

BARNSLEY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan

Joint Report of the Executive Director (People) and
Executive Director (Core Services)
to Cabinet

6 September 2017

Penistone Grammar School Enlargement

1.0 Purpose of the Report

- 1.1 To request approval for the publication of a Statutory Notice to enlarge the premises of Penistone Grammar School from a net capacity of 1400 to 1650 pupils with effect from September 2018. This increase in capacity relates to Years 7 to 11 only and will allow for an increase in pupils from 270 to 320, in the Year 7 intake from 2018 onwards;
- 1.2 Request approval for the capital funding necessary to enlarge Penistone Grammar School to meet the demand for school places in the West of the Borough.

2.0 Recommendation

- 2.1 **That a Statutory Notice is published to enlarge Penistone Grammar School by 250 places with effect from September 2018 and approval is given to fund the estimated £2.011M capital cost of the extension, as indicated in Paragraph 7.1.**

3.0 Introduction

3.1 Context

- 3.2 Local Authorities are under a statutory duty to ensure the sufficiency of school places in their area.
- 3.3 There has been an increase in the number of pupils in the primary phase over the last 7 years which has been managed by a number of building projects at schools across the Borough. This increase will start to impact on the secondary phase from 2017 onwards and will require additional places to be provided.
- 3.4 Secondary school places are organised across four planning areas which reflect attendance patterns across the borough (as at Appendix 1). The analysis of projected number on roll across these four areas indicates that the greatest pressure will be felt in the Penistone and Central areas.
- 3.5 The Cabinet report entitled Options Appraisal to Address Primary and Secondary School Pupil Place Planning was approved by members on 5th April 2017. This supported, in principle, the creation of extra school places in the west of the borough and the creation of a new secondary school in the central area. At the time it was intended that the new school would be provided through the Free School Programme, however, since the General Election, the programme has been suspended and government policy is currently being

considered in relation to funding for the establishment of new schools. As a result the timetable for creating the additional secondary schools places has been revised accordingly.

- 3.6 It is proposed to create an additional 250 places at Penistone Grammar School and this should be considered within the context of the strategy for meeting the shortage of secondary school places over the next three years:

September 2018: Create an additional 250 places at Penistone Grammar School to meet the shortage in the west of the borough

September 2019: A feasibility study has commenced within the central area of Barnsley to identify the potential for expansion on existing sites for 100 places as a temporary measure for one year only. This has a dual benefit of not undermining the viability of the proposed new school and allows the council the opportunity to take advantage of funding opportunities afforded by a new Free School Programme if announced as anticipated in 2018.

September 2020: Work has commenced to identify sites and potential academy sponsors of a new school for the central area in order for the council to be in the most advantageous position to maximise potential funding opportunities whilst meeting the 2020 deadline. Moreover, the council is in close liaison with the Education Funding Agency and the Regional Schools Commissioner in relation to the future Free School Programme and funding regimes which remain uncertain at this current time.

3.7 Proposal

- 3.8 It is proposed to build an extension at Penistone Grammar School that will enable a permanent increase of 250 school places i.e. 50 additional Year 7 places from 2018 onwards and therefore meet the demand in the west of the borough.

- 3.9 This three storey extension is necessary as there is a shortage of specialised areas within the building. These specialised areas all need servicing by preparation rooms and therefore the extension needs to adjoin the existing building. This extension will increase the capacity from 1400 to 1650 pupils.

- 3.10 Internal remodelling work will be completed by the start of the academic year in September 2018 creating the initial 50 school places. The full extension, creating the capacity for the remaining additional 200 places, will be completed by the start of the academic year in September 2019.

- 3.11 Local Authorities can propose an enlargement of the premises of community, foundation and voluntary schools. When doing so they must follow the statutory process as set out in the Prescribed Alterations Regulations if the proposed enlargement of the premises of the school is permanent and would increase the capacity of the school by:

- More than 30 pupils and
- 25% or 200 pupils (whichever is the lesser)

This proposal will result in a permanent increase of 250 pupils and so will require the Authority to follow the statutory process.

3.12 The timescale for the statutory process is identified in Appendix 2 and will include a period of consultation of at least 4 weeks. Governors at the school have been consulted and kept informed of the proposal.

