

Business Case

Project Title: Schools' capital maintenance programme 21/22

Lead Department: Children and Adults



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DOCUMENT CONTROL

BC Author	Caroline Butrymowicz
Project Sponsor (contact details)	Catherine Underwood – Corporate Director for People (Children and Adults)
Project Manager (contact details)	Caroline Butrymowicz – Project Manager (Major Projects)
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1.0 PURPOSE OF DOCUMENT

This document sets out the business case for delivering the capital maintenance programme 21/22 for Nottingham City schools. The proposal is to carry out high priority works to keep schools open and safe. The proposed programme of works cover heating/boiler schemes, fire alarm replacement works, fire door replacement, roofing, safeguarding and a window scheme. The main works will take place in the school summer holidays 2021.

2.0 EXECUTIVE SUMMARY

All local authorities receive an annual allocation of grant funding to support maintained schools with managing the condition and health and safety of their school buildings. This funding is known as the capital maintenance grant. The funding is typically a formulaic calculation determined by the Education and Skills Funding Agency (ESFA), who then confirm allocations to local authorities on an annual basis.

The funding announcement for 2021/22 is expected in Spring 2021. Based on previous funding allocations, it is expected that around £1.200 million will be allocated to improve the condition of school buildings maintained by Nottingham City Council. In addition to this a one off allocation was received in October 2020 for school condition works. The value of this grant is £568,017.

This business case identifies how the grants will be prioritised to support health and safety and condition needs of schools in Nottingham. The highest priorities relate to health and safety requirements and addressing condition issues that mean school buildings are kept dry and warm in winter. This could include schools that require roof replacement, windows, boilers, heating systems and electrical works.

The overall condition liability for schools in the City is significantly greater than the funding available and unfortunately there is insufficient funding to address all the necessary works. To ensure the most urgent projects are taken forward, a feasibility study and prioritisation process has taken place.

3.0 STRATEGIC FIT

3.1 Strategic overview

The City has over the years taken a long term approach in prioritising and addressing capital maintenance issues at schools using the yearly grant funding. To assist this process and making it more robust, Major Projects team have in the last 18 months carried out an estate review for each locally authority maintained school. An element of

each review has been to capture the known condition issues at schools that schools cannot afford to address themselves. To support this process, a programme of condition surveys was commissioned to review the site and buildings of each school. Within these surveys attention was paid to the building fabric and mechanical and electrical elements of each school. A table of condition issues are graded to inform when replacement/upgrade is required. Using these surveys, a piece of work is now being completed by the Major Projects team to form a 5 year strategic plan identifying potential programmes of work over future years.

This Business Case sets out the case for expending the expected allocation for 2021/22 capital maintenance funding upon receipt and the one off allocation of £568,017 already received.

The 2019/23 Council Plan sets out the key objectives of the Council and guides investment made by the Council. The key message is citizens are at the heart for all who live, work, study and invest in the City. Below you will find some of the key objectives and how this project links to those objectives.

Become the first carbon neutral City by 2028 (Living in Nottingham)

- The individual projects are currently at an early stage of design and as yet, the measures that will support this are yet to be fully articulated. During design development, some of the projects will consider how to limit carbon emissions to support this objective. For example, the roofing schemes will review environmentally sympathetic options to increase sustainability where budget and design permits. The heating schemes will consider the use of salix funding to include where possible energy saving options.
- Any planning and building control decisions will take account of environmental and sustainability considerations

Equalities (Serving Nottingham better)

- The Executive Board report will be supported by an equality impact assessment which will take account of any schemes that will impact on buildings and ensure that accessibility is addressed. This is specifically pertinent to the safeguarding scheme that is in the programme of works. The detailed design stage will develop the proposal to ensure that that all works will ensure the building is accessible for all.

A council working in partnership (How we will work)

- Some of the schemes will be procured via the SCAPE regional framework. The project team will work in partnership with the framework contractor to deliver these schemes. The proposed framework agreement contains a number of KPIs, such as local spend, local employment and apprenticeship targets to which the schemes will be measured.

