

BRIEFING PAPER

SUBJECT: SECONDARY SCHOOL EXPANSION
DATE: 24 JUNE 2015
RECIPIENT: SCHOOLS FORUM

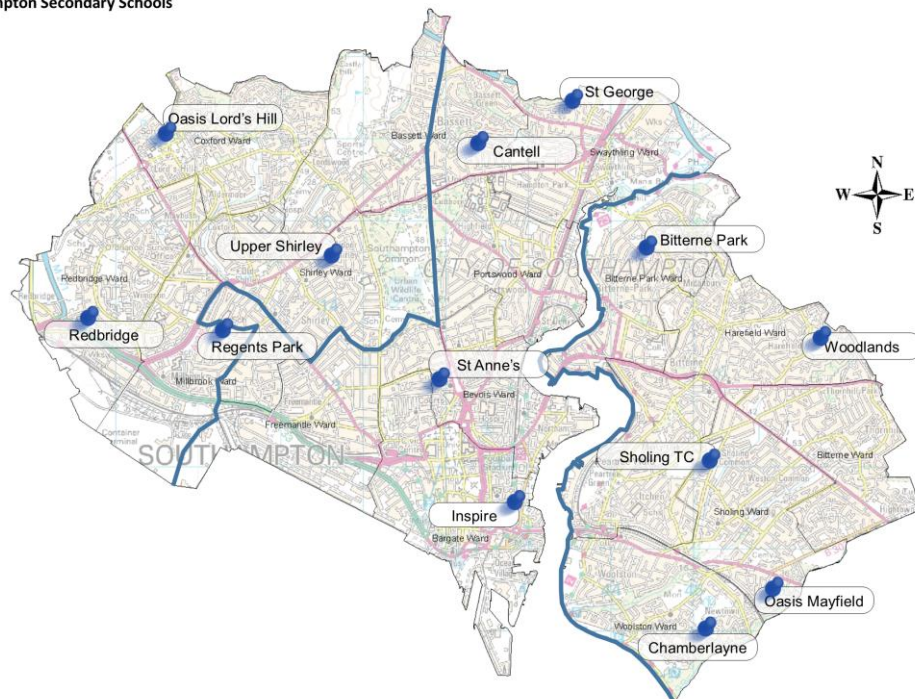
THIS IS NOT A DECISION PAPER

SUMMARY:

- 1 Southampton has seen a significant increase in demand for Primary School places. From 16,518 places in 2011, an additional 5,458 Primary places will have been added by the start of the 2015/16 academic year to provide sufficient places for all children who require one.

From September 2016 the expanded year groups will begin to work their way through to the Secondary sector. Allowing for the expansion of Bitterne Park Secondary (under the Priority Schools Building Programme) by September 2017 the available surplus of places is forecast to be below the Department for Education (DfE) recommended 5 per cent which is to allow for parental preference and operational flexibility. By September 2018, without further expansion, the City is forecast to have an -2.6 per cent deficit of places with particular pressure in the central and west school capacity planning areas of the City.

Southampton Secondary Schools



In line with the forecast peak year of Primary admissions (2015/16), the Secondary Sector will see its peak in 2022/23 with a forecast deficit of -25.7 per cent (requiring 605 additional places to meet demand)

This paper outlines a proposed timeline for proposals to expand Secondary School provision in the City.

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BACKGROUND and BRIEFING DETAILS:

- 2 Local Authorities have a statutory duty under Section 14 of the Education Act 1996 to ensure that sufficient School places are available in their area and to secure diversity of provision, increasing opportunities for parental choice.
- 3 There is a presumption for the expansion of successful and popular Schools.
- 4 In addition to standard admissions, the Local Authority (LA) must plan for the provision of places for children and young people who move into the area after places have been allocated, or at other times during the year. There is therefore a need for more places to be available than the forecast number of children in any given year.
- 5 The DfE has assumed in its planning that a minimum 5 per cent surplus of places is necessary to support operational flexibility and parental choice. This is reflected in the Audit Commissions 1996 *Trading Places: The Supply and Allocation of School Places* which recommends that LAs plan for a 95 per cent occupancy rate at Schools. The 2002 update on *Trading Places* also recommends that 'it is unrealistic and probably undesirable to aim for a perfect match of pupils and places at each School. Some margin of capacity is necessary to allow parents' choice.'
- 6 It should be noted that, as a consequence of the changes introduced by The School Organisation (Prescribed Alterations to Mainstream Schools) (England) Regulations 2013, Governing Bodies of all categories of mainstream School can now make the following changes to their Schools without following a formal statutory process:
 - Expansion of Published Admission Number (PAN) (enlargement of premises);
 - Alteration of upper or lower age limit by up to two years (except for adding or removing a Sixth Form); and
 - Adding boarding provision.
- 7 Schools cannot expand or alter unless they have secured the required funding, accommodation and permissions (including landlord's consent and planning permissions) and the LA (where it is the Admissions Authority) will need to have consented to a change in the School's PAN.
- 8 In relation to this, a consultation is currently underway at the Inspire Enterprise Academy proposing a change from a Studio School (work related learning aimed at 14-19 year olds with admissions in Year 10) to a mainstream Academy (provision for 11-16 year olds with admissions at Year 7). If approved by the DfE the change could take place from September 2017.
- 9 This would add 75 places to the City's Year 7 capacity in the central planning area of the City. However, Inspire Enterprise Academy cannot expand within its current location and the DfE have made it clear that any expansion or new premises would need to be funded from the unringfenced Basic Need Capital Grant.

