

Report of the Head of Service Learning Systems

Report to the Director of Childrens & Families

Date: 5th April 2018

Subject: Design & Cost Report for completion of the Shakespeare Primary in-year ‘bulge’ accommodation



Capital Scheme Number: 32655/BGE/BRI

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Burmantofts and Richmond Hill, Gipton and Harehills	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
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 type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The purpose of this report is to seek approval to incur capital expenditure of £321,012 from capital scheme number 32655/BGE/BRI for the issuing of a grant to Bridge Community Church. This funding will provide annexe accommodation for Shakespeare Primary School located at Bridge Community Church up to August 2018. The funding will be utilised for the formation of the required space and is inclusive of all services required to run the facility and constitutes the final grant required. These works are necessary to facilitate the placement of up to approximately 160 pupils without a school place on the roll of Shakespeare Primary School and is critical to ensure the Authority complies with its statutory duty to provide a ‘reasonable’ offer to all pupils within the City.
2. These in-year ‘bulge’ cohorts are a consequence of increased inward migration into the Harehills & Burmantofts ward and a correlating decreased in outward migration from the same ward. Consequently the ‘bulge’ cohort places provided under previous permanent expansions and ‘bulge’ projects are full to capacity resulting in a shortfall between available places and demand.
3. Due to the impending increase in capacity, from 1.5 form entry to 3 form entry, Shakespeare Primary School are working with the Authority to place the additional pupils. A wider piece of work has been undertaken by several departments within the Authority to

support Shakespeare Primary on this rapid increase in numbers. In the period up until August 2018 temporary accommodation will be required, following September 2018 both the temporary provision and existing school will be combined in the new 3FE Shakespeare Primary School building.

4. Following an assessment of several options it was determined that the most effective solution to providing the additional pupil places would be in the locality of Shakespeare Primary School. Bridge Community Church are half a mile from Shakespeare Primary and have spare capacity within their Stewart Building to setup the required provision. Bridge Community Church have agreed to support the Authority in utilising this space for a dedicated temporary annexe to Shakespeare Primary School. A package of works will be undertaken to renovate the identified area ready for occupation by Shakespeare Primary School from Monday 16th April. In the meantime shared space is being utilised at the Church to accommodate the staff & pupils.
5. A previous report was submitted and approved on 29th March 2018 (DDN D47431) for the initial grant of £278,988 required to facilitate design, complete enabling works and allow construction to begin on site in order to meet the necessary deadline. The works detailed herein represents the remainder of the work necessary to complete the project and will be issued as a second and final 'grant' to Bridge Community Church.
6. The project is to be delivered by Childrens & Families in partnership with Bridge Community Church.

Recommendations

The Director of Childrens & Families is requested to:

1. Authorise expenditure of £321,012 from capital scheme number 32655/BGE/BRI to Bridge Community Church in the form of a grant. This funding will be utilised to deliver the works package required to facilitate the completion of the renovation works to the second floor of the Stewart building at Bridge Community Church to form useable teaching accommodation.
2. The approval of this report is a direct consequence of a previous key decision, as detailed in section 5.7 of this report the previous key decision was exempt from 'Call-In' due to special urgency. Therefore this decision is classed as a 'Significant Operational Decision' and exempt from call-in
3. Note that the capital investment is in lieu of all revenue costs associated with using space at Bridge Community Church.
4. 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 on the 16th April 2018.
5. Note that the officer responsible for implementation is the Built Environment Project Officer.
6. Note that the 'grant' detailed within the approval sum under point 1 is for all remaining construction costs and fees necessary to complete the renovation of Bridge Community Church as an annexe to Shakespeare Primary School. This represents the final costs attributable to these works and will be issued as a second and final 'grant' to Bridge Community Church.

Purpose of this Report

- 1.1. The purpose of this report is:
- To provide background information and detail to the Director of Children's & Families for the proposed annexe accommodation for Shakespeare Primary School located at Bridge Community Church.
 - Seek authority to issue the final 'grant' funding of £321,012 for the completion of the necessary works required to facilitate the creation of suitable teaching space at Bridge Community Church. Noting that this is the final 'grant' attributable to these works and includes all remaining costs incurred by the Authority as agreed with Bridge Community Church.
 - Contextualise the associated cost and risk implications of the proposed works, both in terms of the construction programme and the wider Learning Places programmes implication.

