

Subject:	Options for Providing Additional School Places between September 2013 and September 2016		
Date of Meeting:	25 October 2012 15 October 2012 – Children & Young People Committee		
Report of:	<i>Director of Children's Services</i>		
Contact Officer:	Name: Gillian Churchill	Tel: 29-3515	
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Key Decision:	Yes		
Wards Affected:	All		

FOR GENERAL RELEASE**1. SUMMARY AND POLICY CONTEXT:**

- 1.1 Current and projected pupil numbers for the city as a whole show there continues to be a need for additional permanent primary places in the City, particularly in the south central Hove and on the Brighton / Hove border.
- 1.2 Current and projected pupil numbers for the city as a whole show that by 2016 secondary numbers begin to exceed existing capacity
- 1.3 To meet the projected future growth in primary pupil numbers we should be looking to provide a minimum of 120 places by 2015 in Hove, and a further 30 places in the south of Brighton by 2014.
- 1.4 To meet the projected future growth in secondary pupil numbers we should be looking to provide a minimum of 150 places by 2017.
- 1.5 This report sets out the options available to meet the increase in demand for pupil places in the City.
- 1.6 All proposals will be dependant on capital funding being made available.

2. RECOMMENDATIONS:

- (1) That Committee notes the possible options for providing additional pupil places within the City and recognises that all proposals will be dependant on capital funding being made available.
- (2) That Committee agrees that Officers will consult with schools and their communities on the proposal to permanently expand the following primary schools from September 2013 by one form of entry (FE) each;
 - The Connaught Building, West Hove Infants (from 3 FE to 4 FE)

- Stanford Infants (from 3 FE to 4 FE)
- (3) That Committee agrees that Officers will consult with school, their community and the Anglican diocese on the proposal to permanently expand the following primary school from September 2014 by one FE.
- St Marks C.E. Primary (from 1 FE to 2 FE)
- (4) That Committee agrees that Officers will consult with school, their community and the Anglican diocese on the proposal to permanently expand the following primary school for September 2015 by one FE.
- Aldrington C.E. Primary (from 1 FE to 2 FE)
- (5) That Committee agrees that Officers will consult with schools and their communities on the proposal to permanently expand the following junior schools, should their relevant infant school be expanded as proposed above by one FE each.
- Stanford Junior School (from September 2016)
 - 'Connaught' Junior School (from September 2017)
- (6) That Committee agrees Officers will consult with schools and their communities on the proposal to expand places at Hove Park.
- (7) That Committee recognises that Kings School Free School (5 FE) is planned to open in September 2013 and that officers will assist the proposers in their search for a permanent site.
- (8) That Committee agrees that Officers will continue to explore other potential opportunities for primary and secondary schools. This will require engagement with the Department for Education with regards to the future provision of new schools.
- (9) That Committee recommends to Council the publication of the updated School Organisation Plan 2012 to 2016 and Consultation Document by end of October 2012.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 Primary pupil numbers across the city are rising generally and the rise in south central Hove is greater than the city generally. This has already caused pressure on school places that could not be met locally. This prompted the introduction of 6 primary 'bulge' classes for September 2012.
- 3.2 In the last four years the Council has permanently expanded Davigdor Infant and Somerhill Junior, Balfour Primary, Goldstone Primary, Benfield Primary and Westdene Primary schools by one form of entry each and Queens Park by half a form of entry. The Connaught building was converted in 2011 to take an additional three forms of entry as part of West Hove Infant School.

