



Meeting: Council

Date: 25 February 2016

Wards Affected: Preston

Report Title: Relocation of Torbay School and a New Primary School in Paignton

Is the decision a key decision? Yes

When does the decision need to be implemented?

Executive Lead Contact Details: Cllr Julien Parrott, Executive Lead for Adults and Children, Tel. 207113, julien.parrott@torbay.gov.uk,

Supporting Officer Contact Details: Richard Williams, Director of Children's Services, Tel. 208949, richard.williams@torbay.gov.uk

1. Proposal and Introduction

- 1.1 On 26th February 2015 members agreed to relocate Torbay School from its current location at Torquay Road, Paignton TQ3 2AL to a new site which would better meet the needs of the young people attending this special school.
- 1.2 When the report was submitted last February the preferred option was to relocate Torbay School to the site of the school's outreach unit at Hillside, South Parks Road, Torquay. However, further site investigations confirm that this site is not viable; with limited funding the onsite issues made the scheme unaffordable and it was evident that the amount of usable space would be too small for the needs of the school.
- 1.3 Children Services is equally committed to both school places and the wider youth services but recognising that one is a statutory function for the Council. With this in mind the Council has been looking at alternative sites for the school to relocate to and these investigations have identified the site at MyPlace, Paignton as a suitable option.
- 1.4 In 2013 the Council agreed to lease the MyPlace site to the Youth Trust for the delivery of Torbay's youth programme. This lease has not yet been finalised and Officers are now asking members to review this decision and agree that the site can be utilised to accommodate Torbay School and will need to include elements of youth provision. Our preferred Academy sponsor is keen to work with the Youth Trust to create a place that is accessible to the community, maintaining the initial aims of the site. We would issue an instruction to include access as part of the commercial transfer of the site, however this would be subject to confirmation by the secretary of state.

- 1.5 With support from Children's services the Youth Trust will need to develop a new business plan to maximise the use of available space at the MyPlace centre, utilise other potential opportunities on the full Parkfield site and throughout Torbay to the benefit of Children and Young People. There are a number of options that can be explored in partnership with Trustees and Councillors that would develop the Youth Trust in line with the original vision and provide them with a sustainable future that is not reliant on a single building. This could include exploration of other existing youth sites, Old Parkfield, Acorn Centre, Chilled out).
- 1.6 The relocation of Torbay school will leave a vacant site near the centre of Paignton with purpose built school accommodation. Historically, there has always been a high demand for places in this area of Paignton.
- 1.7 The LA's recent programme of expansions has ensured that there is sufficient capacity within all 3 planning areas with current projected surpluses of 3% in Torquay, 4% in Paignton and 8% in Brixham until 2020. However, the tight capacity in Paignton and Torquay does present problems for the LA when placing those children moving into the area during the school year. Plus there is no capacity for any unforeseen growth following completion of South Devon link road or any increases in housing targets as set by regional government. As a result the LA is proposing a new primary school between Paignton and Torquay in 2018. The new school would serve both areas, ensuring that the LA can respond to in year migration, parental preference and any new growth from developments not already factored into the LA projections. Furthermore Torbay has not opened a new school since it became a unitary authority in 1998; the current situation provides an opportunity for the LA to introduce competition to the local market.
- 1.8 The vacant site would provide Children Services with the opportunity to open a new primary school in Paignton. The new school would help ease capacity issues in both Paignton and Torquay and ensure that the LA can respond to in year migration, parental preference and any new growth for the foreseeable future. The Department for Education (DfE) is also encouraging Torbay to consider opening a new school at this time.

2 Reason for Proposal

- 2.1 The Council recognises and has agreed that Torbay School needs to be relocated. However, with limited capital funding Children Services needs to ensure that a viable solution is found which meets the school's needs with an affordable option. The Council owns the MyPlace site which is of sufficient size to accommodate a school; and the existing facilities would benefit the young people who attend Torbay School. The approximate additional budget cost of providing a new facility for Torbay School on an alternative site would be an additional £4million excluding the additional cost to acquire the land.

At present there are no alternatives and, if the school remains in situ, it will continue to face ongoing issues which will have a negative impact on outcomes for children. In getting to this position the Council has considered in excess of a dozen sites both owned by the Council and sites in the private sector. Following this review the clear recommendation is that Parkfield provides the only deliverable solution whilst also providing the best outcomes for the schools pupils.

- 2.2 If Torbay School does not relocate, the LA loses the opportunity to open a new primary school in the centre of Paignton.
- 2.3 Children's Services acknowledges that this proposal has challenged the existing Youth Trustees and is seeking to reframe its partnership with the Trustees through a new business plan.
- 2.4 Children Services would work in partnership with the school and the Youth Trust to ensure that the MyPlace site meets the needs of both services – to support young people.
- 2.5 Pending agreement by the Youth Trust, it would be advantageous if the school would have use of the site during the school hours and the Youth Trust would have use in the evenings, weekends and during holiday periods. In addition to this, other potential users of the wider Parkfield site (BMX Track) would be unaffected by these proposals.
- 2.6 Enabling both services to use the MyPlace facility would support positive outcomes for children and young people providing an exciting opportunity for partnership working.

3 Recommendation(s) / Proposed Decision

- 3.1 That, subject to the outcome of the formal consultation in 3.3 below and in the event of a decision being made to relocate Torbay School to the MyPlace facility in Paignton, the decision in Minute 172(ii) 'that the Executive Head of Commercial Services be given delegated authority to agree the terms of the lease and/or procurement arrangements for the transfer of the Parkfield site (the new build), BMX and Skateboard Park to the Torbay Youth Trust' be rescinded.
- 3.2 That the Director of Children's Services be requested to work in partnership with the Youth Trust to develop an alternative business plan, to be in place by July 2016, within existing Children's Services resources and to be approved by the Council.
- 3.3 That, following the outcome of the formal consultation, the decision to relocate Torbay School to the MyPlace facility in Paignton and the subsequent transfer of the area of land edged red on the plan attached as Appendix 2 of the submitted report on a 125 year lease be delegated to the Executive Director for Operations and Finance and Director of Children's Services in consultation with the Executive Lead for Adults and Children.
- 3.4 That in the event that a decision is made to transfer Torbay School to the MyPlace facility, the Executive Director for Operations and Finance and Director of Children's Services in consultation with the Executive Lead for Adults and Children be given delegated authority to develop the current Torbay School site at Torquay Road as a new primary school.

Appendices

Appendix 1: Supporting Information and Impact Assessment

Appendix 2: Plan showing land to be transferred to Children Services

Background Documents

Council Report & Decision Review of School Places 26/2/15

<http://www.torbay.gov.uk/DemocraticServices/ieDecisionDetails.aspx?ID=370>

Appendix 1

Supporting Information and Impact Assessment

Service / Policy:	Children's Services
Executive Lead:	Councillor Julian Parrott
Director / Assistant Director:	Richard Williams

Version:	2	Date:	18.01.2016	Author:	SAMANTHA POSTON
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Section 1: Background Information

1.	What is the proposal / issue? <ul style="list-style-type: none">• That, subject to the outcome of the formal consultation in 3.3 below and in the event of a decision being made to relocate Torbay School to the MyPlace facility in Paignton, the decision in Minute 172(ii) 'that the Executive Head of Commercial Services be given delegated authority to agree the terms of the lease and/or procurement arrangements for the transfer of the Parkfield site (the new build), BMX and Skateboard Park to the Torbay Youth Trust' be rescinded.• That the Director of Children's Services be requested to work in partnership with the Youth Trust to develop an alternative business plan, to be in place by July 2016, within existing Children's Services resources.• That, following the outcome of the formal consultation, the decision to relocate Torbay School to the MyPlace facility in Paignton and the subsequent transfer of the area of land edged red on the plan attached as Appendix 2 of the submitted report on a 125 year lease be delegated to the Executive Director for Operations and Finance and Director of Children's Services in consultation with the Executive Lead for Adults and Children.• That in the event that a decision is made to transfer Torbay School to the MyPlace facility, the Executive Director for Operations and Finance and Director of Children's Services in consultation with the Executive Lead for Adults and Children be given delegated authority to develop the current Torbay School site at Torquay Road as a new primary school.
2.	What is the current situation? <p>In February 2015 the Council agreed that the main Torbay School needed to be relocated for the benefit of its pupils and staff, and also to allow its existing site to be utilised as a primary school to meet the demands of the local area.</p>

Since the decision officers have been carrying out feasibility studies on the relocation site at Hillside, South Parks Road, Torquay, which was identified in the original proposal. It soon became evident that this site was not viable or affordable due to its topography, restrictive access and poor ground conditions.

Children's Services have, therefore, been exploring alternative sites and have identified the site at MyPlace, Paignton as being the most viable option.

MyPlace is located at Colin Road, Paignton TQ3 2NR and is owned by the Council. In 2011 the site was developed as a purpose built youth facility with a sports hall, an indoor climbing wall, an international standard BMX track and a skate park.

In 2015 the Council agreed to lease the MyPlace site to the Youth Trust for the delivery of youth services. The lease would give the Youth Trust sole use of the site. However, this lease has not been signed yet and Children's Services are asking the Council to rescind that decision and allow Torbay School to relocate to that site alongside the youth provision, subject to the outcome of consultation.

The plan attached as Appendix 2 indicates the area of the land that Officers are requested to transfer to Children's Services on a 125 lease to become the main school site. The boundaries of this area may be subject to minor alterations as the plans for the school are developed, the final plan will be agreed with the Strategic Land Task Group.

The project would include the remodelling of existing accommodation plus the building of some new accommodation; the Youth Trust, the school leadership team and the governors would be involved throughout the design process to ensure that what is provided meets the needs of the young people who will be attending and ensure a satisfactory and complementary outcome for both parties.

In addition any new build will take into consideration the DfE recommendations for this type of provision and funding to deliver this project has been ring fenced in the Children's Services capital programme which was agreed by Council in September 2015.

Officers see a synergy between the two provisions and believe that they will potentially complement each other. The school would use the facilities on site during school hours, and then the Youth Trust would use them outside of school hours and during school holidays. The site would become a partnership between the Youth Trust and the school, opening up exciting new opportunities for both services for the youth groups they both target as well as making the facilities at MyPlace more sustainable with shared usage.

Children's Services will work within the Youth Trust to develop a new business plan, utilising, where possible, the resource of the MyPlace Centre but also looking to maximise the potential of the full Parkfield site and other opportunities throughout Torbay. Children's Services acknowledges that this proposal has challenged the existing Youth Trustees and is seeking to reframe its partnership with the Trustees through a new business plan.

This relocation of Torbay School will leave a vacant school site at Torquay Road, Paignton which Children Services propose to develop into a new 210 place primary school with a nursery.

A recent programme of expansions at existing primary schools has ensured that the LA has fulfilled its statutory duty to provide sufficient school places for the area, however, places are still tight and the LA struggles to place children who move into area midyear. This vacant site with existing school buildings provides a unique cost effective opportunity for the LA to open a new school in the centre of Paignton. This will be the first time the LA has opened a new school since going unitary in 1998. The site is in a good central location and the accommodation would need minimal modifications to make it suitable as a primary school. Funding has been ring fenced for this development from the Children’s Services capital programme.

It is proposed that the new school would open September 2018. Children Services would consult with members nearer the time on possible providers who would run the new school.

The new school would serve both Paignton and Torquay ensuring that the LA can respond to in year migration, parental preference and any new growth for from the South Devon Link road or increases in housing targets, for the foreseeable future.

3.

What options have been considered?

Children’s Services have looked at various sites for Torbay School including:

Site	Advantages	Disadvantages
Riviera Way, Torquay	Level site Large site Build could be completed before school moves in	Close proximity to main road Restrictive access Prohibitive cost of acquisition Long term aspirations of Council for adjoining site Ground conditions
Lymington Road, Torquay	Level site Good access Build could be completed before school moves in Residential adjoining only on 1 aspect	Site too small Other commercial tenants sharing site
Remain at current location	Less disruptive to school New entrance, MUGA and Car parking would address some of the existing issues	Still issues with accommodation Limited scope for future expansion – growing demand Ongoing issues with neighbours Loss of central site for new primary school

