

**Report of The Director of City Development**

**Report to Executive Board**

**Date: 16<sup>th</sup> May 2012**

**Subject: Red Hall Relocation Strategy and Design & Cost Report for Red Hall Relocation – Farnley Hall Coach House**

**Capital Scheme Number: 16442 / 000 / 000**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Farnley & Wortley; Harewood; Crossgates & Whinmoor; Roundhay	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**Summary of main issues**

1. The Council's estate at Red Hall forms part of the East Leeds Extension and has the potential to deliver housing growth and a significant capital receipt for the Council. When this land was defined under the UDP Review in 2006, works had already commenced on the first phase of the Red Hall relocation strategy. This involved the creation of the new Parks and Countryside Headquarters at Farnley Hall. As part of the ongoing relocation strategy, work is being done on the detail of relocating staff and functions in two areas.
2. The first is the refurbishment of the listed Farnley Hall Coach House, which could accommodate approximately 40 staff and bring all of the service management functions into one location. This could be almost fully funded from the sale of properties at Red Hall and Farnley Hall, including the sale of the Red Hall Stable Block to the Rugby Football League.
3. The second is to explore the options for the relocation of the operational functions that need to be retained in the eastern part of the city, including Red Hall playing fields, to the Council owned site at Whinmoor Grange. This was considered by Executive Board

in December 2008, which resolved that 'approval be given to the development of a 5 acre cemetery at Whinmoor and that the implementation of this is delivered as part of a larger masterplan for the site, involving the decant of the Council's operation at Red Hall'.

4. The East Leeds Extension forms a strategic development opportunity for housing growth and infrastructure in this part of Leeds, which could provide significant job opportunities and associated complementary development. Most of the land is allocated for phase 3 greenfield residential development.
5. The majority of the land is in private mixed ownership with large tracts owned by Persimmon Homes and Taylor Wimpey, who represent a consortium of landowners for the East Leeds Extension. The relocation of the functions at Red Hall to both Farnley Hall and Whinmoor Grange will enable that part of the East Leeds Extension from the A58 Wetherby Road to the Outer Ring Road to be considered for development. A planning brief for the potential development of Red Hall site itself will be needed to bring forward its future development proposals.

## **Recommendations**

Executive Board is recommended to:

- (i) note the progress with the relocation strategy for Red Hall;
- (ii) note the sale of the Stable Block at Red Hall to the RFL;
- (iii) give authority to spend £1,270,000 on Red Hall Relocation Strategy, including the refurbishment of Farnley Hall Coach House utilising capital receipts from the sale of assets at Red Hall and Farnley, the decant of staff to Temple Newsam following the sale of the Stable Block to the Rugby Football League and to assist with the development of the planning brief and feasibility works highlighted above.
- (iv) approve the ongoing works for the possible creation of a new horticultural nursery with ancillary office facilities for area staff requiring a base in the east of the city at Whinmoor Grange;
- (v) ask officers to develop a detailed planning brief for Red Hall and undertake feasibility works for both Red Hall and Whinmoor Grange; in order to allow future development of the Red Hall site.

## **1 Purpose of this report**

1.1 The purpose of this report is to seek Executive Board approval to:-

- The development of a planning brief for the Red Hall site to allow its future development and undertake feasibility works at Whinmoor Grange, to allow further consideration to take place before proposals are developed and further consultation undertaken.

- Incur expenditure of £1,270,000 from scheme 16442 on Red Hall Relocation Strategy for: the refurbishment of the Farnley Hall Coach House, utilising the capital receipts from the sale of properties identified in this report; the decant of staff to Temple Newsam following the sale of the Stable Block to the Rugby Football League and to assist with the development of the planning brief and feasibility works for Red hall and Whinmoor Grange to release the Red Hall site for future development.

## 2 Background information

- 2.1 Land around the eastern edge of Leeds was defined as the East Leeds Extension, under the Leeds UDP Review 2006 (Appendix 1). Covering approximately 215ha around the eastern edge of the city, it extends from the edge of Manston, to the west of the A58 and includes the Council owned Red Hall site.
- 2.2 This land forms a major strategic development opportunity for housing growth and infrastructure, which could provide significant job opportunities, associated complementary development and create circa 5000 new homes together with associated supporting facilities such as schools, health facilities, mixed use development and greenspace.
- 2.3 Most of the land is allocated for phase 3 greenfield residential development, of which the Council owns approximately 138 acres. 73 acres of this are located at the Red Hall depot, horticultural nursery and playing fields (Appendix 2). The remaining land is in private mixed ownership with large tracts owned by Persimmon Homes and Taylor Wimpey, who form part of a consortium of landowners for the East Leeds Extension.
- 2.4 The requirement to vacate the land at Red Hall was identified during the 2006 UDP review, which allocated the Red Hall for residential development (H3-3A and H3-2A) and Red Hall Playing Fields as a Key Business Park reserved for B1 office use under policy E4:11 (Appendix 3). In March 2006, the Parks and Countryside Service relocated in part from Red Hall to their new operational headquarters at Farnley Hall.
- 2.5 The strategy for the continued relocation of the services at Red Hall was supported by Executive Board, who in December 2008, resolved that 'approval be given to the development of a 5 acre net cemetery at Whinmoor and that the implementation of this is delivered as part of a larger masterplan for the site, involving the decant of the Council's operation at Red Hall'.
- 2.6 The Whinmoor Grange Informal Planning Statement was approved by Executive Board in October 2011. It established the location of the 5 acre cemetery and a future potential location for the horticultural nursery, potential office/depot and playing fields.
- 2.7 In acknowledging the requirement to continue the phased decant from Red Hall, bring together the Parks and Countryside management and HQ staff at Farnley Hall and realise a significant capital receipt at some future point, the following works have been completed or are ongoing:-
  - sale of the Stable Block/Courtyard buildings to the RFL to clear part of the Red Hall site;
  - proposals for the refurbishment of the listed Coach House at Farnley Hall to provide a complementary solution to the ongoing relocation of the Parks and Countryside Service;

- consideration given to the use of the capital receipt from the sale of the Stable Block at Red Hall to the RFL and receipts from the sale of other properties at Farnley Hall, to enable staff to relocate to the Coach House at close to a financially neutral cost to the Council;
- development of a scheme to RIBA Stage D for the refurbishment of the Coach House at Farnley Hall, to enable a Design and Cost Report to be prepared, prior to a commitment to invest.

2.8 This approach maintains an operational base in the east of the city at Whinmoor Grange and also brings together the Parks and Countryside management staff together in one location. A scheme has now been drawn up for the refurbishment of the Coach House at Farnley Hall to accommodate 40 Parks and Countryside staff. It is proposed to use the capital receipt from the sale of the Stable Block at Red Hall to the RFL and receipts from the sale of other properties at Farnley Hall, to refurbish Farnley Hall Coach House and enable staff to relocate there.

### **3 Main Issues**

#### **3.1 Red Hall Relocation Strategy**

- 3.1.1 The East Leeds Extension is a significant contributor to housing growth targets. Landowners are already developing a master plan for the first phase of the East Leeds Extension, for the land to the north of the A64 York Road to the A58 Wetherby Road. A planning submission is expected in summer this year.
- 3.1.2 Given the Council's requirement that the East Leeds Orbital Road is delivered as part of the East Leeds Extension, and the need for planning around this major infrastructure to be cohesive, the Council will need to prepare its own plans for the Red Hall site. It is proposed that the Council should continue the relocation strategy for Red Hall and prepare its own planning brief for this area of land while cooperating with the landowners in respect of their masterplan.
- 3.1.3 The relocation strategy for the vacation of Red Hall and its operations includes the following proposals:-
- the development of a detailed planning brief for the Red Hall site itself and feasibility works for both the Red Hall and Whinmoor Grange sites, to allow informed decisions to be made before proposals are developed and further consultation undertaken.
  - the further development of the Whinmoor Grange Planning Statement to consider the possibility of a new horticultural nursery and ancillary office facilities there, for the staff requiring an office base in the east of the city;
  - the sale of the Red Hall Stable Block and remaining courtyard buildings to the RFL (which has now been completed);
  - the refurbishment of Farnley Hall Coach House to accommodate non-area based staff.

- To give some definition to a framework under which Red Hall could be brought forward, it is proposed to prepare a planning brief for the site.

