

**Report of the Head of Service Learning Systems Childrens & Families**

**Report to the Director of Children's & Families**

**Date: 13 July 2020**

**Subject: Cockburn bulge Early Works Design & Cost Report**



Are specific electoral wards affected? If yes, name(s) of ward(s): Beeston & Holbeck	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Has consultation been carried out?	<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
Will the decision be open 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: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

**Summary**

**1. Main Issues**

- The purpose of this report is to seek approval to incur a cost of £388,278 from scheme code 33176/BGE/CBN to deliver a package of early works associated with the bulge project at Cockburn Academy in preparation for the main construction works commencing on site in August 2020. This work is required in order to ensure the additional accommodation required to teach the extra pupils is in place for September 2020.
- A Design and Cost Report seeking approval to spend and incur expenditure of £6,835,000 for the total cost of the project was submitted to Executive Board on 24 June. The recommendation was that the project should be called in on the grounds of whether the scheme offers value for money. The project was referred to Children's & Families Scrutiny Board on 8 July and the outcome was that the recommendations were released for implementation.
- Since 2009, Leeds City Council's Learning Places Programme has created over 11,500 primary school places across the city in response to rising birth rates which increased from 7,500 per year in 2001 to a peak of 10,350 in 2012. For the academic year starting in September 2018, a total of 1,600 new primary learning places were created to meet the continued demand and in 2019 315 were delivered. Since the peak in 2012 the birth rate has been declining resulting in the requirement for fewer permanent primary places and a decrease in the number of temporary or bulge solutions.

- As expected, as children move through primary and into secondary school, the demand for year 7 places has started to rise with 9254 places allocated for the academic year 2019/20 (an increase by nearly 300 children on the previous year) Projections estimate that in 2020/2021 it will increase by nearly 500 children and then by a similar amount in 2021/2022.
- The growing pressure in south Leeds has been known for some time and in 2017, the Council supported a successful wave 12 Free School application from Cockburn Multi Academy Trust (MAT) for the creation of a new 7 form of entry (FE) free school – Laurence Calvert, to be delivered on the former Middleton High School site for September 2019
- The Lawrence Calvert Free School (Department for Education led scheme) did not open for September 2019/20 and is now more likely to open for September 2022 at the earliest. As a consequence there is and will continue to be until the delivery of Lawrence Calvert, a significant shortfall of secondary places in South Leeds. To date the shortfall has been met with existing schools going over the Pupil Admission Number (PAN) and managing the additional pupils within the current footprint of the building. However the requirement for September 2020 will now need to be managed through the creation of bulge cohorts being constructed on existing school sites, resulting in substantial capital investment. The current pressure is to be managed in the first instance by the creation of 60 additional places at Cockburn Academy. The bulge cohort at Cockburn Academy is only temporary and therefore once pupils have completed Year 11 the school will revert back to a PAN of 240.
- The impact of the Covid-19 pandemic on project risk, programme and cost is currently unknown, this is being actively managed by each of the Project Teams to ensure the schemes are delivered for September 2020.

## **2. Best Council Plan Implications**

- The scheme will be delivered under the City Council's Learning Places Programme and are 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.
- The scheme contributes to the 2020/2021 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'. They also support the vision in the supporting Children and Young People's Plan 2018-23, 'Leeds to be the best city in the UK and the best city for children and young people to grow up in. We want Leeds to be a child friendly city'. The programme seeks to deliver a supply of good quality accessible local school places which can contribute to these outcomes.

## **3. Resource Implications**

- The total cost of the Early Works package is £388,278 and the cost will be met through capital scheme number 33176/BGE/CBN as part of the Learning Places Programme.

## **4. Recommendations**

The Director of Children's & Families is requested to:

- a) Approve the delivery of the Early Works package in order to ensure the additional accommodation associated with the extra 60 pupils is in place for September 2020.

- b) Approve authority to incur the expenditure of £388,278 associated with the delivery of the early works package from capital scheme number 33176/BGE/CBN.
- c) Note the programme dates identified in section 3.2 of this report, in relation to the implementation of this decision, represents the critical path for project success and must be adhered to where possible.
- d) Note that the officer responsible for implementation is the Head of Service Learning Systems in Children's and Families Directorate.

## **1.0 Purpose of this report**

1.1 The purpose of this report is:

- To seek approval to enter into an Early Works package in preparation for the main construction works commencing in August 2020.
- To seek authority to spend and incur a total expenditure of £388,278 to deliver the Early Works package.

