

**CABINET MEMBER DELEGATED DECISION EDUCATION -
15 DECEMBER 2016**

**SPACE STANDARDS FOR NEW PRIMARY AND SECONDARY
SCHOOLS IN OXFORDSHIRE – PROPOSED CHANGES (EARLY
YEARS AND SEN PROVISION)**

Report by the Director for Environment & Economy and the Director, Children,
Education and Families

Executive Summary

1. The County Council's current space standards for the design of new primary and secondary schools were adopted by Cabinet in 2013 in consideration of an anticipated reduction in government area guidance.
2. The council's standards have now undergone further review in light of:
 - The need to provide accommodation for a proportion of 2 year olds and the new 30 hour entitlement for eligible 3 and 4 yr. olds.*
 - The need to provide additional Special Educational Needs (SEN) places and the strategy to provide a proportion as resourced places within mainstream schools.*
 - The need to be able to demonstrate to planning authorities and developers that the councils requirements accord, where appropriate, with Department for Education (DfE) space standards, in particular; Building Bulletin 103 (BB103) *Area guidelines for mainstream schools* (June 2014), and BB104 - *Area guidelines for SEND and alternative provision* (December 2015).
3. The proposed revised space standards result in a reduction to the council's 2013 requirements. With the increased space now required for early years and the addition of SEN resourced places added there is an overall increase in area requirement for primary schools. The area for secondary schools is also reduced when compared to the 2013 requirement but overall remains approximately the same following the addition of SEN resourced places
4. The DfE Building Bulletins provide a minimum and a maximum area for new schools. A comparison against DfE guidelines (BB103 and BB104) for different sizes of primary schools show the proposed Oxfordshire standards are just above the recommended minimum for schools up to half form entry and at the

minimum standard for 2 forms of entry (2FE) and 3 forms of entry (3FE) schools.

5. A comparison against DfE guidelines (BB103 and BB104) for different sizes of secondary schools show the proposed standards are marginally above the minimum recommended size. This is due to the need to ensure that the core provision for a new secondary school is adequate. For a 600 place secondary school the OCC space standard is 4.6% above the BB103/BB104 minimum and 8.8% below the BB103/BB104 maximum. For a 1200 place secondary school the OCC space standard is 2.3% above the BB103/BB104 minimum and 10.2% below the BB103/BB104 maximum.

****NB Detailed requirements for Early Years Foundation Stage accommodation and/or SEN resourced places in a SRP/Unit within new schools will be based on CEF's assessment of the specific need for each project.***

Introduction

6. The County Council has a statutory duty to ensure a sufficiency of school places for all its' young children and young people¹. In addition to the need to provide for school places, in recent years, the County Council has new responsibilities (For legislative details see Appendix E) these include;

Early years (including child care)

7. The position regarding early year's provision is;
 - 2yr olds - From September 2014 local authorities have been required by legislation to secure early education places offering 570 hours a year over no fewer than 38 weeks of the year for every eligible child in their area.
 - 3 and 4yr olds - From September 2017, local authorities will be required by legislation to secure an additional 15 hours a week of free childcare for working parents of three and four-year-olds (on top of the current universal entitlement of 15 hours a week of free early education for all three and four year olds). In Oxfordshire, approximately 63% of children are expected to be eligible for the extended 30 hour entitlement.
8. Existing 2013 schedules for new primary nursery accommodation do not account for the additional accommodation required to meet this new requirement. An example of the impact the increased demand for nursery places will have on a 2FE Primary School is detailed in Appendix D.

SEN and Disabilities

9. The council has a duty to ensure sufficient provision for children and young people with SEN and Disabilities aged 2 to 25 years old. The council's strategy promotes a locality approach, ensuring that each local area has a range of specialist provision within mainstream schools where practicable and appropriate. The strategy identifies that for each locality there will be:

¹ Childcare Act 2006; The Childcare Act 2016; NPPF Para 72;