- 3.3 Officers now anticipate a demand for a further 4 forms of entry in Hove by September 2015, and a further one form of entry for south Brighton by September 2014. These projections are based on post code and current GP registration data. The Council will therefore need to secure additional school places on these timescales in order to comply with its statutory duty under section 14 of the Education Act 1996 to secure sufficient suitable school places for pupils in the area of the Authority
- 3.4 Consideration has been given to how best to accommodate the additional pupils that are now looking for a maintained school place. The options available are to expand existing schools, to build a new school, or a combination of both.
- 3.5 In respect of building a new school there are a number of factors which need to be considered, set out below.
- 3.6 The only site that the council owns that is available for a new primary school in Hove is the park depot, adjacent to Hove Park. This could be used to provide a new primary school within the next four years. However the location is far from ideal.
- 3.7 Owing to recent changes in School Organisation legislation the presumption is that any new school will be a free school or an academy. If a school is required to meet a basic need the local authority is under a duty to seek proposals to establish an academy/Free School and to specify a date by which proposals must be submitted. The local authority should take steps to ensure that groups or organisations that might be interested in establishing the new school are aware of the opportunity.
- 3.8 The local authority should notify the Department for Education (DfE) at the outset of its intention to seek proposals for a new academy/Free School and confirm the site it will make available and that it will provide all the capital funding needed to establish the school. The cost of providing a new 2 Form Entry (2FE) all through primary school is in the order of £6 - £7 million, not including site acquisition costs. The cost of providing a new school falls to the LA if it is to meet a basic need for places regardless of whether the school is a free school, an academy or any other form of maintained school. At the present time there is no funding specifically allocated for meeting this cost. It would be necessary to identify the funding from within the existing capital funding allocated.
- 3.9 The DfE will publish on its website details of those local authorities that are seeking to establish new schools, including links to their websites. The Department will also inform the Independent Academies Association and New Schools Network, to alert potential proposers/sponsors to the new school's requirements.
- 3.10 Once the specified date for academy/Free School proposals has passed, the local authority should send the Secretary of State a notification setting out;
- the steps the authority has taken to seek proposals for an academy/Free School
 - copies of all proposals submitted and the authority's assessment of the proposals

- confirmation that the authority will provide the required site and all the capital funding needed to establish the new school .
- 3.11 The local authority should provide the Department with an assessment of the proposals it has received together with the LA's preference, if any, to the proposals received.
- 3.12 The decision on which proposal to proceed with rests with the Secretary of State (SoS) for Education. Only if there are no free school or academy proposals forthcoming will the SoS allow a local authority run a statutory competition.
- 3.13 The Education Act 2011 makes significant changes to the provisions for running a statutory competition the most significant changes being;
- local authorities can no longer submit their own community or foundation school proposals in a competition;
 - at any time before the date specified for the return of proposals, the Secretary of State may direct a local authority to withdraw a competition notice; or, a local authority may withdraw a competition notice with the Secretary of State's consent. This allows a competition to be ended where circumstances have changed e.g. where the new school is no longer needed or an alternative option is found, such as the enlargement of one or more existing schools instead;
 - Academy/Free School proposals and proposals for foundation (by proposers other than a local authority), voluntary controlled and voluntary aided schools, can be submitted into the competition by the deadline specified in the first notice;
 - Only where a competition does not identify a suitable academy/Free School or maintained school may the local authority may publish its own community or foundation school proposals.
- 3.14 The options considered for expanding existing primary schools are as follows:
- Hove
Aldrington C of E Primary Schools by one form of entry
Davigdor Infants by one form of entry
Hangleton Infant School by one form of entry
Peter Gladwin by two forms of entry using the Downs Park site
St Andrews C of E Primary School by one form of entry
Stanford Infant School by one form of entry
The Connaught Building, West Hove Infants, by one form of entry
West Blatchington by one form of entry as part of Toads Hole Valley Development

Brighton

St Marks C of E Primary School by one form of entry

Carlton Hill Primary School by one form of entry

- 3.15 Each of these primary school proposals has its own issues and challenges. These are shown in the spreadsheet attached as Appendix 1.
- 3.16 Analysis of the options detailed in Appendix 1 identifies Stanford, St. Andrews, Connaught, St. Marks, and Aldrington as the best options for the provision of a new primary school places within the next four years.
- 3.17 Appendix 2 details the cost implications for these primary school proposals
- 3.18 The need for additional Secondary places begins in 2014/15 but this will be met by the 125 Y7 places offered in the City by the Kings Free School.
- 3.19 To progress plans for the establishment of the Kings School the council has offered the school the Portslade 6th Form site once vacated in 2014 and remote field. Kings School has acknowledged this offer and will be discussing further with the DfE.
- 3.20 As numbers show that there will need to be a further 8FE needed by 2018/19 the Council will explore a number of options:
- Expansion of Hove Park
 - Development of Toads Hole Valley Site
 - Portslade 6th form site
 - Patcham Court Farm
 - Expansions of other, existing schools
 - A new central Brighton School (3FE)
 - City College Development