## **2.0 Background information**

2.1 The Learning Places programme represents the Council's response to the demographic growth pressures in school place 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. Since 2009, Leeds City Council's Learning Places Programme has created over 11,500 primary school places across the city in response to rising birth rates which increased from 7,500 per year in 2001 to a peak of 10,350 in 2012. Whilst from a primary perspective the demand for places has peaked and is now starting to decline, as expected, as children move through primary and into secondary school. The demand for year 7 places has started to rise with 9254 places allocated for the academic year 2019/20 (an increase by nearly 300 children on the previous year) Projections estimate that in 2020/2021 it will increase by nearly 500 children and then by a similar amount in 2021/2022.

2.2 The growing pressure in South Leeds has been known for some time and in 2017, the Council supported a successful wave 12 Free School application from Cockburn Multi Academy Trust (MAT) for the creation of a new 7 form of entry (FE) free school – Laurence Calvert, to be delivered on the former Middleton High School site for September 2019.

2.4 The Laurence Calvert Free School (Department for Education led scheme) will not open for September 2019/20 and is now more likely to open for September 2022 at the earliest. As a consequence there is and will continue to be a significant shortfall of secondary places in South Leeds. To date the shortfall has been met with existing schools going over the Pupil Admission Number (PAN) and managing the additional pupils within the current footprint of the building. However the requirement for September 2020 will need to be managed through the creation of new classroom and other additional provision to support bulge cohorts being placed in existing schools resulting in substantial capital investment. This is to be managed in the first instance by the creation of 60 additional places at Cockburn Academy and 30 places at Cockburn John Charles Academy (which is subject to separate report previously submitted to Executive Board in September 2019). The bulge works at Cockburn Academy are temporary and once the bulge cohorts have completed Year 11 the schools will revert back to a PAN of 240. Cockburn John Charles are also taking a bulge of 60 places ahead of a permanent expansion in 2022 which was approved by Executive Board in September 2019.

2.5 The Early Works package will be delivered in preparation for the main construction works commencing on site in August and are required in order to deliver the new accommodation for September 2020.

2.5 The items included in the Early Works package are outlined in Section 3.0 below.

## **3 Main Issues**

### **3.1 Design proposals**

#### **3.1.1 Early Works Package**

3.1.2 The Early Works package consists of a percentage of the following:

- Site access and early enabling works (site set up and formation of compound etc.)
- Ground works
- Relocation of existing modular changing block due to the positioning of the new building
- Demolition and removal of a de-commissioned existing modular building in order to re-provide the hard standing lost as a result of the new building.
- Tarmac and internal fencing works
- Contractor prelims & design fees
- Off-site works to the modular units

### 3.2. Programme

The key milestones for the project are noted below;

Milestone	Date
Early Works package	July 2020
Contract Award	July 2020
Planning Approval	August 2020
Main constructions works commence	August 2020
Handover and occupation	September 2020

- 3.1 Approval of the 'authority to incur expenditure' associated with the Early Works package is vital to ensure the critical path dates noted above are met and the accommodation delivered for occupation by pupils in September 2020.
- 3.2 Note; the programme detailed in section 3.2 reflects the position prior to the outbreak of the Covid-19 pandemic and the lockdown measures imposed on the 23<sup>rd</sup> March 2020. Whilst the project teams are endeavouring to meet these dates, with no impact on the detailed design period noted by the contractor as of Monday 6 July 2020 they remain a guide at this time. The critical path remains as such and will be targeted regardless of a delayed start or the impact upon availability of labour and materials.

## 4 Corporate considerations

### 4.1 Consultations and engagement

- 4.1.1 The proposed scheme has been subject to consultation with key stakeholders including; Childrens & Families officers, Head Teachers & Governing Bodies/Academy Trusts and the Executive Member for Learning, Skills and Employment. Ward Members were briefed in June prior to Executive Board and will continue to be briefed at key stages of the project.
- 4.1.2 The scheme has involved a number of school engagements with key representatives i.e. Head Teacher and members of the Academy Trust.
- 4.1.3 Consultation with statutory consultees, namely Planning, Landscape, Highways and Urban Design, has been ongoing since project inception and will continue throughout the application submission stage.
- 4.1.4 The proposals detailed herein have been tabled at Good Learning Places Board and Programme Risk and Control Group. Cockburn was also discussed at School Places Programme Board on 30 April due to the scale of the works (the Director for Childrens &

Families, the Director for City Development and the Director for Resources & Housing form part of the School Places Programme Board) This report has also been subject to consultation with the Executive Member for Learning, Skills and Employment on the 11 May 2020.

