

# Flintshire 14-19 Learning Partnership

## Strategic Outline Case (SOC)

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## Foreword

This Strategic Outline Case (SOC) has been prepared using the agreed standards and format for business cases, as set out by HM Treasury and Welsh Assembly Government. The approved format is the Five Case Model, which comprises the following key components:

- the **strategic case** section. This sets out the strategic context and the case for change, together with the supporting investment objectives for the scheme
- the **economic case** section. This demonstrates that the organisation has selected a preferred way forward, which best meets the existing and future needs of the service and is likely to optimise value for money (VFM)
- the **commercial case** section. This outlines what any potential deal might look like
- the **financial case** section. This highlights likely funding and affordability issues and the potential balance sheet treatment of the scheme
- the **management case** section. This demonstrates that the scheme is achievable and can be delivered successfully in accordance with accepted best practice.

This SOC has been presented to school and college leaders in Flintshire, the Post-16 Programme Board and elected members. The Executive unanimously support for submission to the Welsh Assembly Government.

# Version Control

The version control of this Strategic Outline Case document is managed by CPC Ltd on behalf of Flintshire County Council.

## QUALITY ASSURANCE

Version	Date reviewed	Reviewed by	Position
Draft v2.1	11.07.10	Bob Lamb	CPC Programme Director

## VERSION HISTORY

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Draft v1.2	05.07.10	Updates following post-16 programme board	Phil Smart
Draft v2.1	06.07.10	Updates following post 16 programme board	Tom Davies
Draft v2.2	15.07.10	Updated following internal QA and Executive meeting	Phil Smart
Draft v2.3	21.07.10	Updated to include executive summary	Phil Smart
Draft v3.0	30.07.10	Final amendments	Phil Smart

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## **1.0 Executive Summary**

### **1.1 Introduction**

This Strategic Outline Case (SOC) seeks approval to reshape the post-16 provision across Flintshire County. This business case sets out the current issues with provision and the strategy which has been adopted to overcome them. It shows that a collaborative approach is clearly the preferred way forward in order to resolve these issues. Partners clearly recognise the need to secure greater efficiency and effectiveness through collaboration and rationalisation and that full details of the options will be developed at OBC stage. The SOC has been endorsed by the Flintshire County Council Executive Board at their meeting on Tuesday 13<sup>th</sup> July 2010.

### **1.2 Strategic case**

#### **1.2.1 The strategic context**

This SOC, and the proposals included within are only in respect of proposed changes to post-16 education in Flintshire as developed by the 14-19 Network; it does not include significant detail of the other capital investment occurring within the county and neighbouring councils, except to highlight the scale of change and to demonstrate where links can be developed.

The Local Authority is also continuing to implement its wider programme of surplus place removal and school modernisation in the primary and secondary sectors. Full details are included in the school investment strategy in Appendix A.

#### **1.2.2 The case for change**

It has been acknowledged that whilst there is evidence of successful collaboration between some of the secondary schools within Flintshire, the provision of post-16 education needs to be reviewed in order to ensure an efficient model of delivery that is sustainable and raises overall outcomes. In particular the benefits of a transformation programme would be to:

- improve achievement levels of all learners, including those from vulnerable groups;
- provide a richer wider and more flexible range of learning pathways to encourage wider involvement;
- promote learning as a lifelong process and remove the barriers which prevent learners accessing learning opportunities;



- develop effective, confident and independent learners who enjoy a sense of well-being, enabling them to share their learning with others and to contribute to their community and society;
- provide appropriate learning environments through the development of sites;
- promote the concept of “community focused schools” as a strategy for enhancing learning and social cohesion;
- secure the engagement of parents/carers as the first and co-educators of their children;
- promote collaboration between services, learning centres and schools to create a culture of shared responsibility for the progress of all learners;
- provide efficient and effective learning pathways by reducing spare class capacity;
- provide efficient delivery of services through a reduction in maintenance costs;
- take account of Flintshire’s geography and deliver appropriately located settings;
- support and develop all practitioners in their efforts to improve achievement for all learners; and.
- deliver sufficient high quality provision through the medium of Welsh and for faith communities.

As demonstrated further in the economic case, the existing arrangements for post-16, although well established and of high quality, do not meet the WAG curriculum targets or the future needs of learners.

**Table 1-1: Investment objectives, current position, business need**

Investment Objective	Current Position	Business Need
1 To improve the standards of post-16 education currently delivered within Flintshire secondary schools measured by pupil outcomes and Estyn inspection reports.	For learners aged 17 on roll in Flintshire schools in January 2009: <ul style="list-style-type: none"> <li>• 96% of Flintshire learners achieved the Level 3 threshold, compared to 96% across Wales</li> <li>• Average wider points score for Flintshire learners was 615, compared to 688 across Wales</li> </ul>	<ul style="list-style-type: none"> <li>• Improve performance of Flintshire learners to be equal to or better than Wales</li> <li>• Ensure that all learners are able to select from the widest possible range of courses, at the appropriate level, and meeting the requirements of the Learning and Skills Measure.</li> <li>• Area and individual establishment inspections of 14-19 provision to be rated good or excellent by Estyn in all cases</li> </ul>
2 To ensure a growing proportion of those with specialist needs (educational or disability) and those from vulnerable families take advantage of post-16 education.	<ul style="list-style-type: none"> <li>• Post 16 provision in new Specialist School is in first year of operation</li> <li>• Deeside College (at both sites) has a wide range of opportunities for learners at Entry Level, Level 1 and Level 2, as well as Level 3 courses.</li> </ul>	<ul style="list-style-type: none"> <li>• Broaden the curriculum offer to meet the needs of all learners</li> <li>• Ensure that the curriculum offer is appropriate for level as well as breadth</li> <li>• Increase partnership working and further develop Learning Coaching, Personal Support and independent Careers Advice and Guidance so as to better inform learners about opportunities.</li> </ul>
3 To ensure that relevant education provision is delivered in such a way that it meets the broader wellbeing needs of our young people, their parents / carers and communities.	<ul style="list-style-type: none"> <li>• Post 16 opportunities in Flintshire are available in 11 High Schools (including one Welsh Medium and one Faith setting) and two sites of Deeside College.</li> </ul>	<ul style="list-style-type: none"> <li>• To develop a model of provision which complements the agreed principles in paragraph 1.3.1</li> </ul>
4 To ensure the efficient delivery of quality post-16 courses demanded by our	<ul style="list-style-type: none"> <li>• Post 16 opportunities in Flintshire are available in 11 High Schools (including one Welsh Medium and one Faith setting) and two sites of Deeside College.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure that all learners are able to select from the widest possible range of courses, at the appropriate level, and meeting the</li> </ul>

<p>students, local employers, the Local Authority and Welsh Assembly Government.</p>	<ul style="list-style-type: none"> <li>• Deeside College (at both sites) has a wide range of opportunities for learners at Entry Level, Level 1 and Level 2, as well as Level 3 courses.</li> </ul>	<p>requirements of the Learning and Skills Measure, whilst maximising opportunities for learners and efficiently meeting the principles outlined in paragraph 1.3.1</p> <ul style="list-style-type: none"> <li>• Ensure all post 16 settings offering Level three courses achieve success rates equal to or better than Wales.</li> <li>• Area and individual establishment inspections of 14-19 provision to be rated good or excellent by Estyn in all cases</li> </ul>
<p>5 To ensure post-16 education provision is delivered in such a way that meets the environmental aspirations of our residents, the Local Service Board and meets WAG guidelines / best practice.</p>	<ul style="list-style-type: none"> <li>• Current provision requires learner transport to and between centres. Additional collaboration could increase learner travel demands.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure that all learners are able to select from the widest possible range of courses, at the appropriate level, and meeting the requirements of the Learning and Skills Measure whilst avoiding excessive learner travel, distance and frequency.</li> <li>• Ensure equity of entitlement to travel in all areas of the county.</li> <li>• Minimise the cost of transport provision, whilst reducing the need for journeys to be made by private car, thereby avoiding traffic congestion and parking around educational sites.</li> </ul>

### 1.3 Economic case

The provision for post-16 education has been considered in two geographic areas, with the exception of Welsh Medium and Faith-based provision. Following this area based approach, an initial consideration of all the collaborative and restructuring options within each area was narrowed down during “provider days” to those that represented a reasonable prospect of securing improved outcomes, sustainability, statutory compliance and value for money. The provider days were meetings held on a monthly basis with representatives from all twelve schools and the college to discuss the transformation proposals. The long list of options are described below.

#### 1.3.1 The long list

##### 1.3.1.1 The North

- Option 1 – Do nothing, the current plans remain as they are
- Option 2 – Concentrate post-16 provision at Connah’s Quay Campus, with some rationalisation elsewhere
- Option 3 – Split the provision and collaborate on a North West (Holywell, Flint and St Richard Gwyn) and North East (John Summers, Connah’s Quay, St David’s) basis
- Option 4 – Recategorise all schools to be providers for ages 11-16 and have one post-16 provider with independent governance

##### 1.3.1.2 The South

- Option 5 – Do nothing, the current plans remain as they are
- Option 6 – Collaboration between Castell Alun and Hawarden, and the Mold Alun, Elfed and Argoed

#### 1.3.2 The short list

On the basis that the preferred way forward is agreed, we recommend the following options for further, more detailed evaluation within the Outline Business Case (OBC):

- Option 1 and 5 – Do nothing in both areas
- Option 2 – collaboration in the North (concentrate post-16 provision at Connahs Quay)
- Option 4 – collaboration in the North (re-categorise all schools to 11-16 and one an independent institution for post-16 provision)
- Option 6 – collaboration in the South

Consequently, the preferred option in terms of the rationalisation will be identified and recommended for approval within the OBC.

### 1.3.3 Indicative costs

#### 1.3.3.1 Introduction

The Flintshire schools are divided into North and South cohorts for this analysis; the bulk of the analysis dwells on the short listed options for the Northern group of schools. The single option for the Southern group is shown in the latter part of this appendix. The discount rate used is 3.5% for all options over a period of 25 years life.

#### 1.3.3.2 Base Data

The base data for the North and South schools are set out in the tables below.

##### North Schools Pupil Numbers (Sept 2009)

School	11 - 16	post 16	total
Connah's Quay	913	97	1,010
John Summers	395	50	445
Flint	624	82	706
Holywell	634	96	730
St David's	565	70	635

##### North Schools Formula Funding (£s 2009/10)

School	11 - 16	post 16	total
Connah's Quay	3,397,608	354,373	3,751,980
John Summers	1,735,699	213,137	1,948,836
Flint	2,358,850	136,322	2,495,172
Holywell	2,580,388	305,799	2,886,188
St David's	2,079,682	244,414	2,324,097

##### South Schools Pupil Numbers (Sept 2009)

School	11 - 16	post 16	total
Elfed	615	92	707
Hawarden	929	181	1,110
Castell Alun	1,018	221	1,239
Mold Alun	1,206	556	1,762
Argoed	581	-	581

##### South Schools Formula Funding (£s 2009/10)

School	11 - 16	post 16	total
Elfed	2,388,896	372,935	2,761,831
Hawarden	3,314,356	694,207	4,008,563
Castell Alun	3,522,736	701,669	4,224,405
Mold Alun	4,459,546	1,814,958	6,274,504
Argoed	2,195,968	-	2,195,968

### 1.3.4 North Schools Group – Options Analysis

#### 1.3.4.1 Option 0: North Baseline Case

The financial model for the North group baseline indicates an annual revenue cost of £13.406m p.a. The life of the analysis is taken over 25 years with a 3.5% discount factor.

The Option 0 financial case is shown below.

Option 0: Baseline Financial								
All figures in £000s	Total Cost	NPV	Years, years 6 - 25 repeat as year 5					
			0	1	2	3	4	5
<b>Revenue/Current costs</b>								
Formula funding	-348556	-234357	-13406	-13406	-13406	-13406	-13406	-13406
<b>Totals</b>	<b>-348556</b>	<b>-234357</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>

The baseline economic case is shown below.

Option 0: Baseline Economic Analysis								
All figures in £000s	Total Cost	NPV	Years, years 6 - 25 repeat as year 5					
			0	1	2	3	4	5
<b>Revenue costs</b>								
Formula funding	-348556	-234357	-13406	-13406	-13406	-13406	-13406	-13406
<b>Revenue costs total</b>	<b>-348556</b>	<b>-234357</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>
<b>Capital costs</b>								
Refurbish existing facilities								
<b>Capital costs total</b>								
<b>Totals</b>	<b>-348556</b>	<b>-234357</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>

#### 1.3.4.2 Option 1: North, Do Minimum

In the Do Minimum option the five schools are refurbished, as required, at a total cost of £7.804m spread evenly over a five year programme of works.

The economic case indicates an optimism bias of 24%, this bias accounts for the likelihood that project costs are routinely underestimated. The 24% is applied to works with a standard level of complexity and may be mitigated to a lower figure in the next stage OBC business case.

The Option 1 financial case is shown below.

Option 1: Do Minimum Financial									
All figures in £000s	Total Cost	NPV	Years, years 7 - 25 repeat as year 6						
			0	1	2	3	4	5	6
<b>Revenue/Current costs</b>									
Formula funding	-348556	-234357	-13406	-13406	-13406	-13406	-13406	-13406	-13406
<b>Totals</b>	<b>-348556</b>	<b>-234357</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>
<b>Capital costs</b>									
Refurbish existing facilities	-7804	-7047		-1561	-1561	-1561	-1561	-1561	
<b>Capital costs total</b>	<b>-7804</b>	<b>-7047</b>		<b>-1561</b>	<b>-1561</b>	<b>-1561</b>	<b>-1561</b>	<b>-1561</b>	
<b>Total Costs</b>	<b>-356360</b>	<b>-241404</b>	<b>-13406</b>	<b>-14967</b>	<b>-14967</b>	<b>-14967</b>	<b>-14967</b>	<b>-14967</b>	<b>-13406</b>

The economic case for Option 1 is indicated in the table below.

Option 1: Do Minimum Economic Analysis									
All figures in £000s	Total Cost	NPV	Years, years 7 - 25 repeat as year 6						
			0	1	2	3	4	5	6
<b>Revenue costs</b>									
Formula funding	-348556	-234357	-13406	-13406	-13406	-13406	-13406	-13406	-13406
<b>Revenue costs total</b>	<b>-348556</b>	<b>-234357</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>	<b>-13406</b>
<b>Capital costs</b>									
Refurbish existing facilities	-7804	-7047		-1561	-1561	-1561	-1561	-1561	
Optimism Bias 24%	-1873	-1691		-375	-375	-375	-375	-375	
<b>Capital plus optimism costs total</b>	<b>-9677</b>	<b>-8738</b>		<b>-1935</b>	<b>-1935</b>	<b>-1935</b>	<b>-1935</b>	<b>-1935</b>	
<b>Total Costs</b>	<b>-358233</b>	<b>-243096</b>	<b>-13406</b>	<b>-15341</b>	<b>-15341</b>	<b>-15341</b>	<b>-15341</b>	<b>-15341</b>	<b>-13406</b>

### 1.3.4.3 Option 2: North, Sixth Forms at Connah's Quay & Close One School

In Option 2 for the North schools the:

- Sixth form provision is concentrated at Connah's Quay
- Existing sixth forms are rationalised, one school is closed
- Other schools are rationalised

The capital cost at Connah's Quay is £8m expended over three years from 2015/16 to 2017/18. The concentration of resources at Connah's Quay and rationalisation of schools reduces the revenue cost from £13.406m p.a. to £11.457m p.a. from 2018/19 onwards. The demolition costs for a closed school are estimated at £1m and will occur in 2019/20.



The financial case for Option 2 North is shown in the first table below and the economic case is indicated in the second table.

<b>Option 2: Focus on Connah's Quay Financial</b>													
All figures in £000s	Total Cost	NPV	Years, 11 - 25 repeat as year 10										
			0	1	2	3	4	5	6	7	8	9	10
<b>Revenue/Current costs</b>													
Formula funding	-313474	-214152	-13406	-13406	-13406	-13406	-13406	-13406	-13406	-13406	-13406	-11457	-11457
<b>Revenue Total</b>	-313474	-214152	-13406	-13406	-13406	-13406	-13406	-13406	-13406	-13406	-13406	-11457	-11457
<b>Capital Costs</b>													
Connah's Quay	-8000	-6514						-1600	-4960	-1440			
Demolition costs, closed school	-1000	-734										-1000	
<b>Capital Total</b>	-9000	-7248						-1600	-4960	-1440		-1000	
<b>Total Costs</b>	-322474	-221400	-13406	-13406	-13406	-13406	-13406	-15006	-18366	-14846	-11457	-12457	-11457

<b>Option 2: Focus on Connah's Quay Economic Analysis</b>													
All figures in £000s	Total Cost	NPV	Years, 11 - 25 repeat as year 10										
			0	1	2	3	4	5	6	7	8	9	10
<b>Revenue costs</b>													
Formula funding	-313474	-214152	-13406	-13406	-13406	-13406	-13406	-13406	-13406	-13406	-13406	-11457	-11457
<b>Revenue costs total</b>	-313474	-214152	-13406	-13406	-13406	-13406	-13406	-13406	-13406	-13406	-13406	-11457	-11457
<b>Capital costs</b>													
Connah's Quay	-8000	-6514						-1600	-4960	-1440			
Demolition costs, closed school	-1000	-734										-1000	
<b>Capital costs total</b>	-9000	-7248						-1600	-4960	-1440		-1000	
<b>Optimism Bias</b>													
24% on total capital costs	-2160	-1739						-384	-1190	-346		-240	
<b>Total Costs</b>	-324634	-223139	-13406	-13406	-13406	-13406	-13406	-15390	-19556	-15192	-11457	-12697	-11457





## Option 2: Additional Funding Requirements

The project cash flow (excluding optimism bias) is shown in the table below. The project costs are netted off by the existing funding provision resulting in additional funding requirements in Years 5 to 7 totalling £8m – part of the capital cost is covered off by the current funding stream were it to continue. Over the 25 life of the assessment the cost of the project is covered by the current funding stream, the net cash flow is positive from Year 8 onwards.

Option 2: Funding Requirements		£000's	Years 11 - 25 repeat as year 10										
	Total Cost	NPV	0	1	2	3	4	5	6	7	8	9	10
Option 6 Project Cash Flow			- £13,406	- £13,406	- £13,406	- £13,406	- £13,406	- £15,006	- £18,366	- £14,846	- £11,457	- £12,457	- £11,457
Current Funding			£13,406	£13,406	£13,406	£13,406	£13,406	£13,406	£13,406	£13,406	£13,406	£13,406	£13,406
<b>Net cash flow</b>	£26,082	£12,958	0	0	0	0	0	-£1,600	-£4,960	-£1,440	£1,949	£949	£1,949

**Total extra funding                    -£8,000**

### 1.3.4.4 Option 4: North, Tertiary Model

In the tertiary model for the North schools the existing sixth forms are closed and the sixth form curriculum is provided from an independently governed tertiary college.

The capital cost for the tertiary enhancement is estimated at £13.176m invested over three years starting in 2011/12 (year 1 of the model).

The estimated floor area of the new tertiary college is 5,500m<sup>2</sup> with a total premises cost assumed to be £219k p.a. thus the final revenue costs are £4,870 p.a. for the tertiary college.

The table below shows the pupil numbers and the revised revenue costs.

Facility	Number of Pupils	Revenue Costs £000s
Tertiary College	1,308	4,870
11 – 16 Schools	2,218	8,755

The Option 4 financial case is shown below.

Option 4: Tertiary North Financial Years, 6 - 25 repeat as year 5								
All figures in £000s	Total Cost	NPV		11/2012	12/2013	13/2014	14/2015	15/2016
			0	1	2	3	4	5
<b>Revenue/Current costs</b>								
Tertiary	-126620	-85135	-4870	-4870	-4870	-4870	-4870	-4870
11 - 16 Schools, formula funding	-227630	-153051	-8755	-8755	-8755	-8755	-8755	-8755
<b>Revenue Total</b>	<b>-354250</b>	<b>-238186</b>	<b>-13625</b>	<b>-13625</b>	<b>-13625</b>	<b>-13625</b>	<b>-13625</b>	<b>-13625</b>
<b>Capital Costs</b>								
Refurbishment								
Tertiary College, capital cost	-13176	-12294		-2372	-8169	-2635		
Demolition costs								
<b>Capital Total</b>	<b>-13176</b>	<b>-12294</b>		<b>-2372</b>	<b>-8169</b>	<b>-2635</b>		
<b>Total Costs</b>	<b>-367426</b>	<b>-250480</b>	<b>-13625</b>	<b>-15997</b>	<b>-21794</b>	<b>-16260</b>	<b>-13625</b>	<b>-13625</b>

The table below indicates the economic case for Option 4.

Option 4: Tertiary North Economic Analysis								
All figures in £000s	Total Cost	NPV	Years, 6 - 25 repeat as year 5					
			0	1	2	3	4	5
<b>Revenue costs</b>								
Tertiary	-126620	-85135	-4870	-4870	-4870	-4870	-4870	-4870
11 - 16 Schools, formula funding	-227630	-153051	-8755	-8755	-8755	-8755	-8755	-8755
<b>Revenue costs total</b>	<b>-354250</b>	<b>-238186</b>	<b>-13625</b>	<b>-13625</b>	<b>-13625</b>	<b>-13625</b>	<b>-13625</b>	<b>-13625</b>
<b>Capital costs</b>								
Refurbishment								
Tertiary College, capital cost	-13176	-12294		-2372	-8169	-2635		
Demolition costs								
<b>Capital costs total</b>	<b>-13176</b>	<b>-12294</b>		<b>-2372</b>	<b>-8169</b>	<b>-2635</b>		
<b>Optimism Bias</b>								
24% on total capital costs	-3162	-2951		-569	-1961	-632		
<b>Total Costs</b>	<b>-370588</b>	<b>-253431</b>	<b>-13625</b>	<b>-16566</b>	<b>-23755</b>	<b>-16892</b>	<b>-13625</b>	<b>-13625</b>

### 1.3.4.5 Sensitivity Analysis – North Options

A sensitivity analysis has been carried out by modifying NPVs for capital and revenue costs by +10% and -10% for the North schools options.

#### Sensitivity Analysis of Economic NPVs for North Options

£000s	Option 0	Option 1	Option 2	Option 4	Ranking
<b>Baseline NPVs</b>	-£234,357	-£243,096	-£223,139	-£253,431	Op 2 = 1
Increase Capital 10%	-£234,357	-£243,970	-£224,038	-£254,956	Op 2 = 1
Increase Revenue Costs 10%	-£257,793	-£266,532	-£244,554	-£277,250	Op 2 = 1
Decrease Capital 10%	-£234,357	-£242,222	-£222,240	-£251,906	Op 2 = 1
Decrease Revenue Cost 10%	-£210,921	-£219,660	-£201,724	-£229,612	Op 2 = 1

Option 2 is ranked 1st in all scenarios.

### 1.3.5 South Group Schools

The preferred approach for the South cohort of schools is one of collaboration and rationalisation; this is Option 6. The baseline costs are indicated in Option 00 below. The financial and economic cases have the same figures and are shown as a single table below.

<b>Option 00: Baseline Financial and Economic Case</b>									
All figures in £000s	Total Cost	NPV	Years, years 6 - 25 repeat as year 5						
			0	1	2	3	4	5	6
<b>Revenue/Current costs</b>									
Formula funding	-506090	-340278	-19465	-19465	-19465	-19465	-19465	-19465	-19465
<b>Totals</b>	<b>-506090</b>	<b>-340278</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>

The projected revenue costs for Option 6 do not change at this stage of developing the option and hence remain at historical levels.

There is a capital investment of £7.865m over five years starting in Year 1 at an even spend for the refurbishment of the existing school stock. In the economic case an optimism bias of 24% is assumed – this figure may be mitigated downwards following more detailed analysis.

The financial case for Option 6 is shown in the table below.

<b>Option 6: Collaboration Financial</b>									
All figures in £000s	Total Cost	NPV	Years, years 7 - 25 repeat as year 6						
			0	1	2	3	4	5	6
<b>Revenue/Current costs</b>									
Formula funding	-506090	-340278	-19465	-19465	-19465	-19465	-19465	-19465	-19465
<b>Revenue totals</b>	<b>-506090</b>	<b>-340278</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>
<b>Capital Costs</b>									
Refurbishment	-7865	-7102		-1573	-1573	-1573	-1573	-1573	
<b>Capital totals</b>	<b>-7865</b>	<b>-7102</b>		<b>-1573</b>	<b>-1573</b>	<b>-1573</b>	<b>-1573</b>	<b>-1573</b>	
<b>Total Costs</b>	<b>-513955</b>	<b>-347380</b>	<b>-19465</b>	<b>-21038</b>	<b>-21038</b>	<b>-21038</b>	<b>-21038</b>	<b>-21038</b>	<b>-19465</b>

The economic case for Option 6 is set out in the table below.

<b>Option 6: Collaboration Economic Analysis</b>									
<b>All figures in £000s</b>	<b>Total Cost</b>	<b>NPV</b>	<b>Years, years 7 - 25 repeat as year 6</b>						
			0	1	2	3	4	5	6
<b>Revenue costs</b>									
Formula funding	-506090	-340278	-19465	-19465	-19465	-19465	-19465	-19465	-19465
<b>Revenue costs total</b>	<b>-506090</b>	<b>-340278</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>	<b>-19465</b>
<b>Capital costs</b>									
Refurbish existing facilities	-7865	-7102		-1573	-1573	-1573	-1573	-1573	
<b>Capital totals</b>	<b>-7865</b>	<b>-7102</b>		<b>-1573</b>	<b>-1573</b>	<b>-1573</b>	<b>-1573</b>	<b>-1573</b>	
<b>Optimism Bias</b>									
Optimism Bias 24%	-1888	-1705		-378	-378	-378	-378	-378	
<b>Totals</b>	<b>-515843</b>	<b>-349084</b>	<b>-19465</b>	<b>-21416</b>	<b>-21416</b>	<b>-21416</b>	<b>-21416</b>	<b>-21416</b>	<b>-19465</b>

## 1.4 Commercial case

The commercial case included at SOC stage of the business case provides a very high level overview of the procurement of relevant services. This case is developed in more detail at OBC stage.

### 1.4.1 Procurement strategy

The procurement strategy utilised by Flintshire Council is one of tendering services via the OJEU process. There are no established frameworks for the procurement of external consultancy services however Flintshire believe in a partnership approach with external providers adopting the NEC3 suite of contracts where applicable.

The authority has been funded to investigate procuring external services for schools within the region; this is likely to result in the development of frameworks for the provision of external consultancy and delivery services for both transformation and 21<sup>st</sup> Century schools. This approach will also recycle the investment in local economy.

The implementation timescales for the project have yet to be determined and these, together with an update in relation to the frameworks will be developed during the OBC stage.

### 1.4.2 Required services

The exact service requirements are to be appraised in the Outline Business Case when the specific options for rationalisation and the subsequent capital requirements have been finalised.

### 1.4.3 Potential for risk transfer and potential payment mechanisms

An initial assessment of how the associated risks might be apportioned between the public sector (Flintshire County Council) and the private sector (nominated contractor for the associated construction works), and in some instances shared between the two nominated organisations.

Flintshire Council has experience in adopting and utilising the NEC 3 form of contracts which fosters a collaborative and partnership approach to working. The general principle is to ensure that risks should be passed to ‘the party best able to manage them’, subject to value for money (VFM). The table below outlines the potential allocation of risk; this will be appraised and reviewed at OBC stage to ensure there is an appropriate allocation of risk.

**Table 1-2: Risk sharing**

Risk Category	Potential allocation		
	Public	Private	Shared
Design risk		✓	
Construction and development risk		✓	
Transition and implementation risk			✓
Availability and performance risk		✓	
Operating risk	✓		
Variability of revenue risks	✓		
Termination risks		✓	
Technology and obsolescence risks	✓		
Control risks	✓		
Residual value risks	✓		
Financing risks	✓		
Legislative risks			✓
Other project risks			✓

## 1.5 Financial case

The financial case included at SOC stage of the business case also relatively high level due to the detail of the options developed. When the collaboration and options for rationalisation has been developed, this case is developed in more detail at OBC stage.

### 1.5.1 Summary of financial appraisal

The financial implications in terms of cash flow over the life of the project will be developed in detail at OBC stage.

## 1.6 Management case

### Post – 16 Education provision in Flintshire - Governance of various options.

The list of options was ranked by the providers and relate to the North of the County (options 1-4), South of the County (options 5 and 6) and to the Welsh medium provision (options 7 and 8).

**Option 2** is the preferred option of the 4 put forward about provision in the North - Concentrate provision at Connah's Quay with some rationalisation of provision in Schools.

In discussion with the providers, it was felt that some proportional representation of the individual schools would be required to reflect the number of learners accessing the provision at Connah's Quay. There are existing models already in place, where schools are already collaborating e.g. the arrangement between Hawarden High and Castell Alun in Hope.

The representation would be able to influence the curricular and other issues between the schools.

Since this model would involve a number of schools, the governance arrangement would need to represent all of the schools in the consortium.

**Option 4** is a possible option put forward in the evaluation exercise. This would involve a stand-alone tertiary provision at Connah's Quay, managed by Deeside College.

In discussion with providers, it was felt that this option would be governed by Deeside College, since the learners would be enrolled at the College, and the funding would be drawn down directly by the Deeside College.

**Option 6** is the preferred option relating to the provision in the South of the County, which includes Mold/Buckley Hawarden and Hope. This option would involve increased collaboration between the schools and the rationalisation of surplus places through the rationalising of Buildings.

Discussions with providers indicated that there are already models of collaboration which include the necessary governance, with representatives from the school discussing issues of timetabling, staffing and other curricular matters. This was felt to be a successful way of working.

**Option 8** is an option that is relevant to the Welsh medium school – Ysgol Maes Garmon. There is already collaboration in terms of meeting with the Learning and Skills measure, with other Authority Welsh medium schools. These are Morgan Llwyd in Wrexham and Glan Clwyd in Denbighshire. This arrangement would continue to manage the shared provision, with governance issues managed by the participating schools.

#### 1.6.1 Project management arrangements

The reporting arrangements are as indicated below:

- Flintshire Post-16 project team through Tom Davies (Project Lead) to the Post-16 Programme Board



- Flintshire Post-16 Programme Board through Ian Budd to the Corporate Management Team (CMT)
- Corporate Management Team (CMT) through Ian Budd to the Executive

It is intended that these governance arrangements remain for the duration of the OBC development.

### **1.7 Recommendation**

We recommend that this Strategic Outline Case is approved by the Flintshire 14-19 Learning Partnership for submission to the Welsh Assembly Government and all of the information is taken forward to the Outline Business Case (OBC) stage.

**Signed:**

**Date:**

**Senior Responsible Owner**



## **2.0 The Strategic Case**

### **2.1 Introduction**

The Strategic Case sets out the strategic context, the case for change and explains the investment objectives against which the proposals will be appraised. This section also includes how Flintshire's proposals included within the SOC relate to and fit within the existing business strategies of the organisation and national strategies. It also provides a compelling case for change, in terms of the existing and future operational needs of the organisation in relation to developing national and local strategies. Partners clearly recognise the need to secure greater efficiency and effectiveness through collaboration and rationalisation.

### **2.2 National Context and its application in Flintshire**

The Welsh Assembly Government through its Transformation programme has prioritised the modernisation of learning delivery across Wales, so that it works more efficiently and effectively. Their aim is transformation across the system to benefit children, young people and adults, through the School Effectiveness Framework and the Quality and Effectiveness Framework for post-16 learning. The aim is to deliver the highest quality learning opportunities for all, increase access to learning choice, improvements to the learning delivery and enhancements to the environment of learning. The Welsh Assembly Government also recognises that there remains substantial scope for local authorities to plan and organise schools more efficiently and effectively, to raise standards and to provide improved buildings for pupils of all ages.

The national rationale for Flintshire's 14-19 strategy and the post-16 transformation is based upon the following objectives:

- widening the options available for students at 14-19 in a way that prepares young people for a comprehensive range of learning and skills pathways, that remain accessible and open to them and that reflects different learning styles of students;
- reducing unnecessary duplication of provision by increased levels of collaborative working and organisation, particularly in the area of curriculum planning and delivery, and specifically in respect of 14-19 and 16-18 provision;
- moving to excellence across all provider networks, building on good progress made by individual providers in raising the quality of institutional management and students' learning experience;

- encouraging a regional and sub regional collaborative model for the provision of Welsh Medium education; and
- reviewing the Faith-based provision in the county in line with developments in neighbouring authorities to ensure that the provision is both accessible and sustainable for the learners of Flintshire.

In order to apply these objectives appropriately to the Flintshire context a local consultation process has been undertaken which has led to a set of agreed principles with partners. The following principles underpin the post-16 strategy:

- Learners' needs are central.
- Collaboration and partnership will be formalised through robust governance arrangements.
- There will be a learner entitlement to a wider choice of pathways, meeting the requirements of the Learning & Skills Measure and the Welsh Medium Education Strategy.
- Buildings, learning facilities, accommodation and environment will be fit for purpose, including teaching, learning, curriculum and technology related requirements.
- 14-19, Post 16 and related provision will be part of the school and education provision modernisation strategy and will benefit from an Asset Management Plan and removal of surplus places.
- Post 16 courses will be sustainable, funded through NPFS allocations with no significant cross subsidy with other phases of learning or reliance on short term grant funding , although this can be used to support implementation issues.
- Changes must lead to improvement (standards, range of choice, participation rates).
- There will be enhanced opportunities to learn in English and/or Welsh and within a faith based setting.
- Excessive learner travel should be avoided (distance and frequency), but there will be equity of entitlement in all areas of the county.
- Partnerships will be developed within an agreed Quality Assurance framework.
- The model of Post 16 provision will take account of social inclusion and the effect on communities. Outcomes should reflect commitments in the School Modernisation Strategy including in relation to community engagement and renewal.
- Staff should be fully involved at appropriate stages of option appraisal and decision making.

- Continuity of staffing and employment issues will be considered, recognising the need to maintain quality and provide appropriate training and re-training opportunities.
- Comparable information on learner outcomes in all learning settings will be produced and considered, including value added data.

Flintshire's strategic programme for the development and transformation of 14-19 and post 16 provision fully embraces and aligns itself to the Welsh Assembly Government guidance represented in 21<sup>st</sup> Century Schools, Delivering Skills that Work for Wales and the Learning Pathway 14-19 Guidance.

### **2.3 Part A: The strategic context**

This SOC, and the proposals included within are only in respect of proposed changes to post-16 education in Flintshire as developed by the 14-19 Network; it does not include significant detail of the other capital investment occurring within the county and neighbouring councils, except to highlight the scale of change and to demonstrate where links can be developed.

The March 2010 Strategic Outline Programme (SOP)<sup>1</sup> was commended for detailed analysis of local and socio-economic conditions, learner perspectives and educational performance data. The Local Authority is also continuing to implement its wider programme of surplus place removal and school modernisation in the primary and secondary sectors. Full details are included in the school investment strategy in Appendix A.

#### **2.3.1 Strategic Aims and Objectives**

The strategic programme for the development and transformation of 14-19 and post 16 provision is an integral part of Flintshire's wider School Modernisation Strategy and is set within the context of Welsh Assembly Government guidance. The Flintshire Transformation Strategy is based on several key aims:

- provision is fit for purpose to deliver a first class education to children, young people, students and lifelong learners in the 21<sup>st</sup> century;
- locating the right provision at the right time in the right locations and formulated to best serve our learning, social and geographical communities;
- optimisation of the use of resources for teaching and learning, and locating fit for purpose provision including ensuring efficiency and sustainability; and

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<sup>1</sup> [http://www.flintshire.gov.uk/dominoimgs/csec/testmin3.nsf//0/C498D5B1ECD639848025773F005697F2/\\$File/TMP65B.PDF](http://www.flintshire.gov.uk/dominoimgs/csec/testmin3.nsf//0/C498D5B1ECD639848025773F005697F2/$File/TMP65B.PDF)

- collaboration in planning and implementation of change for 14-19, post 16, FE and HE related dimensions of provision to ensure the best possible arrangements for learners, teachers and provider organisations in Flintshire.

One of the core aims identified within Flintshire's Children and Young People Plan 2008-2011 is 'to ensure that the children and young people of Flintshire have a comprehensive range of education and learning opportunities'. The analysis within the plan identifies that attainment in Flintshire compares favourably to all Wales statistics across most age groups, but there 'is a clear area for improvement at post 16'. The plan identifies a host of national and local priorities to deliver improvements to education and learning services to the community, including a priority to invest in schools to make them 'fit for purpose'. The plan will assist the Local Development Plan to assess the current and future need in Flintshire for school places and to develop a costed plan for school regeneration.

A key activity for the 14-19 Network has been the development of a wide range of learning pathways for young people within Flintshire. Within the 14-19 Learning Pathways 3 Year Strategy local strategies have been developed to:

- enable NEETs (those not in employment, education or training) to access education through multi agencies;
- deliver an appropriate curriculum to meet the need to equip people for the local job market, for instance, developing a Principal Learning pathway in Engineering to suit the engineering industries of Flintshire;
- provide additional learning coaches for supporting learning coaching, personal support and careers advice and guidance;
- continue to use the 14-19 Network structure to develop the Annual Network Development Plan;
- further explore the opportunities for collaborative working arrangements to offer, amongst other benefits, additional pathways to learners and access to a wider range of Welsh medium learning opportunities.

Furthermore, the 14-19 Learning Pathways 3 Year Strategy highlights one of the two regional priorities for North Wales which relates to Flintshire; to ensure that the learning infrastructure and the provision of learning is adequate to meet current and future needs of businesses and individuals involved in the tourism and hospitality sectors.

### **2.3.2 Organisational overview**

Within Flintshire, the 14-19 Network has worked effectively to develop arrangements to deliver the Assembly Government aspirations. The Network comprises representative Headteachers, Deeside College, Careers Wales and other vocational education providers. The Network supports the work of the post-16 programme board in delivery of efficiency and effectiveness. The programme board comprises of senior representatives of the providers, stakeholders and local authority. This partnership approach has been established for a number of years. The Learning Partnership has given a very strong strategic direction and a clear vision to drive the work on implementing learning pathways for 14-19 learners.

Educational attainment within Flintshire varies across the county with examples of excellent achievement and areas where improvements are required. There are examples of collaboration between schools and there is a good base upon which to build further collaboration.

An example of collaborative working is demonstrated in the development of the Deeside Consortium consisting of Connah's Quay High School, John Summers High School, St David's High School and Flint High School. The consortium has long shared a 6<sup>th</sup> form offer which involves learners moving between centres to access the preferred courses. In more recent years, Elfed High School, Hawarden High School and Castell Alun High School have offered a small number of subjects through partnership arrangements and this is an area for further development. Deeside College, whilst being a major provider of vocational courses, is not included in the post-16 collaborative arrangements for AS/A2 and this development is a key part of the transformation proposals included within this SOC.

The twelve secondary schools within Flintshire are fundamental to the options discussed within this document; however there are also close strategic links with Deeside College. All options being considered in the SOC have the active involvement and engagement of Deeside College. By the very practical geography of Flintshire the proposals included within this SOC discuss options relating to educational and learning provision separately for the North (broadly the urban centres alongside the Deeside estuary) and the South, except for Welsh medium and Faith provision. The options are discussed in more detail in the Economic Case.

### **2.3.3 Current activities and service stakeholders**

There are twelve secondary schools in Flintshire, these are listed below:

- Alun School, Mold
- Argoed High School
- Castell Alun High School
- Elfed High School

- Flint High School
- Hawarden High School
- Holywell High School
- St. David's High School
- Connah's Quay High School
- St. Richard Gwyn Catholic High School
- John Summers High School
- Ysgol Maes Garmon

All Flintshire Secondary Schools are 11-18 other than Argoed High School which is 11-16. The number of pupils per school is identified in figure 1. It illustrates that the schools are well located to serve the wards most densely populated with 15-19 year olds. (The darker areas represent areas of greater density of population, but note that some of the northern wards stretch into the Deeside estuary and consequently the population density may appear to be underrepresented in those wards). Two schools have been specifically identified in Figure 1. These are:

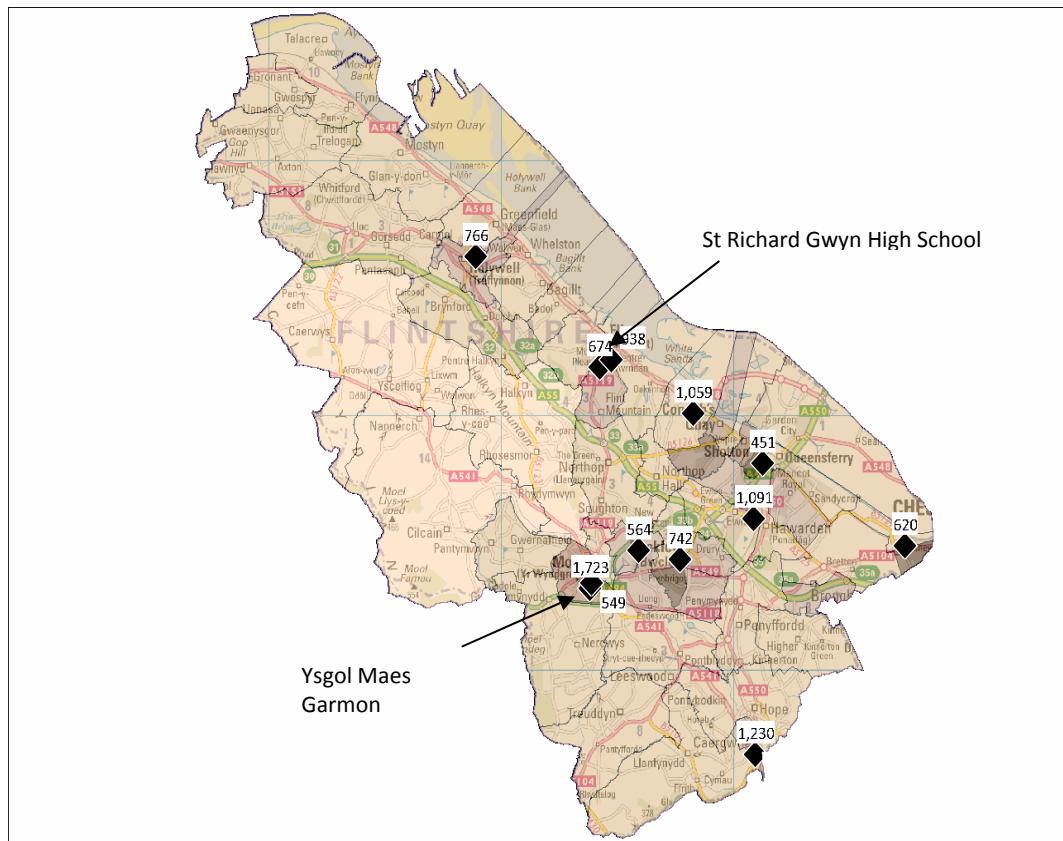
- St Richard Gwyn High School which provides county wide faith based education, and
- Ysgol Maes Garmon, which provides county wide Welsh medium education.

The remainder of the schools are typically considered in two groups in order to match the demographics and geography of the county. The north group consists of the six schools in the area of land between the A55 and the coast. The southern group consists of the four schools south of the A55.

Deeside College works closely in partnership with all of the identified secondary schools, and is involved in all of the options being considered in the economic case.

The College and Secondary Schools all work closely with the County's specialist Ysgol Maes Hyfryd High School. Ysgol Maes Hyfryd was established in September 2009 following the rationalisation and renewal of all school provision for children and young people with Additional Learning Needs. Ysgol Maes Hyfryd is colocated with Flint High School.

Figure 1: Secondary Schools in Flintshire



### 2.3.4 Stakeholders

Within the proposal for transformation, the participating stakeholders and providers (excluding the twelve secondary schools) are included in the table below:

**Table 2-1: Key stakeholders and providers**

Key Stakeholders	
Flintshire County Council	Secondary Heads Federation
Deeside College	Community Enterprise Service (CEC)
Adult Community Learning Service (ACL)	Careers Wales
Welsh Assembly Government (DCELLS)	Faith-based learning networks
14-19 Learning Network	Voluntary Sector (MIND, SCOPE)
The Welsh for Adults Centre	Work-based learning providers including North Wales Training (NWT)
Flintshire Governors' Association	

## **2.4 Business strategies**

These strategies can be broken down into the following sub-headings:

### **2.4.1 ANDP and link to current transformation programme proposals**

The Flintshire 14-19 Network Annual Development Plan 2010-2011 details planned activity in the following areas:

- to further develop individual learning pathways including those with special needs, able and talented learners, and those wanting to learn in Welsh. This will be undertaken through greater collaboration within and outside Flintshire and through the use of remote access technology;
- to provide a greater number and more flexible vocational and non-vocational courses through continued collaboration of providers;
- develop work focused opportunities for learners in partnership with Wrexham and Denbighshire;
- support the employment of learning coaches in each education setting, and provide additional support to vulnerable people such as Looked after Children;
- support a targeted approach to personal support aiming to reach those most at risk of becoming NEET; and
- provide further training for curriculum managers and teachers from Flintshire Learning settings in the development and use of Careers Wales on line.

The transformational work proposed in this SOC supports these initiatives and in particular would greatly encourage collaboration and enable to meet the learning needs of Flintshire and to target services for those vulnerable or students most in need. A fundamental proposal contained within this document is that there is a requirement to increase collaboration between the secondary schools to support the delivery of the activities above. This would also reduce the unnecessary duplication of provision, reduce the number of small class sizes and creating shared timetables where appropriate. In addition to the benefits and opportunities described to date, the proposal represents an opportunity to overhaul the current learning (management) structures and increase the use of technology to deliver post-16 education.

Furthermore the developments in 14-19 provision do not sit in isolation. They are linked to a range of other learning sectors, Welsh Assembly Government initiatives and community priorities. These wider links are parts of a transformational agenda much wider than just 14-19 Learning Pathways.



#### **2.4.2 School Investment strategy**

Maintaining and improving the quality of schools is important in enabling the council to realise the aspirations of learners and it has been acknowledged that capital investment is required to ensure the schools are equipped to meet the needs of learning and teaching in the 21<sup>st</sup> century.

There has been a significant level of investment planned for the schools within Flintshire, in terms of providing new builds and also refurbishing the school estate to ensure they are fit for purpose, although not all of this is through transformation investment. The proposed investment is being funded by WAG grants, capital receipts and internal council funds and prudential borrowing.

Flintshire County Council has developed a School Modernisation Strategy and the council accepts that the minimum size of any new secondary school will be a four-form entry school providing 600 11-16 places. When this is considered in line with the current capacity of schools at 11-16 ages there is an indication that rationalisation is required to meet this criterion. The strategy is explicit in that any school that is below 600 pupils (11-16) for three years in succession may be subject to a review by the authority. At 16-18 age groups the threshold has been identified as 120 pupils in three years in succession.

The strategy also acknowledges that maintaining a large number of ageing school buildings (some of which in Flintshire are over 60-years old) and related infrastructure will have an impact on the capital expenditure. More effective use of the limited capital programme could be achieved through the rationalisation of school buildings and or other council buildings; this would also release revenue savings through the reduction in back-log maintenance programmes.

The specific options for rationalisation have not been included within this SOC and will be developed at the Outline Business Case (OBC) stage when the collaboration and partnership working between schools has developed and the consultation process can be planned. Partners clearly recognise the need to secure greater efficiency and effectiveness through collaboration and rationalisation.

#### **2.4.3 ICT**

There is a strong established emphasis on the use of ICT in the provision of education in Flintshire. Arrangements have been put in place over several years to provide each Secondary School and Deeside College with a fully equipped Video Conferencing studio. Schools within each consortium have been asked to look at using the hardware to deliver some aspects of the curriculum. However, this area still needs further development. The most successful use of the equipment has been between three schools in the delivery of Welsh Language at post 16.

Virtual Learning Environments are also routinely in use. Each secondary school has a Moodle Virtual Learning Environment (VLE) which is maintained through funding from the 14-19 Network. There is also a community or hub space which can be used for schools to share resources with each other. Projects have included the development of e-learning resources to populate this shared area with digital content. It is planned that schools will contribute more resources over time. Each school is at a different point in their development of using Moodle ranging from hardly used to being a focus of activity within the school. Currently, the potential for collaborative use of the VLE is being built as the schools and teachers themselves gain confidence in understanding what the VLE can offer them.

Across North Wales, bi-lingual digital resources are being produced by all 14-19 Networks which will be shared by all schools via Moodle. These, and further resources produced by LEAs in the past are also expected to be shared between all learning partners via a new Moodle hub being developed with colleagues in Wrexham and Cynnal.

Flintshire and Wrexham 14-19 Networks are initially hoping to pilot Moodle Networking across both authorities which would allow access to resources from other schools outside of the home LEA.

#### **2.4.4 Community Focused Schools**

The continued development of community focused schools is integral to the County Council's approved School Modernisation Strategy. Schools and other learning providers will provide a range of well planned community focused services for families. They will play an important role in promoting community cohesion, wellbeing, inclusion and diversity. The modernisation programmes will deliver high quality learning environments. In new schools, buildings and refurbishments we will also endeavour to deliver:

- buildings and grounds that are safe and welcoming for both the school and wider community whilst providing adequate security and access;
- well designed external spaces offering a variety of different settings for leisure, learning and sport; and
- effective use of the campus enhancing the school's presence and role in the community.

The aim of schools becoming the 'hub' for a range of community services is reflected in the business scope and investment objectives of these proposals, as well as being core to the local authority's Asset Management Strategy. This area of work is core to the council's "Flintshire Future" programme; the programme outlines transformational approaches to customer service, access and the reducing the public sector buildings footprint through collocated services.

#### **2.4.5 Welsh Medium provision**

The opportunities to develop the Welsh language skills of young learners and hence their bilingualism, is an important aspect of the work within Flintshire Schools. There is one Welsh medium secondary school within Flintshire, Ysgol Maes Garmon, and this school is experiencing increasing demand from the primary phase and transfer from English medium schools at year 7.

Ysgol Maes Garmon is based in Mold and consequently some of the students attending this school often experience significant travel to undertake their learning. With this in mind the authority believe it is important that Welsh medium provision will be provided through a number of strategies involving collaboration with providers within Flintshire and in partnership with providers in other authorities across North Wales. In the development of Welsh Medium provision in Flintshire, the involvement in the North East Wales forum will form a pivotal part of the strategy in increasing subject choices to meet the requirements of the Learning and Skills Measure. This may be delivered through the expansion of e-learning and greater use of video conferencing, building on the pilots undertaken by Flintshire and Wrexham networks.

In conclusion, it is acknowledged that Welsh Medium provision will be reviewed as part of regional and sub-regional interdependencies and will not form part of the appraisal of post-16 provision in an appraisal based on geographic areas. Plans will be developed and implemented in accordance with the objectives of the proposed national Welsh Medium Education Strategy being developed by the Welsh Assembly Government. This work builds on existing innovative practice in distance learning and collaborative delivery of learning opportunities. It will also progress developments related to the separate transformation proposal to amalgamate Coleg Llysfasi and Deeside College. Further details are included in the 3yr plan in appendix B.

#### **2.4.6 Faith-based provision**

As with Welsh Medium provision, Faith-based provision in Flintshire is delivered by one school, St Richard Gwyn Catholic High School.

The local authority is supportive of the active work of faith based provision as part of the local community of schools. It is supportive of efforts of the diocesan authorities within the region to work more closely together in educational provision, in support of learners in all settings. Provision must be planned to be sustainable, high quality and with a breadth of curriculum appropriate to learner needs and aspirations as with other providers.

A draft Strategic Outline Programme (SOP) is being developed by diocesan authorities to address sub-regional faith based provision. It has yet to be discussed with the local authority. It is accepted by the Welsh Assembly Government that there is no policy in relation to Faith-based provision and for the

purposes of this SOC, it is acknowledged Faith based provision will have to be addressed on a wider scale and for this reason, has not been explicitly detailed within the options appraisal of the Economic Case. Meanwhile, St Richard Gwyn has been actively involved in developing the Flintshire Transformation Strategy as a full part of the local community of schools.

#### **2.4.7 Economic Development and Regeneration**

Flintshire's Community Strategy recognises that education and skills are essential for maintaining the economic prosperity of Flintshire. Flintshire has had the highest employment rates in Wales. Nevertheless, education providers recognise that there is further work required to match employment and skills needs to training opportunities.

A significant focus of the transformation strategy is to provide the vocational and non-vocational education to assist one of the key themes (Making Wales a Learning Country) of the national economic development plan 'A Winning Wales' by:

- driving up standards of achievement and attainment;
- increasing the skills of the workforce and tapping the potential of our diverse population;
- removing the barriers to learning and encouraging more access education;
- developing courses most appropriate for the local industry;
- creating new opportunities for adult -based learning; and
- providing lifelong learning opportunities for all.

The current economic downturn reinforces the need to produce independent learners with transferable skills applicable to any workplace. There are areas of Flintshire that also have significant economic and social challenges. Education and training strategies are key approaches alongside Deeside regeneration and housing renewal programmes to renew social and economic conditions in key Flintshire communities. Further details are included in the 14-19 Learning Pathways 3yr Strategy in appendix B also the new Community Strategy<sup>2</sup> of the local service board.

#### **2.4.8 Spatial plan**

North East Wales makes a very important contribution to both the Welsh and UK economy. The future prosperity of this Area is closely linked with that of North West England, in particular West

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<sup>2</sup> A copy of the strategy can be found at:  
<http://www.flintshire.gov.uk/wps/wcm/connect/6a6da48042c70b9c9195dbac9ecda303/Community+Strategy+2009+-+2019.pdf?MOD=AJPERES&Community%20Strategy%202009%20-%202019>

Cheshire, as well as the neighbouring Spatial Plan Areas of North West Wales and Central Wales. Key elements in realising the vision for North East Wales are:

- Strengthening key hubs as a focus for investment in future employment, housing, retail and services, developing strong sustainable communities outside the key hubs and improving accessibility between hubs.
- Improving the quality and diversity of the economy.
- Developing the skills and education of the current and potential workforce to enable access to good job opportunities and meet the needs of local employers.
- Promoting sustainable development, which is at the heart of the strategy, to protect and enhance the heritage within the area and respond to climate change.

The proposals included within the SOC are focused on the development of 14-19 pathways for learners within Flintshire but do contribute directly to the third of these elements and indirectly to the other elements.

## **2.5 Part B: The case for change**

It has been acknowledged that whilst there is evidence of successful collaboration between some of the secondary schools within Flintshire, the provision of post-16 education needs to be reviewed in order to ensure an efficient model of delivery that is sustainable and raises overall outcomes. In particular the benefits of a transformation programme would be to:

- improve achievement levels of all learners, including those from vulnerable groups;
- provide a richer wider and more flexible range of learning pathways to encourage wider involvement;
- promote learning as a lifelong process and remove the barriers which prevent learners accessing learning opportunities;
- develop effective, confident and independent learners who enjoy a sense of well-being, enabling them to share their learning with others and to contribute to their community and society;
- provide appropriate learning environments through the development of sites;
- promote the concept of “community focused schools” as a strategy for enhancing learning and social cohesion;
- secure the engagement of parents/carers as the first and co-educators of their children;
- promote collaboration between services, learning centres and schools to create a culture of shared responsibility for the progress of all learners;
- provide efficient and effective learning pathways by reducing spare class capacity;
- provide efficient delivery of services through a reduction in maintenance costs;



- take account of Flintshire's geography and deliver appropriately located settings;
- support and develop all practitioners in their efforts to improve achievement for all learners; and.
- deliver sufficient high quality provision through the medium of welsh and for faith communities.

As demonstrated further in the economic case, the existing arrangements for post-16, although well established and of high quality, do not meet the WAG curriculum targets or the future needs of learners.

## 2.6 Investment objectives

The investment objectives for this project are illustrated in the tables below:

**Table 2-2: Investment objectives, measures and targets**

Investment Objective	Measure	Target
1 To improve the standards of achievement in post-16 education currently delivered within Flintshire secondary schools measured by pupil outcomes and Estyn inspection reports.	Levels of qualifications of learners in Flintshire.	No pupil to leave full time education without an approved qualification by 2014 To ensure that 100% of learning settings achieve the learning and skills measure requirement.
	The level of participation and attendance Flintshire residents	95% of pupils to be in Education, Employment and Training by 2014
	Level of cross border educational emigration to neighbouring authorities	Reduce the proportion of Flintshire learners using neighbouring authority schools by 2014 to 0%
	Estyn inspection report outcomes	100% of schools to be judged good or better by 2016.
2 To ensure a growing proportion of those with Additional Learning Needs or disabilities and those from vulnerable families take advantage of post-16 education.	The completion of courses of those that fall into the following categories: <ul style="list-style-type: none"> <li>• Looked After Children</li> <li>• Learners entitled to FSM</li> <li>• Additional Learning Needs</li> <li>• Physical Disabilities</li> </ul>	No individuals in the categories below to leave full time education without an approved qualification: <ul style="list-style-type: none"> <li>• Looked After Children</li> <li>• Learners entitled to FSM</li> <li>• ALN</li> <li>• Physical disability</li> </ul>
3 To ensure that relevant education provision is delivered in such a way that it meets the broader wellbeing needs of our young people, their parents / carers and communities.	Levels of community engagement of the school and the learners	90% of Welsh Baccalaureate candidates completing course by 2014
	Provision and attendance of non-academic / non- vocational education promoting social cohesion, healthy lifestyles etc.	All learners to be involved in programmes of personal and social education in schools
	Quality of Information, Advice and Guidance Level of Learning Coach support Increase engagement with parents, families and carers etc	All pupils to have the opportunity for Independent Advice & Guidance interviews by 2014 All pupils to have access to a designated learning coach and learning support by 2012 Increase parent engagement in open evenings and options

		evenings by 10%
4 To ensure the efficient delivery of quality post-16 courses demanded by our students, local employers, the Local Authority and Welsh Assembly Government.	Reduce the level of spare capacity in the education provision in Flintshire	Reduce the number of surplus places from 12.5% to less than 10% by 2014
	Increase the ability of learners to find employment or higher education following engagement with Flintshire schools.	Proportion of pupils categorised as NEET to be less than 5% by 2014
	Vocational provision and training in key sectors	100% of learning centres to meet the vocational element of the Learning and Skills measure. Add further vocational routes (in line with WAG – Learning & Skills Regional Assessments) year on year.
5 To ensure post-16 education provision is delivered in such a way that meets the environmental aspirations of our residents, the Local Service Board and meets WAG guidelines / best practice.	The level of travel time for learners and teachers	No pupil should need to travel for more than 45 minutes each way.
	The number of motor vehicle journeys and the associated air pollution	The proportion of students attending post-16 education by private motor vehicle to be less than 25% by 2014.
	Limit the level of congestion attributable to education	Eliminate complaints in relation to on road local parking by 2014.

The table below illustrates how the current position is measured against the investment objectives and therefore the business need identified for this project.

**Table 2-3: Investment objectives, current position and business need**

Investment Objective	Current Position	Business Need
3 To improve the standards of post-16 education currently delivered within Flintshire secondary schools measured by pupil	For learners aged 17 on roll in Flintshire schools in January 2009: <ul style="list-style-type: none"> <li>96% of Flintshire learners achieved the Level 3 threshold, compared to 96% across Wales</li> <li>Average wider points score for Flintshire learners was 615, compared to 688 across Wales</li> </ul>	<ul style="list-style-type: none"> <li>Improve performance of Flintshire learners to be equal to or better than Wales</li> <li>Ensure that all learners are able to select from the widest possible range of courses, at the appropriate level, and meeting the requirements of the Learning and Skills Measure.</li> <li>Area and individual establishment inspections of</li> </ul>



<p>outcomes and Estyn inspection reports.</p>		<p>14-19 provision to be rated good or excellent by Estyn in all cases</p>
<p>4 To ensure a growing proportion of those with specialist needs (educational or disability) and those from vulnerable families take advantage of post-16 education.</p>	<ul style="list-style-type: none"> <li>• Post 16 provision in new Specialist School is in first year of operation</li> <li>• Deeside College (at both sites) has a wide range of opportunities for learners at Entry Level, Level 1 and Level 2, as well as Level 3 courses.</li> </ul>	<ul style="list-style-type: none"> <li>• Broaden the curriculum offer to meet the needs of all learners</li> <li>• Ensure that the curriculum offer is appropriate for level as well as breadth</li> <li>• Increase partnership working and further develop Learning Coaching, Personal Support and independent Careers Advice and Guidance so as to better inform learners about opportunities.</li> </ul>
<p>3 To ensure that relevant education provision is delivered in such a way that it meets the broader wellbeing needs of our young people, their parents / carers and communities.</p>	<ul style="list-style-type: none"> <li>• Post 16 opportunities in Flintshire are available in 11 High Schools (including one Welsh Medium and one Faith setting) and two sites of Deeside College.</li> </ul>	<ul style="list-style-type: none"> <li>• To develop a model of provision which complements the agreed principles in paragraph 1.3.1</li> </ul>
<p>4 To ensure the efficient delivery of quality post-16 courses demanded by our students, local employers, the Local Authority and Welsh Assembly Government.</p>	<ul style="list-style-type: none"> <li>• Post 16 opportunities in Flintshire are available in 11 High Schools (including one Welsh Medium and one Faith setting) and two sites of Deeside College.</li> <li>• Deeside College (at both sites) has a wide range of opportunities for learners at Entry Level, Level 1 and Level 2, as well as Level 3 courses.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure that all learners are able to select from the widest possible range of courses, at the appropriate level, and meeting the requirements of the Learning and Skills Measure, whilst maximising opportunities for learners and efficiently meeting the principles outlined in paragraph 1.3.1</li> <li>• Ensure all post 16 settings offering Level three courses achieve success rates equal to or better than Wales.</li> <li>• Area and individual establishment inspections of</li> </ul>

		14-19 provision to be rated good or excellent by Estyn in all cases
<p>5 To ensure post-16 education provision is delivered in such a way that meets the environmental aspirations of our residents, the Local Service Board and meets WAG guidelines / best practice.</p>	<ul style="list-style-type: none"> <li>• Current provision requires learner transport to and between centres. Additional collaboration could increase learner travel demands.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure that all learners are able to select from the widest possible range of courses, at the appropriate level, and meeting the requirements of the Learning and Skills Measure whilst avoiding excessive learner travel, distance and frequency.</li> <li>• Ensure equity of entitlement to travel in all areas of the county.</li> <li>• Minimise the cost of transport provision, whilst reducing the need for journeys to be made by private car, thereby avoiding traffic congestion and parking around educational sites.</li> </ul>

## 2.7 Existing arrangements

The council seeks to achieve the investment objectives through increased collaboration within and between schools and Deeside College, together with decommissioning unnecessary provision. This section of the SOC describes the existing arrangements in terms of staff, pupil numbers and budgets.

### 2.7.1 Staff numbers

The numbers of staff in each of the secondary schools

**Table 2-4: Staff numbers at the twelve secondary schools 2009**

School	Head teacher	Deputy Headteacher	Assistant Headteacher	Teachers (FTE)
Alun High School	1	1	3	101.6
Argoed High School	1		3	31.3
Castell Alun High School	1	2	3	71.6
Connah's Quay High School	1	2	3	57.5
Elfed High School	1	1	1	43.5
Flint High School	1		2	34.4
Hawarden High School	1	1	3	62.2
Holywell High School	1		3	43.0
John Summers High School	1	1	2	28.6
St David's High School	1	1	1	33.6
St Richard Gwyn	1	1	3	49.7
Ysgol Maes Garmon	1	1	2	37.8

**Source: Secondary Leadership as at 19.05.10.xls**

### 2.7.2 Pupil numbers

The September 2009 pupil numbers and projections for the next 5 years, at 2 year intervals, are included in Table 2-5 below.

**Table 2-5: Pupil numbers at the twelve secondary schools**

School	Total pupils	Pupil/teacher ratio	Total 6 <sup>th</sup> Form pupils	LA Predictions for each school		
	Sept 2009	Sept 2009	Sept 2009	Sept 2010	Sept 2012	Sept 2014
Alun High School	1723	17:1	534	530	506	494
Argoed High School	564	18:1	N/A	N/A	N/A	N/A
Castell Alun High School	1230	17:1	136	136	213	214
Connah's Quay High School	1059	18:1	100	96	101	97
Elfed High School	742	17:1	95	87	101	85
Flint High School	674	20:1	79	77	66	67
Hawarden High School	1091	18:1	178	166	172	184
Holywell High School	766	18:1	94	96	94	81
John Summers High School	451	16:1	70	63	38	36
St David's High School	620	18:1	78	68	73	66
St Richard Gwyn	938	19:1	127	120	121	126
Ysgol Maes Garmon	549	15:1	81	79	76	84

Source: Various

- Total Pupils – FSM SJ10 May2010.xls, “FSMT” tab
- Pupil : teacher ratio – Internal calculation based on table 1-4 and table 1-5
- 6<sup>th</sup> Form pupils 2009 and projections – Secondary forecasts with compare stats.xls

### 2.7.3 Surplus places

The surplus places for the twelve secondary schools are highlighted in the table below:

**Table 2-6: Surplus places as at September 2009**

School	Pupils (Sept 2009)	Surplus Places	Surplus places (%)
Alun High School	1723	33	2%
Argoed High School	564	1	<1%
Castell Alun High School	1230	5	<1%
Connah’s Quay High School	1059	88	8%
Elfed High School	742	318	31%
Flint High School	674	96	12%
Hawarden High School	1091	37	3%
Holywell High School	766	350	33%
John Summers High School	451	125	22%
St David’s High School	620	46	6%
St Richard Gwyn	938	61	7%
Ysgol Maes Garmon	549	65	23%

**Source: Pupils as above tables, surplus places at September 2009**

## 2.8 Business needs

This section provides a detailed account of the problems, difficulties and service gaps associated with the existing arrangements in relation to future needs. The current position in relation to the investment objectives and therefore the business needs were covered in Table 2-3. The problems with existing arrangements are summarised in the table below.

**Table 2-7: Problems with existing arrangements**

Problems associated with current arrangements
<ul style="list-style-type: none"> <li>• Ability to provide sufficient options to meet the learning and skills measure</li> <li>• Size of cohort in some schools means the income levels are not sustainable</li> <li>• Some school estate is in need of significant upgrade / refurbishment</li> <li>• Travel from centre to centre also causes problems in terms of congestion and travel time of learners.</li> <li>• Welsh provision is not sustainable in the current form and collaboration would have to be with other authority schools</li> <li>• Surplus places range from &lt;1-33% across the schools indicating that there is a significant disparity across the county which needs to be addressed through collaboration and rationalisation</li> </ul>

## 2.9 Potential business scope and key service requirements

This section describes the potential business scope and key service requirements for the project in relation to the above business needs. The business scope and service requirements identified within the following tables provide the ranges within which options are considered in the Economic Case. The proposed initiatives identified and short-listed within this document will seek to address all of these requirements.

At this stage ‘core’ denotes ‘the things that we must have’; desirable ‘the things we are prepared to consider on a cost benefit basis’; and optional ‘the things that we might accept providing that they are exceptionally low cost’.

**Table 2-8: Scope and educational requirements**

	Scope
<b>Core (minimum)</b>	<ul style="list-style-type: none"> <li>• A new teaching staff organisation</li> <li>• Teacher and staff re-training</li> <li>• A new school management organisation</li> <li>• New school organisation</li> <li>• Adequate curriculum resources in all areas</li> <li>• A new school governance structure</li> <li>• Consider new funding arrangements for schools based on change to pupil numbers</li> <li>• Establish new arrangements for transporting pupils to classes during the school day</li> <li>• Sufficient facilities for the physically disabled</li> <li>• Sufficient facilities for those with Special Education Needs</li> <li>• Sufficient welsh medium and faith provision</li> </ul>
<b>Desirable (intermediate)</b>	<ul style="list-style-type: none"> <li>• Fully integrated transport links</li> <li>• Facilities for after school learning and community learning</li> <li>• Established links with the business community</li> <li>• School library used by members of the community</li> <li>• Sporting facilities used by the community</li> </ul>
<b>Optional (maximum)</b>	<ul style="list-style-type: none"> <li>• Investment in fully inclusive SEN facilities in all schools</li> <li>• Provide a community hall in all schools</li> <li>• Provide a range of sporting facilities for the community in all schools</li> <li>• IT resources used by the community</li> <li>• Crèche facilities used by community</li> <li>• Resource base to support and develop a rural community</li> <li>• A fully integrated school-based children’s service</li> </ul>

**Table 2-9: Service requirements**

Service	Educational	Site and Buildings
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Requirements		
<b>Core</b>	<ul style="list-style-type: none"> <li>• Teaching Staff</li> <li>• Workforce Skills</li> <li>• Workforce knowledge</li> <li>• Staff training</li> <li>• Coordination across all areas of learning and subject areas</li> <li>• Balanced curriculum</li> <li>• Curriculum with progression</li> <li>• Curriculum that meets the needs National Curriculum requirements</li> <li>• Curriculum that meets the requirements of the Learning Skills Measure &amp; 14-19 Pathways</li> <li>• Bilingual/Welsh Medium education</li> <li>• Curriculum that meets legal requirements and expectations</li> <li>• Development of pupils' skills</li> <li>• Personal and social education</li> <li>• Leadership and management at all levels</li> <li>• Ensure inclusion of all groups of the community</li> <li>• Equal opportunities</li> <li>• Welsh Language Development</li> <li>• ICT skills</li> <li>• Support, administrative and technical staff</li> </ul>	<ul style="list-style-type: none"> <li>• Suitable Site(s)</li> <li>• Effective security and controls</li> <li>• Fully accessible and inclusive accommodation</li> <li>• Flexible and adaptable accommodation</li> <li>• Flexible general and specialist learning areas in all schools</li> <li>• Appropriately located central and local learning resource areas</li> <li>• A variety of assembly spaces appropriate to the organisational structure</li> <li>• Appropriately located central and local staff facilities</li> <li>• High quality welfare facilities</li> <li>• Well structured central and local storage</li> <li>• Appropriate general support accommodation</li> <li>• Adequate provision for examinations</li> <li>• Appropriate dining and catering facilities</li> <li>• Appropriate of external spaces</li> <li>• Secure access and parking</li> <li>• Environmentally responsible facilities</li> <li>• Health and safety compliance</li> <li>• Secured by design</li> <li>• Good daylight, ventilation and acoustics</li> <li>• Good heating &amp; lighting</li> <li>• Good communication systems</li> <li>• Good integrated infrastructure</li> <li>• Sustainable design – BREEAM and low carbon</li> </ul>
<b>Desirable</b>	<ul style="list-style-type: none"> <li>• Personalised learning</li> <li>• Community focused school</li> <li>• Collaboration with the community, e.g. schools &amp; business</li> <li>• Specialist curriculum provision which exceeds statutory requirements and expectations, especially Post 16</li> <li>• Links with other providers, e.g. college and work-based</li> <li>• Vocational education resource base</li> <li>• Community use:               <ul style="list-style-type: none"> <li>○ Adult learning</li> <li>○ Library</li> <li>○ Leisure facilities</li> <li>○ Sports facilities</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Shared facilities</li> </ul>

	o Cultural base	
<b>Optional</b>	<ul style="list-style-type: none"> <li>• Child care and crèche facilities</li> <li>• Community IT resource base</li> <li>• Community regeneration</li> <li>• A fully integrated school-based children’s service</li> </ul>	<ul style="list-style-type: none"> <li>• Community hall</li> <li>• Community leisure centre</li> <li>• Community sports fields</li> <li>• Community all-weather sports facilities</li> </ul>

### 2.10 Main benefits criteria

This section describes the main outcomes and benefits associated with implementation in relation to Investment Objectives. Satisfying the potential scope for this investment will deliver the following high-level strategic and operational benefits. The investment objectives, and the potential benefits to different stakeholder groups, are included in the table below. These are classified as either:

- QB – Quantifiable benefit
- Non QB – Non Quantifiable benefit
- CRB – Cash Releasing benefit
- Non CRB – Financial but non Cash Releasing benefit

**Table 2-10: Investment objectives and benefit criteria**

Investment objectives	Stakeholder Group	Main benefits criteria by stakeholder group
1 To improve the standards of post-16 education currently delivered within Flintshire secondary schools measured by pupil outcomes and Estyn inspection reports.	Learners	<ul style="list-style-type: none"> <li>• QB - Raising level of educational attainment</li> <li>• QB – Widening higher education and employment opportunities</li> <li>• Non QB – Enrich the learner’s life through greater knowledge</li> </ul>
	Staff	<ul style="list-style-type: none"> <li>• Non QB – More fulfilling teaching environment improves morale</li> <li>• Non QB – Enables the staff to deliver against their vocational aspiration</li> <li>• Non QB – Increase career prospects</li> </ul>
	Employers	<ul style="list-style-type: none"> <li>• QB – larger and better qualified pool of local potential employees with a greater range of qualifications and skills</li> </ul>
	Wider Community	<ul style="list-style-type: none"> <li>• QB – Encourage inward migration to Flintshire</li> <li>• QB – Increased skills attract employers</li> </ul>
2 To ensure a growing proportion of those with specialist needs educational or disability) and those from vulnerable families take	Learners	<ul style="list-style-type: none"> <li>• QB – Increase in number of pathways available to vulnerable children</li> <li>• QB – Enhanced career opportunities for those groups of society that currently have the poorest outcomes</li> <li>• Non QB – Increase sense of wellbeing and inclusion for some marginalised groups</li> </ul>



Investment objectives	Stakeholder Group	Main benefits criteria by stakeholder group
<p>advantage of post-16 education.</p>	Staff	<ul style="list-style-type: none"> <li>• Non QB – Enables the staff to deliver against their vocational aspiration</li> </ul>
	Employers	<ul style="list-style-type: none"> <li>• QB – Larger pool of resources available within Flintshire</li> </ul>
	Wider Community	<ul style="list-style-type: none"> <li>• Non QB – Increases the sense of inclusion across the community</li> </ul>
<p>3 To ensure that relevant education provision is delivered in such a way that it meets the broader wellbeing needs of our young people, their parents / carers and communities.</p>	Learners	<ul style="list-style-type: none"> <li>• Non QB - Provides better environment to promote greater educational attainment</li> <li>• Non QB – Provides a greater sense of inclusion and wellbeing encouraging a greater involvement in wider school activities.</li> <li>• Non QB – Learners that feel fully supported within their learning experience</li> <li>• QB – Support the learners complete courses</li> </ul>
	Staff	<ul style="list-style-type: none"> <li>• Non QB – Enhanced understanding of issues outside of school that may be affecting learning</li> <li>• QB - More opportunities for professional and personal development</li> </ul>
	Employers	<ul style="list-style-type: none"> <li>• Non QB – Development of broader vocational skills required in business</li> </ul>
	Wider Community	<ul style="list-style-type: none"> <li>• QB – Increase the use of the Adult Community Based Learning courses</li> <li>• NQB – Greater sense of the schools being an asset of the community</li> </ul>
<p>4 To ensure the efficient delivery of quality post-16 courses demanded by our students, local employers, the Local Authority and Welsh Assembly Government.</p>	Learners	<ul style="list-style-type: none"> <li>• Non QB – Learners will be provided with specifically tailored courses for local employment</li> <li>• QB – Ensures more pupil focus</li> <li>• QB – Ability to follow a specialism aligned to career aspirations</li> </ul>
	Staff	<ul style="list-style-type: none"> <li>• Non QB - Opportunity to develop and deliver courses that people will be engaged to learn</li> </ul>
	Employers	<ul style="list-style-type: none"> <li>• QB - To reduce costs associated with up-skilling potential recruits</li> <li>• QB – To reduce costs associated with recruitment</li> <li>• Non QB – More specialist learners with skills required by the market place</li> </ul>
	Wider Community	<ul style="list-style-type: none"> <li>• CRB – Providing opportunities for potential learners not engaged in employment, education or training</li> <li>• Non QB - Skills provision that can be focused towards the needs of the community</li> </ul>

Investment objectives	Stakeholder Group	Main benefits criteria by stakeholder group
5 To ensure post-16 education provision is delivered in such a way that meets the environmental aspirations of our residents, the Local Service Board and meets WAG guidelines / best practice.	Learners	<ul style="list-style-type: none"> <li>• QB – Reduction in amount of travelling</li> <li>• Non QB – Stimulates learning by providing an appropriate environment</li> </ul>
	Staff	<ul style="list-style-type: none"> <li>• Non QB - Greater satisfaction of working in improved facilities</li> <li>• Non QB - More fulfilling teaching environment improves morale</li> </ul>
	Employers	<ul style="list-style-type: none"> <li>•</li> </ul>
	Wider Community	<ul style="list-style-type: none"> <li>• QB – More sustainable schools</li> <li>• QB / CRB – Fit for purpose buildings used for community activities</li> </ul>

### 2.11 Main risks

The main risks associated with the potential scope for this project are shown below, together with their counter measures. The risks are categorised as either Business, Service or External Environment.

**Table 2-11: Risks and counter-measures**

Risk Category	Risk Description	Counter Measures
Business risk	Cultural divide or perception of favouring either the “North” or “South” when considering potential changes to post-16 provision	Create a transparent consultation process, encouraging key stakeholders to be involved.
Business risk	Strategic developments planned for Network transformation exceed allocated amount of WAG funding	Seek to utilise other funding sources to support activity (where available) and plan expenditure across Transformation and 21 <sup>st</sup> Century Schools process
Business risk	Failure to meet range of option menu requirements (as per Learning Skills Measure)	Use information from baseline study to identify areas of likely challenge. Management of provision proposals to ensure measure requirements are met for all Children and Young people of Flintshire.
Business risk	Cultural issues within schools that restrict any potential collaboration	Plan extensive engagement in all elements of change
Business risk	Reorganisation of schools leads to the over-subscription of specific schools	Ensure that admissions criteria is reviewed in line with proposed changes to post-16 education
Business risk	Unsustainable transport budgets and networks	Ensure transport criteria and networks are reviewed in line with proposed changes to post-16 education

Risk Category	Risk Description	Counter Measures
Business risk	Delay in WAG approval of SOC delays delivery of transformation proposals	Submit SOC by agreed deadline to ensure timely approval of the plan
Business Risk	Changes to post-16 education provision is met with strong opposition resulting in the delay of transformation proposals	Early consultation and engagement with all stakeholders
Business risk	Availability of authority funds for the match-funding requirement	Establish exact requirement and form of match funding required by WAG
Service risk	Lack of awareness amongst students of current and future curriculum options	Better coordination and marketing of curriculum menu to assist students choices
Service risk	Insufficient resources to deliver programmes in the medium of Welsh against the predicted changes in demand for Welsh medium education	Early recruitment to avoid staffing shortfalls in the future, and pursue regional collaborative models including FE & HE
Service risk	Disruption to education provision during the implementation of change has a detrimental affect on outcomes for post-16 learners	Ensure that all plans are coordinated and temporary arrangements are regularly reviewed to confirm the appropriateness
Service risk	Increased travel for staff between learning settings to deliver range of courses	Timetables planned to minimise the travel for teachers and pupils
External environment risk	Legislative changes	Plan flexibility into the options where possible
External environment risk	A change in political climate at WAG level	Ensure that all requests are in line with existing WAG policy
External environment risk	A change in political climate at County level	Ensure that all requests are in line with existing authority policy and sufficient engagement with elected members

## 2.12 Constraints

The project is subject to the following constraints:

- WAG policy;
- County Council policy;
- availability of suitable resources;
- future legislation;
- culture within the schools and perception of collaborative arrangements;

- willingness to accept changes to governance structures;
- degree to which Deeside College embrace the transformation plans of Flintshire County Council; and
- funding for Adult and Community Learning Courses.

### **2.13 Dependencies**

The project is subject to dependencies that will be managed carefully throughout the lifespan of the scheme. These external factors need to be actively managed to ensure that any issues can be identified early and resolved or mitigated to reduce the potential affect on the overall success of the project. The project dependencies are as follows:

- availability of funding to implement the preferred option;
- willingness of stakeholders to accept new proposals;
- capital programme identified by the authority being funded by WAG; and
- Local Authority and Local Service Board approvals.

## 3.0 The Economic Case

### 3.1 Introduction

This section of the SOC documents the wide range of options that have been considered in response to the potential scope identified within the strategic case.

### 3.2 Critical success factors

The key CSFs for the project are listed below:

- CSF1: strategic fit
  - The option must satisfy all of the investment objectives and associated business needs determined for the initiative.
  - The option must be the best (long term) fit with the demands for skills of the business and commercial communities within the area.
  
- CSF2: potential VfM
  - The option must maximise the required return on investment in terms of economic, efficiency and effectiveness and minimise associated risks
  - Achieves highest standard of service provision on behalf of pupils, families, parents/ carers.
  
- CSF3: potential achievability
  - The benefits of the preferred option need to be communicated and understood by pupils/parents, teaching staff and the wider community.
  - There must be the teaching capacity, skills and vision to deliver the required outcomes, or an awareness of the need to recruit appropriately skilled assistance.
  - Sustainable model(s) of learning provision within Flintshire which meet the needs (both educational and pastoral) and aspirations of all children, both now and in the future.
  
- CSF4: supply side capacity and capability
  - Sufficient appropriate resources to be deployed within Flintshire to achieve the investment objectives.
  
- CSF5: potential affordability

- The required investment can be met from the Welsh Assembly Government plus contributions from Flintshire Council, if required.
- Options can be phased to match the funds available, if required.

These CSFs have been used alongside the investment objectives for the project to evaluate the long list of possible options.

### **3.3 The long-listed options**

As discussed in the Strategic Case, the provision for post-16 education has been considered in two geographic areas, with the exception of Welsh Medium and Faith-based provision. Following this area based approach, an initial consideration of all the collaborative and restructuring options within each area was narrowed down during “provider days” to those that represented a reasonable prospect of securing improved outcomes, sustainability, statutory compliance and value for money. The provider days were meetings held on a monthly basis with representatives from all twelve schools and the college to discuss the transformation proposals. The long list of options are described below.

#### **3.3.1 The North**

- Option 1 – Do nothing, the current plans remain as they are
- Option 2 – Concentrate post-16 provision at Connah’s Quay Campus, with some rationalisation elsewhere
- Option 3 – Split the provision and collaborate on a North West (Holywell, Flint and St Richard Gwyn) and North East (John Summers, Connah’s Quay, St David’s) basis
- Option 4 – Recategorise all schools to be providers for ages 11-16 and have one post-16 provider with independent governance

#### **3.3.2 The South**

- Option 5 – Do nothing, the current plans remain as they are
- Option 6 – Collaboration between Castell Alun and Hawarden, and the Mold Alun, Elfed and Argoed

The long list of options for the transformation was generated, and subsequently developed, during a number of “Provider Days” facilitated by Flintshire County Council. These sessions were attended by all Head teachers or deputy heads from the schools across the county together with senior leadership team members from Deeside College. The final options appraisal workshop, discussed later in this section, was also attended by the same group of twelve individuals.

### **3.3.3 Scoping options – choices in terms of coverage (the what)**

The choices for potential scope are driven by business needs and the strategic objectives at both national and local levels. In practice, these may range from business functionality to geographical, customer and organisational coverage. Key considerations at this stage are ‘what’s in?’ ‘what’s out?’ and service needs.

### **3.3.4 Service solution options – choices in terms of solution (the how)**

The choices for potential solution are driven by new technologies, new services and new approaches and new ways of working, including business process re-engineering. In practice, these will range from services to how the estate of an organisation might be configured. Key considerations range from ‘what ways are there to do it?’ to ‘what processes could we use?’

### **3.3.5 Service delivery options – choices in terms of delivery (the who)**

The choices for service delivery are driven by the availability of service providers. In practice, these will range from within the organisation (in-house), to outsourcing, to use of the public sector as opposed to the private sector, or some combination of each category. The use of some form of public private sector partnership (PPP) is also relevant here.

### **3.3.6 Implementation options – choices in terms of the delivery timescale**

The choices for implementation are driven by the ability of the supply side to produce the required products and services, VFM, affordability and service need. In practice, these will range from the phasing of the solution over time, to the modular, incremental introduction of services.

### **3.3.7 Funding options – choices in terms of financing and funding**

The choices for financing the scheme (public versus private) and funding (central versus local) will be driven by the availability of capital and revenue, potential VFM, and the effectiveness or relevance/appropriateness of funding sources.

## **3.4 Scoping options**

In accordance with the Treasury Green Book, a do nothing option has been considered as well as other options along the continuum of business needs split across the “North” and “South”. As identified above, a large number of options and permutations are possible; however, within the broad scope outlined in the strategic case, the following main options have been considered as most feasible at an initial sift by providers and a SWOT analysis is included below:

### **3.4.1 Option 1: North (do minimum)**

This option would involve no change to the delivery structures for post-16 education. There would be no changes to the physical infrastructure at any of the sites other than what was already planned.

