

Supporting Information and Impact Assessment

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

Version:	1	Date:	March 2016	Author:	Samantha Poston
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Section 1: Background Information

1.	<p>What is the proposal / issue?</p> <p>The proposal is as follows:</p> <p>That the identified need for a new school in Paignton as outlined in the submitted report be noted; and that, subject to consultation the proposal to open a new primary school on the Torbay School Site at Torquay Road from September 2018 be approved.</p>
2.	<p>What is the current situation?</p> <p>Following the Council meeting in February it has been agreed:</p> <ul style="list-style-type: none"> • 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 the Director of Children's Services, in consultation with the Executive Lead for Children and Adults, be requested to bring forward a further report detailing the expansion of primary school places in Paignton to the Council meeting on 7 April 2016. <p>If this decision is taken (subject to consultation) this will leave a vacant school site in the centre of Paignton from September 2017.</p> <p>Torbay Council sees this as an opportunity to open a new primary school in Paignton in September 2018.</p> <p>Whilst the Council's recent programme of expansions has ensured that there is capacity within all 3 planning areas with current projected surpluses of 3% in Torquay, 4% in Paignton and 8% in Brixham until 2020, this remains far from the Audit Commission recommendation of between 5% - 10%.</p> <p>The tight capacity in Paignton and Torquay does present problems for the Council when placing those children moving into the area during the school year and means that there is little capacity to meet parental preference. In addition 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</p>

	<p>government.</p> <p>Torbay Council therefore recommends that the Council takes this opportunity to open a new primary school in a location that would serve both Paignton and Torquay. By doing so the new school has the potential to alleviate existing pressures in the area due to high levels of demand and ensure that the Council can respond to in year migration, parental preference and any new growth from developments not already factored into the Council's projections.</p>
<p>3.</p>	<p>What options have been considered?</p> <p>The Council has responded to increases in the demand for primary school places by expanding schools across Torbay. Since 2012, the Council has created 854 additional places to meet this demand. .</p> <p>Officers have spent 18 months trying to identify a suitable site in Paignton for a new school. Other than the Torbay School site, no other site has been identified in Paignton that is big enough and offers a viable and affordable solution.</p> <p>Officers have also considered the option of expanding an existing school. Many schools in Paignton occupy small, landlocked sites that will not support additional numbers. These include Curledge Street Academy and Sacred Heart. White Rock Primary and Oldway Primary are already 3 form entry primary schools which is the maximum size recommended for a primary school. Roselands and Kings Ash could be expanded further but additional capacity at these schools would have little impact on alleviating pressure for Torquay schools.</p> <p>Collaton St Mary Primary School has a large site and is adjacent to proposed new housing but previous and recent discussions with Planners and the Environment Agency have highlighted that the school sits directly on a flood plain. When the school was originally constructed various flood alleviation works were carried out as part of the development and these were agreed with the Environment Agency. The main provision was that the playing field was designed as a flood storage area. As a result no development would be allowed on the playing fields. This means any new build would have to be as a second storey which would be costly and very disruptive to the school.</p> <p>The Torbay Council Service Manager for Engineering has confirmed that the proposed new housing development further up Totnes Road is located on land which has a ground level significantly higher than the flooding level identified within the primary school boundary. The drainage for this housing development is being designed as a sustainable drainage system and is being designed in order that there is no increased risk of flooding to land or properties adjacent to the development site. In addition Torbay Council are investigating a new flood alleviation scheme in this area of Collaton St Mary and any future development in the area is expected to provide a contribution towards the new flood alleviation scheme.</p> <p>Preston Primary has previously been considered for expansion however there is little room for additional growth, as part of the last building project the</p>

	<p>Council built on the playground and part of the playing field.</p> <p>The Torbay School site was developed as a special school for children with emotional, behavioural and social difficulties with new buildings in 2003. Since then the site has been expanded to include additional external space and remodelled to provide a new, safer access off Brookfield Close. Officers believe that a minimal amount of refurbishment work would be required to make it suitable as a primary school thereby making the proposal value for money. The Torbay School Site will also have the ability to both serve Torquay and Paignton.</p>
4.	<p>How does this proposal support the ambitions, principles and delivery of the Corporate Plan 2015-19?</p> <p>This proposal supports the ambition of the Corporate Plan 2015-19 for a Prosperous and Healthy Torbay.</p>
5.	<p>Who will be affected by this proposal and who do you need to consult with?</p> <p>Children's Services will be consulting with:</p> <ul style="list-style-type: none"> • All Torbay Schools • Local Councillors • All Ward Partnerships • Free School's Network • Regional Commissioners Office • Department of Education
6.	<p>How will you propose to consult?</p> <p>The consultation will be in the form questionnaires which will be made available online; paper copies will also be made available.</p>