## **4.2 Equality and diversity / cohesion and integration**

4.2.1 The recommendations contained in this report do not have any direct nor specific impact on any of the groups falling under equality legislation and the need to eliminate discrimination and promote equality. A screening document has been prepared capturing all schemes (attached at Appendix B) and the outcome of the screening is that an independent impact assessment is not required for the proposals set out in this report.

## **4.3 Council policies and the Best Council Plan**

4.3.1 The scheme will 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.

4.3.2 The project contributes to the 2019/2020 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 2018-23. , 'Leeds to be the best city in the UK and the best city for children and young people to grow up in. We want Leeds to be a child friendly city'. The programme seeks to deliver a supply of good quality accessible local school places which can contribute to these outcomes.

## **4.4 Climate emergency**

4.4.1 Full sustainability proposals will be developed in detail as part of the next stage of design and, ultimately, included within the planning application in order to meet the requirements of the associated planning policies, such as EN1 and EN2.

4.4.2 The planning policy requirements for EN1 and EN2 are set out below.

### **a) Policy EN1 – Climate Change – Carbon Dioxide Reduction**

In the expectation that the development will exceed 1,000m<sup>2</sup> of floor space the following will be required:

- i. Reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate until 2016 when all development should be zero carbon, and
- ii. Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.

Carbon dioxide reductions achieved through criteria (ii) will contribute to meeting criteria (i).

Criteria (ii) will be calculated against the emissions rate predicted by criteria (i) so reducing overall energy demand by taking a fabric first approach will reduce the amount of renewable capacity required.

### **b) Policy EN2 – Sustainable Design & Construction**

Adhere to the Leeds BREEAM standard of 'Excellent' for non-residential buildings. A BREEAM pre-assessment is to be undertaken at the earliest available opportunity to determine the most cost effective solutions to this requirement.

c) Policy EN8 – Electric Vehicle Charging Infrastructure

All applications for new development which include provision of parking spaces will be required to meet the minimum standard of provision of electric vehicle charging points. This requires:

- ii. Office / Retail / Industrial / Education: charging points for 10% of parking spaces ensuring that electricity infrastructure is sufficient to enable further points to be added at a later stage.

d) The project should respond to the sustainable travel policies outlined in the 'Leeds Core Strategy', particularly in reference to the following:

- i. Policy T1 – Transport Management
- ii. Policy T2 – Accessibility requirements and new developments
- iii. Policy P10 – Design

Noting the requirements outlined in the 'Parking SPD', 'Travel Plan SPD' and 'Sustainable Educational Travel Strategy for Schools and Colleges 2017 – 2021'.

4.4.3 The contractor for the proposed development will need to demonstrate a robust Waste Management Plan, be registered with the 'Considerate Constructors Scheme', of which, the main consideration of the scheme falls into three categories: The general public, the workforce and the environment. Contractors will also need to be sympathetic to the 'Leeds Talent and Skills Plan' by seeking to employ local trades where possible thus reducing the impact of extended travel.

4.4.4 The following standard planning conditions will be addressed as the project develops:

- o Development of the school 'Travel Plan' to seek sustainable travel options, the project will respond to the requirements of the Travelwise Team and colleagues from Highways to ensure appropriate pedestrian and cycle provisions are allowed for.
- o To protect and enhance the visual amenity approved plans will need to include a programme of replacement tree planting at a 3:1 ratio. Tree loss will be kept to a minimum with any replacement anticipated to be 'extra heavy standard'.
- o In the interests of promoting sustainable travel opportunities electrical vehicle charging points will be provided as part of the scheme at the appropriate ratio.

## 4.5 Resources, procurement and value for money

- The total cost of the Early Works package is £388,278 and the cost will be met through capital scheme number 33176/BGE/CBN as part of the Learning Places Programme.

4.5.1 Completion of the works detailed herein are essential in order to accommodate the shortfall of primary and secondary school places detailed in this report for September 2020.

4.5.2 Potential labour resource availability and procurement delays as a consequence of the Covid-19 pandemic are currently being investigated, regardless the programme and cost tolerances noted within this report remain the critical path and every endeavour will be made by the project teams to adhere to them.

