

**Executive**

**18 July 2019**

Report of the Corporate Director of Children, Education and Communities  
Portfolio of the Executive Member for Children, Young People and Education  
seek

**The Provision of School Places and Allocation of School Capital  
Budgets 2019 – 2023 to address secondary place pressures**

**Summary**

1. This report provides members with an update on the work taking place to manage the schools capital programme during the period 2019-2023. It sets out the current options and risks associated with the management of place pressures in the secondary phase in the south and the east of the city and requests approval of a recommended approach to dealing with and mitigating these risks.

**Recommendations**

2. The Executive is asked to:
  - 1) Consider the options and risks associated with the growth in demand for secondary school places in the south and east of the city.
  - 2) The options presented all contain levels of risk in delivering the local authority's statutory sufficiency duty. Members are asked to approve option 2 detailed in paragraphs 14, 19 and 20 to work with Pathfinder and South York Multi Academy Trusts and allocate Basic need funding of £10.4m for the provision of additional school places at Archbishop Holgate's Church of England Academy (£4.4m) and Fulford School (£6m). This represents the option which is currently most cost effective and minimises the majority of the likely risks associated with the delivery of additional secondary school places in a sustainable way.

*Reason: To enable the council to meet its statutory responsibility to provide sufficient school places and continue to meet duties to deliver high levels of parental preference.*

## Background

3. The Local Authority (LA) has a statutory duty under the 1996 Education Act to ensure a sufficient supply of good/outstanding school places in its local area. To deliver this duty the LA will need to work with the Department of Education, all local partners and stakeholders including multi-academy trusts to ensure that we are able to meet the demands of demographic change, parental choice, approved and planned *future housing developments and in-year pressures on school places as families move into the city.*
4. *The effective and efficient management of the local authority's statutory school sufficiency duty is dependent on a number of important factors:*
  - *Having an in-depth understanding of the capacity of the current estate;*
  - *Maintaining an overview of patterns of parental choice through the annual school admissions process;*
  - *Understanding the patterns of demographic change and growth created by existing population trends and by new and projected housing developments including Local Plan sites;*
  - *Working with neighbouring local authorities to better understand supply and demand pressures and to identify the opportunities for joint strategic planning to aid the efficient and cost effective delivery of additional school places.*
  - *Understanding the impact of changes to the school system and the role of the local authority in the development of school provision which have created additional challenges and constraints in the delivery of the school sufficiency duty.*
5. Extensive work on pupil projections has taken place over the last two years which has enabled the Local Authority to better understand local area needs in terms of school places and identify areas of the city where deficit of places are anticipated.

6. Projections have indicated that work is now required to add additional school places across several areas of the city. The most significant place pressures are at secondary school level, although there is some localised pressure for additional places at primary school level in a limited number of areas of the city. The table below shows the forecast surplus/deficit of Year 7 – 13 places for the next 7 years for York as a whole. However, these overall projections mask specific areas of pressure, with this being particularly acute in the east and south of the city.

Forecast Years 7 - 13 Pupil Numbers York Secondary Planning Area :							
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Surplus / (Deficit)	512	311	155	17	(89)	(116)	(95)

7. As described in paragraph 6 there is increasing place pressure across the secondary phase which requires the local authority to add additional places in a number of schools across the city; in the period up to 2023 the most urgent of these issues are in the east and south. A budget of £10.4m has been set aside from the total basic need budget of £22.2m to address the pressures in those two areas and this paper outlines the options and associated risks involved in these delivering additional places .
8. In order to meet need the Local Authority has the option of working with existing schools and multi-academy trusts to grow school places or work with new providers through the free school presumption process. Consultation with Pathfinder and the South York multi-academy trusts is taking place to consider the feasibility of expansion possibilities at Archbishop Holgate’s Church of England Academy and Fulford School. Some funding will need to be released to commence feasibility work at both sites.
9. This work will inform the development of plans for expansion at both sites. Both multi-academy trusts have shown a commitment to working with the local authority to support its sufficiency duty and both secondary schools are currently oversubscribed with continuing high levels of parental preference and a growth in pupil numbers within their catchment areas. The current growth of pupil numbers in the catchment areas of both schools means that some additional pupil places will need to be created for the start of the academic year 2020/21 meaning that any capital works will need to commence in early 2020 and be completed by September 2021.

10. The table below shows the forecast surplus/deficit of Year 7 – 13 places for the next 7 years for the East York School Planning Area, which is a single school planning area, containing the secondary catchment area for Archbishop Holgate’s CE School.

Forecast Years 7 - 13 Pupil Numbers East York Secondary Planning Area :							
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Surplus / (Deficit)	(20)	(80)	(111)	(149)	(159)	(156)	(146)

11. The table below shows the forecast surplus/deficit of Year 7 – 13 places for the next 7 years for the South East York School Planning Area, which is a single school planning area, containing the secondary catchment area for Fulford School.

Forecast Years 7 - 13 Pupil Numbers South East York Secondary Planning Area :							
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Surplus / (Deficit)	(45)	(97)	(155)	(173)	(191)	(163)	(153)

12. The table below shows the forecast surplus/deficit of Year 7 – 13 places for the next 7 years for the West York School Planning Area, which contains the secondary catchment areas of Millthorpe and York High and any relevant pupil projection information on All Saints' RC and Manor CE. Although the table below shows a small surplus of places at a whole school level for this planning area, this masks the pressures felt by some schools within this area and in some year groups. Further work will be taking place to present the options for addressing future pressures in the West and a paper will be presented to the council’s executive for decision in 2020.

Forecast Years 7 - 13 Pupil Numbers West York Secondary Planning Area :							
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Surplus/(Deficit)	139	111	111	76	45	30	85

## Options

13. Option 1: Do nothing
14. Option 2: Work with the Pathfinder and South York multi-academy trusts to add additional classrooms and social spaces to Archbishop Holgate’s and Fulford secondary schools to accommodate the growth in pupil numbers using basic need to fund both expansions. If this is the preferred option, further papers will be brought back to the Executive for each of the two schemes once the feasibility work is completed and

plans have been drawn up to seek solutions to any access and transport issues and ensure they meet planning requirements.

15. Option 3: Build a new secondary school through the free school presumption route.
16. Option 4: Transport additional pupils from the east and south catchment areas to other schools that have spare places.

## **Analysis**

17. There are risks associated with each of the options outlined above with no completely risk free option being available.
18. Option 1 to do nothing would result in a large number of children being unable to access secondary school places in York. This would be reputationally damaging to the council as it would have failed to deliver its statutory duty to deliver sufficient school places in its area and this would trigger intervention by central government.
19. Option 2 to work with the Pathfinder and South York multi-academy trusts to add additional school places at Archbishop Holgate's and Fulford secondary schools would mean that the council could deliver its statutory sufficiency duty and that children living within the catchment areas of the two schools could access a school place close to their homes. This option would also mean that parental preference could be met. It would also add places to existing outstanding provision so the quality of provision would be maintained. Both multi-academy trusts currently work in partnership with the council through the York Schools and Academies board and have a commitment to providing and maintaining inclusive education.
20. There are however risks associated with both these capital schemes as both schools are urban sites with limited outdoor space and this would have to be taken in to account in looking at design options as part of the feasibility studies. There are also access issues at Fulford School related to transport which would need to be resolved as part of the masterplan for the further development of the school site. Adding additional places to these existing schools would be the most cost effective way of meeting the rise in pupil numbers as it would minimise transport and capital development costs and the build could deliver additional places within the timescale outlined in paragraph 7. However,

in both schemes there are complex planning issues which will need to be addressed before any funds are allocated.

21. In considering option 3, current pupil projections show that the total number of additional secondary pupil places needed would be approximately 400. A secondary school of this size would be unsustainable and would not provide value for money. In order to open a new school using the free school presumption route the council would need to have sufficient funding to cover the purchase of a site, the capital costs of building the new school and the revenue costs associated with equipping and running the new school. This would require a minimum of £25 million which is above the total basic need allocation currently available to the council. It would also take at least three years to build and open the new school meaning that current pressures could not be met. Option 3 would involve inviting new providers in to the city through the free school presumption route.
22. Option 4 would involve the Local Authority having to transport pupils from the east and south to other parts of the city where school places were available. This would add to the general fund pressures as school transport is a cost to the general fund. It would also be reputationally damaging for the council as parental preference would not be delivered in the east and the south.
23. As discussed above none of the options presented are without risk however members of the Executive are asked to allocated £10.4m of basic need funding to add education facilities including classrooms at Archbishop Holgate's and Fulford secondary schools as this represents the most deliverable and reasonable solution from the options available.

### **Human Resources (HR)**

24. There are no HR implications.

### **Legal**

25. The Local Authority has the legal responsibility to ensure the sufficiency of school places within its area.

### **Finance**

26. The budget in the Children's Services Capital Programme that is referred to in this report is the main Basic Need scheme. The total

amount unallocated and available within the scheme for the period 2019/20 – 2021/22 is approximately £21.4m. The proposal detailed at Option 2, if approved would require earmarking approximately £10.4m of this unallocated balance, leaving an amount of £11m available for dealing with other place pressures across the city.

27. Basic Need funding is provided from central government to local authorities based on projected pupil numbers. Each local authority provides an annual return to the Department for Education setting out their projections. The City of York Council's return over the last few years has been projecting increased pupil numbers across the secondary phase but also in a small number of primary school areas. This has resulted in the build-up of the basic need funding which now needs allocating to individual schemes and for the works to begin to provide for the places that are now required.

### **Crime and Disorder**

28. There are no Crime and Disorder implications.

### **Information Technology (IT)**

29. There are no IT implications.

### **Property**

30. Some of the schools which may need to expand will be academies and will be part of a larger Multi Academy Trusts. Legal advice will need to be provided in each case before final decisions are made around each project.

### **Other**

31. There are no other identified implications.

### **Risk Management**

32. The Council needs to address any potential shortage of school places across its area whilst ensuring it has sufficient funds to increase school places where required. This paper seeks to allocate funding to add additional secondary school places to meet pressures in the east and the south of the city enabling a clear plan in terms of meeting parental preference and ensuring sufficient funding is available.

## Contact Details

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**Report**  **Date** 3 July 2019  
**Approved**

### **Specialist Implications Officer(s)** List information for all

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**Wards Affected:** All wards

**For further information please contact the author of the report**