4.0 Consideration of Alternative Approaches

4.1 Open a new school in the west of the borough

4.2 The shortage of places in the west of the borough is not sufficient to justify the build of a new school and is therefore not a viable option.

4.3 Allocate secondary school places to schools in other parts of the borough.

4.4 It may be possible to allocate places to other schools in the borough; however this would mean pupils travelling long distances and the authority having to subsidise transport costs. This approach would also compound the issue of a rise in demand for places in the central area of the borough and it would be difficult to accommodate all pupils.

4.5 The current cost to the authority of transporting pupils to a school more than three miles away from the pupil's main place of residence is around £150 per annum. Therefore, if all 250 pupils were transferred from the Penistone area to another school in the borough (all of which are more than three miles away from the centre of Penistone) the cost per annum would be approximately £37,500. It is also worth noting that this cost is subsidised by the South Yorkshire Public Transport Executive (SYLTE) and if the authority increases the number of pupils travelling using this concession support for this would have to be agreed by the SYLTE board. It may also be necessary to provide additional buses to transport these children as existing transport arrangements may not be able to cope with this increase. Any cost pressures as a result of this would likely need to be met from the transport levy, therefore increasing the Council's contributions towards SYLTE.

4.6 In addition, there is the potential effect it may have on pupils by isolating them from their immediate community due to not attending a local school.

Given the above this option is not viable.

5.0 Proposal and Justification

5.1 It is proposed that to meet the demand for additional school places in the west of the borough that a 250 place extension is built at Penistone Grammar School and that permission to undertake the statutory consultation is given.

5.2 The justification for this is:

- 250 new school places are created to meet the shortage of school places in the area of need i.e. west of the borough
- The statutory duty to provide sufficient school places will be met
- Penistone Grammar was rated as good in all categories of inspection by Ofsted in October 2013 and as such meets the Council's priority as set out in the Corporate Plan for 2017 – 2020 People Achieving Their Potential which is:

“Every child attends a good school and is successful in learning and work.”

6.0 Implications for Local People and Service Users

6.1 Local people and service users will be consulted with as part of the statutory consultation process. The implication is positive in that the demand for additional school places in the West of the Borough will be met locally.

7.0 Financial Implications

7.1 Funding

The anticipated cost of the capital scheme is £2.011M. It is proposed that capital costs are met through a mix of capital new start funding and Building Schools for the Future (BSF) reserves.

The Authority has £0.840M held in BSF capital reserves. These reserves have been derived as a result of variations to the scope of works to the original BSF programme, reducing the original capital build costs. It is therefore proposed to utilise this funding towards meeting the capital cost of this project with the balance being funded through capital new starts.

Approval has been given by the Capital Oversight Board based on the business case submitted which met the necessary criteria.

In summary it is proposed that the total capital requirement of £2.011M is funded through a mix of BSF reserves £0.840M with the balance of £1.171M supported by the Council's capital new starts programme (Please see Appendix A to the report).

7.2 Operating Costs

On completion of the extension there will be an increase in operating costs associated with Facilities Management and Lifecycle which will be reflected in the annual unitary charge paid to the BLEP. Such costs are unable to be quantified until the design stage has been completed.

Funding of the annual operating costs will be met by the school from its delegated budget through the increased funding it will receive as a result of the increase pupil intake.

8.0 Employee Implications

8.1 There are no direct employee implications.

9.0 Communications Implications

9.1 The Governors and Senior Management team at Penistone Grammar have been consulted on this proposal and if this report is approved a statutory consultation will take place as detailed in the following paragraph.

10.0 Consultations

10.1 The authority has a statutory duty to consult as set out in the Prescribed Alterations Regulations summarised in Paragraph 3.11 of the report. The timescale for the statutory

process is identified in Appendix 2 and will include a period of consultation of at least 4 weeks

10.2 Consultation is also taking place with Planning, Highways and Transportation on the proposed extension. A Transport Impact Assessment will be undertaken to assess the impact on the highways system in the area.

11.0 The Corporate Plan and the Council’s Performance Management Framework

11.1 Penistone Grammar was rated as good in all categories of inspection by Ofsted in October 2013 and as such meets the Councils priority as set out in the Corporate Plan for 2017 – 2020 People Achieving Their Potential which is:

“Every child attends a good school and is successful in learning and work”.

11.2 The provision of additional places at a school rated good also indirectly supports the Thriving and Vibrant Economy 20:20 Outcome 5 of creating more and better housing as potential residents are more likely to move into an area that can accommodate future educational needs of their children. In turn this would increase the opportunity of potential income streams for the Authority from New Homes Bonus, Council Tax and Business Rates.

12.0 Promoting Equality, Diversity and Inclusion

12.1 An Impact Assessment has been undertaken which has shown extending the existing school will bring the following benefits:

- Children will be accommodated within the locality of their homes thereby encouraging social inclusion. A shortfall in local school places is likely to have a greater impact on those with protected characteristics such as disabled people and people on low incomes.
- The school is a state of art facility which was built around the principle of inclusion.

13.0 Tackling the Impact of Poverty

13.1 There are no direct implications.

14.0 Tackling Health Inequalities

14.1 There are no direct implications.

15.0 Reduction of Crime and Disorder

15.1 There are no implications

16.0 Risk Management Issues

Risk Detail	Probability and Impact	Score	Mitigation
Failure to complete project within agreed timescales and hence deliver sufficient secondary school places thus breaching statutory requirement.	Probability - low Impact – high	3 (Amber)	There is an agreed procurement route and the extension does not need completing until September 2019.

The initial budgeted cost may not be sufficient to meet the final tendered cost	Probability – medium Impact – high	2 (Red)	Tendered procurement exercise to establish Value for Money.
Cost escalation – Works/Other –There is a risk that the architectural requirements will result in a design that exceeds the project cost. Also poor cost control and poor project management could lead to an escalation in cost.	Probability – medium Impact – low	5 (Green)	Responsibility for managing the project within the budget will lie with the BLEP.
Insufficient pupil numbers to utilize extension.	Probability – low Impact - high	3 (Amber)	The forecast for additional school places shows a clear demand for school places in the west of the borough. The good Ofsted rating and good school reputation also means that pupils from other parts of the borough are likely to continue to apply to Penistone Grammar School.
Fall in Ofsted rating of Penistone Grammar School which means that an extension is built at an under- performing school.	Probability – low Impact – high	3 (Amber)	Results at Penistone Grammar School have improved year on year.

17.0 Health, Safety and Emergency Resilience Issues

17.1 The project will be managed by the Barnsley Local Education Partnership who will be responsible for complying with Health and Safety Legislation

18.0 Compatibility with the European Convention on Human Rights

18.1 There are no implications.

19.0 Conservation of Biodiversity

19.1 There are no implications.

20.0 Glossary of Terms and Abbreviations

20.1 None, applicable.

21.0 List of Appendices

21.1 Appendix A Financial Implications

Appendix 1 Year 7 projections 2017 - 2027 as at July 2017

Appendix 2 Extract from Statutory guidance for proposers and decision-makers – Making “prescribed alterations” to maintained schools.

Appendix 3 Impact Assessment

22.0 Details of Background Papers

None

Officer Contact: M.T. Rawlins (Partnerships and Shared Services Manager (Assets)
(Core Services Directorate) and Nina Sleight (Head of Early Start,
Prevention and Sufficiency: People Directorate)

Tel. No. 774629 or e-mail mikerawlins@barnsley.gov.uk
ninalsleight@barnsley.gov.uk

Date: 21/07/2016

Financial Implications/
Consultation <i>(to be signed by senior Financial Services Officer where no financial implications</i>

Year 7 projections 2017 - 2027 as at July 2017 including increased capacity at Penistone

Appendix 1

	AN	Jan-17 Census	estimates based on current primary population							Estimates based on birth data			
			2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
<i>South West Area</i>													
Kirk Balk	270	246	257	250	243	259	241	253	268	260	244	267	231
Netherwood	320	242	245	263	271	256	280	285	293	277	287	298	258
The Dearne High	240	225	241	226	231	227	234	220	233	265	240	252	285
Sub Total	830	713	743	739	745	742	755	758	794	802	771	817	774

North East

Outwood Acad Carlton	220	185	219	173	172	167	181	209	198	188	181	192	190
Holy Trinity	140	138	138	139	142	138	145	146	142	139	143	147	139
Outwood Acad Shafton	300	241	268	236	234	224	257	247	267	255	233	251	238
Sub Total	660	564	625	548	548	529	583	602	607	582	557	590	567