#### 4.6 Capital Funding & Cash Flow

to Spend on this scheme	£000's	2020 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023 On £000's
LAND (1)	0.0					
CONSTRUCTION (3)						
FURN & EQPT (5)	0.0					
DESIGN FEES (6)	0.0					
OTHER COSTS (7)	0.0					
<b>TOTALS</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>
<b>Authority to Spend required for this Approval</b>	<b>TOTAL £000's</b>	<b>TO MARCH 2020 £000's</b>	<b>2020/21 £000's</b>	<b>2021/22 £000's</b>	<b>2022/23 £000's</b>	<b>2023 On £000's</b>
LAND (1)	0.0					
CONSTRUCTION (3)	384.2		384.2			
FURN & EQPT (5)						
DESIGN FEES (6)	4.0		4.0			
OTHER COSTS (7)						
<b>TOTALS</b>	<b>388.2</b>	<b>0.0</b>	<b>388.2</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<b>Total overall Funding (As per latest Capital Programme)</b>	<b>TOTAL £000's</b>	<b>TO MARCH 2020 £000's</b>	<b>2020/21 £000's</b>	<b>2021/22 £000's</b>	<b>2022/23 £000's</b>	<b>2023 On £000's</b>
Basic Need Grant	388.2		388.2			
<b>Total Funding</b>	<b>388.2</b>	<b>0.0</b>	<b>388.2</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<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: 33176/000/000

Title: BASIC NEED EXPANSIONS 2020/2021

#### 4.7 Revenue Effects

4.7.1 Any additional revenue consequences that may arise as a result of the project will be managed within the schools budget.

#### 4.8 Legal implications, access to information and call-in

4.8.1 The approval of this report constitutes a 'Significant Operational Decision' and as such will not be subject to 'Call-In'.

4.8.2 There are no other legal implications or access information issues arising from this report.

#### 4.9 Risk management

4.9.1 Completion of the work detailed in this report is essential in order to provide the required accommodation associated with the additional primary and secondary places needed for September 2020.

4.9.2 The outbreak of the Covid-19 pandemic and imposition of lockdown measures on the 23<sup>rd</sup> March 2020 remain an escalating risk to the project, whilst it is too early to assess the full



impact of this virus on project success every endeavour is being made by the Project Teams to manage this risk and ensure the schemes remain within the tolerances outlined herein.

- 4.9.3 Risk has been managed through application of 'best practice' project management tools and techniques via the City Council's 'PM Lite' risk methodology. Project management resource from City Development is tasked with ensuring the project remains within the predetermined risk tolerances.
- 4.9.4 A joint risk log will be developed with the appointed contractor to ensure all construction related risks for the project are identified together with the relevant owner of the risk. The Council's project risk log will continue to be maintained and updated throughout the project and escalation of any risks that sit outside of the agreed tolerances will be managed via the Head of Projects and Programme, City Development.

## **5 Conclusion**

- 5.1 In order to implement the bulge requirements at Cockburn Academy and Leeds City Academy for September 2020 it is necessary to deliver the Early Works package detailed in section 3.0 *Main Issues – Design Proposals* ahead of the main construction works commencing in August 2020.
- 5.2 The impact of the Covid-19 pandemic on the successful delivery of the projects is subject to continual monitoring and mitigation measures, the overall risk remains an unknown at present however the Project Teams are taking every step to ensure the project remains within the critical path and funding tolerances detailed herein.
- 5.3 The delivery of the works will be managed by City Development's Projects & Programme's Team in Asset Management and Regeneration on behalf of Childrens & Families in conjunction with the joint venture partners (NPS), the Leeds Local Education Partner (LLEP), the appointed contractors, the school and other key stakeholders.

## **6 Recommendations**

- 6.1 The Director of Children's & Families is requested to:
  - 6.1.1 Approve authority to incur the expenditure of £388,278 associated with the delivery of the early works package from capital scheme number 33176/BGE/CBN
  - 6.1.2 Note the programme dates identified in section 3.2 of this report, in relation to the implementation of this decision, represents the critical path for project success and must be adhered to where possible.
  - 6.1.3 Note that the officer responsible for implementation is the Head of Service Learning Systems in Children's and Families Directorate.

## **7 Background documents<sup>1</sup>**

- 7.1 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.