

Executive

1 October 2020

Report of the Director of Children, Education and Communities
Portfolio of the Executive Member for Children, Education and Communities

Fulford School Phase 2 Extension

Summary

1. This report provides members with an update on the proposed development of the Fulford School expansion scheme. It sets out the amount of Basic Need funding required for the scheme and provides details on proposed plans for the provision of additional accommodation on the school site.

Recommendations

This section should set out clearly the author's recommendation for a particular option and the reasons why.

2. The Executive is asked to:
 1. Approve the allocation of £6m from the Basic Need Capital Scheme in the Children, Education and Communities Capital Programme to provide additional accommodation at Fulford School (phase 2).

Reason: To enable the council to meet its statutory responsibility to provide sufficient school places.

2. Approve an additional £500k from the Basic Need budget to ensure that the proposed phase 2 expansion of Fulford School meets the council's policies around sustainable buildings ensuring BREEAM (Building Research Establishment (BRE) Environmental Assessment Method) Excellent.

Reason: To enable the council to meet the policies set out in the National Planning Policy Framework.

Background

3. The Local Authority (LA) has a statutory duty under the 1996 Education Act to ensure a sufficient supply of good/outstanding school places in its local area. To deliver this duty the LA will need to work with the Department of Education, all local partners and stakeholders including multi-academy trusts to ensure that we are able to meet the demands of demographic change, parental choice, approved and planned future housing developments and in-year pressures on school places as families move into the city.
4. The effective and efficient management of the local authority's statutory school sufficiency duty is dependent on a number of important factors:
 - a. Having an in-depth understanding of the capacity of the current estate;
 - b. Maintaining an overview of patterns of parental choice through the annual school admissions process;
 - c. Understanding the patterns of demographic change and growth created by existing population trends and by new and projected housing developments including Local Plan sites;
 - d. Working with neighbouring local authorities to better understand supply and demand pressures and to identify the opportunities for joint strategic planning to aid the efficient and cost effective delivery of additional school places.
5. Extensive work on pupil projections has taken place over the last two years which has enabled the Local Authority to better understand local area needs in terms of school places and identify areas of the city where deficit of places are anticipated.
6. Projections have indicated that work is now required to add additional school places across several areas of the city and work on this has begun. The significant pressures are at secondary school level. The table below shows the January 2020 forecast deficit of Year 7 – 13 places in the South East York Planning Area. This planning area has only one secondary catchment area, which is for Fulford School.

Forecast Years 7 - 13 Pupil Numbers South-East York Secondary Planning Area :							
Admissions Year	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27

Surplus / (Deficit)	84	141	173	200	185	187	145
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7. The table below shows the January 2020 forecast deficit of Year 7 places for the next 7 years in the South East York Secondary Planning Area.

Forecast Years 7 Pupil Numbers South-East York Secondary Planning Area :							
Admissions Year	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27
Surplus / (Deficit)	(20)	(34)	(32)	(17)	(10)	(24)	(3)

8. Recent work undertaken analysing the number and timing of pupil yields generated from recently completed housing developments, suggest that instead of 1 secondary age pupil being generated for every 7 houses built, pupil yields could go higher with 1 secondary aged child generated for every 4 houses built. For the 647 houses currently planned for Germany Beck of 2+ bedrooms, this would be an increase of 70 pupils.
9. This analysis also suggests that the timing of the pupil yield generation is different to what was previously thought. Developments analysed suggest the number of Year 7 pupils begins to rise 4 – 5 years after first occupation, therefore future forecasts may show a larger deficit of places in 2023/24 onwards than currently forecast.
10. This in addition to the popularity of Fulford School and proposed further housing developments in the catchment area of Fulford School is why an expansion of the school is required to accommodate a published admission number of 300 across years 7 -11.
11. Approval to fund and carry out Phase 1 which has provided the school with temporary accommodation sufficient to accommodate an interim planned admission number of 270 was given on 7th May 2020. At the same time Highways funding approval was given to carry out alterations to access to and from the site during Phase 2.
12. The report to Executive on 18th July 2019 gained approval to earmark a sum of £6m within the main Basic Need scheme in the Capital Programme towards developing a project with Fulford School to provide additional school places.
13. The current building has a capacity of 1,529 and numbers on roll in September 2020 are predicted to be 1,560 meaning the school are

struggling to meet the needs of the curriculum particularly around the availability of general teaching accommodation.

