
- 55- Percentage of skilled manual E.A. migrants during 1966-71, outgoing from the New Town, to the total E.A. emigrants during 1966-71.
- 56- Percentage of semi-skilled manual E.A. migrants during 1966-71, outgoing from the New Town, to the total emigrants during 1966-71.
- 57- Percentage of unskilled manual E.A. migrants during 1966-71, outgoing from the New Town, to the total emigrants during 1966-71.

Notes to appendix (2-A):

- 1- The reasons for having two measures of fertility is the age bunching of the New Towns as units of measurement. Each New Town tends to have preponderance of people in a few age cohorts which act like waves creating bulges at successive age groups as the population of the New Town ages and the New Town grows. Usually the parameter used to measure fertility is the number of children aged 0-4 as a percentage of females of child-bearing age (e.g. 15-44). For settlements with a roughly balanced age-structure and normal migration patterns the above mentioned measurement is adequate, but for the New Towns where there has been high fertility and where the families are at the same stage in the family cycle, the number of children aged 0-4 can easily be an underestimate of the measure of fertility, as large numbers of children above this age-group are excluded.
- 2- For the New Towns designated before 1966, the figures used are for 1966 and 1971, but for the New Towns designated after that date the figures used are the same as those described in the Notes to Table (2.2)
- 3- The latest date information was available for all the New Towns.
- 4- From the Development Corporation and/or the Local Authorities.

- 5- Ten per cent. sample census, 1971.
- 6- i.e. ratio of jobs to employed residents.

E.A. = Economically Active.

MHLG = Ministry of Housing and Local Government.

APPENDIX (2-B): Correlation Matrix of Variables Used.

Variable Number	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1	1.000	0.777	0.100	-0.441	0.893	0.920	0.946														
2		1.000	0.665	0.063	0.466	0.645	0.500														
3			1.000	0.698	-0.300	-0.082	-0.221														
4				1.000	-0.665	-0.531	-0.688														
5					1.000	0.961	0.811														
6						1.000	0.748														
7							1.000														
8								1.000													
9									1.000												
10										1.000											
11											1.000										
12												1.000									
13													1.000								
14														1.000							
15															1.000						
16																1.000					
17																	1.000				
18																		1.000			
19																			1.000		
20																				1.000	
21																					1.000

Variable Number	22	23	24	25	26	27	28
1	0.388	0.336	0.701	0.047	0.674	0.772	-0.291
2	0.412	0.192	0.760	-0.091	0.338	0.573	0.194
3	0.169	-0.062	0.369	-0.163	-0.166	0.445	0.617
4	-0.091	-0.051	-0.103	-0.054	-0.409	-0.390	0.611
5	0.408	0.432	0.468	0.152	0.684	0.709	-0.522
6	0.522	0.452	0.562	0.102	0.618	0.728	-0.274
7	0.141	0.190	0.528	0.133	0.655	0.590	-0.389
8	-0.261	-0.222	-0.144	0.013	0.027	-0.235	0.105
9	-0.354	-0.198	-0.724	0.046	-0.392	-0.564	-0.148
10	0.410	0.284	0.529	-0.054	0.255	0.498	0.262
11	-0.168	-0.195	0.474	-0.124	-0.152	-0.249	0.618
12	0.324	0.202	0.692	-0.061	0.586	0.832	-0.155
13	0.184	0.179	0.130	-0.035	0.243	0.339	-0.509
14	0.274	0.247	0.287	-0.015	0.292	0.575	-0.440
15	0.226	0.154	0.441	-0.118	0.143	0.392	-0.266
16	0.245	0.542	0.269	0.118	0.770	0.969	-0.527
17	0.114	-0.069	0.269	0.093	0.182	0.182	-0.132
18	0.749	0.710	0.039	0.014	0.318	0.485	-0.315
19	0.064	-0.108	0.260	-0.120	-0.141	-0.004	0.549
20	0.011	0.276	0.241	0.235	0.528	0.239	-0.100

