

CABINET

Report of: Directors of Education and Transportation & Environment

Date: 8 October 2012

21ST CENTURY SCHOOLS PROGRAMME

Introduction

In light of last December's announcement that WG have approved Pembrokeshire's bid for a £150M programme from 2014/15, consideration must be given to management and resource issues to deliver the required programme of Transformation. Our Strategic Outline Programme had been submitted in Autumn 2010. The introduction stated:

Pembrokeshire County Council has a clear vision and a coherent, long term strategy for the development and improvement of its schools and its education service. These are based on a number of fundamental principles which are reflected in our key strategic documents and are developed through highly consensual relationships with schools, stakeholders and key partners, including Pembrokeshire College, and reflect our aspiration to be a continuously self-improving, dynamic learning community. The County has a strong record of using capital investment to improve learner outcomes, drive school effectiveness and make more efficient use of resources. This Programme builds on the good progress we have already made and, when fully implemented, will ensure that all our schools meet the 21st Century Schools standard.

Programme Commitments

On 29th June, an updated Project Plan was submitted to WG – see attached – along with an offer to fast track one project. The key milestones are now:

- Autumn 2012 - Submission of Strategic Outline Case/Business Justification Case by Education to WG of early projects
- December 2012 – Submission of Outline Business Cases of early projects
- March 2013 – Submission of Full Business Case of early projects
- April 2014 – Official programme start date
- 2021/22 – Final date for allowable expenditure

WG have confirmed that any costs incurred prior to final approval of the business cases will count towards match funding (unless business cases are not approved).

The expenditure is currently profiled as a bell curve with expenditure peaking in 2017/18.

In order to proceed with the schemes and meet the agreed spend profiles, the following need resolution:

- Immediate confirmation of suggested £500K PCC funding for scheme development.
- Agreement of draft strategy for delivering the programme.
- Confirmation of resourcing strategy.
- Approval of the proposed project management structure.

The following table gives a summary of:

- Approved schemes
- Work completed to date
- Outstanding Issues
- Preliminary procurement strategy

SOC – Strategic Outline Case, OBC – Outline Business Case, FBC – Full Business Case, BJC – Business Justification Case

Project	Description	Intended size of school	Brief?	Feasibility Work?	Comments	Programme comment	Procurement Strategy
South Federation (Phase 1)							
Pembroke Learning Campus	Replacement secondary school	1200 11-16 yr olds 50 place Autistic Unit	Nearly complete. Feasibility work for school only completed.	Yes for school, which has determined location on site. Proposals for school layouts need developing with Education.	Governance arrangements in draft form awaiting legal scrutiny. Capital and revenue funding agreements need to be negotiated with College.	Programmed as a 2015/16 start on site subject to early approval to proceed. SOC – Autumn 2012 OBC – March 2013 FBC – Dec. 2013	Currently proposed as D&B with in-house QS project manager – clarity required in respect of College element – assume PCC manages all?; further ext. consultant commissioning and assistance prior to completing tender documents; scheme to be procured via regional contractor framework; independent ext. consultant support post-award required.
Pembroke Learning Campus	New post-16 vocational centre in partnership with Pembrokeshire College	Post-16 students to be agreed with Pembrokeshire College	No	No work on college element.	Director of Education is now a member of the College Management Board	Programmed as a 2015/16 start on site. SOC – Sept. 2013 OBC – March 2014 FBC – Dec. 2014	As above

Haverfordwest Family of Schools Reorganisation							
Fenton CP School and Portfield Special School Primary	New primary school incorporating county SEN unit, road works and demolition and replacement primary (3-11) special school	Approx 476 pupils aged 3-11 24 place complex needs unit (3-11) 70 place Portfield primary unit (3-13)	Yes – but site issues are being raised / explored.	No	Likely to be site issues and highway matters to resolve.	Programmed as a 2015/16 start on site. SOC – Autumn 2012 OBC – Jan. 2013 FBC – Apr. 2013	Currently proposed as D&C with in-house architectural project manager.
Johnston CP School	New primary school	240 pupils aged 3-11	Yes – but based on new building at existing campus: site options need appraising by PW.	No	Exploring site options.	Programmed as a 2017/18 start on site. SOC – Sept. 2013 OBC – March 2014 FBC – Dec. 2014	Currently proposed as D&C with in-house architectural project manager. Preference to delay by a year to allow traditional in-house procurement.
Broad Haven CP School	Remodelling of primary school with early years extension	150 pupils aged 3-11	Yes. Sketch layout produced for discussion.	No	Scheme has to proceed without waiting for adjacent community hall scheme otherwise programme will be delayed.	Programmed as a 2016/17 start on site. Or end 2013/14 if fast track application is approved by WG (PCC requested decision by Sept. 12) BJC – Sept. 2012	Currently proposed as traditional by external consultants (to help ease mid-programme resourcing pressures).
St Aidan's VA School	Remodelling of primary school with early years	130 pupils aged 3 -11	No	No	VA contribution may be an issue regarding the	Programmed as a 2017/18 start on site.	Currently proposed as traditional by external consultants

	extension				scheme proceeding.	BJC – Sept. 2015	(to help ease mid-programme resourcing pressures).
Milford Haven Family of Schools Reorganisation (Phase 1)							
Hakin Community School & Hubberston VC School	Amalgamation to form one new primary school (3-11) incorporating a county SEN unit	Approx 476 pupils aged 3-11 24 place complex needs unit aged 3-11	Draft Hakin brief issued;	No – sketch design done on refurb. & extension previously.	School reorganisation issues to resolve – could impact on programme.	Programmed as an end 2016/17 start on site. SOC – Sept. 2013 OBC – March 2014 FBC – Dec. 2014	Currently proposed as in-house traditional.
Tenby Family of Schools Reorganisation							
Tenby VC Infants School and Tenby Junior Community School	Refurbishment of existing Infants into Welsh Medium Primary. Extension to Tenby Junior to form an English Medium Primary.	Junior site – approx 390 pupils aged 3-11 Infant site – approx 120 pupils aged 3-11	No	Initial planning discussions, survey commissioning etc. Some discussions held regarding traffic management issues on Heywood Lane.	Formal approval for amalgamation expected Sept. 2013. Site and highway issues to be resolve. Land transfer between Greenhill and Tenby Junior required.	Extension programmed as 2014/15 start on site. Refurbishment 2015/16 . BJC – Autumn 2012	Currently proposed as in-house traditional for extension with refurbishment route likely to be external traditional or Maintenance.
North Federation (Phase 1)							
Sir Thomas Picton School & Tasker Milward School	Secondary School re-organisation	Currently 2200 pupils aged 11 - 19	No	No.	Specific use of campuses to be investigated. Complex governance issues. Likely to be site and highway issues to resolve.	Programmed as an end 2018/19 start on site. SOC – Sept. 2015 OBC – March 2016 FBC – Dec. 2016	Currently proposed as D&B with in-house architectural project manager. Possible design development in house (unlike Pembroke).
Total		£150,000,000					

Delivery Strategy

The preferred delivery strategy is to manage schemes in house in order to ensure quality control, continuity and management of the programme. In-house management/delivery is considered to:

- Provide quality of design and construction and Value for Money.
- Control of BREEAM – smart compliance with BREEAM such as not resorting to add-on ‘Eco-bling’ just to secure WG funding.
- Gives maximum opportunity to keep the spend on resources as far as practicable within West Wales. Fees go directly into Pembrokeshire economy rather than Cardiff/Bristol.
- Control of risks – programme directly controlled by in-house resource leading to better accountability.

Procurement Approach Related to Resourcing Strategy

A resourcing exercise has been completed based on the current available resource. The proposed resourcing approach is reflected in the table above and is summarised as follows:

- The large comprehensives will be undertaken under Design and Build (D&B).
- Hakin and Tenby extension will be delivered by the in-house team as a traditional contract.
- The small extensions – St Aidan’s and Broad Haven – will be undertaken traditionally by external consultants.
- The main remaining projects – Fenton and Johnston – will be done as Develop and Construct (D&C) – the ‘Letterston model’.

Further options to enhance the delivery of schemes using in-house resources will be considered separately.

Programme and Project Management Proposed Structures

The overall project can be broken down into elements as follows:

- Project 1 – Delivery of the 21st Century Schools Programme.
- Project 2, 3 etc. – Delivery of individual schemes.

Project 1 would have a high-level Project Board supported by a Project Manager. This Board will give direction to the individual projects and set the mandate for the Project Manager to follow. It will be important that the Project Manager has the authority and capacity to direct and control overall resources.

The overall programme is high value, and is potentially high risk in terms of meeting delivery requirements, within specified budgets and timescales. To this end, it is recommended setting up and adhering to a structured project management process, with roles defined as follows, and shown in the figure that follows.

Programme Management Project Board (Project 1) – Delivery of the C21st Schools Programme

The **Project Executive** should be a single person who will dictate the way forward when agreement cannot be met by the board; the Director of Finance & Leisure is proposed for this role.

The **Senior Supplier(s)** will control the overall resources for the project – proposed as the Director of Transportation & Environment.

The **Senior User(s)** will define the project scope – proposed as the Director of Education and the Head of School Effectiveness.

The **Project Manager** for the Programme Management Project Board is proposed as the Head of Highways & Construction.

It is also proposed that the following sit on the Board as **Senior User Advisers** – Assistant Chief Executive; Principal - Pembrokeshire College; Council Leader; Cabinet Member for Education; Chair of Overview & Scrutiny Committee.

The scope of the Programme Management Project Board is to:

- Define the priorities for delivery of the individual projects, both financial and service based.
- Establish the key issues and risks associated with the overall project delivery.
- Consider the resources available to deliver the project.
- Consider the potential procurement routes for the various schemes.
- Monitor progress on the delivery of the various schemes.

Scheme Project Boards (Project 2, 3 etc.)

The following structure is proposed:

- **Project Executive** – Head of School Effectiveness or Director of Education, depending on size of project
- **Senior User** – Head of School Effectiveness supported by Development Officer
- **Senior Supplier** – Head of Highways and Construction
- **Project manager** – As appointed

Each scheme Project Board should also include representation from the particular school, likely to be the head teacher.

Reporting Arrangements

Each scheme Project Board will report back to the Programme Management Project Board. In most cases, this should be via the Programme Management Project Manager.

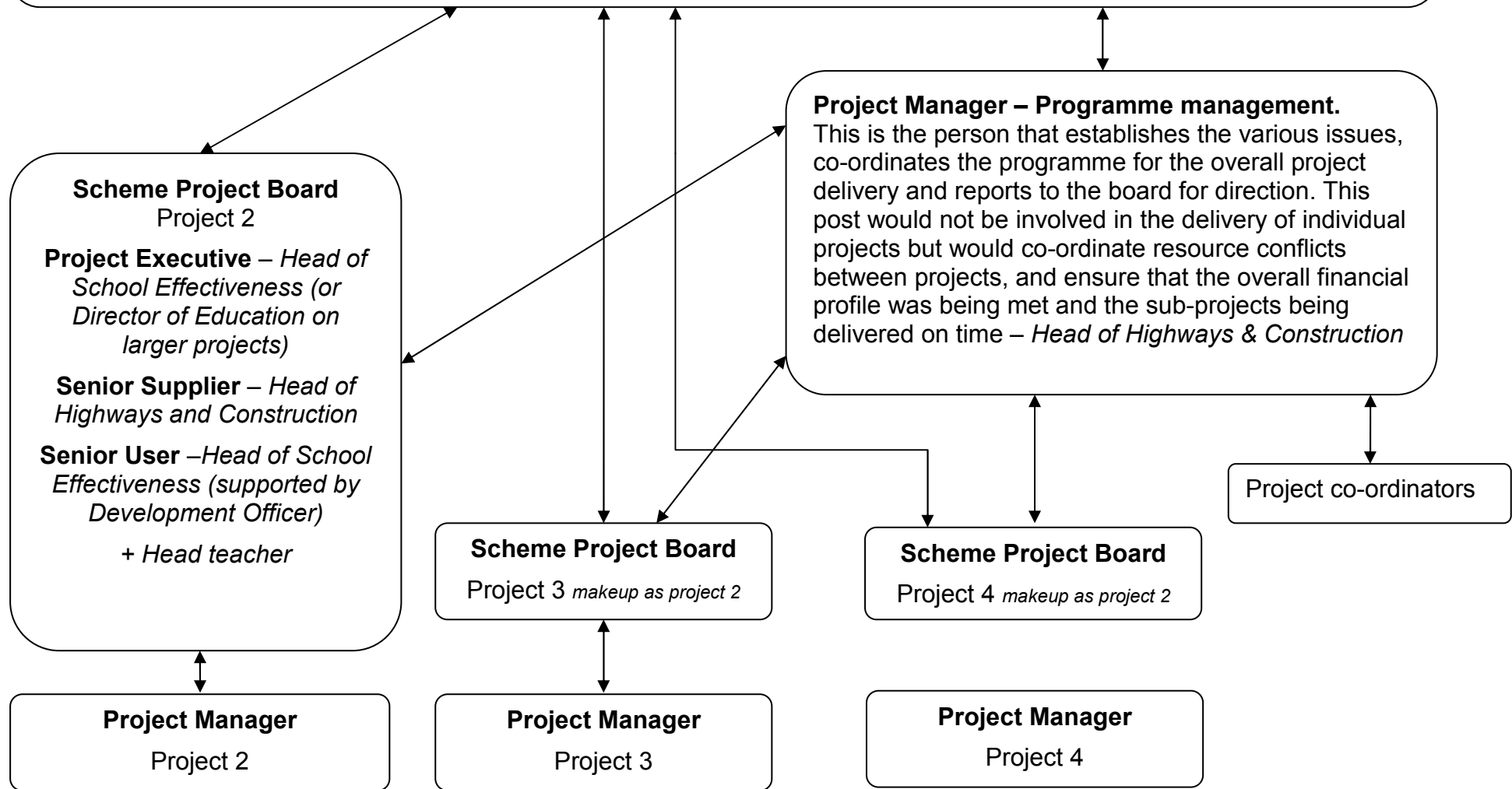
21st Century Schools Programme Management Project Board Project 1

Project Executive. Needs to be a single person to make the final decision during discussions – *Director of Finance & Leisure*

Senior Supplier(s). Controls project resources - *Director of Transportation & Environment*

Senior User(s). Responsible for defining the project scope – *Director of Education + Head of School Effectiveness*

Senior User Advisors. *Assistant Chief Executive, Principal Pembrokeshire College, Council Leader, Cabinet Member for Education, Chair of Overview & Scrutiny Committee*



Identified Risks

A preliminary risk log is listed below. This will need to be developed.

Risk	Mitigation
Ability to spend on average £21.4M pa – urgent action needed to progress brief production, feasibility, and project development.	Confirm transitional financial resources to enable work to progress.
Capacity of in-house team to manage and deliver the construction projects.	Resource review, in conjunction with construction procurement options: highlights and issues to be reported to project board for resolution.
Statutory processes (Reorganisation and amalgamations) delay programme implementation.	Education department to programme processes and tie in with the C21 programme.
Site choice and land purchase issues (e.g. drainage, utilities clashes/infrastructure) delay scheme development.	Property Review to be instructed with resolving, in association with scheme project managers, prior to purchase.
PCC/Pembs College need to agree governance arrangements for Pembroke Campus proposal.	Agree proposals as quickly as possible.
Government changes to initiative and/or funding during term.	Short-term and full-term resource and procurement strategy developed to minimise risk.
Resourcing in other PCC Directorates e.g. Statutory Consents (planning, building regulations, etc.)	Review.
Economy growth inflating tender prices during 7 – 9 year period.	Review regularly.
Construction contractor performance.	Robust appointment, contract administration and monitoring processes, clerk of works – architectural and M&E - attendance.
Initial scheme costs were prepared on outline data only.	Early development of schemes and referral to Project Board to address shortfalls if identified. Input of design team into outstanding briefs
Development of working practices, eg.	Early training and practical experience.

new forms of contracts (framework requirement) and Building Information Modelling (WG requirement) need time, software and training to prepare for.	Impact on software budget to be reviewed and managed.
Loss of key personnel	Resource schemes adequately to ensure short term continuity can be maintained.

Required Actions to Implement the Programme

That the programme and project management issues are noted and the following be agreed:

1. To note the currently proposed procurement strategy.
2. The proposed overall programme management and individual project management structure, and that the Programme Management Board meets as soon as possible.
3. To set up the Programme Management Project Board directly along with Project Boards for Tenby Junior and Fenton.
4. The Property Review team to investigate and report on the site options for Fenton, Johnston and Hakin.
5. Create a timetable and allocate resource for the development of the Five Case Business Models for Tenby, Fenton and Pembroke to meet key dates.

RECOMMENDATION:

That these proposals to implement the 21st Century Schools Programme be approved.

REASON FOR RECOMMENDATION:

To ensure the effective delivery of the Programme.

Background Documents: