

Tel: 0113 37 87198

Report of the Head of Service Learning Systems

Report to the Director of Childrens & Families

Date: 19th May 2017

Subject: Design & Cost Report and Tender Acceptance for works to support the expansion of Brudenell Primary School



Are specific electoral Wards affected?	🛛 Yes	🗌 No
If relevant, name(s) of Ward(s):.		
Headingley		
Are there implications for equality and diversity and cohesion and integration?	Yes	🛛 No
Is the decision eligible for Call-In?	🗌 Yes	🛛 No
Does the report contain confidential or exempt information?	🗌 Yes	🛛 No
If relevant, Access to Information Procedure Rule number:		

Summary of main issues

- The purpose of this report is to seek approval to incur capital expenditure of £1,179,305 from capital scheme number 32450/BRU/PH1 for works necessary to facilitate the refurbishment and conversion of the former college owned portion of the Brudenell Centre into teaching accommodation. These works are necessary to facilitate the expansion of Brudenell Primary School from an intake of 40 pupils up to 60 for September 2017 and are critical to ensure the Learning Places expansion accommodation is in place for commencement of the forthcoming academic year.
- 2. In December 2016 the Executive Board approved the principal of a project to expand Brudenell Primary to 420 pupil places with effect from September 2017. A funding envelope of £2.35m has been assigned to deliver the necessary development with the construction works due to be delivered over two phases. Phase One, of which this report appertains, constitutes the conversion of the newly acquired, former college owned section of the Brudenell Centre. Phase Two, due to be completed for September 2018, will convert the historically Leeds City Council owned portion of the Brudenell Centre and will be subject to separate reports at the appropriate juncture.
- 3. A package of enabling works required to facilitate Phase One of the conversion of the Brudenell Centre have been completed by LBS. Approval was granted on the 2nd March 2017 (DDN number D44176) for the sum of £119,807, these monies were drawn down from the previously approved overall project budget of £2.35m and the work identified have now been completed.



- 4. The works detailed within this report are required to ensure a September 2017 completion, when the statutory expansion takes formal effect. Failure to meet this critical path will result in the need to provide alternative temporary accommodation at Brudenell Primary to ensure that sufficient classroom space is available to place the additional pupils on roll.
- 5. The project is to be delivered by Children's Services in partnership with the internal service provider (LBS), the design and specification will be provided by the joint venture partners (NPS).
- In accordance with this approval, this report has been issued for consideration and supported to the Director Resources & Housing, Director of City Development and Executive Member for Children & Families via email on 18th May 2017.
- 7. In September 2014, Executive Board approved the Learning Places Programme report recommendation to delegate authority to the Director of Childrens & Families to approve Design and Cost reports for individual projects, subject to support by the Director Resources & Housing and the Director of City Development. As such this report represents a subsequent approval and therefore an administrative decision exempt from call-in.

Recommendations

The Director of Childrens & Families is requested to:

- Authorise expenditure of £1,179,305 from capital scheme number 32450/BRU/PH1 to deliver the main works package required to facilitate the conversion of the former Brudenell Centre College building into useable teaching accommodation. The works detailed herein are required to facilitate the first phase of this conversion which refurbishes the newly acquired, former college owned section of the facility.
- 2. Authorise acceptance of the tender submitted by Leeds Building Services in the sum of £938,833.55. This figure is purely the construction work and is exclusive of ancillary costs including the previously approved package of enabling works.
- 3. 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 this scheme is prior to the commencement of term September 2017.
- 4. Note that the officer responsible for implementation is the Built Environment Project Officer.
- 5. Note that the approval sum detailed under point 1 above includes the following elements:
 - a. £938,833.55 for constructions associated with the delivery of the proposed expansion at Brudenell Primary School. This represents the tender sum provided by LBS and does not include the package of previously agreed enabling works.
 - b. £111,013 for NPS fees for RIBA Stages One to Six.
 - c. £20,000 for loose furniture and equipment, based on an increase per year of 20 pupils.
 - d. £5,574 for additional surveys and the Building Control application.

e. A client held contingency commensurate with the complexity and scale of the refurbishment and remodelling of the Brudenell Centre for primary school usage. Includes for a risk allowance to facilitate connection of the schools ICT network to the new accommodation.

Purpose of this Report

- 1.1. The purpose of this report is:
 - To provide background information and detail to the Director of Children's & Families for the proposed development at Brudenell Primary School to enable the permanent expansion of the school up to two forms of entry per year.
 - Seek authority to incur capital expenditure of £1,179,305 to undertake the main works package necessary to facilitate the first phase of the works required at Brudenell Primary School.
 - Seek authority to accept the tender return from the internal service provider, LBS, and commence work on-site for a September 2017 completion.
 - Contextualise the associated cost and risk implications of the proposed works, both in terms of the construction programme at Brudenell and the wider Learning Places programmes implication.

2.0 Background Information

- 2.1. The Learning Places programme represents the Council's response to the demographic growth pressures in primary school provision. The increasing birth rate in Leeds has required Leeds City Council to approve an increasing number of new reception places since 2009 in order to fulfil its statutory duty to ensure sufficiency of school places.
- 2.2. 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. The capital school building solutions to the demographic need is managed via Children's Services Learning Places Programme.
- 2.3. A report to Executive Board on 10th February 2016 detailed the outcome of consultation on the proposal to expand primary provision at Brudenell Primary School from a capacity of 280 pupils to 420 pupils with an increase in the admission number from 40 to 60 with effect from September 2017. Executive Board approved the recommendation to publish a Statutory Notice. The final determination was granted at the 22nd June 2016 Executive Board meeting.
- 2.4. The proposal for Brudenell Primary School will 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 in addition to early years and specialist provision. These proposals form part of the Council's Basic Need Programme that embeds the 'One Council' approach in terms of shared ownership of proposed solutions across the various departments involved.
- 2.5. These proposals form part of the Council's Learning Places Programme that embeds the 'One Council' approach in terms of shared ownership of proposed solutions across the various departments involved.
- 2.6. Following the closure of the Brudenell Centre adult learning facility in circa 2015 the opportunity to utilise this facility, located directly off the playground to Brudenell Primary School, presented itself. The Brudenell Centre is divided into two distinct parts, a newer historically Council owned block and an older Leeds City College owned block. Upon expiry of the lease the former was vested with Children's

Services to support the Learning Places expansion of Brudenell Primary School. In the intervening period the historically College owned block has been acquired at nil cost by Leeds City Council Asset Management and has been allocated for use by Children's Services.

- 2.7. The renovation and refurbishment of the older, formally College owned block represents Phase One of the expansion at Brudenell Primary School. Phase Two will remodel the newer block. Currently this building is occupied by the Wellspring Academy Trust under a short term lease to support the Council's wider 'Social, Emotional & Mental Health' programme. This term expires in December 2017 and once the building is vacated Phase Two will commence in January 2018 for a September 2018 occupation by Brudenell Primary School. The Phase Two works will be subject to a separate DCR submitted at a later date.
- 2.8. A package of enabling works, required to facilitate the refurbishment and conversion of the Brudenell Centre, were approved on 2nd March 2017. These works have since been completed in full by LBS whilst the scheme has been out to tender. Due to resourcing issues within LBS the tender for the main works package has been delayed and consequently the intention for the enabling works to merge into the main construction programme has not been possible. Measures have been taken to mitigate the programme risk and delivery of the critical path items, details of which are noted in in section 5.7 of this report.
- 2.9. The proposed works detailed within this report represent the main works package required to facilitate Phase One of the additional accommodation requirements at Brudenell Primary School. Works relating to Phase Two of this project, due for completion in September 2018, will be subject to a separate design cost report issued at a later date.
- 2.10. A scheme budget of £2.35m was previously approved by Executive Board in December 2016 for completion of both phases.
- 2.11. Norfolk Property Services Leeds (NPS) have been appointed as design consultants with Leeds Building Services (LBS) undertaking the construction work.

3.0 Main Points

3.1. **Design Proposals and Full Scheme Description**

The proposed main works package at Brudenell Primary School will fully refurbish and remodel the former college building, acquired to support the expansion and now vested with Children's Services, for its usage as additional KS2 teaching space. The key components of these works are as follows:

- Full condition based upgrade of the building fabric. Including but not exclusive to; repairs to the roof structure to ensure the building is water tight, new windows and doors throughout and damp repairs.
- Installation of new infrastructure, including but not exclusive to; electrical rewire, new heating system, new fire alarm, new security alarm, new ICT network installation and phone lines. New infrastructure is cognisant of Phase Two and the need to be extended further during this period of works (e.g. fire alarm panel capacity).

- Installation of a mezzanine floor to the hall area to provide direct access to the upper level where the current primary school block is situated. Includes for formation of circulation space, stairwell, new platform lift, storage space and a staff work area.
- Reinstatement of the hall space. Includes for damp proof tanking system, installation of partial sprung floor, LED lighting and general refurbishment works.
- Remodelling of the former admin wing to create one dedicated teaching space with direct access to the school playground, associated welfare and storage provision, creation of a group room / staff work area and refurbishment of the main entranceway.
- Remodelling and refurbishment of former studio space to create temporary classroom space. Works to be cognisant to convert this space to a staff room as part of the Phase Two works due for completion in September 2018.
- 3.2. The estimated scheme cost is £1,179,305; this includes £938,833.55 for main construction works, NPS fees of £111,013, and £35,575 to cover supporting costs. A client held contingency has also been allowed for within the scheme cost which is commensurate to the scale and complexity of the proposed works detailed herein.
- 3.3. Any required Highways works, necessary to support the expansion of Brudenell Primary School, will picked up as part of the main scheme design cost report for Phase Two.
- 3.4. Phase One of the expansion works for Brudenell Primary are purely internal remodelling and do not require a planning application. The works will conform to all building regulations and Building Control approval will be sought.
- 3.5. The expansion of Brudenell Primary School, via the conversion of both the new and old elements of the Brudenell Centre, represents a multi-phase programme. The proposals detailed herein refer only to the main works required to support Phase One of this programme, namely the refurbishment and conversion of the former college building into teaching accommodation.
- 3.6. Due to the constricted programme and necessity to deliver the additional accommodation for commencement of the new academic year in September 2017 it is essential to approve the works detailed herein by week commencing 22nd May 2017 if the critical path is to be met.

4.0 Programme

- 4.1. The works highlighted in point 3 above are required to support the proposed renovation of the older block of the Brudenell Centre for its use as a Key Stage 2 annexe to the existing Brudenell Primary School.
- 4.2. As detailed below the tender was returned by LBS four weeks behind schedule, detrimentally affecting the programmed 'start on-site' date. In order to meet the critical path it is essential that the order for the works is placed with LBS by the week commencing 22nd May 2017 if the handover date is to be maintained.
- 4.3. The key milestones to achieve the site set up for the second phase of this programme are as follows:

- Tender issue 10th February 2017 Projected tender return 21st April 2017 Actual tender issue 16th May 2017 18th May 2017 Tender report issue • w/c 22nd May 2017 Authority to spend Placement of order to LBS w/c 22nd May 2017 w/c 22nd May 2017 Start on-site Completion & handover (Phase One) 1st September 2017 w/c 1st September 2017 Occupation by the school • Commencement of Phase Two Early January 2018 • Completion of Phase Two 1st September 2018
- 4.4. The approvals within this report and the need to place the order with LBS on the 22nd May represents the critical path and must be completed in order to ensure a completion date of 1st September 2017.
- 4.5. Due to the delay in LBS issuing the tender return by approximately four weeks the above programme has been subject to revision by NPS, in consultation with LBS, to re-sequence the works to ensure the critical path can be met. Works to provide the critical accommodation will be prioritised to ensure this is available for September 2017. Works have been accelerated to facilitate this programme however successful implementation of it is subject to the approval dates noted above being met.

5.0 Corporate Considerations

5.1. **Consultation and Engagement**

- 5.1.1. The expansion of Brudenell Primary has been subject to consultation with Children's Services' officers, school representatives, Highways, Planning and elected members.
- 5.1.2. The proposals detailed herein have been subject to extensive consultation with the school management team and governing body. The school have in turn made parents aware of the proposals. Full support has been provided for the scheme as detailed and the school management team have been integral to its development.
- **5.1.3.** This report has been issued for consideration and supported to the Director Resources & Housing, Director of City Development and Executive Member for Children & Families via email on 18th May 2017.
- 5.1.4. Children's Services will continue to brief elected members at key stages throughout the project development.

5.2. Equality and Diversity / Cohesion and Integration

5.2.1. The recommendations with this report do not have any direct nor specific impact upon any of the groups falling under the remit of the equality legislation and the need to eliminate discrimination and promote equality. A screening document has been prepared to this effect 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, publishing and held on-file. A copy is included with this report as appendix A.

5.3. **Council Policies and Best Council Plan**

- 5.3.1. This scheme is due to be delivered under the City Council's Learning Places Programme and is required to fulfil the Local Authority's statutory responsibility to provide sufficient school places. In providing places close to where the children live the proposals will improve accessibility of local and desirable school places, and thus reduce any risks of non-attendance.
- 5.3.2. This contributes to the 2016/17 Best Council Plan outcomes for everyone in Leeds to 'Do well at all levels of learning and have the skills they need for life'; 'Be safe and feel safe' and 'Enjoy happy, healthy, active lives'. It also supports the vision in the supporting Children and Young People's Plan 2015-19 to build a child-friendly city with a focus on ensuring all children and young people are safe from harm; do well at all levels of learning and have the skills for life; enjoy healthy lifestyles; have fun growing up; are active citizens who feel they have a voice and influence. The programme seeks to deliver a supply of good quality accessible local school places which can contribute to these outcomes.

5.4. **Resource and Value for Money**

- 5.4.1. The estimated scheme cost is £1,179,305; this includes £938,833.55 for the completion of the main construction works, NPS fees of £111,013, and £35,575 to cover supporting costs. A client held contingency has also been allowed for within the scheme cost which is commensurate to the scale and complexity of the proposed works detailed herein.
- 5.4.2. The cost will be met through capital scheme number 32450/BRU/PH1 as part of the Basic Need Programme.
- 5.4.3. The original NPS pre-tender estimate allowed for an uplift of +20% to address legacy pricing returns from the internal service provider. This allowance was provided to reflect the additional overheads and sub-contractors profit margins encountered when using the internal service provider. The tender return of £938,833.55 is 14% above the original NPS estimate.
- 5.4.4. The NPS tender report recommends that the cost be accepted subject to the following criteria being met:
 - a) A full review of the costs is undertaken with LBS and NPS to determine scope for value engineering and price review.
 - b) Issue of an acceptable construction phase health & safety plan.

The recommendation to proceed with the tender, despite concern over cost, reflects the current programme and is based on the benefits of having continuation of site knowledge from LBS, their commitment to commence work within the timeframe detailed in section 4.0 of this report, the lack of time available to retender or address the pricing concerns before starting work on-site if the critical September 2017 deadline is to be met, the avoidance of providing temporary accommodation and a timetabled commitment to address point (a) above.

5.4.5. An exercise to determine the viability of placing temporary accommodation was taken as part of a previously cancelled scheme. Due to the complexity of the site it was determined that it would be impractical, from both a cost and educational perspective, to place temporary accommodation at Brudenell Primary School. The

topography of the site, position of the building and distance between the level playground areas and the main school are too restrictive. The costs to achieve this would not offer value for money and the school do not support the provision of a modular unit from a curriculum perspective.

- 5.4.6. The tender return has been issued four weeks behind the project programme and its late return has had a significant impact upon the scheme's critical path. Delivery for September 2017 is still achievable, though it must be noted that the flex within the programme has gone and the school have already compromised on the original phased handover schedule. Failure to award the tender from LBS within the timeframe indicated within point 4.0 above will result in the project not being achievable for September 2017 and will result in cost uplift to maintain the exposed building fabric during any re-tender period.
- 5.4.7. Due to the delay in issuing the tender return by the internal service provider, and its perceived high cost when compared to the design freeze estimate, an exercise will be undertaken with LBS and NPS to evaluate costs in detail and seek opportunities for savings and value engineering. As a consequence of the delay in the tender information being provided it is not possible to complete this exercise prior to work commencing on-site, as to do so would result in the critical path not being met. To achieve the delivery programme orders must be placed for long lead-in items (such as steelwork, windows & doors and the platform lift) in line with the programme detailed in section 4.0.
- 5.4.8. Completion of the works detailed herein is essential to provide the critical accommodation for the expansion at Brudenell Primary School for the next academic year and achieve a completion date of 1st September 2017. Any delay in starting on-site within the identified dates will result in the requirement for modular units to be placed at Brudenell Primary at a as yet unidentified and unknown cost.

5.5. Capital Funding & Cash Flow

Previous total Authority	TOTAL	TO MARCH				
to Spend on this scheme		2016	2016/17	2017/18	2018/19	2019 On
	£000's	£000's	£000's	£000's	£000's	£000's
LAND (1)	0.0					
CONSTRUCTION (3)	108.9		108.9			
FURN & EQPT (5)	0.0					
DESIGN FEES (6)	0.0					
OTHER COSTS (7)	10.9		10.9			
TOTALS	119.8	0.0	119.8	0.0	0.0	0.0
Authority to Spend	TOTAL	TO MARCH				
required for this Approval		2016	2016/17	2017/18	2018/19	2019 On
i oqui ou ioi tilo rippi otul	£000's	£000's	£000's	£000's	£000's	£000's
LAND (1)	0.0					
CONSTRUCTION (3)	939.0			939		
FURN & EQPT (5)	30.0			30		
DESIGN FEES (6)	111.0			111		
OTHER COSTS (7)	99.0			99		
TOTALS	1179.0	0.0	0.0	1179.0	0.0	0.0
Total overall Funding	TOTAL	TO MARCH				
(As per latest Capital		2016	2016/17	2017/18	2018/19	2019 On
Programme)	£000's	£000's	£000's	£000's	£000's	£000's
	0.0					
Basic Needs Grant	1298.8		119.8	1179.0		
	0.0					
Total Funding	1298.8	0.0	119.8	1179.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0

Parent Scheme Number: 32450/000/000

Title: Basic Need Primary Expansion 2017/18

5.6. **Revenue Effects**

5.6.1. Any additional revenue consequences that may arise as a result of the project will be managed within the respective school budgets.

5.7. Legal Implications, Access to Information and Call-In

- 5.7.1. The Director of Childrens & Families has been granted the delegated authority to approve this project to proceed after complying with the conditions established by Executive Board in December 2016. As outlined in this report the Director of Childrens & Families has the support for the decisions in this report from the Director Resources & Housing and Director of City Development, and has consulted with the appropriate Executive Members on the proposals.
- 5.7.2. The approval of this report constitutes a 'Significant Operational Decision' and as such will not be subject to 'Call-In'.
- 5.7.3. There are no other legal implications or access information issues arising from this report.

5.8. **Risk Management**

- 5.8.1. 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 Children's Services Built Environment team will be tasked with ensuring the project remains within the predetermined risk tolerances.
- 5.8.2. A programme level risk log will be maintained and updated throughout the project and escalation is via Head of Service Learning Systems.
- 5.8.3. Due to the delays in the internal service provider issuing the tender the construction programme has had to be re-sequenced to reflect the now compressed delivery timeframe. As such the programme detailed within section 4.0 of this report reflects the most efficient form of delivery. The nature of the works proposed herein is complex and high risk in nature, being refurbishment of an existing 100 year old building, which in turn presents a key risk in delivery. To mitigate this risk works to the classrooms, which represents the critical accommodation, will be accelerated to ensure availability for the 1st September. This section of the building is formed from a newer build extension and does not have the associated complexity risk that exists with the older sections. Programming discussions have been held with LBS and NPS and both parties have accepted this delivery requirement and noted it is achievable within the critical path.
- 5.8.4. As a consequence of the compressed programme, coupled with the complexity of the project, progress meetings will be held at two week intervals in order to gauge progress against the critical path. This will allow sufficient advanced warning as to the need to develop and implement further mitigation measures.
- 5.8.5. Due to the delay in issuing the tender return by the internal service provider, and its perceived high cost when compared to the design freeze estimate, an exercise will be undertaken with LBS and NPS to evaluate costs in detail and seek opportunities for savings and value engineering. As a consequence of the delay in the tender information being provided it is not possible to complete this exercise prior to work commencing on-site, as to do so would result in the critical path not being met. To achieve the delivery programme orders must be placed for long lead-in items (such as steelwork, windows & doors and the platform lift) in line with the programme detailed in section 4.0.
- 5.8.6. Delay in issuing the order to LBS will result in the programme not being met and result in a need for temporary modular accommodation being installed at an unknown cost which has not been budgeted for within the scheme scope. The site at Brudenell is restrictive and it may not be possible to provide a serviced classroom unit for technical reasons (e.g. lack of access to drainage, electrical supply) as it could only be placed on the playground which is a significant distance from the main building. The project team will endeavour to avoid this scenario by accelerating and completing phased handover of the critical accommodation within the Brudenell Centre; however this is subject to the programme dates detailed in section 4.0 above being met.

6.0 Conclusions

6.1. In order or provide the necessary accommodation to implement the formal expansion of Brudenell Primary School, up to two forms of entry per year, it is necessary to undertake package of remodelling and refurbishment works to the

recently acquired, and vacant, Brudenell Centre. These works will convert this facility into a key stage two block and must be made available for commencement of the 2017 / 18 academic year. Due to the tight timescale involved with this project, as a consequence of the four week delay in issuing the tender return, it is necessary to engage LBS to complete the works by the week commencing 22nd May 2017 on order to meet the revised start date of week commencing 22nd May 2017.

- 6.2. Approval is sought on the tender return value of £938,833.55 provided by LBS on the 21st April 2017. Due to timescales it is necessary to approve this value, and the overall scheme cost of £1,179,305, prior to the value engineering exercise being completed. If this proposal is not tenable, and the value engineering required prior to placement of the order, this will result in the critical path not being met and the essential accommodation not in place for occupation on the 1st September 2017. This would result in the need for temporary decant accommodation in the form of a modular unit, subject to ability to place one at Brudenell due to the tight site restrictions, at additional and unknown cost.
- 6.3. The delivery of the works at Brudenell Primary School will be managed by Children's Services in conjunction with the internal service provider (LBS); the joint venture partners (NPS), the school and other key stakeholders. The cost of the works will be met through capital scheme 32450/BRU/PH1 to the value of £1,179,305.
- 6.4. The requirement to provide additional accommodation at Brudenell Primary School for a September 2017 delivery has been developed through continued consultation with the appropriate stakeholders.

7.0 Recommendations

- 7.1. The Director of Childrens & Families is requested to:
- 7.1.1. Authorise expenditure of £1,179,305 from capital scheme number 32450/BRU/PH1 to deliver the main works package required to facilitate the conversion of the former Brudenell Centre College building into useable teaching accommodation. The works detailed herein are required to facilitate the first phase of this conversion which refurbishes the newly acquired, former college owned section of the facility.
- 7.1.2. Authorise acceptance of the tender submitted by Leeds Building Services in the sum of £938,833.55. This figure is purely the construction work and is exclusive of ancillary costs including the previously approved package of enabling works.
- 7.1.3. 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 this scheme is prior to the commencement of term September 2017.
- 7.1.4. Note that the officer responsible for implementation is the Built Environment Project Officer.
- 7.1.5. Note that the approval sum detailed under point 1 above includes the following elements:
 - a) £938,833.55 for constructions associated with the delivery of the proposed expansion at Brudenell Primary School. This represents the tender sum

provided by LBS and does not include the package of previously agreed enabling works.

- b) £111,013 for NPS fees for RIBA Stages One to Six.
- c) £20,000 for loose furniture and equipment, based on an increase per year of 20 pupils.
- d) £5,574 for additional surveys and the Building Control application.
- e) A client held contingency commensurate with the complexity and scale of the refurbishment and remodelling of the Brudenell Centre for primary school usage. Includes for a risk allowance to facilitate connection of the schools ICT network to the new accommodation.

8.0 Background Documents¹

8.1. None

¹ 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.