

## Report of the Director of Children & Families

### Report to Executive Board

Date: 19<sup>th</sup> April 2017

**Subject: Approval to Spend for the Learning Places Expansion Project at Cockburn School**



**Capital Scheme Number: 32450/CHS/000**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Beeston & Holbeck / Middleton Park		
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		

### Summary of main issues

1. The purpose of this report is to seek 'Approval to Spend' £1,559,624 for the development and delivery of supplementary accommodation at Cockburn School to support an increase in the Published Admission Number (PAN) from 210 to 240 from September 2018, including a 'bulge' cohort of 60 additional pupils from September 2017. The additional ancillary accommodation detailed within this report will be self-delivered by Cockburn School, as a Multi-academy Trust, and is essential to ensure the additional pupils can be safely accommodated within the school.
2. Demand for secondary school places across the inner south has increased by over 200 in the past 3 years. This is reflected in the number of first preferences that have been refused at Cockburn across this time. In 2014 there were 91 first preferences refused compared to 153 in 2016. Projections for Cockburn continue to show increases year on year up to 2021 where the demand is projected to level out.
3. This accommodation is to be delivered under the City Council's Learning Places Programme, which aims to ensure the Local Authorities statutory duties are met with respect to ensuring a school place for every child within the city.
4. These works will be self-delivered by the school as a Multi-academy Trust and will adhere to the necessary procurement legislation. Children's Services will maintain a monitoring role to aid successful delivery of this project against the Gateway Process

and will employ NPS Ltd. (Leeds) to undertake technical and financial reviews at the necessary intervals in addition to authorising payment of valuation certificates.

5. The additional accommodation at Cockburn School is required for September 2017 and will ensure the initial 60 place 'bulge' cohort, and the increase in the PAN from 210 to 240 from September 2018, will be safely accommodated. This accommodation will ease pressure on the existing ancillary facilities within school. The accommodation detailed within the report will be purpose built to meet the need of the increased PAN.
6. This report seeks 'Authority to Spend' on this project to allow the school to deliver the required accommodation as submitted by their design team and begin the commissioning of essential technical surveys. An indicative project budget has been provided by Cockburn School and this is reflected in the £1,559,624 sought for approval. This figure will pick up all known costs associated with this project beyond the construction value.
7. The project is to be delivered by Cockburn School in conjunction with Children's Services and their appointed technical partner, NPS Ltd. (Leeds), providing management and technical support.
8. The monies will be provided to the Cockburn Multi-academy Trust through a grant agreement.

## **Recommendations**

Executive Board is asked to:

1. Authorise capital expenditure of £1,559,624 to support the increase in PAN at Cockburn School. This figure is the maximum project budget and encompasses all works associated with this scheme.
2. Note the programme dates identified in section 4.0 of this report in relation to the implementation of this decision. The final delivery date for this scheme is prior to the commencement of term September 2017.
3. Authorise entering into a grant agreement with Cockburn Multi-academy Trust for the sum of £1,559,624 with the terms of the agreement to be approved by the Director of Children and Families under existing delegated authority.
4. Note the responsible officer for implementation is the Head of Learning Systems.

## **1.0 Purpose of this Report**

### **1.1. The purpose of this report is:**

- To provide Executive Board with details of a proposal brought forward to meet the local authority's duty to ensure sufficiency of school places, and which supports the achievement of the Best Council priorities to improve educational achievement and close achievement gaps.
- Seek 'Approval to Spend' for the high level budget detailed within this report to deliver an expansion project at Cockburn (Academy) School to accommodate an increase in the PAN from 210 to 240 from September 2018, including a 'bulge' cohort of 60 additional pupils from September 2017.

