

## BARNSELY METROPOLITAN BOROUGH COUNCIL

**REPORT OF:** Joint report for the Director of Children’s Services and Executive Director of Place

**TITLE:** Proposed Expansion of Birkwood Primary School, Cudworth

<b>REPORT TO:</b>	<b>CABINET</b>
<b>Date of Meeting</b>	<b>23 March 2022</b>
<b>Cabinet Member Portfolio</b>	<b>Children’s Services</b>
<b>Key Decision</b>	<b>Yes</b>
<b>Public or Private</b>	<b>Public</b>

### **Purpose of report**

To seek approval to the expansion of Birkwood Primary School, Cudworth, to create an additional 140 primary school places.

### **Council Plan priority**

Learning Barnsley – Children and young people achieve the best outcomes through improved educational achievement and attainment.

### **Recommendations**

That Cabinet:-

1. Approve the proposed scheme to expand Birkwood Primary School, Cudworth.
2. The financial implications arising from the report be included in the capital programme and released in accordance with the Financial Regulations Code of Practice C5.2(a).

## **1. INTRODUCTION**

- 1.1. The Authority has a statutory duty to meet the demand for pupil places in its area to provide “sufficient in number, character and resources to provide education suitable for the different ages, abilities, aptitudes and special educational needs”.

- 1.2. The need for school places changes in response to population movements and birth rate variations. Increases in demand can lead to the creation of a new school, or the expansion of existing schools by adding permanent or temporary accommodation.
- 1.3. Predicting school place demand is a complex task. Where children go to school involves a range of factors such as housing growth, inward and outward migration, and parental preference. The practice of school organisation must consider several different, and at times conflicting, factors. This includes the need to:
  - respond to local need, to raise standards, to promote diversity, or to respond to government policy;
  - respond to external and internal findings on the quality of schools; and
  - ensure that scarce resources are used efficiently.
- 1.4. Following the approval and adoption of the local plan in January 2019, work has been undertaken to enhance the existing systems used for projecting and forecasting future school places to support need arising from the projected housing growth over the local plan period of 15 years.
- 1.5. Housing trajectories for the Cudworth area show an additional 872 houses are due to be constructed over the Local Plan period 2018 to 2033, which equates to a 17% increase in dwellings over the plan period for the Cudworth area.
- 1.6. There are currently 140 primary school places available for children starting school in Cudworth each September and 980 school places across all year groups. These places are provided in 3 primary schools. Birkwood Primary and Cherry Dale Primary each have a Pupil Admission Number (PAN) of 40 places (280 capacity per school) and Churchfield Primary has a PAN of 60 places (420 places).
- 1.7. Both Cherry Dale and Churchfield Primary have undergone expansion works in recent years to increase the capacity of these schools.
- 1.8. The established practice the council have pursued to increase capacity in the primary sector is to support sustainable expansion. Decisions on expansion take account of factors including the availability of resources for new buildings, the infrastructure of the existing school (halls, specialist facilities and utility supply capacity), the size of the site, and transport implications.
- 1.9. Current pupil projections and housing development trajectories indicate further school places will be required to meet demand for the area in future years, of which a number are as a direct result of a new housing development, comprising of 278 new homes, currently under construction by Barratt Homes. The legal agreement, referred to as a Section 106 agreement, for this Carrs Lane Development (planning ref: 2017/0577) includes an Education contribution of £0.925m towards primary school provision where Birkwood Primary school is specifically named. Further information on the impact of

birth data and new housing developments is summarised in Appendix B – North-East (Cudworth) planning area summary sheet.

- 1.10. Education contributions from developers are paid over various stages of the housing development, usually based on the number of dwellings that have been occupied. For Carrs Lane, the first stage payment of £0.330m was received by the council January 2020, after the occupation of the 50 dwelling on the site. A second stage payment of £0.331m was received October 2021, following the occupation of the 139<sup>th</sup> dwelling and the final stage payment is due on the occupation of the 200<sup>th</sup> dwelling.
- 1.11. A further planning application for an additional 10 dwellings on land adjacent to the main Carrs Lane site (2019/0718) also has an education S106 agreement for £0.064m for use in the North East planning area, but the agreement does not name a school or education sector as a condition. This development has yet to commence work on site.
- 1.12. The proposal for Birkwood Primary, an OFSTED rated outstanding school, is to increase the PAN from 40 to 60 pupils, creating 20 additional places per year group or 140 additional places overall.
- 1.13. As part of the governments Sure Start programme, Birkwood Primary was one of the first schools in Barnsley to undergo remodelling works to include an on-site Family Centre located in the former school nursery. Opening in 2005, under the name Buttercup Children's Centre, the provision initially including day care for up to 29 children aged 0 to 4 years. Following a 2015 review of Family Centre provision in Barnsley, childcare provision was withdrawn from the site and instead the centre changed to deliver an activity only facility on timetabled basis. This continued until the pandemic temporarily closed the facility in March 2020 as part of the national Covid lockdown where services at Cudworth were either cancelled or delivered through virtual means or on a reduced capacity basis.
- 1.14. As government guidance and the council's response to the pandemic permitted a health and safety assessment was undertaken at Cudworth Family Centre prior to resuming service delivery through face-to-face contact. This identified the need for some remedial work to be undertaken at the family centre site before the building could be used by council staff and members of the public.
- 1.15. This assessment coincided with the expansion feasibility study on the school that had already commenced. When investigating options, the council's property team indicated that the simplest, quickest, and most cost-effective way to provide the additional classroom spaces in Foundation Stage would be to repurpose, or utilise existing spaces within the existing school building, including the Family Centre.
- 1.16. Discussions took place with colleagues from Assets, Early Start and Youth Services with a view of utilising unused space in the Cudworth I Know I Can (IKIC) building, adjacent to Dorothy Hyman Sports Centre, as a new permanent base for the Family Centre. This would allow joined up service delivery and ensure building use is increased and at the same time free up