### **3.2 Whinmoor Grange Feasibility**

- 3.2.1 The Whinmoor Grange site, with its previous use as a landscape construction depot, its large land area (104 acres) and access infrastructure works completed as part of the development of Whinmoor Cemetery, has been considered for some time as a potential site for the decant of Red Hall horticultural nursery and ancillary depot as well as Red Hall playing fields.
- 3.2.2 In October 2011, Executive Board gave approval to the Informal Planning Statement for Whinmoor Grange, as a guide to the future relocation strategy of Red Hall. The Informal Planning Statement identifies the locations for a horticultural nursery, ancillary depot and playing fields (Appendix 4). Now that the Informal Planning Statement has been approved and the masterplan developed, feasibility works are required to establish the extent of need and proposals developed before further consultations are undertaken on the development of the site. This will involve technical investigations of the site to explore ground conditions, site access, land form, site history, fauna and flora etc to identify any site issues and mitigations required.

### **3.3 RFL Expansion**

- 3.3.1 The national headquarters of the Rugby Football League has been based in Leeds at the Grade II listed Red Hall property for a number of years. The RFL previously leased Red Hall, along with the rugby pitch (1.50 hectares/4 acres) to the front of this building from the Council. The Red Hall building itself was sold to the RFL in December 2009 and the lease on the rugby pitch was surrendered back to the Council for inclusion with the adjoining playing field land.
- 3.3.2 Due to its continuing expansion, the RFL leased the first floor of the Stable Block, from the Council in 2010 at a rent of £10,000 per year. This has so far generated £20,000 in revenue to the Council. However, the sale of the Stable Block and remaining properties has now been completed following an interim decant of staff from Red Hall to Temple Newsam.

### **3.4 Farnley Hall Coach House Refurbishment**

- 3.4.1 As part of the potential vacation of Red Hall, the Farnley Hall Coach House was identified as potential office accommodation for 46 non-area based staff. As such funds for the refurbishment of the Coach House were approved by Executive Board in February 2012 and injected into the Capital Programme.
- 3.4.2 A feasibility study to convert the listed former Coach House at Farnley Hall was commissioned from ADS in July 2009. The feasibility study demonstrated the potential to refurbish the building and convert to open plan offices accommodating a minimum of 40 staff, with WCs, kitchen facilities and meeting room. Works have just been completed to develop the feasibility study to RIBA Stage D and give more cost certainty and will allow the preparation of a planning submission.

3.4.3 Subject to Executive Board approval, from securing planning approval the refurbishment would take up to 12 months to complete. This would mean a potential occupation of the building in early to mid 2013.

3.4.4 It is proposed that the capital receipts from the sale of the following properties, subject to planning, would be used to finance the works:-

- Red Hall Stable Block
- Red Hall Lodge
- Hall Lane, Farnley – 2 properties
- Farnley Hall ‘Cottage’
- Farnley Hall Clock Barn

3.4.5 These receipts potentially generate 85% of the funding required to deliver the Farnley Hall Coach House scheme. The balance will be made up from the eventual disposal of the Red Hall site as part of the East Leeds Extension initiative.

3.4.6 The relocation of staff from the Stable Block at Red Hall to the Coach House at Farnley Hall would finally consolidate managerial and technical functions into one site and ensure:

- improved communication across the Service as a whole and strengthen management arrangements
- centralise administration, printing and photocopying etc with associated efficiencies in removing duplicated roles such as reception, and immediacy of access to mail and other paper information received that would otherwise be transferred internally
- reduction in travel and transport expenses between sites, and greater potential to share resources such as vehicles from one base
- address backlog maintenance issues in an existing listed property in Leeds City Council ownership;
- complete the decant of Red Hall, making the site available for development and the realisation of a large capital receipt.

### **3.5 Programme – Farnley Hall Coach House Refurbishment**

3.5.1 The following programme is proposed:-

Planning application submitted	May 2012
Planning approval secured	July 2012
Tenders out	September 2012
Tenders back	November 2012
Contract Award	January 2013
Completion	December 2013

## **4.0 Corporate Considerations**

### **4.1 Consultation and Engagement**

4.1.1 Ward members, local Parish Councils (Barwick in Elmete and Scholes) and local residents were consulted during the development of the Informal Planning Statement for Whinmoor Grange.