4.0 PROJECT INFORMATION AND BUSINESS CASE

4.1 Options appraisal

Major Projects have carried out a thorough prioritisation process before making the recommendations in the programme of works. The following steps were undertaken as part of this process:

- A review was undertaken which looked at the schemes that were not taken forward in the 20/21 programme of works. These works were updated with any further technical information or local information from the named schools.
- A review was undertaken of each individual school's condition survey to ascertain priority works that had been flagged.
- A review was undertaken of each individual school's estate review plan to consider the issues raised by the head teacher/business manager.
- Major Projects worked with the NCC school health and safety manager to discuss issues he was aware of and to assist in the prioritisation of works.
- Major Projects worked with NCC Building Services to review the potential heating/boiler and fire alarm schemes looking at the information from the yearly inspection reports and taking into account the first hand knowledge of the engineers who had visited school sites.

Bringing all of this information together has enabled Major Projects to prioritise a programme of works and make recommendations going forward.

4.2 Funding allocations

Capital funding

Nottingham City Council expect to receive a grant of approximately 1.200m. In addition to this £568,017 that has already been received as an additional one off sum for school condition works. Within the costing information an overall contingency has also been allocated for 21/22 to allow for any urgent health and safety issues that may arise outside of this programme during the year. Any occurrence will be reviewed and subject to the approval of the Director for People (Children and Adults).

Revenue funding

A benefit of this programme, where applicable, is to reduce the energy bills school pay by installing more efficient systems. An example of this would be more efficient boilers being installed and re-roofing schools with up to date insulated roofing systems that meet current building standards and improve the containment of heat within a building.

In addition to this, by installing new boilers/heating systems schools will be able to divert the funding they would have used for the repair and maintenance of old and inefficient systems to other uses.

4.3 Phasing of the programme of works

With all school related projects the key windows of opportunity to carry out works are the school holidays and specifically the summer holidays. All works will be programmed to take advantage of this opportunity. Any works that have a programme longer than the summer holiday period will be programmed in discussion with the relevant head teacher. Past experience shows that schools are very supportive and willing to work flexibly with Major Projects to deliver works when they need to span term time. In the event that there are summer schools operating out of the school buildings there will be extensive consultation with the relevant Head Teachers to manage the conflicting requirements.

Any surveys that need completing prior to the main works could be programmed for the Easter holidays in discussion with the school. This would mean less impact on the school and also give the operatives the opportunity to take advantage of an empty school building.

4.4 Project approach

Managing scope and quality

The project scope will be managed through the individual project specific scopes, which have been compiled by joint working between Major Projects and the relevant technical specialists. Building Services being the specialists on the boilers/heating and fire alarm schemes and a contractor selected from the SCAPE regional framework on the roofing, window and safeguarding schemes.

The project scopes include any requirements specified of the ESFA standards and guidelines, City Council standards and all relevant requirements and guidelines. The quality of design will be managed accordingly by the appointed technical specialists and where appropriate the selected framework contractor respectively, throughout the process. Major Projects will act as the Client Project Manager on behalf of the schools, responsible for controlling the scope and delivery of the project within the timescales and budget available. All decisions will be made by Major Projects in conjunction with the school representatives around access and management.

Consultation and engagement

Major Projects will work closely with all school and governing bodies in delivering the projects in the programme. Major Projects will continue to build on the positive relationships it has developed with schools. A series of meetings will be held to discuss and agree the programme of works, site operations, health and safety management and the timing of progress meetings through the duration of the works. Minutes of meetings will be recorded and issued in order to formalise discussions and any decisions made going forward.

Project management

The project will be managed in line with Association of Project Management (APM) principles using standard documentation developed by the Major Projects team. The Project Manager will be responsible for ensuring that key project documentation is developed and kept up to date to ensure the project is managed effectively, and lead the project team to ensure the project progresses in line with key milestones and the parameters set. The Project Manager will be supported by a Programme Manager, who will have oversight of the project and be able to support where issues and risks are identified. The project approach will be formalised in a Project Management Plan and the project is subject to a number of reporting and review requirements that provide governance assurance that the project is well managed and offers value for money.

4.5 Constraints

Programme

Works will take place predominately in the 2021 school summer holidays. However, due to the potential duration of some of the schemes there may be a need to carry out some work during term time. Major Projects will work closely with the relevant school(s) to ensure that any works are kept to a minimum and are managed safely and efficiently in order to minimise the impact on the day to day operational requirements of the school. There will be clear and robust demarcation between the construction site and the school.

Any potential impact on local citizens will be carefully considered and managed accordingly. For example, if materials need to be brought into site then this will be done at agreed times and within normal working hours. Relevant communications will be made to residents.

Legal/regulations

All construction works have to adhere to statutory regulations with regard to planning permission and building control requirements. Major Projects will work closely with these authorities to ensure all approvals are met and implemented accordingly.

As client, Major Projects will appoint both Principal Designer and Principal Contractor roles to all the schemes in the programme, in line with the Construction and Design Management regulations 2015. Support will also be procured from the NCC CDM and Health and Safety Officer.

Major Projects will work with NCC Procurement and Legal Services to ensure that any contracts entered into outside of the local authority resource pool will be procured in a compliant manner.

Financial

The project scope and delivery is dependent on receiving the 21/22 grant funding from the ESFA. Without this funding the programme cannot go ahead in full. If we do not receive the allocation, we will have to reduce the programme significantly as the only funding available would be the one off allocation of £568,017 already received.

Due to the condition liability of the school estate, it is not possible to address all the projects on the original long list of schemes. The prioritisation process has highlighted the highest priority schemes to take forward which will utilise the grant funding received to its fullest.

4.6 Dependencies

There are a number of project dependencies:

Financial: At the time of writing this business case NCC are not in receipt of the 21/22 schools' capital maintenance grant. This grant has to be received in order to carry out the full programme of works.

Planning and Building Control: The programme is dependent on any relevant planning permissions and building control approvals being applied for and granted by Nottingham City Council. Early discussions with both the NCC Planning and Building Control teams have suggested that no issues are apparent with the proposed programme of works.

Support from schools and governing bodies: Delivering the programme of works will be in conjunction with individual schools and governing bodies. Major Projects will continue to build on the existing positive relationships with the Nottingham Schools' Trust and the schools themselves to ensure the works are delivered collaboratively to the outcomes required.

4.7 Key Risks

The key risks identified with the project are:

Risk Number	Risk Description	Likelihood Rating	Impact Rating	RAG Rating	Risk Response
1	21/22 grant funding is not received.	Unlikely	Major		Historically all local authorities have been issued with yearly grant funding for capital maintenance works to schools. There is no reason to believe that this will not be issued for 21/22. If the funding does not come to fruition then schools will have to continue to manage the condition issues they have in a piecemeal, proactive way where affordable.
2	Funding is insufficient to carry out all the priority schemes identified	Likely	Moderate		It is acknowledged that not all schemes will be able to be taken forward. Major Projects team have completed a robust prioritisation exercise to enable the most needed schemes to be taken forward. Any schemes not taken forward will be reassessed in 22/23. Major Projects will contact the schools where schemes have not been taken forward to explain why and offer support to how any issues can be managed in the interim.
3	Managing any unknown urgent health and safety issues that may arise later in the financial year.	Possible	Moderate		Major Projects have retained a contingency that will allow for any urgent issues that arise to be reviewed and rectified accordingly. Such issues will be subject to Corporate Director for People (Children and Adults) approval as outlined in the governance model and in the recommendations sought for approval in the Executive Board report being presented.
4	Day to day operational management of the school is negatively impacted	Possible	Moderate		The project team and contractor(s) will work closely with school to ensure that day to day school operations are not impacted negatively and that the school environment remains safe. Any contractor has a responsibility to manage the construction site effectively, with guidance from the school to understand what impact activities could have on school operations. Major Projects will oversee and monitor the implications.
5	Works cannot be completed during the limited summer holiday period	Possible	Moderate		There is a risk that due to the scope of works on some of the projects, they may not be able to be fully completed within the summer holiday period. Previous experience has suggested that schools are very flexible in working with Major Projects to carry out some works prior to the summer holidays. Robust plans and practices are mutually agreed to ensure the safety of all concerns and any impact on school's operation is minimal.
6	Impact of Covid 19 on resources	Possible	Major		The labour pool could be impacted by government restrictions or illness due to the global pandemic. At the time of writing this business case the current restrictions do not impact on the construction industry. If the restrictions change, then works will need to be reviewed in terms of cost and programme impact enforced by government directives.

4.8 Benefits

The benefits of this project are:

Benefit	Measure	How it will be assessed	Strategic fit	Timescale
Reducing the condition liability of Nottingham City schools.	The value of the works will be omitted from the overall condition liability value of schools.	The reduction in the liability will feed into overall condition liability costs directly reported to the DFE.	Keeping children in warmer and water tight buildings to aid and promote healthy living.	Reduction in condition liability value immediate.
Support the Council's ambition to become a carbon neutral city by 2028	Measurement of carbon reduction and energy consumption from relevant interventions.	Review of cost of energy bills over a period of time by schools.	Council Plan commitment to reduce carbon emissions.	The works will be generally be completed in summer 2021. Relevant schools will monitor their energy bills for the following months.
Reducing spending on general repairs and maintenance by schools.	Reduction in maintenance bills eg. for addressing boiler failure issues.	Review of school expenditure	To promote healthy living.	Review over a specified period of time eg. a financial year.
Schools do not have to close because of heating failure.	Keeping schools warm and dry and not subject to closure due to mechanical issues.	Review of days lost through closure.	Minimising days lost	Collected by NCC colleagues to the agreed timeline.

5.0 OPTION APPRAISAL (Economic Case)

5.1 Project scope

Major Projects have carried out a thorough prioritisation process before making the recommendations in the programme of works.

Major Projects issued a scope of works to Building Services for the mechanical and electrical schemes asking for all the schemes to be reviewed, prioritised, programmed and priced. Building Services completed a feasibility study, which recommended the options going forward.

The roofing scheme that is included in the scheme of works was notified to Major Projects in 2019/20. Previously, approval was gained to complete part of the works but sufficient funding did not exist to carry out all of the works. Major Projects have reviewed the original full scope of works and at the time of writing this business case are collaborating with a contractor from the SCAPE regional framework to revise the cost and confirm the programming requirements.

The safeguarding scheme is an issue that school raised with Major Projects approximately eighteen months ago. Major Projects have supported school in managing this situation and school have obtained costs to resolve this issue. One of the quotes obtained by school was from a framework contractor who has previously carried out works managed by Major Projects at the school. Major Projects are now working with the framework contractor to develop this scheme further and to review the original cost received and confirm programming requirements.

Phase 1 of the window scheme at Claremont primary was completed as part of the 2021/22 capital maintenance programme. Priority 1 windows were repaired. The scope has been revisited and the next priority windows have been included in scope for 21/22 works.

The condition survey for Forest Fields Primary indicated that there may be issues with some of the existing fire doors in areas of the school. At the time of writing this report a survey has been instructed to ascertain the potential scope of the works.

5.2 Procurement approach

Quality

The quality of project management will be overseen by the Portfolio Management Office and the Programme Manager responsible for delivery. The governance and assurance processes in place, alongside ad hoc challenge by the Head of Service, provides a

clear and transparent mechanism for managing the quality of project delivery.

The technical aspects of quality management in the delivery of the projects is as follows.

Heating and Fire Alarm schemes:

This is the responsibility of Building Services who will work collaboratively with Major Projects to ensure quality assurance is managed. The project lead will be responsible for providing a specification and ensuring that the requirements are captured and delivered. Any work by subcontractors will be managed by Building Services to ensure that requirements are met. The project lead will be responsible for checking the work is complete, complies with the relevant regulations and guidance and securing approvals from NCC Building Control and where applicable. The project lead is also responsible for snagging the works once the project is close to completion. These snags should be formally recorded so that Major Projects can cross-check any issues they discover or are raised by the school so that one list exists. The project lead will also manage the handover process, ensuring the appropriate operations and maintenance manuals and certificates are provided to the school and a copy kept by Major Projects' team.

Roofing, window, fire door, safeguarding schemes:

Major Projects will work with the appointed contractor(s) to ensure quality assurance is managed.

Phase 2 of the Claremont windows project will involve the guidance and technical support of the NCC Conservation Officer who was involved in phase 1 of the works. This will ensure that the works are completed to the necessary standard required and all planning and building control standards are met

Major Projects will work with the appointed SCAPE framework contractor on developing the specifications for the roofing and safeguarding scheme(s). All work will adhere to the relevant planning and building regulations required.

Major Projects will work with the NCC Health and Safety Officer and the NCC Fire Risk Officer to develop the specification for the fire doors at Forest Fields Primary school. All work will adhere to the BSI standards required and to the relevant building regulations.

All of the works will be snagged once the projects are close to completion. These snags will be formally recorded so that Major Projects can cross-check any issues they discover or are raised by the school so that one list exists. The project lead will also manage the handover process, ensuring the appropriate operations and maintenance manuals and certificates are provided to the school and a copy kept by Major Projects' team.

It should be clear where the responsibilities for any maintenance sits, so that schools are able to understand whether they or the City Council will undertake the relevant tasks to maintain the completed works. Often there is a period of one year of defects. This will be clarified by the project lead and formally confirmed to the schools by the Project Manager. However this completion process is undertaken, whether through a meeting with school or by email, the documentation should be stored in the appropriate project folder, forming part of the project close down procedure.

Procurement:

Heating and Fire alarm schemes:

Major Projects have engaged NCC Building Services to carry out these schemes. Building Services have resource and availability to carry out these works. By engaging internal services we are supporting colleagues to continue to work with us and build on relationships already developed. Building Services have first hand knowledge of the issues as they carry out yearly compliance and servicing checks for schools on heating and fire alarm schemes. First hand knowledge and familiarity of issues and relationships already built with schools are an added benefit going forward with the works.

Roofing scheme:

An exercise was carried out to look at the pros and cons of putting this scheme out to tender / appointing through a compliant framework. The timeline for carrying out a tender procurement exercise was reviewed in line with anticipated date for the funding announcement from the DFE. Major Projects agreed that assuming the announcement is at a similar time to the 2020/21 there would be insufficient time to ensure delivery of works in the summer 2021 school holidays. This risk cannot be taken.

Window scheme:

The 2020/2021 schools' condition maintenance programme carried out works at Claremont primary school to repair the existing priority one windows. The building and windows are Listed and conversations with NCC conservation officer guided this course of action. Replacement was not an option because of the Listed nature of the building. As the majority of windows need repairing there now is the need to complete the second phase of repairs. The contractor who carried out these works was procured via the SCAPE framework and engaged specialist operatives to complete the window

repairs. Major Projects believe that the familiarity with the next phase of works support the procurement of this contractor again for phase 2 works.

Safeguarding scheme:

Hempshill Hall primary obtained quotes for the works to resolve the safeguarding issue to the main reception area. One of the quotes received was from a SCAPE framework contractor who had previously carried out works at the school on behalf of Major Projects as part of a previous capital maintenance programme. It has been agreed to continue to work with this contractor to develop the scheme. The contractor is very familiar with the school and has built a positive relationship with both the school and Major Projects. In addition to this the value of the project does not lend itself to be put out to the market. Taking all of this into consideration it has been agreed to appoint the framework contractor.

Fire door scheme:

A review of the options to take forward this scheme was carried out. The preferred option is to take forward the scheme utilising resource from Nottingham City Homes. Nottingham City Homes have a skilled joinery resource arm and this along with the relatively low value of the project lends itself to be procured via this route.

6.0 COMMERCIAL ASPECTS (Financial Case)

If this programme does not proceed, the condition liability for Nottingham City schools will not reduce and more than likely continue to increase due to further deterioration of condition issues within schools.

Schools will also be forced to expend ever tightening budgets on repairs and maintenance to keep old and inefficient systems up and running. There will also come a point when replacement parts are not available for certain systems which could have severe consequences on keeping schools warm, dry, operational and open.

7.0 AFFORDABILITY (Financial case)

7.1 Estimated project budget

The programme is presently in the design phase and therefore costs are indicative at this stage. It is anticipated that this work will cost approximately £1.768 million. An overview of the project budget at this stage is provided below.

Schools' capital maintenance programme 21/22 – overview of project budget	
Programme indicative budget costs:	
Berridge Primary (Brushfields site) phase 2 heating works	200,000
Rufford Primary heating works	200,000
Southwold Primary heating works	200,000
Seely Primary heating works	200,000
Cantrell Primary fire alarm	65,000
Southwold Primary fire alarm	87,000
Forest Fields Primary fire doors	25,000
Claremont Primary window repairs phase 2	80,000
Hempshill Hall safeguarding works to main reception	100,000
Rufford Primary roofing works	370,000
Allowance for feasibility study for 22/23 schemes	30,000
Contingency for urgent health and safety issues arising 21/22	211,000
Overall total :	1,768,017

It is acknowledged that the funding available to the City Council is very limited. As the costs are indicative at this time allowances have been made for client risk contingency. If the final costs are returned and over the indicative costs it will be the project manager's responsibility to carry out a value engineering exercise in conjunction with relevant stakeholders.

7.2 Funding and approvals

For feasibility studies, approval was secured for £25,000 from the school capital maintenance allocation 20/21. This was approved by Executive Board March 2020.

This business case is an appendix to the approval being sought to deliver the programme of works for 21/22 . As the value of the project is over £1,000,000 the report needs to be presented to Executive Board. The report will be presented in March 2021 and will include several recommendations that allows the project to proceed, within a set of defined parameters.

The funding will be a combination of school capital maintenance grant (estimated at 1.200m) and the one off allocation of £568.017 already received by NCC.

Schools’ capital maintenance programme 21/22 – overview of anticipated budget	
Overall budget required:	
Programme of works (inc health and safety contingency)	£1,768,017
Funding sources and amount:	
Schools’ capital maintenance grant (estimated)	£1,200,000
One of funding allocation for school condition issues (actual)	£568,017
<u>Overall funding approval sought to deliver the programme</u>	<u>£ 1,768,017</u>

Financial risk

There is a risk to this funding approach in that the capital maintenance grant is, at the time of writing this report, not received and the assumption is that when this grant is received it will be for a similar value to previously received. The likelihood of not receiving the grant is deemed low. If the amount received is less than anticipated the project team will review the schemes and reduce the scope where appropriate.

8.0 ACHIEVABILITY (Project Management case)

The programme will be delivered by Major Projects. The Major Projects team have considerable experience in delivering school projects and specifically capital maintenance projects and have built up over the years a strong working relationships with Nottingham City schools.

A project management plan (internal document) is being developed and will be kept live throughout the various stages of the project. The plan defines the project and explains the journey the project will take and how it will be managed. Reference is made to the supporting documents necessary to ensure the project is managed effectively and efficiently and how quality will be assured. The project management plan sits alongside this business case and has clear interdependencies.

8.1 Delivery team

Internal resources:

The project will be managed by a Project Manager reporting to a Programme Manager within Major Projects. Major Projects are responsible for delivering all of the significant projects within the City Council and all projects are subject to a number of project assurance measures to ensure a high standard of project delivery.

The heating and fire alarm schemes will be delivered in conjunction with NCC Building Services. Building Services will act as the Principal Designer and Principal Contractor on the heating and fire alarm schemes to ensure the Council fulfils Construction and Design Management (CDM) requirements. Building Services will provide support to manage the quality of the design during the development and delivery of the project.

External resources:

Major Projects will work with the appointed SCAPE framework contractor to deliver the roofing, window and safeguarding schemes. Principal Designer and Principal Contractor roles will be appointed to ensure that NCC fulfils Construction and Design Management (CDM) requirements.

A contracts administrator/project manager role will be appointed to deliver instruction, technical support and contract administrator duties for all of these schemes, with the exception of the fire door scheme. This role will be appointed in accordance via a compliant procurement avenue as identified by the Head of Service for NCC Procurement.

8.2 Programme

The key milestones of the project are as follows:

Milestone	Estimated date
Feasibility study for heating and fire alarm schemes issued to Major Projects	29 th January 2021
Roof, window, safeguarding and fire door schemes feasibility development	January/ February 2021
Report approved by Executive Board	March 2021
Anticipated receipt of capital maintenance grant	April 2021
Confirmation of contractual requirements	April/May 2021
Detailed design phase (including surveys)	April to June 2021
Schemes commence	July 2021
Completion of schemes (dependent on programme)	August 2021

8.3 Governance

The management of this programme will be managed by the Project Manager in conjunction with the Programme Manager where required. The Major Projects Project Manager meets regularly with the Programme Manager to provide a formal update. The Programme Manager will update the Major Projects Head of Service at the diarised one to one meetings where necessary.

Any urgent matters outside of this reporting structure are raised on an ad hoc basis as and when necessary. Any issues or risks that are likely to affect the scope or progress of the project will be reported to the project sponsor through meetings or emails, depending on the situation.

An update will be given on a monthly basis to the NCC schools’ operational group. This will consist of an update on progress, spend and highlight any risks and mitigations appropriate.

Formal reporting is completed by way of a monthly monitoring report to the Major Projects Project Management Office.

More detail about the governance of the project and how stakeholders are managed is included in the Project Management Plan, managed by the Project Manager.