space within the school building for expansion. In addition, the actual space requirements needed to deliver the Family Centre provision within the IKIC could be reviewed, as the current Family Centre is oversized following the withdrawal of childcare provision.

- 1.17 A consultation survey was undertaken to obtain the views of current Family Centre users, local ward members and the wider Cudworth community, in relation to moving the facility from Birkwood Primary to the IKIC building. The outcome of this survey were positive, with over 98% of responses supporting the move and 79% stating it would be easier to access the facility in the new location. The full responses to the survey can be found in Appendix C.

## **2. PROPOSAL**

- 2.1 The proposal is to expand Birkwood Primary to create 140 additional primary school places, completed in 3 phases, over a 2-year period. By taking this phased approach, the main summer holiday period can be utilised to avoid unnecessary disruption to children's education. The proposals have been developed using the DfE's area guidelines for schools document (BB 103) which sets appropriate amount of space for teaching and learning activities.

### **2.2 Phase 1 – Relocate Cudworth Family Centre to Cudworth IKIC building**

- Works include the formation of independent entrance to allow the youth services facilities and Family Centre to operate independently. Remodelling of the internal spaces to create large meeting space, kitchenette, and toilet facilities.
- Proposed contract period: May 2022 – June 2022 (6 weeks).

### **2.3 Phase 2 – Relocate the school Nursery into former Family Centre area and internal alterations to form 2 new reception classrooms.**

- Remodelling/refurbishment works to include; removing internal walls, providing ramped access to the upper teaching area, new lighting, toilet facilities, floor coverings and redecoration. Externally, the decked play area will be removed. New external play zones will be created. New access points to the building will be formed to ease pressure on the main school entrance gates.
- Partitioning works to form 2 mirrored reception classrooms, with small group rooms, ICT infrastructure, kitchen segregation and increased toilet provision.
- Proposed construction period July 2022 – September 2022 (10 weeks)

### **2.4 Phase 3 – Extension works/Internal remodelling.**

- New 3 classroom extension, with pupil cloak room and toilets. Additional resource areas for small group work, new headteachers office and SEN space.
- Extension to the school hall and new school meals kitchen to accommodate an increase in pupils. Creation of circulation space

around the school hall and provision of additional storage/resource spaces.

- Provide new MUGA to provide all year-round access to sports facilities and create additional recreation space for pupils.
- Proposed construction period January 2023 – September 2023 (32 weeks)

2.5 To support the council's declared climate emergency and Zero 40 and Zero 45 programmes to reduce carbon emissions, all phases of work will be developed using sustainable designs, systems, and materials to reduce carbon emissions from the site. Whilst this does pose challenges when working within existing school buildings, the significant new build extensions does provide opportunity for the installation of renewable energy technologies that will be beneficial to the whole school site.

### **3.0 IMPLICATIONS OF THE DECISION**

#### **3.1 Financial and Risk**

##### Financial Implications

3.1.1 Consultations have taken place with representatives of the Service Director – Finance (S151 Officer).

##### Capital Expenditure

3.1.2 The current, high level estimated costs, of delivering the Birkwood Primary scheme is estimated to total £2.500M, with an expected profile of expenditure to be £0.500M in 2021/22, £1.700M in 2022/23 and £0.300M in 2023/24.

##### Capital Funding / Resources

3.1.3 The Government provide annual funding to local authorities, through a Basic Need capital grant allocation, to help fulfil the statutory duties of ensuring there are sufficient school places within the local area. The funding is calculated using the annual School Capacity Survey (SCAP), which details future demand for places, based on Office for National Statistics (ONS) birth data, against the total number of places available across the primary planning area.