## **2.0 Background Information**

- 2.1. The Learning Places programme represents the Council's response to the demographic growth pressures in school provision. The increasing birth rate in Leeds has required Leeds City Council to approve an increasing number of new school places since 2009 in order to fulfil its statutory duty to ensure sufficiency of places.
- 2.2. The scale of the response cannot be met through the existing estate; therefore the expansion of existing schools or the creation of new schools has been required in many instances. The capital school building solutions to the demographic need is managed via Children's Services Learning Places Programme.
- 2.3. This proposal has been brought forward to meet the projected demand for secondary school places across the inner south area of Leeds. Current demographic data suggests that there is a need for additional secondary places within the vicinity of Cockburn School and the proposed works outlined in this report will help ensure there are sufficient school places available for local children.
- 2.4. Consultation on this proposal was carried out by Cockburn School in partnership with Leeds City Council. Those consulted included the general public, parents and carers of children attending Cockburn Academy, local ward members and other key stakeholders, and took place from 6th March 2017 to 20th March 2017. This included the use of a WordPress online forum and a consultation response form. A leaflet providing information about the proposal and consultation was distributed within the vicinity of the academy and a letter was sent out to all parents of children attending Cockburn School. The consultation was also advertised on the Leeds City Council website, on social media and by local community groups.
- 2.5. During the consultation period, 17 responses were received, 3 via the Wordpress forum and 14 on response forms, from local residents, parents, the schools governing body and local business owners. 10 responses support the proposal and 7 are against. Those against the proposal cited the following reasons;
- Highways concerns (increased staff and visitor parking, increased traffic congestion, pollution, road safety concerns, discourteous driving)
  - Increased litter from more pupils
  - Increase in number of children loitering outside houses and businesses

Those in favour of the proposal cited the following reasons for their support;

- Wanting to see an increase in places for local children at a good local school
- Wanting enough places to be available to get own children into Cockburn School in the future

Planning approval requires officers from Highways to formally comment on all applications. A complete reassessment of traffic management measures would be carried out as part of the proposal, the School Travel Plan would be updated, and measures identified by Highways as required for approval would, where possible, be incorporated into any final scheme to help mitigate any negative consequences.

Local ward members in the Beeston & Holbeck and Middleton Park wards have been consulted and would support this proposal, subject to a full Highways assessment of local traffic management and the inclusion of any recommendations that would alleviate any perceived congestion associated with this development.

- 2.6. In response to the consultation concerns and in discussion with the school, it is recommended that the expansion should be to accommodate an increase in the PAN from 210 to 240 from September 2018, including a 'bulge' cohort of 60 additional pupils from September 2017.
- 2.7. The proposal for Cockburn School will form part of the on-going work to address capacity and sufficiency across all of Children's Services; which includes secondary school places in addition to primary, early years and specialist provision.
- 2.8. These proposals form part of the Council's Learning Places Programme that embeds the 'One Council' approach in terms of shared ownership of proposed solutions across the various departments involved.

### **3.0 Main Points**

#### **3.1. Design Proposals and Full Scheme Description**

The proposed works at Cockburn School consists of the following components:

- Expansion of the existing school dining hall to ensure the safe increase in pupil numbers placed at Cockburn School as part of an increase in the PAN from 210 to 240 from September 2018, including a 'bulge' cohort of 60 additional pupils from September 2017.
  - Addition welfare facilities and ancillary spaces within the proposed extension.
  - Connection to existing building and provision of DDA accessible internal ramp to ensure compliance and meet building regulations.
  - Additional furniture and equipment to the extended dining hall space.
  - Implementation of any off-site Highways requirements necessary as a consequence of the increase in pupil numbers.
- 3.2. The estimate scheme cost is £1,559,624. This is inclusive of all design and delivery costs in addition to the appointed technical and quality assurance commissioned via NPS Ltd. (Leeds).

- 3.3. The project at Cockburn School will be self-delivered by the Multi-academy Trust, who in-turn will appoint their own design team and procure the construction package. Leeds City Council's technical partner, NPS Ltd. (Leeds), will be providing independent technical, quality and financial review for the Authority. Children's Services will provide support to the school in the delivery of this scheme.
- 3.4. A funding allocation has been awarded for the provision of furniture to support this additional dining space; formal approval for which will be sought as part of future Design and Cost Reports associated with the 'Approval to Spend' requested herein.
- 3.5. Any required Highways works, necessary as a consequence of this scheme, will be picked up as part future Design and Cost Reports associated with the 'Approval to Spend' requested herein.

#### **4.0 Programme**

- 4.1. The works highlighted in point 3.1 above are required for the commencement of the 2017/18 Academic year, as such the schedule of works will be delivered in one phase from 22<sup>nd</sup> May 2017.
- 4.2. The key milestones to achieve this programme are as follows:
 

• Pupil numbers confirmed	1 <sup>st</sup> March 2017
• ATS Approval – Full Scheme	27 <sup>th</sup> April 2017
• Planning Determination Date	9 <sup>th</sup> May 2017
• Contract award	15 <sup>th</sup> May 2017
• Start on-site	22 <sup>nd</sup> May 2017
• Completion & handover	1 <sup>st</sup> September 2017
• Occupation	4 <sup>th</sup> September 2017
- 4.3. The approval of 'Authority to Spend' is on the critical path and therefore crucial to delivery of the project in accordance with the dates above.
- 4.4. Following consultation with Leeds City Council Planning Department it was determined that the works would require a full planning application. This has subsequently been submitted and is due to be determined by 9<sup>th</sup> May 2017.

#### **5.0 Corporate Considerations**

##### **5.1. Consultation and Engagement**

- 5.1.1. The expansion programme required has been subject to consultation with Children's Services' officers, school representatives, Highways, Planning, Procurement, elected members and members of the public.
- 5.1.2. Pre-planning consultation has been held with representatives from the Planning Department and Highways with a view to assessing the entirety of the programme required for implementation. Where necessary supporting works to the Highways infrastructure identified during this consultation will be incorporated into future Design and Cost Reports drawing against the 'Approval to Spend' requested herein.
- 5.1.3. Children's Services will continue to brief elected members at key stages throughout the project development.

## **5.2. Equality and Diversity / Cohesion and Integration**

- 5.2.1. The recommendations with this report do not have any direct nor specific impact upon any of the groups falling under the remit of the equality legislation and the need to eliminate discrimination and promote equality. A screening document has been prepared to this effect and an independent impact assessment is not required for the approvals requested. The screening document has been sent to the Equality Team to be approved, publishing and held on-file. A copy is included with this report as appendix A.

## **5.3. Council Policies and Best Council Plan**

- 5.3.1. This scheme is due to be delivered under the City Council's Learning Places Programme and is required to fulfil the Local Authority's statutory responsibility to provide sufficient school places. In providing places close to where the children live the proposals will improve accessibility of local and desirable school places, and thus reduce any risks of non-attendance.
- 5.3.2. This contributes to the 2016/17 Best Council Plan outcomes for everyone in Leeds to 'Do well at all levels of learning and have the skills they need for life'; 'Be safe and feel safe' and 'Enjoy happy, healthy, active lives'. It also supports the vision in the supporting Children and Young People's Plan 2015-19 to build a child-friendly city with a focus on ensuring all children and young people are safe from harm; do well at all levels of learning and have the skills for life; enjoy healthy lifestyles; have fun growing up; are active citizens who feel they have a voice and influence. The programme seeks to deliver a supply of good quality accessible local school places which can contribute to these outcomes.

## **5.4. Resource and Value for Money**

- 5.4.1. The estimate scheme cost is £1,559,624. This figure is inclusive of all ancillary and supporting costs.
- 5.4.2. The cost will be met through capital scheme number 32450/CHS/000 as part of the Learning Places Programme.
- 5.4.3. The project at Cockburn School will be self-delivered by the Multi-academy Trust, who in-turn will appoint their own design team and procure the construction package. Leeds City Council's technical partner, NPS Ltd. (Leeds), will be providing independent technical, quality and financial review for the Authority to ensure this scheme offers value for money. Release of the funding to school will be dependent upon an acceptable procurement strategy being agreed with the Multi-academy Trust in line with the 'Self Delivery learning Places Strategy'.

## 5.5 Capital Funding & Cash Flow

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2017 £000's				
			2017/18 £000's	2018/19 £000's	2019/20 £000's	2020 on £000's
LAND (1)	0.0					
CONSTRUCTION (3)	0.0		0.0			
FURN & EQPT (5)	0.0		0.0			
DESIGN FEES (6)	0.0		0.0			
OTHER COSTS (7)	0.0		0.0			
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2017 £000's				
			2017/18 £000's	2018/19 £000's	2019/20 £000's	2020 on £000's
LAND (1)	0.0					
CONSTRUCTION (3)	990.0	0.0	990.0			
FURN & EQPT (5)	160.0		160.0			
DESIGN FEES (6)	154.0	0.0	154.0			
OTHER COSTS (7)	255.0	0.0	255.0			
TOTALS	1559.0	0.0	1559.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2017 £000's				
			2017/18 £000's	2018/19 £000's	2019/20 £000's	2020 on £000's
Basic Need Grant	1559.0	0.0	1559.0			
	0.0					
Total Funding	1559.0	0.0	1559.0	0.0	0.0	0.0
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

**Parent Scheme Number:** 32450/CHS/000

**Title:** Basic Need Expansion 2017/18

## 5.6 Revenue Effects

- 5.6.1 Any additional revenue consequences that may arise as a result of the project will be managed within the respective school budgets.

## 5.7 Legal Implications, Access to Information and Call-In

- 5.7.1 The approval of this report constitutes a 'Key Decision' and as such will be subject to 'Call-In'.
- 5.7.2 The recommended decisions within this report fall within the Council's Key decision category. The Executive & Decision Making Procedure Rules require any Key decisions to be published on the List of Forthcoming Key Decisions for 28 clear days in advance of the proposed decision date. This matter was not included on the List for the required 28 days because of the timeframe for the consultation ending. The key milestones outlined at 4.2 above highlight the need for a decision to be made at the earliest opportunity in order for the scheme to be delivered by the start of the new academic year. Should the matter be delayed, then the school would not be able to operate without the additional dining space available for the new cohort of children. As such, this report is being submitted in line with the Council's 'General Exception' procedures. This issue was published upon the List of Forthcoming Key Decisions on 4<sup>th</sup> April 2017.

- 5.7.3 The project at Cockburn School will be self-delivered by the Multi-academy Trust, who in-turn will appoint their own design team and procure the construction package. Leeds City Council's technical partner, NPS Ltd. (Leeds), will be providing independent technical, quality and financial review for the Authority. Children's Services will provide support to the school in the delivery of this scheme.
- 5.7.4 A 'grant agreement' will be drawn up between Leeds City Council and the Cockburn multi-Academy Trust to formalise the agreement and parameters for the school to self-deliver this project.

## **5.8 Risk Management**

- 5.8.1 Risk is to be managed through application of the terms of the grant agreement. Experienced Project Management resource from Children's Services Built Environment team supported by Leeds City Councils joint venture partners NPS will be tasked with ensuring the project remains within the predetermined risk tolerances.
- 5.8.2 A programme level risk log has been maintained throughout the project and escalation is via Basic Need Programme Manager.

## **6 Conclusions**

- 6.1 As a result of an increase in pupil numbers throughout the city it is necessary to provide supplementary accommodation at Cockburn School. The works identified in this report is key to addressing the need for additional secondary age pupil places in the Beeston & Holbeck ward.
- 6.2 The project at Cockburn School will be self-delivered by the Multi-academy Trust, who in-turn will appoint their own design team and procure the construction package. Leeds City Council's technical partner, NPS Ltd. (Leeds), will be providing independent technical, quality and financial review for the Authority. Children's Services will provide support to the school in the delivery of this scheme.
- 6.3 The cost of the accommodation, and necessary supporting works, will be met through capital scheme 32450/CHS/000 to the value of £1,559,624.
- 6.4 The requirement to provide additional accommodation at Cockburn School for a September 2017 delivery has been developed through continued consultation with the appropriate stakeholders.

## **7 Recommendations**

- 7.1 The Executive Board is requested to:
- 7.1.1 Authorise capital expenditure of £1,559,624 to support the increase in PAN at Cockburn School. This figure is the maximum project budget and encompasses all works associated with this scheme.
- 7.1.2 Note the programme dates identified in section 4.0 of this report in relation to the implementation of this decision. The final delivery date for this scheme is prior to the commencement of term September 2017.
- 7.1.3 Authorise entering into a grant agreement with Cockburn Multi-academy Trust for the sum of £1,559,624 with the terms of the agreement to be approved by the Director of Children and Families under existing delegated authority.



7.1.4 Note that the officer responsible for implementation is the Head of Learning Systems.

## **8 Background Documents<sup>1</sup>**

8.1 None

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.