4. CONSULTATION

- 4.1 Discussions have been held with Head teachers and their chairs of governors, and where relevant the Diocese, at the schools potentially affected by the proposed options within this report.
- 4.2 Once it is agreed how best to progress with the provision of additional school places within the city our formal consultation with schools, governors and the community will be carried out prior to any changes being agreed.
- 4.3 A part of the wider consultation will be three public meetings to be held at Brighton Town Hall, Hove Town Hall and Portslade Town hall.
- 4.4 Although the Catholic Diocese was approached regarding possible expansion of Catholic schools in the City the Diocese has determined that they consider the current demand for Catholic places across Brighton and Hove is not sufficient to raise the overall PANs by 1FE.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 The plan to fund the permanent places between 2012/13 & 2015/16 does not have identified funding for the £22.9m needed over the period. In 2012/13 £7.8m has been identified from previous carry forward, Basic Need funding and additional DfE grant funding for pupil places, this will fund the £6.3m needed, leaving £1.5m to be carried forward into 2013/14.
- 5.2 The DfE have not confirmed any Capital funding into the future, so on the assumption we received £2.6m as we have done in 2012/13 and previously then this would mean a total of £4.1m with the 2012/13 rollover, which would be enough to fund the Hove Police station works leaving £0.2m to support the £5.0m needed for additional Primary places. There is £1.5m in a Capital reserve held for school places in 2012/13 which could be used in 2013/14; however this is still not sufficient to meet the £5.0m needed.
- 5.3 On the assumption we continue to get Capital funding of £2.6m per year from the DfE then this is insufficient to fund the £3.75m needed in order to provide the permanent places needed. Any additional places would have to be in temporary accommodation, with a strategy to turn this provision into permanent places, unless additional funding is identified from other sources in the council's capital programme.

Finance Officer Consulted: Name Andy Moore Date: 1/10/12

Legal Implications:

- 5.4 Underpinning the proposals for consultation outlined in the report is the need for the Council to comply with its statutory duty under section 14 of the Education Act 1996 to secure sufficient suitable primary and secondary school places for pupils in the area of the Authority. The Authority is not itself obliged to provide all the school places required, but must secure that they are available.
- 5.5 As outlined in the body of the report, the options open to the Authority are either to expand existing schools, to secure the establishment of a new school, or a combination of the two. In considering the available options Members will need to be mindful of the timescales in which additional school places need to be established in order to fulfil the primary statutory duty of the council.
- 5.6 As admission arrangements are specifically reserved to full Council under the constitution, any decision on the proposals will be taken by full Council.
- (i) Expansion of existing schools.

Any proposals to expand existing schools are subject to the statutory processes contained in the Education and Inspections Act 2006 and the School Organisation (Prescribed Alterations to Maintained Schools) Regulations 2007. In addition the Authority will be required to follow statutory Guidance regarding the procedures to be followed when putting forward proposals, as set out in the body of the report.

This Guidance requires a period of pre statutory consultation followed by publication of statutory notices, representation periods, and the subsequent consideration of any representations received.

(ii) Establishment of new school

As explained in the body of the report, the Education Act 2011 significantly changes the legal framework for the establishment of a new school. The Act requires the Authority, in the first instance, to seek proposals for any new school to be established as either a free school or an academy, and to refer any such proposals to the Secretary of State for decision. Previously the Authority could seek proposals for school promoters through a competition process established by the Education and Inspections Act 2006. However the competitions process can now only be used if the Secretary of State believes that none of the free school or academy proposals are suitable.

