

Report of the Project Manager, City Development

Report to the Head of Service, Learning Systems

Date: 4th May 2021

Subject: Design Cost Report for the ‘Early Works’ package for the expansion of West Oaks School at the former Rose Court building



Are specific electoral wards affected? If yes, name(s) of ward(s): Hyde Park & Headingley	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
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 type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Will the decision be open for call-in?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary

1. Main Issues

- The purpose of this report is to seek approval to incur capital expenditure of £368,936.97 from capital scheme number 33177 / RCT / 000 for the completion of a package of essential ‘Early Works’ necessary to deliver the Learning Places Programme construction of the new West Oaks School ‘Headingley Learning’ campus.
- Following acquisition of the former Rose Court site on Buckingham Road a project has been instigated to renovate and remodel the site as a specialist SEN school. Whilst the project is in the latter stages of detailed design and development a package of essential ‘Early Works’ is required to ensure the building is ready for construction immediately upon completion of the Stage 2 tender. As such approval is sought for a package of ‘Early Works’ necessary to prepare the buildings at Buckingham Road for future remodelling and renovation. Work will be limited to soft strip-out of redundant fixed furniture, floor coverings and ceilings. In addition extensive asbestos removal will take place to the cellars, flooring, ceilings and stair linings. All work will be undertaken under close supervision and in consultation with the Listed Buildings Officer within Leeds City Council’s Planning Department to ensure the historical features of the Grade II listed building are not damaged.
- The creation of ‘Headingley Learning’, as an extension of West Oaks School, at the former Buckingham Road site is critical to the Authority’s response to the shortage of special educational needs places within the city. Following a public consultation a report was put to the Council’s Executive Board in February 2021 seeking approval to expand West Oaks School, from 350 pupils to 500 pupils for young people aged 2 to 19, will effect from

September 2021. This was based upon the principal of the creation of a third site for West Oaks School, in addition to Woodhouse and Boston Spa, which will utilise the former Rose Court site on Buckingham Road in Headingley.

- The 'Early Works' sought for approval herein are integral to support the main project to create the additional accommodation necessary to allow West Oaks School to accommodate the uplift in pupil numbers. The wider project to create West Oaks 'Headingley Learning' will form an entirely new campus capable of accommodating in excess of 100 pupils.
- The capital expenditure identified within this report will cover the full extent of the 'Early Works' package, including; site setup, associated design and construction costs, applicable professional fees, surveys etc. The wider project design development costs and the main works package will be subject to future design cost reports at the appropriate juncture.
- The 'Early Works' identified within this report are to be deducted from the final construction contract value as they represent essential works brought forward from the overall construction programme. Completion of the 'Early Works' programme will accelerate key pre-construction activities in order to meet the fixed September 2022 opening date.
- The works detailed herein will be delivered by City Development Projects & Programmes Team, in association with Leeds Local Education Partnership (LLEP) and Norfolk Property Services (NPS) Leeds. Henry Boot Construction Ltd. are the appointed principal contractor for the works.
- Planning permission for the wider project was submitted on the 20th April 2021 and is currently awaiting validation. The activities in the 'early works' package, whilst cognisant of listed building consents and protections, do not form part of the planning application and are not dependent upon its determination.

2. Best Council Plan Implications

- 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.
- This contributes to the 2019/2020 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 2018-23, '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 programme seeks to deliver a supply of good quality accessible local school places which can contribute to these outcomes.

3. Resource Implications

- To date £1,010,208 has been committed to the project to enable its development through to financial close, constituting; professional services fees, the 'Pre-Construction Services Agreement', surveys and other essential development costs. Subject to approval of the 'Early Works' package detailed herein this exposure will increase to £1,379,144.97.
- The cost will be met through capital scheme number 33177 / RCT / 000 as part of the Learning Places Programme.

