

NORTH YORKSHIRE COUNTY COUNCIL
CHILDREN AND YOUNG PEOPLE'S SERVICE

SCHOOL ESTATE STRATEGY

April 2022

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SCHOOL ESTATE STRATEGY

1.0 INTRODUCTION

- 1.1 North Yorkshire is an attractive place to live, work and visit. Our county has an enviable identity, being globally renowned for its culture, spectacular landscapes, high standards of education provision and a varied and vibrant local economy.
- 1.2 We serve a diverse and dispersed population across a geographical area of over 3,103 square miles stretching from Scarborough on the North Sea coast to Bentham in the west, and from the edge of Teesside to south of the M62. Large parts of the county sit within two national parks, and among Areas of Outstanding National Beauty. Ninety-eight per cent of the county is either sparsely (13%) or super-sparsely (85%) populated, with just over a third of the population living in these areas.
- 1.3 We have a strong track record for delivering good and outstanding services, including those services that are delivered for children and young people by the Council, our partner organisations and our schools.
- 1.4 This School Estate Strategy has been produced to set out how the County Council, working with school leaders and other partners, will manage, maintain and invest in our school estate to contribute to our vision for education in the County. It will ensure, for example, that schools places are provided where they are required, that schools are safe and compliant places in which to learn, and that investment is directed towards the greatest priorities. The strategy contains three key elements:
- The Estate Vision – capturing our ambitions for the NYCC school estate
 - The Estate Strategy – setting out our overall approach to achieve good estate management
 - The Asset Management Plan – containing all of the key data to support decision making
- 1.5 This suite of documents is aligned to the DfE recommended approach known as Good Estate Management for Schools (GEMS) [Good estate management for schools - Guidance - GOV.UK \(www.gov.uk\)](http://www.gov.uk/guidance/good-estate-management-for-schools) which was first published by the Department for Education in April 2018 with several subsequent additions and amendments since that time.
- 1.6 The LA is the responsible body for school capital for only Community, Voluntary Controlled and Foundation Schools. As such, the majority of the content of the Strategy only applies to those categories of schools as it deals with the deployment of School Condition Grant. However, some elements of the Strategy also apply in a more limited way to Voluntary Aided and Academy Schools as they may be the recipients of LA capital funding through either the Basic Need Programme or the SEND Capital Programme.

- 1.7 In January 2022 there were 208 Community, Voluntary Controlled and Foundation Schools in North Yorkshire and 155 Voluntary Aided or Academy Schools.
- 1.8 The Estate Vision in setting out our priorities for investment will ensure that the Schools Capital Programme is underpinned by a transparent process which all stakeholders feel confident is fair and equitable.
- 1.9 The Estate Strategy ensures that we have effective mechanisms in place to deliver on the ambitions of the Estate Vision for managing investment and day to day operation of property. It also describes the funding sources and financial limitations which shape our investment strategy.
- 1.10 The Asset Management Plan (AMP) underpins our good estate management of schools by providing all of the key data to ensure effective decision making around deployment of capital resource.

2.0 EDUCATION VISION

2.1 The vision for education in North Yorkshire is framed by three key documents which support the overarching Council Plan 2021-25 and the Council's ambition that every child and young person has the best possible start in life, they are:

- Being Young in North Yorkshire 2021-24
- The School Improvement Strategy
- The Strategic Plan for SEND Education Provision 0-25 (2018-2023)

2.2 The vision of the Being Young in North Yorkshire strategy is that all children and young people are safe, happy, healthy and able to achieve in North Yorkshire. Opportunity is key. We see opportunity as children and young people being encouraged to have aspirations and that the environment in which they live encourages them to thrive, enabling them to achieve the best possible outcomes they can. We recognise that many aspects of a child/ young person's life contribute to this and have developed four key themes:

- A safe life
- A happy family life
- A healthy life
- Achieving in life

The School Estate Strategy can help to meet our 'achieving in life' goal by creating and/or maintaining those school environments where children develop aspirations for their future.

2.3 The aims of the School Improvement Strategy are that we will:

- Ensure every child and young person in North Yorkshire has an excellent education
- Raise educational standards and outcomes in schools
- Improve the quality of provision so that all schools are judged at least good by Ofsted
- Ensure that all individuals and agencies working with children safeguard and protect their welfare

Again, our School Estate Strategy can support those ambitions by creating and/or maintaining safe school environments that enable quality teaching and learning.