Variable Number	22	23	24	25	26	27	28
21	-0.162	-0.084	0.094	0.270	-0.132	-0.328	0.522
22	1.000	0.174	0.272	-0.414	0.000	0.452	-0.223
23	1.000	1.000	-0.185	0.590	0.615	0.394	-0.282
24	1.000	1.000	1.000	-0.348	0.152	0.462	0.124
25	1.000	1.000	1.000	1.000	0.526	-0.123	-0.121
26	1.000	1.000	1.000	1.000	1.000	0.632	-0.507
27	1.000	1.000	1.000	1.000	1.000	1.000	-0.489
28	1.000	1.000	1.000	1.000	1.000	1.000	1.000
Variable Number	29	30	31	32	33	34	35
1	0.332	0.007	-0.224	0.079	0.099	-0.198	0.137
2	0.269	0.165	0.183	-0.099	-0.293	-0.192	0.387
3	-0.058	0.354	0.538	-0.314	-0.649	0.022	0.395
4	-0.228	0.274	0.511	-0.150	-0.505	0.193	0.160
5	0.335	-0.097	-0.406	0.269	0.330	-0.199	-0.046
6	0.395	-0.024	-0.260	0.242	0.182	-0.258	0.080
7	0.260	-0.236	-0.438	0.125	0.327	-0.145	-0.105
8	0.419	-0.319	0.052	-0.162	-0.161	-0.300	-0.014
9	-0.123	-0.194	-0.122	0.070	0.276	0.087	-0.322
10	0.000	0.304	0.235	-0.134	-0.418	-0.113	0.292
11	0.064	0.073	0.393	-0.326	-0.502	0.111	0.406
12	0.316	0.072	-0.059	-0.236	-0.061	-0.277	0.188
13	0.268	-0.020	-0.463	0.203	0.505	0.257	-0.505
14	0.272	-0.058	-0.381	0.151	0.438	0.219	-0.360
15	0.186	0.004	-0.234	0.094	0.519	0.363	-0.107
16	0.261	0.001	-0.312	-0.070	0.136	-0.356	-0.078
17	-0.371	-0.082	0.031	-0.079	0.106	0.031	0.279
18	0.215	0.412	0.064	0.237	-0.166	-0.241	-0.011
19	-0.116	0.225	0.592	-0.344	-0.046	-0.104	0.400
20	0.009	-0.263	0.042	0.021	0.091	-0.314	0.248
21	-0.190	0.197	0.598	-0.338	-0.404	0.029	0.322
22	0.195	0.575	-0.056	0.313	-0.077	-0.163	0.113
23	0.025	-0.097	-0.092	0.171	0.015	-0.109	-0.208
24	0.223	0.167	0.037	-0.140	0.014	-0.063	0.477
25	-0.401	-0.419	-0.100	0.096	0.171	-0.021	-0.266
26	0.147	-0.239	-0.346	0.024	0.149	-0.303	-0.190
Variable Number	36	37	38	39	40	41	42
1	-0.386	-0.409	-0.401	0.251	0.459	0.398	0.186
2	-0.797	-0.820	-0.814	0.690	0.865	0.821	0.528
3	-0.879	-0.861	-0.876	0.854	0.888	0.891	0.548
4	-0.472	-0.407	-0.441	0.471	0.442	0.459	0.281
5	0.018	-0.017	0.000	-0.138	0.060	-0.005	-0.050
6	-0.160	-0.204	-0.183	0.034	0.250	0.183	0.125
7	-0.119	-0.170	-0.147	0.055	0.174	0.137	-0.047
8	0.386	0.275	0.330	-0.277	-0.327	-0.316	-0.326
9	0.835	0.822	0.834	-0.709	-0.876	-0.835	-0.502
10	-0.871	-0.827	-0.854	0.729	0.910	0.865	0.502
11	-0.719	-0.735	-0.733	0.716	0.738	0.742	0.552
12	-0.595	-0.590	-0.597	0.450	0.662	0.603	0.213
13	0.386	0.358	0.374	-0.374	-0.342	-0.359	-0.448
14	0.127	0.134	0.131	-0.177	-0.095	-0.124	-0.276
15	0.098	0.111	0.105	-0.126	-0.070	-0.090	-0.097
16	-0.218	-0.206	-0.214	0.054	0.208	0.216	0.030
17	-0.293	-0.443	-0.270	0.246	0.252	0.254	0.207
18	-0.160	-0.147	-0.152	0.077	0.183	0.151	0.171
19	-0.090	-0.056	-0.074	0.260	0.572	0.382	0.528
20	-0.239	-0.326	-0.285	0.209	0.323	0.294	0.022
21	-0.459	-0.4510	-0.488	0.532	0.403	0.507	0.167
22	-0.240	-0.214	-0.226	0.170	0.254	0.230	0.174
23	-0.024	-0.020	-0.031	-0.075	0.071	0.024	-0.058
24	-0.472	-0.450	-0.469	0.290	0.454	0.488	0.450
25	0.116	0.020	0.118	-0.146	-0.003	-0.109	-0.290

