



Report of the Head of Service Learning Systems Children & Families

Report to the Director of Children and Families

Date: 13th March 2020

Subject: Design & Cost Report for the creation of new SEND learning places at Oakwood SILC

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If yes, name(s) of ward(s): Killingbeck & Seacroft, Gipton and Harehills		
Has consultation been carried out?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Will the decision be open 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
If relevant, access to information procedure rule number:		
Appendix number:		

Summary

1. Main issues

- The Children and Families Act 2014 places the duty on local authorities to ensure there are sufficient school places for all children, including those with Special Educational Needs and Disabilities (SEND) up to the age of 25. In addition, The Childcare Act 2004 enforces local authorities to provide sufficient childcare places, up to the age of 18 for children with SEND, where reasonably practicable, to enable parents and carers to access work or training opportunities.
- The number of children and young people living in Leeds has increased over the past decade, which has resulted in the demand for both mainstream and specialist provision places across the city rising. In line with this, there has been a substantial increase in the number of new Education, Health and Care Plan (EHCP) assessments and the need for additional specialist school places across the city.
- Current projections indicate that there is a need for up to 200 additional specialist school places each academic year between now and 2022/23.
- A public consultation on expanding the East SILC – John Jamieson School onto two new additional sites took place between 19th June and 24th July 2019.

- Following the conclusion of the 'Representation' stage as set out in the Prescribed Alterations regulations, members of the Executive board in January 2020 approved the proposal to permanently expand specialist provision at East SILC – John Jamieson to 400 places expanding onto two new additional sites; the former Shakespeare primary school and the Oakwood building, with effect from January 2020.
- This Design and Cost Report (DCR) seeks approval to undertake all the works required to create a minimum of 50 SEND spaces at the Oakwood building.
- The works include refurbishing the existing building taking into account the needs of children with SEND as well as addressing all priority condition issues identified in the building condition survey carried out in September 2019. This includes replacing the existing roof that is past its useful life and in need of urgent replacement.

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

- Education and skills are essential parts of our economic prosperity. This scheme contributes to the city's Inclusive Growth Strategy, which forms part of the Best Council Plan, specifically the focus on the key element of 'continuing to improve educational attainment across the city whilst closing the achievement gap for disadvantaged learners'.
- This proposed expansion of the Oakwood building will support the achievement of the Best City Priority, creating a 'Child Friendly City' by:
 - Supporting families to give children the best start in life;
 - Improving educational attainment and closing achievement gaps for children and young people vulnerable to poor learning outcomes;
 - Improving social, emotional and mental health and wellbeing;
 - Helping young people into adulthood, to develop life skills and be ready for work;
 - Enhancing the city now and for future generation.
- It also supports the vision set out in the Leeds 2018-23 Children and Young People's Plan with a particular focus on, 'Leeds to be the best city in the UK and the best city for children and young people to grow up in. We want Leeds to be a child friendly city'. The Learning Places Programme seeks to deliver a supply of good quality accessible local school places, which contributes to the above vision.
- Furthermore out of the eleven priorities, this scheme directly contributes to, 'Support families to give children the best start in life', 'Improve achievement and attainment for all' and 'Improve at a faster rate educational progress for children and young people vulnerable to poor learning outcomes'.
- In line with Leeds City Council's Contract Procedure Rule 3.1.4, Civic Enterprise Leeds, the council's internal provider will undertake the works.
- The project detailed in this report comes 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 children live, the proposals will improve the accessibility of local and desirable school places.

3. Resource Implications

- City Development's Projects & Programmes Team on behalf of Children and Families has developed the proposal in partnership with the Senior Management Team (SMT) at East SILC with architectural and technical support commissioned from Norfolk Property Services (NPS Leeds).
- The total project estimate developed by the project team is £1,745,000, of which £344,210 is required to address the priority condition issues highlighted in the last building condition survey carried out.
- Funding to address the condition issues will come from the School Condition Allocation Fund.
- The project estimate above is inclusive of construction, furniture and equipment, professional fees and other associated costs.
- The capital scheme number is 32737/OAK/000 OAKWOOD SEN - BASIC NEED 2019 and will be funded from the SEND Special Provision Capital Fund.

Recommendations

The Director of Children and Families is requested to:

- I. Approve the expenditure of £1,745,000 from capital scheme number 32737/OAK/000 OAKWOOD SEN - BASIC NEED 2019 as detailed in this report;
- II. Note that the estimated scheme cost is £1,745,000 of which £344,210 is required to address the priority condition issues identified and this will be funded separately from the School Condition Allocation Fund.
- III. Note that the scheme will be funded from the SEND Special Provision Capital fund;
- IV. Note that the works will be carried out over two phases by Civic Enterprise Leeds, the Council's internal provider;
- V. Note that the officers responsible for implementation are the Head of Service Learning Systems (Children and Families) and the Head of Programmes and Projects (City Development).

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 create a minimum of 50 permanent SEND spaces at the Oakwood building;
- To seek approval of the expenditure of £1,745,000 as outlined in this report for the creation of 50 SEND spaces at Oakwood SILC.

2. Background information

- 2.1 The Children and Families Act 2014 places the duty on local authorities to ensure there are sufficient school places for all children including those with Special Education Needs and Disabilities (SEND) up to the age of 25. In addition, The Childcare Act 2004 enforces that local authorities must provide sufficient childcare places, up to the age of 18 for children with SEND, where reasonably practicable, to enable parents and carers to access work or training opportunities.
- 2.2 The vision for Leeds in the context of children and young people is for 'Leeds to be the best city in the UK and the best city for children and young people to grow up in. We want Leeds to be a child friendly city where the outcomes for all children improve whilst recognising the need for outcomes to improve faster for children and young people from vulnerable and deprived backgrounds.
- 2.3 The number of pupils with Statements or Education, Health and Care Plans (EHCPs), requiring specialist provision has increased with current projections indicating that there is a need of up to 200 additional specialist school places each academic year from now to 2022 /23.
- 2.4 At the January 2020 Executive Board, members of the board approved the proposal to permanently expand specialist provision at East SILC – John Jamieson to 400 places, expanding onto two new additional sites; the former Shakespeare primary school and the Oakwood building, with effect from January 2020.
- 2.5 This DCR seeks approval to undertake all the works required to create a minimum of 50 SEND spaces at Oakwood.
- 2.6 The works include refurbishing the existing building taking into account the needs of children with SEND. The works also include addressing all priority condition issues highlighted in the building condition survey carried out in September 2019. This includes replacing the existing roof that is past its useful life and in need of urgent replacement.
- 2.7 City Development's Programmes and Projects Team on behalf of Children and Families has developed the proposal for Oakwood SEND provision in partnership with the senior management team at East SILC – John Jamieson and supported by colleagues from Norfolk Property Services (Leeds).

3. Main issues

- 3.1 The proposed works at Oakwood includes a major refurbishment of the existing building and addresses the high priority condition issues identified in the building condition survey. A summary of the proposed works is provided below:

Phase 1

- All doors to be widened to ensure that children in wheelchairs and / or those with mobility impairment have equal access;
- New hygiene suites which will provide specialist facilities for children with SEND, in line with the requirements set out in BB104;
- A new kitchen which will enable the school to prepare meals on site as opposed to having them delivered;

- A sensory room for light and sound therapy equipped with specialist equipment which will aid sensory development;
- A soft play room with padded surfaces and a ball pool for movement therapy;
- A life skills kitchen for learning cooking, washing and other related activities to help prepare children in a domestic environment;
- Structural works to the hall, soft play room and new hygiene suite to enable the installation of hoists, which will reduce the physical effort required by staff to assist movement and to minimise risks to students and staff;
- A new roof because the current one is past its useful life and is in need of urgent replacement. The building encounters substantial water ingress which if left untreated will cause significant damage to the building fabric long term.

Phase 2

- Two external sheltered canopies which will allow covered access into the building;
- Additional fire exit doors in two classrooms so that there are alternate means of escape. Whilst the current layout for emergency access meets appropriate fire regulations, the senior management team has requested additional escape routes due to the nature of the children who will be on roll at Oakwood.

4. Programme

4.1 The key milestones to achieve the programme are as follows:

Phase 1

- | | |
|--|------------------------------|
| • Issue tender information to Civic Enterprise Leeds | 16 th March 2020 |
| • Receive tender returns from Civic Enterprise Leeds | 10 th April 2020 |
| • Seek approval of the Tender Acceptance Report | 24 th April 2020 |
| • Mobilisation period | 4 th May 2020 |
| • Construction start | 25 th May 2020 |
| • Construction end | 7 th August 2020 |
| • Handover | 14 th August 2020 |

Phase 2

- | | |
|--|--------------------------------|
| • Planning determination | 27 th November 2020 |
| • Issue tender information to Civic Enterprise Leeds | 12 th December 2021 |
| • Receive tender returns from Civic Enterprise Leeds | 29 th January 2021 |
| • Seek approval of the Tender Acceptance Report | 26 th February 2021 |
| • Mobilisation period | 15 th March 2021 |
| • Construction start | 26 th July 2021 |
| • Construction end | 2 nd August 2021 |
| • Handover | 13 th August 2021 |

5. Corporate considerations

5.1 Consultation and engagement

- 5.1.1 The Statutory Notice in respect of expanding the East Special Inclusive Learning Centre (SILC) was published in the Yorkshire Evening Post in October 2019. Copies of the notice were also displayed at the entrance of the school and on lampposts near the area of the Oakwood building.
- 5.1.2 The full proposals were uploaded on the Leeds City Council website and parents with children on roll were informed, along with any stakeholder who responded to the first stage of informal consultation and had provided their contact details.
- 5.1.3 Other SILCs were also informed about the proposal along with ward councillors, community groups and other key stakeholders.
- 5.1.4 Details of the Statutory Notice were shared with ward members local to the main site and the proposed additional sites.
- 5.1.5 The current design and scope of work has been developed in consultation with the East SILC – John Jamieson SMT.
- 5.1.6 Consultation with the Executive Member, by way of a briefing note, took place on Monday 10th February 2020 prior to this DCR being submitted for approval.

5.2 Equality and diversity / cohesion and integration

- 5.2.1 The additional learning places will create more opportunities for more pupils to have support in a way that meets their individual needs, regardless of gender, religion, ethnicity, disability or sexual orientation, in an inclusive specialist provision environment.
- 5.2.2 East Leeds as a planning area has experienced extremely high levels of demographic growth over the past decade causing an increase in demand for primary and secondary specialist provision. This proposal will ensure that additional places allow for children and young people to be closer to the communities where they live.
- 5.2.3 The proposal will have a positive impact on promoting choice and diversity for local families who would be applying for a specialist school place. These additional sites, linked to an existing specialist school, provide parents and carers of children and young people with SEND, aged 2-19, with more choice when making a reference about which specialist provision they would like them to attend.
- 5.2.4 The EDCI screening form for the proposal is attached as an appendix to this report.

5.3 Council policies and the Best Council Plan

- 5.3.1 This scheme will 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, which will subsequently reduce the risk of non-attendance.

- 5.3.2 This proposal offers good value for money through its capacity to support achievement of the Best Council Plan outcome that states 'we want everyone in Leeds to do well at all levels of learning and have the skills they need for life'.
- 5.3.3 A further objective of the Best Council Plan 2019/20 – 2020/21 is to become a more 'Efficient, Enterprising and Healthy Organisation'. We want to promote choice and diversity for parents and families by delivering additional school places in the areas where families need them.
- 5.3.4 Furthermore, the repurposing of an existing empty building contributes towards the above objective.
- 5.3.5 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.

Climate Emergency

- 5.3.6 In response to the UN's report on climate change, the council declared a climate emergency in March 2019. The council is committed to making Leeds carbon neutral by 2030.
- 5.3.7 In order to support the above aim, the following considerations and approach has been adopted:
- Proposed changes to the building fabric has been done sympathetically with a focus on minimising intrusive labour and material requirements;
 - The new roof will improve the thermal property of the building which will result in reduced energy consumption;
 - Where new lights are required, LEDs will be installed as opposed to traditional incandescent and halogen lightbulbs. This will significantly reduce energy consumption and life cycling costs;
 - In the interests of promoting sustainable travel opportunities consideration will be given to providing electric vehicle charging points;
 - The philosophy of reusing and recycling existing materials where possible has been adopted. For example, loose furnishings required for this scheme building will be sourced from a combination of existing furniture and surplus furniture from another school building. This approach has significant environmental benefits;
 - During the works period, Civic Enterprise Leeds will seek to minimise construction waste and CO2 emissions;
 - A Site Waste Management Plan (SWMP) will be drawn up which includes a pre-demolition audit of the existing site to determine the feasibility of recovery of material from demolition or refurbishment for the purpose of reuse and / or recycling;

5.4 Resources, procurement and value for money

- 5.4.1 In line with CPR 3.1.4, Civic Enterprise Leeds, the internal provider will carry out the works.
- 5.4.2 Property consultancy services is provided by NPS (Leeds) as part of their commission. The scope of service, during the design phase, is for NPS to provide City Development with architectural services and technical advice from feasibility to end of procurement. During the construction phase, the scope of the service includes providing technical assurance that the scheme constructed by Civic Enterprise Leeds offers value for money, meets the requirements of the brief, conforms to an agreed market testing strategy, the standards set out in the National Building Specification and is deliverable within the parameters of the programme.
- 5.4.3 During construction, the project manager will work closely with Civic Enterprise Leeds to identify further areas where savings might be possible.

5.5 Capital Funding and Cash Flow

- 5.5.1 The funding for this scheme will be from the SEND Special Capital Provision Fund,

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2020 £000's						
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 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							
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0	0.0	
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2020 £000's						
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 On £000's	
LAND (1)	0.0							
CONSTRUCTION (3)	1,257.0		1,100.0	157.0				
FURN & EQPT (5)	90.0		90.0					
INTERNAL FEES (6)	35.0	10.0	20.0	5.0				
OTHER COSTS (7)	363.0	25.0	138.0	200.0				
TOTALS	1,745.0	35.0	1,348.0	362.0	0.0	0.0	0.0	
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2020 £000's						
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 On £000's	
LCC BORROWING	0.0							
SEND SPECIAL PROVISION CAPITAL FUND	1,400.8	35.0	1,003.8	362.0				
SCHOOL CONDITION ALLOCATION FUND	344.2		344.2					
TOTAL FUNDING	1,745.0	35.0	1,348.0	362.0	0.0	0.0	0.0	
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0	

Parent Scheme Number: 32737/000/000

- 5.5.2 Any additional revenue consequences that may arise as a result of the project will be managed within the school budget.

5.6 Legal implications, access to information, and call-in

- 5.6.1 The approval of this report constitutes a 'Key Decision' and as such will be subject to 'Call-In'.
- 5.6.2 There are no other legal implications or access information issues arising from this report.

5.7 Risk management

- 5.7.1 Risks are being managed through the application of 'best practice' project management tools and techniques via the City Council 'PM Lite' methodology. Experienced project management resource has been allocated from within City Development's Projects & Programmes Team.
- 5.7.2 A risk log has been developed for the scheme and will be updated and maintained throughout the project lifecycle. Escalation of risk will be via the City Development's Head of Programmes and Projects.
- 5.7.3 The 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.
- 5.7.4 It should be noted that the above commitment was obtained prior to the recent events across the country caused by the Coronavirus. The project manager is closely monitoring the situation and is in contact with colleagues in Civic Enterprise Leeds and the East SILC SMT to look at what actions could be taken in the event that not all the works in phase 1 can be completed.
- 5.7.5 It is recognised that the current situation across the country is unprecedented and therefore the project manager will work closely with legal colleagues in Procurement and Commercial Services to ensure that risks including those around contractor performance and delays to the programme adequately mitigated against.
- 5.7.6 An Authority held contingency, commensurate with a project of this value, has been included within the approval figure to address any risks that occur during construction.
- 5.7.7 A decision not to proceed at this stage would likely result in fresh consultations on new proposals, and places to meet the immediate need are highly unlikely to be delivered in time. The local authority's ability to meet its statutory duty for sufficiency of learning places in the short term would be at risk.
- 5.7.8 There is also a corporate risk associated with failing to provide sufficient learning places in good quality buildings that meet the needs of local communities.

- 5.7.9 The Oakwood building was formerly used for education provision and is currently vacant. In circumstances where a former education site owned by the Local Authority is vacant there could be a risk that the Department for Education take possession of the asset from the local authority to facilitate the development of a new free school. Bringing this building back into educational use mitigates this risk.

6. Conclusions

- 6.1 On the Oakwood SILC scheme, there has been significant amount of work to ensure that the scope of the project provides value for money and that the outcomes are line with the requirements identified by colleagues in Children and Families.
- 6.2 The delivery of the works at Oakwood will be managed by City Development's Projects & Programmes Team on behalf of Children & Families in conjunction with key stakeholders.
- 6.3 The principal contractor is Civic Enterprise Leeds
- 6.4 The current estimate developed by the project tea, is £1,745,000, which is inclusive of construction, furniture and equipment, professional fees and other associated costs. This figure will be reviewed and revised upon receipt of the tender returns from Civic Enterprise Leeds and will be included in the Tender Acceptance Report.
- 6.5 The delivery of much needed SEND school places for the start of the 2020/21 academic year will enable the increased demand for pupil places in the Killingbeck & Seacroft and Gipton & Harehills wards as well as the surrounding areas served by the school to be met.

7 Recommendations

- 7.1 The Director of Children and Families is requested to:
- I. Approve the expenditure of £1,745,000 from capital scheme number 32737/OAK/000 OAKWOOD SEN - BASIC NEED 2019 as detailed in this report;
 - II. Note that the estimated scheme cost is £1,745,000 of which £344,210 is required to address the priority condition issues identified and this will be funded separately from the School Condition Allocation Fund.
 - III. Note that the scheme will be funded from the SEND Special Provision Capital fund;
 - IV. Note that the works will be carried out over two phases by Civic Enterprise Leeds, the Council's internal provider;
 - V. Note that the officers responsible for implementation are the Head of Service Learning Systems (Children and Families) and the Head of Programmes and Projects (City Development).

8 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.