2.4 The Strategic Plan for SEND is the overarching document that sets out how we'll help children and young people with SEND to have the best chances to fulfil their potential and achieve their hopes for adulthood. The Plan outlines initiatives to promote more specialist targeted and long-term provision in mainstream schools together with the provision of more places in special schools. It further reflects that our special schools are in need of capital investment, to update them so that the schools can better meet the needs of children and young people.

The introduction of the Specialist Provision Targeted Capital Programme in 2020, together with continued deployment of High Needs Capital, will continue to deliver improvements as a key strand of the School Estate Strategy.

3.0 ESTATE VISION

3.1 The County Council recognises that the efficient and effective management and maintenance of, and investment in, its school estate will make an important contribution to the achievement of the educational vision outlined above.

3.2 The Estate Vision provides a high level statement of objectives for the school estate for the period 2022-2027 and which will inform decision making and activity that is to be undertaken by both the County Council and schools during this period.

3.3 Our Estate Vision is that: -

- School place sufficiency will be managed to ensure that all children have access to a school place in their local area. We will only expand schools that are judged Good or Outstanding, unless exceptional circumstances apply
- All schools will provide environments that are safe and fit for purpose for pupils, staff and all other building users; and
- The school estate, and each individual school, will provide a range of different facilities that meet the needs of children and young people and enable them to fulfil their potential to achieve during their school life; and
- The school estate will provide for pupils with Special Educational Needs and Disabilities so they can access the right provision, in the right location and at the right time
- The school estate's carbon footprint will be significantly reduced in accordance with the County Council's commitment to achieve carbon neutrality by 2030, or as quickly as possible thereafter.

3.4 The County Council recognises that the successful achievement of this Estate Vision is dependent upon effective partnership working between ourselves, individual school leaders and other partners. Therefore, in the Estate Strategy below, we set out the support that will be provided by the County Council to ensure that school leaders are able to understand, and fulfil, their responsibilities for the school estate.

4.0 ESTATE STRATEGY

4.1 This Estate Strategy identifies, as at 1 December 2021:-

- The size of the County Council's school estate
- The condition of the estate
- The financial challenge that we face; and
- The actions that we will take during the period 2022 – 2027 in order to seek to achieve the Estate Vision

NYCC's School Estate

4.2 As at January 2022 the County Council's School Estate comprised: -

School Type	Number	Total Gross Internal Area (GIA) (M2)
Nursery	3	1,543
Primary	180	193,478
Secondary	16	145,442
Special	7	18,297
Pupil Referral Units	4	2,873
Total	208	361,633

The County Council is the responsible body for all Community, Voluntary Controlled and Foundation schools. Voluntary Aided and academy schools have their own capital arrangements.

4.3 Arising from the diverse nature of North Yorkshire the school estate comprises a broad range of schools, including by size, building construction, age and condition. For example, it ranges from very small rural primary schools consisting of a single building, to large secondary schools which have sites with multiple buildings including many of a non-traditional construction type.

4.4 The estate includes a total of 147 individual buildings of non-traditional construction, comprising: -

Building Type	Number
Temporary Classroom Units (TCU's)	122
HORSA	12
ROSLA	3
CLASP	7
Airey	3
Total	147

A majority of these buildings have exceeded their expected lifetime and are characterised as being in relatively poor condition. Whilst some progress has been made in addressing the condition of non-traditional buildings the total investment requirements would be significantly beyond the resources available to the County Council.

4.5 The estate has investment requirements arising from backlog maintenance amounting to over £25 million, as indicated in the table below: -

School Type	Total Backlog Maintenance (£)
Nursery	10,250.00
Primary	13,959,509.35
Secondary	9,730,756.98
Special	1,503,886.91
Pupil Referral Unit	148,890.00
Total	25,353,318.24

The County Council recognises the extent to which backlog maintenance issues can impact upon a school, both from an educational delivery and financial perspective. Whilst the County Council seeks to address those elements that have the greatest impact through annual planned maintenance programmes it is not able to address the whole of the backlog from the resources that are made available to it.