14. An analysis of existing and required accommodation has been carried out by the Council's School Services team and the school's consultants, E3Cube using the DfE and Education and Skills Funding Agency (ESFA) Schedule of Accommodation Tool. This provides guidance around the types, number and size of spaces that are required throughout the school to accommodate the proposed Planned Admission Number of 300.
15. The Tool and further an analysis of the school's curriculum model has confirmed there is a shortfall in general teaching space including Maths, English, business studies and ICT.
16. The new and refurbished facilities will ensure that the school can continue to deliver a full and varied curriculum model across all subjects for the benefit of students.
17. Fulford School are working with their design consultants in developing the scheme that has been discussed with Officers of the Local Authority. The substantial investment in this scheme will allow pupils to access significantly improved facilities, enable the school to deliver varied curriculum, providing pupils access to state of the art facilities and further widening their educational opportunities.
18. The scheme includes for partial demolition of the two-storey Hawking block which is in poor condition. The partial demolition of this building will make way for a new 3 storey building that will accommodate 12 general teaching classrooms.
19. The partial demolition will mean that a number of specialist classrooms including Art, Science, Textiles, Music and Drama will be re-provided within the new build and elsewhere in school.
20. By partially demolishing the existing building and building upwards, this keeps the loss of playing field to an absolute minimum. Therefore the footprint of building stock on site will increase by only 1,367m². Because of the new buildings position it is hoped that this should not impinge onto the existing school playing field any more than the existing buildings on site.

21. Alterations to improve access onto the school site, particularly for school buses, are currently being consulted on as part of the phase 1 work. Several initial meetings with local stakeholders and residents have taken place to seek resident's views following a feasibility study being commissioned by the Council. Resident feedback will be collated and presented to the Highway's department as well as the School ahead of the planning permission being submitted. Further remote meetings have been planned to keep local residents updated, consulted and represented throughout the progression on the scheme.
22. Subject to approval and planning consent (including a formal Planning Committee process for residents and stakeholders), it is hoped that work will be able to start on site as soon as June 2021 and be completed by September 2022.

Consultation

23. The South York Multi Academy Trust (SYMAT) must obtain approval from Regional School Commissioner (RSC) to expand to accommodate additional pupils at Fulford School. Trustees of the SYMAT and School Governors have been consulted and given support for the proposed expansion.
24. A number of consultations are taking place that are in addition to and including the planning process. These consultations are being carried out by both City of York Council and South York Multi Academy Trust and will involve local residents and other interested parties.

Options

25. As part of the planning application process it has been highlighted that the Phase 2 permanent building needs to meet the requirements set out in Climate Change Policy 1: Renewable and Low Carbon Energy Generation and Storage (CC1); and Climate Change Policy 2: Sustainable Design and Construction of New Developments in the Local Plan (CC2).
26. This means that all new non-residential buildings with a total internal floor area of 100m² or greater should achieve BREEAM 'Excellent' (or equivalent).

27. At the time the approval in principle was given, the scheme detailed above did not include the financial implications required to achieve BREEAM.
28. The South York Multi Academy Trust are in the process of appointing a BREEAM assessor to carry out a bespoke assessment on the proposed design. In the meantime the Trust's consultants E3Cube have carried out a pre assessment BREEAM review using the limited information available to them to model rating scores and estimated costs.
29. The requirements set out by BREEAM to achieve Excellent or Very Good need to be implemented and incorporated throughout the scheme from early in the design, throughout the construction process and completion of the building work on site.
30. The following options have been identified:
31. Option 1 – Achieve BREEAM Excellent
32. To attain Excellent, the scheme will need to achieve a score of 70% in the BREEAM Assessment process. Pre assessment calculations suggest an additional cost of £500,000 to implement option 1.
- Option 2 – Achieve BREEAM Very Good
33. To attain Very Good, the scheme will need to achieve a score of 55% in the BREEAM Assessment process. Pre assessment calculations suggest an additional cost of £260,000 to implement Option 2.
- Option 3 – Do nothing
34. The scheme will be in line with current building regulations and there will be no additional funding required.

Analysis

35. BREEAM stands for Building Research Establishment (BRE) Environmental Assessment Method. It is an assessment undertaken by independent licensed assessors using scientifically-based sustainability metrics and indices which cover a range of environmental issues. Its categories evaluate energy and water use, health and wellbeing, pollution, transport, materials, waste, ecology and management processes, through design, specification, construction and operation.

Option 1 – Achieve BREEAM Excellent

36. The Climate Change policies are consistent with section 10 of the National Planning Policy Framework (NPPF) 2012 and section 14 of the NPPF 2019. Both NPPF's state that Local Planning Authorities should adopt proactive strategies to mitigate and adapt to climate change. These policies outline how York will tackle the challenges of climate change specifically through ensuring a development that generates renewable/low carbon energy, uses natural resources prudently and is built to high standards of sustainable design and construction. The policies are specific in requesting an Excellent rating in connection with BREEAM.
37. The policies are in line with the climate emergency that CYC have declared and are considered to carry weight when deciding a planning application.
38. The scheme will meet the climate change policies set out in the National Planning Policy Framework and Local Plan and will set an example of good practice for residents and commercial bodies in the City.
39. The assessment process compares building's design and specification with the requirements of the current Building Regulation standards. The higher the specification over and above the current Building Regulations the higher the credits awarded although there is a maximum number of credits available for each category.
40. Design and specification costs therefore rise proportionally as the targeted BREEAM rating increases. As the BREEAM rating increases, the lifecycle costs for the building will reduce and therefore provide operational and in-use cost savings for the School. The increase in capital cost is therefore offset by revenue savings. In the same way, the impact on the environment will rise proportionally.

41. Option 2 – Achieve BREEAM Very Good

42. The scheme will not fully meet the planning policy requirements CC1 and CC2 set out in the National Planning Policy Framework or the Local Plan. However it will go some way towards meeting them.
43. Only going some way towards meeting planning policy means the Council is not aiming to meet its own targets.

44. It also reflects badly on the Local Authority and the School/ Trust and does not set a good example to residents or commercial bodies who are required to meet the National planning policy framework and Local Plan.
45. The building will exceed current Building Regulations, will have less of an impact on life cycle costs and the environment than Option 1.
46. Option 3 – Do Nothing
47. Not meeting planning policy in any way gives the impression that the Council is not aiming to achieve its own targets and policies.
48. This reflects badly on the Local Authority and the School / Trust and does not set a good example to residents or commercial bodies who are required to meet the National planning policy framework and Local Plan.
49. This will mean the scheme meets but does not exceed current building regulations.
50. Members of committee are very keen that applications accord with Climate Change policies, and there is a risk that not implementing BREEAM within the scheme will result in the planning application being refused.

Council Plan

A Safe Communities and Culture for All.

51. A building that is safe, warm and dry is needed to provide an effective environment for learning. Some of the classrooms that are being re-provided as a consequence of the partial demolition will meet current building regulations.
52. Improvements to the access and egress on site will improve the flow and traffic congestion experienced by both school on site and local residents off site. This will reduce the risk of accidents due to congestion.
53. Carrying out this work will ensure the school has sufficient good quality facilities on site to provide local children a place at their local secondary school. If this does not happen then children living within the school's catchment would have to travel to other areas of the city for a school place.

54. Spending to improve and expand facilities on site will eradicate existing condition issues and reduce the need for future repairs.

A Greener and Cleaner City

55. The partial demolition and new build will improve the energy efficiency of the building stock on site.
56. The school's Travel Plan will aim to keep the number of cars being used to a minimum and encourage staff and pupils to walk or cycle to school.

A Better Start for Children and Young People

57. The new classroom block and re-provision of teaching spaces will provide the school with state of the art facilities which will improve learning and well-being.
58. A building with fewer condition issues allows learning to be the main focus and gives teachers, staff, parents and carers confidence in the learning environment.
59. A school site where health and safety is paramount gives confidence to its users, and the community.

An Open and Effective Council

60. Access and egress issues at the school site and possible solutions have and will continue to be consulted on with all stakeholders.
61. A new development that meets the planning policies set out by the City of York Council and its Members gives its users, and the community confidence to do the same.

Implications

Financial

62. The report to Executive on 18th July 2019 gained approval to earmark a sum of £6m within the main Basic Need scheme in the Capital Programme towards developing a project with Fulford School to provide additional school places.

63. The additional cost of achieving BREEAM 'excellent' will need to be funded by a further allocation of Basic Need funding already received by the LA from the Department for Education to assist towards the cost of adding additional school places and which is held in the Capital Grant reserve.
64. At 1st April 2020 the LA was holding a balance of £20.61m of Basic Need funding in this capital grant reserve. Of this, £4.3m is committed to the completion of the scheme at Archbishop Holgate School, and £6m has previously been allocated to the Fulford School Scheme. In addition there are minor commitments totalling a further £2.12m across a number of other schemes in the programme. This leaves a balance of £8.19m of this reserve uncommitted.
65. If option 1 is approved, this would reduce the uncommitted Basic Need grant held by the LA to £7.69m. If Option 2 is approved then the uncommitted grant would be £7.93m.
66. In addition, the allocations of Basic Need grant for 2020/21 and 2021/22 have been announced. City of York has not been allocated any grant in 2020/21 but has been allocated a further £6.86m in 2021/22, none of which is yet committed.
67. Priorities for the use of this remaining funding include expanding secondary provision in the West of the City and for the modernising and upgrading of SEN provision across the City in line with recommendations from the ongoing Inclusion Review. At this point, funding requirements for these schemes are not certain.

