

Decision Pathway – Report



PURPOSE: Key decision

MEETING: Cabinet

DATE: 13 July 2021

TITLE	Education Capital Programme: SEND Sufficiency – Elmfield School for Deaf Children & Trinity Academy	
Ward(s)	Elmfield School - Southmead and Horfield / Trinity Academy - Lockleaze	
Author: Phil Lawrence	Job title: Senior Project Manager	
Cabinet lead: Cllr Godwin	Executive Director lead: Hugh Evans	
Proposal origin: BCC Staff		
Decision maker: Cabinet Member Decision forum: Cabinet		
<p>Purpose of Report: Elmfield School In September 2020, Cabinet approved the allocation of £11.87m of available basic need grant funding (BNGF) to deliver the SEND Capital programme. From this allocation, £6.51m was assigned to develop the BEC for Elmfield School and £2.26m to provide temporary accommodation for Claremont School.</p> <p>Following consultation, a coordinated scheme co-locating schools has been achieved. The changes in scope increased the project cost by £1.25m, to a total of £7.76m. Approval is being sought to utilise £1m from the £11.87m unallocated BNGF from year 2022/23 and to re-allocate £250k from the Claremont temps budget to cover the updated scheme's cost.</p> <p>Trinity Academy To seek approval to utilise £900k from the unallocated BNGF from year 22/23 to facilitate full payment of the outturn project costs.</p>		
<p>Evidence Base: The Council is continuing to deliver against its wider commitment to ensure sufficient SEND capacity is available within local schools to meet the needs of Bristol children. Capital interventions are being developed and progressed with schools to create new, high quality places. This includes a range of smaller, high impact investments and large transformational projects.</p> <p>An additional Cabinet Paper is due to be published in October 21' which will seek permission to allocate recently confirmed grant funding allocated by the DfE to maintain momentum and delivery within the SEND capital programme.</p> <p>Elmfield School</p> <p>Please refer to Cabinet report approved in September 2020 for more details. Main points: Problem: To ensure sufficiency of SEND capacity in the city and make essential improvements to existing school buildings:</p> <ul style="list-style-type: none"> • Sufficiency: To allow the council to place young people with EHCP's in local provision over which the council has a high level of control and influence. This will facilitate a reduced call on the High Needs Block, the ability for the council to deliver on its statutory obligation to provide the places and to ensure that those places are 		

of a high educational quality.

- **Deteriorating School buildings:** To address the deterioration and suitability issues of special school buildings that are at the end of their lifespan, costly to run and are unsuited to the specialist service they provide making teaching and learning challenging.

Opportunities

- New and refurbished facilities would provide (1) high quality learning environments for vulnerable children; (2) the opportunity for school expansion to meet growing need; (3) the freeing up of a significant site for redevelopment (the existing Elmfield School site potentially as residential development), (4) a significantly reduced capital maintenance liability and (5) technologically advanced and sustainable economic buildings.

Project update:

- Post September 2020 Cabinet, through a process of extensive consultation with Elmfield School, UHCS and multi-agency deaf groups, the key outcomes of a full co-location with UHCS will (1) provide opportunity for pedagogical collaboration, (2) enabling sharing of internal & external spaces for learning plus the sharing of wider facilities (family centre, therapy & meeting rooms), (3) improve education & cultural opportunities with children learning from each other socially as well as academically, (4) provide positive impacts on equality, (5) lead to improvements at UHCS, (6) address dilapidated buildings and provide a new welcoming shared entrance, (7) maximising available space on the restricted site, (8) address the existing pedestrian safety concerns and greatly improving vehicular access on the wider site. The colocation is fully supported by both schools.
- The developed proposals also address the dilapidated condition of the BEC building plus refresh some areas within UHCS.

Solution:

- Subject to Cabinet approval, in July 2021, for the additional £1m from the unallocated basic need grant to be utilised for the Elmfield/BEC project and re-allocation of £250k funding from the Claremont temps budget (by reducing the temporary accommodation costs) to the Elmfield/BEC budget, the Elmfield/BEC project can be completed for Term 1, September 2022.

