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CABINET

11th March 2026

Subject Heading:

Award of the Main Contract for the Construction of Balgores Special School

Cabinet Member:

Councillor Oscar Ford
Cabinet Member for Children's Services

Councillor Paul McGeary
Cabinet Member for Housing & Property

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Policy context:

1.1.1 Supports educational outcomes within the broader opportunities' context of the Havering Vision.

Financial summary:

1.1.2 This report seeks cabinet approval to award the main construction contract for Balgores School. This expenditure is within the allocated budget and is allowed for in the MTFs.

Is this a Key Decision?

Yes

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1.1.3 When should this matter be reviewed? March 2026

1.1.4 Reviewing OSC: Full Overview and Scrutiny Board

The subject matter of this report deals with the following Council Objectives

- People - Supporting our residents to stay safe and well
- Place - A great place to live, work and enjoy
- Resources - Enabling a resident-focused and resilient Council

SUMMARY

This report provides a summary of the Balgores School project, with recommendations to award the main contract to construct the school following the successful completion of Stage 1 (the Pre-Construction Services Contract) and the provision of a firm price for Stage 2 - construction of the new Special School on the Balgores Field on Balgores Lane, Gidea Park, to provide the children of Havering with special educational needs with the educational care they require.

RECOMMENDATIONS

Cabinet is asked to:

- 1) Approve the award of a JCT Design and Build Contract (with LBH Amendments) to Galliford Try Ltd for the construction of the new special educational needs school on Balgores Field, Balgores Lane, Romford, for the value of £ 38,552,461, subject to grant of Planning Approvals as set out within this report; and
- 2) Enter into all associated documentation.

REPORT DETAIL

1.0 WIDER CONTEXT FOR THIS DECISION

The Council's vision is for children and young people with special educational needs and disabilities (SEND) to be educated in the most inclusive environment possible, enabling them to participate fully in school life and their local communities.

Havering currently faces a significant shortfall in specialist SEND places, resulting in children being educated out-of-borough, placed in inappropriate mainstream settings, or supported through part-time timetables, alternative provision or home tuition.

The number of out-of-borough placements has continued to increase, with transport costs alone now exceeding £3m per annum, while suitable placements are becoming harder to secure due to national pressures and increasing complexity of need.

The proposed new Special School at Balgores Lane directly addresses these challenges and aligns with the Children and Young People Education Place Planning

Plan 2023–2027 and the Council’s emerging SEND and Alternative Provision Strategy.

The school will provide much-needed local specialist capacity, reducing the Council’s reliance on out-of-borough SEND provision, improving educational and wellbeing outcomes for children and young people, and supporting families to access high-quality SEND education and services closer to home.

Approval to develop the new special school was granted by Full Council on 8th November 2023, and the proposal represents a strategic investment to meet rising SEND demand, manage long-term revenue pressures, and ensure equitable access to high-quality provision across the borough. The 2-stage contract was tendered through a mini competition via the Southern Construction Framework, which is a Public Contracts Regulations 2015 compliant framework. Galliford Try Ltd were the successful tenderer under the mini competition and on 9 October 2024 Cabinet agreed to award Galliford Try Ltd the first stage contract, noting a recommendation for progression to stage 2 would be brought back to Cabinet at a later date.

When the school will be fully operational this will potentially result in a revenue saving and or cost avoidance across Dedicated Schools Grant and Home to School Transport General Fund estimated at £3.187m (Refer to **Appendix C**).

The Government announced the “Every child achieving and thriving” reforms to the schools and SEND systems on 23rd February which outlines the ambition to improve the lives of all Children and Young People and will take the education system into the 2030’s and beyond. This will include SEND provision in mainstream alongside high-quality specialist provision with schools equipped and funded to support children with SEND to achieve and thrive in inclusive mainstream settings, working together with high-quality specialist provision in bespoke environments which Balgores School will make a significant contribution to with Havering pupils

2.0 APPROVALS FOR THE SCHEME

2.1 Corporate approvals

The proposed Balgores Special School has been subject of wide-ranging decision making, including a decision to utilise the Balgores Field, a decision to commence the tender exercise, and a decision to award the PCSA. The reports are referenced in the background papers section of this report

2.2 Planning permission

Resolution to grant planning permission for the proposal was agreed by the Strategic Planning Committee (SPC) on the 11th of December 2025, and this scheme will be granted planning permission subject to referral and agreement from the Secretary of State and the Greater London Authority (GLA) and signing of the S106 Agreement.