#### **Strengths**

- Standards and trends remain
- Professional expertise remains within the schools
- Ethos and community is not disrupted

#### **Weaknesses**

- Cannot meet the learning and skills measure across all learning institutions
- Learner choice will not be maximised
- Pre-post 16 cross-subsidies will be lost

#### **Opportunities**

- Collaboration between schools to share best practice

#### **Threats**

- Funding is not sustainable
- Surplus places

### **3.4.2 Option 2: North – Concentrate post-16 provision at Connah’s Quay Campus, with some rationalisation elsewhere**

#### **Strengths**

- Efficient delivery of post-16 education provision
- Increase choice for learners – meeting the learning skills measure
- Inclusive nature of the provision

#### **Weaknesses**

- Need to develop coherent management arrangements
- Relatively complex solution that will require significant planning for transition
- Managing Quality Assurance could be an issue

#### **Opportunities**

- Potential for investment at the Connah’s Quay campus
- Continued Professional Development (CPD) for staff
- Improvement of standards



- Reduction in the ongoing migration of learner

#### **Threats**

- Community may not buy into the idea
- Loss of learners across Flintshire county border
- Smaller 11-16 schools as a result of rationalisation – which may not be sustainable

#### **3.4.3 Option 3: North – Organise post-16 provision and collaborate on a North West (Holywell, Flint and St Richard Gwyn) and North East (John Summers, Connah’s Quay and St David’s) basis**

#### **Strengths**

- Improved inclusive nature of provision
- Well established procedures and management arrangements
- Coordination of 2011 model

#### **Weaknesses**

- Outcomes relating to attainment
- No prospect of investment
- Does not compare favourably with other choices in terms of cost effectiveness and sustainability

#### **Opportunities**

- New models for learning will be developed
- Continued Professional Development for staff

#### **Threats**

- Potentially not sustainable
- May be rejected by parents / learners

#### **3.4.4 Option 4: North – Recategorise all schools as 11-16 and have one provider of post-16 education with independent governance**

#### **Strengths**

- Efficient delivery of post-16 education provision
- Increase choice for learners – meeting the learning skills measure

- Inclusive nature of the provision
- Clearly defined parity for all

#### **Weaknesses**

- Managing one establishment on two sites 13 miles apart
- Relatively complex solution that will require significant planning for transition
- Managing Quality Assurance could be an issue

#### **Opportunities**

- Significant change leading to risks of deteriorating outcomes/participation

#### **Threats**

- Lower recruitment to 11-16 schools in the short term
- Smaller 11-16 schools due to rationalisation
- The failure to satisfy the expectations of one community

### **3.4.5 Option 5: South – Do minimum**

#### **Strengths**

- Standards and trends remain
- Professional expertise remains within the schools
- Ethos and community is not disrupted

#### **Weaknesses**

- Cannot meet the learning and skills measure across all learning institutions
- Learner choice will not be maximised
- Pre-post 16 cross-subsidies will be lost

#### **Opportunities**

- Collaboration between schools to share best practice

#### **Threats**

- Funding is not sustainable
- Surplus places

### **3.4.6 Option 6: South – Collaboration between Castell Alun and Hawarden, and the Mold Alun with Elfed and Argoed**

#### **Strengths**

- Meet broad curriculum needs in all settings
- Stability and sustainability of provision
- Building upon existing strengths

#### **Weaknesses**

- Logistical issues (timetabling, transport and ICT access)

#### **Opportunities**

- Broad learning pathways
- Additional investment (funded by the rationalisation of Building Stock)

#### **Threats**

- Funding
- Surplus places if opportunities are not fully exploited

### **3.4.7 Option 7: Welsh Medium – Do nothing**

#### **Strengths**

- Local delivery of provision
- Existing standards and ethos
- Staffing within current offer

#### **Weaknesses**

- Learners on inappropriate pathways
- Cross subsidy from pre-16
- Unable to meet the Learning and Skills Measure

#### **Opportunities**

There were no opportunities identified for this option during the options appraisal workshop

#### **Threats**

- Sustainability (WAG Funding)
- Learners may be attracted to a larger offer within English medium establishments

### **3.4.8 Option 8: Welsh Medium – Regional and sub-regional collaboration**

#### **Strengths**

- Increased learner numbers
- Increased provision
- Better at meeting learner preferences thus improving learner motivation and performance
- Building on existing links and shared ethos

#### **Weaknesses**

- Distance between providers – learner time cost
- Distance between providers – travel cost

#### **Opportunities**

- More diverse learning model
- Welsh Language Strategy

#### **Threats**

- Sustainability of funding
- Larger English medium offer in individual centres

### 3.4.9 Overall conclusion: scoping options

The table below summarises the assessment of each option against the investment objectives and CSFs.

**Table 3-1: Summary assessment of scoping options**

Reference to:	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6	Option 7
<b>Description of option:</b>	North – Do nothing	North – Concentrate at CQ with some rationalisation	North – NE/NW split	North – recategorise schools to 11-16 and identify new partner	South – Do nothing	South – Collaboration & rationalisation of surplus places	Wellbeing – Do nothing
<b>Investment objectives</b>							
Increase educational attainment	X	✓	?	?	?	✓	
Greater inclusion	X	?	?	?	?	✓	
Greater wellbeing	X	?	✓	?	?	✓	
Efficient delivery of quality provision	X	✓	?	✓	✓	✓	
Meeting environmental aspirations	X	?	?	✓	✓	✓	
<b>Critical success factors</b>							
Strategic Fit	X	✓	?	?	?	✓	
Value for Money (VfM)	X	✓	?	✓	?	✓	
Achievability	?	✓	X	?	?	✓	
Supply-side capacity and capability	X	✓	?	?	?	?	
Affordability	X	✓	?	?	?	?	
<b>Summary</b>	<b>Discounted</b>	<b>Preferred</b>	<b>Discounted</b>	<b>Possible</b>	<b>Discounted</b>	<b>Preferred</b>	<b>Discounted</b>

#### **3.4.10 Scoping options - conclusions**

The scoping options were appraised by the twelve head and deputy head teachers group on the 9th June 2010. The table above represents the conclusion of the appraisal against each of the investment objectives and the critical success factors. The full results are also included in appendix C.

A collaborative approach is preferred in both of the geographic areas however the exact details of the collaboration in terms of rationalisation are still to be determined. It is envisaged that more detail in relation to the options, in particular with reference to rationalisation will be developed at OBC stage and this will also coincide with a planned consultation period in Autumn 2010.

For the purposes of the financial analysis in the economic and financial case, the following assumptions have been made:

- that rationalisation /collaboration will lead to efficiencies in terms of buildings maintenance and repair;
- that collaboration will lead to efficiencies related to the provision of resources;
- that establishing local curricula will meet the learning and skills measure; and
- that any savings resulting will be invested in upgrading facilities.

#### **3.5 Service solution options**

In order to deliver the changes proposed in this SOC, two service solutions have been considered. These are summarised below.

- Option 2.1 – Renew the schools as they are on their current sites.
- Option 2.2 – A programme of school reconfiguration and increased partnership working

##### **Option 2.1 – Renew the schools on their current sites**

This option is to attempt to deliver the strategic vision and achieve the investment objectives by changing the schools on their current sites. This service solution option would require a significant amount of refurbishment and new build on the current sites.

#### **Advantages**

The main advantages for this option are:

- no changes to travelling distances for school pupils and staff;
- consistency of education; and
- maintaining community cohesion.

### **Disadvantages**

The main disadvantages are:

- lack of available land to provide temporary accommodation whilst construction works are planned and undertaken;
- significant disruption to school sites;
- surplus places still exist; and
- higher backlog maintenance costs.

### **Option 2.2 – Reconfiguration of schools**

This option is to reconfigure the schools, to different degrees of complexity, for each of the geographic areas.

### **Advantages**

The main advantages for this option are;

- minimise surplus places;
- efficient use of school accommodation; and
- potential for less duplication of teaching groups

### **Disadvantages**

The main disadvantages of this option are:

- potential longer travelling distances for pupils and staff;
- transitional disruption in education provision;
- significant change to be managed, with differences at each site; and
- perception that specific areas are receiving preferential outcomes/ investment.

### **3.5.1 Overall conclusion: service solutions options**

The table and narrative below summarises the assessment of each option against the investment objectives and CSFs.

#### ***Table 3-2: Summary assessment of service solution options***

Reference to:	Option 2.1	Option 2.2
<b>Description of option:</b>	Renew current schools	New configuration of schools
<b>Investment objectives</b>		
Increase educational attainment	?	?
Greater inclusion	✓	✓
Greater wellbeing	x	✓
Efficient delivery of quality provision	x	✓
Meeting environmental aspirations	?	✓
<b>Critical success factors</b>		
Strategic Fit	x	?
Value for Money (VfM)	x	✓
Achievability	✓	?
Supply-side capacity and capability	✓	?
Affordability	✓	?
<b>Summary</b>	<b>Discounted</b>	<b>Preferred</b>

The appraisal of the two options concludes that there is a clear preferred option for the service solution as the investment objectives could only be met through the reconfiguration of schools in Flintshire.

### 3.6 Service delivery options

#### 3.6.1 Introduction

Flintshire County Council has considered options for the service delivery in two forms, “in house” and “strategic partnerships”. The main advantages and disadvantages are included below

#### Option 3.1: ‘In house’

This option is to undertake all of the provision of post-16 education within the current authority institutions. This would involve the collaboration of current schools, without the inclusion of colleges or other external strategic partners.

#### **Advantages**



The main advantages for this option are:

- continuity of school-based provision / approach; and
- consistency of environment for learners;

**Disadvantages**

The main disadvantages for implementing the changes via “in house” solutions are:

- potentially limited ideas in relation to teaching styles / approach; and
- time taken to adapt to the Learning and Skills Measure.

**Option 3.2: ‘Strategic partnerships’**

This option is to create more strategic partnerships with independent institutions to provide post-16 education. This option would involve the collaboration between the schools and the college, and potentially other external strategic partners.

**Advantages**

The main advantages for this option are:

- access to wider specialism;
- economies of scale of teaching resources; and
- learners exposed to different environments.

**Disadvantages**

The main disadvantages for implementing the changes via a “strategic partnership” approach are:

- inconsistencies with governance and pastoral arrangements.

**Table 3-3: Summary assessment of service delivery options**

Reference to:	Option 3.1	Option 3.2
Description of options:	In-house	Strategic Partnership
Investment objectives		
Increase educational attainment	✓	✓

Greater inclusion	✓	?
Greater wellbeing	?	?
Efficient delivery of quality provision	✓	✓
Meeting environmental aspirations	?	?
<b>Critical success factors</b>		
Strategic Fit	?	?
Value for Money (VfM)	?	✓
Achievability	✓	?
Supply-side capacity and capability	?	?
Affordability	?	?
<b>Summary</b>	Possible	Possible

It has been concluded that all of the delivery would be undertaken within the current network of providers within the County. There is sufficient delivery capacity and there will be a continued partnership between schools and Deeside College. Therefore, it is not envisaged that any new organisations will be required to deliver post-16 education provision and therefore the outsourcing was not appraised as a service delivery option.

### 3.7 Implementation options

#### 3.7.1 Introduction

Due to the complexity of the project and the sub-options within the scoped options, Flintshire County Council recognises that implementation of the proposals in any other way than a phased approach would not be practical and has the potential to jeopardise the overall success of the programme. As the solution at each of the two geographic areas is potentially different (in terms of infrastructure requirements), these have been considered as to the priority order in which they would be best implemented. On the basis that the authority does not have the resources to adopt a “big bang” approach, and to minimise the associated risks, the likely order of projects will be:

- Collaboration & Rationalisation (Option 2) in the north of the county
- Collaboration & Rationalisation of Surplus Places in the south of the county

#### **Option 4.1: ‘Big Bang’**

This option is to undertake the two different configuration options at the same time.

#### **Advantages**

The main advantages for this option are:

- large scale change initiated at the same time, with consistency of governance;
- minimises period of disruption for schools within Flintshire; and
- potential economies of scale arising from procurement.

#### **Disadvantages**

The main disadvantages for implementing the changes via a “big bang” approach are:

- potential lack of affordability;
- severity of change, and short-term impact in education delivery;
- risk associated with major change programmes (unmanageable); and
- capacity and resources (internal and external).

#### **Option 4.2: ‘Phased’**

This option is to phase the reconfiguration of the schools based on a priority basis.

#### **Advantages**

The main advantages for this option are:

- can reflect on lessons learned from the initial change projects and incorporate them to reduce risks in the subsequent phases;
- potentially more supply-side capacity;
- easier project governance;
- less or phased demand on finances and resources; and
- less overall project risk.

#### **Disadvantages**

The main disadvantages for implementing the changes via a “phased” approach are:

- potentially slower speed at which results and benefits are realised;
- inconsistency of delivery against the transformation agenda;
- costly procurement exercise (as a result of duplication); and
- potential inconsistency of project governance (continuity of resources)

**Table 3-4: Summary assessment of implementation options**

Reference to:	Option 4.1	Option 4.2
Description of options:	‘Big Bang’	‘Phased’
Investment objectives		

Increase educational attainment	✓	✓
Greater inclusion	✓	✓
Greater wellbeing	✓	✓
Efficient delivery of quality provision	✓	?
Meeting environmental aspirations	?	✓
<b>Critical success factors</b>		
Strategic Fit	?	?
Value for Money (VfM)	✓	x
Achievability	X	✓
Supply-side capacity and capability	X	✓
Affordability	X	✓
<b>Summary</b>	Discounted	Preferred

### 3.7.2 Overall conclusion: implementation options

The table above summarises the assessment of each option against the investment objectives and critical success factors. Whilst the “big bang” option will deliver significant amount of change within the Flintshire region over a shorter period of time, as with all major change programmes, which this SOC describes, there are inherent risks associated with larger implementation phases. Both approaches meet all but one of the investment objectives, the phased approach however meets the majority of the critical success factors, with the only unknown at this stage being the potential affordability. The specific benefits of a phased approach over a big bang approach are the availability of supply-side capacity and capability, together with more manageable resource requirements.

### 3.8 Funding options

The County Council is submitting bids to access funds through Transformational Funding and 21st Century Schools. Full details of the potential funding mix have yet to be discussed in detail but previous estimates for capital funding have been utilised to provide an overview of potential need. In addition to the funding required for capital expenditure on the enhanced estate, funding will also be needed to manage the consequences and management of change. A combination of 21<sup>st</sup> Century Schools funding, prudential borrowings based on revenue savings and capital receipts will be used.

The County Council will be making contributions either through resources or realisations from existing estates. As mentioned above full details of the potential funding mix have yet to be discussed. To date a range of public funding streams have been identified, these include:

- existing revenue and capital budgets;

- sale of assets;
- learning provider contributions (either through resources, available funds or through realisations from existing estate);
- prudential borrowing;
- use of third party funding streams (e.g. Big Lottery Fund); and
- WAG funding streams.

Based on the information above, the use of public funds is the preferred option for this project and therefore a full appraisal against private sector funding has not been undertaken.

### 3.9 The long list: inclusions and exclusions

The long list has appraised a wide range of possible options.

**Table 3-5: Long list of options**

Options	Finding
<b>1.0 Scope</b>	
1: North – Do nothing / do minimum	Possible because the authority does not have a “do nothing” option. This represents nothing more than the change already in progress.
2: North – Concentrate post-16 provision at Connah’s Quay with some rationalisation	Preferred because this option achieves two of the five IOs and all of the CSFs
3: North – Split provision on a NE/NW basis	Discounted as it only achieves one of the IOs and none of the CSFs. The two other options within the area offer more in terms of change
4: North – Recategorise schools to 11-6 and have one post-16 provider	Possible because this is the “fall back” position should the maximum option prove not to be viable
5: South – No nothing / do minimum	Discounted due the interim arrangements have been agreed but is acknowledged that these require change in the medium term
6. South – Collaboration and rationalisation	Preferred model in the south as this represents the changes required. The option meets all of the IOs and

of surplus places	three of the CSFs.
7. Welsh Medium – Do Nothing	Discounted as the option is not sustainable
8. Welsh Medium – regional and sub-regional approach	Preferred option because this allows the development of Welsh Medium provision in line with regional and sub-regional strategies and initiatives
<b>2.0 Service solutions</b>	
2.1 Renew schools on current sites	Discounted as this option cannot deliver against the investment objectives and critical success factors
2.2 Reconfigure schools – different options for each geographical area	Preferred as this allows a different approach at each of the geographic areas
<b>3.0 Service delivery</b>	
3.1 In-house	Possible option as the providers are currently working closely together
3.2 Outsource	Discounted option without appraisal
3.3 Strategic partnership	Possible option as Flintshire County Council
<b>4.0 Implementation</b>	
4.1 Big bang	Discounted due to the complex nature of the changes and the availability of land for new build sites.
4.2 Phased	Preferred due to a lesser demand on resources and additional time allowed to secure the required land
<b>5.0 Funding</b>	
5.1 Private Funding	Discounted option without appraisal
5.2 Public Funding	Preferred – WAG/DCELLS funding supported by matched local authority funding from capital, prudential borrowing and asset realisation.

### 3.10 Short-listed options

#### 3.10.1 Overview

The 'preferred' and 'possible' options identified in Table 3-5 above have been carried forward into the short list for further appraisal and evaluation. All the options that were discounted as impracticable have been excluded at this stage. The table below includes an assessment of the options in terms of associated capital and revenue costs. These have been calculated using the following assumptions:

- that the project is fully funded;
- that funding is based on a mix of sources; and
- that contingencies are built into costings.

The capital and revenue costs for each of the four options is illustrated below, an optimism bias of 24% has been included for the capital costs options of 2, 4, 6.

**Table 3-6: Capital and revenue consequences of options**

	<b>Option 1 - Do minimum</b>	<b>Option 2 - Intermediate</b>	<b>Option 4 - Intermediate</b>	<b>Option 6 - Intermediate</b>
<b>Capital Cost</b>	£72m	£60m	£60m	£82m
<b>Revenue Cost</b>	£744K	£600K	£400K	£1011K

Option 2 and 4 require an element for new build at Connah's Quay - £8m. Capital costs include refurbishment to 'fit-for-purpose' costs in each case.

The following assumptions have been made in relation to determining the reduced revenue costs.

**Table 3-7: Assumptions of revenue cost efficiencies**

<b>Option</b>	<b>Assumptions</b>
Option 1	Elimination of Repairs and Maintenance due to re-furbishment – reductions in cleaning and energy costs also.
Option 2	Elimination of Repairs and Maintenance due to re-furbishment – reductions in cleaning, energy and floor area. Reduction in surplus places.
Option 4	Elimination of Repairs and Maintenance element due to re-furbishment – reductions in cleaning, energy and floor area. Lower surplus places and reduced capacity.
Option 6	In maintaining existing capacity, as reduction in revenue costs apart from the efficiencies associated with re-furbishment.

On the basis of this analysis, the recommended short list for further appraisal within the OBC is as follows:

- Option 1 Do minimum – refurbish schools only
- Option 2 Concentrate provision on Connah's Quay
- Option 4 Adopt a tertiary model.
- Option 6 Collaborative with surplus place rationalisation model between Hawarden High and Castell Alun, Elfed, Argoed and Alun School, Mold.

## 4.0 The Commercial Case

### 4.1 Introduction

This section of the SOC outlines the proposed commercial case in relation to the preferred option outlined in the Economic case.

### 4.2 Required services

The exact service requirements are to be appraised in the Outline Business Case.

### 4.3 Potential for risk transfer

This section provides an initial assessment of how the associated risks might be apportioned between the public sector (Flintshire County Council) and the private sector (nominated contractor for the associated construction works), and in some instances shared between the two nominated organisations.

The general principle is to ensure that risks should be passed to ‘the party best able to manage them’, subject to value for money (VFM). The table below outlines the potential allocation of risk; this will be appraised and reviewed at OBC stage to ensure there is an appropriate allocation of risk.

Table 4-1: Allocation of Risk

Risk Category	Potential allocation		
	Public	Private	Shared
Design risk		✓	
Construction and development risk		✓	
Transition and implementation risk			✓
Availability and performance risk		✓	
Operating risk	✓		
Variability of revenue risks	✓		
Termination risks		✓	
Technology and obsolescence risks	✓		
Control risks	✓		
Residual value risks	✓		
Financing risks	✓		
Legislative risks			✓
Other project risks			✓



#### **4.4 Proposed charging mechanisms**

The proposed charging mechanisms are still to be decided and will be reviewed at later stages in the business case process.

#### **4.5 Proposed contract lengths**

The contract lengths are still to be decided and will be reviewed at later stages in the business case process.

#### **4.6 Proposed key contractual clauses**

The proposed contract type including the relevant clauses is still to be decided and will be reviewed at OBC stage.

#### **4.7 Personnel implications (including TUPE)**

As a result of these initiatives any staffing and personnel issues will be subject to the agreed established policies and procedures of the Local Authority.

#### **4.8 Procurement strategy and implementation timescales**

The procurement strategy utilised by Flintshire Council is one of tendering services via the OJEU process. There are no established frameworks for the procurement of external consultancy services, however Flintshire believe in a partnership approach with external providers adopting the NEC3 suite of contracts where applicable.

The authority has been funded to investigate procuring external services for schools within the region; this is likely to result in the development of frameworks for the provision of external consultancy and delivery services for both transformation and 21<sup>st</sup> Century schools. This approach will also recycle the investment in local economy.

The implementation timescales for the project have yet to be determined and these, together with an update in relation to the frameworks will be developed during the OBC stage.

#### **4.9 FRS 5 accountancy treatment**

Accountancy treatment of any assets will depend on the ownership of the asset. As the investment requirements are still to be determined, the accountancy treatment will be developed at OBC stage.

## **5.0 The Financial Case**

### **5.1 Introduction**

The purpose of this section is to set out the indicative financial implications of the preferred option (as set out in the economic case section) and the proposed deal (as described in the commercial case section).

### **5.2 Overall affordability**

In addition to the funding included within this SOC, the Authority is preparing a submission to access funds for capital investment through 21st Century Schools. There have been discussions between the Authority and WAG and it is expected that the capital funding will come from WAG grants, capital receipts and internal council funding.

- The amounts included in the short-listed options range from £60m to £81m (including the 24% optimism bias)

### **5.3 Impact on Organisation Income and Expenditure Account**

There is no direct impact on the Income and Expenditure account at this stage as the options described within are to be 100% funded.

### **5.4 Impact on balance sheet**

As the exact requirements for change are yet to be finalised, any potential change of assets will be developed in more detail at OBC stage.

### **5.5 Stakeholder support**

This options included within the Preferred way forward have been tested with a wide range of stakeholders including the school and college leaders. The options have also been presented to the Post-16 Programme Board, Elected Members of Flintshire County Council and also the Executive. There is unanimous support for the preferred way forward.

## 6.0 The Management Case

### 6.1 Introduction

This section of the SOC addresses the 'achievability' of the scheme. Its purpose is to set out the actions that will be required to ensure the successful delivery of the proposals in accordance with best practice.

### 6.2 Programme management arrangements

The proposals outlined in this SOC have been developed by a small project team in conjunction with the Flintshire Post-16 Programme board. It is acknowledged that there has been a wide consultation of the proposals to date; a process which commenced in April 2010, prior to the SOC being drafted. The Programme Board has utilised consultation events to discuss elements of the SOC and to test the options considered within the Economic Case.

In many authorities across Wales, a 14-19 Learning Partnership Board is responsible for the development of proposals in response to the Transformation Agenda. In Flintshire, this role is fulfilled by the Post-16 Programme Board and the Flintshire 14-19 Learning Partnership Board is focused on the operational issues of 14-19 education.

The Post-16 Programme Board was established to improve participation and outcomes in terms of education, training and learning to ensure resilient and high quality educational provision across Flintshire. The function is to agree and communicate the local vision for educational provision with the priority of developing resilient options for post-16 provision (as described within this SOC).

The composition of the Programme Board includes representatives from a wide range of stakeholders. This demonstrates the extent of the engagement, consensus and consultation that has been considered within the development to the SOC and the options for post-16 transformation. The representatives are from the following organisations:

- Flintshire County Council
- Deeside College
- Head Teacher Representatives
- Careers Wales
- Flintshire Governors Association
- Higher Education Providers
- DCELLS

Detailed terms of reference have been developed and approved by the board. The key tasks included within the terms of reference are included below:

1. To assess need and to advise on strategic planning and co-ordination of post 14 provision, ensuring that for all young people there is equality of access to appropriate education and training which provides opportunities for progression into positive outcomes.
2. To assess the impact on Flintshire of national funding arrangements for post 16 provision and advise on co-ordination of local funding arrangements to support the principle of equality of access.
3. To ensure that all young people have access to full and impartial information, advice and guidance which enables them to make informed choices and avail themselves of appropriate opportunities post 16.
4. To monitor, evaluate and continually seek to influence and improve opportunities for post 14 education and training through its operational sub-groups, the 14-19 Local Network and Geographical Area Working Groups groups.
5. To commission work, as appropriate, which will take forward aspects of post 16 education and training, including employer engagement and work experience, and establish additional sub-groups as appropriate in response to identified need.
6. To operate as the Post 14 sub-group of the Flintshire Children and Young People's Strategic Partnership, providing timely updates on the works of the group and providing exceptional reports on issues for the partnership's attention.
7. To enable effective liaison between the Children & Young People's Strategic partnership, the Local Authority, the Welsh Assembly Government, Careers Wales, employers and providers
8. To obtain or commission information as required informing the Local Authority and Welsh Assembly Government of the need for developments in provision for Post 16 learners in Flintshire.
9. To take responsibility for disseminating to the key stakeholders, including those that they represent, developments relating to 14-19 year olds
10. To respond to external accountability and inspection issues as needed and respond to Service Development needs
11. To promote the 14-19 agenda across all learning providers in Flintshire and strategic working between partners.
12. To report progress in the above to County Council, CYPP and LSB (Local Service Board).

The individual membership of the Programme Board is included in the table below:

*Table 6-1: Membership of the Post-16 Programme Board*

Name	Role / Representation
Ian Budd	Director of Lifelong Learning
Tom Davies	Head of Development & Resources
Kevin Grandfield	Secondary Phase Officer
David Jones	Principal – Deeside College
Rosemary Jones	Headteacher, Elfed High School
Simeon Molloy	Headteacher, Argoed
Azi Rashud	Headteacher, John Summers High School
Joyce McCaw	Careers Wales
Dr Alun Howells	Glyndwr University
Terry O'Marah	Flintshire Governors Association
Claire Maxwell	DCELLS

### 6.3 Project management arrangements

The programme of work will be project managed in accordance with PRINCE2 where applicable. There is an expectation that the Post-16 Programme Board will establish discreet Task Groups, with specified terms of reference, as required to develop reports and recommendations for specific issues.

#### 6.3.1 Outline project reporting structure

The reporting arrangements are as indicated below:

- Flintshire Post-16 project team through Tom Davies (Project Lead) to the Post-16 Programme Board
- Flintshire Post-16 Programme Board through Ian Budd to the Corporate Management Team (CMT)
- Corporate Management Team (CMT) through Ian Budd to the Executive

#### 6.3.2 Outline project roles and responsibilities

Ian Budd is the nominated Project Sponsor and Senior User for the proposals described within this SOC. The other members of the project team are included below.

- Tom Davies – Head of Development & Resources (Project Executive)
- Kevin Grandfield – Secondary Phase Officer

### 6.3.3 Outline project plan

The team have developed a plan for the project and the table below highlights the key milestones for the implementation of the business case prior to and following approval of this SOC.

**Table 6-2: Milestone activities**

Milestone activity	Date
Submit SOC to Post-16 Programme Board	July 2010
Provider Proofing Seminar	July 2010
County Council Briefing	July 2010
Executive Approval	July 2010
Submit SOC to WAG	July 2010
Approval of SOC by WAG	Aug / Sept 2010
Commence Development of OBC	Aug / Sept 2010
Submission of OBC to WAG	November 2010

### 6.4 Use of special advisers

Flintshire Council have the sufficient capacity for the management of the project at this stage. There are examples of where the authority is utilising technical skills spare management capacity by providing support to neighbouring authorities under the collaborative North Wales programme for 21<sup>st</sup> Century Schools. The Authority is also using education change capacity to pilot aspects of the new national School Effectiveness Framework and develop new approaches to school improvement delivery.

There are no additional specialist advisors to be procured for this project at this stage. The ongoing project requirements will be reviewed following the submission of the SOC.

# Appendices

**Appendix A – School Investment Strategy**

**Appendix B – 14-19 Learning Pathways 3 Year Strategy**

**Appendix C – Options appraisal scoring**



## **Appendix A – School Investment Strategy**





## **Appendix B – 14-19 Learning Pathways 3 Year Strategy**



## **Appendix C – Options appraisal scoring**