CMDED4

- Primary Behaviour, Emotional and Social Difficulties (BESD) resourced provision, serving children and young people with high needs, hosted by a primary school and serving the local area. To provide short-term and /or part-time provision, as well as full-time and /or longer term provision, and training opportunities for the area.
 - Primary resourced provision, serving children and young people with high needs, hosted by a primary school and serving the local area, primarily for children with Autistic Spectrum Continuum (ASC), but also serving those with complex/severe Speech, Language and Communication Needs (SLCN), Physical Difficulties (PD), Hearing Impairment (HI) and Visual Impairment (VI).
 - Provision for vulnerable young people in key stage 3 and 4, including those with BESD, who require an individualised/small group approach or alternative provision. Secondary schools/academies to grow the market for this, ensuring quality assurance and positive outcomes for young people in the local area.
 - Secondary resourced provision serving young people with high needs, hosted by one of the secondary schools/academies and serving the local area, primarily for children with ASC, but also serving those with complex/severe SLCN, PD HI and VI.
10. The proposed changes to the current space standards for new schools will ensure that the council is able to ensure a sufficient supply of places to meet its statutory requirements.

Methodology – reviewing our space standards

11. Given the requirement to incorporate additional space for 2 year old and SEN places within mainstream schools overall areas have been reviewed to establish whether further efficiencies could be achieved.
12. The DfE provide no-statutory guidelines for school buildings and school site areas in ‘Building bulletins’;
- BB103 - *Area guidelines for mainstream schools*, provides guidelines on minimum and maximum building and site areas for Primary and Secondary mainstream school provision.
 - BB104 - *Area guidelines for SEND and alternative provision*, provides guidance on special schools, alternative provision (AP), specially resourced provision (SRP) and Units.
13. A comparison of current OCC standards and these national standards has been carried out for both primary and secondary schools. .
14. Detailed accommodation schedules have been produced for new primary schools ranging in size from 1 form of entry (1FE) to 3 forms of entry (3FE) showing a possible model breakdown in individual spaces. The schedules include space allocated to support the inclusion of SEN resourced places and provision for funded 2 year olds and an increase in nursery capacity for 3 and 4 year olds. See Annex C.

Primary schools

15. The following assumptions were made when reviewing the council's primary space standards:
- Reduce OCC 2013 area requirements. Where appropriate, consideration should be given to reducing the area down to the national minimum standards as defined in BB103.
 - Continuation of requirement for classroom sizes being sufficient to support practical areas within the classroom space.
 - Continuation of the requirement for a dedicated food technology room to be provided. This would ideally be located off of a larger non-classroom space for increased group size and to facilitate extended use for breakfast and after school clubs.
 - Overall early years area standards to be reduced but with a consequential increase in area associated with the increase in early year's places required.
 - In addition to mainstream SEN an additional SEN area, for allocated places is to be provided. This will be based on the BB104 guidance for Specially Resourced Provision (SRP) which is the minimum area allocation for any SEN categorisation.
 - Generally 2 places in the Specially Resourced Provision (SRP) are to be provided per 0.5 Form of Entry (0.5FE) but a minimum of 6 SRP places in a school will be required to ensure viability.
 - Core ancillary area requirements (e.g. School Hall, Office, staffroom, stores etc.) are to be maintained to provide the infrastructure to support future expansion to the optimum size of 2FE, and in exceptional circumstance 2.5/3FE.
 - Attempt to derive overall area benefit from the collocation of all SEN areas provided to the school, with the SRP areas.
 - Current covered external areas requirements are to be maintained.
Note: this area is not identified within BB103.
16. Based on the above assumptions OCC's revised area schedules were produced and a comparison was undertaken with the DfE Building Bulletins (BB103 and BB104) for various sizes of school. The comparisons are shown in the appendices as follows:
- **Appendix A: Primary School Area Comparison.**
Shows the total overall proposed area requirement applicable to 1FE, 1.5FE, 2FE and 3FE primary schools with space for some 2 year olds, 30 hour 3 year old entitlement and SEN provision. These areas are then compared with various permutations of school area calculated using the formulae set out in BB103 and BB104.
17. The proposed new 2016 OCC area requirements and sample schedules of accommodation for primary schools are shown in the following Annexes:
- **Annex A** - OCC Building and Site Area Guidelines for Primary Schools
 - **Annex C** - OCC Model Primary Schedules of Accommodation.