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- 10 A second proposal has been put together by the Jeffery's Education Trust (JET: part of the Hamwic Trust) to expand Upper Shirley High School (Academy) from a PAN of 150 to a possible PAN of 260 places. This is in response to the expansion of Wordsworth Primary School (JET Academy) and the trusts perception that parental preference is for children to attend Upper Shirley High School and remain within the Hamwic Trust family. If approved by the DfE the expansion would take affect from September 2017.
- 11 This would add 110 places to the City's Year 7 capacity in the west planning area of the City.
- 12 The effect of these expansions (if approved) would be to relieve pressure on School places in the short term. Allowing for these expansions SCC would have a surplus of places (6.8 per cent) in 2017/18, falling below the recommended 5 per cent surplus in 2018/19 (2 per cent surplus) and would offset any deficit of places until 2019/20 (-8.2 per cent deficit). However the pressure on School places at this point would continue to be in the west and central planning areas.
- 13 Schools in the east of the City are not forecast to see a deficit of places until 2022/23: the peak year of forecast Year 7 admissions.
- 14 Particularly in relation to Academy Schools, it is therefore important that Southampton City Council (SCC) consults on and agrees a master plan with all Head Teachers, Governors and Stakeholders to ensure the provision of sufficient places in areas where forecast demand is greatest.
- 15 The combined Year 7 PAN for all Secondary Schools in the City in 2014/15 is 2,290. The table below shows the latest forecast of children who will require a Year 7 place over the next ten years and the shortage of places we could face without expansion of the Secondary sector.¹

Academic Year	Number of Year 7 Pupils	Surplus/Deficit Year 7 Places	Surplus/Deficit (DfE recommended 5%)
2015/16	2,090	200	105
2016/17	2,158	132	24
Expansion of Bitterne Park Secondary (September 2017)			
2017/18	2,292	58	-57
2018/19	2,411	-61	-182
2019/20	2,661	-311	-444
2020/21	2,598	-248	-378
2021/22	2,767	-417	-555
2022/23	2,955	-605	-753
2023/24	2,683	-333	-467
2024/25	2,581	-231	-360
2025/26	2,601	-251	-381

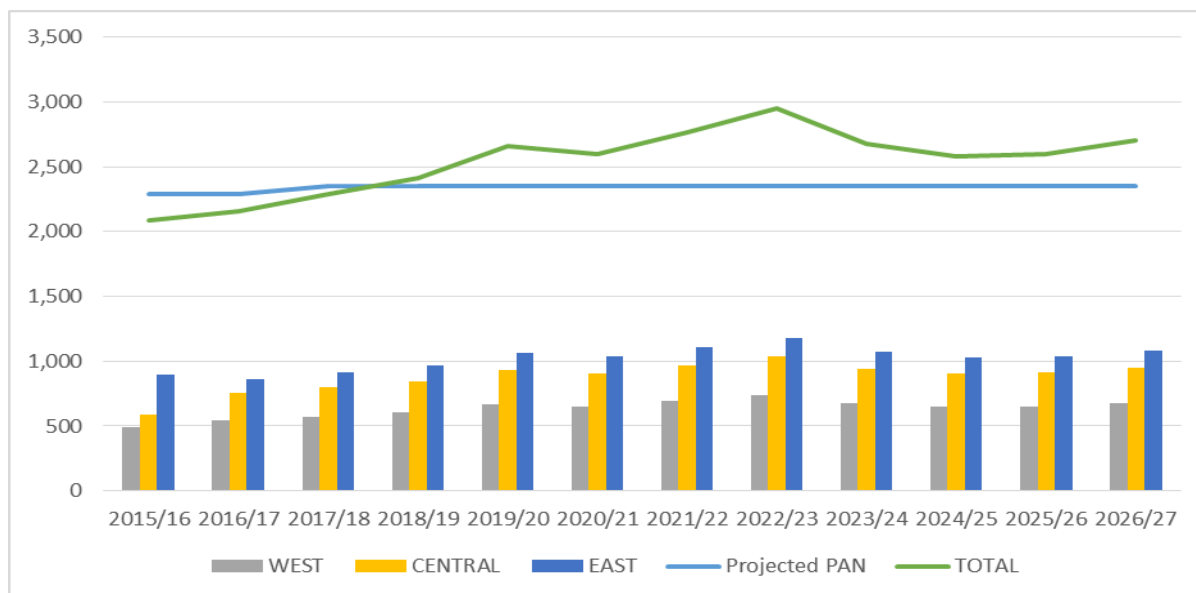
¹ As they are yet to be approved, expansions at the Inspire Enterprise Academy and Upper Shirley High School have not been included in this data.

