



**Report of the Head of Programme (Technical - PPPU)**

**Report to the Director of Children's and Families**

**Date: 24<sup>th</sup> October 2017**

**Subject: Design & Cost Report for Hunslet Moor Primary School Expansion**



**Capital Scheme Number: 32655 /HMP/ 000**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): City and Hunslet		
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 rapidly increasing birth rate in Leeds has required the Council to create new reception places in order to fulfil its statutory duty to ensure sufficiency of school places. The Learning Places Programme represents the Council's response to the demographic growth pressures on the school provision in the city.
2. As part of this programme, it is proposed that Hunslet Moor Primary School increases its roll starting at reception level from 45 to 60 places (1.5 to 2 FE) on a permanent basis with effect from September 2018. The project is required to deliver the 15 place increase per year in intake in order for the school to accommodate an additional 105 pupils in total.
3. This scheme will be completed under the City Council's Learning Places Programme which aims to ensure its statutory duties are met with respect to ensuring a school place for every child in the city. The 4 week statutory consultation period associated with the expansion was held between 29 February and 25 March 2016. Permission to publish the statutory notice was sought at June's Executive Board along with final determination by Executive Board in September 2016.

4. The additional accommodation will be achieved by reconfiguring existing spaces and providing a new build extension consisting of 6 classrooms and a small hall.
5. The new build accommodation associated with the expansion will be located on the former Burton Road site adjacent to the school following the demolition of the Family Centre which was located there. A significant amount of internal remodelling is also required to the existing school to provide suitably sized rooms. Accommodation for the additional reception intake is required for September 2018.
6. A total scheme budget of £5.9m of Basic Need Funding was approved by Executive Board in June 2017.
7. The full scope of works which are covered by this DCR will be:-
  - Demolition of the former caretaker's house and garage to improve/increase car parking space allocation within the school site. This will displace accommodation currently utilised by the school, which can be re-provided within the main building.
  - New build accommodation on the Burton Road site comprising
    - 6 classrooms with associated ancillary accommodation, staff & server room and a small hall.
  - Remodelling works to the existing school to facilitate a 1.5-2FE expansion includes:
    - Reconfiguration of existing undersized classrooms from 9 class bases to 6 class bases;
    - Re-provision of the existing offices, group rooms, meeting room and Community Room displaced by re-configuration;
    - Remodelled main entrance to resolve bottleneck in secure lobby, providing a larger General Office/Reprographics;
    - Resolution of constrained circulation issues;
    - Expanded school kitchen suitable for a 2FE Primary School;
    - Improvements to the Reception and Nursery play areas to address level issues, surface water run-off and identify dedicated play areas in order to clear space below the canopy and accommodate increased numbers;
    - A Multi-Purpose Room equivalent to a D&T Practical space in the existing school building and pastoral office space to re-provide accommodation currently used in the former caretakers house;
    - Additional WC's (quantity to match current legislation); and
    - External works including boundary fencing and treatment, Accessible & electric charging spaces, additional cycle parking, revised signage and Non-slip surfacing and white lining required to the KS2 games court.
8. The project will be delivered in conjunction with Norfolk Property Services (NPS) with project management support being provided by the Council's Projects Programmes and Procurement Unit (PPPU). The construction partner will be appointed, via a direct selection call-off using YORbuild2 framework, under the programme procurement strategy approved by the then Director of Childrens Services in January 2016.

9. In June 2017, Executive Board approved the Basic Need Programme report recommendation to delegate authority to the Director of Children & Families to approve Design and Cost Reports for individual projects, subject to support by the Director of Resources and the Director of City Development.
10. In accordance with the Learning Places Programme Delegation from Executive Board in June 2017, this scheme has been considered and supported by the Director of Resources & Housing and the Director of City Development via email as this falls outside the monthly meeting cycle for the School Places Programme Board meeting. Consultation with the Executive Member took place on 7<sup>th</sup> November 2017 via a councillor briefing prior to this DCR being submitted for approval.

## **Recommendations**

The Director of Children and Families is requested to:

- i. Approve the design and cost report for the scheme to expand Hunslet Moor Primary School, the cost being £5.9m with the appropriate details of the programme, design and cost as set out in this report.
- ii. Note that the Chief Officer, Projects, Programme and Procurement Unit is responsible for the scheme delivery which is scheduled for overall completion in November 2018, with critical accommodation for school places being available for September 2018.

## **1. Purpose of this Report**

### **1.1. The purpose of this report is:**

- To provide background information and detail in respect of the Learning Places scheme to increase Hunslet Moor Primary School from a 1.5FE to a 2FE school with additional places to be available by September 2018.
- To seek approval for the scheme to proceed on the basis of the budget, scope and programme set out in this report.

## **2. Background Information**

2.1. Leeds has an extremely dynamic and growing economy which makes the city a very attractive proposition for families and businesses to move to. As a result, the city's population is growing rapidly, at a faster rate than many of our neighbours and this is reflected in the increasing demand for 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. Under the Education and Inspections Act 2006, these changes constitute prescribed alterations, and each requires a statutory process to confirm the change and make it permanent.

2.3. The Council's response to the demographic growth pressures on school provision in the city are managed via Children's Services Learning Places Programme. Since 2009, over 1778 places in reception have been created in order for the Council to fulfil its statutory duty to ensure sufficiency of school places. The schemes in the programme are working with a range of partners, including schools of varying governance models, to ensure enough places are created to meet demand.

2.4. For the academic year starting September 2016, a total of 3FE permanent and 14FE bulge/temporary were secured to meet the level of demand.

2.5. For September 2017, a further 390 reception places (13FE) were provided across the city. This included 7 FE in terms of permanent expansions, along with another 150 bulge cohort places (5FE) and 30 places (1FE) through the opening of a Free School to meet the demand for places. In addition to reception class, a further 5FE in-year bulge cohorts for September 2017 have been added mainly across KS1 but with some in KS2; most of these have not required additional capital. Projections for September 2018 anticipate a further 270 places (9FE) needed, to be met by a combination of Free Schools, permanent expansions and bulge cohorts.

2.6. Analysis of available demographic data has identified that additional school places are required in the densely populated Hunslet and Holbeck areas to meet demand from families living locally. This is due to a number of factors including: the increase in 0-5 year old children residing in these areas of Leeds and in-year pressure for places in some school year groups; the high level of interaction amongst schools across Hunslet, Beeston and Holbeck planning areas; and an extensive programme of house building, both planned and already underway in the Holbeck area. There is a particular pressure for

places in the area where Hunslet Moor Primary School is situated and schools in this area are full and unable to accommodate any additional demand. Without adding any additional places in this area it is likely that in future years some children may not be allocated a place.

- 2.7. This new scheme will be completed under the City Council's Learning Places Programme.
- 2.8. The proposal for the extension to the school forms part of the on-going work to address capacity and sufficiency across all of Children and Families, which includes provision for primary and secondary school places, early years, as well as specialist provision. These proposals form part of the Council's Learning Places Programme that embeds the 'one council' approach that has achieved shared ownership of proposed solutions.
- 2.9. The expansion of places at Hunslet Moor Primary School was approved by Executive Board in September 2016. This proposal is for an increase in school places to serve the area and does not replace any existing schools or places within the community.
- 2.10. This project utilises the programme procurement strategy approved in January 2016 to appoint the construction partner, ISG, who were selected via a direct selection call-off using the YORbuild2 framework to undertake the expansion refurbishment works. This is in line with Contract Procedure Rule 3.1.5.
- 2.11. The scheme budget of £5.9m was approved at Executive Board in June 2017.

### **3. Main Points**

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

3.1.1. The full scope of works covered by this DCR will facilitate the expansion of Hunslet Moor Primary School to accommodate the additional reception class in September 2018.

3.1.2. A 1.5 FE expansion requires an increase from 11 to 14 classrooms, however, due to the undersized classrooms in the existing school and restrictive circulation, additional works are required within the building to meet basic need. The works proposed include:

- Demolition of the former caretaker's house and garage to improve/increase car parking space allocation within the school site. This will displace accommodation currently utilised by the school, which can be re-provided within the main building.
- New build on the Burton Road site comprising
  - 6 classrooms with associated ancillary accommodation to be provided in a 2-storey extension for Years 4, 5 & 6;
  - staff room due to loss of this accommodation in the existing site with the reconfiguration of class bases
  - Additional Small Hall to be accommodated adjacent the existing Main Hall with a sliding/folding partition between.
  - New server room

- Existing school: a 1.5-2FE expansion requires an increase from 11 to 14 classrooms, however due to the undersized classrooms in the existing school, this provision is increased to include
  - Reception and Years 1, 2 & 3. This requires reconfiguration of existing undersized classrooms from 9 class bases to 6 class bases. Current classrooms are not sufficiently sized to accommodate a full class of 30 pupils. By creating 2 classrooms where there are currently 3 small rooms, there will be sufficient space for 2 classes in each year group.
  - Reconfiguration of reception class rooms to accommodate increased intake
  - Re-provision of the existing offices, group rooms, meeting room and Community Room displaced by re-configuration
  - Remodelled main entrance to resolve bottleneck in secure lobby, providing a larger General Office/Reprographics
  - Resolution of constrained circulation issues
  - Expanded school kitchen suitable for a 2FE Primary School
  - Improvements to the Reception and Nursery play areas to address level issues, surface water run-off and identify dedicated play areas in order to clear space below the canopy and accommodate increased numbers.
  - A Multi-Purpose Room equivalent to a D&T Practical space in the existing school building and pastoral office space to re-provide accommodation currently used in the former caretakers house
  - Additional WC's (quantity to match current legislation)
  
- External works
  - 2.4m fencing to the boundaries of Fairford Avenue and Burton Avenue with new gates to the northern car park and pedestrian gates to Burton Avenue
  - Existing boundary treatments to Burton Road and Back Fairford Place are to remain as existing with the exception of realigning 3no triangles of land to Back Fairford Place to match existing boundary treatments
  - Accessible & electric charging spaces to be included in the south eastern car park.
  - Additional cycle parking
  - Improved visibility of the main entrance including new totem signage and canopy
  - Non-slip surfacing and white lining required to the KS2 games court

3.1.3. The design of the scheme has progressed to the end of RIBA stage 3 and has achieved design freeze, a corresponding construction budget has been estimated which sits within the overall approval funding envelope.

3.1.4. The planning application was submitted on 28<sup>th</sup> July and full planning permission is expected to be granted on or before 14<sup>th</sup> November 2017.

3.1.5. The project will be delivered by the Council's Projects, Programmes and Procurement Unit (PPPU) in conjunction with NPS acting as the Design Team

and Technical Advisors. The scheme is currently out to tender with ISG who have been selected via a direct call-off using the YORbuild2 framework. The YORbuild2 framework is based on the NEC3 form of contract with Option A (Priced contract with fixed priced activity schedule).

- 3.1.6. The award of the tender will be subject to a Tender Acceptance Report which will be submitted to the Director of Children and Families for approval mid November following a detailed review of all contract and tender documentation.

## 4. Programme

4.1. The key milestones to achieve the works programme are detailed below:

Milestone	Date
Tender return	2 <sup>nd</sup> November 2017
TA Report submitted for approval	10 <sup>th</sup> November 2017
Planning Approval	14 <sup>th</sup> November 2017
Contract award	16 <sup>th</sup> November 2017
Contractor lead in - mobilisation	November – December 2017
School closure dates (for decant from existing school for refurbishment)	19 <sup>th</sup> July - 20 <sup>th</sup> July 2018
Work on site	2 <sup>nd</sup> January 2018
<u>Phased handover</u>	
New build, main reception and admin, main refurbishment areas and external play	1 <sup>st</sup> September 2018
Remaining refurbished classrooms	26 <sup>th</sup> October 2018

- 4.2. Temporary classroom accommodation was considered and whilst it would have resulted in a less challenging project plan, the cost of providing temporary accommodation is substantial and the already constrained site would have resulted in substantial loss of outdoor play. Therefore this option was discounted because it did not offer value for money.
- 4.3. The programme for delivery is challenging therefore, it is essential that the milestones set out above are achieved. However, early engagement with the contractor has allowed for the development of a phasing strategy to bring forward preparation of works prior to each phase to reduce the risk of non-delivery.

## 5. Corporate Considerations

### 5.1. Consultation and Engagement

- 5.1.1. The publication of the Statutory Notice to expand Hunslet Moor Primary School was approved by Executive Board on 21<sup>st</sup> September 2016.
- 5.1.2. The proposed permanent expansion scheme has been subject to consultation with key stakeholders including Childrens Services officers and ward members. Consultation has also involved school staff and governors, local residents and other colleagues within the Council. Ward members have been provided with information and planning proposals and have raised no comment or objection to the scheme.
- 5.1.3. Pre-planning application engagement has been undertaken with officers from Planning, Highways, Urban Design and Building Control prior to the formal submission of the planning application, and will continue throughout the development .



- 5.1.4. Throughout the design process, the school and governing body has and will continue to be consulted on the design to ensure that the final product meets expectations and that any changes do proposed do not materially affect the operation and success of the school. Following a presentation to the governing body on 21<sup>st</sup> July 2017, sign off of the proposals was received on 2<sup>nd</sup> August 2017.
- 5.1.5. In accordance with the Learning Places Programme Delegation from Executive Board in September 2014, this scheme has been considered and supported by the Director of Resources & Housing and the Director of City Development via email as this falls outside the monthly meeting cycle for the School Places Programme Board meeting. Approval by the Director of Resources & Housing was obtained on 2<sup>nd</sup> November 2017 and approval by the Director of City Development was obtained on 3<sup>rd</sup> November 2017.
- 5.1.6. Consultation with the Executive Member took place on 7<sup>th</sup> November 2017 prior to this DCR being submitted for approval.

## **6. Equality and Diversity / Cohesion and Integration**

- 6.1. The recommendations within this report do 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. A copy is included as Appendix A to this report.

## **7. Council Policies and Best Council Plan**

- 7.1. This scheme is to be delivered under the City Council's Learning Places and is required to fulfil the Local Authority's statutory responsibility to provide sufficient school places for all children living in Leeds. Providing places local to where children live improves accessibility, reduces the journey to school and reduces the risk of non-attendance.
- 7.2. This contributes to the 2017/18 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 priority set out in the plan of being a child friendly city by 'keeping children safe, supporting families, raising aspirations and educational attainment'.
- 7.3. 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; enjoying 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.
- 7.4. A further objective of the Best Council Plan 2013-2017 is to become a more efficient and enterprising Council. We want to promote choice and diversity for

parents and families and deliver additional school places in the areas where families need them. Meeting this expectation while demonstrating the five values underpinning all we do is key to the Learning Places Programme.

- 7.5. When consulting on the schemes to progress as part of the programme, the consultation process is in line with the Best Council value 'working with communities' in ensuring that 100% of major decisions are supported by community engagement, consultation and due regard for equality.
- 7.6. Contract Procurement Rules (CPRs) apply to this process and this Report confirms that the relevant CPRs have been adhered to.

## **8. Resource and Value for Money**

- 8.1. The project will be delivered through the YORbuild2 framework by ISG, who were selected via the Direct Selection Call-Off procedure. The YORbuild2 framework is an approved framework and the proposed procurement process is in line with CPR 3.1.5 (CPRs 3.1.4 and 3.1.6 does not apply as there is no ISP, or existing provider to undertake this work).
- 8.2. NPS have been commissioned to provide design and associated services to deliver the Hunslet Moor primary expansion from RIBA stage 2- 6 (utilising a Yorbuild Contractor to take over design after stage 4) so that the places are available from September 2018 and project can be complete by the October 2018 half-term.
- 8.3. NPS have developed the design up to the end of RIBA Stage 3 (Developed Design).
- 8.4. The contractor will develop the design from to RIBA Stage 3 onwards and ensure they are satisfied of the deliverability and buildability of the scheme.
- 8.5. From RIBA Stage 4 (Technical Design) the scope of service for NPS is to provide PPPU with technical advice through the ongoing design and construction process. The role of NPS is to provide assure that the scheme being developed by the Contractor offers value for money, meets the requirements of the brief, conforms to an agreed market testing strategy, the standards set in the LCC Generic Output Specification and is deliverable within the parameters of the programme.
- 8.6. The capital costs will be met through capital scheme number 32655/HMP as part of the Learning Places Programme. The current scheme costs are projected at £5.9m which falls in line with the previously approved budget at Executive Board in June 2017.

## 9. Capital Funding & Cash Flow

9.1. The total projected scheme costs are currently estimated at £5.9m, which is in line with the previously approved budget.

9.2. The cost will be met through the capital scheme number 32655/HMP/000 as part of the Learning places Programme.

Basic Need Primary Expansion 2017/18		Parent Scheme Number : 32655 HMP 000					
Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2017 £000's	2017/18	2018/19	2019/20	20/21	2021 on
			£000's	£000's	£000's	£000's	£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 £000's	TO MARCH 2017 £000's	2017/18	2018/19	2019/20	20/21	2021 on
			£000's	£000's	£000's	£000's	£000's
LAND (1)	0.0						
CONSTRUCTION (3)	4,519.2		2,307.2	2,088.2	123.8		
FURN & EQPT (5)	30.0			30.0			
INTERNAL FEES (6)	308.9	66.4	125.5	117.0			
OTHER COSTS (7)	1,041.9	25.6	224.3	792.0			
<b>TOTALS</b>	<b>5,900.0</b>	<b>92.0</b>	<b>2,657.0</b>	<b>3,027.2</b>	<b>123.8</b>	<b>0.0</b>	<b>0.0</b>
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2017 £000's	2017/18	2018/19	2019/20	20/21	2021 on
			£000's	£000's	£000's	£000's	£000's
BASIC NEED GRANT	5,900.0	92.0	2,657.0	3,027.2	123.8		
CAPITAL MAINTENANCE GRANT							
<b>TOTAL FUNDING</b>	<b>5,900.0</b>	<b>92.0</b>	<b>2,657.0</b>	<b>3,027.2</b>	<b>123.8</b>	<b>0.0</b>	<b>0.0</b>
<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: 32655/000/000

Title: Basic Need Primary Expansion 2018/19

## 10. Revenue Effects

10.1. There are no revenue implications arising from this expansion and refurbishment.

## 11. Legal Implications, Access to Information and Call-In

11.1. The approval for this project to proceed as set out in this report follows the delegations for the Learning Places Programme approved by Executive Board in September 2014.

- 11.2. Executive Board has already approved authority to spend for the project as required in the Council's Financial Procedure Rules, and the decision to proceed in this report constitutes a key decision and as such will be subject to call in.
- 11.3. The Director of Children & Families has been granted the delegated authority to approve this project to proceed after complying with the conditions established by Executive Board in September 2014. As outlined in this report, the Director of Children's and Families has the support for the decisions in this report from the Director Resources and Housing and Director of City Development, and has consulted with the appropriate Executive Members on the proposals.
- 11.4. As the value of the approval request is greater than £250k, the approval request represents a Key Decision and is therefore subject to call in.
- 11.5. The YORbuild2 framework is an approved framework and the proposed procurement process is in line with CPR 3.1.5.

## **12. Risk Management**

- 12.1. Risk is to be managed through application of 'best practice' project management tools and techniques via the City Council's 'PM Lite' risk methodology. Experienced Project Management resource has been allocated from within the Projects Programmes and Procurement Unit (PPPU).
- 12.2. A priced risk log has been developed for the scheme by Leeds City Council and NPS to ensure all the risks for the project have been identified together with the relevant owner of the risk. The priced risk register has been used to inform the client contingency for the project. The council's project risk log will be maintained and updated throughout the project and escalation of any risks that sit outside of the agreed tolerances will be managed via the Head of Programme (PPPU).
- 12.3. A client held contingency, commensurate with a project of this value, has been included within the approval figure to address any risks that may occur during construction.
- 12.4. As design responsibility passes from NPS to the contractor in RIBA Stage 4 there is a risk that the interface between the NPS design and the contractor's development of the design identifies conflict in the buildability. An enhancement to level of client contingency has been allowed for in the budget to mitigate this should any issues arise.
- 12.5. The complexities of undertaking refurbishment and reconfiguration works while the school is in operation should not be underestimated. Contractors will be restricted in the areas in which they can operate while the school remains fully functional. There is a risk that any slippage will require additional resources to ensure completion within the required timeframe this factor has also been reflected in the sum proposed as part of the client held contingency.
- 12.6. Reconfiguration and refurbishment of the existing building, and creating an interface to the new extension, will have an impact on existing mechanical and electrical services. While detailed surveys have been undertaken to understand

and mitigate against this, the budget has provided for an element of unknown which may materialise as works progress.

12.7. A key risk to the project is the failure to achieve the project milestones set out in the section 4 resulting in the school not being ready to accommodate the additional intake. The project plan has been shared with key stakeholders involved in this project to ensure that all parties are able to work to the plan. To date all parties agree that the plan is achievable. A phasing programme beginning in November 2017 with 5 separate phases has been detailed to manage this. This will be closely monitored by the onsite team with mitigating factors implemented as and when required.

### **13. Conclusions**

13.1. The proposal to expand Hunslet Moor Primary School will enable the increased demand for pupil places in the local area to be met.

13.2. The project has achieved design freeze and the estimated costs are within budget.

13.3. The project will be delivered by the Council's Projects, Programmes and Procurement Unit (PPPU) on behalf of Children's Services in partnership with NPS acting as Technical Advisors. The Construction Partner that has been selected via Direct Selection call-off using the YORbuild2 framework is ISG. The YORbuild2 framework is based on the NEC3 form of contract with Option A (Priced contract with fixed priced activity schedule).

### **14. Recommendations**

The Director of Children and Families is requested to:

- i. Approve the design and cost report for the scheme to expand Hunslet Moor Primary School, the cost being £5.9m with the appropriate details of the programme, design and cost as set out in this report.
- ii. Note that the Chief Officer, Projects, Programme and Procurement Unit is responsible for the scheme delivery which is scheduled for overall completion in November 2018, with critical accommodation for school places being available for September 2018.

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

15.1. 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.