Secondary schools

18. The assumptions made when reviewing the secondary space standards are as follows:
- The SEN area is based on a Unit area which is larger in size than the SRP area for the primary schools as defined within BB104. This is to allow additional area for life skills in the curriculum
 - 2 places in the SRP are to be provided per 1FE assuming a minimum school size of 4FE
 - To overcome the main deficiency within BB103, in particular for initially small schools (4FE and 5FE), the current OCC standard will remain above the minimum requirements in BB103. This will ensure that core areas and specialist spaces such as Sports Halls can be adequately sized at the outset.
 - Attempt to derive overall area benefit from colocation of SRP provision and main school SEN provision.
 - Current external covered areas requirements are to be maintained.
Note: this area is not identified within BB103
19. Based on the above assumptions a comparison was undertaken for various sizes of secondary school between OCC's current standards, BB103 and BB104, and the Education Funding Agency's (EFA) BB103 *Accommodation Tool*. This generated the proposed revised area shown in the appendices;
- **Appendix B- Secondary School Area Comparison.**
Compares the proposed revised OCC formula with BB103/BB104 and the OCC 2013 area formula.
20. The proposed new area formulae are shown in Annex B:
- **Annex B – OCC Building and Site Area Formulae for Secondary Schools**

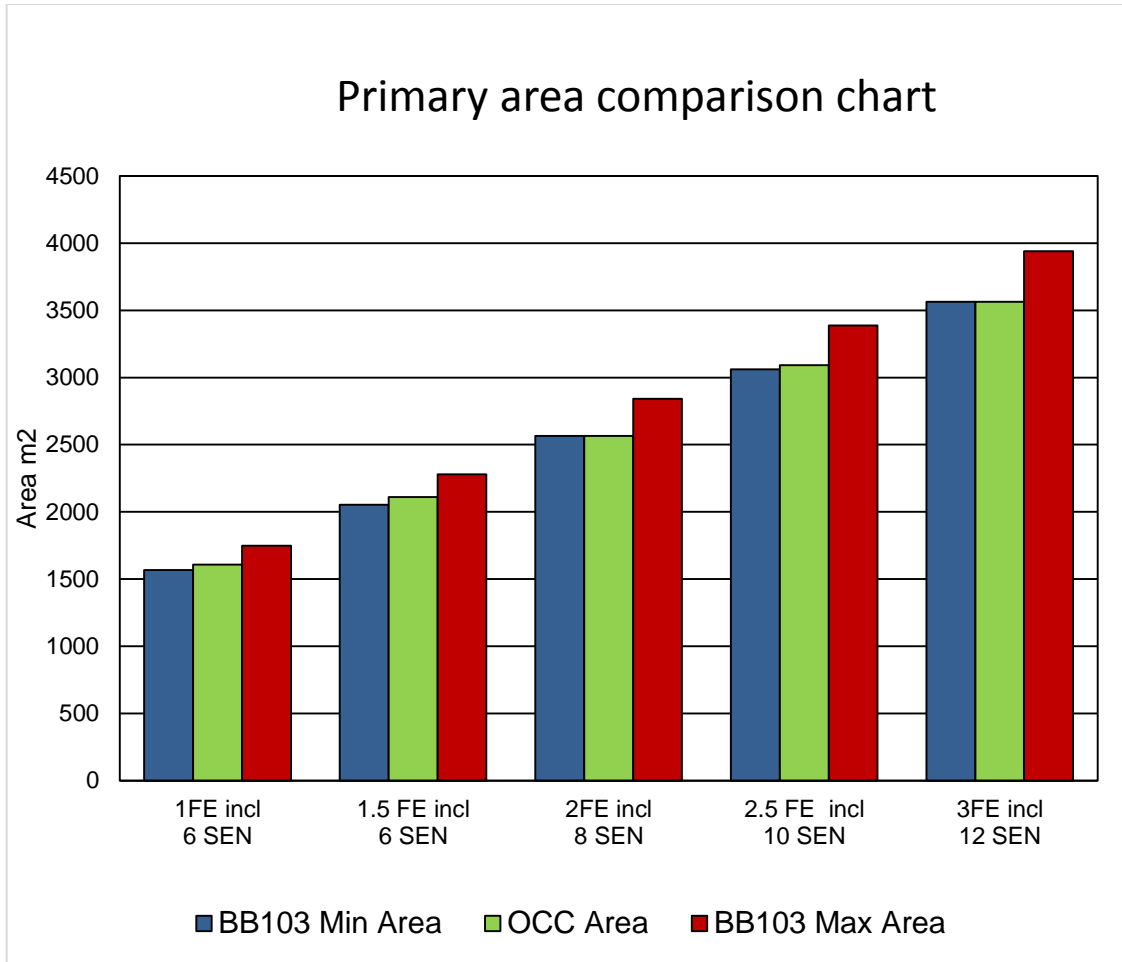
SEN provision

21. The comparisons of areas for various alternative SEN provisions are shown in the appendices as follows:
- **Appendix C - SEN school building and external area comparison**

Comparison of School Space Standards

Primary Schools

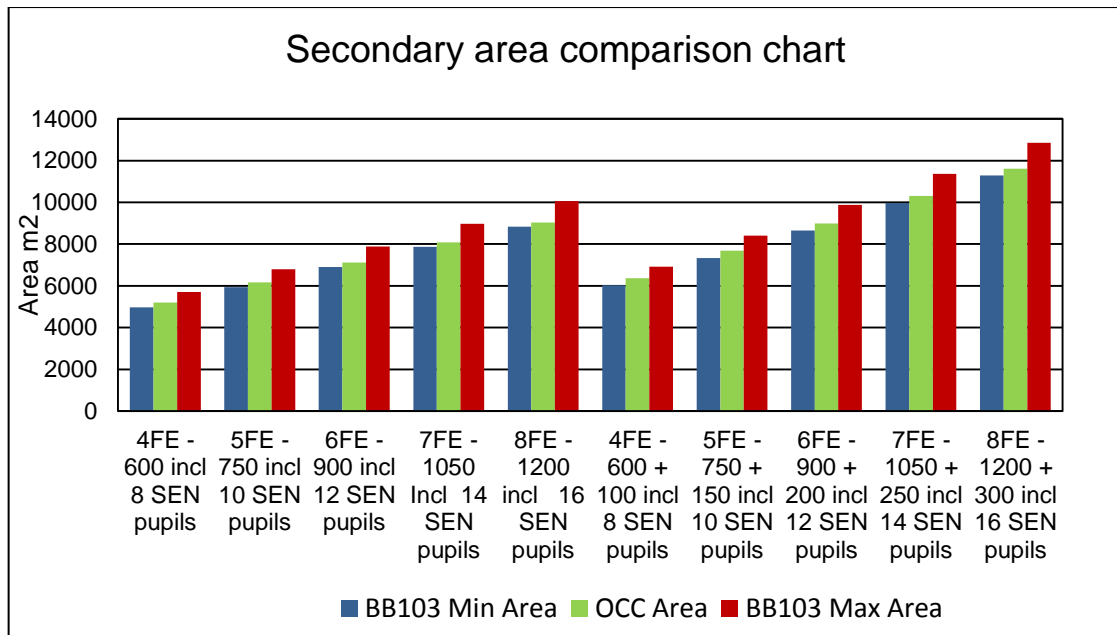
22. The following graphs give an overview of the differences between the BB103 and BB104 national standards for minimum and maximum area and the proposed revised standards;



23. The above table demonstrates that the area for both a 2FE and a 3FE primary school would be equivalent to the national minimum standard, with a 1FE and half form entry schools requiring additional accommodation to facilitate expansion to their optimum size.

Secondary Schools

24. The overall proposed OCC space standards compared with BB103 and BB104 result in the following:



25. The above table demonstrates that the proposed OCC secondary school area is marginally above the national minimum standard. This is due to the need to ensure that the core provision for a new school is adequate for future expansion.

Community Space Provision

26. The County Council’s historic space standards for primary schools included an allowance for ‘extended school’ provision. The intention was to utilise this space to provide facilities for community use outside of school hours that could also be utilised by schools for breakfast clubs and the like. This space has been omitted from the proposed revised standards.
27. The revised standards will look to rely upon core spaces such as Hall, Studio and food/ practical spaces to be designed flexibly to facilitate community use / breakfast clubs where appropriate

Primary and Secondary School External Space Standards

28. The minimum site area for new primary schools is to remain at 2.22ha to allow for a 2FE primary school, or expansion to 2FE. This area is directly comparable with the DfE maximum area guidelines for a 2FE site area with the inclusion of additional requirements for the SEN provision. It also ensures some potential for further expansion and the impact of minor site anomalies e.g. Sustainable Urban Drainage System (SUDS), ground levels, site shape, features etc. It is proposed that the area of secondary school sites should also reflect the maximum BB103 area guidelines for the reasons above.

Financial and staff implications

29. New housing development will create a demand for additional mainstream school places and the need for early years and SEN provision. It is critical that developers make a financial contribution towards any new provision identified, proportionate to its impact. Without it the County Council will be unable to meet its duty, to its residents, to provide a sufficiency of places. Equally, it is incumbent on the County Council to be able to demonstrate its space standards for new schools accord with national standards.
30. The proposed adjustment to the council's standards and the way that the space standards are presented will help demonstrate that the space standards accord with national benchmarking.

Primary schools

31. The primary school building area recommendation adopted in 2013 was 2.96% above the area being used by the DfE for new schools at the time, which later became the minimum primary school building area in BB103. The proposed revised space standards in this report reduce the mainstream primary school area to that of the BB103 minimum area guidelines for a 2FE school.

Secondary schools

32. The 2013 secondary school building area recommendation was also above the area being used by the EFA which likewise became the minimum secondary school building area in BB103. The table below shows that the area of secondary school building (m²) has been reduced by 0.13% compared to the council's current space standards but this now includes additional area for SEN provision. If the new area for SEN provision were not included the overall reduction would be 2.2% for a model 8FE 11 to 16 secondary school.

	A	B	C	A-B	C-A
Size of school	2013 pupil numbers for a 8FE 11-16 secondary school	Revised 2016 pupil numbers for a 8FE 11-16 secondary school	Revised 2016 pupil numbers for a 8FE 11-16 secondary school with SEN included	Direct Comparison between 2013 area schedules and 2016 area schedules (m²)	Comparison between 2013 area schedules and 2016 area schedules with SEN included (m²)
Pupils numbers	1200 pupils	1200 pupils	1200 pupils Incl.16 SRP SEN	0	0+16 SRP SEN
Area (m²)	9050	8852	9038	-198 (-2.2%)	-12 (-0.13%)

Increase in early years places and provision of SEN resourced places within mainstream schools

33. The proposed increase in early years and SEN provision, based upon the delivery of a new 2FE primary school, is a 13.5% increase on the council's current space standards as demonstrated by the table below.