	<p>Occombe House/ Fairwinds</p> <p>Paignton</p>	<p>Council owned Potentially Vacant (<i>Fairwinds is currently leased to Mayfield; lease expires July 2016</i>) Capital works could be completed before pupils move in – less disruption</p>	<p>Site to small Isolated location Vulnerable neighbours in very close proximity with shared access Grade 2 listed building Poor access via public transport Require the relocation of Mayfield Post 16 provision – <i>although their lease expires in July, there are discussions and potential to provide long term solution for this site which would allow Mayfield to remain</i> Site falls within South Hams Planning Authority</p>	
	<p>Stoodley Knowle</p> <p>Torquay</p>	<p>Large site Vacant site Capital works could be completed before pupils move in – less disruption</p>	<p>Remote location Poor access via public transport Land in private ownership Negative impact on proposed development of rest of the site Prohibitive costs to acquire site</p>	
	<p>Hillside, South Parks Road</p> <p>Torquay</p>	<p>Council owned Large site Already school presence on site Good access via public transport Benefits of co-locating provisions</p>	<p>Site topography prohibitive on design, layout and cost Restrictive access – highways and aspect prevent access from Barton Hill Road Highways solution too expensive Disruption to existing on site provision Close proximity to very residential area Shared narrow access with residents Contractors would load prelims due to restricted access</p>	
	<p>Ministry of Justice Site Riviera Way</p> <p>Torquay</p>	<p>Large site Good level site – easy to design and construct on; more value for money Capital works could be completed before pupils move in – less disruption</p>	<p>Prohibitive costs to acquire site Ground conditions – landfill so only a small part of the site could be built on Close proximity to main road Restrictive access Impact on long term aspirations for adjacent site Expensive option as complete new build require</p>	
	<p>Vacant B&Q site</p> <p>Torquay</p>	<p>Central location Vacant possession Good access via public transport Capital works could be completed before pupils</p>	<p>Too small No outside space Complicated site for construction Land locked</p>	

		move in – less disruption	
	Grange Road Paignton	Council owned Good access via public transport	Existing lease already in place Poor ground conditions Too small Restrictive access Expensive option as complete new build required
	Tanners Road, Clennon Valley Paignton	Council owned	Too small Expensive option as complete new build required
	Chestnut School/Centre Brixham	Council owned Existing buildings designed as a school so value for money/would require minimal refurbishment Large/adequate site	Would need to relocate existing services which would impact on vulnerable children and their families Brixham location a long way for majority of children who come from Torquay
	Old Mill Road Torquay	Council owned Vacant site Good access via public transport Capital works could be completed first – less disruption	Too small Limited outside space Old buildings would require significant investment and maintenance
	Lymington Road Torquay	Good level site – easy to design and construct on Good access via public transport Residential neighbours only on one aspect Capital works could be completed before pupils move in – less disruption	Too small Other commercial tenants sharing site Would require significant and costly change to access/highways
	MyPlace/ Parkfield, Paignton	Council owned Good level site – easy to design and construct on Good access via public transport Parking nearby Residential neighbours only on one aspect Good access for contractors Capital works could be completed before pupils move in – less disruption Synergies with youth services to be run from the site – shared opportunities for more targeted youth work & more work with vulnerable young people Opportunity to maximise use of asset; recognised that the excellent facilities on this site are underused during the day Shared use of site will make MyPlace as a youth hub more sustainable; shared	Impact on current users Impact on Youth Trust who were to be granted a lease on the site Covenant – would need to seek agreement from National Trust Possible change to public access/right of way

		<p>costs Could use existing buildings as part of the school; only built in 2012 so require minimal refurbishment Cost effective ; value for money</p>		
<p>4.</p>	<p>How does this proposal support the ambitions and principles of the Corporate Plan 2015-19?</p> <p>This proposal supports the ambitions of the Corporate Plan 2015-19 by giving vulnerable young people the best possible opportunity to achieve and succeed as Torbay School is a special school which caters for secondary aged children with behavioural, emotional and social difficulties.</p> <p>The proposal supports the corporate plans principle of reducing demand on services through prevention and innovation. By supporting vulnerable young people through the activities on offer through the Youth service and through this special school, Children’s Services aim is to address their needs and improve their outcomes in their early life; preventing the need for costly and limited intervention later in life.</p>			
<p>5.</p>	<p>Who will be affected by this proposal and who do you need to consult with?</p> <p>This proposal has the potential to have an impact on the pupils, staff and governors of Torbay School. In its report to Council in February, Children’s Services flagged up the issues around the school’s existing site and how it is having a negative impact on service delivery. The proposed relocation would address those issues. Children’s Services will be consulting with this group to ensure that they are in agreement.</p> <p>The proposal also has the potential to have an impact on the current plans held by the Youth Trust. The proposal will have a negative impact on young people currently using the facility which has been open access including the BMX track and the skate park. MyPlace is a fantastic local facility which is currently underused by young people during school hours. By having the school there alongside the youth provision, Children’s Services are seeking to maximise the potential of that site and ensure that it remains sustainable. Children’s Services will be continuing to work with the Youth Trust and consulting the young people who currently use the facility.</p> <p>Other parties that have an interest and that will be consulted with include:</p> <ul style="list-style-type: none"> • Torbay Gymnastics Club • Co Ordin8 Day Club • Local Councillors • All Torbay Schools • Local ward partnership • Residents group • DfE Lottery capital department 			

