



**Report of the Director of Children’s Services**

**Report to the Executive Board**

**Date: 25<sup>th</sup> June 2014**

**Subject: Design & Cost Report for North East SILC and South SILC (Specialist Inclusive Learning Centre) Basic Need Projects**



**Capital Scheme Number: 16981/NES/000 North East SILC**

**Capital Scheme Number: 16981/SLS/000 South SILC**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Hyde Park & Woodhouse (North East) Middleton Park (South SILC)		
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**Summary of main issues**

1. The purpose of this report is to seek approval to incur capital expenditure of £9,929.1m from capital scheme number 16981/NES/000 to deliver the proposed Basic Need new build expansion of the North East SILC (previously referred to as ‘West Oaks SEN Specialist School and College’) and to seek approval to incur capital expenditure of £4,071.1m from capital scheme number 16981/SLS/000 to deliver the proposed Basic Need new build expansion of the South SILC (previously referred to as ‘Broomfield South SILC’).
2. As a consequence of the rapidly increasing birth rate and shortfall of places for children and young people with special educational needs living in the inner city areas of Leeds it is necessary to expand the North East SILC from a capacity of 200 to 350 pupils by the creation of an additional site for 150 children and young people aged 2 to 16 on the former Blenheim Centre site (Crowther Place, Leeds, LS6 2ST). It is also necessary to expand pupil numbers at the South SILC from 150 to 200 using the former Broom Court site (Broom Place, Belle Isle) to meet the increasing demand in the South of the City. This work will be completed under the City Council’s Basic Need Programme which aims to ensure its statutory duties are met with respect to ensuring a school place for every child within the city.

3. Both expansion projects will be completed for September 2015.
4. The projects will be delivered in conjunction with the Local Education Partnership (LEP) and the Council's Public Private Partnership Unit (PPPU). The construction partners are Interserve Construction Ltd.
5. A key objective within the Best Council Plan 2013-2017 is to build a child friendly city. The delivery of pupil places through Basic Need directly contributes to key outcomes identified within the Children and Young People's Plan (CYPP) 2011-2015.

### **Recommendations**

6. Executive Board is requested to:
  - Authorise expenditure of £9,929.1m from capital scheme number 16981/NES/000 to enable the construction work associated with the expansion to the North East SILC and expenditure of £4,071.1m from capital scheme number 16981/SLS/000 to enable the construction work associated with the expansion to the South SILC.
  - Note the programme dates identified in section 4.0 of this report in relation to the implementation of this decision. The final delivery date for total completion of this scheme is September 2015.
  - Note that the Project Manager, PPPU is responsible for implementation.

## 7. Purpose of this Report

7.1 The purpose of this report is:

- To provide background information and detail to the Executive Board in respect of the Basic Need schemes to expand the North East SILC and South SILC.
- Seek authority to approve expenditure of £9,929.1m from capital scheme number 16981/NES/000 to enable expansion of the North East SILC and to seek authority to approve expenditure of £4,071.1m from capital scheme 16981/SLS/000 to enable expansion of the South SILC.

## 8. Background Information

- 8.1 The Basic Need programme represents the Council's response to the demographic growth pressures in primary school provision. The rapidly increasing birth rate in Leeds has required Leeds City Council to approve over 1118 new reception places since 2009 in order that it fulfils its statutory duty to ensure sufficiency of school places.
- 8.2 The scale of the response cannot be met through the existing estate; therefore the expansion of existing schools or the creation of new schools has been required in many instances. Under the Education and Inspections Act 2006, these changes all constitute prescribed alterations, and each requires a statutory process to confirm the change and make it permanent. Capital school building solutions to the demographic need are managed via Children's Services Basic Need Programme.
- 8.3 The proposals for the North East SILC expansion onto the former Blenheim Centre site on Crowther Place and the South SILC expansion onto the former Broom Court site form part of the on-going work to address capacity and sufficiency across all of Children's Services, which includes provision for primary and secondary school places, early years, as well as specialist provision. These proposals form part of the Council's Basic Need Programme that embeds the 'one council' approach that has achieved shared ownership of proposed solutions.
- 8.4 In September 2013 the Council's Executive Board approved the undertaking of formal consultation on both the expansion of the NE SILC from a capacity of 200 to 350 pupils and the South SILC from a capacity of 150 to 200 pupils. A new build 150 place provision on the former Blenheim Centre site will enable the expansion of the North East SILC and a new build 50 place provision on the former Broom Court site will enable the expansion of the South SILC. The statutory consultation was held from 16 September to 25 October 2013 and the outcome was reported back in December 2013. Executive Board approved the recommendation to proceed with both proposals and Statutory Notices were published in January 2014. Final determination to increase the NE SILC site from a capacity of 200 to 350 pupils and the South SILC site from a capacity of 150 to 200 pupils was given at the March 2014 Executive Board Meeting.
- 8.5 The development site for the North East SILC is on the area of land occupying the former Blenheim Centre which is due for demolition in June 2014, as agreed by Asset Management Board in March 2014. The Woodhouse Health Centre adjacent to the site will be unaffected by the proposal however consultation will be undertaken with the centre regarding treatment of the boundary. Consultation has been undertaken with the Grafton Learning Centre regarding the displacement of

Grafton parking to the land currently occupying the vacant Grafton superintendent property. This proposal was also agreed by Asset Management Board in March 2014. The development site for the South SILC is the former Broom Court residential care home for children with complex learning and behavioural difficulties. The building has already been demolished by Civic Enterprise.

- 8.6 The scope for the North East SILC expansion project is to design and build generic SEN provision for 150 children and young people aged 2 to 16. The scope for the South SILC expansion project is to build a 50 place provision, allowing the existing pupil places to expand from 100 to 150.
- 8.7 Both buildings will be completed and ready for occupation in September 2015, with building work due for completion in August 2015.
- 8.8 An enabling package, at a value of £200k, to complete the asbestos removal and demolition of the existing Blenheim Centre on site has been submitted prior to the award of the main contract as enabling works to ensure the scheme can be delivered as per the existing programme

## **9. Main Points**

### **9.1 Design Proposals and Full Scheme Description**

The proposed work to expand the NE SILC consists of the following components:

- Construction of a 3 storey building with 17 classrooms and associated ancillary facilities (toilets, stores etc.). The construction will also include specialist SEN accommodation such as calming rooms, rebound therapy, hygiene suites and an interactive room, plus a large hall, a small hall, activity hall, medical/nurse rooms, kitchen, offices, reception, staff room, staff workroom, staff toilets, meeting room, small group rooms and a social skills room which will be used for multi-purpose activities;
- External works will include the creation of car parking adjacent to the proposed new SEN building and adjacent to the Grafton Learning Centre; a habitat area; and both hard and soft pour surfacing play areas;
- Necessary off-site highways works; and
- A contribution toward additional teaching furniture and ICT equipment required to populate the new classroom spaces.

The proposed work to expand the South SILC consists of the following components:

- Construction of a 2 storey building with 6 classrooms and associated ancillary facilities (toilets, stores etc.). The construction will also include specialist SEN accommodation such as calming rooms, rebound therapy and hygiene suites, plus a small hall, group rooms, a science base, an art/design and technology base and a social skills room which will be used for multi-purpose activities.
- External works will include the creation of a new car park to the front of the building and an outdoor learning area to the side of the building which will be used by students to grow vegetables etc.

- Necessary off-site highways works; and
  - A contribution toward additional teaching furniture and ICT equipment required to populate the new classroom spaces.
- 9.2 The proposed new NE SILC School is within the Hyde Park and Woodhouse ward and the proposed new South SILC School is within the Middleton Park ward. The sites were confirmed and committed to by the statutory process required to expand an existing school. An option appraisal and feasibility study were commissioned during RIBA stages A to B for each scheme and the subsequent recommendation confirmed the sites were viable for this educational development. However in January 2014 new issues with site topography and land ownership were identified at the NE SILC site which resulted in multiple redesigns of the site. These issues have now been closed as the design has been adapted to remain within LCC ownership and reflect the constraints of the site. Asset Management Board approved the boundary of the school site in March 2014.
- 9.3 Dialogue with Planning & Highways departments has been undertaken at the pre-application stages and will continue through until project delivery.
- 9.4 The design of the schemes have progressed to the end of RIBA stage D; during each of the design stages consultation has taken place with the following key stakeholders:
- Planning
  - School Leadership Team
  - Highways
  - Urban Design
  - Complex Needs Team
  - Secured By Design
  - Local Ward Members
  - Building Control
- 9.5 The Project Teams have consulted local Members to resolve any issues prior to the formal submission of a detailed planning application; the comments received have been incorporated into the designs.
- 9.6 The Local Education Partnership (LEP)/Interserve Construction Ltd (ICL) were commissioned under “exclusivity” as both projects include providing additional accommodation for secondary school age children that are still in education. PPPU have been commissioned to Project Manage the schemes which will be designed and constructed by the LEP through their contractor ICL. The design will be progressed to end of RIBA Stage E and the scheme will be awarded on the basis of the NEC3 form of contract (Option A) with a fixed price agreed through a combination of benchmarking and Market testing.
- 9.7 A detailed cost plan has been produced for each scheme by the LEP and cost checks have been carried out at the end of RIBA stage D; this cost plan has been validated by ICL and Norfolk Property Services (NPS) Leeds Ltd.
- 9.8 NPS have been commissioned by PPPU for the provision of multi-disciplinary consultant advice (technical advisory services) to support the Client and Project Management Team during RIBA Work Stages D to E up to award of contract.

## 10. Programme

- 10.1 The planning applications for each scheme were submitted during February 2014. Due to the size of the development, a twelve week planning period has been included in the programme. The projected decision date for the NE SILC is the 9<sup>th</sup> of June and the projected decision date for the South SILC is the 22<sup>nd</sup> of May. Start on site at both sites is expected in July 2014 with a completion date of August 2015 for the NE SILC and April 2015 for the South SILC. All internal works will be completed prior to the commencement of the new term in September 2015.
- 10.2 The key milestones to achieve this programme for both SILCs are detailed below:
- Planning submitted February 2014
  - Authority to spend June 2014
  - Planning achieved June 2014
  - Contract Award June 2014
  - Start on-site July 2014
  - Completion, including external work August 2015 (NE SILC)  
April 2015 (South SILC)
  - Occupation September 2015
- 10.3 The approval of Authority to Spend, as requested within this report, is on the critical path and therefore crucial to the delivery of the project in accordance with the dates listed above.

## **11. Corporate Considerations**

### **11.1 Consultation and Engagement**

- 11.1.1. The proposed schemes and associated work at the NE SILC and South SILC has been the subject of consultation with Children's Services Officers, SILC representatives, the Complex Needs team and local ward members. The statutory consultation for the expansion of the NE SILC and South SILC, which included Ward members for Hyde Park & Woodhouse and Middleton Park, was undertaken between 16 September 2013 and 25 October 2013. All detailed project communication is being managed via a formal project communication plan.
- 11.1.2. Pre-planning meetings have been held with officers from Planning, Urban Design & Highways prior to the submission of the planning application. Substantial engagement has taken place with key stakeholders in respect of the off-site highway solution for both sites. Elected members were briefed in February 2014.
- 11.1.3. Local Members have been briefed on progress of the scheme and the Basic Need Programme Manager holds regular 6 weekly meetings with the Deputy Executive Board Member, Children's Services (Learning). Children's Services and PPPU will continue to brief Councillors at key stages throughout the expansion project as required.

### **11.2 Equality and Diversity / Cohesion and Integration**

- 11.2.1. The recommendation within this report does not have any direct nor specific impact on any of the groups falling under equality legislation and the need to eliminate discrimination and promote equality. A screening document has been prepared and an independent impact assessment is not required for the approvals requested.

The screening document has been sent to the Equality Team to be approved and published and held on file. A copy is included as appendix A to this report.

### **11.3 Council Policies and City Priorities**

- 11.3.1. Both schemes are to be delivered under the City Council's Basic Need Programme and are required to fulfil the Local Authority's statutory responsibility to provide sufficient school places.
- 11.3.2. A key objective within the Best Council Plan 2013-2017 is to build a child friendly city. The delivery of pupil places through Basic Need is one of the most baseline entitlements of a Child Friendly City. A good quality school place contributes to the achievement of targets within the Children and Young People's Plan such as our obsession to 'improve behaviour, attendance and achievement'. In addition, "Narrowing the Gap" and "Going up a League" agendas are fundamental to the Leeds Education Challenge.
- 11.3.3. The SILC schemes are also linked to the Best Council Plan 2013-2017 objective of becoming an efficient and enterprising council by improving how we're organised and making best use of our assets. The council are ensuring value for money is achieved and costs are minimised through the effective procurement and delivery of projects.

### **11.4 Resource and Value for Money**

- 11.4.1. The estimated cost of the NE SILC project is £9,929.1m and the estimated cost of the South SILC project is £4,071.1m. These figures are inclusive of all fees and other associated costs.
- 11.4.2. The cost will be met through capital scheme number 16981/NES/000 for the North East SILC and 16981/SLS/000 for the South SILC as part of the Basic Need Programme.
- 11.4.3. The design phase was extended to allow robust cost estimates to be provided by the LEP on a fixed cost basis. These costs have been validated by both ICL and NPS as part of the RIBA Stage D 'design freeze' report. These costs reflect the complexity of the project, comments received from Highways and Planning departments, perceived risk levels and site specific issues identified during the design development & consultation. A priced risk register has been included within the project management paperwork.

#### **11.4.4. Capital Funding & Cash Flow**

##### **North East SILC**

- 11.5 The costs include all design fees and costs associated with completing this project. These costs have been provided by the LEP as part of their design commission for this project and were presented at RIBA Stage D. This point represents 'design freeze' and the cost estimates have been developed to the required level of detail to allow this report to be compiled.

Funding Approval :	Capital Section Reference Number :-						
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH	FORECAST				
	£000's	2014 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017/18 £000's	2018 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
INTERNAL FEES (6)	0.0						
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Authority to Spend required for this Approval	TOTAL	TO MARCH	FORECAST				
£000's	2,014.0 £000's	2014 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017/18 £000's	2018 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	8,049.6		4,940.0	3,109.6			
FURN & EQPT (5)	558.2		150.0	408.2			
INTERNAL FEES (6)	319.1	14.3	304.8				
OTHER COSTS (7)	1,002.2	467.0	535.2				
<b>TOTALS</b>	<b>9,929.1</b>	<b>481.3</b>	<b>5,930.0</b>	<b>3,517.8</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Total overall Funding (As per latest Capital Programme)	TOTAL	TO MARCH	FORECAST				
£000's	2,014.0 £000's	2014 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017/18 £000's	2018 on £000's
Basic Need Grant	9,929.1	481.3	5,930.0	3,517.8	0.0		
Total Funding	9,929.1	481.3	5,930.0	3,517.8	0.0	0.0	0.0
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

**Parent Scheme Number:** 16970/000/000, & 16468/000/000

**Title:** Targeted Basic Need Grant, & Basic Need Grant 2012/13

### South SILC

- 11.6 The costs include all design fees and costs associated with completing this project. These costs have been provided by the LEP as part of their design commission for this project and were presented at RIBA Stage D. This point represents 'design freeze' and the cost estimates have been developed to the required level of detail to allow this report to be compiled.



Funding Approval :	Capital Section Reference Number :-						
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH	FORECAST				
	£000's	2014 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017/18 £000's	2018 £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
INTERNAL FEES (6)	0.0						
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Authority to Spend required for this Approval	TOTAL	TO MARCH	FORECAST				
£000's	£000's	2014 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017/18 £000's	2018 £000's
LAND (1)	0.0						
CONSTRUCTION (3)	3,261.0		2,315.0	946.0			
FURN & EQPT (5)	201.7		25.0	176.7			
INTERNAL FEES (6)	138.1	5.3	132.8				
OTHER COSTS (7)	470.3	235.2	235.1				
<b>TOTALS</b>	<b>4,071.1</b>	<b>240.5</b>	<b>2,707.9</b>	<b>1,122.7</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Total overall Funding (As per latest Capital Programme)	TOTAL	TO MARCH	FORECAST				
£000's	£000's	2014 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017/18 £000's	2018 £000's
Basic Need Grant	4,071.1	240.5	2,707.9	1,122.7	0.0		
Total Funding	4,071.1	240.5	2,707.9	1,122.7	0.0	0.0	0.0
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

**Parent Scheme Number:** 16970/000/000, & 16468/000/000

**Title:** Targeted Basic Need Grant, & Basic Need Grant 2012/13

## 11.7 Revenue Effects

- 11.7.1. Any revenue implications arising from these new developments will be managed within the funding envelope.

## 11.8 Legal Implications, Access to Information and Call-In

- 11.8.1. This report constitutes a 'Key Decision' and as such will be subject to 'Call-In'.
- 11.8.2. The Council's Executive Board has the authority to make this decision under powers granted within part 3 of the Council's Constitution.

## 11.9 Risk Management

- 11.9.1. Risk is to be managed through application of 'best practice' project management tools and techniques via the City Council's 'Delivering Successful Change' methodology. Experienced Project Management resource has been allocated from within the Public Private Partnerships Unit.
- 11.9.2. A joint risk log will be maintained for both schemes throughout the project and escalation is via Built Environment Programme Manager.

- 11.9.3. Pre-planning consultation with Highways and Planning has been undertaken with a view to designing out key risks. Expected planning conditions have been priced within the current budget estimate.

## **12. Conclusions**

- 12.1 The proposal to expand the North East SILC on the site of the former Blenheim Centre and the South SILC on the former Broom Court site by September 2015 will enable the increased demand for places for children and young people with special educational needs in the Hyde Park & Woodhouse and Middleton Park areas to be met.
- 12.2 The expansion projects for the North East SILC and South SILC are being managed by Children's Services, PPPU and Procurement Unit, LEP and other key stakeholders. The cost of the accommodation for the North East will be met through capital scheme 16981/NES/000 to the value of £9,929.1m and capital scheme 16981/SLS/000 to the value of £4,071.1m for the South SILC.

## **13. Recommendations**

- 13.1 Executive Board is requested to:
- 13.1.1. Authorise expenditure of £9,929.1m from capital scheme number 16981/NES/000 to enable the construction work associated with the expansion to the North East SILC and expenditure of £4,071.1m from capital scheme number 16981/SLS/000 to enable the construction work associated with the expansion to the South SILC.
- 13.1.2. Note the programme dates identified in section 4.0 of this report in relation to the implementation of this decision. The final delivery date for total completion of this scheme is September 2015.
- 13.1.3. Note that the Project Manager, PPPU is responsible for implementation.

## **14. Background Documents<sup>1</sup>**

- 14.1 None

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.