Section 2: Implications and Impact Assessment

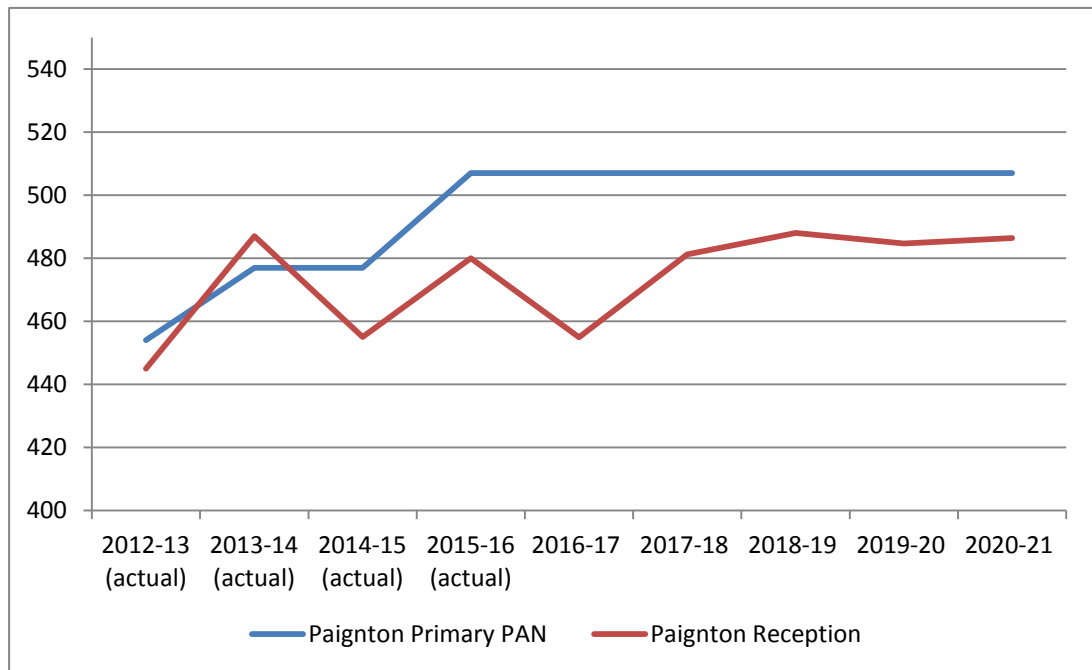
7.	<p>What are the financial and legal implications?</p> <p>The Department of Education has recognised the Council's need for additional places and has allocated Basic Need funding of £7m over the next 4 years to address this. In Children's Services Capital Programme, approved by Council in September 2015, £4.5m of Basic Need funding was ring fenced to enable the provision of a new primary school in Paignton. To date no monies have been spent on developing the site as a primary school.</p> <p>Discussions are also underway with the Regional Commissioners Office (RCO)</p>
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	<p>to see whether the new school could be opened as part of their programme of free schools for the area. If this is possible then there could be additional funding from the Education Funding Agency to support the proposal.</p> <p>In accordance with legislation the new school would be opened as a free school and run by an academy trust. This means that the school site would be leased to the trust on a 125 year lease, as is the case for other academy schools. The freehold would remain with the Council.</p>
<p>8.</p>	<p>What are the risks?</p> <p>If this proposal is not implemented then the risks are:</p> <ul style="list-style-type: none"> • The loss of a viable location for a new primary school in Paignton: <p>As stated above other than the Torbay school site, no other site has been identified in Paignton that is big enough and offers a viable and affordable solution</p> • The expected increase in costs for any new provision <p>Torbay School site only requires a minimal amount of capital investment to make it appropriate for a one form of entry primary school. This offers value for money for the Council.</p> • That demand for places would exceed capacity <p>The provision of a new school has the potential to ‘future proof’ the Council against further growth in the area from increases in birth rates, migration and housing. It would also give the Council sufficient surplus to accommodate in-year transfers and parental preference.</p>
<p>9.</p>	<p>Public Services Value (Social Value) Act 2012</p> <p>All services and/or works procured by Officers in the implementation of this proposal will be done in so in accordance with the Public services Value (Social Value) Act 2012.</p>
<p>10.</p>	<p>What evidence / data / research have you gathered in relation to this proposal?</p> <p>The Council’s primary pupil projections were updated in November 2015; they continue to demonstrate that a new primary school is required to ensure that the Council are able to meet future need.</p> <p>By 2020 the Council will have an estimated 45 space surplus (22 Torquay and 23 in Paignton) falling significantly short of the Audit Commission recommendation of a 65 - 129 space surplus (between 5% - 10%). This has the potential to result in the Council not being able to meet parental</p>

preferences and unforeseen demand.