3.1.4 At present, the Council is holding resources totalling £11.100M from the Basic Need funding regime, which is available for additional school places, which is currently unplanned at this time.

3.1.5 In addition to the Basic Need Capital Grant, this proposal will utilise Section 106 (S106) funding agreements for two developments in Cudworth. The table overleaf outlines these arrangements.

Planning Reference	Development	Spend Condition	Education Sector	Time Limited	Total Contribution
2017/0577	Newland Avenue and Carrs Lane, Cudworth	Towards the cost of providing or improving classrooms and resource spaces which includes increasing the size of the existing school hall; remodelling the existing school meals kitchen, PE/dining storage; relocation of the multi-use games area, car parking and footpath facilities at Birkwood Primary School.	Primary	Within 5 years of receipt of payment	925,000*
2019/0718	Land West side of Carrs Lane, Cudworth	Towards the provision of and/or improvement to primary and secondary school educational facilities within the North East area.	Both	Within 10 years of payment	64,000*
<b>Total</b>					<b>989,000*</b>

\*Index Linked

3.1.6 The values set out in the table above are the original agreement values, but as they are index linked to inflation rates, these are likely to change.

3.1.7 A summary of the overall scheme for delivering the expansion is set out below:

<b>Capital Expenditure:</b>	<b>£M</b>	<b>£M</b>
Inclusive of Works, Fees, ICT, Furniture, etc.		2.500
<b>Total Capital Expenditure</b>		<b>2.500</b>
<b>Capital Funding:</b>		
DfE Basic Need Grant Allocation		1.511
S106 Monies Received (2017/0577)	0.660	
S106 Monies to be Received (2017/0577 & 2019/0718)	0.329	
Sub Total – S106		0.989
<b>Total Capital Funding</b>		<b>2.500</b>

3.1.8 An element of the S106 monies are yet to be received by the Council totalling £0.329M, which are based on key milestones of the individual agreements. Should these receipts not be received by the Council when they are required to fund the capital expenditure, it is proposed that the balance will be funded by a further element of the unallocated Basic Need Grant. Upon receipt of these contributions, these monies will be separately earmarked to replenish the Basic Need Grant utilised.

#### Revenue Implications

3.1.9 It is expected that there may be minimal savings to the revenue running costs across the overall portfolio upon re-locating staff to the existing site.

#### Governance

3.1.10 The proposal contained within this report has been approved to proceed virtually by the Capital Oversight Board on the 11th February 2022 and School Place Planning Board on the 22<sup>nd</sup> November 2021.

3.1.11 The financial implications of this report are summarised in the attached Appendix A.

### Risk

3.1.12 The current costs identified within the report are based on high level estimated process. Until procurement exercises are undertaken for each phase of works and actual tendered rates have been received, there is a risk that scheme costs could change.

3.1.13 As far as reasonably practical, site surveys and investigations will be carried out on the building and site to identify potential risks to the project. Where identified, these will be included with the tendered works.

3.1.14 As with any building work, there is always a risk of unknowns that only surface once ground works have begun or demolitions have started. The project costs will be closely monitored as part of the Directorates regular capital monitoring and risk management.

## **3.2 Legal**

3.2.1 The Local Authority has statutory duties under the Education Act 1996 to educate children in accordance with parental wishes; and secure efficient education to meet the needs of the population of their area.

3.2.2 Section 9 of the Education Act 1996 requires the Secretary of State and local authorities in exercising their powers and duties under the Act to have regard to the general principle that pupils are to be educated in accordance with the wishes of their parents so far as is compatible with the efficient instruction and training and the avoidance of unnecessary public expenditure.