Penistone Area

Penistone Grammar	320	271	293	312	318	340	302	339	350	340	342	293	352
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Central Area

Darton College	240	240	245	233	260	227	257	269	248	229	180	214	196
Horizon	400	399	418	439	463	493	522	542	489	469	506	531	512
Barnsley Academy	180	147	157	188	202	192	188	216	207	196	196	152	175
Sub Total	820	786	820	860	925	912	967	1027	944	894	882	897	883

Total NOR Secondary	2630		2481	2459	2536	2523	2607	2726	2695	2618	2552	2597	2576
surplus(+)/deficit(-)			149	171	94	107	23	-96	-65	12	78	54	54
shortage of places in central and Penistone areas			0	40	105	112	129	226	154	94	84	50	95

AN - Admission Number

Cumulative (5 year) figure - 726

NOR - Number on Roll

Cumulative (5 year) figure - 715

Appendix 2

Extract from Statutory guidance for proposers and decision-makers – Making “prescribed alterations” to maintained schools.

The statutory process for making prescribed alterations to schools has four stages:

Stage	Description	Timescale	Comments
Stage 1	Publication (statutory proposal / notice)	8 September 2017	
Stage 2	Representation (formal consultation)	11 September to 6 October 2017 <i>(Must be at least 4 weeks)</i>	As prescribed in the ‘Prescribed Alteration’ regulations.
Stage 3	Decision	Prior to 1 December 2017 <i>LA should decide a proposal within 2 months otherwise it will fall to the Schools Adjudicator.</i>	Any appeal to the adjudicator must be made within 4 weeks of the decision.
Stage 4	Implementation	1 September 2018	This must be specified in the published statutory notice, subject to any modifications agreed by the decision-maker

Appendix 3

Impact Assessment Penistone Grammar School Extension

Background

Pupil place planning projections for secondary school pupils show that there is a need for an extra 250 places in the west of the borough by 2024. The actual figures show a higher predicted shortfall than this but it is envisaged some demand will be met by the potential free school planned for the town centre based on the location of pupils so this has been reflected in reducing the figure to an extra 250 places.

To accommodate this shortfall it is recommended that a three storey extension is built at Penistone Grammar School which is the only Advanced Learning Centre serving the west of the borough. This extension is necessary as there is a shortage of specialist rooms within the school. These specialised areas all need servicing by preparation rooms and therefore need building next to the existing departments.

It is therefore suggested that a three storey extension is developed with a science space at level

2, technology space at level 3, and art space at level 4.

This extension will increase the capacity of Penistone Grammar School from 1400 to 1650 pupils in years 7 to 11.

Impact Assessment.

All Building Schools for the Future premises feature state of the art physical and virtual facilities for Barnsley's secondary and special pupils, adult learners, teachers, support staff and others involved in the teaching and learning environment. Specifically, the programme has delivered flexible learning spaces with greatly enhanced ICT provision, including better access to data and resources and a wider spread of portable devices, as well as modern learning resources, social facilities, circulation and social spaces, and vastly improved sports and leisure facilities. These buildings were designed to be fully inclusive

The building of an extension consisting of specialised rooms to increase the capacity of the school will allow these additional pupils to utilise the existing school facilities which are designed to be inclusive.

The project will ensure that the overall capacity of the building continues to provide the necessary levels of access and inclusion for the increased numbers of pupils and staff using the building as a result – this, in particular, will include ensuring there continues to be sufficient provision for disabled pupils and staff in areas such as parking, circulation space, lift access to upper floors, accessible toilets etc.

The extension classrooms will be built in compliance with existing legislation to ensure that they are inclusive and meet equality and diversity standards.

Benefits

Extending the existing school will bring the following benefits;

Children will be accommodated within the locality of their homes thereby encouraging social inclusion. A shortfall in local school places is likely to have a greater impact on those with protected characteristics such as disabled people and people on low incomes.

The school is a state of art facility which was built around the principle of inclusion.

Future work

If during the design and construction phase there is any change to this outline plan consultation will take place with the Equality and Inclusion Manager.