4.6 In addition to the investment requirements arising from necessary maintenance of the school estate there are other investment requirements, including: -

- The requirement to modernise / refurbish facilities
- Regulatory changes and compliance issues
- The requirement to expand and improve provision for Special Educational Needs and Disabilities
- Investment requirements arising from the reorganisation of one or more schools
- Requirements to improve accessibility

Such investment requirements are not able to be recorded in a systematic way and are monitored on an annual basis as a component of the capital planning process.

4.7 Sources and levels of funding and impact on strategy

A balanced investment strategy

The level of capital funding available to the County Council is the key limiting factor in how we approach the capital strategy. The reality is that the level of need for investment far outweighs the available financial resource. This means that a strategy has been adopted which seeks to balance investment across our range of priorities, rather than focus on single areas to the exclusion of others. This is best shown by consideration of the school condition backlog. In December 2021 the backlog for school maintenance stood at £25.3m and our funding for School Condition Grant was £9.7m for 2021/22. This means we could choose to utilise all of our School Condition Grant on planned

capital maintenance in schools, but that would mean we would be unable to target funds to address any other elements of the Estate Vision. The annual Schools Capital Programme has therefore, for many successive years, always committed investment across a range of needs.

The following section sets out the main sources of funding for investment in schools, including: -

- Funding held by the County Council as the Local Authority and responsible body
- Funding held by schools
- Consideration of external funding opportunities

4.8 County Council Held Funding

This is still the main source of funding for Community, Voluntary Controlled and Foundation schools. Capital allocations received by the County Council consist primarily of two funding streams – Basic Need and School Condition Grant. In addition, more latterly, High Needs Capital has becoming a more significant aspect of capital funding. .

Basic Need Grant

- 4.8.1 Basic Need Grant is provided to the Council by the DfE to be invested in the provision of additional school places to maintain our statutory duty for school place sufficiency. The LA is required to complete an annual School Capacity return (SCAP) which the Department uses to calculate the predicted shortfall of places in their funding allocation methodology.

For context the recent allocation amounts have been:

LA Basic Need 2018/19	£ 1,966,195
LA Basic Need 2019/20	£ 7,572,349
LA Basic Need 2020/21	£ 1,828,729
LA Basic Need 2021/22	£ 3,381,680
LA Basic Need 2022/23 (announced Feb 2021)	£ 2,980,535
Total	£17,729,488

The SCAP return only includes pupil yield from approved housing so many of the planned strategic housing development sites across the county are not yet factored into our allocations.

Basic Need Grant is also not time-limited so can be carried forward if unspent at the end of the financial year. This is often essential, particularly where housing developments advance more slowly than anticipated.

- 4.8.2 Basic Need funding is expected to meet the needs for growth in pupil numbers in relation to all state funded schools in the area, including any Academies.

4.8.3 To support Basic Need Grant, the County Council pursues developer contributions towards the costs of additional schools places arising from housing developments. This is collected from developers wherever possible in accordance with NYCC’s recently revised ‘Developer Contributions Policy’, which was implemented in July 2020. The policy calculates developer contributions by multiplying the projected pupil yield by the costs published in the DfE School Places Scorecards, adjusted to reflect regional costs, in line with DfE guidance.

School Condition Grant (SCG)

4.8.4 SCG is the largest source of capital funding received by the LA. It is distributed by the DfE to responsible bodies and from 2021/22 has been calculated using a methodology to reflect the results of the DfE programme named Condition Data Collection, which completed in 2019.

	2018/19	2019/20	2020/21	2021/22
LA School Condition Allocation	£11,588,948	£10,151,416	£9,783,429 Plus £4,543,607 one-off allocation	£9,783,429 including £3,413,928 transitional award

Transitional protection funding was applied for 2021/22 so that no responsible body received less than their main allocation amount for 2020/21. Had transition funding not applied then the amount received by NYCC for 21/22 would have been c. £6.3m and would have represented an approximate 35% reduction in annual funding. There is no definite position at this stage for condition capital funding beyond 2021/22. However, should transitional funding be reduced or removed in future years then it is clear that the County Council will face a severe financial impact through implementation of the new methodology. The next DfE programme of condition data collection is not expected to complete until potentially 2026, so the baseline data currently in use may well remain in place for some years.