Human Resources (HR)

68. There are no HR implications.

One Planet Council / Equalities

69. The green space on the school is being protected therefore meeting the principle set out in One Planet York relating to Land Use and Wildlife. The new building will not impact on the school playing fields and is to be located on land currently occupied by a number of dilapidated temporary classroom units. It will be linked to a 1970's building, part of which will be demolished. The demolition of the inefficient, energy consuming temporary classrooms and partial demolition of the aged building will help the school improve their current carbon footprint. The provision of a

more sustainable, energy efficient building aides the school in minimising the impact of new infrastructure on their carbon footprint.

70. The school will be required to encourage the design team to create a development in line with One Planet York and ensure the procurement process obliges the contractor to fulfil their sustainable regulatory obligations. Therefore meeting its principles to use Sustainable Materials by using goods from sustainable sources within the design and build, and where possible, sourcing locally of the development.
71. The school will also be required to ensure the project includes elements that meet as many of the other principles set out in One Planet York. This can include but should not be exclusive to:
 - a. Sustainable Transport - by providing a vehicular access design solution and Travel Plan that prioritises, promotes and incentivises the use of sustainable modes of travel such as cycling once the project is complete. This will include additional cycle storage to meet the needs of higher pupil numbers.
 - b. Land use and Wildlife - by protecting and adding to the landscaping on the school site by planting additional or re-planting lost trees as a consequence of the building works, and re-wilding where appropriate;
 - c. Sustainable Water and Zero Carbon - by creating an energy efficient building, minimising energy and water use and maximising renewable energy.

Legal

72. The Local Authority has the legal responsibility to ensure the sufficiency of school places within its area.
73. A Grant Agreement between the South York Partnership Multi Academy Trust and the Council will be drafted imminently. This will outline how the Trust and the Council work together throughout the Capital Scheme and the mechanisms that will be in place to ensure the Basic Need funding is spent as agreed.

Crime and Disorder

74. There are no Crime and Disorder implications.

Information Technology (IT)

75. There are no Information Technology implications.

Property

76. Fulford School is part of South York Partnership Multi Academy Trust. The land that the school is on is leased from CYC.

Other

Highways

77. The access alterations currently being developed by the School's Design Team which are in line with the feasibility study carried out by CYC Transport Planning, rely on the adoption of the access road from Germany Beck. The road which is currently incomplete and remains to be finished up to the school boundary, is expected to be adopted before the school expansion scheme is complete.

Risk Management

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

79. The proposed expansion of the school is subject to alterations being made to access the school site. As indicated previously a preferred scheme has been identified, and a CYC led consultation with local residents has begun. Further consultation on the overall scheme will take place with the local community, led by the Trust. If a solution cannot be found to the school access issue this may delay the completion of this proposed scheme.

80. The current COVID-19 pandemic could have a significant impact on the planning and building process. This needs to be considered in the preparation and delivery of the building. How and whether the school can operate under the restrictions set by COVID -19 whilst also having building work carried out on site need to be considered. This could have any impact on overall cost and timescales for completion.

81. If the proposed development does not meet planning policy there is a high risk that the scheme will not receive planning permission.

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Wards Affected:

All

Indicate all wards affected:

All wards	Guildhall	Osbalwick & Derwent
Acomb	Haxby & Wigginton	Rawcliffe & Clifton Without
Bishopthorpe	Heworth	Rural West York
Clifton	Heworth Without	Strensall
Copmanthorpe	Holgate	Westfield
Dringhouses & Woodthorpe	Hull Road	Wheldrake
Fishergate	Huntington & New Earswick	

x	Fulford & Heslington
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	Micklegate
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For further information please contact the author of the report

Background Papers:

None

Annexes

None

List of Abbreviations Used in this Report

NPPF – National Planning Policy Framework

BREEAM – Building Research Establishment (BRE) Environmental Assessment Method

CC1 - Climate Change Policy 1: Renewable and Low Carbon Energy Generation and Storage;

CC2 - Climate Change Policy 2: Sustainable Design and Construction of New Developments in the Local Plan