

Meeting: Council

Date: 31 January 2019

Wards Affected: Blatchcombe

Report Title: Capital Investment at Paignton Community and Sports Academy (PCSA) to provide Additional Secondary School Places

Is the decision a key decision? Yes

When does the decision need to be implemented? For September 2019

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1. Proposal and Introduction

- 1.1 Children's Services is seeking approval for Capital Investment at Paignton Community and Sports Academy (PCSA) to provide additional Secondary School places. The Local Authority (LA) continues to experience an increase in pupil numbers in the Paignton area and the latest forecasts indicate a shortfall of secondary school places from 2019 onwards. Capital Investment at PCSA will help address this shortfall and fulfill the LA's statutory obligation to provide sufficient school places.
 - 1.2 Pupil forecasts indicate a shortfall of capacity across all 3 secondary planning areas as large primary cohorts move up and due to the fluctuating number of out of area pupils that attend Torbay grammar schools. The shortfalls start from 2019 in Paignton, 2020 for Brixham and from 2021 in Torquay. Additional secondary school places are now required to meet demand.
 - 1.3 Officers have secured an agreement with PCSA for the school to admit an additional 30 pupils into the admitting year group from September 2019 and a further 30 pupils from September 2020. This will result in an increase in their Planned Admission Number (PAN) which is currently 300, to 330 from September 2019 and 360 from September 2020. This means a total of 300 extra places to be provided once fully implemented, 60 per year for Years 7-11.
 - 1.4 In order to accommodate the extra 300 pupils, the school requires capital investment to provide a 5 classroom block with staff room at the Waterleat Road site, conversion of 2 classrooms to science labs (1 at Waterleat Road and 1 at Borough Road) and some minor alterations to 2 IT classrooms.
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2. Reason for Proposal and associated financial commitments

- 2.1 The Council has a statutory duty to ensure there are sufficient school places to meet demand. A failure to provide additional places within the Paignton area will be in breach of the Council's statutory duty. If additional places are not provided at PCSA then the LA would be required to provide transport for pupils who cannot be given a place at their local school to attend a school in Torquay. This would present a significant revenue commitment for the Council for up to 5 years for each pupil. It would also mean that the LA is not meeting parental preference and there would be a risk to reputation and a possible increase in admission appeals.
- 2.2 The cost of providing the necessary classrooms for the additional 300 places at **PCSA is £1.84m**. The cost per school place is £6,130 which is well below the DfE benchmark for secondary school places (£14k - £16k) so the scheme offers excellent value for money.
- Funding for school places is provided by Department for Education (DfE) through Basic Need (BN) grant. Torbay LA currently has an uncommitted BN allocation for 2020/21 of £730k. The allocation for 2021/22 will be announced in April 2019. All of this will be used to support this proposal.
- 2.3 To make up the shortfall the Council will need to allocate £1.11m against future unknown BN allocations. Officers have attempted to model the level of funding expected for the 2021/22 BN allocation. The model indicates that it could be between £0.5m and £6m depending on the methodology that the DfE use for assessing 6th form capacity. This is an unknown as the DfE have not confirmed the methodology that will be applied.
- 2.4 Children's Services also receive an annual Schools Condition Allocation (SCA) for repairs & maintenance work. This fund could be top-sliced for the next two years if necessary. The SCA is expected to continue at the current level of approximately £400k per annum dependent on how many schools convert to Academy each year. A minimum of £250k per year is required to manage the LA school building estate.
- 2.5 The proposal is to fund the £1.84m as follows:
- £0.73m actual BN allocation for 2020/21 already in the Children's Services Capital Plan
 - £150,000 top slice from 2019/20 SCA allocation
 - £150,000 top slice from 2020/21 SCA allocation
 - £0.81m from as yet unknown BN 2021/22 & 2022/23 if necessary
- TOTAL £1.84m**
- 2.6 There is a risk that Torbay may receive future BN allocations less than the £0.81m required for the PCSA scheme. However, secondary numbers are continuing to rise and Officers are predicting a minimum of £0.5m for Basic Need in 2021/22. There is also scope to top-slice a larger proportion of the SCA for the next two years and possibly a third year if necessary to make up the shortfall.
- 2.9 If the BN allocation for 2021/22 is greater than £1.1m then Officers would propose that the SCA top-slice is not required and the project would be funded 100% from BN funding.
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3. Recommendation(s) / Proposed Decision

- 3.1 That the Director of Children's Services, in consultation with the Executive Lead for Children and Housing, be given delegated authority to allocate up to £1.84m from the 2020/21 and future Basic Need Allocations and Children's Services Schools Condition allocations to support the provision of additional accommodation at Paignton Community and Sports Academy to provide additional secondary school places.

Appendices

None

Background Documents

School Place Planning Statements
Published forecasts

Section 1: Background Information

1.	<p>What is the proposal / issue?</p> <p>Paignton continues to be an area of major urban expansion for Torbay with substantial investment in the local infrastructure, amenities and housing and the opening of several new businesses. It is evident from admissions data and the high transfer rates between cohorts that this is attracting young families to the area. As a result the Authority continues to see growth in numbers across all year groups. The Authority is currently forecasting a steady shortfall of Secondary places from 2019 onwards – increasing to a shortfall of 40 places in the admitting year by 2022.</p> <p>This pressure is not only in the admitting year but across <u>all</u> years; the shortage of places when accumulated is in excess of 120 by 2022.</p> <p>A proposal has been discussed with the PCSA to increase its PAN by 30 for September 2019 and a further 30 for September 2020. This increase in pupils will require additional accommodation and therefore capital investment. The Academy has identified the need for a 5 classroom block with staff room at the Waterleat Road site, conversion of 2 classrooms to science labs (1 at Waterleat Road and 1 at Borough Road) and some minor alterations to 2 IT classrooms.</p> <p>If Council agree the proposal, the increase in PAN should address the shortfall in Paignton and provide some capacity for Brixham pupils, thus meeting the statutory duty to provide sufficient school places for the next few years.</p>
2.	<p>What is the current situation?</p> <p>As at December 2018, there were no places available in Year 7 in Paignton or Brixham. Only one school in Torbay has Year 7 places available which is St Cuthbert Mayne in Torquay.</p> <p>Pupils living in Paignton or Brixham who cannot be accommodated at their local secondary school are given the option to attend St Cuthbert Mayne but this has a cost implication as the Council then have to fund the child's travel to the alternative school. This funding requirement could be required for 5 years, placing financial pressure on revenue budgets.</p>
3.	<p>What options have been considered?</p> <p>Utilising provision in other planning areas:</p> <ul style="list-style-type: none">• Whilst places may be available in Torquay, they would not be in the local community and the Council would be required to fund the additional transport costs for the next 5 years. <p>Maintaining status quo:</p>

	<ul style="list-style-type: none"> • The Council would not be effectively managing demand and could face unknown costs arising from legal challenge or increased transport costs. • The Council would not be fulfilling its statutory obligation to provide sufficient school places.
4.	<p>How does this proposal support the ambitions, principles and delivery of the Corporate Plan?</p> <p>The proposal supports the Council’s Corporate Plan as it ensures the delivery of additional school places in an area of significant growth and regeneration.</p>
5.	<p>How does this proposal contribute towards the Council’s responsibilities as corporate parents?</p> <p>The proposal helps ensure all children have access to a school place within a reasonable distance from their home location.</p>
6.	<p>How does this proposal tackle deprivation?</p> <p>This proposal tackles inequality by giving every child a place in their local school giving them the best possible opportunity to achieve and succeed.</p>
7.	<p>How does this proposal tackle inequalities?</p> <p>This proposal tackles inequality by ensuring that every child has the opportunity to access a school place within their local community.</p>
8.	<p>How does the proposal impact on people with learning disabilities?</p> <p>The proposal has no direct impact on those with learning difficulties as the provision is not specialised. However, any pupils identified as having special educational needs will be supported in their placement by the Council.</p>
9.	<p>Who will be affected by this proposal and who do you need to consult with?</p> <p>Parents and children in Paignton will benefit from the provision of sufficient school places in the area. Other key stakeholders affected are the staff, parents and pupils at Paignton Community and Sports Academy, the ESFA, the Department of Education and the Regional Schools Commissioner.</p>
10.	<p>How will you propose to consult?</p> <p>Meetings and ongoing dialogue with the key stakeholders.</p> <p>School to carry out their own consultation with parents, students and staff. Planning consultation.</p>

Section 2: Implications and Impact Assessment

11. What are the financial and legal implications?

The financial implication of approving this proposal is £1.84m of capital investment.

12. What are the risks?

If the Council is unable to support the school's request for additional accommodation then it would not be able to offer additional Year 7 places for future academic year groups.