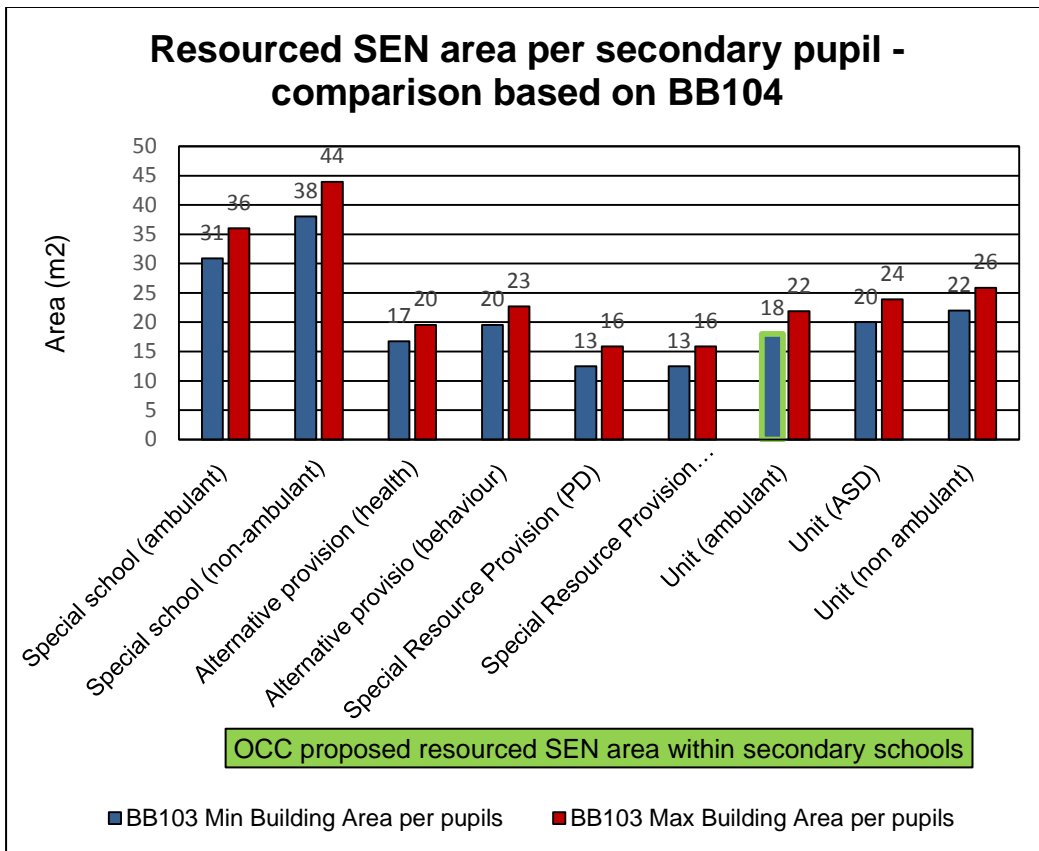
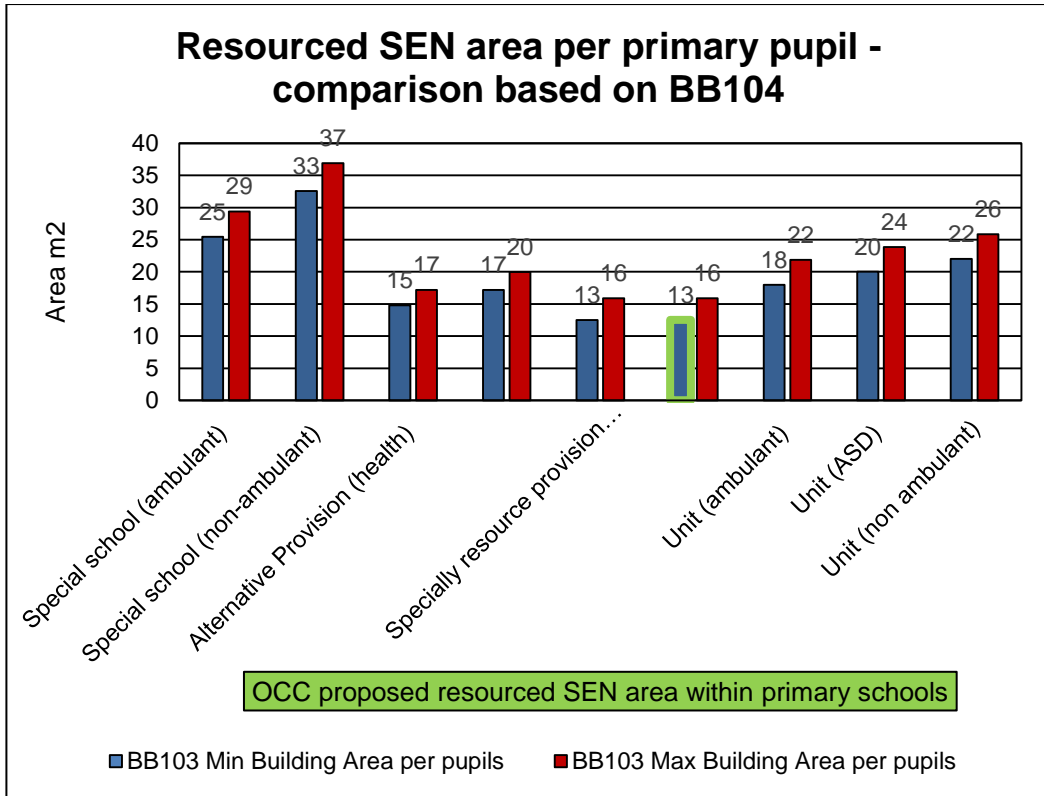
34. This accounts for the 48 additional 3 year olds pupils, provision for 12 additional 2 year olds and 8 additional resourced SEN spaces. Overall the area proposed for the number of pupils to be accommodated accords with national minimum area standards.