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16 When broken down by area (as per the School Capacity Survey Forecasts 2014) it is easier to see how this pressure on School places is not evenly spread throughout the City.

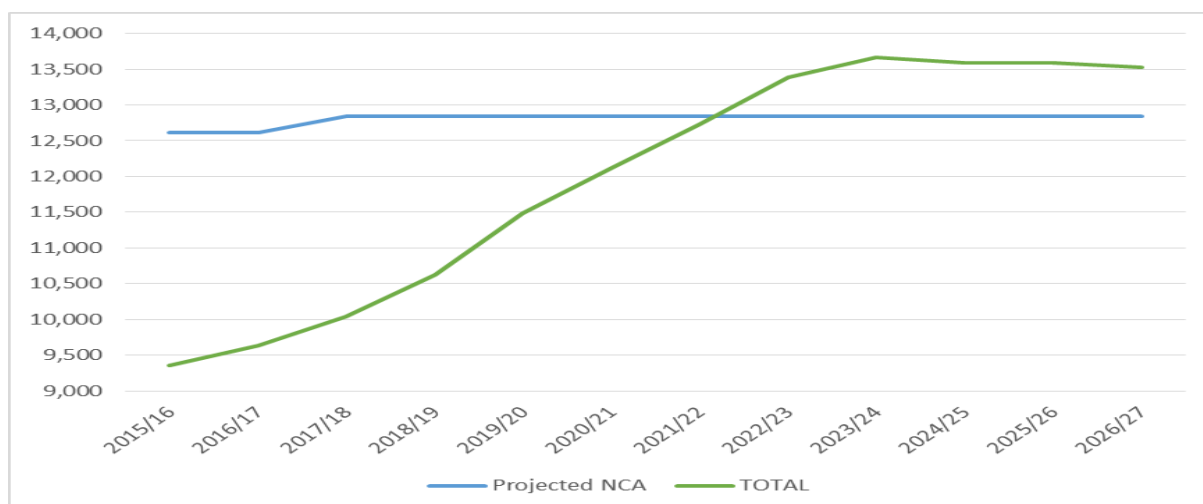
Year	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
West	16	-1	-34	-64	-127	-111	-154	-200	-132
Central	-31	-55	-102	-144	-231	-209	-268	-334	-239
East	215	188	194	147	47	72	5	-71	38
%	8.7%	5.8%	-2.6%	-13.2%	-13.2%	-10.6%	-17.7%	-25.7%	-14.2%

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Forecast future demand on Year 7 places by area and SCC total

Provisional forecasting based on birth data (above) suggests that following the 2022/23 peak of demand there will be a slight drop in the number of places needed at Year 7 followed by a possible future rise. However, as the peak year works its way through the system there will continue to be pressure on the overall number of School places required in the Secondary sector.



Forecast future demand on Secondary places SCC total

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- 18 The size of a School is often discussed with reference to its forms of Entry, where one form of entry equates to 30 pupils. In terms of forms of entry (FE) this forecast suggests the LA will need to provide an additional 21 FE (equal to 630 Year 7 places) by September 2022 to meet demand.²
- 19 2022/23 will be a year of peak demand and the forecast suggests a slight drop in subsequent years. As such, it may be that we increase the Year 7 Pan to approximately 3110 places for one year only, before reducing it the following year. This approach of ‘bulge’ classes is the approach currently being taken in the Primary Sector.
- 20 Each School has a Net Capacity Assessment (NCA) which calculates the maximum number of students that a School can accommodate. This figure is calculate using the number of available teaching spaces against the area guidelines of Building Bulletin 103: Area Guidelines for Mainstream Schools (June 2014).
- 21 Some Southampton Secondary Schools have an indicated NCA which is larger than their current PAN. As such, some Schools have the capacity to accommodate extra pupils within their existing buildings. These Schools are:

School	Area	Current PAN	NCA	Potential PAN
Regents Park Community College	Central	150	942	180
Cantell Maths and Computing College (PFI)	Central	230	1,390	270
St Anne’s Catholic College	Central	200	1,112	220
Chamberlayne College for the Arts	East	180	999	200
Woodlands Community College (PFI)	East	180	1,161	230

- 22 If these expansions are possible, and were approved, the added 160 places would give the City an adequate number of Secondary places up to, and including, the 2018/19 academic year (providing a 3.9 per cent surplus of places in that year). Further expansion would still be required by September 2019 as these expansions would leave a 6 per cent deficit of places in 2019/20.³
- 23 If the expansions at the Inspire Enterprise Academy and Upper Shirley High were to be approved and added to these NCA expansions, the surplus in 2018/19 would rise to 8 per cent but there would still be a forecast deficit of places in 2019/20 (-1.6 per cent).

² 25 FE will be required to maintain a 5 per cent surplus (in line with DfE recommendation).

³ Again, possible expansions at the Inspire Enterprise Academy and Upper Shirley High School have not currently been approved and are not taken into account in these figures.

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- 24 It is anticipated that any expansion within a Schools Net Capacity Assessment would require minor works to be carried out at each School (additional toilets are one consideration). Officers intend to complete site visits of each Secondary School, with individual Head Teachers and Governors, along with Capita as our strategic partners, to assess the possible expansion options while also consulting all Schools, Governors and Stakeholders to gather their views. Such expansions would be seen as 'Quick Wins': where minimal works could add places while improving current provision within the City.
- 25 The purpose of the site visits will be to work with Head Teachers and Schools to correctly assess Net Capacity against the area guidelines in Building Bulletin 103 (Area Guidelines for Mainstream Schools (June 2014)).
- 26 The visits will confirm the Net Capacity information for each School and allow Schools and Officers to work together to identify which Schools could expand within their current buildings (with or without minimal works (Quick Wins)) as well as identifying which Schools could accommodate future capital works.
- 27 To this end, officers intend to complete these site visits alongside our strategic partners (Capita) in order to fully explore each site and the possibilities for expansion as well as gaining an insight into possible risks.
- 28 The first site visit is to take place before Easter (end March, 2015) and, as the first in the line, will be seen as a pilot for visits going forward. The pilot has been approved by the Principal Officer Early Years and Education and will draw from the Capita retainer.
- 29 It is intended that such site visits take place at each School in the City (which will require the virement of funds from elsewhere in the Capital Programme via a DDN) and are to be complete by June 2015: as per the provisional timetable, below.
- 30 Findings from the site visits would be shared with DMT/CMB in August 2015 before the next stage of consultation with Head Teachers, Governors and other stakeholders.
- 31 A full series of consultations would take place with Schools between September and December 2015. The aim is to ensure all Schools are kept informed throughout the process and that the views of Head Teachers and Governors form the basis of any Secondary expansion within the City. Such buy-in will be imperative in order that the LA plan is seen as the master plan for expansion within the City.
- 32 It is proposed that a series of feasibility studies should run in tandem with the consultation and formative stages of the programme (as in the site visits) to ensure all possibilities are explored for expansion within the City and to ascertain costs before any future paper is submitted to Cabinet.

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- 33 In order to ensure places for September 2019, a Cabinet Decision on Secondary expansions would be required no later than March, 2016 to ensure enough time can be given to the commissioning and design works as well as to allow the LA, where it is the admission authority, and Schools to determine admission arrangements for 2018.

RESOURCE/POLICY/FINANCIAL/LEGAL IMPLICATIONS:

- 34 The Department for Education currently issue an annual unringfenced Basic Need capital grant to assist Local Authorities with expansion of the School estate (maintained Schools and Academies) due to increases in pupil numbers. The total unallocated Basic Need grant currently confirmed and available to the Council is £9.4 million (2015-17). Assuming current levels of this grant are maintained, where the need for spaces is identified, potential funding from government would be approximately £30 million (2015-2022). A high level figure for the total cost of Secondary expansion in the City would be between £40 million and £60 million pounds dependent on how and where the LA decided to expand.
- 35 The council has received additional Targeted Basic Need funding for some primary expansion projects e.g. St Johns Primary, so it is likely that additional grant may be awarded if sufficient need can be demonstrated.
- 36 Several periods of consultation would need to take place before any PAN and/or building size increases are implemented. Any changes to admissions arrangements (e.g. PAN & oversubscription criteria) for all Schools must be consulted on for a minimum of 8 weeks between 1 November and 1 March of the year prior to the arrangements being implemented. For example, to increase PAN's in 2017/18, consultation would need to take place between November 2015 and March 2016. For Community Schools the Local Authority determines the PAN; for Voluntary Aided & Foundation Schools the Governing Body has this authority and for academies this responsibility lies with the academy trust. All admission authorities must determine admission arrangements by 15 April every year.
- 37 Consultation must also take place regarding the physical expansion of School buildings, in line with Department for Education School Organisation guidance. Where the Local Authority is proposing the enlargements of School premises, a notice detailing the proposals should be published in the local newspaper, at the School and on the Council's website. The consultation period is for exactly four weeks and a decision as to whether or not the proposals should be implemented has to be made within two months after the consultation has closed. Alternatively if the governing body of a foundation or voluntary aided School wishes to propose an enlargement, no statutory consultation process is required. Similarly if an academy trust wants to expand their School, there is no requirement for consultation, although the approval of the Secretary of State will be required.
- 38 The Education Act 1996 (Section 14) places a statutory duty on Local Authorities (LAs) to secure that sufficient School places are available in their area.

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- 39 Section 13 of the Education Act 1996 (as amended by the Education and Inspections Act 2006) ensures that a Local Authority has a statutory duty relating to the provision of education that is if a high standard, guarantees fair access and opportunity for all and promotes the educational potential of every child.
- 40 Section 14 of the Education Act 1996 (as amended by the Education and Inspections Act 2006) also states that a Local Authority shall secure sufficient school places for all pupils with a view to securing diversity in the provision of schools and increasing opportunities for parental choice.

OPTIONS and TIMESCALES:

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Date	Action	Decision Required
March 2015	Pilot School Capacity Survey/Site Visit	
		DDN (RH) virement from FRA to new budget – Approval to Spend (Capita site visits/feasibility and programme planning)
(Deadline) June 2015	Secondary School Capacity Surveys/Site Visits	
July – Aug 2015	Programme Planning (Options for Consultation)	DMT/CMB Briefing
Sept – Nov 2015	School/Governor Consultations	
November 2015	Provisional Feasibility Studies (possible)	Approval to Spend required
November 2015 to	Pre Statutory and	DMT/CMB Approval to consult
February 2016	Statutory Consultation	DMT/CMB/Forward Plan Approval
3 February 2016	Publication of Forward Plan (April 2016)	
25 February 2016	Cabinet Report to Democratic Services	
15 March 2016		Cabinet Decision on proposed expansions and approval to spend
May 2016	Commission Expansion Works (Quick Wins)	
	Commission Projects (Expansions)	
	Feasibility and Design Work	
January 2017	Commence Procurement	
July 2017	RIBA Stage J – Sealing Contracts	
(from) August 2017	Commence Works	
(from) September 2019	New Provision Opens	

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42 **Building a New School:**

This option was previously discounted for the following reasons:

- It would be disproportionately expensive relative to expansion of existing Schools, owing to the need to build ancillary facilities and potential site acquisition costs;
- There is a paucity of suitable sites (in terms of location and size) to accommodate such provision; and
- The creation of such provision could create issues in the future if pupil numbers were to drop again, as it would not be as readily “mothballed” as expansions on existing sites.

43 **Reutilisation of recently closed School sites:**

This option was previously discounted primarily on the basis of these sites being in the wrong location for new provision, with regard to the anticipated spread of pupil numbers across the city. Other discounting factors included the expense of refurbishing the accommodation in question (bearing in mind the lack of maintenance since its closure), as well as the fact that the sites have typically been earmarked for disposal (with this process being fairly well progressed).

44 **Utilisation of Primary Schools:**

This option was considered in terms of the potential to create “all through” provision on primary sites. This option was discounted on the basis that there aren’t any primary sites in the city that would be of sufficient size, without the total redesign and rebuild of facilities. As stated above, such a proposal would be disproportionately expensive relative to the proposals included within this report.

45 **Approach Hampshire to provide additional places:**

Whilst a number of families do exercise their right to attend a School outside the City, we thought we would seek to provide the opportunity for all residents who want to, to access ‘good’ or better Schools in Southampton. If all our Schools are ‘good’ or better, the number leaving the city, currently approximately 200 children per year, is likely to reduce. In addition, discussions with Hampshire have indicated that they are not intending to expand secondary provision close to the Southampton border and that, in fact, they may expect the number of Southampton-based pupils attending Hampshire Schools to reduce in the coming years, as their own indigenous population increase works its way through to the secondary sector.

Appendices/Supporting Information:

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