



**Report to:** Schools Forum

**Subject:** Supply of school places and special school infrastructure

**Date of meeting:** 24 February 2016

**Report from:** Alison Jeffery, Director of Children's Services

**Report by:** Mike Stoneman, Acting Deputy Director of Children's Services - Education

**Wards affected:** All Wards

**Key decision:** No

**Full Council Decision** No

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## 1. Purpose of report

1.1 The purpose of this report is to:

- a) Inform Schools Forum about the current position for both primary and secondary school places;
- b) Provide an update on the implementation of the Council's sufficiency programme to secure the additional places needed for both primary and secondary school places; and
- c) Seek Schools Forum's endorsement to submit to the Education Funding Agency the proposal to allocate £2m from the Dedicated Schools Grant carry-forward to support the remodelling of the Special Schools to support children with more complex needs

## 2. Recommendation

2.1 It is recommended that Schools Forum:

- a) Note the current position for both primary and secondary school places and the substantial progress made in term of the primary sufficiency programme and the plans in place for implementing the secondary sufficiency programme;
- b) Endorse the submission to the Education Funding Agency of the proposal to allocate £2m from the Dedicated Schools Grant carry-forward to support the remodelling of the Special Schools to support children with more complex needs.

### 3. Background: primary school places

3.1 On the 12<sup>th</sup> February 2012 Full Council approved the allocation of £4.96m for a major sufficiency programme (Phase 1) which sought to expand 6 primary schools and create an additional 1065 school places. The programme also included the establishment of a 2 form entry primary provision at Mayfield School as part of an all through 4-16 school, creating an additional 420 primary places in an area where there is an acute demand for school places. All of these schemes are now complete with the exception of Mayfield School which is due to be completed in March 2016.

3.2 On 10<sup>th</sup> February 2015, Full Council approved an allocation of £11.7m to support a second phase of primary school expansion programme and to cover an overspend in Phase 1. All of these schemes are now underway with the majority due to be completed by September 2017. A balance of £3m remains which has been earmarked for:

- the expansion of Arundel Court Primary School (subject to Priority School Building Programme Round 2 feasibility study which will be undertaken by the Education Funding Agency commencing in March 2016);
- a small expansion of Moorings Way Infant School (approved by the Cabinet Member on 17<sup>th</sup> February 2016); and
- a contribution to the remodelling of Cliffdale Primary and Redwood Park Schools.

3.3 Details of the primary sufficiency projects for both Phases 1 and 2 are set out in Table 1 below.

**Table 1: Summary of Primary Sufficiency Projects - Phases 1 and 2**

School	No of school places	Date places provided
<b>Phase 1: Primary Sufficiency Programme</b>		
Ark Ayrton Primary Academy	Expanded from 1.5 to 2 form entry (additional <b>105</b> places)	Completed (September 2014)
Cottage Grove Primary School	Expanded from 1.5 to 2 form entry (additional <b>105</b> places)	Completed (September 2013)
Highbury Primary School	Expanded from 1.5 to 2 form entry (additional <b>105</b> places)	Completed (September 2014)
Mayfield School	New 2 form entry primary provision (as part of an all through school - creating an additional <b>420</b> places)	(Year R) completed (September 2014; 2 Forms of entry in take year on year from September 2014). Project due to be completed in April 2016
Portsmouth Primary School	Expanded from 1.5 to 2 form entry (additional <b>105</b> places)	Completed (September 2013)