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The scheme is referable to the Secretary of State (National Planning Casework Unit) as the proposal received an objection from a statutory consultee (Sport England).

In addition to this, and because of the location of the development, the scheme is also referable to the Mayor of London (GLA), pursuant to the Town and Country Planning (Mayor of London) Order 2008.

Once these two bodies have made their recommendation and the S106 Agreement is in place, the Local Planning Authority (LPA), will be able to grant planning permission.

The contract subject to this report will not be entered into prior to planning permission being granted.

2.3 Brief description of the proposal

The proposed Balgores SEND School is designed as a purpose-built, state-of-the-art educational campus for up to 300 pupils aged 4–19 with complex learning needs, located on the Council-owned Balgores Fields site in Gidea Park, Havering.

The building is configured as a part single-storey, part two-storey structure, accommodating a comprehensive suite of general and specialist teaching spaces tailored to the diverse needs of its pupils. In addition to standard classrooms, the scheme will incorporate therapy rooms, a dining hall, sports facilities including a sports hall and multi-use games area, and a hydrotherapy pool, ensuring the building supports both educational and therapeutic objectives.

The design thoughtfully segregates age groups while maintaining connectivity, and integrates extensive outdoor play and landscaped areas, a grass sports pitch and carefully planned drop-off/pick-up zones with sufficient internal circulation for minibuses, taxis and private vehicles. The layout also includes staff parking with EV charging provision.

The school embodies inclusive, sustainable design principles, with the project targeting high environmental performance.

The proposed building materials, internal spatial quality and landscape strategy aim to create a stimulating, therapeutic, and secure learning environment that responds to the specific sensory and social needs of SEND pupils. The proposal has been shaped through extensive consultation through client and technical design engagement meetings to develop a facility suitable for a specialist education provider but also as a community asset, with flexible spaces that could support wider community use outside school hours.

This facility represents a long-term investment in local provision, eliminating the need for many pupils to travel out of borough for appropriate education while providing a highly functional, future-focused building that aligns with Havering's strategic educational objectives.

3.0 PROCUREMENT

3.1 Procurement route

The scheme was procured via a two-stage Design and Build tender. This is a procurement method in which the contractor is first appointed under a Pre-Contract Services Agreement to work collaboratively with the client and design team to develop the design, test buildability, obtain supply-chain input and progressively refine cost and risk information. Only once this work is complete does the contractor submit a fully priced, fixed Stage 2 tender for the main works.

This route is used where early contractor involvement is required to manage programme risk, address site constraints, and ensure that the developing design can be delivered within an agreed budget envelope.

For this scheme, a two-stage tender was selected because of the complexity of a specialist SEND school, the constrained nature of the Balgores Field site, and the need to integrate specialist supply-chain packages at an early stage to allow for a faster route to build and provide school places. This approach also reduces cost uncertainty arising from market volatility by securing real-time pricing during design development.

The project has been procured through the Southern Construction Framework (SCF), a fully PCR compliant framework that enables two-stage Design and Build appointments. Galliford Try Ltd were selected following competitive assessment and the Council entered into a PCSA agreement to develop the design, coordinate surveys, engage the supply chain and prepare a market-tested Stage 2 submission. The Stage 2 tender now presented for approval constitutes the fully priced, technically validated offer produced in accordance with SCF requirements and the Council's procurement processes. The project was procured through the Southern Construction Framework (SCF), a fully PCR compliant framework that enables two-stage Design and Build appointments. competition Galliford Try Ltd were selected as preferred supplier following a framework compliant mini competition and the Council entered into a stage 1 PCSA agreement to develop the design, coordinate surveys, engage the supply chain and prepare a market-tested Stage 2 submission.