	A	B	B-A
	2013 pupil numbers for a 2FE primary school	Revised 2016 pupils numbers for a 2FE primary school	Comparison between 2013 and 2016 area schedules
No. Pupils	420 + 30FS2 = 450 pupils	420+78FS2 +12FS3 = 510 pupils Incl. 8 SRP SEN	+48FS2 + 12FS3 +8 SRP SEN
Building Area	2260m ²	2565m ²	+305m ² (13.5%)

35. Whilst providing SEN places increases the overall area of the mainstream school, this is a cost effective way of providing SEN places. Whilst it is not envisaged that all types of provision can be collocated within mainstream schools, where it is possible there should be overall saving in both building and site area requirements compared to meeting this need in other ways.

Appendix C provides a comparison between building areas for various types of SEN provision.

36. This is further demonstrated on the following graphs which show the BB104 recommended area per pupil for different types of SEN provision and the proposed SEN area to be included in mainstream schools in Oxfordshire.
37. Given the comparison of area between how special school places are provided it is expected that overall area requirements and related capital costs will be reduced.



38. Operational premises costs, such as utilities and maintenance, faced by new mainstream schools will be slightly increased as a consequence of the changes in space standards. Schools are responsible for the revenue costs associated with the operation of new schools; this is funded from the school's delegated school budget which will increase in proportion to increases in pupil numbers.

Consultation

39. The proposed changes arise from an officer assessment with support from the council's consultant Carillion, in light of analysis of the national standards issued by the EFA.
40. Consultation has taken place with officers in CEF Education Sufficiency & Access, SEN and Early Years teams.

RECOMMENDATIONS

41. **The Cabinet Member for Education is RECOMMENDED to approve on behalf of Cabinet:**
- (a) **adoption of the revised space standards for new Primary and Secondary Schools in Oxfordshire with increased provision for early years and SEN as shown in the following Annexes:**
- Annex A: OCC Building and Site Area Guidelines for Primary School**
Annex B: OCC Building and Site Area Guidelines for Secondary Schools
Annex C: OCC Model Primary School Schedules of Accommodation.
- (b) **Delegation of approval of further amendments to these standards on an exceptions basis to the Director Environment and Economy in consultation with the Director Children, Education & Families.**

BEV HINDLE

Director for Environment & Economy

LUCY BUTLER

Director for Children, Education & Families

Contact Officers: Nigel Cunning, Corporate Landlord Manager, Environment & Economy.
Kevin Griffin, Service Manager, Education Sufficiency & Access, Children Education & Families.

December 2016

Annex A: OCC Building and Site Area Guidelines for Primary Schools
Annex B: OCC Building and Site Area Guidelines for Secondary Schools
Annex C: OCC Model Primary School Schedules of Accommodation.

Appendix A: Primary School Area Comparison
Appendix B: Secondary School Area Comparison
Appendix C: SEN Building and External Areas Comparison
Appendix D: Example Nursery Demand – 2FE Primary School
Appendix E: Legislative Details

Glossary

ASC	Autistic Spectrum Continuum
BB	Building Bulletin
BESD	Behaviour, Emotional and Social Difficulties
DfE	Department for Education
EFA	Education Funding Agency
FS	Foundation Stage
FS1	FS reception pupils aged 4 years plus
FS2	FS nursery pupils aged 3 years plus
FS3	FS nursery pupils aged 2 years plus
FE	Form of Entry
HI	Hearing Impairment
PD	Physical Difficulties
SEN	Special Education Needs
SLCN	Speech, Language and Communication Needs
SRP	Specially Resourced Provision - for SEN reserved places
SUDS	Sustainable Urban Drainage Systems
VI	Visual Impairment