- 5.7 If the Secretary of State reaches this conclusion a statutory competition can be held. Amendments introduced by the Education Act 2011 mean however that Local Authorities can no longer submit their own community or foundation school proposals. Only academy/free school proposals and proposals for foundation (by proposers other than a local authority), voluntary controlled and voluntary aided schools, can be submitted into the competition. If the Secretary of State is satisfied that there are no suitable academy/free school proposals the competition continues, and it is for the local authority to decide which maintained school proposal wins. It is only if no proposals or no suitable proposals are received that the Authority can publish proposals for its own community or foundation school. The Schools Adjudicator will be the decision maker in such cases.
- 5.8 Under the council's constitution the School Organisation Plan is reserved to full council.

Lawyer Consulted: Natasha Watson Date 28/09/2012

Equalities Implications:

- 5.9 Planning and provision of school places is conducted in such a way as to avoid potentially discriminatory admissions priorities or planning processes. The city council and voluntary aided school governing bodies must be mindful of bad practice as described in the Admission Code of Practice.

Sustainability Implications:

- 5.10 All new extensions to Brighton and Hove Schools utilise, where ever possible, environmental and sustainable principles such as higher than minimum insulation levels, the use of efficient gas condensing boilers, under floor heating, solar shading and natural ventilation. Materials are sourced from sustainable sources where ever possible.

Crime & Disorder Implications:

- 5.11 Throughout the development of the proposals consultation will be undertaken with community groups and the Community Safety team and police liaison officers. It is anticipated that by including the community in the development and use of the facilities at the schools that crime and disorder in the local area will be reduced. This will be further improved by offering extended use of the facilities to the community outside of the school day

Risk and Opportunity Management Implications:

- 5.12 It is important that this opportunity is taken to ensure the future provision of learning and teaching, and continuing improvement in standards of education in the city.

5.13 Public Health Implications:

It is important that this opportunity is taken to ensure that every child gets the best start in life. Provision of sufficient school places will contribute to the environment through which all children and young people can maximise their capabilities and have control over their lives.

Corporate / Citywide Implications:

- 5.14 To meet the projected future growth in pupil numbers we should be looking to provide a minimum of 150 additional primary school places which equates to 5 forms of entry by 2015. To meet the projected future growth in secondary pupil numbers we should be looking to provide a minimum of 150 places by 2017.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 6.1 This paper presents the range of options available to address the need for future places within the City. Should any of the proposals not progress then other schools will have to be identified as the need for places remains.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 Current and projected pupil numbers for the city as a whole show there is an immediate and ongoing need for additional school places in the city as a whole.
- 7.2 To meet the projected future growth in primary pupil numbers we should be looking to provide a minimum of 120 additional primary school places which equates to 4 forms of entry in Hove by 2015. Since this will only address the need it would be sensible to provide an additional 5 forms of entry across the city as a whole to maintain some surplus capacity. In addition Officers project a need for an extra 30 places, one form of entry in south Brighton.
- 7.3 To meet the projected future growth in secondary pupil numbers we should be looking to provide a minimum of 150 places by 2017.

SUPPORTING DOCUMENTATION

Appendices:

1. Options Analysis
2. Technical analysis
3. School Organisation Plan
4. Consultation Document

Options Analysis for the provision of additional primary school places 2013 to 2016

PRIMARY

School	Additional places	Issues
Portslade 3 FE additional junior places	360	Agreed
Hove Police station 3FE additional junior places	360	Agreed, however should it be agreed that Connaught@West Hove be expanded by an additional form then we would need to expand the provision at Hove Police Station.
Aldrington 1 FE additional primary places Hove	210	Based on pupil number projections by postcode this could provide 30 locally needed places a year beginning in 2015. Nearer this date we can determine whether places are needed at Cottesmore as well.
Davigdor 1 FE additional primary places Hove	90	Already substantially expanded. Although this school is in the right area for needed future places a further expansion of the school would be very unpopular.
Hangleton Infants 1 FE additional primary places Hove	90	Although there is space at this site to develop a further form of entry, post code projections suggest that number in this area are declining. Should numbers in the City continue to increase Hangleton remains an opportunity for expansion.
Peter Gladwin 1FE additional primary places Hove	210	Although there is space nearby to develop two further form of entry, post code projections suggest that number in this area are declining. The use of Downs Park to provide new accommodation would be unpopular. Should numbers in the City continue to increase Peter Gladwin remains an opportunity for expansion.
St Andrews 1 FE additional primary school places	210	Following the bulge expansion in 2012 and based on pupil number projections by postcode this could provide 30 locally needed places every year beginning in 2013. The Council will need agreement with the Anglican Diocese
Stanford 1 FE additional primary school places –	210	Based on pupil number projections by postcode this could provide 30 locally needed places a year beginning in 2013. If the Infant School is expanded the Junior School will need to be expanded for 2016
Connaught @ West Hove 1 FE additional infant places	90	Based on pupil number projections by postcode this could provide 30 locally needed places a year beginning in 2014 assuming the Adult Social Care buildings have been vacated. If this Infant School is expanded the Hove Police Station building will need to be expanded for 2017