As forecasts predict a shortfall of places from 2019 onwards, peaking in 2022, the Council would be in breach its statutory school place planning duty. The DfE recommends a 5-10% surplus to meet parental preference, in-year admissions and unforeseen growth. No surplus is available in the Paignton area for the admitting year group this academic year.

The forecast table below shows the predicted shortfall of secondary school places in the Paignton and Brixham areas for the next 5 academic years. The cells highlighted in red indicate where numbers are expected to exceed capacity.

PAIGNTON

Academic Year	PAN	Age 11+	Age 12+	Age 13+	Age 14+	Age 15+	TOTAL
2018-19 (actual)	300	298	272	298	250	219	1337
2019-20 (forecast)	300	306	307	287	268	264	1432
2020-21 (forecast)	300	327	315	323	259	283	1507
2021-22 (forecast)	300	322	337	331	290	273	1553
2022-23 (forecast)	300	340	332	353	296	305	1626
2023-24 (forecast)	300	352	350	348	316	312	1678

BRIXHAM

Academic Year	PAN	Age 11+	Age 12+	Age 13+	Age 14+	Age 15+	TOTAL
2018-19 (actual)	360	361	339	348	349	336	1733
2019-20 (forecast)	360	329	360	340	333	347	1709
2020-21 (forecast)	360	378	329	362	326	332	1727
2021-22 (forecast)	360	342	377	330	346	324	1719
2022-23 (forecast)	360	346	342	379	316	345	1728
2023-24 (forecast)	360	377	346	343	363	314	1743

<p>13.</p>	<p>Public Services Value (Social Value) Act 2012</p> <p>All works procured in connection with the new accommodation will be procured in line with the Public services Value Act 2012.</p>
<p>14.</p>	<p>What evidence / data / research have you gathered in relation to this proposal?</p> <p>Paignton continues to experience a period of growth through increased birth rates and housing being delivered quicker and in greater quantities than originally anticipated. Admissions data and projections show there is insufficient capacity to meet demand from 2019 onwards or provide the 5-10% surplus recommended to meet parental preference, in-year admission and any unforeseen growth.</p> <p>Approval of the proposal will mean that School places are provided within a reasonable distance from home locations.</p> <p>PCSA is the sole Secondary School in the Paignton area. Its expansion will have a positive impact on the local children who will not have to travel longer distances to school.</p> <p>Optimum learning environment in line with DfE recommendations.</p>
<p>15.</p>	<p>What are key findings from the consultation you have carried out?</p> <p>Not applicable.</p>
<p>16.</p>	<p>Amendments to Proposal / Mitigating Actions</p> <p>Not applicable.</p>

Equality Impacts

17.	Identify the potential positive and negative impacts on specific groups			
		Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
	Older or younger people	Sufficient Year 7 places to meet local demand School places provided within a reasonable distance from home location PCSA is the sole Secondary School in the Paignton area. Its expansion will have a positive impact on the local children who will not have a need to travel longer distances to school Optimum learning environment in line with DfE recommendations		
	People with caring Responsibilities	Sufficient Year 7 places to meet local demand School places provided within a reasonable distance from home location PCSA is the sole Secondary School in the Paignton area. Its expansion will have a positive impact on the local children who will not have a need to travel longer distances to school Optimum learning environment in line with DfE recommendations		
	People with a disability	Any provision will be fully DDA compliant &, wherever possible,		

	look to address existing issues on the site		
Women or men			No differential impact
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			No differential impact
Religion or belief (including lack of belief)			No differential impact
People who are lesbian, gay or bisexual			No differential impact
People who are transgendered			No differential impact
People who are in a marriage or civil partnership			No differential impact
Women who are pregnant / on maternity leave			No differential impact
Socio-economic impacts (Including impact on child poverty issues and deprivation)	Ensuring all children have the best possible opportunity to thrive and succeed		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			No differential impact

<p>16</p>	<p>Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above)</p>	<p>Local investment in the Paignton area into improved infrastructure, industrial and retail outlets and the completion of large housing developments is placing significant pressure on school places in the area.</p> <p>Insufficient secondary provision to meet demand will mean the Council is in breach of its statutory duty and will not be meeting it's priority to give every child the best possible start in life</p> <p>School Place Planning needs to support this investment and the aims of the Council's Local Plan. Schools have a role to play in creating an attractive and sustainable community.</p>
<p>17</p>	<p>Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above)</p>	<p>None</p>