Variable Number	43	44	45	46	47	48	49
21	0.151	-0.354	0.347	-0.422	0.283	0.277	-0.086
22	0.379	-0.163	0.170	-0.132	0.105	-0.278	0.121
23	0.455	-0.298	0.303	0.294	-0.170	-0.341	-0.120
24	0.445	-0.433	0.453	-0.332	0.246	-0.389	0.448
25	0.102	-0.206	0.209	0.258	-0.126	-0.147	-0.149
26	0.448	-0.418	0.443	0.252	-0.042	-0.476	0.139
27	0.612	-0.381	0.397	0.230	-0.015	-0.326	0.117
28	0.063	-0.271	0.236	-0.385	0.143	0.202	-0.176
29	0.091	-0.050	0.023	-0.138	0.066	-0.381	0.379
30	0.038	0.006	0.001	-0.426	0.275	0.193	0.106
31	-0.032	-0.202	0.203	-0.188	0.166	0.458	-0.344
32	0.038	0.102	-0.097	0.188	-0.257	-0.464	0.261
33	-0.125	0.297	-0.306	0.222	-0.137	-0.258	0.189
34	-0.256	0.034	-0.048	-0.286	0.206	0.042	0.152
35	0.287	-0.046	0.068	0.004	-0.173	0.264	-0.262
36	-0.567	0.830	-0.840	0.409	-0.468	-0.039	-0.041
37	-0.548	0.865	-0.865	0.443	-0.491	0.037	-0.103
38	-0.560	0.854	-0.859	0.428	-0.483	-0.002	-0.073
39	0.354	-0.762	0.766	-0.559	0.612	0.059	0.100
40	0.659	-0.870	0.876	-0.351	0.393	-0.024	0.050
41	0.569	-0.849	0.854	-0.425	0.472	0.002	0.067
42	0.333	-0.247	0.294	-0.183	0.151	0.103	-0.070
43	1.000	-0.701	0.704	0.168	-0.143	-0.237	-0.042
44		1.000	-0.966	0.290	-0.406	0.319	-0.207
45			1.000	-0.281	0.409	-0.323	0.212
46				1.000	-0.853	0.267	-0.614
47					1.000	-0.308	0.578
48						1.000	-0.766
49							1.000

Variable Number	50	51	52	53	54	55	56
1	0.726	-0.160	0.827	0.540	0.531	0.697	0.592
2	0.509	-0.193	0.609	0.530	0.556	0.381	0.319
3	0.012	-0.210	0.071	0.135	0.066	-0.122	-0.220
4	-0.421	-0.108	-0.272	-0.092	-0.092	-0.451	-0.468
5	0.205	-0.065	0.699	0.421	0.603	0.717	0.658
6	0.715	-0.085	0.679	0.472	0.690	0.668	0.631
7	0.650	0.041	0.321	0.576	0.342	0.685	0.685
8	0.063	0.004	-0.203	-0.162	-0.281	-0.111	-0.244

Variable Number	40	41	42
26	-0.073	-0.100	-0.100
27	-0.263	-0.240	-0.254
28	-0.418	-0.451	-0.437
29	0.002	-0.111	-0.055
30	-0.309	-0.219	-0.263
31	-0.460	-0.478	-0.473
32	0.293	0.277	0.289
33	0.452	0.507	0.553
34	0.030	0.061	0.046
35	-0.325	-0.269	-0.299
36	1.000	0.972	0.993
37	1.000	0.993	0.965
38	1.000	0.968	0.988
39	1.000	0.928	0.967
40	1.000	0.993	0.993
41	1.000	1.000	0.511
42	1.000	1.000	1.000

Variable Number	43	44	45	46	47	48	49
1	0.657	-0.636	0.657	-0.113	0.215	-0.646	0.497
2	0.773	-0.818	0.832	-0.276	0.295	-0.336	0.237
3	0.492	-0.619	0.620	-0.250	0.247	0.270	-0.185
4	0.193	-0.207	0.198	-0.108	-0.018	0.432	-0.359
5	0.454	-0.232	0.349	0.056	0.074	-0.752	0.508
6	0.583	-0.448	0.464	-0.002	0.109	-0.727	0.449
7	0.326	-0.465	0.482	-0.112	0.262	-0.699	0.584
8	-0.292	0.424	-0.431	0.074	-0.246	0.085	-0.005
9	-0.793	0.983	-0.900	0.785	-0.331	0.330	-0.273
10	0.845	-0.821	0.831	-0.142	0.171	-0.107	-0.023
11	0.240	-0.531	0.536	-0.271	0.204	0.201	-0.021
12	0.759	-0.679	0.696	-0.001	0.158	-0.312	0.159
13	-0.143	0.163	-0.171	0.132	-0.077	-0.423	0.310
14	0.106	-0.092	0.090	0.121	-0.009	-0.504	0.280
15	0.042	-0.047	0.043	0.026	-0.016	-0.406	0.273
16	0.625	-0.414	0.422	0.300	-0.049	-0.344	0.077
17	0.100	-0.277	0.406	-0.100	0.249	-0.266	0.204
18	0.424	-0.124	0.195	0.065	-0.059	-0.301	-0.020
19	0.442	-0.601	0.604	-0.243	0.204	0.296	-0.261
20	0.453	-0.471	0.477	-0.002	0.236	-0.477	0.243