2.0 Background Information

- 2.1. The Learning Places programme represents the Council's response to the demographic growth pressures in primary school provision. The increasing birth rate in Leeds has required Leeds City Council to approve an increasing number of new reception places since 2009 in order to fulfil its statutory duty to ensure sufficiency of school 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 Childrens & Families Learning Places Programme.
- 2.3. A yearly 'bulge' cohort programme is undertaken in parallel to the permanent expansion of schools to ensure the Authority fulfils its statutory requirement to provide a 'reasonable' school place to all children. These works are completed for the commencement of each academic year, however in this instance the places created have been filled resulting in the requirement for an in-year 'bulge'.
- 2.4. Harehills & Burmantofts have seen a significant increase in the migration of families into these areas for many years. However, data and anecdotal evidence from schools suggests whereas previously there was a great deal of 'churn' in the area (with as many families moving out of the area as were moving in), in recent years more families have begun to remain in the area with the same level of new migrants continuing to come in.
- 2.5. This is having an impact on the number of children in the area seeking a school place rising significantly within year, making it very difficult to plan sufficient school places. New families are not only requiring additional school places in Reception at the start of each school year, but in all year groups throughout the school year because families are arriving in the city with children who are already of primary school age.
- 2.6. Additional school places have been created in the area since September 2015, to help provide the additional capacity required to meet this increased demand. 210 additional permanent places have been created and filled at Hovingham Primary school, along with bulge cohorts across a number of schools covering all Primary school year groups creating a further additional 190 temporary places.

- 2.7. From September 2018, an additional 45 places will be available across all year groups when Shakespeare Primary School moves to its new site on Dolly Lane, as well as an additional 30 Reception places when Dixons Trinity opens up another 1 form of entry.
- 2.8. However, the significant increase means that there are currently around 150 children in the area who are not able to access a school place and an immediate solution is required to address this issue for the Council to meet its statutory duty to provide school places. 117 pupils have been offered a school place which they have not taken up, or have been advised of school places available which they should request. The main reason for families not having taken up a place is due to siblings not being offered places at the same school.
- 2.9. With schools in the area currently full, it is more and more difficult to place siblings at the same school. This creates attendance issues for children and families. Whilst we continue to work closely with all schools in the area, a 'whole school' solution is required to meet the demand and accommodate siblings where possible
- 2.10. Following discussion with Shakespeare Primary the Council have stated their intent to start to offer places to pupils at the school with effect from February 2018, ahead of its move into new accommodation in September 2018.
- 2.11. This proposal has been discussed with and has the support of the DfE Parliamentary Under-Secretary of State Lord Agnew who had been challenging the Council on the delivery of its requirement to ensure every child has a school place. A commitment has been made to work closely with the school to support them during this period, a similar commitment has been made by Lord Agnew to work with Academies in the area of need to minimise, as far as possible, the volume of new pupils having to be placed at Shakespeare. From September 2018 these pupils will be attending the new 3FE Shakespeare Primary School located off Dolly Lane.
- 2.12. Admissions are working with the other schools in the area, to reduce the volume of additional children on Shakespeare's roll, particularly where a sibling is already at that school. This involves asking schools to admit over class size under fair access protocols. All local schools in the area have received an email which details these arrangements.
- 2.13. Prior to establishing Bridge Community Church as the preferred option several alternatives were explored. These included; bringing a mothballed site back into operation (discounted due to travel time & programme demands not correlating with time required to re-provision services), setup of a temporary modular school on a vacant site (discounted due to travel time, planning requirement and excessive revenue cost) and using space at Khalsa Academy (discounted due to travel distances). Bridge Community Church offered space within the locality of school thus maximising the school day for education and not travelling in and out of the ward.
- 2.14. The proposal for Shakespeare Primary School will form part of the on-going work to address capacity and sufficiency across all of Childrens & Families; which includes provision for primary and secondary school places in addition to early years and specialist provision. These proposals form part of the Council's Basic Need Programme that embeds the 'One Council' approach in terms of shared ownership of proposed solutions across the various departments involved.