SCG is allocated to the LA for investment in maintained schools, specifically only community, voluntary controlled and foundation schools. Therefore, the amount of SCG allocated to the LA will also continue to reduce as schools convert to academy status. It is difficult to estimate the speed and scale of academy conversions and therefore the potential level of reduction year on year.

4.8.5 SCG is not specifically required to be used to address condition issues and can be utilised for other capital improvement works. SCG is deployed on an annual basis across our range of priorities with the largest investments for planned maintenance projects, modernisation / improvement projects and the Specialist Provision Targeted Capital Programme (introduced in April 2020). SCG is not time-limited and so any unspent amounts can be carried forward.

High Needs Capital

4.8.6 The Department for Education has, in recent years, began to make capital available specifically for investment in facilities for Special Educational Needs and Disabilities. This was first in the form of Specialist Provision Capital Fund of which the County Council received a total of £848k from two allocations. Then for 2021/22 the County

Council received an allocation of £716k under what is now known as High Needs Capital. This funding stream can be used at all categories of school to deliver on the priorities of the Strategic Plan for SEND, including the Targeted Mainstream programme. There is expectation that High Needs Capital may become an annual funding stream, but the DfE are yet to confirm that will be the case.

4.9 School Held Funding

- 4.9.1 Revenue Maintenance – since 1988 schools have received money within their delegated budget for repairs and maintenance, and increased amounts were delegated in 1998, 2001 and 2015. As a consequence, schools have delegated responsibility for a range of complex property repair and compliance issues. In order to assist, the County Council have provided traded repairs and maintenance schemes, originally in the form of the PREMISES Scheme (2001-2011) and subsequently the MASS Scheme. The MASS Scheme will be replaced with the NYES Property Solutions Scheme with effect from April 2022 in order to provide schools with greater choice in the level and type of assistance they receive in fulfilling their obligations with regard to repairs, maintenance and compliance.
- 4.9.2 Capital requirements - schools also receive Devolved Formula Capital (DFC). Schools are encouraged to utilise this funding to address condition related works. It is expected that they will prioritise health and safety, accessibility, fire safety, legionella, asbestos and other regulatory requirements from their DFC. Individual schools are expected to contribute their DFC to any County Council schemes that are undertaken.
- 4.9.3 For context the total amount of DFC received by all of our community, voluntary controlled and foundation schools in 2021/22 was £1.36m, so a modest sum given the number of schools.

4.10 Other Sources of Funding

- 4.10.1 Occasionally, opportunities arise for bids to be submitted in respect of specific funding streams and, where possible, bids are pursued in order that the County Council is able to access additional funding to supplement that which is available on a recurring basis. Most recently this has included a successful bid to the Public Sector Decarbonisation Scheme through which additional funding of £1.3m was made available for investment in window replacement at a number of schools. In addition the County Council will pursue opportunities through Departmental programmes such as the SEND specific Free School Wave under which the Selby area special school is being proposed.

4.11 Strategic Priorities

In order that the Estate Vision can be achieved the following will be the strategic priorities for the period of this strategy; -

1	Maintain school place sufficiency – provide additional school places as the need arises
2	Ensure the safety and security of all school estate users – supporting schools with their delegated responsibility for health and safety
3	Maintain the school estate - invest in capital maintenance to ensure that facilities remain fit-for-purpose
4	Modernise and improve school estate facilities - help young people achieve by ensuring their accommodation is to modern standards
5	Improve SEND provision - addressing the needs identified in the SEND Strategic Plan
6	Sustain and improve schools through re-organisation of provision where appropriate
7	Improve Accessibility where appropriate – support investment in facilities to enable access by children with medical or mobility needs
8	Contribute to the Council’s target of achieving net carbon neutrality by 2030, or as near to that date as possible.

We will continue to adopt a strategy which seeks to balance investment across this range of priorities, but will keep that under review should there be significant changes in the levels of funding available.

