

CABINET	DATE 18 September 2024	ITEM NO 7
TITLE Scheme And Estimate Report for Development of a New All-Through School for Secondary and Post 16 Pupils with Special Education Needs at Hargood Road	WARD(S) Kidbrooke Park	
CHIEF OFFICER Director of Regeneration, Enterprise, and Skills	CABINET MEMBER Planning, Estate Renewal and Development	
DECISION CLASSIFICATION Forward Plan date: 21/02/2023 Key Decision Subject to call-in Exempt Appendix A <i>Exempt by virtue of paragraph 3 of Schedule 12A to the Local Government Act 1972 (as amended): Information relating to the financial or business affairs of any particular person including the authority holding that information.</i>	IS THE FINAL DECISION ON THE RECOMMENDATIONS IN THIS REPORT TO BE MADE AT THIS MEETING? Yes	

I. Decision required.

This report makes the following recommendations to the decision-maker:

- I.1. To agree the Scheme and Estimate for the development of a new all-through SEND School for secondary and post 16 students with special education needs at Hargood Road as set out in Appendix A to this report.
- I.2. To note, Cabinet approved funding for SEND provision in the Children Services School Placing and Capital Programme on 15 Nov 2023 earmarking a budget allocation for the construction of a new SEND school at Hargood Road.
- I.3. To approve the budget allocation in line with the Scheme and Estimate by utilising DfE funding for Additional High Needs Grant announced in March 2024.
- I.4. To note, that in October 2023 the Leader of Council, approved a Contract Award to appoint Galliford Try Construction Limited for PCSA RIBA Stage 2-4; for the sum of **£1,533,105** following a competitive tender via the Southern Construction Framework (SCF).

- 1.5. To note, that enabling and early works will be required during 2024/25 to facilitate the required opening date.
- 1.6. To note that enabling works are already underway and have identified large scale ground contamination. The ground contamination risk is captured in section 10 of this report. Given the scale of contamination it is likely that the scheme costs will increase, however the precise scale is unknown at the time of writing this report. If this results in costs exceeding the scheme and estimate budget presented in Appendix A, budget will be drawn from the overall school's capital programme and this will be ratified in a future report.
- 1.7. To authorise the Director of Regeneration, Enterprise, and Skills in consultation with the Director of Children's Services to vary the scheme details in accordance with the priority projects set out in paragraphs 4.81 – 4.90 of the School Place Planning and Capital Programme 2022/23 - 2024/25 (as approved by Cabinet on 2nd November 2022) along with paragraphs 4.69 – 4.71 and paragraphs 4.81 – 4.83 of the School Place Planning and Capital Programme 2023/24 - 2025/26 26 (as approved by Cabinet on 15th November 2023).
- 1.8. To note that the authority to the Director of Regeneration, Enterprise and Skills at paragraph 1.6 above to vary the scheme details does not include an authority to vary the scheme budget as approved under the Cabinet's decision dated 15th November 2023.

2. Links to Our Greenwich missions

- 2.1. This report relates to the Council's agreed missions as follows:

People

- **People will not experience discrimination:** The developed proposal will provide an equal opportunity for learning and education for secondary and post 16 students with ASD with complex learning needs.
- **Children and young people can reach their full potential:** The new developed SEND school for secondary and post 16 students with special educational needs to gain education and learning will use their full potential which will help in their future life.

Place

- **Everyone in Greenwich is safer** and feels safer: The teaching and learning places will address safeguarding issues with regards to the students with ASD.

- **Development delivers positive change to an area for existing sand new communities:** The previous Kidbrooke Park Primary School buildings are demolished while bringing the new development on to the vacant land will enhance the area outlook.

Sustainability

- Greenwich plays an active role in tackling the climate crisis and improving environmental sustainability, in line with our commitment of being carbon neutral by 2030: The project will meet some of Royal Borough of Greenwich net zero carbon policy targets and BREEAM excellent requirement.

3. Purpose of Report and Executive Summary

- 3.1. The purpose of report is to increase the budget by utilising additional High Needs Grant provided by the DfE and approve the Scheme and Estimate for the development of a new all-through SEND school, of which the secondary and post 16 phases will be delivered at Hargood Road SE3 8HS¹.
- 3.2. The scheme is to be developed on the previous demolished Kidbrooke Park Primary School site on Hargood Road for provision of education and learning facilities for 128 SEND students (80 secondary and 48 post 16).
- 3.3. In-line with the Council's scheme of delegation, projects estimated over £20m require Cabinet approval through a Scheme and Estimate Report. With this regard, the decision of Cabinet is required to enable the scheme design to progress, procurement of the main works, and implementation of scheme.
- 3.4. Galliford Try Construction Limited is in the process of developing the final detailed design of the scheme and will competitively tender the scheme to submit a contract sum with contractor's proposals to the Royal Borough of Greenwich in August 2024.