The Stage 2 tender now presented for approval constitutes the fully priced, technically validated offer produced in accordance with SCF requirements and complies with the Council's procurement processes.

This scheme and its procurement route was approved by the Gateway Review Group (GRG), at the following stages: pre-tender, award of PCSA, and now, for the award of contract.

3.2 Tender outcome

Galliford Try were appointed under the Pre-Construction Services Agreement (PCSA) to develop the design through the various stages up to RIBA Stage 4 and obtained competitive prices via their supply chain to enable the provision of a fixed contract sum for the main works to build the school.

The developer appointed Haverstock Architects, who are experienced with similar SEND projects, they collaborated throughout each of the design stages with the Council and Astrum Academy Trust who will operate the school on completion.

Regular design team and client engagement meetings with the Contractor's design team, the Balgores project board and Academy trust took place over the last year to develop the design to meet the needs of the Council and deliver a scheme that meets the requirements of the Trust. These meetings have been supported by the Council's appointed advisors Playle and Partners who Provided Project Management, Procurement and Quantity Surveying services.

The construction costs have been broken down into the various building work packages. For each subcontract work package (e.g. groundworks, steelwork, carpentry, windows, doors) under the PCSA Galliford Try have sought 3 quotations for each work package, to ensure there is value for money from their supply chain. Playle & Partners, as the Council's consultant, analysed the costs with a summary contained in the tender report.

During the design development phase, the cost estimate for the construction of the new school has increased. The key drivers for this cost increase can be summarised as follows:

- (1) Requested changes following feedback during the planning process (including the Quality Review Panel - QRP) and public consultation.
- (2) New electricity substation capacity requirements, water supply & drainage.
- (3) Drainage design to accommodate existing trees at the Heath Park Road side of the site.
- (4) Highway works.
- (5) Site cut & fill to level the site topography.
- (6) General, Nation-wide cost increase in Mechanical and Electrical services.
- (7) General, Nation-wide construction cost exceeding inflation estimates.

As the design matured through the PCSA phase, and risks were progressively identified and mitigated, the Council reviewed and consolidated existing Department for Education Basic Need and High Needs allocations to ensure that the scheme could be delivered with appropriate provision for risk, statutory requirements and market conditions. This approach reflects normal practice for complex education projects and ensures that the final contract award is aligned with an agreed funding profile, rather than relying on provisional assumptions made at an earlier design stage.

Further detail is set out in the exempt financial appendices.

The Contractor is required to obtain a minimum of three quotes from their sub-contractors for each of the major work packages. These are obtained on an open book basis and have been independently reviewed by Playle and Partners, our externally appointed Quantity Surveyors.

The Stage 2 tender submitted by Galliford Try Ltd represents a fully priced, technically validated offer developed through the PCSA period in accordance with SCF requirements. The submission includes market-tested supply-chain quotations, an updated programme, and a consolidated risk allowance.

The tender has been reviewed by the Council's cost consultants, confirming compliance with the employer's requirements and the procurement brief.

3.2 Value for Money

Once the final offer was received, value for money for this contract was assessed, by considering the cost of the building relative to its size and relative to the facility it provides. This review has demonstrated that the investment represents good value for money.

In particular the cost of constructing the provision per SEND pupil place is well within the expected range of cost per SEND pupil for recent construction projects:

Cost of SEND pupil place: £ 129,000 to £ 185,000 (National School Delivery Cost Benchmarking, adjusted to location, and TPI)

Balgores cost of SEND pupil place: approx. £ 148,000

This demonstrates that the Balgores Special School offers strong value for money when assessed against nationally published benchmarking data, with a cost per pupil place well within the national range (at approximately the 65th percentile), once this has been adjusted for the Havering location.

For further detail, refer to **Exempt Appendix B**.

3.3 Contract outcome

The contract will be awarded as a JCT Design and Build 2016 agreement with Council amendments for a value of £ 38,552,461 to construct the school. Under the Southern Construction Framework procurement route, all contractual documents, specifications and employer's requirements have been updated during the PCSA period to reflect the final design, planning conditions and agreed risk allocations. The contractor's warranties, programme, pricing documents and required securities have been reviewed and confirmed as compliant.

3.4 Social Value considerations

The contract delivers clear and measurable social value outcomes aligned with the Council's priorities. Commitments include prioritising local employment and supply chains, delivering a strong Employment and Skills Plan with work placements, apprenticeships, new jobs and accredited training, and providing careers events and mentoring opportunities, including for neurodivergent young people.

The programme also supports community wellbeing and inclusion through partnerships with local organisations, volunteering, fundraising and engagement with pupils and families, alongside environmental benefits such as carbon reduction measures, material reuse, waste minimisation and the creation of a Food Forest/Edible Garden, ensuring a positive and lasting legacy beyond construction.

This is in line with the Council's new Social Value Strategies, and it will be monitored by officers annually.

4.0 MASTER PROGRAMME

Planned key programme dates are as follows:

Stage	Activity	Start	Completion
RIBA 2 - 3	Pre-contract services Agreement	October 2024	December 2025
RIBA 4	Resolution to grant Planning Approval	December 2025	
RIBA 4	Offer of firm price tender	December 2025	
RIBA 4	Award of Contract	March 2026	
RIBA 4	Secretary of State / GLA approval	March 2026	
RIBA 4	Mobilisation	March 2026	April 2026
RIBA 5	Construction phase	April 2026	October 2027
RIBA 6	Construction Completion	November 2027	
	FF&E fitout and staff training	November 2027	December 2027
RIBA 6	Handover	December 2027	December 2027
RIBA 7	School in occupation	January 2028	

While the programme is achievable, some risk of slippage remains, as is typical for construction projects.

REASONS AND OPTIONS

Galliford Try have tendered the construction works with their supply chain, which has been checked and evaluated by Playle and Partners who are acting as the Borough's appointed Project Manager and Quantity Surveyors.

The tender report is attached in Exempt Appendix B. This includes details of all the construction costs, associated infrastructure and facilitating works, landscaping, professional fees, fit out costs and contingency, provides a fixed price for the Design and Build construction element to provide the school.

Option assessment

RE TENDER: The Council could now take the proprietary designs produced by Galliford Try during the Stage 1 tender process (PCSA) and utilise these as the basis for a further tender exercise.

This is not guaranteed to yield any cost savings relative to the current contractor's proposal. Re tendering would delay the programme for at least 12 months due to the additional governance, tender period, evaluation and negotiation period. This delay would be reflected in slippage in the commissioning of the new school and it would result in extended out of Borough SEN education and transport cost (see Appendix C). This option was considered and rejected.

DEFERRAL: Deferring the award of the contract would expose the scheme to further construction inflation, as evidenced by recent BCIS trend data, and would remove the supply-chain pricing certainty secured through the PCSA. A period of deferral or re-tendering would also extend the Council's reliance on out-of-borough SEND placements, with associated revenue and transport costs continuing to accrue. In addition, delay would have a direct knock-on effect on the Council's SEND sufficiency programme, reducing the ability to bring forward new local specialist capacity in line with identified demand and increasing delivery risk across the wider capital programme. This option was considered and rejected.

DO NOTHING: Do not progress the new school means that no new special school will be constructed. This is to the detriment of the Havering resident children with special educational needs (who will need to keep on travelling for out-of-Borough education) and of the Council who would need to support the revenue costs associated with this. This option was considered and rejected.

IMPLICATIONS AND RISKS

1.2 Financial implications and risks:

Capital Implications

The report recommends that Cabinet approve a contract award under the Southern Construction Framework (SCF) to Galliford Try to construct the new Balgores Special School. The Stage 2 JCT Design and Build Contract is for £38.552m which is within the overall capital programme project budget.

The preceding Stage 1 PCSA has cost £2.5m upon its completion in December 2025 which has aided both the Authority and its construction partner to collaborate, design, test and refine the project. Importantly, this has led to Galliford Try firming up the supply chain to allow a more robust contract price following negotiation.

Overall, the project approved budget is higher due to professional fees, fit out costs and a small contingency budget. As with any capital construction project, there is a residual risk that the cost will be exceeded (e.g. Force Majeure).

The funding is Basic Need which the Department for Education has granted to London Borough of Havering for the establishment of school places. None of the funding is from the Authority's General Fund.

The report also sets out a reasonable basis for the contract price to be deemed value for money. The contractor has sought three prices for each cost category from sub-contractors (where applicable), and our internal and external partner has been in challenging dialogue with Galliford Try to agree an appropriate and affordable budget within the DfE funding envelope that delivers the project's goals. Benchmarking analysis in section 3.2 outlines that the project cost per pupil is within the norm, albeit it should be noted that this is a significant school of 300 pupil places compared to recent SEN schemes with under 100.

Refer to Exempt **Appendix A** for more details.

Revenue implications

Havering – as most Local Authorities – is experiencing large increases in the numbers of children with Special Educational Needs who require additional support. This has led to a deficit on the High Needs Block of the Dedicated Schools Grant. The Local Authority has an inclusive model of provision with over 60% of children being supported in mainstream schools but for some children more specialist provision is required such as a special school. If a local maintained special school place is not available, then the student may need to be placed out of borough or in an independent or voluntary sector school. Non maintained school places tend on average to be much more expensive resulting in cost pressures. In addition, pupils

with special educational needs are often entitled to assistance with home to school transport which obviously becomes more expensive the further they travel.

Establishing an in borough maintained Special School is therefore expected to provide revenue savings for both the Dedicated Schools Budget and the Council's General Fund. Local modelling suggests that the numbers of children with an EHCP will increase from 3725 in 25/26 to 6158 in 29/30. The modelling suggests that the 300 children in the new school will be diverted from a range of other provisions with around a quarter being diverted from the more expensive independent sector and others being diverted from other kinds of state provision at similar or lower cost. The cost of education provision in the new school is forecast to be £14.9m per year by 2029/30 based on the current average cost of local special schools adjusted for inflation but the cost of the provisions those 300 children would otherwise have been in would be £16.7m. Thus the new school will result in an overall cost reduction of £1.8m. The driver of this saving is the assumption that around a quarter (74) of the pupils would otherwise have been placed in independent schools at an additional cost of around £52k per place. If however instead of diverting children from the independent sector the school takes children that would be placed in other similar costed provision then the saving would be less. It is very important the school is developed to provide the right kinds of specialist support that will allow children with more complex needs to be placed there.

Likewise, if the school population is not drawn from Havering residents but is used for children from other boroughs then there will be no benefit to this authority. It will be important to ensure that there is strong commissioning and place planning to avoid this.

Shortly after the opening of the school, it is anticipated that responsibility for funding of SEN will switch from Local Authorities using the DSG to direct funding by the DfE from April 2028. However, the new approach has not been fully announced and the timeline may slip. Moreover, in any case the savings will still accrue to the overall public purse.

There will also be a potential saving to Havering General Fund from reductions in the cost of Home to School Transport. Modelling has been undertaken that suggests that over sixty percent of the children (190) attending would otherwise be placed out of borough so there will be a cost saving on transport due to reduced distances and because there can be more use of shared transport such as buses rather than individual taxis. The potential cost avoidance is £1.34m compared to what otherwise would be incurred based on these assumptions. Again, if a different group of children are placed then the final figure could be lower. Moreover, it should be noted that this is a comparison to an overall cost that includes a large amount of demand growth. It is not a cash saving against the current budget. This cost avoidance is built into the existing MTFs projections for Home to School Transport.

Refer to **Appendix C**, which was submitted to, and agreed by the Department for Education.

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These are the expected full year steady state cost avoidance once the school is fully operational. However, there will be a phased approach with around 100 new pupils being admitted each year and so the profile is expected to look like this.

	Cost Avoidance		
	27-28	28-29	29-30
Revenue Funding - Placement	£0.8m	£1.2m	£1.8m
Transport	£0.6m	£0.9m	£1.3m
Total Cost Avoidance - Indicative	£1.4m	£2.1m	£3.2m

The project is still subject to Planning Permission and approval from the Secretary of State and the GLA. This represents a risk to the project in respect of delivery timescales, cost and approach.

Legal implications and risks:

The Council has a statutory duty to secure that efficient primary education, and secondary education is available to meet the needs of the population of their area (Section 13 Education Act 1996).

The Council has the general power of competence under section 1 of the Localism Act 2011 to do anything an individual may generally do, provided there are no statutory constraints. No limitations are engaged by this decision. The contract may be awarded in accordance with these powers.

Additionally, the Council has the power to award the contract under Section 111 of the Local Government Act 1972 which, permits the Council to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions.

The contract was procured as a 2-stage construction contract via the Southern Construction Framework which is a Public Contracts Regulations 2015 (PCR 2015) compliant framework. Award of the second stage JCT contract is therefore PCR 2015 compliant. Subject to best value considerations, the Council may proceed to award the second stage JCT design and build contract to Galliford Try Ltd.

As set out in the body of this report, officers consider award of the contract represents best value to the Council. Subject to the regulatory approvals described in this report, the Council may award the contract.

Human Resources implications and risks:

The human resources implications for Balgores school will be managed by the Academy.

Equalities implications and risks:

The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have 'due regard' to:

- (i) The need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (ii) The need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) Foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are age, disability, gender reassignment, marriage and civil partnerships, pregnancy and maternity, race, religion or belief, sex/gender, and sexual orientation.

The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants.

Health and Wellbeing implications and Risks

There are no direct Health and Wellbeing implications associated with the recommendation for the award of the construction contract associated with the new Balgores Field Special School to Galliford Try Ltd.

In the context of the increasing SEND school provision within the borough, steps to progress with delivery of the Balgores Field Special School will contribute to future health and wellbeing benefits for residents, by enabling more children to access specialist provision closer to home, reducing impacts of potentially lengthy travel to out-of-borough provision on pupils, parents and carers.

Environmental and Climate Change Implications and Risks

The award of the construction contract supports the Council's environmental and climate change objectives by enabling the delivery of a modern, energy-efficient educational facility that will perform significantly better, in environmental and operational terms, than much of the existing education estate.

Environmental considerations formed part of the tender evaluation process, with bidders required to demonstrate their approach to sustainable construction, including waste management, efficient use of resources, and measures to reduce energy use and carbon emissions during construction.

The recommended contractor has demonstrated a strong understanding of these requirements and has provided credible and deliverable commitments to managing environmental impacts on site and reducing construction-related emissions.

The appointed design team has worked with a clear understanding of the importance of climate conscious design choices and both the architecture, and the mechanical overall design and distribution are informed by these concerns.

The construction contract will place clear obligations on the Contractor to implement the approved design and associated sustainability measures, thereby mitigating environmental and climate-related risks and supporting the Council's wider sustainability objectives.

Appendices

Appendix A - Financial Considerations (EXEMPT)

Appendix B - Post-Tender report (EXEMPT)

Appendix C - Revenue Implications of the development (EXEMPT)

Appendix D - Images of the proposed development

BACKGROUND PAPERS

**Cabinet Decision for Approval on School Expansion Programme
8th November 2023**

<https://democracy.havering.gov.uk/documents/s71412/7.0%20Update%20to%20Phase%205%20expansion%20programme%20Final.pdf>

**Authority to procure a contract for the construction of a new Special School
at Balgores Field
14th February 2024**

<https://democracy.havering.gov.uk/ieDecisionDetails.aspx?id=8103&LLL=0>

**Waiver to CPRs in relation to the tender for the construction of a new Special
School at Balgores Field (MEAT and Platform)
18th March 2024**

<https://democracy.havering.gov.uk/ieDecisionDetails.aspx?id=8159&LLL=0>

**Cabinet Decision for Award of PCSA
9th October 2024**

<https://democracy.havering.gov.uk/documents/s75995/Award%20of%20a%20Pre-Contract%20Service%20Agreement%20to%20develop%20the%20designs%20for%20the%20new%20Balgores%20Special%20School.pdf>