4.11.1 Maintain School Place Sufficiency

The County Council will undertake all required activities to maintain our statutory duty including:

- Completing a termly review of school place forecasting supplemented by NHS GP registration data, and including pupil yield data based on the best available information from the planning authorities
- Complete the annual DfE School Capacity return (SCAP) to reflect any predicted capacity shortfalls and enable prompt access to Basic Need Grant
- Secure additional capital where possible under the 2020 NYCC Developer Contributions Policy, and also secure provision of land where that is identified as a requirement
- To monitor the availability of additional delivery and funding routes, such as the centrally delivered Free School Programme
- Actively engage with schools (all categories as appropriate) to develop proposals to increase capacity in areas with predicted shortfalls

4.11.2 Ensure the Safety and Security of Pupils, Staff and other School Users

The County Council will work with schools to ensure that schools remain as safe environments in which to learn. This will include through: -

- Monitoring any regulatory / compliance changes as they apply to schools and the provision of funding for programmes of work in the event that they are required
- Undertaking annual asbestos inspections within schools in order to confirm that schools remain compliant with the Control of Asbestos Regulations, 2012
- Providing training, advice and guidance to schools in respect of delegated responsibilities for the management of Health & Safety and compliance
- Undertaking annual 'Landlord Visits' to ensure that schools are compliant with all statutory requirements
- Providing carefully targeted financial support to individual schools with urgent health and safety needs where the costs outweigh their available resources
- Ensuring that schools maintain their accessibility audits on a regular basis
- Undertaking Health and Safety Audits to ensure compliance

4.11.3 Maintain the School Estate

The County Council will:-

- Undertake annual condition surveys of schools to inform the planning of programmes of planned maintenance
- Develop and fund programmes of planned maintenance as a component of the annual capital programme to address priority elements that represent a risk to either the Health and Safety of pupils, staff and other site users or to the continuity of educational provision
- Provide a traded repairs and maintenance service in order that schools have access to both technical advice and guidance to inform planning, and competent contractors to undertake works in respect of repairs, maintenance and building services compliance.
- With effect from 1 April 2022, the County Council will replace its current traded service 'MASS' with 'NYES Property Solutions'. The new service will provide schools with access to a flexible offer to meet the different respective requirements of individual school sites

4.11.4 Modernise and Improve the School Estate

The County Council will: -

- Continue to work directly with schools to develop a good understanding of where their facilities are a limiting factor
- Maintain an annual bids process where schools can propose schemes they see as their priority
- Prioritise schemes which would either have a direct impact on the quality of provision for teaching and learning, or that would address a deficiency in the school's facilities which impacts on school life
- Undertake advance feasibility work where appropriate to assess the costs and deliverability of proposed schemes prior to funding commitments

4.11.5 Improve SEND Provision

The County Council will: -

- Continue to commit dedicated capital investment in SEND provision
- Increase the capacity of our Special School estate
- Work with schools to identify cost effective opportunities to modernise and improve the facilities in our Special School estate
- Work with all categories of school to develop the Targeted Mainstream Provisions programme
- Seek to ensure that SEND provision is appropriately located across the County to minimise travel time and costs
- Monitor the availability of additional delivery and funding routes, such as the centrally delivered Free School Programme

4.11.6 Sustain and Improve Schools Through Re-organisation of Provision

The County Council will: -

- Assess the capital requirements arising from school organisation proposals
- On a case by case basis provide investment to deliver projects considered essential to the success of the proposal and where costs are beyond the available resources of the school(s)

4.11.7 Improve Accessibility Where Required

The County Council will: -

- Work with schools to increase the extent to which disabled pupils can participate in the curriculum by making reasonable adjustments to improve the physical environment of schools
- Through specialist teams and services, identify pupils with more complex needs and liaise with Occupational Therapists who can advise on any adaptations to the school environment if required
- Make available additional funding for minor adaptations under the reasonable adjustments duty where the costs are beyond the schools available resources

4.11.8 Contribute to the Council's Target of Achieving Net Carbon Neutrality by 2030, or as Close to that Date as Possible.

The County Council will: -

- **As a minimum** ensure that all work (including planned maintenance, refurbishment and new build) is undertaken in accordance with Building Regulations to ensure that energy efficiency is improved and that carbon emissions are reduced.
- Continue to monitor changes in regulatory requirements, including Building Regulations and DfE requirements, to ensure that all work is commissioned in accordance with requirements. We expect that this will impact upon our

approach to both the refurbishment of existing buildings and the construction of new.