4. Recommendations

The Head of Service Learning Systems is requested to:

- a) Sanction the requirement to enter into an 'Early Works' agreement with the LLEP for Henry Boot Construction Ltd. to deliver the 'Early Works' programme necessary to meet the critical path programme for renovation and refurbishment of the Buckingham Road site to create West Oaks School 'Headingley Learning'. This will take the form of an 'Early Works' agreement between the Authority and Leeds D&B One Ltd for the sum of £368,936.97.
- b) Approve the expenditure of £368,936.97 from capital scheme number 33177 / RCT / 000 for the completion of the 'Early Works' programme at West Oaks School 'Headingley Learning'.
- c) Note the programme dates identified in section 3.2 of this report, in relation to the implementation of this decision, represents the critical path for project success and must be adhered to where possible.
- d) Note that the officer responsible for implementation is the Head of Service Learning Systems.

1.0 Purpose of this report

1.1. The purpose of this report is:

- To provide background information and detail to the Head of Service Learning Systems on the package of 'Early Works' necessary to adhere to the construction programme for the delivery of West Oaks School 'Headingley Learning' at the Buckingham Road site.
- Contextualise the associated cost and risk implications of the 'Early Works', both in terms of the construction programme but also wider Learning Places Programme obligations.
- To seek authority to enter into an 'Early Works' agreement with the LLEP to deliver the works package, consisting of preparatory site works and asbestos removal, required to facilitate the 'Early Works' programme and a seamless transition to the contract period.
- To seek authority to incur expenditure of £368,936.97 to facilitate the delivery of the 'Early Works' programme for West Oaks School 'Headingley Learning'.

2.0 Background information

- 2.1. The number of children and young people living in Leeds has increased over the past decade, which has resulted in rising demand for both mainstream and specialist provision places across the city. The need for specialist school places continues to grow with particular increases in the areas of complex learning difficulties and complex communication difficulties which are being identified as a consequence of a substantial increase in Education, Health and Care Plan (EHCP) assessments. The need for places in specialist schools is forecast to increase beyond the number of places currently available in Leeds and the proposed expansion of West Oaks School has been brought forward along with other proposals to address this demand.
- 2.2. Following a public consultation a proposal was put to the Council's Executive Board in February 2021 to formally expand West Oaks School and create the new Headingley Learning campus to service this increase in specialist places. This would increase the overall capacity at West Oaks School from 350 to 500 from September 2021, utilising their current sites at Woodhouse and Boston Spa and create the new facility at the former Rose Court site on Buckingham Road in Headingley. The findings of this consultation are published separately as part of the Executive Board's approval of the outcome, this report deals with the project arising from this decision.
- 2.3. The formal expansion of West Oaks School will be effective from September 2021, as the Buckingham Road site will not be available at this date the increased cohort of pupils will initially be accommodated at the school's Boston Spa and Woodhouse campuses. The expansion project at 'Woodhouse Learning', due for completion in summer 2020, will meet the bulk of the additional short term places need until the 'Headingley Learning' campus is online.
- 2.4. Following the identification of the SEN pupil place shortage a number of solutions and sites were sought to provide the additional capacity required. Rose Court, at the time occupied by the Grammar School at Leeds (GSAL), was identified as a potential option subject due to GSAL's impending relocation of their primary age provision to Alwoodley. Following Executive Board approval in December 2019 the process to purchase the site was ratified, with the intent to allocate the building for delivery of the required additional SEN places. Following a competition process West Oaks School were ultimately appointed to be the education delivery partner.
- 2.5. Following acquisition of the site in 2020 the Leeds Local Education Partnership and NPS Leeds were appointed to develop the design proposals for the renovation and remodelling

of the various buildings on-site. Henry Boot Construction Ltd. were then appointed to undertake the PCSA period as the preferred construction partner. Due to the technical complexity and challenges the buildings present early engagement with a construction contractor was sought, in order to drive buildability and value. As the site is Grade II listed and requires listed building consent for any changes or adaptations, internally or externally.

- 2.6. Due to the Grade II listing extensive consultation has taken place throughout project development with the appointed Planning Officer and Listed Building Officer. This process is ongoing.
- 2.7. Headingley & Hyde Park Ward Members were briefed by Council Officers on the 26th March 2021, wherein the scope of the project was discussed and a tour of the Buckingham Road site undertaken.
- 2.8. Planning permission for the project has been submitted on the 20th April 2021.

3.0 Main Issues

3.1. Design proposals and full scheme description

- 3.1.1. The 'Early Works' package at West Oaks School 'Headingley Learning', necessary to adhere to the delivery programme for the school opening, consists of the following essential components:
 - Asbestos removal works to the cellars, ceilings, flooring and underside of the staircases.
 - Soft strip demolition works.
 - Site setup, including scaffolding to building.
 - Roofing repairs.
 - Masonry and window repairs.
- 3.1.2. Where early procurement of materials is sought payment will be subject to verification of vesting certificates and validation by NPS Leeds Ltd. in their role as client side quantity surveyor.
- 3.1.3. The estimated cost of the first package in the 'Early Works' Programme is £368,936.97. This includes £107,352.27 in site establishment and preliminaries costs, £183,721.64 for building repairs, £29,740.85 for asbestos removal and £48,122.21 in additional Authority costs. The wider scheme development costs will be subject to a separate report issued at financial close providing information on the main build projects. However, the costs detailed herein represent costs that form part of the wider project cost plan and have simply been accelerated in-line with the critical path delivery programme. They are not new or previously unknown costs.
- 3.1.4. To date £1,010,208 has been committed to the project to enable its development through to financial close, constituting; professional services fees, the 'Pre-Construction Services Agreement', surveys and other essential development costs. Subject to approval of the 'Early Works' package detailed herein this exposure will increase to £1,379,144.97.
- 3.1.5. A planning application for the proposed main works was submitted on the 20th April 2021 and is currently awaiting validation. Prior to submission briefings were held with Ward Members and a virtual public pre-planning drop-in sessions was convened. The latter was in response to Covid-19 public gathering restrictions, the online consultation was advertised to a wide catchment area via a leaflet drop and the documents were held online for three

weeks starting from 30th March 2021. In order to allow sufficient time for comment and review utilising the identified channels.

- 3.1.6. Extensive consultation with Planning, Highways, Landscape Design and Heritage was undertaken throughout the design development of the proposed Buckingham Road site. The application submitted to Planning is a culmination of this consultation and addresses all the concerns raised as much as is practical.
- 3.1.7. Briefing sessions have been held with the Ward Members on the 26th April 2021, these will continue as development on the project progresses.
- 3.1.8. Procurement & Commercial Service have been appointed to provide legal and contractual support with the drafting of the construction contract. This will take the form of a JCT 'head' contract between LCC and D&E One Co. (the LLEP), who will in-turn have a 'pass down' contract with Henry Boot Construction Ltd. Signing of the head contract will be subject to the evidence of the agreed 'step-in' requirements being enacted in all the pass down contracts. The 'Early Works' programme will be subject to its own separate contract, which will be subsumed into the main construction contract once complete.

3.2. Programme

3.2.1. The key milestones for the project are noted below;

Milestone	Date
Planning submission	20 th April 2021
Approval of 'Early Works'	w/c 3 rd May 2021
'Early Works' order placed	7 th May 2021
'Early Works' mobilisation period	10 th May to 29 th May 2021
'Early Works' construction period	June 2021 to October 2021
Main works contract tender submission	July 2021
Main works final Design Cost Report	July 2021
Main works start on-site	September 2021
Building opening	August 2022

- 3.2.2. The planning application was submitted on 20th April 2021 and awaiting determination.
- 3.2.3. Approval of this report and commencement of the 'Early Works' package represent the critical path, and are therefore essential to ensure delivery of the project in accordance with the dates above. Delay beyond the dates noted above will result in potential cost increase, to reflect inflation and changing market factors, and may result in the final provision not being available for a September 2022 opening.
- 3.2.4. The programme is based on current Covid-19 restrictions and working practices, any changes to this will be addressed contractually and managed by the project team in order to minimise potential cost and programme overrun. Appropriate measures have been placed within the contract to manage this risk, in addition a project contingency commensurate with a project of this complexity has been allowed for.

4.0 Corporate considerations

4.1 Consultations and engagement

- 4.1.1. A report to Executive Board in February 2021 detailed the outcome of consultation on the proposal to increase the 'Published Admission Number' from 350 to 500 pupils, with effect from September 2021. This recommendation was put forward following a formal public consultation.

4.1.2. The proposed permanent expansion scheme has been subject to consultation with key stakeholders including Childrens & Families officers, Ward Members and the Executive Member for Children and Families. Consultation has also involved school staff and governors, the local residents and other colleagues within the Council.

4.1.3. Pre-planning consultation has been held with representatives from the Planning Department, Landscape, Heritage and LCC Highways.

4.1.4. Childrens & Families and City Development will continue to brief elected members at key stages throughout the project development.

4.2. Equality and diversity / cohesion and integration

4.2.1. The recommendations contained in 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 for this scheme (attached at Appendix A) and the outcome of the screening is that an independent impact assessment is not required for the proposals set out in this report.

4.3. Council policies and the Best Council Plan

4.3.1. 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.

4.3.2. This contributes to the 2019/2020 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 2018-23. , '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 programme seeks to deliver a supply of good quality accessible local school places which can contribute to these outcomes.

4.4. Climate emergency

4.4.1. Opportunities to improve the buildings thermal efficiency and carbon footprint are being sought in-line with applicable Planning Policy. This will be based on the limitations presented by the Grade II listing, which will inform what measures can and cannot be implemented. Priority is to be given to upgrading the building fabric in the first instance, for example; roof insulation, floor insulation, window upgrades where possible.

4.4.2. Electronic vehicle charging points are to be provided in the proposed new school car park at the appropriate ratio dictated by Planning Policy.

4.5. Resources, procurement and value for money

4.5.1. The estimated cost of the first package in the 'Early Works' Programme is £368,936.97. This includes £107,352.27 in site establishment and preliminaries costs, £183,721.64 for building repairs, £29,740.85 for asbestos removal and £48,122.21 in additional Authority costs. The wider scheme development costs will be subject to a separate report issued at financial close providing information on the main build projects. However, the costs detailed herein represent costs that form part of the wider project cost plan and have simply been accelerated in-line with the critical path delivery programme. They are not new or previously unknown costs.

- 4.5.2. The cost will be met through capital scheme number 33177 / RCT / 000 as part of the Learning Places Programme.
- 4.5.3. Any materials procured as part of the 'early works' package will be subject to vesting certificates and independent verification by NPS Leeds Ltd. prior to any request for payment being approved.
- 4.5.4. Completion of the works detailed herein is essential to prepare the site for the proposed construction programme and ensure that the construction project commences in-line with the programme, noting the critical date of 1st September 2022 for delivery of the final school building. Any delay beyond this will result in the need for additional temporary accommodation, as the capacity from the 2021/22 intake will no longer be available as the new West Oaks School 'Woodhouse Learning' extension fills to capacity.
- 4.5.5. The programme put forward within this report is based on current, as of April 2021, Covid-19 compliant working practices, these are subject to change and will in-turn be managed by the project team within the defined project tolerances.
- 4.5.6. Note, the current financial exposure for the project, excluding the approvals sought herein, is £368,936.97. This covers all scheme development fees and expenses through to financial close excluding costs associated with the 'Early Works' package detailed herein. This figure constitutes the following; professional services fees, the 'Pre-Construction Services Agreement', surveys and other essential development costs. Subject to approval of the 'Early Works' package detailed herein this exposure will increase to £1,379,144.97.
- 4.5.7. Note, the development fees and final project costs will be subject to separate, future reports at the appropriate juncture.

4.6. Capital Funding & Cash Flow

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2020 £000's	2021/22	2022/23	2023/24	2024 On
			£000's	£000's	£000's	£000's
LAND (1)	0.0					
CONSTRUCTION (3)	0.0					
FURN & EQPT (5)	0.0					
DESIGN FEES (6)	0.0					
OTHER COSTS (7)	0.0					
TOTALS	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	2021/22	2022/23	2023/24	2024 On
			£000's	£000's	£000's	£000's
LAND (1)	0.0					
CONSTRUCTION (3)	368.9		368.9			
FURN & EQPT (5)	0.0					
DESIGN FEES (6)	0.0					
OTHER COSTS (7)	0.0					
TOTALS	368.9	0.0	368.9	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2020 £000's	2021/22	2022/23	2023/24	2024 On
			£000's	£000's	£000's	£000's
Basic Need Grant	368.9	0.0	368.9	0.0	0.0	0.0
Total Funding	368.9	0.0	368.9	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0

Parent Scheme Number: 33177 000 000

Title: Basic Need Expansions 2021/22

4.7. Revenue Effects

4.7.1. No revenue consequences are anticipated to arise from the proposals described in this report. Any revenue issues that do arise will be met by the Academy as part of their school operational budgets.

4.8. Legal implications, access to information and call-in

4.8.1. The approval of this report constitutes a 'Significant Operational Decision' and as such will not be subject to 'Call-In'.

4.8.2. There are no other legal implications or access information issues arising from this report.

4.9. Risk management

4.9.1. The price provided to Leeds Local Education Partnership by Henry Boot Construction Ltd. is cognisant of the Covid-19 implications and as such has priced to reflect social distancing requirements, potential reduction in productivity and the need for a larger site welfare provision as a consequence. This risk is to be managed by the product team accordingly.

4.9.2. As planning determination is still awaited, target date of the 3rd August 2020, no permanent construction activities will take place or structures formed prior to this being in place. The works detailed within this report are limited to procurement of key materials, pre-construction activities and site preparation works.

4.9.3. An appropriate client held contingency has been allocated to the project to mitigate project risk and issues, noting that the Grade II building presents potentially unknown risks that will only become known once the opening-up works have been undertaken.

4.9.4. Risk has been managed through application of 'best practice' project management tools and techniques via the City Council's 'PM Lite' risk methodology. Project management resource from City Development is tasked with ensuring the project remains within the predetermined risk tolerances.

4.9.5. A joint risk log will be developed with the appointed contractor to ensure all construction related risks for the project are identified together with the relevant owner of the risk. The Council's project risk log will continue to 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 Projects and Programme, City Development.

5.0 Conclusion

5.1. Construction of the West Oaks School 'Headingley Learning' is critical to the Authority's strategy in ensuring sufficiency of SEN places for the commencement of the September 2021 academic year. As it is not possible to accommodate the pupils within other schools in the locality it is critical that the expanded West Oaks School campus is available for opening to meet this demand. Key to this is the completion of the 'early works' detailed herein, which will ensure that the site is prepared ready for delivery of the full construction programme in-line with the critical path.

5.2. The 'early works' package completes critical pre-commencement activities and establishes a site presence. The programme cannot be met if these activities are not completed as advised, this will result in delay and a requirement for temporary accommodation to be provided on-site at an unknown location, scale or cost.

5.3. The programme and costs provided by Henry Boot Construction Ltd., via the LLEP and developed in partnership with NPS Leeds, has been produced in-line with Covid-19 working

practices as of April 2021. The final contract will include necessary protections to the Authority for dealing with this risk and any changes in working practices.

- 5.4. The delivery of West Oaks School 'Headingley Learning' will be managed by City Development's Projects & Programme's Team in Asset Management and Regeneration on behalf of Childrens & Families in conjunction with the joint venture partners (NPS), the Leeds Local Education Partner (LLEP), Henry Boot Construction Ltd., the school and other key stakeholders.
- 5.5. The cost of the works detailed within section 3 will be met through capital scheme 33177 / RCT / 000 to the value of £368,936.97.

6.0 Recommendations

- 6.1. The Head of Service Learning Systems is requested to:
 - 6.1.1. Sanction the requirement to enter into an 'Early Works' agreement with the LLEP for Henry Boot Construction Ltd. to deliver the 'Early Works' programme necessary to meet the critical path programme for renovation and refurbishment of the Buckingham Road site to create West Oaks School 'Headingley Learning'. This will take the form of an 'Early Works' agreement between the Authority and Leeds D&B One Ltd for the sum of £368,936.97.
 - 6.1.2. Approve the expenditure of £368,936.97 from capital scheme number 33177 / RCT / 000 for the completion of the 'Early Works' programme at West Oaks School 'Headingley Learning'.
 - 6.1.3. Note the programme dates identified in section 3.2 of this report, in relation to the implementation of this decision, represents the critical path for project success and must be adhered to where possible.
 - 6.1.4. Note that the officer responsible for implementation is the Head of Service Learning Systems.

7.0 Background documents¹

- 7.1. None

8.0 Appendices

- 8.1. Appendix A - Equality Impact Assessment Screening Document
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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.