- 2.15. 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.
- 2.16. Approval for an initial 'grant' for £278,988 was submitted and approved on 29th March 2018. This covered design costs, enabling works and commencement of construction in order to meet the 16th April occupation target. Complete costs for the works have now been provided and as such this report represents the final remaining construction costs associated with completing the work. This is to be issued in the form of a second and final 'grant'.

3.0 Main Points

3.1 Design Proposals and Full Scheme Description

The 'grant' issued to Bridge Community Church will be utilised for the creation of annexe teaching space for use by Shakespeare Primary School. The proposed works package fully refurbish and remodel the second floor of the Stewart Building for use as dedicated teaching space. The key components of these works are as follows:

- Creation of four large teaching spaces and two small teaching spaces.
 - Provision of appropriate welfare for staff and pupils, including staff office and staff room.
 - Full fit out of the building including all H&S and safeguarding requirements.
 - Establishment of a dedicated external playground.
- 3.2. Note that the 'grant' investment is in lieu of all revenue implications associated with occupation of the building; including but not exclusive to cleaning, rent, service charge, utilities etc. Includes for use of temporary facilities until the new accommodation is available.
- 3.3. Due to the need to resolve the pupil place shortage urgently it has been necessary to accelerate the construction programme to meet the deadlines imposed by central government. As such this report represents the second, and final, of two grants for these works. This final sum is to enable the payment of the remainder of the Authority's obligations towards the agreed funding for the works and will allow for completion of construction and occupation of the space.
- 3.4. During the construction period temporary accommodation will be provided by Bridge Community Church using shared facilities. Use of these spaces is contingent part of the agreement to renovate the space above.
- 3.5. Due to the constricted programme and necessity to deliver the additional accommodation in-year it is essential to approve the works detailed herein at the earliest opportunity.

4.0 Programme

- 4.1. The work to setup and utilise the Bridge Community Church has been accelerate due to the mandate issued by the Education Skills & Funding Agency and Lord Agnew.

A completion date of April 16th 2018 has been set for opening of the renovated accommodation.

- 4.2. The temporary setup at Bridge Community Church has been in effect since Monday 12th March 2018. This space is being shared with the Church and is requiring 'turn around' to switch usage between Shakespeare Primary and the Church's own activities (e.g. Sunday school, after school clubs etc.). Following completion of the works identified in this report this temporary provision will cease and Shakespeare Primary School will move into the new dedicated accommodation.
- 4.3. The approvals within this report require approval at the earliest opportunity in order to ensure that the deadlines imposed by the ESFA are met.

5.0 Corporate Considerations

5.1 Consultation and Engagement

- 5.1.1. A Council-wide working group was established to deliver the solution to the shortfall of pupil places within the Harehills area. This included participation from the Director of Resources & Housing, The Director of Childrens & Families and the Director of City Development in conjunction with associated Chief Officers and Heads of Service. The Leader of the Council has been briefed along with the Chief Executive Officer, similarly the Executive Member for Childrens & Families and Local Ward Members have been kept informed on progress and development of the preferred solution.

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 City Priorities

- 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. Due to the need to resolve the pupil place shortage urgently it has been necessary to accelerate the construction programme to meet the deadlines imposed by central government. As such this report represents the second and final 'grant' required for these works, this final sum is required to facilitate completion and handover of the works. This represents the second and final approval report associated with this project.
- 5.4.2. The cost will be met through capital scheme number 32655/BGE/BRI as part of the Basic Need Programme.
- 5.4.3. The 'grant' figure detailed is inclusive of all obligations towards value added tax applicable to this proposal.

5.5. Capital Funding & Cash Flow

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2017 £000's	2017/18	2018/19	2019/20	2020 on
			£000's	£000's	£000's	£000's
LAND (1)	0.0					
CONSTRUCTION (3)	278.9		278.9			
FURN & EQPT (5)	0.0					
DESIGN FEES (6)	0.0					
OTHER COSTS (7)	0.0					
TOTALS	278.9	0.0	278.9	0.0	0.0	0.0
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2017 £000's	2017/18	2018/19	2019/20	2020 on
			£000's	£000's	£000's	£000's
LAND (1)	0.0					
CONSTRUCTION (3)	321.1	321.1		321.1		
FURN & EQPT (5)	0.0					
DESIGN FEES (6)	0.0					
OTHER COSTS (7)	0.0					
TOTALS	321.1	321.1	0.0	321.1	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2017 £000's	2017/18	2018/19	2019/20	2020 on
			£000's	£000's	£000's	£000's
Basic Need Grant	600.0	600.0	278.9	321.1		
	0.0					
Total Funding	600.0	600.0	278.9	321.1	0.0	0.0
Balance / Shortfall =	0.0	278.9	0.0	0.0	0.0	0.0