The graph below shows the difference between the places available, the actual reception numbers and the forecast numbers of children expected to apply for a place over the next 5 years in Paignton. The Planned Admission Number (PAN) for the Primary school is the total number of places available for children starting school in reception and is indicated by the blue line. The Reception forecast is the number of children expected and is indicated by the red line.

Paignton



Whilst the projections show that there is limited capacity in Paignton to meet demand for the next few years, there is less than 4% (23 places) surplus in Paignton leaving little room for flexibility or unforeseen growth. As the graph demonstrates actual numbers can fluctuate significantly from year to year and do not necessarily increase at a steady rate. The Council needs to be able to accommodate these peaks and troughs and the current level of capacity does not provide any safety net should numbers spike in the same way as they have done before.

Data from the Council's admissions team shows that there is a high demand for places in the area of Paignton where we are proposing to open the new school. Table 1 below shows the number of first preferences for Paignton schools over the last 3 years and a map is attached in Appendix 2 to show their position in relation to the proposed new school:

Table 1

School	Number of reception places	1 st Preferences received		
		2015	2014	Average over last 3 years

	available			
Collaton St Mary	30	35	32	30
Curlledge Street	60	46	40	44
Hayes	57	44	45	42
Kings Ash Academy	60	30	37	30
Oldway Academy	90	149	99	126
Preston Academy	45	34	28	32
Roselands	45	41	47	52
Sacred Heart	30	27	29	32
White Rock	90*	55	57	62

*School expanded from 2015, prior to this PAN was 60

In 2016 the 2 closest primary schools to the proposed new school were significantly oversubscribed. Oldway Primary received 130 first preferences against an admission number of 90 and Sacred Heart received 39 first preferences against an admission number of 30. This means that a substantial number of parents from this part of Paignton are not getting a place at their preferred local school. In 2015 a total of 78 pupils were on the waiting list for a place at these schools.

These schools are oversubscribed for a number of reasons. Oldway in particular is very popular with parents and first preferences nearly always exceed the number of places available. The number of first preferences for these schools reflects parental choice but preferences are also rising because of demographic growth and demand in this part of Paignton is forecast to continue to rise for the foreseeable future. Table 2 below shows how the birth rate is expected to continue to rise.

Table 2

Year	Live Births	Year of entry into Primary School	Live births in the Preston Ward
2011/12 (actual)	464	2016/17	135
2012/13 (actual)	491	2017/18	136
2013/14 (actual)	498	2018/19	139
2014/15 (forecast)	515	2019/20	145
2015/16 (forecast)	532	2020/21	150
2016/17 (forecast)	549	2021/22	155

A programme of expansions has ensured the Council has met this demand and the demand from new housing but as stated above the Council is working with only a small amount of surplus capacity; the majority of Paignton primary schools being full in some year groups or full throughout with a waiting list for a place. The current capacity available and the issues facing the admissions team placing pupils is illustrated by Table 3:

Table 3

School	Reception Places available				Pupils on waiting list	
	April 2015	July 2015	April 2014	July 2014	July 2015	July 2014

Collaton St Mary	Full	Full	Full	Full	11	4
Curledge Street	4	Full	18	2	0	0
Hayes	3	Full	8	4	0	0
Kings Ash Academy	6	9	21	8	0	0
Oldway Academy	Full	Full	Full	Full	65	12
Preston Academy	Full	Full	8	3	13	0
Roselands	Full	Full	Full	Full	8	8
Sacred Heart	Full	Full	Full	Full	12	6
White Rock	30	16	Full	Full	0	4

From the schools that were full in 2014 and 2015 the Council can confirm that six of them (Curledge Street, Kings Ash, Oldway, Preston, Roselands & White Rock) filled from their catchment area; *the data on the remaining schools is not available*. Thirty four children from the catchment area of Oldway did not succeed in getting a place at the school.