Trinity Academy

Authority to spend £25m on the delivery of Trinity Academy was provided at the Cabinet meeting in March 2018. The outturn project costs are £25.9m.

Construction works commenced on site in August 2019 with the building programmed for completion in July 2021.

The additional project costs incurred are notably due to the impacts of CV19, market inflation for off-site Highway works and as a consequence of the academization of Stoke Park Primary School. CV19 related cost avoidance, of circa £300k, has been achieved by mitigating the requirement for temporary teaching accommodation through the acceleration of the project programme in response to the challenge of delays caused by CV19.

Cabinet Member / Officer Recommendations:

For Elmfield School, that Cabinet:

1. Approve the increase in the cost of the delivery of the Elmfield School at the BEC of £1.25m.
2. Approve the use of £1m from the unallocated basic need grant funding from year 2022/23 and re-allocation of £250k funding savings from the Claremont temps budget to cover the increased costs to progress with the updated scheme.
3. Authorise the Executive Director for People in consultation with the Cabinet Member Education and Skills to utilise the available funds to take all steps required to continue phased commissioning/procurement of all contracts for services and works to deliver this programme of works, recognising that individual contracts may exceed the key decision threshold.
4. Notes that a further report will be brought to Cabinet in the Autumn 2021 to provide an update of the other SEND Capital projects and address funding for the full delivery of the SEND capital programme.

For Trinity Academy, that Cabinet:

1. Approve the use of £900k from the unallocated basic need grant funding from year 2022/23 to facilitate full payment of the outturn project costs.
2. Authorise the Executive Director for People in consultation with the Cabinet Member Education and Skills to

spend the funding to meet the outturn project costs as identified in this report.

Corporate Strategy alignment:

1. Fair & Inclusive - Improve educational outcomes and reduce educational inequality, whilst ensuring there are enough school places to meet demand and a transparent admissions process.
2. To support the building of new and affordable homes in Bristol.

City Benefits:

New and refurbished buildings to provide high quality learning environments for vulnerable children and young adults. The buildings will be designed specifically to meet SEND teaching needs, with much improved SEND facilities.

1. Modern, energy efficient buildings designed to current standards in compliance with the BCC Core Strategy and Climate Change Practice notes, including the use of 20% renewables.
2. Schools designed to suit the local urban environments with enhanced place-making and well considered landscaping designs.
3. Increase in Social Value opportunities during the design and construction and buildings in use.

Consultation Details:

1. Sufficiency issues - City leaders and education sector – 9th March 2020.
2. Refer to **Appendix B**.

Background Documents:

Children’s and Families Act 2014

<http://www.legislation.gov.uk/ukpga/2014/6/contents/enacted>

SEND Code of Practice 2015 (Stat Guidance)

<https://www.gov.uk/government/publications/send-code-of-practice-0-to-25>

Equalities Act

<https://www.legislation.gov.uk/ukpga/2010/15/contents>

September 2020 SEND Cabinet report:

<https://democracy.bristol.gov.uk/documents/s51731/SEND%20Sufficiency%20-%20Decision%20pathway%20Report.pdf>

Elmfield School

Revenue Cost	£	Source of Revenue Funding	
Capital Cost	£7.76m*	Source of Capital Funding	Unallocated Basic Need Grant funding (£11.87m)
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input checked="" type="checkbox"/>	Income generation proposal <input type="checkbox"/>

*** Note: Capital Cost**

The £1.25m cost increase has resulted from full and detailed consultation with Upper Horfield Community School (UHCS) to understand existing technical issues & constraints plus crucially to progress a scheme that successfully integrates the schools on a collocated site enabling pedagogical collaboration.