Stamshaw Junior School	Expanded from 2 to 3 form entry (additional <b>120</b> places)	Completed (September 2013)
Westover Primary School	Expanded from 1.5 to 2 form entry (additional <b>105</b> places)	Completed (September 2015)
<b>Phase 2 Primary Sufficiency Programme</b>		
Craneswater Junior School	Expanded from 3 to 4 form entry (additional <b>120</b> places)	Due to be completed by Sept 2017 (refurbishment of classrooms to accept additional forms of entry from Sept 2015)
Northern Parade Infant and Junior Schools	Expanded from 3 to 4 form entry (additional <b>210</b> places)	Due to be completed by Sept 2017 (refurbishment of classrooms to accept additional forms of entry for Year R and Year 3 from Sept 2015)
Newbridge Junior School	Expanded from 4 to 5 form entry (additional <b>120</b> places) through the establishment of a Year 6 Annex at Portsmouth Academy for Girls	Due to be completed by January 2017 (additional form of entry will commence from Sept 2016)
Langstone Infant and Junior Schools	Expanded from 3 to 4 form entry for 1 year only (additional <b>30</b> places)	Bulge Year commenced at Year R in Sept 2012 (currently at Year 3) (project at the Junior School is also addressing suitability issues)
Moorings Way Infant School	Expanded from a PAN of 40 to 45 (additional <b>15</b> places)	Due to be completed by Sept 2017 (project is also addressing suitability issues at the school)
<i>Arundel Court Primary School</i>	<i>Expansion from 2.5 FE to 3 FE (subject to EFA feasibility study as part of PSPB2)</i>	<i>Subject to EFA feasibility study</i>
<b>Total number of additional places</b>	<b>1560</b>	

3.4 As a result of the Council's investment in primary school places our latest forecasts (as set out in Table 2) show that for Year 3 a surplus of 3% is likely to be maintained. For Year R the current forecasts show that places will remain extremely tight. However, based on the latest SAPF (Small Area Population Forecasts from HCC) and live birth data it is likely that the surplus will increase. The forecasts will be updated later this year to coincide with the annual return to the DfE.

**Table 2: Year R and Year 3 forecasts**

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
<b>Year R</b>							
Number on Roll (Actual and Forecast)	2353	2442	2353	2331	*2376	*2439	*2455
Capacity (Admission Limit including proposed changes)	2385	2495	2475	2475	2475	2475	2475
Surplus / deficit	<b>32</b>	<b>53</b>	<b>122</b>	<b>144</b>	<b>*99</b>	<b>*36</b>	<b>*20</b>
%	<b>1.3%</b>	<b>2.1%</b>	<b>5.1%</b>	<b>6.1%</b>	<b>4.1%</b>	<b>1.4%</b>	<b>0.8%</b>
<b>Year 3</b>							
Number on Roll (Actual and Forecast)	2053	2222	2277	2324	2330	2368	2370
Capacity (Admission Limits including proposed changes)	2228	2264	2340	2385	2445	2445	2445
Surplus / deficit	<b>175</b>	<b>42</b>	<b>63</b>	<b>61</b>	<b>115</b>	<b>77</b>	<b>75</b>
%	<b>8.5%</b>	<b>1.8%</b>	<b>2.7%</b>	<b>2.6%</b>	<b>4.9%</b>	<b>3.2%</b>	<b>3.1%</b>

\*Subject to further changes in 2016 to reflect latest SAPF and live birth data

#### 4. Background: secondary school places

- 4.1 Whilst there is currently a surplus of secondary school places in Portsmouth, the surplus only exists in 3 of the 7 planning areas. Furthermore, this surplus is forecast to reduce rapidly due to the increased numbers of pupils in the primary schools so that by 2018/19 there will be very few places left in Year 7 based on current Admission Limits. From 2019/20 the deficit in secondary school places will increase unless additional school places are secured.

**Table 3: Year 7 forecasts**

Year 7	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22
Number on Roll (Actual or Forecast)	1630	1632	1747	1809	1820	1956	1993	2043	2063
Capacity (Admission Limits)	2020	2020	2010	2010	1969	1969	1969	1969	1969
Surplus / deficit	<b>390</b>	<b>388</b>	<b>263</b>	<b>201</b>	<b>149</b>	<b>13</b>	<b>(24)</b>	<b>(74)</b>	<b>(94)</b>
% surplus / deficit	<b>19.3%</b>	<b>19.2%</b>	<b>13.1%</b>	<b>10.0%</b>	<b>7.6%</b>	<b>0.7%</b>	<b>(1.2%)</b>	<b>(3.8%)</b>	<b>(4.8%)</b>

- 4.2 In order to plan for the increase in secondary school places, the Council commissioned the consultancy Re-Format in September 2015 to undertake a feasibility study in four phases:
- Phase 1: undertake a due diligence review of the Council's pupil forecasting methodology
  - Phase 2: review the existing secondary school capacity against forecast demand
  - Phase 3: determine the additional secondary school places needed over the next 10 years and where those places should be sited
  - Phase 4: prepare detailed options and recommendations for consideration
- 4.3 Re-Format has recently concluded their work. A summary of the key findings is given below:
- The phase 1 report concluded that the methodology used by the Council to establish the pupil number forecasts was robust and accurate and therefore provided a good platform for strategic planning
  - The report concluded that there was capacity to expand the existing secondary school provision and revealed that there is sufficient core capacity to be able to add classrooms to existing schools rather than build a new school, therefore providing the opportunity to spread the provision of new school places across the City.
  - The report also demonstrated value for money in expanding secondary schools against building a new school - total increase of 1060 places could be achieved for £13.2m compared to £20m for a new school
  - A range of short term and longer term options were identified from minor interior alterations to large classroom block extensions
  - Phased developments were considered in order to allow an increase in the Published Admission Number of a school before the completion of the main project
- 4.4 Detailed discussions have taken place with all of the secondary schools to identify both short and long term expansion opportunities to meet the demand for places. Although subject to detailed design and feasibility, a summary of these schemes is shown in Table 4 below.
- 4.5 On 9<sup>th</sup> February 2016, Full Council allocated £1.5m for phase 1 of the secondary sufficiency programme (short term projects) and £1.8m for Phase 2 (longer term projects). Following this announcement and the conclusion of the Re-Format feasibility study, the Council will now be working with a number of secondary schools to complete the design and feasibility for both short term and long term projects. The full funding of the longer term projects will be subject to future allocations of basic need funding from the DfE and approval by Full Council.

**Table 4: summary of short-term and longer term secondary school expansion projects in Portsmouth**

<b>Secondary School</b>	<b>Short term projects 1-3 years 2016/17 - 2018/19</b>	<b>Long term projects 3-6 years 2019/20 - 2021/22</b>
Admiral Lord Nelson Academy	None identified due to limited options for internal reconfiguration	3 expansion projects identified increasing the PAN from 200 to 240; 270; and 300. New separate classroom block + updates to WCs, secure entrance and landscaping. For the increases of +70 and +100 internal reconfiguration to create 2 science labs. Estimated costs of £2.8m; £5.12m; and £7.26m
Trafalgar Academy	Increase of PAN from 197 to 200 - new NC is within recommended range for existing school area.	Expansion project to increase PAN from 200 to 220: new small hall, block of 10 classrooms and conversion of 2 large classrooms to science labs. Estimated cost of £3.35m
Mayfield School	No short term option identified due to PSPB2. The current NC is under the recommended range for the existing school area, but any increase would require an expansion of kitchen and dining facilities.	Subject to discussions with EFA and outcome of PSPB2 feasibility study
Miltoncross Academy	Increase PAN from 200 to 220 - internal modifications to convert learning rooms to classrooms; acoustic improvements to dining area and covered external area / satellite servery. Estimated cost of £165k	No longer term option identified due to restricted site
Priory Academy	Due to current size of the school and the restricted site, no short term or longer term options were identified.	No option identified
Springfield School	Increase PAN from 227 to 240 - conversion of swimming pool to gym and update changing rooms; internal alterations to improve circulation. Estimated cost of £340k	Two options identified increasing the PAN from 240 to 280 and 300 - new blocks of classrooms + WCs and storage. Estimated costs of £1.59m and £3.65m
St Edmunds Catholic School	Increase in PAN from 189 to 2018 - classroom extension to replace temporary units and address sufficiency, condition and suitability issues. Estimated cost of £1.6m to be funded by the school, the Catholic Diocese and the Council (£0.5m)	Longer term options under discussion
Portsmouth	Increase in PAN from 192 to 225 (3	Two options identified to increase PAN

Academy for Girls	years) or 250 (2 years) - improve circulation and create additional two classrooms through internal alterations; convert offices to changing rooms and WCs. Estimated cost of £250k	to 225 or 250 - new 2 or 3 storey block of classrooms; convert 2 existing art classrooms to science and DT; new external landscape. Estimated costs of £3.06m and £4.47m
Charter Academy	No short term options identified due to potential growth of sixth form	Increase in PAN from 120 to 135 - conversion of community gym to IT or food tech classroom; installation of roof lights to sports hall (to be used for exams). Estimated cost of £128k
King Richard School	No option identified due to PSBP1 Project and opening of new 1000 capacity school in September 2017	No option identified due to PSPB2

## 5. Background: places for special educational needs and disabilities (SEND)

- 5.1 To ensure that the Council continues to meet its statutory duties in terms of school places and provision of places for SEND, the Council has been taking forward a number of capital schemes both in mainstream and special schools, details of which are given below.
- 5.2 On 10<sup>th</sup> February 2015 Full Council approved an allocation of £2.5m to refurbish the **Vanguard Centre** in Cosham and provide a bespoke facility for The Harbour School in order to relocate provision at Harbour @ Fratton (due to very poor condition of the building but also on the grounds of suitability and sufficiency) and Harbour @ Milton (due to the fact Solent NHS Trust has served notice to THS to vacate the premises). The feasibility work has been completed and work is due to commence in June 2016 and will be completed by April 2017.
- 5.3 On 10<sup>th</sup> December 2015 the Cabinet Member for Children and Education agreed to the remodelling of the current specialist provision to create additional specialist resourced provision places within mainstream schools for children with an education health and care (EHC) plan for communication and interaction needs, including speech, language and communication needs (SLCN) and autism spectrum disorders (ASD). Schools have recently been asked to submit an expression of interest to deliver this additional resourced provision. The remodelling includes the following:
- The transformation of the current 22 development and assessment unit (DAU) places into specialist resourced provision for children with communication and interaction needs from September 2017 (18 resourced places to be created across Key Stages 1 and 2)
  - The establishment of a secondary phase resourced provision for pupils with communication and interaction needs from September 2016 (funding from DSG will be used to establish up to a maximum of an additional 6 secondary phase resourced provision places)

- The review of admissions and exit criteria for the existing resourced provision within the City to ensure the specialist provision is able to meet the range of SEND

- 5.4 The Council is currently working with both Redwood Park School and Cliffdale Primary Academy (Solent Academies Trust) to ensure that the two schools can take more complex cohorts of pupils whilst at the same time the Council works with mainstream schools to develop a more inclusive mainstream education. To achieve this will mean a significant remodelling of the accommodation at both schools in order to establish smaller classrooms and more break out facilities. The remodelling will also need to address both suitability and condition issues due to the age of the buildings.
- 5.4 Detailed feasibility work has commenced at both schools following workshops that were held at Redwood Park School in June 2015 and at Cliffdale Primary Academy in November 2015 to determine the scope and scale of the works required to adapt the provision for more complex cohorts of pupils.
- 5.5 The two schemes are currently being appraised by Housing and Property Services to ensure that they are feasible in terms of site and operational constraints.
- 5.6 On the 9<sup>th</sup> February 2016 Full Council allocated £1.2m towards the works required to adapt the accommodation at both Redwood Park and Cliffdale Primary Academy. However, the outcome of the feasibility work described above is likely to identify that to achieve both schemes the overall cost will be in excess of £5m to enable both schools to be brought up to modern teaching and accessibility standards.

## **6. Business case to the Education Funding Agency**

- 6.1 There are currently 35 pupils in out of city independent and non-maintained specialist settings. The Educational element of the cost of these placements is currently forecast to amount to £1.73m (an average cost of £49k), plus transport costs which can cost in excess of £6,000 per year. In 2011-12 the budget for out of city placements was £1.0m for 22 pupils and has increased to £1.75m and 35 pupils in 2016-17 (an increase of 75% and 59% respectively).
- 6.2 Cliffdale Primary Academy and Redwood Park School are currently configured to take pupils with moderate learning difficulties and autistic spectrum disorder. Adaptations to the school premises are required to make the buildings suitable for taking a higher proportion of pupils with more complex needs. A capital investment in school buildings could produce future revenue savings to the Dedicated Schools Grant (DSG), as pupils may be able to be educated in Portsmouth rather than having to attend expensive out of city provision.
- 6.3 The average level of need for pupils based at Cliffdale and Redwood Park Schools is around a top-up band E (approximately £6,000). If pupils with



more complex needs were placed at these Schools, it is estimated the additional top-up funding required to be paid to these schools per pupil (assuming top-up band B) would be in the region of £5,800. Therefore the saving to the DSG per pupil could amount to circa £43,000<sup>1</sup>.

- 6.4 The table below illustrates the potential annual savings from educating the specified number of pupils in local provision rather than in expensive out of City provision and the time that it would take to pay back an investment of £2 million. However, it should be noted that although these savings can potentially be achieved for future pupils it is not always possible, due to the educational needs of the pupils and need for a stable education, to take pupils out of their current placement.

Number of pupils brought back or not placed at non-maintained out of city provision	5	10	12
Average saving per pupil	£43,000	£43,000	£43,000
Total Annual Saving	£215,000	£430,000	£516,000
Time (Years) taken to pay back £2 million	9.3	4.7	3.9

- 6.5 If Schools Forum were to endorse the reallocation of £2m of the DSG to support the capital projects at both Redwood Park and Cliffdale Primary Academy then this funding in addition to capital funding of £1.2m agreed by Portsmouth City Council in February 2016, together with a re-allocation of funding from phase 2 of the sufficiency programme would enable both projects to proceed. Before the funding could be released from the DSG, it will be necessary to secure Secretary of State approval.

## 7. Legal Services' comments

- 7.1 Section 13 of the Education Act 1996 imposes a statutory duty on local authorities to secure that sufficient education is available to meet the needs of the population in their area. Section 13A of the Education Act 1996 requires a local authority to exercise its education functions with a view to promoting high standards, ensuring fair access to educational opportunity and promoting the fulfilment of learning potential. Section 14 of the Education Act 1996 imposes a duty on local authorities to secure sufficient primary and secondary schools in their area, sufficient being in relation to number, character and equipment to provide for all pupils the opportunity of appropriate education. The authority's ongoing actions in regards to school places as detailed in this report therefore assist in meeting these duties.
- 7.2 Proposals to reorganise maintained school provision to meet the above requirements, such as expansion, are governed by the procedures set out in the Education and Inspections Act 2006 and the School Organisation

<sup>1</sup> Average cost of an out of city placement of £49,000 less the additional cost of top-up payments £5,800.

(Prescribed Alterations to Maintained Schools) (England) Regulations 2013 (“Prescribed Alterations Regulations”) and relevant statutory guidance. In the case of existing Academies, any significant changes would be negotiated directly between the Academy and the Education Funding Agency.

- 7.3 The Dedicated Schools Grant (DSG) is a ring-fenced grant allocated to the Local Authority according to Department for Education (DfE) criteria for three spending blocks, Schools, Early Years and High Needs Blocks. The School and Early Years Finance (England) Regulations require the authority to consult with the Schools’ Forum on the allocation of the resources under the Dedicated Schools Grant including the prospective allocation of surplus budgets.

## **8. Finance comments**

- 8.1 On the 9<sup>th</sup> February 2016 Full Council allocated £1.2m towards the improvements of the infrastructure at Redwood Park and Cliffdale Special Schools. If Schools Forum endorse the proposal to utilise £2m of the DSG carry forward to support these projects, the authority will then seek Secretary of State approval to enable the use of these funds.
- 8.2 The proposals should reduce the continued growth in the out of city placements and enable the authority to at least maintain the budget at the current value. Overtime it is expected that as current pupils leave education and future pupils are placed in the reconfigured schools that the pressure on the out of city placements element of the DSG will reduce, potentially enabling funding to be redirected.
- 8.3 It is not expected to increase the number of places commissioned at Redwood Park or Cliffdale and any on-going revenue implications will be funded by the schools through their individual schools budget through the DSG.

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Signed by: Alison Jeffery, Director of Children's Services

**Background list of documents: Section 100D of the Local Government Act 1972**

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

<b>Title of document</b>	<b>Location</b>