

NORTH YORKSHIRE COUNTY COUNCIL

THE YOUNG PEOPLE OVERVIEW AND SCRUTINY COMMITTEE

8 DECEMBER 2017

School Place Planning – Shaping future education provision**1.0 PURPOSE OF REPORT**

- 1.1 To update the Committee on the overall picture, both current and forecast, in terms of pupil numbers in North Yorkshire schools and report on the issues and challenges for school place planning in North Yorkshire.

2.0 INTRODUCTION

- 2.1 The overall goal of the school place planning function is to have North Yorkshire schools in the right place relative to where children and families live, providing high quality education and facilities which keep young people safe and inspire them to learn. In a changing education landscape we cannot deliver it alone; we must work well with partners. Our statutory duty remains very clear – this is to ensure a strong supply of high quality school places, in premises that are fit for purpose.
- 2.2 The strategy adopted is about ensuring that we meet that duty by commissioning from providers of all kinds the right number of school places in the right locations, at the time they are needed, and having sufficient funding in place to achieve this. There are clear challenges ahead and this paper will set out the strategic context and background before focussing on the forecast demand for additional school places across the County.

3.0 STATUTORY CONTEXT

- 3.1 As a consequence of the Academies Act 2010, and the more recent Education Act 2011, national policy has been radically moved towards a more autonomous and diverse education system rather than the traditional structure of schools under the direct control of the education authority. In the absence of a directive forcing all schools to become academies the future landscape of education provision in North Yorkshire is expected to continue to be a ‘mixed economy’ approach characterised by a wide variety of maintained schools, academies and other provision
- 3.2 In November 2017 there were 351 mainstream Primary or Secondary schools in North Yorkshire. 38 of our 309 Primary schools and 14 of our 42 Secondary schools are academies. The 52 academies are under the control of 20 different Academy Trusts.

- 3.3 Although the County Council supports school autonomy and will continue to work with Academies in North Yorkshire, these changes create challenges in discharging our statutory duty to ensure an adequate supply of good school places, enshrined within the Education Act 1996 and retained in subsequent legislation. The LA's role is shifting to become a 'commissioner' of school places and in future we will need to work in a very different way. Negotiating solutions with a diverse range of providers will need to be carefully managed or it could become increasingly challenging to shape and maintain the stability of the education system. The risk is that failing to do so could either lead to a significant shortfall of places or a degree of over-supply, which could make the viability and/or sustainability of some schools a critical issue.
- 3.4 Although LAs receive Basic Need funding for all categories of school they cannot at present compel an Academy to expand to meet increased need for places. Although this has not yet presented a difficulty in North Yorkshire there is a clear need to develop joint strategies between LA and Academy Trusts in areas of growth and as the need arises.
- 3.5 It is no longer possible for local authorities to create new community schools unless consideration has first been given to the creation of an Academy or, if no Academy sponsor can be found, a competition has determined that no other school provider is available. Free Schools are new Academies proposed by groups of parents, teachers or others in the local community to meet parental demand and they can be approved by the Secretary of State without the agreement of the LA. Examples from other LAs have shown they are not necessarily located in the areas of greatest demographic need which may have an impact on other local schools. To date there have been no instances of such applications in North Yorkshire.
- 3.6 The majority of Free Schools which have been approved are sponsored by existing Multi Academy Trusts. Local authorities are however able to encourage bids from sponsors to meet the demographic need for new schools. In North Yorkshire we have two examples of successful Free School Bids to support growth in both Sowerby, Thirsk and Catterick with both new schools due to open in 2019/20. In these cases the Education and Skills Funding Agency will fund, design, procure and deliver the new schools.
- 3.7 Regional schools commissioners (RSCs) act on behalf of the Secretary of State for Education and are accountable to the National Schools Commissioner. The RSC for the North of England, Janet Renou, is responsible for North Yorkshire.
- 3.8 The RSC is supported by a headteacher board (HTB). HTBs are made up of experienced academy headteachers and other sector leaders who advise and challenge RSCs on the decisions they make. RSCs main responsibilities include:
- taking action where academies and free schools are underperforming
 - intervening in academies where governance is inadequate
 - deciding on applications from local-authority-maintained schools to convert to academy status