- Investigate options for the decarbonisation of heat within schools
- Pursue any appropriate external funding streams that can be utilised for carbon reduction in our school estate

4.12 Arrangements for the Management and Delivery of the Capital Programme

- 4.12.1 The development and management of the Schools Capital Programme, which is informed by School Estate Strategy, is the responsibility of the CYPS Strategic Planning Team. The Programme is agreed annually by the Executive and is monitored through the County Council's capital monitoring arrangements.
- 4.12.2 In order that it can ensure regulatory compliance, including in the specification of works and meeting its obligations under the Construction Design and Management (CDM) Regulations, 2015, the County Council's expectation is that projects funded from the Capital Programme are delivered through the Property Service and Align Property Partners (APP) in accordance with the procedure outlined below.
- 4.12.3 In exceptional circumstances, and where approved by the Corporate Director, Strategic Resources, schools may be able to deliver projects, or elements within them. Where this is the case, strict criteria will require to be met, as identified in the section below, 'School Funded Projects'.

County Council Capital Projects – Project Development and Delivery

- 4.12.4 All significant projects within the Capital Programme are the subject of a detailed written brief agreed between CYPS Strategic Planning and the Property Service and in consultation with the School. This ensures a consistent approach and that school specific requirements are identified and addressed.
- 4.12.5 All capital schemes are subject to detailed feasibility work completed by APP in consultation with the Property Service, and are developed in accordance with the Royal Institute of British Architects (RIBA) Plan of Work to ensure that good practice is followed. This process ensures that programming of works and budget implications are considered and agreed with CYPS / the School as appropriate.
- 4.12.6 All works are procured in accordance with the County Council's Contract Management Procedure Rules to ensure that best value is obtained. Upon appointment contractors are managed by APP who, in turn, are overseen by the Property Service.
- 4.12.7 Detailed work is undertaken during the course of the design and development phases of individual projects to ensure that the County Council fulfils its obligations as Client under the CDM regulations. This includes, but is not limited to, design reviews, assessments of contractor competence as a component of the procurement process and programmes of site monitoring by H&S staff during construction phases.
- 4.12.8 The County Council, in consultation with APP and contractors, undertakes regular reviews of its practice in the delivery of construction projects to identify the potential for performance improvement.

School Funded Projects

- 4.12.9 Schools are able to carry out their own developments using their own developments using their own consultants and contractors subject to following the LMS Contract Procedure Rules and receiving consent from the County Council.
- 4.12.10 Schools intending to undertake their own construction projects should submit a Project Proposal Form to CYPS Strategic Planning. The purpose of this form is to ensure that any project is consistent with the Estate Vision and that minimum standards are achieved, including in respect of the CDM regulations.
- 4.12.11 Consent for Schools to undertake their own projects will not be withheld provided that: -
- The proposed project is consistent with the Estate Vision
 - The arrangements for the management of the project comply with the Construction Design Management (CDM) Regulations, 2015 including, where required, through the documented appointment of the designated roles as outlined within the regulations
 - The proposed specification for the works is appropriate and all necessary statutory consents have been obtained
 - The arrangements for the procurement of a contractor are compliant with the LMS Contract Procedure Rules; and
 - The Contractor appointed to undertake the work is competent to do and holds all of the required insurance cover.

4.12.12 Design of Projects

Projects are designed according to appropriate regulations:

Non-Statutory

'Building Bulletin 103: the Area Guidelines for Schools' (BB103) is the non-statutory guidelines we follow. The 'Area Guidelines' cover recommended areas for circulation space and for classroom sizes³. BB103 is the benchmark, but in practice some existing smaller spaces may still be adequate without undue impact on teaching or learning. The area guidelines BB103 combines BBs 98 and 99, which were the area-guidelines for primary and secondary schools respectively.

We also follow DfE Output Specifications for school projects and these are now embedded into project briefs.

Statutory Guidelines

Projects are also designed according to the appropriate statutory regulations, including the Education (School Premises) Regulations, which are a statutory instrument applying to all maintained schools, covering minimum standards for both new and existing premises.

5. ASSET MANAGEMENT PLAN (AMP)

This final section is to be developed and informed by the 2022-23 Capital Programme following consultation.

6. REVIEW

- 6.1 GEMS guidance recommends a periodic review of the School Estate Strategy.
- 6.2 The date for a review of this Strategy is December 2024, or earlier in the event of a change in legislation, policy or funding levels necessitating review.