St Marks 1 FE additional primary places Brighton	210	Based on pupil number projections by postcode this could provide 30 locally needed places a year beginning in 2014. The Council will need agreement with the Anglican Diocese
Carlton Hill 1 FE additional primary places Brighton	210	Although in the right area for the expected rise in numbers in this area in 2014 there is little scope for expanding the building on the existing site.

Having explored the possibilities offered by the schools above and after considering any relevant local issues Officers recommend the following:

permanently expand the following primary schools from September 2013 by one form of entry (FE) each;

- Stanford Infants (from 3 FE to 4 FE)
- St Andrews C.E. Primary (from 2 FE to 3 FE)

permanently expand the following primary schools from September 2014 by one FE each.

- The Connaught Building, West Hove Infants (from 3 FE to 4 FE)
- St Marks Primary (from 1 FE to 2 FE)

permanently expand the following primary school for September 2015 by one FE.

- Aldrington C.E. Primary (from 1 FE to 2 FE)

permanently expand the following junior schools, should their relevant infant school be expanded as proposed above by one FE each.

- Stanford Junior School (from September 2016)
- 'Connaught' Junior School (from September 2017)

Technical Analysis of funding required to provide additional school places

The council is fully aware of its need to provide additional school places and has a plan for doing just this. Unfortunately capital funding from government is currently being allocated on a yearly basis which does not give us the opportunity to prepare a strategic programme for delivery. We have attempted to predict what the future funding allocations might be and the cost of providing the necessary additional school places are currently using this as a basis for a programme of sorts. However because of the lack of information being provided on future budget allocations this is something that carries a significant amount of uncertainty and risk for the council.

Our programme for the next two financial years (2012/13 and 2013/14) includes providing three additional forms of entry for junior age pupils in Portslade and the same for pupils in Hove. In addition we are anticipating having to provide two additional forms of entry for September 2013 and September 2014 plus one form of entry for September 2015. The cost of providing this additional capacity varies greatly and is dependant on factors such as availability of sites, whether or not we are expanding on existing school sites, acquiring adjacent sites or building a whole new school. The cost of site acquisition can be variable depending on the planning use class designation.

Financial year	School	Additional places	From	Costs £million
2012 / 13	Portslade 3 FE additional junior places	360	Sept 2013	£6.3
2013 / 14	Hove Police station 3FE additional junior places	360	Sept 2014	£3.9
2013 / 14	2 FE additional primary school places – possibly Stanford and St Andrews	420	Sept 2013	£5.0
2014 / 15	1 FE additional infant places Connaught @ West Hove	90	Sept 2014	£1.25
2014 / 15	1 FE additional primary places Brighton – possibly St Marks	210	Sept 2014	£2.5
2015 / 16	1 FE additional primary places Hove possibly Aldrington	210	Sept 2015	£2.5
2015 / 16	1FE additional junior places Hove police station	120	Sept 2016	£1.25
	TOTAL	1,770		£22.9

The position regarding secondary school provision is very similar but the timeframe for implementation of any programme is behind that for primary. We anticipate needing to provide additional forms of entry from 2016 but with no indication of whether funding will be available. Current projections show that there will be a need for at least an additional 6 forms of entry by 2019 but this will not allow any surplus capacity within the city to allow for parental preference or movers in. To accommodate for this we would need a further 6 forms of entry at least.

There is no funding identified as being available for the provision of secondary school places.