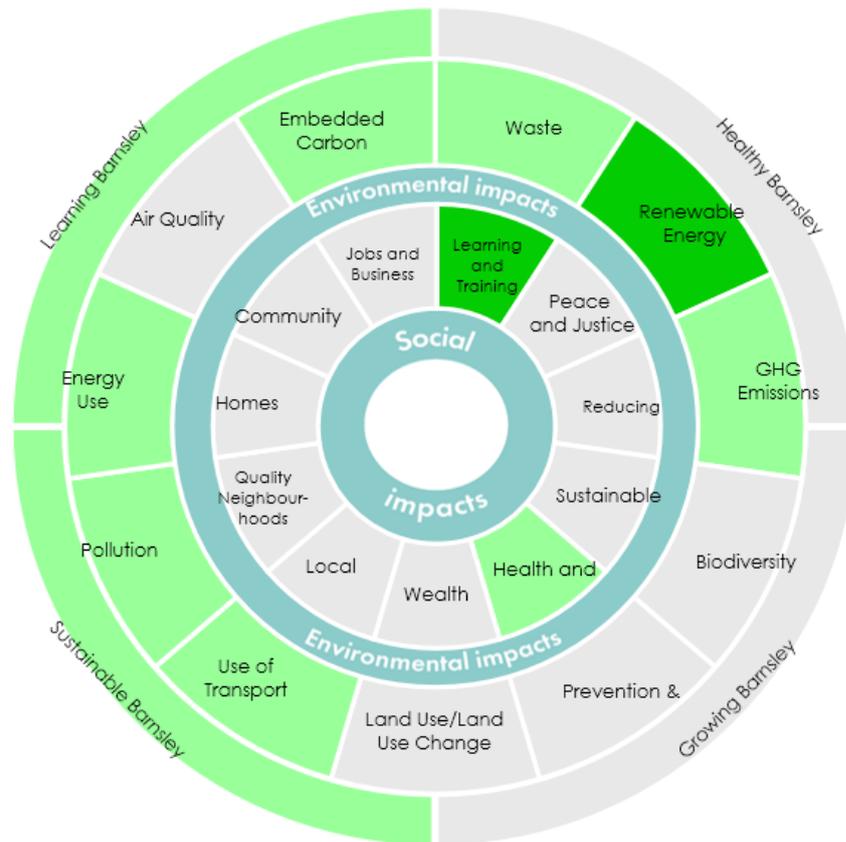
3.2.3 Section 13(1) of the Education Act 1996 requires local authorities to contribute towards the spiritual, moral, mental, and physical development of the community by securing efficient primary and secondary education and in the case of a local authority in England further education are available to meet the needs of the population of that area.

## **3.3 Equality**

A full Equality Impact Assessment has been undertaken – it has been determined that there are no negative impacts as a result of these proposals.

### 3.4 Sustainability

Decision-making wheel completed:



The scheme will be developed through sustainable construction, using renewable and recyclable materials, wherever possible, for the new extensions. This supports the ambition of a zero carbon scheme with a reduced impact on the environment through proper insulation, to prevent heat loss, and the use of building materials with a long lifespan. The use of renewable technologies, installed as part of the scheme, will not only impact the new extensions, but the existing school infrastructure. The combination of solar panels, LED lighting and new energy efficient school meals kitchen equipment will reduce energy use for the school. All of this will have a positive impact on energy use, pollution, GHG emissions and waste.

By providing additional school places, there is a highly positive impact on learning in Cudworth. The provision of a new Multi Use Games Area, usable all year round, will have a positive impact on the health and wellbeing of pupils at the school.

### 3.5 Employee

There are no employee implications arising from this report.

### **3.6 Communications**

All stakeholders will have the opportunity to view the proposals and speak with officers during planned communication events.

## **4. CONSULTATION**

Local ward members were consulted on proposals to relocate the Family Centre from Birkwood Primary to Cudworth IKIC building to facilitate the expansion of the school.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

5.1. The provision of school places in the right areas to meet demand often means there are no alternative approaches, which is the case for schools in Cudworth.

5.2. Expansion options at the other Cudworth schools was explored and the following conclusions were reached:

- Churchfield Primary was expanded in 2016 to 420 pupils. There is no scope for future expansion due to the constraints of the site.
- Cherry Dale Primary was expanded in 2013 to 280 pupils, increasing the PAN from 30 to 40 pupils. Whilst there maybe scope for a further expansion scheme at the school, additional fees associated with developing PFI schools, in addition to the loss of nearly £1.000m S106 monies, identified solely for use a at Birkwood Primary, makes this an expensive option in comparison to Birkwood

## **6. REASONS FOR RECOMMENDATIONS**

6.1 The recommended approach will enable the authority to meet projected demand for school places and allow the schools to effectively respond to educational needs of the additional pupils. The proposals set out in this report will provide an additional 140 school places, through 570m<sup>2</sup> of new build accommodation, and ensure the current on-site facilities are improved for the benefit of pupils attending the school.

## **7. GLOSSARY**

BB103	Building Bulletin 103
DfE	Department for Education
IKIC	I Know I Can
OFSTED	Office for Standards in Education
ONS	Office for National Statistics
PAN	Pupil Admission Number
S106	Section 106
SCAP	School Capacity Survey

## 8. LIST OF APPENDICES

Appendix A: Financial Implications

Appendix B: North-East (Cudworth) planning area summary sheet

Appendix C: Family Centre Consultation responses

## 9. BACKGROUND PAPERS

Working papers regarding this matter are held on files within the Assets Team and contain exempt information.

If you would like to inspect background papers for this report, please email [governance@barnsley.gov.uk](mailto:governance@barnsley.gov.uk) so that appropriate arrangements can be made

## 10. REPORT SIGN OFF

<b>Financial consultation &amp; sign off</b>	<i>Appendix A, outlining the financial implications has been provided.</i>
<b>Legal consultation &amp; sign off</b>	<b>Jason Field 1 March 2022</b>

**Report Author: Richard Waterhouse**  
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**Date: 16<sup>th</sup> February 2022**