Variable Number	50	51	52	53	54	55	56
49	0.620	-0.250	0.736	0.242	0.275	0.726	0.550
50	1.000	-0.090	0.709	0.493	0.510	0.791	0.771
51	1.000	1.000	-0.178	0.371	0.135	-0.084	0.098
52			1.000	0.620	0.358	0.778	0.641
53				1.000	0.492	0.336	0.536
54					1.000	0.442	0.535
55						1.000	0.780
56							1.000
Variable Number	1	2	3	4	5	6	7
57	0.335	0.138	-0.185	-0.344	0.499	0.516	0.269
Variable Number	8	9	10	11	12	13	14
57	-0.253	-0.128	0.071	-0.453	0.153	0.150	0.257
Variable Number	15	16	17	18	19	20	21
57	0.065	0.353	0.244	0.530	-0.329	0.170	-0.246
Variable Number	22	23	24	25	26	27	28
57	0.513	0.441	-0.046	0.058	0.270	0.345	-0.203
Variable Number	29	30	31	32	33	34	35
57	0.200	0.129	-0.268	0.224	0.052	-0.120	-0.215
Variable Number	36	37	38	39	40	41	42
57	0.050	0.030	0.042	-0.073	-0.052	-0.061	-0.065
Variable Number	42	44	45	46	47	48	49
57	0.129	-0.126	0.114	-0.171	0.297	-0.534	0.244
Variable Number	50	51	52	53	54	55	56
57	0.612	-0.023	0.193	0.160	0.620	0.475	0.642
Variable Number	50	51	52	53	54	55	56
10	0.270	-0.174	0.341	0.423	0.420	0.176	0.156
11	0.011	-0.134	0.245	0.269	-0.111	-0.110	-0.218
12	0.522	-0.155	0.607	0.471	0.330	0.389	0.413
13	0.440	0.072	0.149	0.058	0.106	0.174	0.283
14	0.372	0.007	0.306	0.240	0.225	0.254	0.408
15	0.174	0.017	0.313	0.196	0.104	0.151	0.195
16	0.510	-0.082	0.441	0.311	0.400	0.394	0.497
17	0.232	-0.123	0.427	0.144	0.073	0.539	0.363
18	0.220	-0.046	0.004	0.083	0.443	0.188	0.268
19	-0.122	-0.263	-0.042	0.020	-0.085	-0.216	-0.273
20	0.476	0.055	0.586	0.366	0.439	0.652	0.448
21	0.018	-0.161	0.014	-0.131	0.019	0.117	-0.250
22	0.243	0.036	0.009	0.063	0.497	0.170	0.210
23	0.262	0.104	0.147	0.294	0.578	0.255	0.418
24	0.391	-0.204	0.680	0.377	0.176	0.334	0.127
25	0.145	0.204	0.054	0.133	0.295	0.198	0.292
26	0.625	0.009	0.505	0.399	0.381	0.506	0.515
27	0.487	-0.134	0.437	0.295	0.347	0.356	0.460
28	-0.124	0.050	-0.054	0.036	-0.050	-0.245	-0.227
29	0.449	-0.273	0.345	0.321	0.186	0.162	0.301
30	-0.089	-0.326	-0.134	-0.474	0.032	-0.024	-0.257
31	-0.235	-0.276	-0.204	-0.153	-0.331	-0.232	-0.367
32	0.059	0.021	-0.039	0.070	0.461	-0.020	0.092
33	-0.026	0.274	0.128	-0.060	0.122	0.109	0.124
34	-0.134	-0.052	-0.023	-0.173	-0.106	-0.035	-0.115
35	-0.190	-0.194	0.055	-0.068	-0.109	-0.157	-0.441
36	-0.145	0.302	-0.324	-0.313	-0.102	-0.169	-0.125
37	-0.315	0.292	-0.358	-0.267	-0.166	-0.223	-0.190
38	-0.282	0.299	-0.344	-0.243	-0.108	-0.197	-0.159
39	0.237	-0.238	0.262	0.222	-0.008	0.183	0.121
40	0.230	-0.266	0.358	0.328	0.210	0.190	0.142
41	0.270	-0.278	0.322	0.222	0.106	0.191	0.137
42	-0.014	-0.186	0.130	0.068	0.006	-0.102	-0.127
43	0.261	-0.017	0.404	0.525	0.642	0.233	0.243
44	-0.491	0.169	-0.587	-0.630	-0.434	-0.431	-0.460
45	0.500	-0.166	0.600	0.619	0.416	0.445	0.456
46	-0.412	0.156	-0.393	-0.053	-0.022	-0.451	-0.232
47	0.592	-0.179	0.440	0.066	0.003	0.500	0.500
48	-0.266	-0.092	-0.210	-0.606	-0.665	-0.723	-0.785

Appendix (2-C): The results of cluster analysis

1.0 Results of cluster analysis using the "school-age population size and fertility" variables:

1.1 (a) Results at sixth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)	Cluster (6)
Aycliffe, Basildon, Bracknell, Crawley, Harlow, Hatfield, H. Hempstead, M. Keynes, Peterborough, Redditch, Runcorn, Stevenage, Telford, Warrington, Washington.	Northampton Central Lancs. N.T.	Corby	Peterlee	Skelmersdale	Welwyn

1.2 (b) Results at fifth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)
Aycliffe, Basildon Bracknell, Corby, Crawley, Harlow, Hatfield, H. Hempstead, M. Keynes, Peterborough, Redditch, Runcorn, Stevenage, Telford, Warrington, Washington	Northampton Central Lancs N.T.	Peterlee	Skelmersdale	Welwyn

1.3 (c) Results at fourth level of generalisation

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)
Aycliffe Basildon Bracknell Corby Crawley Harlow Hatfield H. Hempstead M. Keynes Peterborough Redditch Runcorn Stevenage Telford Warrington Washington Welwyn	Central Lancs. N.T. Northampton	Peterlee	Skelmersdale

1.4 (d) Results at third level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)
Aycliffe Basildon Bracknell Corby Crawley Harlow Hatfield H. Hempstead M. Keynes Peterborough Redditch Runcorn Stevenage Telford Warrington Washington Welwyn	Central Lancs. N.T. Northampton Peterlee	Skelmersdale

1.5 (e) Results at second level of generalisation:

Cluster (1)	Cluster (2)
Aycliffe, Basildon, Bracknell, Central Lancs. N.T. Corby, Crawley, Harlow, Hatfield, H. Hempstead, M. Keynes, Northampton, Peterborough, Peterlee, Redditch, Runcorn, Stevenage, Telford, Warrington, Washington, Welwyn	Skelmersdale

2.0 Results of cluster analysis using the "total population and school-age population growth and movement" variables:

2.1 (a) Results at sixth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)	Cluster (6)
Aycliffe, Basildon, Corby, Crawley, Harlow, Hatfield, H. Hempstead, Peterborough, Peterlee, Redditch, Stevenage, Warrington, Washington, Welwyn.	Bracknell Runcorn	Northampton Central Lancs. N.T.	M. Keynes	Skelmersdale	Telford

2.2 (b) Results at fifth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)
Aycliffe, Basildon Bracknell, Corby, Crawley, Harlow, Hatfield, H. Hempstead, Peterborough,, Peterlee, Redditch, Runcorn, Stevenage, Warrington, Washington, Welwyn.	Northampton Central Lancs. N.T.	M. Keynes	Skelmersdale	Telford

2.3 (c) Results at fourth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)
Aycliffe, Basildon, Bracknell, Central Lancs. N.T., Corby, Crawley, Harlow, Hatfield, H. Hempstead, Northampton, Peterborough, Peterlee, Redditch, Runcorn, Stevenage, Warrington, Washington, Welwyn	M. Keynes	Skelmersdale	Telford

2.4 (d) Results at third level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)
Aycliffe Basildon, Bracknell, Central Lancs. N.T., Corby, Crawley, Harlow, Hatfield, H. Hempstead, M. Keynes, Northampton, Peterborough, Peterlee, Redditch, Runcorn, Stevenage, Warrington, Washington, Welwyn.	Skelmersdale	Telford

2.5 (e) Results at second level of generalisation:

Cluster (1)	Cluster (2)
Aycliffe, Basildon, Bracknell, Central Lancs N.T., Corby, Crawley, Harlow, Hatfield, H. Hempstead, M. Keynes, Northampton, Peterborough, Peterlee, Redditch, Runcorn, Telford, Warrington, Washington, Welwyn, Stevenage.	Skelmersdale

3.0 Results of cluster analysis using the "education" variables:

3.1 (a) Results at sixth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)	Cluster (6)
Aycliffe Bracknell Crawley Hatfield H.Hempstead Peterborough Peterlee Skelmersdale Washington	Basildon Corby Northampton Redditch Telford Warrington	Central Lancs. N.T. Harlow Stevenage	M. Keynes	Runcorn	Welwyn

3.2 (b) Results at fifth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)
Aycliffe Bracknell Crawley Hatfield H. Hempstead Peterborough Peterlee Skelmersdale Washington	Basildon Corby Northampton Redditch Runcorn Telford Warrington	Central Lancs. N.T. Harlow Stevenage	M. Keynes	Welwyn

3.3 (c) Results at fourth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster(4)	Cluster (5)
Aycliffe Bracknell Crawley Hatfield H. Hempstead Peterborough Peterlee Skelmersdale Washington	Basildon Central Lancs. N.T. Corby Harlow Northampton Redditch Runcorn Stevenage Telford Warrington	M. Keynes	Welwyn	

3.4 (d) Results at third level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)
Aycliffe Basildon Bracknell Cental Lancs. N.T. Corby Crawley Harlow Hatfield H. Hempstead Northampton Peterborough Peterlee Runcorn, Redditch Skelmersdale Stevenage Telford Warrington Washington	Milton-Keynes	Welwyn

3.5 (e) Results at second level of generalisation

Cluster (1)	Cluster (2)
Aycliffe Basildon Bracknell Central Lancs. N.T. Corby, Crawley Harlow Hatfield Hemel Hempstead Milton Keynes Northampton Peterborough Peterlee Redditch Runcorn Skelmersdale Stevenage Telford Warrington Washington	Welwyn

4.0 Results of cluster analysis using the "housing" variables:

4.1 (a) Results at sixth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)	Cluster (6)
Aycliffe Basildon Bracknell Central Lancs N.T. Crawley Harlow Hatfield H.Hempstead M. Keynes Northampton Peterborough Redditch Runcorn Stevenage Warrington	Corby Skelmersdale	Peterlee	Telford	Washington	Welwyn

4.2 (b) Results at fifth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)
Aycliffe Basildon Bracknell Central Lancs N.T. Crawley Harlow Hatfield H.Hempstead M.Keynes Northampton Peterborough Redditch Runcorn Stevenage Warrington	Corby Skelmersdale	Peterlee Washington	Telford	Welwyn

4.3 (c) Results at fourth level of generalisation

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)
Aycliffe Basildon Bracknell Central Lancs. N.T. Crawley Harlow Hatfield H.Hempstead M.Keynes Northampton Peterborough Redditch Runcorn Stevenage Telford Warrington	Corby Skelmersdale	Peterlee Washington	Welwyn

4.4. (d) Results at third level of generalisation

Cluster (1)	Cluster (2)	Cluster (3)
Aycliffe Basildon Bracknell Central Lancs. N.T. Crawley Harlow Hatfield Hemel Hempstead Milton Keynes Northampton Peterborough Redditch Runcorn Stevenage Telford Warrington Welwyn	Corby Skelmersdale	Peterlee Washington

4.5 (e) Results at second level of generalisation:

Cluster (1)	Cluster (2)
Aycliffe, Basildon, Bracknell, Central Lancs. N.T., Corby, Crawley, Harlow, Hatfield, H.Hempstead, M. Keynes, Northampton, Peterborough, Redditch, Runcorn, Skelmersdale, Stevenage, Telford, Warrington, Welwyn.	Peterlee Washington

5.0 Results of cluster analysis using the "socio-economic characteristics" variables:

5.1 (a) Results at sixth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)	Cluster (6)
Aycliffe Basildon Bracknell Corby Harlow Hatfield H.Hempstead Peterlee Skelmersdale Stevenage Welwyn	Northampton Warrington Central Lancs N.T.	Crawley	M.Keynes Peterborough Telford	Redditch Runcorn	Washington

5.2 (b) Results at fifth level of generalisation

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)
Aycliffe Bracknell Basildon Corby Crawley Harlow Hatfield H.Hempstead Peterlee Skelmersdale Stevenage Welwyn	Northampton Warrington Central Lancs. N.T.	M.Keynes Peterborough Telford	Redditch Runcorn	Washington

5.3 (c) Results at fourth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)
Aycliffe Basildon Bracknell Corby Crawley Harlow Hatfield H.Hempstead Peterlee Skelmersdale Stevenage Welwyn	M.Keynes Northampton Peterborough Telford Warrington Central Lancs. N.T.	Redditch Runcorn	Washington

5.4 (d) Results at third level of generalisation

Cluster (1)	Cluster (2)	Cluster (3)
Aycliffe, Basildon, Bracknell, Corby Crawley, Harlow, Hatfield, H. Hempstead, Peterlee, Skelmersdale, Stevenage, Welwyn	Central Lancs. N.T. Milton Keynes Northampton Peterborough Redditch Runcorn Telford Warrington	Washington

5.5 (e) Results at second level of generalisation

Cluster (1)	Cluster (2)
Aycliffe, Basildon, Bracknell, Central Lancs. N.T., Corby, Crawley, Harlow, Hatfield, H.Hempstead, M.Keynes, Northampton, Peterlee, Redditch, Runcorn, Skelmersdale, Stevenage, Telford, Warrington, Peterborough, Welwyn	Washington

6.0 Results of cluster analysis using the three "areas of information" of "school-age population size and fertility", "total population and school-age population growth and movement" and "education" variables:

6.1 (a) Results at sixth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)	Cluster (6)
Aycliffe Basildon Corby Crawley Harlow Hatfield H.Hempstead Peterborough Peterlee Redditch Runcorn Stevenage Warrington Washington Welwyn	Bracknell	Northampton Central Lancs. N.T.	M.Keynes	Skelmersdale	Telford

6.2 (b) Results at fifth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)
Aycliffe Basildon Bracknell Corby Crawley Harlow Hatfield H.Hempstead Peterborough Peterlee Redditch Runcorn Stevenage Warrington Washington Welwyn	Northampton Central Lancs. N.T.	M. Keynes	Skelmersdale	Telford

6.3 (c) Results at fourth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)
Aycliffe, Basildon, Bracknell Central Lancs. N.T., Corby, Crawley, Harlow, Hatfield, H. Hempstead, Northampton, Peterborough, Peterlee, Redditch, Runcorn, Stevenage, Warrington, Washington, Welwyn	M.Keynes	Skelmersdale	Telford

6.4 (d) Results at third level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)
Aycliffe, Basildon, Bracknell, Central Lancs. N.T., Corby, Crawley, Harlow, Hatfield, H.Hempstead, M. Keynes, Northampton, Peterborough, Peterlee, Redditch, Runcorn, Stevenage, Warrington, Washington, Welwyn.	Skelmersdale	Telford

6.5 (e) Results at second level of generalisation:

Cluster (1)	Cluster (2)
Aycliffe, Basildon, Bracknell, Central Lancs. N.T., Corby, Crawley, Harlow, Hatfield, H. Hempstead, M. Keynes, Northampton, Peterborough, Peterlee, Redditch, Runcorn, Stevenage, Telford, Warrington, Washington, Welwyn.	Skelmersdale

7.0 Results of cluster analysis using the five "areas of information" of "school-age population size and fertility", "total population and school-age population growth and movement", "education", "housing" and "socio-economic characteristics" variables:

7.1 (a) Results at sixth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)	Cluster (6)
Aycliffe Basildon Corby Crawley Harlow Hatfield H. Hempstead Peterborough Peterlee Redditch Runcorn Stevenage Warrington Washington Welwyn	Bracknell	Northampton Central Lancs. N.T.	M. Keynes	Skelmersdale	Telford

7.2 (b) Results at fifth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)	Cluster (5)
Aycliffe Basildon Bracknell Corby Crawley Harlow Hatfield H.Hempstead Peterborough Peterlee Redditch Runcorn Stevenage Warrington Washington Welwyn	Northampton Central Lancs. N.T.	M.Keynes	Skelmersdale	Telford

7.3 (c) Results at fourth level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)	Cluster (4)
Aycliffe, Basildon, Bracknell, Central Lancs. N.T., Corby, Crawley, Harlow, Hatfield, Hemel- Hempstead, Northampton, Peterborough, Peterlee, Redditch, Runcorn, Stevenage, Warrington, Washington, Welwyn	M.Keynes	Skelmersdale	Telford

7.4 (d) Results at third level of generalisation:

Cluster (1)	Cluster (2)	Cluster (3)
Aycliffe, Basildon, Bracknell, Central Lancs. N.T., Corby, Crawley, Harlow, Hatfield, H.Hempstead, M. Keynes, Northampton, Peterborough, Peterlee, Redditch, Runcorn, Stevenage, Warrington, Washington, Welwyn	Skelmersdale	Telford

7.5 (e) Results at second level of generalisation:

Cluster (1)	Cluster (2)
Aycliffe, Basildon, Bracknell, Central Lancs. N.T., Corby, Crawley, Harlow, Hatfield, H. Hempstead, M. Keynes, Northampton, Peterborough, Peterlee, Redditch, Runcorn, Stevenage, Telford, Warrington, Washington, Welwyn	Skelmersdale

Appendix (3-A): Change over time in the eligibility criteria for the
Allocation of Warrington New Town Development
Corporation's Rented Housing Stock: % of total Allocations.

Migrants \ Date	up to Aug. 75	Aug. 75 March 76	Apr. 76 Sept. 76	Oct. 76 March 77	Apr. 77 Sept. 77	Oct. 77 March 78	Apr. 78 Sept. 78	Oct. 78 March 79	Apr. 79 Sept. 79	Oct. 79 March 80
Keyworker	31.6	34.8	22.7	23.4	16.0	11.0	27.0	26.0	24.0	28.0
From a DA and working in WNT	19.4	11.1	15.7	17.0	20.1	16.0	16.0	13.0	11.0	12.0
Special Employment Area	24.1	38.3	33.1	29.8	41.5	37.0	30.0	27.0	34.0	26.0
From a DSA and over 50 years of age	14.8	5.5	11.1	11.1	6.6	15.0	11.0	10.0	8.0	8.0
From a DSA and retired	5.2	3.2	9.9	6.4	3.5	9.0	6.0	8.0	9.0	7.0
Servicemen	4.4	5.5	5.2	1.8	3.5	9.0	6.0	8.0	9.0	7.0
Relatives of DC tenants	0.3	1.6	2.3	4.1	1.6	3.0	5.0	3.0	2.0	4.0
From a DSA, single parent family	-	-	-	1.2	2.8	4.0	3.0	3.0	1.0	2.0
From a DSA, physically & mentally handicapped	-	-	-	2.3	1.3	2.0	2.0	3.0	2.0	1.0
Transfer tenant from outside DA	-	-	-	2.9	3.1	1.0	1.0	-	-	-
Elderly relatives of DC tenants	-	-	-	-	-	-	-	2.0	2.0	1.0
Warrington resident	-	-	-	-	-	-	-	-	-	3.0
Elderly Parent of Warrington resident	-	-	-	-	-	-	-	-	-	2.0
From a DSA lying within 25 miles of Warrington	-	-	-	-	-	-	-	-	-	1.0
Total (Nos)	100	253	172	171	318	270	102	373	387	321

Source: Warrington rented housing Reports, from number 2 (1976) to number 11 (1981), Warrington New Town Development Corporation, the Planning Department.

Notes: DSA = Designated Sanning Area; DC = Development Corporation; DA = Designated Area; WNT = Warrington New Town.

Appendix (4-A):

(a) : Skelmersdale New Town Basic Plan's Population Age-Structure Projections (I) and (II)*.

Age-Structure Year		Percentage of Total Population						
		0-4	5-9	10-14	15-24	25-49	50+	Total
1965	I	9.9	7.7	7.4	13.9	36.9	24.2	100.0
	II	9.9	7.7	7.4	13.9	36.9	24.2	100.0
1966	I	10.8	8.0	7.3	13.8	37.4	22.7	100.0
	II	10.9	8.1	7.3	13.6	37.6	22.5	100.0
1967	I	11.6	8.6	7.3	13.3	38.2	21.0	100.0
	II	12.0	8.8	7.2	13.2	39.1	19.7	100.0
1968	I	12.4	9.4	7.2	12.8	39.5	18.7	100.0
	II	13.0	9.7	7.2	12.5	40.6	17.0	100.0
1969	I	12.7	10.2	7.3	12.3	40.1	17.4	100.0
	II	13.3	10.6	7.3	12.0	41.3	15.5	100.0
1970	I	12.8	11.0	7.5	11.8	40.4	16.5	100.0
	II	13.4	11.3	7.5	11.5	41.7	14.6	100.0

Notes: *(I) and (II) refer to two sets of projections according to two sets of housing assumptions adopted by the Plan.

(b) : The Actual Age Structure of Skelmersdale New Town, 1971 and 1978; Projections for 1979-1985 prepared by the Development Corporation in May, 1978.

Year Age-Structure	Percentage of Total Population								
	Actual		Projected						
	1971	1978	1979	1980	1981	1982	1983	1984	1985
0-4	13.9	9.0	9.5	10.2	10.6	11.2	11.4	11.5	11.9
5-9	12.5	10.8	9.7	10.4	8.5	8.4	8.2	8.3	8.3
10-14	9.1	11.5	10.9	10.2	9.3	8.8	8.2	7.9	7.6
15-24	-	19.8	20.4	22.8	23.7	24.5	24.5	24.8	24.4
25-64	-	42.9	43.3	40.1	41.5	40.6	41.1	40.8	40.8
65+	-	6.0	6.2	6.3	6.4	6.5	6.6	6.7	7.0

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 517, 1952-53, Columns 207-265
 528, 1953-54, Column 587
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 535, 1954-55, Columns 234, 1291-1346
 547, 1955-56, Columns 191-192
 556, 1955-56, Columns 35-158
 560, 1956-57, Columns 164-168
 578, 1957-58, Columns 1299-1389
 596, 1958-59, Columns 843-966
 613, 1959-60, Column 127
 620, 1959-60, Columns 166-187
 639, 1960-61, Columns 91-92
 640, 1960-61, Columns 111-112
 643, 1960-61, Column 48
 663, 1961-62, Columns 606-607
 674, 1962-63, Columns 1102-1103
 678, 1962-63, Columns 157-158
 680, 1962-63, Column 159
 681, 1962-63, Column 74
 684, 1963-64, Columns 109-110
 685, 1963-64, Column 61
 687, 1963-64, Columns 721-844
 688, 1963-64, Columns 428-459
 709, 1964-65, Columns 295-297
 718, 1964-65, Columns 1-2
 720, 1965-66, Columns 910-911
 734, 1966-67, Columns 1575-1650
 735, 1966-67, Columns 1704-1775
 769, 1967-68, Columns 263-264
 773, 1968-69, Columns 63-64
 777, 1968-69, Columns 509-537
 782, 1968-69, Columns 120-121
 793, 1969-70, Column 262
 800, 1969-70, Columns 41-42
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 805, 1970-71, Columns 1063-1064
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 817, 1970-71, Column 293
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 898, 1974-75, Columns 211, 296
 899, 1974-75, Columns 378-380
 902, 1975-76, Column 7
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