

Report of the Director of Children's Services, Education and Skills.

## **Proposed Expansion of St Barnabas' CE Primary School**

### **Summary**

1. This report sets out proposals to provide additional accommodation at St Barnabas' CE Primary, which is a PFI school, to meet demand from within the school's catchment area and seeks approval for the required capital expenditure.

### **Recommendations**

2. Cabinet are asked to approve Option A and approve £667k of Basic Need capital investment to expand St Barnabas' CE Primary by an additional 60 places. This is to meet the expected increase in pupil numbers from within the catchment area of the school.

*Reason: Expansion at St Barnabas' CE Primary represents the most cost effective way for City of York Council to deliver its statutory responsibility to provide sufficient school places for local families.*

### **Background**

3. St Barnabas' CE Primary, rated good following its last Ofsted, is facing current and anticipated future demand for pupil places which will have an impact on the availability of classroom spaces and the ability of the kitchen to provide increased numbers of school meals.
4. Birth rates have risen within the catchment area and predictions going forward suggest this will be sustained into the future. Currently running mixed year group classes across years 2 and 3 and 4 and 5, St Barnabas will be oversubscribed and will hit a

critical point in terms of usable classroom space by September 2015. The current PAN (Published Admission Number) of 20 needs to increase to 30 in order to meet the need for additional pupil places within this area.

5. CSES School Services has considered a number of options for increasing places within this area, including expanding St Barnabas' CE Primary's nearest neighbour, Poppleton Road Primary, and considering developing the former Manor CE Secondary School site on Boroughbridge Road.
6. A map of the local area is provided in Annex A.

## **Consultation**

7. The following stakeholders have been consulted:
  - Headteachers of St Barnabas CE and Poppleton Road primary schools
  - Catering staff at St Barnabas CE Primary
  - Governing body of St Barnabas CE Primary
  - Parents of pupils on roll at St Barnabas CE Primary
  - York Diocese
  - PFI partners (Sewell Group)
  - On site pre-school providers at St Barnabas CE Primary
8. All consultees support the proposals. The proposals have particularly strong support from the Headteacher, governing body and catering staff of St Barnabas CE Primary.
9. To date, a number of parents have responded positively as part of the planning application consultation process, which runs until 5 February 2015. Delegated officer decision is expected after the consultation period.

## **Options**

10. Options are as follows:
  - Option A: approve £667k of Basic Need capital investment to expand Barnabas' CE Primary

- Option B: reject £667k of Basic Need capital investment to expand Barnabas' CE Primary

## Analysis

### Reasons for required expansion

11. Current capacity at St Barnabas' CE Primary is 140 with 150 pupils on roll. The current forecast shows an upward trend predicting 160 pupils on roll by September 2016, rising to 169 by September 2018 and 176 by September 2020.
12. The school currently operates with six classrooms, two of which are dedicated for Foundation Stage and Reception. This leaves four remaining classrooms for curriculum year groups. Two mixed age classes are currently formed from years 2 and 3 and years 4 and 5, using one classroom each. Year 6 are currently taught in a room that is smaller than a classroom. However, large mixed year groups of up to 36 are becoming harder to sustain as admission levels continue to rise at the lower end of the school.

**Table 1. Catchment births to Reception cohort at St Barnabas' CE Primary**

Birth Year	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13
Number of births in catchment	50	35	47	46	42	66	40	59

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Reception Year	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
Reception children in catchment	31	24	23	31	26	40	24	36
Catchment 1 <sup>st</sup> Preferences	21	15	16	26	18	30	18	27
Non-catchment 1 <sup>st</sup> preferences	8	8	3	4	5	5	5	4
<b>Total 1st Preferences</b>	<b>29</b>	<b>23</b>	<b>19</b>	<b>30</b>	<b>23</b>	<b>35</b>	<b>23</b>	<b>31</b>

13. High catchment births in 2010/11 and 2012/13 will result in high catchment numbers and means the school is likely to become heavily over subscribed in 2015/16 and 2017/18 respectively. A low birth cohort in 2011/12 will likely result in a single low intake in 2016/17.
14. Births are predicted to remain at existing (2012/13) levels in future years and will likely increase slightly if York Central is redeveloped into flats as planned. The demand for reception places at the

school will therefore continue to rise from current levels beyond the forecast period above (2017/18).

**Table 2. Impact of higher demand at St Barnabas' CE Primary**

NC YEAR	January census						
	2014	2015	2016	2017	2018	2019	2020
R	27	23	31	23	30	30	31
1	19	25	21	29	21	28	28
2	28	18	23	20	27	20	26
3	21	29	19	24	21	28	21
4	18	20	27	18	23	20	26
5	18	16	18	25	16	21	18
6	19	19	17	19	26	16	21
Total	<b>150</b>	<b>150</b>	<b>156</b>	<b>156</b>	<b>163</b>	<b>162</b>	<b>171</b>

15. Table 2 shows the impact of the greater 1<sup>st</sup> preferences for the school. Some 1<sup>st</sup> preferences from out of catchment will likely be allocated a place at their original catchment school, mostly Poppleton Road Primary which has a small number of places available.
16. The proposed expansion at St Barnabas would increase the intake capacity (PAN) from 20 to 30 and would enable the LA to meet the immediate issue of increasing pupil demand shown in Table 2 and balance the future sustainability of education within the locality. This would ensure there is a consistency and quality of provision that meets best value for parents, pupils and public finances.
17. The kitchen was adapted during July and August 2014 in order to ensure catering staff could prepare meals because of the increase in the number of pupils taking up the new free school meal offer across KS1. A further extension to the kitchen must be considered alongside the classroom extensions to relieve the pressure both in the classroom and at lunchtimes. If construction begins in April 2015, the extensions will be ready for occupation by September 2015.

### **Options considered**

#### Expand capacity at Poppleton Road Primary

18. This option would also add places in the local area, although not within the catchment area of St Barnabas' CE Primary where the demand resides. Creating additional space within the Grade II\*

listed main building is not practical or affordable, so a stand alone development was investigated within the school grounds.

19. Due to the difficult nature of the site, this option would cost an estimated £1.1 million including fees, making this an expensive option. It is also extremely unlikely that this option would gain approval from the Department for Education under Section 77 of the School Standards and Framework Act, nor from Sport England as part of the planning process, due to the extremely limited amount of playing field currently available to the school. Expanding Poppleton Road Primary is therefore not realistic option.

#### A new primary school on the former Manor CE Secondary site

20. A new primary school on the former Manor CE Secondary school site would not provide places for the local community. This option would not therefore meet the needs of the Leeman Road area currently served by St Barnabas' CE and Poppleton Road primary schools.

#### Expand St Barnabas' CE Primary

21. The recommended option is to expand St Barnabas' CE Primary, adding two additional classrooms and expanding the kitchen at an estimated capital cost of £666,621 (further details contained in Project Costs section below). This represents a cost effective solution to providing sufficient places within the local area to meet local demand.
22. Because St Barnabas' CE Primary is a PFI school, contract works and all associated design work and specification would be undertaken by Sewell Group, CYC's PFI partners, through the appropriate contractual mechanisms specified in CYC's PFI contract. There are some revenue costs for legal fees associated with this process due to the need for formal contract amendments.

## **Project Costs:**

23. The proposed funding breakdown for the scheme is as follows:

### **Project costs:**

#### **Capital (contracted work)**

Basic Need £666,621

#### **Revenue:**

Estimated costs £45,509

**Total:** £712,130

### **Additional costs:**

#### **Abortive costs:**

#### **Capital (contracted work)**

Basic Need £54,091

#### **Revenue costs:**

Estimated costs £25,000

24. A planning application was lodged by Sewell Group on 1<sup>st</sup> December, in order to keep to the timescales of the construction programme. Prior to this, a proposal for the work has been produced and phase 1 to provide temporary adaptations to the kitchen to cope with the production of a greater number of school meals took place during July and August 2014.
25. Please refer to Annex B: Costs to Build.

## **Council Plan**

26. Building Strong Communities: Protect Vulnerable People – Ensuring services delivered meet the needs of SEN pupils and their families.

## **Implications**

### **Financial**

27. The capital cost of the proposed extension is now estimated to be £667k. An amount of £710k was previously reported to Cabinet as the estimated scheme cost and set aside in the CSES capital

programme for 2015/16. This will be funded from Basic Need Capital Grant, provided by the Department for Education for the provision of new pupil places.

28. There are also revenue implications arising from this project. Firstly, a one-off cost of £25k will be incurred for legal fees incurred for the re-writing of the PFI contract to take account of this variation. This will need to be funded from CSES revenue budgets.
29. In addition to the one-off revenue cost, the addition of the new classrooms to the school will result in an increase in the annual charge (the Base Unitary Charge or BUC) from Sewell's for the life of the PFI scheme. This is estimated to be in the region of £21k per annum for FM, life cycle and utilities costs, which will then be indexed over the remaining 21 years of the PFI contract.
30. The revenue cost of the PFI to the local authority is currently approximately £2.3m per annum, with a PFI credit grant of £1.186m received annually from the Department for Communities and Local Government to offset part of the cost.
31. The balance of the cost is then charged to the individual schools and funded from the Dedicated Schools Grant. The schools funding formula provides an amount of funding for each school equivalent to the actual charge that the school receives. An increase in the PFI revenue cost will therefore result in a marginal reduction in the amount of funding available for all other schools in the city.

### **Equalities**

32. See Annex 4.

### **Legal**

33. The LA has the legal responsibility to ensure the sufficiency of school places within its area.
34. The additional works are required to comply with the School Premises Regulations requirements in respect of the sufficiency of water supplies and toilet facilities.
35. Legal input is required to bring the PFI contract up to date.

## Property

36. As the school is PFI, property implications need to be dealt with using the correct contractual process.

## Other Implications

37. There are no specific HR, crime and disorder or information technology implications arising from this report.

## Risk Management

38. There is a level of risk involved with this project as there are legal and contractual obligations that need to be addressed prior to work starting on site. An amount of feasibility work has already been undertaken by Sewell Group; CYC are liable for these costs regardless of whether the project goes ahead. Further detail can be found in Annex C: Costs to Abort Project.

## Contact Details

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**Wards Affected:** Holgate

All

For further information please contact the author of the report

### **Background Papers**

None

### **Annexes**

Annex A: City Location Map  
Annex B: Costs to Build  
Annex C: Costs to Abort Project  
Annex D: CIA

Glossary of Abbreviations used in the report:

BUC - Base Unitary Charge  
LA – Local Authority  
PAN (Published Admission Number)  
PFI – Private Finance Initiative  
SEN- Special Education Needs