Parent Scheme Number: 32450/000/000

Title: Basic Need Primary 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.
- 5.6.2. The capital investment in the accommodation is in lieu of all other revenue costs attributable to usage of the facility, e.g. rent, service charge, cleaning etc.

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

- 5.7.1. The proposals detailed herein have been subject to extensive consultation with Legal, Procurement, Finance and Taxation teams.
- 5.7.2. The interim provision of school places set out in this report is urgent and cannot be delayed. The matter was included on the List of Forthcoming Key Decisions as soon as this potential interim provision was identified on 16th February 2018. In accordance with Executive and Decision Making Rule 2.6 the matter was discussed with Cllr. S. Bentley as Chair of Scrutiny Board (Children and Families) who gave approval for the decision to be taken under Special Urgency provisions. The Chair signed the approval of Special Urgency on 20th February 2018. Due to an administrative oversight the works were procured on the basis of the special urgency approval before the necessary delegated decision had been completed. Contractors are on site undertaking the work. This decision confirms retrospective approval for the contract.
- 5.7.3. The initial funding report was approved as exempt from 'Call-In' due to special urgency. This decision represents a subsequent decision from the original key decision. Therefore this decision is classed as a 'Significant Operational Decision' and exempt from call-in

5.8. Risk Management

- 5.8.1. Risk is to be managed through application of 'best practice' project management tools and techniques via the City Council's 'Delivering Successful Change' methodology. Experienced Project Management resource Childrens & Families Built Environment team will be tasked with ensuring the project remains within the predetermined risk tolerances.
- 5.8.2. A programme level risk log will be maintained and updated throughout the project and escalation is via Head of Service Learning Systems.

6.0 Conclusions

- 6.1. The proposal to utilise Bridge Community Church as a temporary annexe to Shakespeare Primary School is the culmination of a cross-Council response to the in-year pupil placement shortage. Implementation of these works is essential to ensure the Authority meets its statutory obligations towards ensuring all children within the city have a school place.
- 6.2. Following an appraisal of the options available it has been determined that the use of Bridge Community Church as a temporary annexe to Shakespeare Primary School represents the best solution for the pupils and school. Use of Bridge Community Church removes the need for revenue funding for transport and hire of buildings whilst ensuring the school day is maximised for education and not travel.
- 6.3. Due to the need to resolve the pupil place shortage urgently it has been necessary to accelerate the construction programme to meet the deadlines imposed by central government. As such this report represents the second of two grants for these works and is necessary to ensure completion of the works and fulfilment of the Council's agreed funding obligations.

7.0 Recommendations

- 7.1. The Director of Childrens & Families is requested to:

- 7.1.1. Authorise expenditure of £321,012 from capital scheme number 32655/BGE/BRI to Bridge Community Church in the form of a grant. This funding will be utilised to deliver the works package required to facilitate the completion of the renovation works to the second floor of the Stewart building at Bridge Community Church to form useable teaching accommodation.
- 7.1.2. The approval of this report is a direct consequence of a previous key decision, as detailed in section 5.7 of this report the previous key decision was exempt from 'Call-In' due to special urgency. Therefore this decision is classed as a 'Significant Operational Decision' and exempt from call-in
- 7.1.3. Note that the capital investment is in lieu of all revenue costs associated with using space at Bridge Community Church.
- 7.1.4. 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 on the 16th April 2018.
- 7.1.5. Note that the officer responsible for implementation is the Built Environment Project Officer.
- 7.1.6. Note that the 'grant' detailed within the approval sum under point 1 is for all remaining construction costs and fees necessary to complete the renovation of Bridge Community Church as an annexe to Shakespeare Primary School. This represents the final costs attributable to these works and will be issued as a second and final 'grant' to Bridge Community Church.

8.0 Background Documents¹

- 8.1. Appendix A – Equality Impact Assessment Screening Document

¹ 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.