

<b>Item No.</b> 14.	<b>Classification:</b> Open	<b>Date:</b> 18 September 2018	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Southwark School Design Guidelines	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Councillor Jasmine Ali, Children, Schools and Adult Care	

## **FOREWORD - COUNCILLOR JASMINE ALI, CABINET MEMBER FOR CHILDREN, SCHOOLS AND ADULT CARE**

Our existing programme of school design and renovation clearly demonstrates our commitment to achieving great educational outcomes for all children and young people in Southwark. At the heart of the council's commitment to give every child the best start in life is a commitment that every child should attend and thrive at a great local school. You only have to look around the borough to see the wonderful examples of this including Albion, Phoenix, Charles Dickens, Robert Browning, Ivydale, the Belham, Bellenden, Cherry Garden, Keyworth and Grange. These are places where good teachers, great school leaders and committed support staff ensure that children leave school equipped with the skills, knowledge and well-being to fulfil their potential.

We also acknowledge that the buildings where our children learn and our staff teach influence the success of school life. Our schools should be warm, dry and safe but they should also provide indoor and outdoor spaces that enhance teaching, learning and play. They should be places where our children are inspired to learn and where teachers feel they have no barriers to delivering the very best education. For parents and the wider community they should be buildings to be proud of and which add to the quality of the local built environment.

We know from experience that school buildings do not need to be new and shiny to do these things. Well-maintained old buildings can be sources of huge interest and curiosity for our children and can be enhanced by internal improvements and external extensions. There is no perfect architecture for a school so instead our commitment is to making sure every school building is fit to deliver a 21st century education and to create environments where every child feels safe and secure to explore, develop and grow.

These school design guidelines set out our ambition for the entire Southwark school estate, for existing schools that may need maintenance, improvement or extension and for the next generation of schools that will be built in Southwark. These design principles are being set out now to particularly inform the consideration of school sites and expansions in close proximity to forthcoming large residential developments including Old Kent Road and Canada Water.

We're delighted to receive a lot of positive feedback during the consultation of these guidelines. We have incorporated ideas from school communities and professional architects on how our schools can avoid conflict in design when combining residential and educational developments. This will help us to better safeguard pupils and teachers in our schools as well as enabling us to take effective air quality

opportunities.

The conclusion of these guidelines coincides with the new design outputs specific to local authorities from the Education, Funding and Skills Agency. We are happy to see that the new guidelines are future proof as they of course meet the ESFA criteria.

The guidelines allow flexibility, not on ambition that every school building should be of the highest quality, but instead to recognise that every school and school community is unique. Our headteachers, teachers, children, parents, governors and local communities should feel they can set out their vision for their school and these guidelines rightly allow for us to respond to their knowledge and priorities.

## **RECOMMENDATION**

1. That the final Southwark School Design Guidelines as set out in Appendix 1 to this report be approved for adoption as policy.

## **BACKGROUND INFORMATION**

2. The cabinet has previously considered a draft version of the School Design Guidelines and agreed to undertake consultation with all Southwark Schools and a range of architects and professionals who have worked on council's schools programmes.
3. The consultation took place from May 2018 until August 2018.
4. All comments received were incorporated into the document. A summary of comments and changes made can be found as Appendix 2.
5. Southwark has one of the most ambitious capital investment programmes in the country. The population of Southwark is expected to rise by significantly in the next 10 years and this will attract investment in new and expanded schools, new homes and associated infrastructure.
6. A comprehensive set of Southwark New Homes Design Standards was adopted by the council in 2016. To ensure consistently good design in schools, a set of 'Southwark School Design Guidelines' have been developed and these are set out in the Appendix 1 to this report.
7. They take account of experience and expertise gained from the current school expansion programme across nursery, primary, secondary and special schools; and national expertise and best practice from leading specialists in architecture and education who have worked with the council.
8. The design guidelines are intended to be used by clients, architects and developers.
9. Iterations of the guidelines have been consulted on with design and construction professionals and with schools across Southwark. Comments have been incorporated into the final document wherever possible and appropriate.
10. As an inner city borough, Southwark is home to a diverse community with a broad spectrum of needs. The provision of high quality education to provide the 'best start in life' is fundamental to improving the opportunities for its citizens

and a key driver in social equality and community regeneration.

11. To encourage families to choose to live, work and learn in Southwark schools must be of the highest quality, adding value to the communities they serve. To help tackle poverty and crime, school buildings must be welcoming, safe and, above all, inspire learning. In order to attract and retain the most talented teachers, good quality teaching spaces and workplaces that are fit for purpose are essential.
12. The council believes that good school design and the internal and external environment are vital to support the high quality of teaching and learning in the schools in the borough. There should be no differential in the quality of the new school accommodation across the borough, accepting that each development will be influenced by specific site and planning constraints.
13. The School Design Guidelines therefore set out the standards that Southwark expect to see in all school development, from remodelling, extensions to existing schools and new build schools.
14. Notably, the Old Kent Road and Canada Water regeneration areas will attract investment in schools to respond to demographic growth. The Old Kent Road Area Action Plan alone includes plans to deliver, 20,000 new homes, new town centres and three new tube stations. The increase in population is expected to require the expansion of up to nine existing primary schools, and one new secondary school and two new primary schools. The School Design Guidelines will seek to maintain the high design quality delivered in the borough, so that the learners of Southwark have the best start in life and equal access to excellent learning spaces.
15. Southwark has invested heavily in schools over the last ten years and particularly over the last four years. The council has delivered the highest quality in school design and build possible and, as a result, there are some exceptional examples across the borough. Post occupancy feedback has indicated some very positive outcomes.
16. It is important to stress that good design does not need to cost more. Good design derives from a knowledgeable client in the council and the schools, be they local authority schools, academies, free schools or voluntary aided schools. Above all, good design is achieved by making the right choices in terms of sites and the internal and external areas and ensuring that scarce resources are invested wisely in sustainable buildings that are adaptable to future needs.
17. Understanding the school's role in the community is an important part of the briefing process to ensure that the design needs to respond to the aspirations of the school community and characteristics of the locality. .
18. The Southwark School Design Guidelines have been developed with a view to maintain standards of school design across Southwark, including taking account of the future need to build schools in high density environments, where compatible mixed use is often a necessary consideration.

## KEY ISSUES FOR CONSIDERATION

### Policy implications

19. In February 2015 council assembly approved the Council Plan 2014-18. This set out how the council sought to realise its Fairer Future for All vision. Ten fairer future promises and a set of themed commitments were also agreed. In 2016 the Council Plan was refreshed, recognising that the context in which the organisation operates in had changed since the adoption of the original plan, and that the council had made huge strides in delivering key commitments. The refreshed Council Plan was approved by council assembly in November 2016.
20. The Council Plan identifies a number of principles that underpin the Fairer Future for all vision and guides the promises and commitments that were agreed through the plan. A number of these are relevant to the adoption of the School Design Guidelines which are proposed in this report. Specifically, these are:
  - Promise 1 - Value for money: We will continue to keep council tax low by delivering value for money across all our high quality services
  - Promise 4 - More and better schools: We will meet the demand for primary and secondary school places and drive up standards across our schools so at least 70 per cent of students at every secondary get at least five good GCSEs.
  - Promise 5 - Nurseries and childcare: We will help parents to balance work and family life including investment in our children's centres to deliver more quality affordable childcare and open two new community nurseries.
  - Promise 8 - Education, employment and training: We will guarantee education, employment or training for every school leaver, support 5,000 more local people into jobs and create 2,000 new apprenticeships.
  - Promise 9 - Revitalised neighbourhoods: We will revitalise our neighbourhoods to make them places in which we can all be proud to live and work, transforming Elephant and Castle, the Aylesbury and starting regeneration of the Old Kent Road.
21. From a policy perspective a key document is the New Southwark Plan, in particular policy "P23: Education places".
22. This policy is supportive of the development of school places to meet local needs where they provide shared sports, arts, leisure, cultural or community facilities. It also sets out high-level design requirements: "Development of school places must provide sufficient floor space for teaching, halls, dining, physical education, staff and administration activities, storage, toilets and personal care, kitchen facilities, circulation, plant and any non-school or support functions such as special needs facilities. Schools must receive adequate daylight and sunlight, provide high quality external areas that avoid sightlines from neighbouring homes, have good internal and external air quality and support safe travel by pupils."

23. Other policies in the New Southwark Plan also have a bearing on the design, including “P11: Design of places” and “P12: Design quality”. The School Design Guidelines will be provided as a guide for applicants as part of the pre-application process and used as a material consideration in decision making by planning committee.
24. The Old Kent Road AAP plans for new and expanded schools. Draft policy “AAP13: Best start in life” supports the co-location of schools with for example older peoples’ accommodation and other compatible development and states that “development of new and existing schools must:
- Be in line with DfE Building Bulletin 103 standards and other published ESFA and Southwark guidance for good school design; and
  - Sit well within the context and respond to the specifics of the location; and
  - Be far enough away from main roads to protect children and young people from air pollution; and
  - Have a siting and orientation that allows the school to have architectural presence and make a positive contribution to the local environment; and
  - Have good sized pupil entrances that provide a sense of welcome and are located away from residential entrances and major traffic junctions; and
  - Consider safeguarding and privacy of residential homes and school facilities; and
  - Provide for flexible, well connected spaces with good light, air and a feeling of occasional height in internal teaching spaces; and
  - Provide high-quality external space specific to the learning and development needs of pupils attending the school, from EYFS right through to KS4; and
  - Ensure that indoor and outdoor facilities are available for community use.”

### **Community impact statement**

25. The adoption of Southwark School Design Guidelines will benefit the community as it will ensure high quality design across the school estate, potentially those developments including residential and commercial developments mixed with schools.
26. The adoption of the School Design Guidelines will also benefit the wider community in ensuring equality of access to high quality teaching and learning spaces.

### **Resource implications**

27. The adoption of this policy can be managed under existing resources.
28. A recent Education and Skills and Funding Agency target for efficiency savings has added further challenge to school building budgets. The council been asked

to produce an action plan with a view to achieving a government target of savings of up to 9% by 2023, as a condition for receiving future basic need grant for schools.

29. This is not without an element of conflict and challenge in terms of the council's commitment to good design and sustainable construction and government efforts to drive down costs, in a period of uncertainty in construction. Southwark is in a position to continue to build partnerships with developers and other partners to optimise the outcomes and value for money that can be achieved by combining grant for school places with other sources of funding. Officers will take this into account when briefing individual schemes and considering the most efficient means of utilising sites, procurement and construction, whilst maintaining the standards set out in the council's guidelines to produce school buildings that positively benefit teaching and learning.
30. There are no immediate legal or financial implications arising from this report.

### **Consultation**

31. Schools across the borough and other professionals working on school design and planning have been consulted on the proposed on the development of these school design guidelines. All suggestions made in the consultation have been taken into account in the updated and recommended guidelines.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Head of Procurement**

32. The strategy for procurement is key to achieving good outcomes especially with regards to attaining the best value, design and construction. Each scheme should be developed with a procurement strategy that is specific to the scheme that takes account of best practice, market intelligence and lessons learned.
33. This requires a well written and researched educational brief, the appointment of a design team with a good mix of expertise, experience and innovation and ensuring that previous design and post occupancy feedback lessons have been applied.
34. The method of procurement will be driven by a variety of factors, including cost, programme and the current market conditions. It is important to remember that there is no 'one size fits all' model and a procurement route which best suits the project's requirements should be considered at an early stage. The selection of designers and contractors should be suited to the scale of the project, well balanced between cost and quality. It should be possible to evidence good value for money, with genuine open competition. Many school schemes will be part funded by the council and the ESFA and this process will need to be evidenced.
35. Attention should be given to developing an appropriate cost and quality evaluation methodology which contains project specific criteria supported by the necessary ensure that the brief and the evaluation criteria are clear from the outset with the necessary feasibility studies, and master planning and full surveys, to ensure that risk can be costed and realistically apportioned.
36. All surveys, designs and construction contracts should be warranted in favour of

third parties, including academies.

### **Director of Law and Democracy**

37. The report seeks the approval of the Southwark School Design Guidelines. Cabinet has the power to take the decision set out in the recommendation.
38. All schools maintained by local authorities in England are subject to the School Premises (England) Regulations 2012, which imposes a requirement that facilities for securing the hygiene, health and welfare (among other matters) of pupils must be “suitable”. Academies, free schools and independent schools are governed by the Education (Independent School Standards) (England) Regulations 2010, which outline minimum standards of premises and facilities.
39. The Localism Act 2011 empowers a local authority to do anything that an individual may do, subject to certain statutory limitations which might apply. Adopting these proposed guidelines could be said to be within the ambit of this wide-ranging power, and also incidental to the council’s own functions concerning the maintenance of its own maintained schools and its duty to secure a sufficiency of schools in its area under section 14 Education Act 1996.
40. In undertaking any consultation, the council must adhere to the principles enshrined in *R (Moseley) v Haringey London Borough Council* (2014), namely that consultation must always (i) take place at a formative stage; (ii) give sufficient reasons to permit intelligent consideration and response; and (iii) give adequate time for a response. Further, the response to a consultation must be conscientiously taken into account by a decision-maker before finalising any proposal.
41. Section 149 Equality Act 2010 requires the council, in the exercise of all its functions, to have due regard to the need to
  - a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
42. The duty is a continuing one.

### **Strategic Director of Finance and Governance**

43. This report is requesting cabinet to agree the draft Southwark School Design Guidelines as set out in the appendix to this report to be approved for consultation before final approval by cabinet later in 2018.
44. The strategic director of finance and governance notes that there are no immediate financial implications arising from this report. Future capital investment programmes in schools adopting the final approved Southwark Schools Design guidelines will need to be contained within the council’s approved capital programme.

45. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Southwark New Homes Design Standards	Chief Executive's Department 160 Tooley Street London SE1 2QH	Bruce Glockling 020 7525 0138
<b>Web link: (copy and paste into your browser)</b> <a href="http://moderngov.southwark.gov.uk/documents/s57900/Appendix%20%20Interim%20Southwark%20Housing%20Design%20Standards.pdf">http://moderngov.southwark.gov.uk/documents/s57900/Appendix%20%20Interim%20Southwark%20Housing%20Design%20Standards.pdf</a>		
Southwark School Design Guidelines (draft for consultation March 2018)	Chief Executive's Department 160 Tooley Street London SE1 2QH	Bruce Glockling 020 7525 0138
<b>Web link (see item 17):</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=5756&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=5756&amp;Ver=4</a>		
Cabinet Report March 2018	Chief Executive's Department 160 Tooley Street London SE1 2QH	Bruce Glockling 020 7525 0138
<b>Web link (see item 17):</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=5756&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=5756&amp;Ver=4</a>		

## APPENDICES

No.	Title
Appendix 1	School Design Guidelines Final September 2018 (circulated separately)
Appendix 2	Response to consultation (circulated separately)



## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Jasmine Ali, Children, Schools and Adult Care		
<b>Lead Officer</b>	Bruce Glockling, Head of Regeneration		
<b>Report Author</b>	Rebecca Marsh, Project Manager, Regeneration		
<b>Version</b>	Final		
<b>Dated</b>	6 September 2018		
<b>Key Decision?</b>	Yes		
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>			
<b>Officer Title</b>		<b>Comments Sought</b>	<b>Comments Included</b>
Director of Law and Democracy		Yes	Yes
Strategic Director of Finance and Governance		Yes	Yes
Interim Head of Procurement		Yes	Yes
<b>Cabinet Member</b>		Yes	Yes
<b>Date final report sent to Constitutional Team</b>			6 September 2018