- improving underperforming maintained schools by providing them with support from a strong sponsor
 - encouraging and deciding on applications from sponsors to operate in a region
 - taking action to improve poorly performing sponsors
 - advising on proposals for new free schools and significant changes to existing academies and free schools
 - advising on whether to cancel, defer or enter into funding agreements with free school projects
- 3.9 The LA works closely with the Regional Schools Commissioner to share and shape the issues around school improvement, school organisation and place planning in North Yorkshire. Discussions are regular and ongoing and there is a termly meeting between the RSC and the Corporate Director for CYPS together with their respective senior staff. Through this liaison it is hoped to secure good quality academy sponsors for new schools where that is the identified solution and also minimise the risk of any academy/ free school activity which could have a negative impact on existing arrangements.
- 3.10 A large proportion of North Yorkshire's Schools are faith based covered by the 4 different Diocesan Authorities which cover the County. Again a termly meeting is held between the Diocesan Directors and the Corporate Director for CYPS together with their respective senior staff. This liaison enables a co-ordinated approach to school improvement, school organisation and school place planning for the Diocesan schools.
- 3.11 The DfE monitor and are critical of the amount of new school places that are provided in schools which are judged by Ofsted to be requiring improvement or inadequate. This aligns with our aspiration that all NY schools should be good or outstanding and to only expand those that meet this criteria. However with significant distances between some of our schools there may be a small number of scenarios where we have no option but to expand a school that is not performing as we would hope in order to ensure place sufficiency.

4.0 HOUSING AND SCHOOL PLACE PLANNING

- 4.1 The seven District/Borough Councils and two National Park authorities determine housing development policy in North Yorkshire. Planning authorities are at various stages of reviewing local plans and producing Local Development Frameworks or Local Plans for the medium to long-term. In most cases specific site allocations have yet to be determined. There are significant housing allocations identified in a number of Districts including Selby, Harrogate and Scarborough. The early stage proposals for the major expansion of Catterick Garrison are potentially the single biggest challenge for school place planning in the coming years.
- 4.2 There are major developments proposed for the following areas which could create the need for new school buildings or wholly new schools and other services for young people and their families in the coming years:

- Selby Urban
- Harrogate Town
- Norton and Malton
- Catterick
- Knaresborough
- Thirsk
- Northallerton
- Scarborough
- Sherburn in Elmet
- Skipton

4.3 The County Council is working closely with District Councils to understand the infrastructure impacts of proposals for housing to ensure that such developments are sustainable. The County Council has for many years had a policy of aiming to secure contributions towards education provision wherever possible. This has become significantly more challenging in the context of Community Infrastructure Levy (CIL) replacing to a large extent the ability to secure s.106 contributions in respect of individual housing developments and rules around the pooling of contributions from multiple developments to fund pieces of infrastructure.

4.4 For those parts of the County that have not yet adopted CIL we are able to continue securing agreements for dedicated s.106 education sums via developer contributions. This maximises our position and the Capital Programme is supported by approximately £20m of s.106. However where CIL has been adopted the principle is that the District Council's collect a set sum per unit from all developments under a charging schedule and then distribute to infrastructure projects under their agreed policy. This introduces uncertainty that the school place need arising from a housing scheme will be supported by developer contributions.

4.5 The housing assumptions in this report make use of the latest information provided by the District Councils on completions and outstanding permissions. Information on completions may be subject to delay and some approvals do not proceed to construction so housing information should only be regarded as a guideline.

5.0 FORECASTING PUPIL NUMBERS

5.1 County and District-wide pupil forecasts are updated annually. The County is divided into a series of planning areas for primary and secondary school place planning purposes.

5.2 Every term pupil forecasts for each planning area and for individual schools are refreshed. Individual school forecasts take account of the actual numbers of pupils in schools as well as the impact of forecast changes to the birth rate and migration. This is important because in many places patterns of parental preference mean that many children attend schools other than their 'catchment' school. Officers continuously monitor the fluctuating numbers against net capacity within schools in order to identify where shortfalls may be emerging.

Although accuracy of forecasting has been found to be good, it should be noted that pupil numbers can and do change as children move in and out of schools. The housing position can change rapidly and sometimes with little warning. The forecasts in the appendices are the best assessment that can be made of the medium term position. They are based on actual numbers in primary and secondary schools as at October 2017.

- 5.3 Our established forecasting method depends on three year trends to assess which way the numbers might be expected to move and is dependent on birth statistics drawn from the Office of National Statistics (ONS).
- 5.4 The capacity figures used for schools are based on the 'net capacity assessment method' which has been in use since June 2002. They are currently correct but may change over time. There is no requirement for Academies or Free Schools to assess net capacity so their capacity is based on that agreed as part of their funding agreement. The net capacity indicates the number of places available in a school based on the physical capacity of the building and school organisation (i.e. class structure). It is used to indicate the number of places which are surplus or additional places needed compared with the number of pupils on roll.

6.0 FUNDING

- 6.1 Since the General Election there has been no announcement to confirm the continuation of the Free School programme. NYCC has benefitted financially from the two successful Free School bids and it would be of significant concern if the LA were faced with meeting the costs of providing the totality of the required school places across the county in the medium to long-term. The funding the LA would have for these purposes would be Basic Need grant allocated from Central Government and developer contributions. These combined would be insufficient if the impacts from new housing identified at 4.2 were to be realised.
- 6.2 The Basic Need funding allocated to the LA is on the basis of shortfalls calculated through the annual School Capacity return (SCAP). The SCAP return for 2016 was used to calculate our latest allocation in Spring 2017 of £4.4m which is the amount assessed as being required to fund our additional place requirement up to 19/20 (allowing for places which have been identified and funded in previous years).
- 6.3 The allocations of Basic Need received by NYCC have been:

Year	Basic Need
13/14	£3,126,623
14/15	
15/16	£19,168,081
16/17	£20,401,617
17/18	£809,721
18/19	£0
19/20	£4,434,956

- 6.4 A £58m programme (including developer contributions) was approved by the Executive on 30 September 2014. Then, in May 2016, the three year Basic Need programme running from April 2014 to March 2017 was reviewed and proposals for investment in additional places up to 2018/19 were agreed. Priorities for places beyond September 2019 will be brought forward when the programme is reviewed in Spring 2018.

7.0 PUPIL NUMBERS

7.1 *Surplus places*

7.1.1 North Yorkshire has historically had a significant level of surplus school places in both primary and secondary schools as pupil numbers have fallen. Approximately 13.9% of primary places and 20% of secondary places are currently surplus. These places are distributed unevenly across individual schools and across areas. Many of them are in small rural schools where the younger population is reducing. In other places there are highly successful and popular schools which are at or above capacity and where numbers are growing.

7.1.2 In recent years a significant proportion of surplus accommodation has been released for use for extended services and children's centre activities. Surplus temporary classrooms have been removed wherever possible.

7.2 *Overall pupil numbers*

7.2.1 The total North Yorkshire school population reached a peak in 2002 of 86,405. By 2017 this had fallen to 79,167. It is forecast to rise 80,011 by 2021/22 (excluding housing yield).

7.3 *Primary pupil numbers*

7.3.1 The North Yorkshire primary school population reached its high point a little over 45,000 in the late 1990s; by 2011 it had fallen to 40,530, a reduction of approximately 10%. Numbers have now reached their lowest point and have been rising again. The total primary roll in October 2017 was 42,759. Numbers based purely on trend and underlying demographics are now forecast to fall slightly again to 41,507 by 2022/23. This forecast decrease is not evenly paced over time nor evenly distributed across the County and the impacts locally will depend on a number of factors including the pace of housing development, local demographics, migration rates, patterns of parental preference and existing surplus capacity in schools.

7.3.2 The most important factor of these is housing development. Importantly once the pupil yield impact of new housing with planning permission is factored in there is the potential for an additional 5070 primary aged pupils to be realised. It is highly unlikely all of this housing would be delivered by

2022/23 but, if that were to be the case, it would increase the total primary roll to 46,577, which would represent an 8.9% increase on current levels.

- 7.3.3 Across the county there are currently 49,644 school places. Therefore in overall terms there are sufficient places in North Yorkshire for all the primary school pupils who will need them both now and in the longer term. However, this overall position conceals a number of development 'hotspots' and places where significant surplus places are likely to remain.
- 7.3.4 In some parts of North Yorkshire the increased pupil numbers will absorb existing surplus places rather than creating the need for additional places. In others there will be need for investment in additional capacity through the Basic Need programme.
- 7.3.5 It should be noted that in many schools surplus capacity was not physically removed to take account of falling numbers but used differently to address changing patterns of curriculum delivery. Some of this space is being brought back into use to meet growing need rather than physically expanding schools. The physical expansions that have been delivered have added over 1700 places since 2013.

7.4 Secondary pupil numbers

- 7.4.1 There are currently 36,408 pupils in secondary schools. Secondary pupil numbers will rise to 38,504 by 2022/23 against 45,832 places available. This increase masks declining numbers in some small rural secondary schools which will create issues for some schools in relation to financial sustainability and their ability to deliver a broad curriculum.
- 7.4.2 Again the pupil yield impact of new housing that has planning permission is an important factor with the potential to realise an additional 2570 secondary aged pupils. It is highly unlikely all of this housing would be delivered by 2022/23, but if that were to be the case it would increase the total secondary roll to 41,011 which would represent a 12.6% increase on current levels.

7.5 Area by area analysis

- 7.5.1 The annual SCAP return works on the basis of forecast pupil shortfalls and surpluses being viewed across a collective of local schools called planning areas. In North Yorkshire Primary school places are planned across 55 geographically based planning areas based on towns and their rural hinterlands. Secondary schools serve a larger geographical area. There are 22 secondary planning areas.
- 7.5.2 Urban areas where most new housing will be located are generally in separate planning areas. This ensures that the growth in towns is not masked by the decline in pupil numbers in more rural areas. It ensures that the funding for additional places is maximised. It reflects patterns of

parental preference and the geographical proximity of schools to each other.

7.5.3 In the short to medium term account is taken of housing developments with planning permission and the predicted yield of pupils from those developments is factored in to forecasts. Local plan housing allocations are also monitored in terms of longer term strategic planning but there is less certainty over whether or when such developments will happen so additional places are not actively planned for until there is some degree of certainty the housing will materialise.

7.5.4 The tables at Appendices A and B provide detail for each planning area of the number of places available, current and predicted future pupil numbers and a forecast of surpluses and shortfalls to September 2022.

7.5.5 The planning areas where a shortfall in places is predicted are:

Primary

- Barlby
- Boroughbridge
- Catterick Garrison & Outer
- Easingwold
- Harrogate Urban East & West
- Knaresborough
- Malton and Norton
- Northallerton
- Scarborough North
- Selby
- Sherburn-in-Elmet
- Skipton
- South Craven & Outer
- Tadcaster Outer
- Thirsk & Outer

Secondary

- Central Ryedale
- Harrogate and rural
- Ripon and rural
- Sherburn and Tadcaster
- South Craven
- Thirsk and rural

7.6 *Meeting the demand*

7.6.1 The proposals for addressing the identified shortfalls are shown at Appendix C.

8.0 RECOMMENDATIONS

8.1 The Young People Overview and Scrutiny Committee note the information in this report.

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Appendix A – Primary pupil forecasts by planning area

Appendix B – Secondary pupil forecasts by planning area

Appendix C – Proposals for meeting demand

Background documents: Executive Report 24 May 2016 – Basic Need Programme 2015-18

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APPENDIX A

PRIMARY SCHOOL FORECASTS BY PLANNING AREA

Planning Area	Capacity	Roll Oct 2017	Current Surplus/ Shortfall	Forecast Sept 2022	Yield from housing approved	Forecast Surplus/ Shortfall
Barlby	497	498	-1	481	284	-268
Bedale	401	331	70	337	22	42
Bedale Outer	955	619	336	663	40	252
Boroughbridge	449	347	102	319	149	-19
Boroughbridge Outer	784	556	228	571	62	151
Catterick Garrison	1191	1037	154	1159	86	-54
Catterick Outer	807	653	154	723	122	-38
Easingwold	297	258	39	262	103	-68
Easingwold Outer	998	856	142	774	29	195
Filey	548	459	89	455	37	56
Filey Outer	423	366	57	336	30	57
Harrogate Outer	1283	1154	129	1029	154	100
Harrogate Urban Central	2380	2127	253	1967	230	183
Harrogate Urban East	1138	1111	27	1060	80	-2
Harrogate Urban West	2093	2056	37	1868	319	-94
Knaresborough	1190	1135	55	1034	226	-70
Knaresborough Outer	433	393	40	341	67	25
Malton and Norton	1134	1112	22	1163	162	-191
Malton and Norton Outer	934	818	116	882	39	13
Masham Area	151	137	14	128	2	21
Nidderdale Outer	266	224	42	206	27	33
North Craven Outer	844	547	297	521	44	279
North Ryedale	1020	839	181	853	91	76
North Ryedale Outer	594	464	130	457	9	128
Northallerton	1347	1199	148	1161	192	-6
Northallerton Outer	784	604	180	614	90	80
Pateley Bridge Area	119	80	39	64	4	51
Ripon	1402	1198	204	1104	44	254
Ripon Outer	647	562	85	529	19	99
Scarborough Central	2369	2221	148	2146	100	123
Scarborough North	1257	1244	13	1178	145	-66
Scarborough Outer	1106	1062	44	1062	41	3
Scarborough South	1119	844	275	789	278	52
Selby	1614	1413	201	1548	185	-119
Selby Outer North	1034	930	104	948	64	22
Selby Outer South	1970	1714	256	1566	287	117
Settle	210	179	31	176	18	16
Sherburn	840	690	150	758	258	-176
Sherburn Outer	905	832	73	819	94	-8
Skipton	1169	1029	140	1004	189	-24
Skipton Outer	1260	1052	208	1032	42	186
South Craven	686	647	39	709	32	-55
South Craven Outer	508	506	2	506	16	-14
Stokesley	399	277	122	232	97	70
Stokesley Outer	990	706	284	662	10	318

Swaledale	1196	1052	144	870	41	285
Swaledale Outer	581	383	198	335	13	233
Tadcaster	658	576	82	561	9	88
Tadcaster Outer	244	247	-3	257	4	-17
Thirsk	707	613	94	620	203	-116
Thirsk Outer	929	845	84	912	56	-39
Wensleydale	210	186	24	185	11	14
Wensleydale Outer	450	258	192	234	6	210
Whitby	1178	851	327	776	106	296
Whitby Outer	946	662	284	561	2	383
Totals	49644	42759	6885	41507	5070	3067

APPENDIX B

SECONDARY SCHOOL PUPIL FORECASTS BY PLANNING AREA

Planning Area	Capacity	Roll October 2017	Current Surplus/ Shortfall	Forecast Sept 2022	Yield from housing approved	Forecast Surplus/ Shortfall
Bedale and Rural	935	541	394	535	26	374
Boroughbridge	785	568	217	538	109	138
Catterick	925	480	445	614	107	204
Central Ryedale	1910	1569	341	2070	102	-262
Easingwold and Rural	1390	760	630	697	67	626
Filey	840	419	421	415	35	390
Harrogate and Rural	7867	7928	-61	8340	380	-853
Knaresborough	1759	1519	240	1523	152	84
Mid Craven	2833	2365	468	2176	118	539
North Craven	719	592	127	571	32	116
North Ryedale	1755	1526	229	1525	46	184
Northallerton	2079	1103	976	1160	149	770
Ripon and Rural	1714	1609	105	1740	32	-58
Scarborough	4765	3231	1534	3437	290	1038
Selby Secondary	3570	2558	1012	2833	426	311
Sherburn and Tadcaster	2753	2269	484	2658	189	-94
South Craven	1766	1750	16	1926	25	-185
Stokesley and Rural	1360	1189	171	1094	56	210
Swaledale	2196	1853	343	1904	22	270
Thirsk and Rural	1242	922	320	1168	142	-68
Wensleydale	540	393	147	327	9	204
Whitby and Rural	2129	1264	865	1253	56	820
Totals	45832	36408	9424	38504	2570	4758

Proposals for meeting the demand

Primary Planning Area	Forecast additional places needed by 2022/23 including housing yield	Proposed solution
Barlby	270	200 of these places relate to Olympia Park which has stalled. Barlby Bridge CP would be relocated and enlarged if required. Barlby CP to be expanded.
Boroughbridge	19	Shortfall situation only arises from approved housing (Kirby Hill catchment) – monitoring pace of development before deciding on proposal.
Catterick Garrison	54	420 place new Free School in development by ESFA for 2019/20 (phased opening)
Catterick Outer	38	Monitor likely impact of new Free school
Easingwold	68	Easingwold CP to be expanded. Additional land will be required.
Harrogate town (East and West)	96	Several primary schools under consideration for expansion. Agreements in place for education land for two additional primary schools for longer term
Knaresborough	70	Bid to be submitted for a Free School if a continuing programme is confirmed by the Government (Manse Farm)
Malton/Norton	191	Norton CP has been expanded onto second site. Expansion plan in progress for Malton St Mary's. Further places will depend on Local Plan approvals for Malton and Norton
Northallerton	6	Under review – potentially bid to be submitted for a Free School if a continuing programme is confirmed by the Government.
Scarborough North	66	Possible new school at East Of Lancaster Way or expansion of an existing school
Selby town	119	Staynor Hall to take on full year groups. Selby CP to be expanded.
Sherburn town	176	Sherburn Athelstan has been significantly expanded. Feasibility for expansion of Sherburn Hungate underway.
Sherburn outer	8	Shortfall situation only arises from approved housing (Kirk Fenton catchment) so monitoring pace of development
Skipton town	24	Potential for expansion at Greatwood CP but difficult and expensive. Wholly new sites to be required to support local plan housing. Consideration of future use for Skipton Ings site.

South Craven	55	Feasibility of expansion of a number of South Craven primary schools being explored
South Craven Outer	14	Small number of surplus and only arises through housing - monitor
Tadcaster Outer	17	Considered that bringing accommodation back into teaching use can absorb the shortfall
Thirsk - Sowerby	116	210 place new Free School in development by ESFA for 2019/20
Thirsk Outer	39	Feasibility underway at Dishforth CE
Secondary Planning Area	Forecast additional places needed by 2022/23 including housing yield	Proposed solution
Central Ryedale	262	Growth is mainly in Malton. Monitor need for expansion of Malton or Norton School in light of Ryedale DC preferred site allocations.
Harrogate and Rural	853	There are large numbers of out of area children attending schools in Harrogate. A large proportion of this growth may be absorbed through displacement of Leeds pupils.
Ripon and Rural	58	Monitor – demand is partly due to popularity of Ripon schools with children from out-catchment
Sherburn and Tadcaster	94	A proportion of this growth may be absorbed through displacement of Leeds pupils from Tadcaster Grammar School.
South Craven	185	Exploring whether expansion of South Craven School would be required. A proportion of this growth may be absorbed through displacement of Bradford pupils.
Thirsk and Rural	68	Shortfall situation only arises from approved housing (Sowerby Gateway) so monitoring pace of development