Torquay faces a similar pressure and another reason for choosing the Torbay School site for the new school is the expectation it will admit pupils from both towns. Although a catchment area for the new school has not been defined and would be determined by the trust managing the new school, Officers expect a new school in this location to provide places for children coming from the outskirts of Torquay as well as provide places for those pupils from Paignton that are currently going to schools in Torquay. It is possible that the knock on effect of this would be that more capacity may become available in Torquay primary schools. The data in Table 4 shows the amount of movement between the two towns and the high number of Paignton pupils currently attending Torquay primary schools:

Table 4

		HOME LOCATION			
		2015	PAIGNTON	TORQUAY	OUT OF AREA
SCHOOL LOCATION	PAIGNTON	4273	173	93	
	Primary	3073	58	33	
	Secondary	1167	67	52	
	Special	33	48	8	
	TORQUAY	941	8940	1350	
	Primary	126	5257	109	
	Secondary	444	3499	1199	
	Special	143	184	42	

The following is a breakdown of which schools in Torquay those 126 pupils from Paignton currently attend:

Table 5

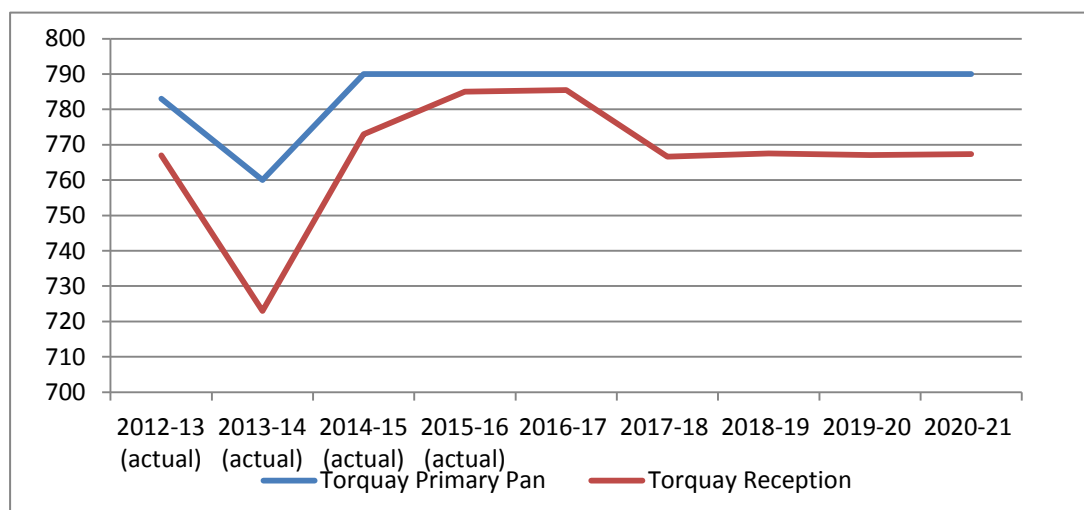
School	Number of pupils from Paignton
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All Saints	1
Babbacombe	13
Barton	15
Cockington	6
Ellacombe	10
Ilsham	4
Priory	6
Queensway	7
Sherwell Valley	20
Shiphay	12
St Margarets	5
St Marychurch	5
Torre	8
Upton	6
Warberry	5
Watcombe	3
Total	126

As in Paignton whilst there is capacity in Torquay to meet the forecast demand – there is only 3% (22 places) surplus capacity across the area which again places significant pressures on the Council when trying to meet parental preference or when placing children that move into area mid-year.

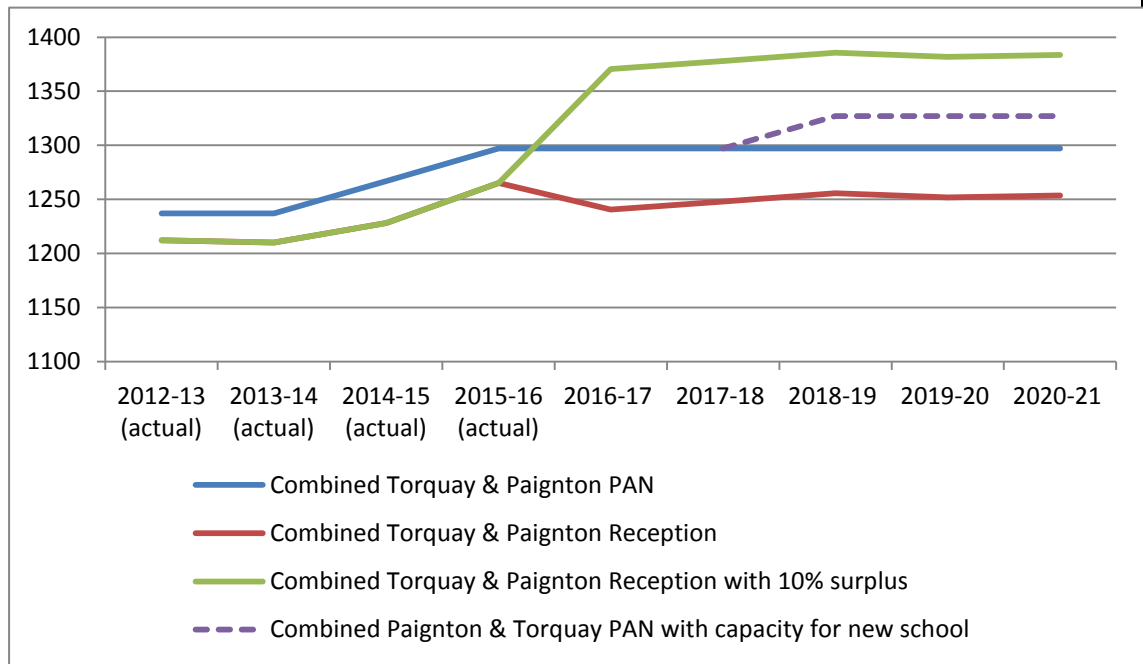
The following graph shows the current PAN in Torquay Primary schools alongside the actual reception intake and the number expected to apply for a reception place over the next 5 years in Torquay.

Torquay



The Audit Commission recommends a surplus of between 5% and 10% of places to allow for parental preference and choice. Historically this has been a recommendation that the Council has aimed for; this proposal is an opportunity to work towards it. The graph below shows the combined PAN for Torquay and Paignton alongside the combined projections for the areas with and without the 10% surplus capacity and the additional capacity from the new

primary school.



The proposal to build the new primary school on the Torbay Road site has the potential to address the shortfall in both towns raising the combined PAN capacity for Paignton and Torquay from 1297 to 1327; this would result in a projected surplus of 5.5% across the 2 towns.

As well as considering the need and impact of the tight capacity in the admitting year group i.e. the reception intake; Officers also need to consider the impact of such tight capacity across all year groups.

Historical data in Table 5 shows how Key Stage 2 classes have grown over the last 3 years placing pressures on schools as they admit pupils above their PAN capacity once they are outside of the Key Stage 1 legislation. This is often through necessity because of an appeal or to avoid splitting siblings – although this cannot always be avoided.

Table 6

	TOTAL KEY STAGE 2			
	2015	2014	2013	Increase 2013-2015
Paignton	1700	1695	1642	58
Torquay	2915	2809	2743	172

The proposal for the new school provides some flexibility to the Council to better manage in year admissions. ; this is a significant factor when considering place planning as for 2017-18 the Local Authority has removed the designated areas for community and voluntary controlled schools and the majority of non-faith academies have removed their designated areas too. As before all schools will have to admit pupils with a Statement of Special Educational Needs or an Education, Health and Care Plan that names the

	<p>school and they will also have to prioritise children in care and children adopted from care or subject to a child arrangements or special guardianship order. But most importantly this change means that most non-faith schools will be prioritising all siblings next, followed by other children prioritised according to distance from the school. So there will be an even greater need for more surplus capacity to ensure the Council can place siblings together.</p> <p>Appendix 3 demonstrates the lack of capacity throughout all year groups across both Torquay and Paignton schools. In September 2015 there were only 177 surplus placements for all year groups against a total planned number of 9353. This also includes some schools going over the planned admission number to accommodate in year admissions.</p>
<p>11.</p>	<p>What are key findings from the consultation you have carried out?</p> <p>To be updated once consultation has been undertaken.</p>
<p>12.</p>	<p>Amendments to Proposal / Mitigating Actions</p> <p>To be updated once consultation has been undertaken.</p>

Equality Impacts

13	Identify the potential positive and negative impacts on specific groups Please note: This section will be updated further once consultation is complete.			
		Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
	Older or younger people	More capacity in the centre of Paignton; providing more opportunity for children to access a place at their local school; more opportunity to meet parental preference;		
	People with caring Responsibilities	More capacity in the centre of Paignton; providing more opportunity for children to access a place at their local school; more opportunity to meet parental preference;		
	People with a disability	Any new school would be made DDA compliant		
	Women or men			Neutral Impact
	People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			Neutral Impact
	Religion or belief (including lack of belief)			Neutral Impact
	People who are lesbian, gay or bisexual			Neutral Impact
	People who are transgendered			Neutral Impact

forward thinking, people orientated, adaptable - always with integrity.

	People who are in a marriage or civil partnership			Neutral Impact
	Women who are pregnant / on maternity leave			Neutral Impact
	Socio-economic impacts (Including impact on child poverty issues and deprivation)			Neutral Impact
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			Neutral Impact
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)			