In summary, the issues that have largely increased cost include, but are not limited to, are:

- Addressing the existing vehicular/ pedestrian H&S hazards on the wider site, by creating a one-way route around the site (also from post-feasibility stage discussion with the Local Planning Authority, this improvement is understood to be essential). This route involves partial demolition and re-build of a building.
- Relocation of a Multi-Use Games Area (MUGA); linked again to the revised vehicular route and to provide parking betterment for both schools.
- Creation of a new welcoming building Entrance for both schools (addressing the deterioration issues of the existing link-building/ corridor).

- Light refurbishment to areas within UHCS that will provide shared use for both schools.
- Reconfiguring the Early Years provision within UHCS to enable sharing of the new external spaces.
- Addition of a first-floor area above the new Entrance to provide shared spaces for a family centre, therapy rooms, meeting / training rooms and a parent's room (plus additional associated costs for a lift).
- An overall increase (for the above 3 bullet points) of circa 400 sqm refurbishment.
- Local remedial repair to the boundary wall, which is in a deteriorating condition, on the wider site.

Trinity Academy

Revenue Cost	£	Source of Revenue Funding	
Capital Cost	£25.9m	Source of Capital Funding	Unallocated Basic Need Grant funding 22/23-£900k
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input checked="" type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice: The unallocated funding has reduced from £11.87m to £11.84m. In addition, and since September 2020, we have confirmed additional £13.75m (made up of 2022/23 Basic Need and High Needs Capital) funding. This project is now forecast to be £1.25m above the costing at Sept. 2020. This is due issues that arose as further consultation with the two schools progressed. These issues will enable the achievement of the original objectives and avoid issues with planning (downstream). The increased cost can be accommodated because the proposed Claremont temporary accommodation (on Elmfield site) will not cost as much as originally thought (about £0.25m less) in addition to the increased funding earlier mentioned above. We will continue to work with Capital colleagues to ensure projects cost increases are minimised. We will also continue on-going work with DfE, Capital and Regeneration colleagues to secure the balance of funding to cover any remainder of the project cost. This project payback has been calculated as 12 years but this includes the capital costs that are grant funded, the costs avoided by not placing pupils in Independent Non-Maintained (INM) settings will help contain revenue pressure as soon as the extra places are available. Based on the above, Finance is happy to support this proposal

Finance Business Partner: Abioye Asimolowo - Interim Finance Manager, Children's and Education, 20 May 2021

2. Legal Advice: Legal services will advise and assist officers with regard to the conduct of the procurement process and the resulting contractual arrangements.

Legal Team Leader: Husinara Jones, Team Leader/Solicitor, 14 May 2021

3. Implications on IT: There is no anticipated impact to IT Services

IT Team Leader: Simon Oliver, Director: Digital Transformation, 6 May 2021

4. HR Advice: There are no significant HR implications for Bristol City Council employees arising from this report

HR Partner: Lorna Laing, HR Business Partner – People, 6 May 2021

EDM Sign-off	Hugh Evans	12/05/2021
Cabinet Member sign-off	Cllr. Helen Godwin	24/05/2021
For Key Decisions - Mayor's Office sign-off	Mayor's Office	14/06/2021

Appendix A – Further essential background / detail on the proposal	NO
Appendix B – Details of consultation carried out - internal and external	YES
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment Please refer to previous report:	NO

https://democracy.bristol.gov.uk/documents/s51594/Appendix%20D%20-%20SEND%20Sufficiency%20Risk%20Assessment.pdf	
Appendix E – Equalities screening / impact assessment of proposal Please refer to previous report: https://democracy.bristol.gov.uk/documents/s51596/Appendix%20E%20-%20EqIA%20Appendix%20B%20-%20EqIA%20Elmfield%20School.pdf https://democracy.bristol.gov.uk/documents/s51597/Appendix%20E%20-%20EqIA%20Full%20Form%20-%20SEND%20Capital.pdf	NO
Appendix F – Eco-impact screening/ impact assessment of proposal Please refer to previous report: https://democracy.bristol.gov.uk/documents/s51598/Appendix%20F%20-%20Eco%20Impact%20checklist%20v5%20-%20SEND%20Capital.pdf	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	No
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO