

## City of Westminster

Item No.

<b>COMMITTEE OF THE CABINET</b>	<b>Date of Cabinet Committee Meeting</b>  7 September 2005	<b>Title of Report</b> <b>Building Schools for the Future – Consultation on Education Vision and Management Arrangements</b>
<b>CLASSIFICATION FOR GENERAL RELEASE</b>	<b>Report of Chief Executive</b>	
<b>Wards Involved</b>	All	
<b>Policy Context</b>	Civic Renewal and Education Guarantee	
<b>Financial Summary</b>	The Council has provided £1 mMillion to support the arrangements required to release the DfES Westminster BSF indicative allocation of £123.9 mMillion	

### 1. Summary

This report provides Members with a draft Education Vision for the Westminster Building Schools for the Future (BSF) programme with a recommendation that Members agree to consult widely on the draft before it is finalised for submission to the DfES. Management arrangements for the BSF programme are also proposed for agreement.

### 2. Recommendations

- 2.1 That the draft Education Vision attached at appendix 4 be approved for consultation with education partners, stakeholders, voluntary and community groups and Council departments as set out at paragraph 4 below.
- 2.2 That the proposed management arrangements for the BSF programme set out in paragraph 4.2 below be approved.

2.3 That the Chief Executive, in ~~conjunction consultation~~ with the Cabinet ~~M~~members for Children's Services and Finance & Support Services, be authorised to draw down funds ~~ferom~~ those earmarked for the BSF programme at his discretion.

### 3. Background Information

3.1 Westminster ~~took significant steps towards agreeing and implementing proposals arising from its secondary review in 2002 which will leadled to the closure of North Westminster Community School and the opening of two successor Academies in 2006.~~

3.2 ~~While this programme was being progressed DfES announced in July 2003 the Building Schools for the Future (BSF) programme. BSF is a central government initiative to support the raising of standards in secondary schools through a major capital investment programme. The DfES plans to prioritise the investment over a ten-year horizon with 15 "waves" of capital allocations to authorities. Westminster LEA was unsuccessful in its initial submission to the DfES in Autumn 2003 for selection onto Wave 1 of BSF onto the Building Schools for the Future programme. This is a central government initiative to support the raising of standards in secondary schools through a major capital investment programme. The DfES plan to prioritise the investment over a ten year horizon with 15 "waves" of capital allocations to authorities. Three waves of LEAs have now been agreed totalling 32 Councils. but Westminster has been confirmed in Wave 3, for 2007-8 funding and the indicative benchmark capital allocation has been agreed-set at £123.9 Millionmillion. Three waves of LEAs have now been agreed totalling 32 Councils.~~

3.3 ~~BSF allows the Council to pursue a significantly more ambitious programme of secondary school replacement and upgrading than would have been possible under the earlier secondary review proposals. The Council now has to complete detailed proposals for the prioritisation of school projects and spending of the fund plans to show how the investment will improve standards of education will improve and secondary school provision will support increased uptake of post 16 provision. Alongside this, each Council is required to produce very detailed Business Cases and the final funding allocation will only be confirmed and funds released after successful submission of the Business Cases next year.~~

### 4. Detail

#### 4.1 Vision for Secondary Education

4.1.1 The ~~Building Schools for the Future~~BSF programme provides a unique opportunity to make a major capital investment into secondary provision across the LEA. The benchmark funding allocation of £123.9 ~~m~~Million to the City Council by Partnerships for Schools is dependent on our submission of

- a satisfactory **Education Vision** for secondary provision
- a satisfactory **Strategic Business Case**

- in turn, followed by a successful **Outline Business Case**.

- 4.1.2 These three milestones must be reached to deadlines set externally by the DfES and by *Partnerships for Schools*. The DfES has established Partnerships for Schools ([PFS](#)) as an arms length agency to lead the BSF programme.
- 4.1.3 This report provides the [Cabinet Committee of the Cabinet](#) with a draft of the Education Vision for adoption for wider stakeholder consultation. Subject to any amendments Members might wish to make, it is recommended that the draft Vision is circulated for wide consultation so that it can be refined and improved. It is suggested that the Vision document is sent to all our usual education partners and stakeholders, [including the established networks of the Westminster City Partnership](#) and is also shared more widely with voluntary and community groups, and Council departments. [Resident parents of children educated outside Westminster maintained schools will also be consulted.](#)
- 4.1.4 The draft Education Vision was created following the launch of the BSF programme on the 1<sup>st</sup> July 2005 through a series of individual meetings with senior [Officers](#), Members, Head Teachers and key stakeholders including the Diocesan Authorities and the United Westminster Schools Trust. Following these individual discussions, a Headteachers' Visioning Day took place on the 17<sup>th</sup> July 2005 at which the key themes of the Vision were [created/identified](#). The Council's work in this area has been facilitated by *Cocentra*, education consultants engaged for this purpose.
- 4.1.5 While the consultation is taking place on the overall Council Education Vision, individual schools are required [as part of BSF](#) to produce school specific [outline](#) visions to sit [within and](#) alongside the wider vision. Governing Bodies have already begun this process as a result of the earlier visioning day but there will be more to do in the next few weeks. LEA and other Council staff will aim to support individual schools in constructing their school specific vision.
- 4.1.6 [It is important that this visioning work is integrated into the engagement process in place for the production of a refreshed City Plan \(Westminster's Community Strategy\) and the successor programme for Civic Renewal. The Great City Debate will involve a series of stakeholder engagement meetings at which the key themes and actions for the City Plan will be discussed and agreed. By the end of March 2006 a new City Plan will be in place, which will outline the shared vision the Council has with its partners to deliver a truly world class city environment. The BSF programme and focus on improvement of educational outcomes for our children, Westminster's citizens of the future, will have a significant role to play in ensuring this vision is realised.](#)
- 4.1.7 [The vision for BSF is being developed in parallel with Westminster's Local Area Agreement, which both have a vital role in galvanising partners across the City to continuously enhance the opportunities and experience of the communities we serve.](#)

4.1.8 Following the consultation process, a revised version of the Education Vision will be brought back to [Cabinet Committee Members in early on 14<sup>th</sup> November](#) for approval so that it can be submitted to [Partnerships for Schools PFS](#). The LEA is usually invited to make a presentation on their vision to the DfES and [Partnerships for Schools PFS](#) as part of the assessment process. If the vision is regarded as acceptable, it will form a major part of the Strategic Business Case which will be the next submission to the DfES and [Partnerships for Schools](#).

4.1.9 It is important to note that the [Building Schools for the Future BSF](#) programme is *not* a “building programme”. Rather, it is a ***school improvement programme supported by improvements to school buildings and facilities***. The Education Vision must be judged in that light since [it will only be accepted by](#) the DfES and Partnerships for Schools [will only accept it](#) if they believe the investment is likely to lead to significant improvements in the standards of achievement of our secondary students.

## 4.2 Management and Project Governance

4.2.1 Members are also asked to consider the management arrangements for the Building Schools for the Future programme. The next sections of this report set out briefly what is proposed and the structure charts attached as Appendices support this text.

4.2.2 For BSF all local authorities are expected to establish:

- A Members' decision route (already in place through [this Cabinet Committee of Cabinet](#).)
- A Strategic BSF Board (usually, but not always, chaired by a Member)
- A BSF Operations Group (Officer led and reporting to the BSF Strategic Board)
- A BSF Director supported by a team of staff engaging specialist [consultants consultancy inputs](#).
- A range of stakeholder groups which contribute to policy development

4.2.3 Because of the [challenging](#) deadlines attached to the programme, the Chief Executive has convened the first meeting of the Chief Executive's BSF Project Group for Friday, ~~the 9<sup>th</sup> of 9~~ September. The membership of the group is shown in the attached appendices. Subject to Members' approval, it is proposed that this BSF Project Group should be designated the Westminster BSF Strategic Board with effect from ~~7.7.05~~ [that date \(9 September\)](#). ~~Councillor~~ Brian Connell, as the designated Member for Children's Services and Cabinet Lead for BSF, would chair the Strategic Board.

4.2.4 Members should note that in the initial phase of the Strategic Board's work (i.e. to the end of November ~~20~~05) it is proposed that the Board would include the Head Teachers of all [eight of](#) our secondary schools, [should they wish to take up the offer](#). This arrangement has not been the case in BSF Boards established by other authorities where secondary schools have normally been

invited to nominate one or two representatives. However, despite the potential disadvantage of such a large Board (22 people in the first instance) the proposed Westminster structure is perceived to be very important at the time when the Board is giving detailed consideration to the Education Vision. The active and vigorous involvement of all Head Teachers at this vital stage signals the Council's strong partnership approach to this project. As Westminster has a relatively small number of secondary schools, it is felt that, for a limited period of time, this is a practical proposition not available to other, larger authorities.

- 4.2.5 Once the Education Vision has been agreed, it is proposed to move to a more conventional sized Board of 16 people. Under this proposal, the Head Teachers would cease to be members of the Board with effect from ~~30.11.05~~ [30 November 2005](#) but would instead be represented by a single person nominated by themselves.
- 4.2.6 The BSF Strategic Board will have the main aim of recommending ~~to the Cabinet Committee for Members' approval~~ the final documentation for each stage of the project. In sequence this will be the Education Vision, the Strategic Business Case and the Outline Business Case. Following the successful completion of these stages, the BSF Strategic Board will be required to advance the arrangements for procuring the contractor(s) who will undertake the building and other works required to deliver the Education Vision.
- 4.2.7 It will be important for the Strategic Board to ~~connect~~ [link](#) to the wider Council structures and to the [Westminster City Partnership \(our Local Strategic Partnership\)](#) since this programme is a high priority for the whole Council and the wider community it serves. The BSF Strategic Board ~~decisions recommendations,~~ and, on occasions, papers considered by the Board, ~~may well~~ be circulated to the Learning and Employability Network or to the full [Westminster City Partnership, Local Strategic Partnership](#) as appropriate.
- 4.2.8 For the Board to be fully aware of the views of stakeholders and partners in the process of moving forward, there will be a need to bring in the views of all relevant stakeholder groups. These can be groups who already exist, who may want to contribute as part of their own terms of reference, or new groups that might be created on an *ad hoc* basis to support the BSF consultation programme. It would be essential to include in the stakeholder groups, students in each of our schools as well as staff and governing bodies. Other stakeholders who will need to be consulted include community groups currently based in schools and those based in the areas local to schools.
- 4.2.9 Members should note on the attached proposed structure chart that the Strategic Board will be supported by a BSF Operations Group which will be responsible for managing the day to day work of the project. The Operations Group will include the BSF Project Team, including members of [the Corporate Management Board](#), so that all Council service areas are linked in to the Council's proposals. Over time, the specialisms of staff will vary but must

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include those in the areas of planning, finance, ICT and legal as a core requirement.

4.2.10 Education Guarantee was one of the main themes on which the City Council's five-year Civic Renewal programme was based. In its final year, the Guarantee to raise school standards and pupil attainment has been renewed. The BSF programme will not only help deliver these commitments, but will be pivotal to the delivery of the Civic Renewal successor programme. This programme will translate the vision of Westminster as a world-class city into action. It will involve schools as a centrepiece of the community, offering enhanced opportunities for our children on one hand and acting as a positive agent for community cohesion on the other.

4.2.11 These proposals should ensure that BSF integrates with and adds value to the Council's overall corporate priorities expressed through Civic ~~renewal~~ Renewal and its next phases.

## 5. Financial Implications

5.1 The Council ~~has provided~~ agreed on 13 June 2005 to set aside a revenue sum of £1 million to support the BSF project. Expenditure required to support the project in 2005-06 will be called off against the earmarked sum and further sums will be considered in the light of the above arrangements where core departmental funding will be used if appropriate against the wider BSF outcomes. The budget holder is the Chief Executive who is designated as the Project Sponsor.

5.2 The potential service outcomes are enormous with the following key elements forming the deliverables from the vision:

- Better educational outcomes
- Increased opportunity for all students to fulfil their potential beyond school whether in Further Education or in employment
- Improved attendance as a means of increasing attainment
- Extended school provision
- The use of facilities for the wider community and indeed transforming schools into a genuine community resource.

5.3 The capital opportunity is also significant. If successful, the project will lever in approximately £125 million of Government funding either as conventional supported capital borrowing or Private Finance Initiative credits. The costs of this borrowing is assumed to be cost neutral to the City Council at this stage.

5.4 Members should note that ~~there all external capital funding will have~~ be some revenue consequences, above those already built into our current financial plans. ~~It is required to fund the borrowing. It is important also for the~~ These revenue costs of the BSF programme will be calculated for each school as part of the Council's Business Cases. These calculations will be based on the individual proposals for each school and standard factors for life cycle costs. Foundation trustees, the Dioceses and all Governing Bodies will have

~~to agree the level of on-going annual commitments which may have an effect on their annual delegated budgets. to know that the revenue cost of the borrowing will need to be met on an annual basis.~~ At this early stage of the programme, it is not possible to calculate the revenue ~~cost of the borrowing impact~~ but this will become clearer as the Outline Business Case is put together. At that point, the ~~revenue cost of the capital investment~~full financial projections will be brought back to this ~~Cabinet Committee for your~~ consideration. The views of governing bodies, Diocesan authorities and trustees will also be sought. ~~Therefore, the~~ Council's Academy programme and use of additional and complementary funding streams need to be considered against the BSF programmes.

## 6. Legal Implications

6.1 The decision to enter into any contracts to commit a major capital sums is a key decision for the Council. Bearing in mind the potential scale of the sums involved and the complexity of the contractual arrangements, the Council will need to seek external specialist legal advice to assist in this process.

6.2 In Westminster, there is a further point to note that the Council does not own the majority of secondary schools. (This is also true for Primary schools). The Dioceses-Diocesan authorities are the legal owners of three schools and the United Westminster Schools Foundation is the owner of two schools. The City Council is currently the owner of the three community schools but this will reduce to two schools when the two Academies, which will replace North Westminster Community School , are opened/closes and is replaced by the two successor Academies in September 2006. The trustees of each of the voluntary schools will need to receive independent legal advice in respect of the proposals for their schools.

## 7. Staffing Implications

7.1 A new post of Assistant Director of BSF has been created as part of the BSF team. The former Assistant Director Education Services will be assimilated into this post and the Director for Schools has taken steps to secure a replacement. Secure transition arrangements will be in place for this assimilation process.

7.2 It is worth noting two other staffing implications. Firstly, the deadlines set by Partnerships for Schools/PfS and the DfES for the completion of our submission are very tight so there will be significant demands on senior staff in schools.

Secondly, if we are successful, the rebuilt Westminster secondary school provision will result in/be schools that are very attractive schools for teachers and school support staff. Since Westminster is in Wave 3, a relatively early phase of the programme, the investment cs should help significantly with staff recruitment.

## 8. Outstanding Issues

8.1 As part of their guidance to local authorities, Partnerships for Schools/PfS strongly recommends that a joint venture company be established in order to procure the BSF capital works. This joint venture company is known as a "LEP" or "Local Education Partnership". The membership of the company would be the private partner(s), Partnerships for Schools and Westminster City Council with voting rights on an 8:1:1 proportion in favour of the private partner.

8.2 The joint venture company arrangement is not a strict BSF requirement although it is very strongly recommended by the DfES. This is an expensive model for a small LEA such as Westminster. Officers are currently in discussion with Partnerships for Schools/PfS to establish whether Westminster

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can create an alternative model to manage the contract. There are several reasons why this might be more beneficial, not least Westminster's unique situation where the Council is a minority owner of secondary schools. The other school owners in the LEA have all signalled to us that they would wish to investigate other partnership arrangements where they would have stronger representation. The programme should also link strongly with the City Partnership given the wider benefits of the BSF programme.

- 8.3 When we have further guidance on [Partnerships for Schools PFS's](#) response to our [submissggesti](#)on for alternative arrangements this issue will be brought back to [the Cabinet Committee Members](#) for [your](#) consideration.

## 9. Performance Plan Implications

- 9.1 The Education Business Plan 2005-06 has as one of three key strategic priorities "Schools for the Future" which incorporates the BSF programme. The Business Plan reflects the fact that BSF will be a major corporate programme for which a dedicated project team will be established.

[9.2 'Raising the Standard', the Council's Best Value Performance Plan for 2005-06, outlines its key strategic priorities for the next three years. The investment in enhanced opportunities for our young people, is a clear focus and the BSF programme is viewed as one of the most critical delivery mechanisms for achieving this.](#)

## 10. CONSULTATION

- 10.1 This report seeks approval to consult widely with all interested partners on the consultation process with senior officers and Members, schools, Dioceses and Foundation Trustees. [The consultation on the BSF vision will form a key plank of the consultation for the new Community Strategy. Wherever practicable, existing partnership networks will be used to ensure wide ownership with a range of stakeholders and synergy with a number of existing and developing strategies of the Council and its partners.](#)
- 10.2 A Members' seminar on BSF has also been arranged for the 12<sup>th</sup> September. The Children's Services Overview and Scrutiny Committee will [consider receive an update on](#) progress on BSF and Academies at its meeting on the 20<sup>th</sup> September.
- 10.3 A key part of the next stage of the BSF programme, and therefore an early item for the BSF Strategic Board, are the arrangements for communication and involvement for all parties through the whole BSF process. Plans are at an early stage for a BSF Web page link to the Council web site and the provision of newsletters and bulletin boards is also being planned.

## 11. Crime and Disorder Act

- 11.1 A section of the Education Vision addresses the development of citizenship for all students as part of their entitlement curriculum. Key targets in the vision will also address the Council's order agenda in the areas of behaviour and attendance improvement and a reduction in the numbers of excluded students.

## 12. Health and Safety Issues

- 12.1 The capital programme will made significant improvements to the fabric of the buildings. Improved school design will also help improve health and safety. During the construction phase there will be a need for the contractors to have secure health and safety plans since the site constraints are very tight and decanting of students during building works [will may](#) not be possible in most cases.

### 13. Impact on Health and Wellbeing

13.1 The Education Vision attached as a draft makes several references to the need to link the explicit “school” agenda to the broader agenda to improve the health and well being of communities. The target of creating Extended Schools as part of this programme is clearly set out in the draft vision. Some service provision from the [Health-health](#) sector and the Early Years Partnerships will be possible on some school sites.

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#### 14. Human Rights Act 1998

- 14.1 There are no specific Human Rights implications from the BSF programme other than the general observation that this level of capital investment, and the changes to school organisation that accompany the investment, should support the move to provide all Westminster students with access to high quality education.

#### 15. Conclusion/ Reasons for Decision

- 15.1 The need to consult on the draft Education Vision is self-evident and sits well with the Council's commitment to Civic Renewal and the [renewed Education Guarantee and the delivery of its successor programme](#). The need to establish the BSF is also not contentious and the proposed structure is likely to be supported by stakeholders. Delegating budget responsibility to the Project Sponsor is required for the successful management of the project.

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT OR WISH TO INSPECT ANY OF THE BACKGROUND PAPERS, PLEASE CONTACT Paul Doherty ON 020 7641 6036; EMAIL ADDRESS [pdoherty@westminster.gov.uk](mailto:pdoherty@westminster.gov.uk) FAX NUMBER 020 7641 3406

#### BACKGROUND PAPERS

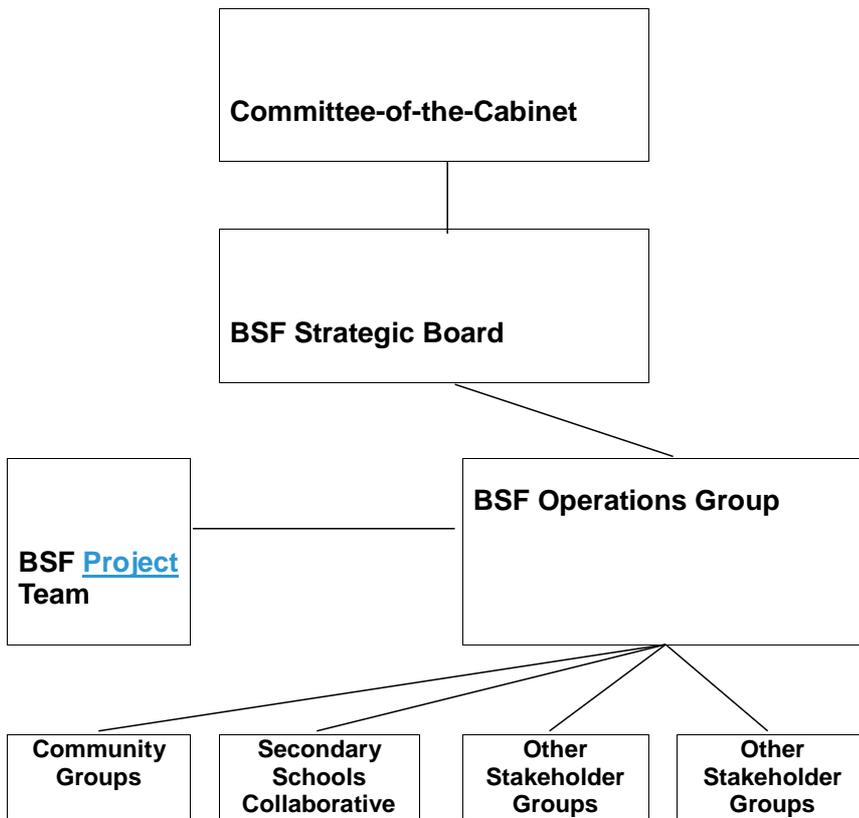
None

[Contracts — reports — modelcabinet/cabinetmember](#)

**Appendix One**

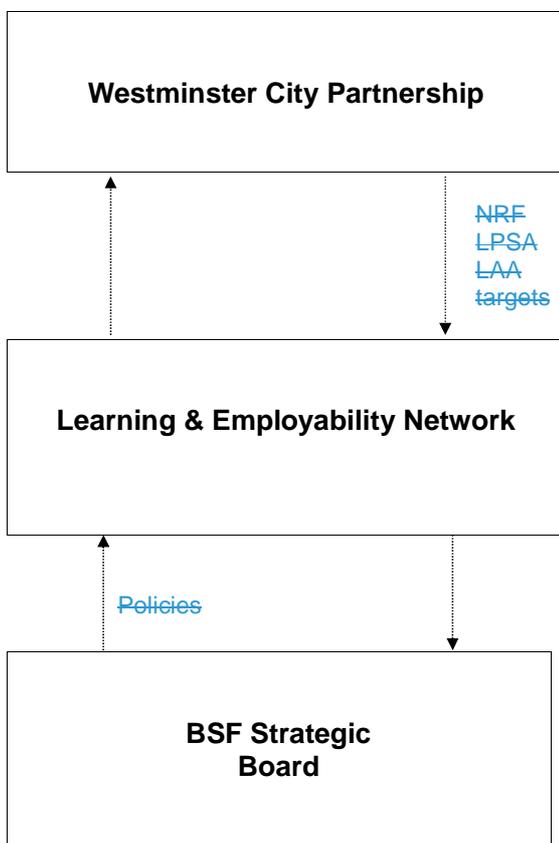
**Building Schools for the Future**

**Organisation chart showing top structure**



**Appendix Two**  
**Building Schools for the Future**

*Organisation chart showing BSF links into corporate strategy groups*





## **Appendix Four**

**The consultation version of the Education Vision  
is attached as a separate document**

