



**North Yorkshire County Council
Scarborough & Whitby Area Constituency Committee
16 September 2020**

Schools, educational achievement and finance

1.0 Purpose of the Report

- 1.1 To inform Members of the local educational landscape, educational achievement and the financial challenges which affect schools in the Scarborough & Whitby constituency committee area.

2.0 Local educational landscape

- 2.1 There are now 13 primary academies and 4 secondary academies within the Scarborough & Whitby constituency area. The academy conversion rate is slightly higher within the constituency area than the county as a whole (33% of primary schools in the area compared to 28% in North Yorkshire, and 57% of secondary schools in the area, compared to 56% in North Yorkshire).

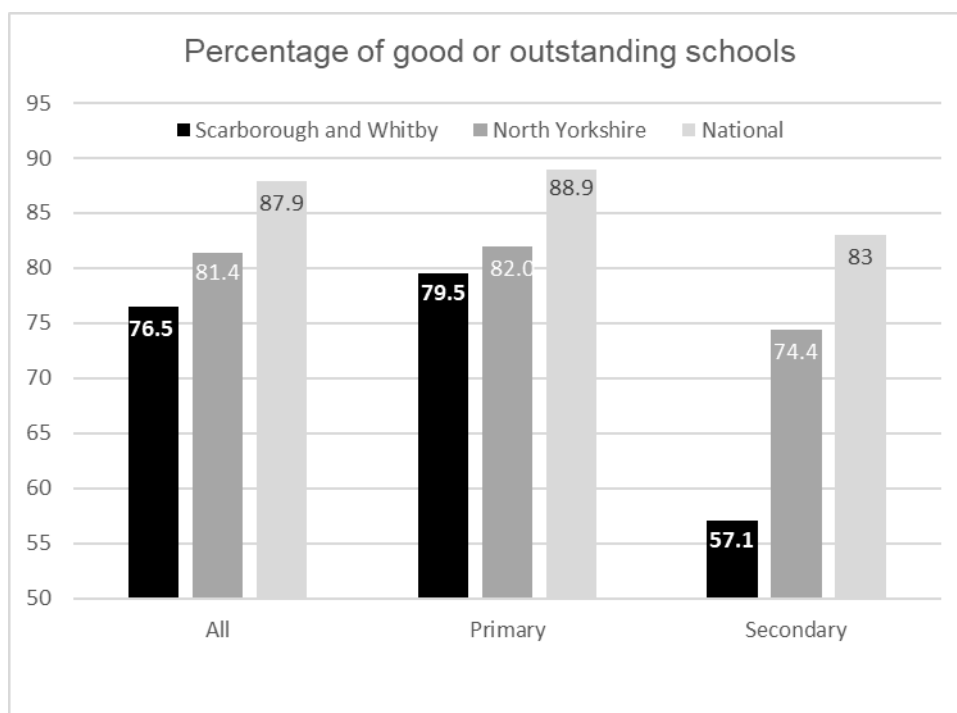
Summary of schools' status – 31 August 2020

	Schools in North Yorkshire		Schools in Scarborough & Whitby ACC	
Primary Maintained	218	71.7%	26	67%
Primary Academy & Free Schools	86	28.3%	13	33%
Total	304		39	
Secondary Maintained	19	44%	3	43%
Secondary Academy & Free School	24	56%	4	57%
Total	43		7	
Special Maintained	8	80%	2	67%
Special Academy	2	20%	1	33%
Total	10		3	
PRU Maintained	4	80%	1	100%
PRU Academy	1	20%	0	
Total	5		1	
Total maintained	249	69%	32	64%
Total Academy	113	31%	18	36%
Overall Total	362		50	

3.0 School standards

3.1 School Ofsted judgements

In the constituency area 79.5 per cent of primary schools are judged good or outstanding by Ofsted, which is below the North Yorkshire and national averages. In terms of secondary schools, 57.1 per cent are judged good or outstanding, which is lower than the North Yorkshire average and the national average. There are 7 schools currently judged requires improvement and 5 judged inadequate.



3.2 Attainment overall

Following the Coronavirus pandemic and lockdown, pupils in all phases of schooling did not sit formal examinations. This means that for GCSE, A Level and other qualifications, pupils' grades are based on centre assessed grades (CAGs) or the grade calculated by the exam board during the standardisation process, whichever is higher. Schools followed rigorous guidance in order to make sure that their CAGs were as accurate as possible. Since government guidance states that 2020 outcomes must not be used for monitoring and accountability purposes, the Local Authority will not be publishing 2020 examination results or outcomes at any key stage. With regard to Ofsted, inspections have ceased and will not be reinstated until January 2021 although Ofsted 'visits' will be undertaken during the Autumn term in order to gather information about how schools across the country are managing the full return to school. Guidelines to Ofsted inspectors say that the data and information will be based on 2019 exam results.

The following sections provide 2019 outcomes for:

- Early Years Foundation Stage Profile – assessment at the end of reception (4-5 year olds)
- Key Stage 2 – assessment at the end of primary school (10-11 year olds)
- Key Stage 4 – assessment at the end of secondary school (15-16 year olds)
- Key Stage 5 – assessment at the end of sixth form/college (17-18 year olds)

3.3 Early Years Foundation Stage Profile

70.0% of children in the constituency area achieved a Good Level of Development. The level of performance has improved since 2017 but is still below the national and North Yorkshire averages, which have also improved over that timeframe.

Early Years Foundation Stage Profile – percentage achieving a good level of development			
	Scarborough & Whitby	North Yorkshire	National
2017	67.1%	71.6%	70.7%
2018	67.5%	72.5%	71.6%
2019	70.0%	72.8%	71.8%

3.4 Key Stage 2

55.7% of children in the constituency area achieved the expected level or above in reading, writing and maths combined, which is below the North Yorkshire and national benchmarks. The level of performance in the constituency has decreased since 2018 by 1.8%, over the same period the average achievement improved across North Yorkshire and nationally.

Key Stage 2 - percentage achieving the expected standard or above in reading, writing and maths combined.			
	Scarborough & Whitby	North Yorkshire	National
2017	49.3%	58.7%	61.1%
2018	57.6%	62.2%	64.4%
2019	55.7%	63.3%	65.0%

3.5 Key Stage 4

The average Attainment 8 score, which measures the achievement of a pupil across eight qualifications, was 40.8. This is below the North Yorkshire average and below the national average. Performance had increased between 2017 and 2018 but fell for 2019. The national trend across the same period was a more modest increase between 2017 and 2018 but this increase continued between

2018 and 2019. Although average Attainment 8 Scores across North Yorkshire remained above those for the constituency the opposite trend was true with a decrease between 2017 and 2018 followed by an increase between 2018 and 2019.

KS4 – Average Attainment 8 Score			
	Scarborough & Whitby	North Yorkshire	National
2017	41.9	49.6	46.3
2018	42.3	48.3	46.4
2019	40.8	48.7	46.7

The Progress 8 score, which measures a pupil's progress from the end of primary school to the end of secondary school, was lower than the national average and the North Yorkshire average (0 is the national average). The performance, by this measure, has got worse since 2017. This also the case on average across North Yorkshire although the starting point was higher and the level of decrease is not as high as that in the constituency.

KS4 – Average Progress 8 Score			
	Scarborough & Whitby	North Yorkshire	National
2017	-0.13	0.17	0.00
2018	-0.06	0.13	0.00
2019	-0.31	0.09	0.00

The percentage achieving a grade 5 or above (grading is 9-1) in English and Maths was 34.3%. This is below the national average and below the North Yorkshire average. There was improvement in the constituency between 2017 and 2018 against a slight decline in the North Yorkshire average but a slight improvement nationally. However, between 2018 and 2019 the average achievement by this measure fell in the constituency alongside a smaller decrease across North Yorkshire and a small increase in performance nationally.

KS4 – Percentage achieving a grade 5 or above in English and Maths			
	Scarborough & Whitby	North Yorkshire	National
2017	35.8%	50.4%	42.6%
2018	38.7%	47.7%	43%
2019	34.3%	47.4%	43.2%

3.6 Key Stage 5

The A-level average point score per entry in the constituency was 30.8 which is below the national and North Yorkshire averages. The increase in this score since 2018 is similar to the increase across the North Yorkshire and Nationally across the same period.

KS5 – A-level average point score per entry			
	Scarborough & Whitby	North Yorkshire	National
2017	32.9	33.9	32.3
2018	28.3	32.8	31.8
2019	30.8	33.4	32.2

3.7 Not in education, employment or training

There were 993 young people recorded in Year 11 in May 2019 across the constituency and of this cohort 10 (1.01%) were not in education, employment or training after leaving school as of January 2020.

Of the 34 young people who were not in education, employment or training after leaving school across the county 29.4% were located in this constituency area.

4.0 Fixed-term and Permanent Exclusions

4.1 Fixed-term exclusion incidents

The table below shows the number of fixed-term exclusion incidents for the 2019/20 academic year to 23rd March (lockdown).

In the 2019/20 school year up to Covid-19 lockdown, 1023 of the 4111 incidences of fixed-term exclusions in mainstream schools across the county were applied to 338 children and young people who went to schools in the constituency. The current rate of children fixed-term excluded at least once in the year is 2.9% of the mainstream school population in the constituency.

The most common reason for a fixed-term exclusion in the constituency has consistently been 'persistent disruptive behaviour'.

Fixed term exclusions				
Academic year	Scarborough & Whitby	North Yorkshire	Percentage of North Yorkshire total	Most common reason (Scarborough & Whitby)
2019/20 (up to 23rd March Covid-19 lockdown)	1023	4111	24.90%	Persistent disruptive behaviour (48%)
2018/19	2001	5962	33.60%	Persistent disruptive behaviour (52.1%)
2017/18	1869	6,005	31.10%	Persistent disruptive behaviour (50.9%)
2016/17	1362	4,583	29.70%	Persistent disruptive behaviour (57.1%)

In 2019/20 schools in the constituency area had a 14.4% share of the total schools' population in North Yorkshire but had a 24.9% share of fixed term exclusions for the whole county, although this proportion dropped from 33.6% in 2018/19.

Fixed-term exclusions can be a useful sanction, but frequent use can place pressure on family and foster placements, impacts on achievement, and may lead to risky behaviour while the pupil is not in school during the day.

4.2 Permanent exclusions

The table below shows the number of permanent exclusions and the most common reasons for permanent exclusion:

Permanent exclusions				
Academic year	Scarborough & Whitby	North Yorkshire	Percentage of North Yorkshire total	Most common reason (Scarborough & Whitby)
2019/20 (up to 23rd March Covid-19 lockdown)	5	56	8.90%	Persistent Disruptive Behaviour (60%, 3 permanent exclusions)
2018/19	20	87	23.00%	Verbal abuse/threatening behaviour against an adult (33.3%)
2017/18	25	103	24.20%	Physical Abuse against a Pupil (24%) and Physical Abuse against an Adult (24%)
2016/17	26	86	30.20%	Physical assault against a pupil (38.5%)

4.3 Local authority response to exclusions

For permanent exclusions, the local authority must arrange suitable full-time education for the pupil to begin no later than the sixth school day of the exclusion.

Reducing exclusions is an on-going priority for the Council as the local authority recognises the negative impact of such on outcomes for young people. Actions to support schools include:

- Tracking levels of exclusion and visiting the highest excluding schools to review the issues behind these exclusions with head teachers
- Proactively contacting schools to offer support to children subject to a high level of repeat fixed-term exclusions
- Training and CPD
- Implementation of the ladder of intervention which sets out best practice and signposts to resources and support for children with challenging behaviour.
- Reshaping of educational provision for those with SEND as detailed in the Strategic Plan for SEND Provision

5.0 Special Education Needs and Disabilities

5.1 Reshaping of SEN Provision in Scarborough & Whitby over the 2019/20 Academic Year

5.1.1 Targeted Mainstream Provision

As part of the SEND Strategic Plan for Educational provision 2018-23, it was identified that there was a need to change the model for Enhanced Mainstream School (EMS) to provide greater numbers of in reach places for children with an EHC Plan who were able to access mainstream schooling but with additional support to meet their special educational needs. A new model of provision, Targeted Mainstream Provision (TMP) has been developed which is intended to help the LA meet demand for full time education provision for children with SEND and who have an Education, Health and Care Plan (EHCP). As the number of children with an EHCP continues to rise, and demand increases on special school and high cost independent school places, the establishment of full time places in TMP will assist the LA in providing suitable local education provision to meet levels of demand.

The process required for changing between these models was started in 2019 and over the 2019/20 academic year consultation was held with stakeholders including at schools where the EMS model was being discontinued and where the new TMP model was proposed to be located. After following the statutory processes required the decision to implement these changes from September 2020 was approved by the NYCC Executive on 18 August 2020. The number of schools currently approved to operate TMP represents the first phase and it is intended that over the next year further schools will be brought on board to increase the total number of TMP across the county. In the initial phase two primary academies, East Whitby Academy and West Cliff Academy have been approved for C&I and SEMH respectively and in addition the Scarborough Pupil Referral Unit will be working to develop a partnership with Scalby School to provide secondary SEMH targeted provision

The 'outreach' offer for children and young people with SEND will continue to be met by the new SEND multi-disciplinary hubs made up of with specialist staff employed directly by the Local Authority including specialist teachers, practitioners, educational psychologists and therapists.

5.1.2 Springhead Special School Sixth Form

A standalone piece of work that has been carried out over the past academic year has been to formalise the temporary arrangement which was in place whereby Springhead School operated their Sixth Form Provision from the former Raincliffe School site in Scarborough. The statutory process was carried out over the Spring and Summer terms, including consultation with stakeholders, and was approved by the Executive on 9th June 2020.

5.2 SEN Statistics for Constituency Area

As of January 2020 there were 427 children living in the constituency with a North Yorkshire funded EHC plan, 13.9% of the North Yorkshire total. The most common needs for children with a North Yorkshire funded EHC plan living in the area are Autistic Spectrum Disorder (ASD) at 26 %, Social, Emotional and Mental Health (SEMH) at 20.4%, and Moderate Learning Disabilities (MLD) at 19.7%.

5.3 As of the January 2020 school census there were 1526 children recorded as SEN Support from schools in this constituency, 16.6% of the North Yorkshire total. The most common needs for children receiving SEN support in the area are Moderate Learning Difficulties at 23.4% and Speech, Language and Communication at 21.2%.

6.0 School Finance

6.1 Schools in Financial Difficulty – the countywide position

As of March 2020 the overall position for North Yorkshire Schools was:

- 37 schools with accumulated deficits totalling £7.2M
- This was an increase of £2.2M from 2018/19 (after adjusting for school closures, amalgamations and academy conversions in 2019/20)
- Deficits range from £1k (small primary) up to £1.6M (special school)
- Average primary school in deficit is £45k
- Average secondary school in deficit is £521k
- Of the 37 schools, 19 are predicting that their position will deteriorate
- 18 schools are projected to improve their position, but only 9 are projected to get back into surplus.

6.2 School Projections - Based on May 2020/21 Start budgets

- 115 LA maintained schools (49%) are projecting an in-year deficit in 2020/21
- 7 schools will move from a surplus balance to a deficit balance by March 2021
- 15% of LA maintained schools are in deficit – that is projected to rise to just over one in five by 2021/22 and two out of every five by March 2023.

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Number of Schools in Deficit	54	47	37	35	55	93
Value of Deficit	£4.4M	£6.0M	£7.2M	£9.4M	£12.5M	£18.3M
Proportion of schools in deficit	19%	18%	15%	15%	23%	40%

6.3 Funding

- Concern around overall quantum of funding given cost pressures (e.g. future pay awards, additional expenditure and income loss associated with Covid-19))
- North Yorkshire secondary schools are placed 133 out of 149 local authorities in terms of funding. On average, a school in North Yorkshire will receive £5,151 per pupil in 2020-21 compared to a national average of £5,496. Comparing the funding for a 1,500 pupil secondary school this equates to a difference in funding of £0.5m
- For primary schools, a North Yorkshire school will receive on average £4,347 per pupil compared to a national average of £4,279.
- Concern over impact of continued high needs financial pressures on school budgets
- North Yorkshire has a number of schools that, geographically, are vital in serving their local communities. Inadequate sparsity funding and general financial pressures, particularly for smaller secondary schools, continue to be a significant concern.

6.4 Schools in Financial Difficulty – Scarborough and Whitby

2020/21	2022/23
4 schools projecting to be in deficit by March 2021; 13% of schools in Scarborough and Whitby	15 schools projecting to be in deficit by March 2023; 48% of schools in Scarborough and Whitby
2 primaries; 1 secondary; 1 special,	9 primaries; 2 secondaries; 2 specials, 1 nursery and 1 PRU
Total projected value of deficits = £901k	Total projected value of deficits = £3.1M
Projected average primary deficit = £37k; Projected average secondary deficit = £751k Projected average special deficit = £75k	Projected average primary deficit = £81k; Projected average secondary deficit = £595k Projected average special deficit = £384k Projected PRU deficit = £379k Projected nursery deficit = £37k

7.0 Planning school places

7.1 School sustainability

The sustainability of schools is largely influenced by three key factors which are usually related to each other:

- Falling pupil rolls
- School standards
- Financial difficulty

Where school closures have regrettably occurred in North Yorkshire all of these factors have been relevant. There have been 10 closures in the county since 2017 although none of these have been within the Constituency Area. The most recent closure in the constituency was to allow an Infant School to close into an expanded Junior School to form a Primary School, rather than for any viability reasons. A consultation on a potential closure in Whitby was halted during the Covid lockdown and the position is under review.

7.2 Collaborative working

Collaborative working is two or more schools working together to the mutual benefit of their pupils with the overall aim of improving outcomes for all. This has the potential to broaden opportunities and contribute to efficiencies. There are now 3 federations in the Scarborough and Whitby area. In each of these federations there are 2 maintained schools with a single governing body and headteacher. In two cases the pairs of schools are small, rural schools with the same religious character and LA Officers worked with the Diocese of York to support the Governing Bodies of the Schools to come to the federation decision. The third federation is made up of Caedmon College Whitby and Eskdale School, the secondary schools which serve Whitby Town and its rural area. This federation is the result of closer working relationships towards the shared goal of continuing to increase the quality of provision for pupils in the Whitby area. There is also a fourth and long standing 'cross border' Federation between St George's R.C. Primary School in Eastfield and a Roman Catholic School in Bridlington.

There are also a number of other arrangements operating across the constituency. Typically, these arrangements feature the shared headship but without the shared governance which would characterise federation. Local Authority officers regularly support discussions between school leaders and governors to consider where collaborative working opportunities are available.

7.3 Pupil rolls – current and future

The County Council has a statutory duty to ensure sufficient school places are available for every child under the Education Act 1996. For this purpose, it groups schools together into planning areas in accordance with the

requirements of the Education and Skills Funding Agency. Appendix 1 shows the planning areas together with:

- Capacity in the planning area
- Current numbers on roll
- Projected future numbers
- Projected impact of approved housing developments

- 7.4 The County Council is carefully monitoring pupil numbers across the constituency area. A large proportion of the constituency is rural and served by small schools located within villages. A falling birth-rate combined with changing demographics means that a number of small schools are facing financial challenges associated with low numbers on roll. In some areas larger schools also face financial difficulty as they experience lower numbers than they are historically structured to accommodate. This is particularly the case where numbers on roll are above a round form of entry e.g. 1 or 2 forms of entry (30 or 60 pupils), but are not high enough to easily afford the structure for the next form of entry.
- 7.5 Larger Villages with proposed or committed housing developments – There a number of villages where housing allocations have been made within the Local Plan including East and West Ayton, Seamer and Burniston. The schools that serve these areas East Ayton Community Primary School, Seamer and Irton Community Primary School and Lindhead School respectively are operating near to capacity. Where possible within planning regulations, developer contributions have been sought to provide additional school places should the need arise.
- 7.6 Scarborough North and Central Primary areas - The North and Central areas cover all of the schools located within the urban area of Scarborough Town. These two areas have conflicting pressures with the schools in the North area having high numbers on roll at present and significant housing developments with planning permission plus others allocated in the Local Plan going forward. The strategy to provide these places within the North has been to seek a site as part of the largest housing allocation and to provide a new school, should it be required, through developer contributions. Whereas in the Central Area the falling birth rate in the district has caused a fall in pupil numbers which is beginning to cause financial pressure in some of the schools which have previously operated at higher numbers on roll. Local Authority officers attended a meeting with primary Headteachers in the area in the Autumn term 2019 and discussed the issues arising from this dichotomy. One of the key concerns has been that providing additional places to meet new demand for places in the North of Scarborough too early could further destabilise schools in central Scarborough. As a result of this discussion all of the primary schools decided to keep their planned admission numbers at the same level but this will be kept under review.
- 7.7 Scarborough South Area (Eastfield and Cayton) – The Scarborough South Area is the main area of proposed housing growth for Scarborough Borough

Council (SBC). Significant housing developments are underway at Middle Deepdale (Eastfield) and sites are allocated in the Local Plan for North of Middle Deepdale and also in the 'South Cayton Strategic Area'. The latter two developments are not included in the figures appended as they do not yet have planning permission but are projected to require significant educational provision. Some of this need could be met at local schools but there is likely to be a need for additional schools within the area. The LA is working with SBC to ensure that, where appropriate, developer contributions are secured.

7.8 Overdale C.P. School

For the developments that are on site with planning permission to the North of Eastfield the LA was not able to secure S106 contributions due to existing capacity in the school system at that point. However, the developers of these sites and SBC were keen to provide funding towards a new school site appropriately located to link the existing and new housing developments within Eastfield. To this end the LA have been working with local stakeholders to relocate Overdale Community Primary School to a new site with enough capacity to accommodate the pupils from the current areas with planning permission at Middle Deepdale. This project started on site in June 2020 and the target date for delivery of this new school site is now Summer 2021. Due to Covid 19 the usual 'ground breaking' exercise with significant gathering of interested parties was not possible. However, a limited event compliant with restrictions in place at that point did take place. All parties are hopeful that, public health circumstances allowing, a far larger event will be able to take place later in the build process to celebrate this significant development for the pupils, staff and community.

- 7.9 Scarborough Secondary Area – The appended figures illustrate that across the Scarborough Secondary Planning Area there is forecast to be a relatively significant surplus of places by 2024/25. However, beyond this the surplus will be reduced if the allocated housing sites in the Local Plan achieve planning permission and are built out. Further projections of this scenario indicate that additional secondary accommodation may need to be provided at George Pindar School to meet the developments within their catchment area. Although it should be noted that at present there is a surplus at the school and this is project to continue unless a large proportion of the proposed housing comes forward. During 2019/2020 academic year the Hope Learning Trust who are the Multi Academy Trust which operate Graham School and George Pindar School consulted upon a reduction of their Planned Admission Number which would have the effect of reducing the Net Capacity of both schools from September 2021. The proposed level of reduction was reduced following concerns raised by LA Officers around ensuring that sufficient capacity was retained across the system and agreement was reached to hold annual reviews of sufficiency of places across the area.

- 7.10 Whitby Town Area – As demonstrated in the appended figures, there is significant surplus capacity within both the Primary and Secondary sector. The reorganisation of the secondary schools into a federation of two 11-16 institutions located on separate sites, with a shared Sixth Form Unit located on a third site has been implemented. A capital project by the federation, funded jointly by the Local Authority and the Department for Education, has seen the Scoresby site (former Caedmon School) refurbished specifically to provide a high quality environment for Sixth Form education in Whitby.
- 7.11 Rural Primary Schools- The rural areas of the constituency are characterised by small primary schools serving villages as well as, in some cases, very extensive sparsely populated catchment areas. The geography combined with low pupil numbers lead to financial and organisational challenges for some schools. Across the constituency the schools have worked innovatively to mitigate these challenges including forming local federations and Multi-Academy Trusts. Like all small schools the fluctuation of pupil numbers exacerbates the already challenging nature of school funding.

8.0 Recommendation

- 8.1 That Members note the report on educational factors in the Scarborough and Whitby constituency area.

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APPENDIX 1

Planning Areas and forecast surplus/shortfall school places

School planning area	Places available as at 2019/20	Number on Roll 2015/16	Number on roll 2019/20	Surplus Capacity 2019/20	Forecasted pupils as at 2024/25	Pupils from current permissions until 2024/25	Surplus capacity 2024/25
PRIMARY							
Scarborough Central Primary Area Barrowcliff Primary Gladstone Road Primary Friarage CP St Martin's CE CA Primary Thomas Hinderwell Academy Primary Wheatcroft CP	2456	2194	2085	371	1836	41	579
Scarborough Primary North Newby & Scalby Primary Northstead CP St Peter's RC Primary	1257	1261	1267	-10	1227	54	-24
Scarborough Primary Outer Area Brompton & Sawdon CP East Ayton CP Hackness CE VC Primary Lindhead School Seamer & Irton CP Snainton CE Primary Wykeham CE Primary	1106	1057	1044	62	1017	113	-24
Scarborough Primary South Cayton CP Braeburn Primary & Nursery Overdale CP St George's RC Primary	1116	810	881	235	818	310	-24
	5935	5322	5277	658	4898	518	507
Whitby Primary Outer Area Castleton CP Danby CE Egton CE VA Fylingdales CE Glaisdale Primary Goathland Primary Hawsker cum Stainsacre CE VC Lealholm Primary Lythe CE VC Primary Oakridge CP Sleights CE St Hedda's RC Primary Staithes, Seton CP	952	685	647	305	580	2	370

School planning area	Places available as at 2019/20	Number on Roll 2015/16	Number on roll 2019/20	Surplus Capacity 2019/20	Forecasted pupils as at 2024/25	Pupils from current permissions until 2024/25	Surplus capacity 2024/25
Whitby Primary Area Ruswarp CE Primary St Hilda's RC Primary West Cliff Primary Whitby, Airy Hill Primary Whitby, East Whitby Primary Stakesby CP	1151	889	818	333	767	57	328
	2103	1574	1465	638	1347	59	698
SECONDARY							
Scarborough Secondary George Pindar School Graham School Scalby School St Augustine's RC School Scarborough UTC	4690	3370	3375	1315	3541	197	952
Whitby Secondary Caedmon College Whitby Eskdale School	2019	1383	1231	788	1183	36	800

Note

- Figures above take into account outstanding housing permissions, but not undetermined planning applications or draft Local Plan proposals.