4. Introduction and Background

- 4.1. Royal Greenwich is experiencing a significant rise in the number of children who have a statement of special educational need or disability (SEND) or children with an Education Health and Care Plan (EHCP).

¹ The primary phase of the new all-through SEND school will be located on an alternative site within the borough, yet to be identified.

- 4.2. To meet the growing demand for pupils, Children's Services proposed to develop the former Kidbrooke Park Primary School site on Hargood Road for secondary and post 16 SEND provision as part of a new all-through SEND school for opening in September 2025.
- 4.3. In August 2022, Pellings Limited were commissioned to provide a desktop feasibility study and initial concept design. A schedule of accommodation, based on DfE guidelines, was developed in collaboration with SEND colleagues in Children's Services. The study proposed a single storey 3,363m² development and a budget estimate that informed the cabinet report at that time and set the capital programme.
- 4.4. Following this, a bid for free school funding was submitted to the DfE, which was unfortunately not successful. It was then decided that RBG would progress the scheme and bring on board the necessary consultants and designers to develop the scheme further.
- 4.5. The Cabinet Report of November 2023 was updated to reflect the revised approach and resources earmarked to support the delivery. It was noted in the report that, the Local Authority would require the identification of further funding to deliver on all proposed priority projects to provide sufficient specialist places to place children and young people in the most appropriate setting that will best meet their needs.
- 4.6. In October 2023, Pick Everard consultancy was appointed as Project & Cost Management and Health Safety advisor to manage the design development progress and construction of the scheme and provide independent cost management at each design stage.
- 4.7. In November 2023, following a competitive tender process via the Southern Construction Framework (SCF), Galliford Try were appointed to undertake Pre-Construction Services (essentially the design work) for the sum of £1,533,105. This was to complete all design work up to RIBA Stage 4 and obtain competitive prices from their supply chain to enable the identification of a fixed contract sum for the main works.
- 4.8. Due to the constrained programme, and that the secondary and post 16 phases need to be operational for September 2025 academic year, it was decided that off-site manufacturing construction methodology is the only option that can meet the programme.

- 4.9. After a period of consultation, a full planning application was submitted in April 2024 by Galliford Try and the design is progressing to RIBA Stage 4.

Scheme & Estimate Development Process

- 4.10. Galliford Try Construction Ltd (GTC) began design development based on the Pre-App Planning advice. During this process, additional surveys were commissioned that identified significant risks related to the ground conditions such as asbestos and contamination. In addition, the topography of the site was fully mapped to inform the design process, which showed a significant fall in height of 7m from the roadside to the boundary.
- 4.11. To address the planning feedback and site challenges, the design team revised the design and proposed a three block, two storey building strategy. This scheme was developed further with a detailed schedule of accommodation reviewed and agreed with Children Services.

Scheme Design & Specifications.

- 4.12. The new build secondary school will accommodate Key Stage 3, 4 and 5 with a post 16 facility. The main building is split into three, two-storey buildings, linked by circulation structures. The building includes a rooftop multi use games area (MUGA) and is set in the middle of the site, with associated landscape works, carpark and student drop off areas. The building has a gross area of 3,546 sqm.
- 4.13. The general arrangement of the site is as follows.

Buildings

- Building one - administrative and operational staff accommodation, main reception, OT therapy room, main hall, kitchen, staff social area and medical inspection room.
- Building two - Key Stage 3 and 4 classrooms, library/multipurpose rooms and first floor MUGA with changing rooms.
- Building three - Key stage 4 and 5 classrooms, food tech room, science and practical rooms, and post 16 social area.
- The ground floor classrooms of buildings two and three will provide direct link to external open area.
- The volumetric modular system will be used to construct the buildings and the external facade will be bricks cladding.

Landscape and Externals Areas

- One vehicular and two pedestrian access points from Hargood Road allowing appropriate access for site.

- New internal site roadways, pathways and means of access.
- Outside informal play spaces.
- 68 car parking spaces for key staff and visitors (includes sufficient disabled spaces and 4 x multi-use EV spaces).
- School bus drop-off, waiting and parking locations.

Sustainable Build Credentials

- BREAAAM Excellent compliance.
- London Plan compliant Net Zero Carbon building.
- Utilisation of specific modern technologies to provide energy efficient use, powered from on-site renewable energy sources.
- Other works.
- Section 278 Public Highways alterations
- Utility upgrades to site
- Removal of demolition material legacy from previous school buildings and cut and fill to level up the ground.

Scheme Cost Estimate

- 4.14. Galliford Try Construction Ltd was procured via the Southern Construction Framework. One of the advantages of the SCF is that contractors are obliged to develop the cost plan through an open-book process with their clients.
- 4.15. Through the scheme design and development process several site and design related issues have increased the cost of the scheme to the point where the original indicative budget is no longer adequate. The key drivers for this cost increase can be summarised as follows:
- Ground conditions.
 - Ground contamination.
 - Additional hard paving, roadways, and car parking.
 - Additional retaining walls & structures due to site topography.
 - Sub-structure removal of remaining basement not removed during demolition in case of re-use and to avoid ground issues.
 - New electricity substation, water supply & drainage.
 - Highway works.
 - Site cut & fill to suit topography.
 - Link structures to connect the three blocks.
 - Additional lifts and staircases due to building design and site topography.
 - Unexploded ordnance (UXO) management.

- 4.16. The project team has undertaken various options appraisals and value engineering workshops to mitigate the risks and reduce costs. This is an ongoing process and to date has yielded £1.5m, with the expectation for further savings as the design continues through subsequent stages.
- 4.17. Galliford Try Construction Ltd will obtain three quotes from their sub-contractors for the major packages, which will be open book and reviewed by Pick Everard. Given the current stabilisation of the market post Covid and the inflation crisis, it is expected that further savings through this competitive process could be achieved.
- 4.18. The DfE has recently announced additional High Needs Grant. This funding can be utilised to increase the budget allocation, therefore avoiding the need for council resources to be identified.

Programme

- 4.19. Key programme dates and construction works are in the table below.

Task	Target Date
Planning Application submission	Complete
Planning Decision	July 2024
Enabling Works Package	May 2024
Instruct Modular Manufacturing	24 June 2024
Early Works Package	August 2024
Contractors Proposal & Contract Sum	August 2024
Construction Contract Award	September 2024
Contractor Mobilisation	October 2024
Construction Commence	October 2024
Partial opening	October 2025
Full completion	November 2025

- 4.20. To deliver the constrained programme, there will be a need for some enabling and early works to clear the site and install critical services that are on a long lead timescale.
- 4.21. These packages will be competitively tendered by Galliford Try and subject to independent cost reviews to ensure value for money. There will be separate Chief Officer delegated reports submitted to authorise these packages of works.

5. Available Options

- 5.1. **Option 1:** To approve the scheme and estimate set out in the appendix which will enable the scheme to move forward to the construction phase. This will allow Royal Borough of Greenwich to meet the increasing demand for SEND provision for students with ASD with complex learning needs.
- 5.2. **Option 2 –** Not to approve the scheme and estimate. The Royal Borough of Greenwich will need to absorb the abortive cost of pre-construction services, surveys, and project management. The Scheme will not move forward to the construction phase, consequently Royal Borough of Greenwich will not be able to meet the immediate need of provision of education and learning spaces for provision for students with ASD with complex learning needs.
- 5.3. **Option 3: Do Nothing:** Royal Borough of Greenwich is facing an increasing pressure for SEND provision specifically, immediate requiring places for September 2025 intake for secondary and post students with ASD with complex learning needs. The Royal Borough of Greenwich has statutory duty to provide sufficient SEND places.

6. Preferred Option

- 6.1. Option 1 is preferred option to approve the scheme and estimate. This option will uplift the project budget which will allow for the delivery of teaching and learning spaces for SEND secondary and post 16 students (128) with ASD and complex learning needs.

7. Reasons for Recommendations

- 7.1. The approval of Scheme & Estimate will allow to provide a school facility for SEND secondary and post 16 students (128) with ASD with complex learning needs for September 2025 intake. This will enable Royal Borough of Greenwich to meet the immediate requirement of the learning and educational spaces for September 2025 intake.
- 7.2. The new school SEND facility is also like to see a reduced pressure on the High Needs Block due to fewer SEND tribunals, less reliance on out-borough independent provisions and reduction in SEND transport costs.

8. Consultation Results

- 8.1. The Royal Borough of Greenwich Children Services had an extensive online and face to face consultation with the community during the demolition of the previous Kidbrooke Park Primary School. Further stakeholder consultation was also undertaken during the DFE Business Case process for the Department for Education and during the design development of the scheme. This was well received by the community.
- 8.2. Further consultation is underway as part of the planning application process.

9. Next Steps: Communication and Implementation of the Decision

- 9.1. The DFE has recently approved the process to appoint the Academy Sponsor to manage and operate the school. Meetings will be arranged to update them on the design and delivery programme and engage them on the project going forward.
- 9.2. Once the scheme design is complete it will be competitively tendered, and a contract sum produced for review. On the basis that this is affordable within the Scheme & Estimate budget set out in the appendix to this report, a contract award report will be submitted to the Chief Officer to appoint the contractor to construct the school.

10. Cross-Cutting Issues and Implications

Issue	Implications	Sign-off
Legal including Human Rights Act	<p>The Cabinet as decision maker is requested to:</p> <ol style="list-style-type: none">1. Approve the Scheme and Estimate for the development of a new all-through SEND School for secondary and post 16 students with special education needs at Hargood Road. The estimated cost will be £15m.2. Note that the Cabinet approved funding for SEND Provision in the Children Services School Placing and Capital Programme. A budget has been	<p>Seun George Legal Assistant 16/07/2024 Ref: 97683</p>

	<p>earmarked for the SEND school at Hargood Road.</p> <ol style="list-style-type: none">3. To approve the budget allocation by utilising the DfE funding for Additional High Needs Grant announced in March 2024.4. To authorise the Director of Regeneration, Enterprise and Skills in consultation with the Director of Children’s Services to vary the scheme details in accordance with the priority projects referred to in paragraph 1.6 of this report.5. To note that the authority to the Director of Regeneration, Enterprise & Skills to vary the scheme details does not include an authority to vary the scheme budget as approved by the Cabinet’s decision dated 15 November 2023. The authority to make any variations to the scheme budget remains with the Cabinet. <p>The Leader’s scheme of delegation found in Part 3, Schedule A – Executive Functions of the Council’s Constitutions, states that the Cabinet can approve scheme and estimate reports that are £20m and above.</p> <p>Cabinet is therefore authorised to make this decision.</p> <p>Procurement and contract issues will be addressed in any further reports, which seek to award a contract to carry out the works identified in this report.</p> <p>The approval of this report has no Human Rights issues.</p>	
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<p>Finance and other resources</p>	<p>Cabinet is requested to approve the outline Scheme and Estimate for the delivery of secondary and post 16 SEND places at Hargood Road.</p> <p>On 15 November 2023 Cabinet approved, as part of the annual school place planning report, the allocation of resources to fund the delivery of places at Hargood Rd.</p> <p>As outlined in the body of the report and Appendix A, further funding is required to deliver the scheme, which can be met from additional Higher Needs Provision Capital Allocations announced by the Department of Education in March 2024.</p> <p>The detailed scheme breakdown set out in Appendix A has been subject to detailed review process and market testing, therefore providing cost assurance.</p> <p>Further funding will need to be identified to support the delivery of the primary phase of the all-through school and other priority funding commitments identified in the November 2023 report. This will be informed by an on-going feasibility process and subject to a future report.</p>	<p>Michael Horbatchewskyj Accountancy Business Change Manager (P&I) 03/06/2024</p>
<p>Equalities</p>	<p>Decision-makers are reminded of the requirement under the Public Sector Equality Duty (s149 of the Equality Act 2010) to have due regard to (i) eliminate unlawful discrimination, harassment, victimisation, and other conduct prohibited by the Act, (ii) advance equality of opportunity between people from diverse groups, and (iii) foster good relations between people from different groups. The decisions recommended through this paper could directly impact on end users. The</p>	<p>Saeed Janjua Senior Project Manager 29/04/2024</p>

	<p>impact has been analysed and does not vary between groups of people.</p> <p>In addition, this report defines the outline proposal for a well-equipped Class rooms for SEND secondary and post 16 pupils(128) with ASD with complex learning needs within a free School arrangement i.e., by delivering this scheme the centre provides a valuable contribution for the pupils and makes a direct contribution to the Councils' Equality and Equity Charter by 'creating a fairer borough through promoting inclusion, participation and equal access', also 'Ensures that our services are accessible and achieve outcomes consistent with our responsibilities under the Act' as articulated in the Council's Equality Objectives 2020-2024. A separate Equality impact assessment is completed which confirms that the expansion will meet the requirement of the post 16 pupils requiring special education need.</p>	
<p>Climate change</p>	<p>This report contributes to the 2030 ambitions of the Greenwich Carbon Neutral Plan agreed by Cabinet on 18 November 2020 by ensuring that 'all non-domestic buildings owned by Council are zero-carbon. The RIBA stage 4 developed by design and build contractors during pre-construction confirms that design has met the requirement of Greenwich Carbon Neutral Plan. The modern method of construction (MMC) off site construction will enable to reduce the construction traffic thus reducing impact on the environment.</p> <p>The end build will not only meet the requirements for building efficiencies as set</p>	<p>Saeed Janjua Senior Project Manager 29/04/2024</p>

	<p>out in the 'London Plan' but exceed several benchmarks.</p> <p>Furthermore, the construction is proposed to meet all areas of Building Regulations' which has seen recent uplift changes in June 2022. The standards stipulate heightened energy performance measures, conservation of fuel and power, and further reduction of carbon emissions for new and existing builds.</p>	
<p>Risk management</p>	<p>The pre-construction and construction phase risk register is maintained within the project document which will managed by Senior Project Manager DRES Capital project team during the construction phase and Pick Everard.</p> <p>Risk 1: Fail to secure planning permission within statutory determination period / Planners remain unsupportive of the location which will impact on programme and cost / delayed start to site. To mitigate through arrange pre-planning meeting and continue meeting with RBG planners.</p> <p>Risk 2: Unidentified contamination / obstructions discovered in dark ground during construction works increases scheme cost. A separate enabling works package to be undertaken to understand risk the contamination and asbestos.</p> <p>Risk 3: BREEAM Excellent not achieved due to credits being missed. Contractor to appoint BREEAM assessor throughout a with aim to identify additional credits to create a buffer.</p> <p>Risk 4: Contractor liquidation. Independent financial reporting of the contractor accounts has been undertaken showing low risk. This will be checked again at the point of construction. This is also reviewed by the Framework</p>	<p>Saeed Janjua Senior Project Manager 29/04/2024</p>

	Management Team, where the contractor was procured from.	
Procurement & Social Value	If the decisions recommended through this report have a direct implication on procurement and social value, Procurement support will be provided to ensure compliance with the public contract regulations 2015 and Contract Standing Orders. Social value outcomes will be considered.	Aldhun Levitt Senior Procurement Business Partner - DRES 24/06/2024
Health and Safety	A principal designer under CDM regulations 2015 will be appointed by the contractor to monitor and co-ordinate Health & Safety. RBG has also appointed via a separate procurement a Client Assurance Health and Safety advisor to ensure that client Health and Safety duties are met. A safe system of work by the contractor will be agreed with stakeholders prior to any proposed works. The programme of works will be subject to the Construction Design & Management Regulations 2015	Saeed Janjua Senior Project Manager 18/04/2024
Children's Services	<p>An increasing pressure for SEND provision is forecast over the next five years across all phases of education in the borough and Royal Greenwich has a statutory duty to deliver sufficient school places to meet this demand.</p> <p>There is a need to increase specialist provision in borough so that children and young people can be educated locally. This will promote access to excellent provision within the local community, as well as reducing journey times, stress, and travel costs.</p> <p>Children's Services fully supports the recommendations made in this report to</p>	Jane Lawley Strategic Lead for Inclusion and Place Planning, Children's Services 13/05/24

	<p>develop the former Kidbrooke Park Primary site on Hargood Road to provide a new SEND school. This school will provide 128 secondary and post 16 provision places (Key Stages 3, 4 and 5) for young people diagnosed with Autistic Spectrum Disorder with complex learning needs. Without this provision, the Local Authority would not be able to provide sufficient specialist provision to place children and young people in the most appropriate setting that will best meet their needs.</p>	
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11. Report Appendices

11.1. The following documents are to be published with and form part of the report:

- Exempt Appendix A – Scheme & Estimate

12. Background Papers

- Contract award report approved by the Leader of Council (23 October 2023) to appoint Galliford Try for PCSA RIBA Stage 2-4
- Children Services School Placing and Capital programme 2022-2023 and 2023 to 2025.

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