6.	<p>How will you propose to consult?</p> <p>The consultation will be in the form of site visits to the proposed site with stakeholders. A questionnaire will also be made available. Consultation with young people will take place using focus groups through the Parkfield youth sessions.</p>
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Section 2: Implications and Impact Assessment	
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7.	<p>What are the financial and legal implications?</p> <p>Torbay Youth Trust currently has a business plan based on their lease of the whole site, and a full Council agreement in respect of this. This proposed change means that the business case would no longer provide the sustainable outcomes and growth expected. A new business plan will need to be worked up for the Youth Trust and be in place by July 2016 if this proposal is accepted.</p> <p>The shared use of the site will need careful consideration to ensure that both the Youth Trust and Torbay school can operate as effectively as possible for their future needs.</p> <p>The DfE capital department would need to give permission to change the usage of the site which was built as a youth centre.</p> <p>There will be costs attached to the re-build and some of these will relate to ensuring both the youth provider and Torbay School have adequate and appropriate space to enable their business.</p>
8.	<p>What are the risks?</p> <p>There is a potential risk to the Youth Trust of its viability within its existing business plan. If the proposed options are agreed then a new business plan would need to be developed for the Youth Trust.</p>
9.	<p>Public Services Value (Social Value) Act 2012</p> <p>The procurement of works undertaken for this project and any related projects will be in accordance with the Public Services Value Act 2012.</p>
10.	<p>What evidence / data / research have you gathered in relation to this proposal?</p> <p><u>MyPlace</u></p> <p>Currently at MyPlace there are no Youth Work staff providing services during</p>

the day. An adult disabilities group uses the centre all day every day bar one and the sports hall is rented exclusively to a club, but is used very little during the day. Other rooms in the centre are rented on an ad hoc basis.

Torbay School

The proposed relocation gives the Local Authority an opportunity to address issues at the existing school site which are having a negative impact of the outcomes of the school. If the proposal is agreed the new site will be developed in line with DfE guidance and recommendations for this type of provision. There will be a greater focus on the specific needs of the young people who will be attending – in particular the external spaces and areas for sport which DfE recognise can have a positive impact on this group of young people.

Those attending Torbay School tend to be those who experience poor socio economic conditions and are less likely to access mainstream facilities; this relocation offers an opportunity for them to access the best on offer.

New Primary School Paignton

The Local Authorities recent programme of expansions has ensured that there is sufficient capacity within all three towns, with current projected surpluses of 3% in Torquay and 4% in Paignton until 2020. However, the tight capacity in Paignton and Torquay does present problems for the Local Authority when placing those children moving into the area during the school year. Plus there is no capacity for any unforeseen growth following completion of South Devon link road or any increases in housing targets as set by regional government.

As a result the Local Authority is proposing a new primary school between Paignton and Torquay in 2018. The new school would serve both areas, ensuring that the Local Authority can respond to in year migration, parental preference and any new growth from developments not already factored into the Local Authority projections.

Furthermore Torbay has not opened a new school since it became a unitary authority in 1998.

11. What are key findings from the consultation you have carried out?

To be updated once consultation has been undertaken.

12. Amendments to Proposal / Mitigating Actions

To be updated once consultation has been undertaken.

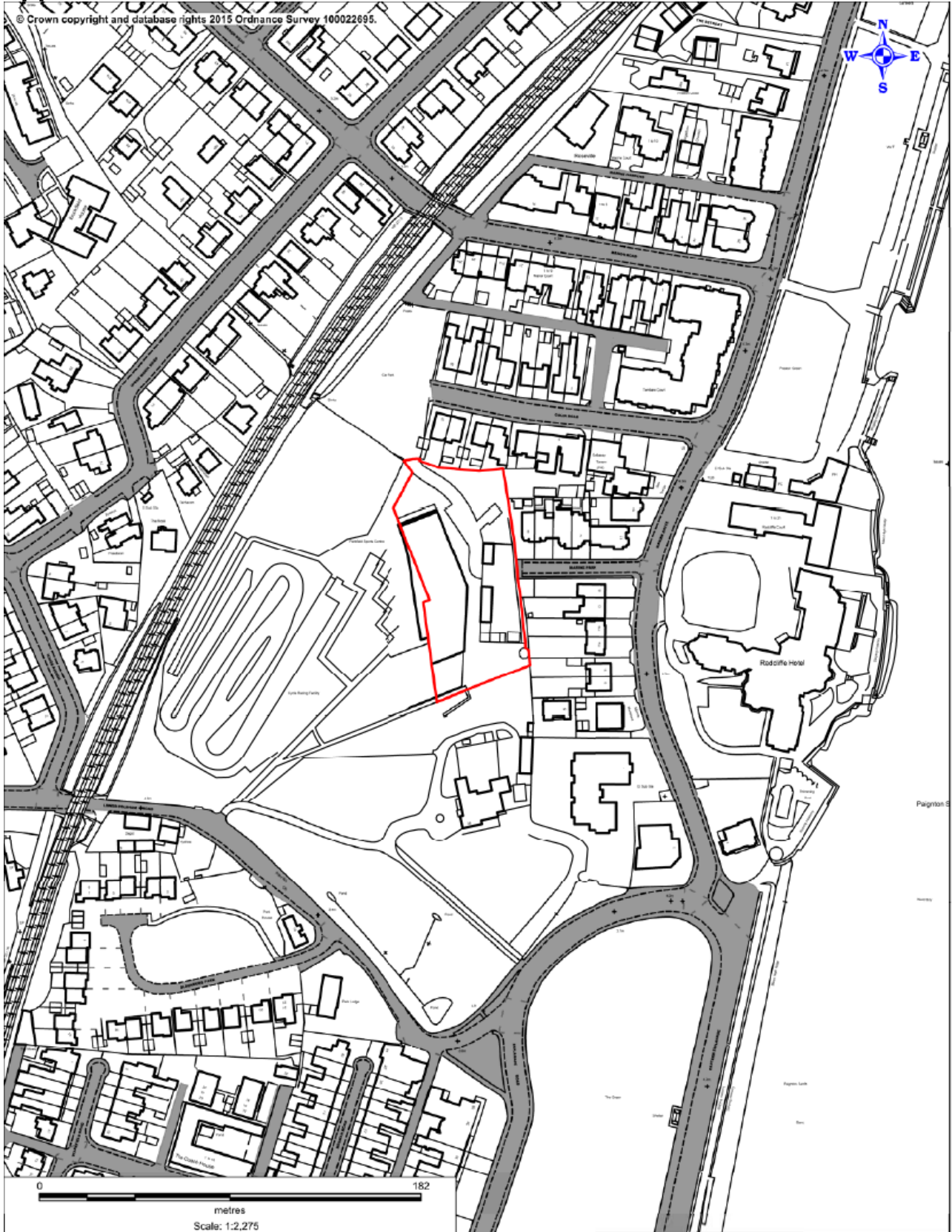
Equality Impacts

13	Identify the potential positive and negative impacts on specific groups Please Note: This section will be updated once consultation has been undertaken.			
		Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
	Older or younger people			
	People with caring Responsibilities			
	People with a disability			
	Women or men			
	People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			
	Religion or belief (including lack of belief)			
	People who are lesbian, gay or bisexual			
	People who are transgendered			
	People who are in a marriage or civil partnership			
	Women who are pregnant / on maternity leave			

	Socio-economic impacts (Including impact on child poverty issues and deprivation)		
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)		
14	Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above)		
15	Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above)		

Appendix 2

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EM Plan No: EM2671
Date: 19th January 2016
Title: My Place, Paignton EBD School.

Asset No: P0697
LR Title No: DN127384
Scale: 1:1250
Area: 4,907.16m²



TORBAY DEVELOPMENT AGENCY - ASSET MANAGEMENT