4.1.2 Specific ward member consultation was undertaken with ward members for Farnley and Wortley for the proposals to refurbish the Coach House at Farnley Hall prior to Executive Board. Ward Members were supportive of the proposals for the refurbishment of the Coach House and requested:-

- a site meeting to discuss the proposals before a planning application is submitted;
- that car parking for staff at the back at Farnley Hall is given careful consideration.

4.1.3 Harewood ward members comments regarding Red Hall relocation strategy are as follows:-

- Members would be opposed to any potential loss of playing fields from Red Hall;
- Members requested that Parish Council's (Barwick & Elmete, Thorner and Scholes) be informed of the proposals;
- Members requested information about the location of any listed buildings within the Red Hall Estate.

4.1.4 Crossgates & Whinmoor ward members comments are as follows:-

- Members oppose any potential decant or loss of playing fields from the Red Hall site as this would take provision out of the area from local people and Thorner is too far away;
- The development of the planning brief should be done in consultation with ward members and they should be consulted prior to any submission to Executive Board/Cabinet.

4.1.5 Staff relocating from Red Hall to Whinmoor or Farnley Hall have been consulted regarding the proposals.

4.1.6 Talking point will be used at a later date to co-ordinate and develop future consultations.

## **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 No specific implications at this point of the development however an Equality Impact Assessment has been carried out for the Farnley Hall refurbishment works as the project will involve staff relocation.
- 4.2.2 An Equality Screening form has been completed for the proposed refurbishment of the Coach House at Farnley and is referenced as a background document. The coach House is listed therefore any alterations need to address the historical sensitivity of the Building. The building will be used for staff only and all unique facilities, WCs and interview rooms, will be placed on the ground floor. Further details can be seen in the DCR Report.
- 4.2.3 A separate EIA for the relocation of staff will be undertaken by Parks and Countryside and HR at a later date.

## **4.3 Council policies and City Priorities**

- 4.3.1 This report has links to the:-

Vision for Leeds 2011-2030

- By 2030 Leeds' economy will be prosperous and sustainable through - a strong local economy driving sustainable economic growth through embracing the opportunity to innovate and grow our city;
- By 2030 all Leeds' communities will be successful where there are high quality buildings, places and greenspaces, which are clean, looked after and respect the City's heritage

Leeds will be the Best city to live with good quality, reliable public transport and have access to walking and cycling routes. It will be a city where:

- The housing growth of the city is sustainable;
- Local people benefit from regeneration investment.

- 4.3.2 In addition this project is linked to the Sustainable Economy and Culture priorities and City Development priorities through linking financial and workforce planning through:-

- Improving the environment through reduced carbon emissions business emission reduction.

## **4.4 Resources and value for money**

- 4.4. The scheme costs breakdown as follows:-

Farnley Hall Refurbishment	(construction & fees)	£1,030,000
----------------------------	-----------------------	------------

Technical advice for the Red Hall and Whinmoor Grange feasibility



and the planning brief for Red Hall	£ 200,000
Project Management	£ 40,000
<b>Sub Total</b>	<b>£ 1,270,000</b>

#### 4.4.2 Prior Approvals

Decant to Temple Newsam	£ 25,000
Farnley Hall Fees – Fees to RIBA Stage D	£ 40,000
<b>Sub Total</b>	<b>£ 65,000</b>

**Total** **£1,335,000**

**Funding Approval.** The Director of Resources has confirmed that the funding for this scheme is available.

#### 4.5 Capital Funding and Cash Flow.

Complete the embedded table below:-

Funding Approval :	Capital Section Reference Number :-		21033				
Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2011 £000's	FORECAST				
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	25.0		25.0				
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	40.0		40.0				
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>65.0</b>	<b>0.0</b>	<b>65.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2011 £000's	FORECAST				
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	1030.0			915.8	83.3	30.9	
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	40.0		40.0				
OTHER COSTS (7)	200.0			100.0	100.0		
<b>TOTALS</b>	<b>1270.0</b>	<b>0.0</b>	<b>40.0</b>	<b>1015.8</b>	<b>183.3</b>	<b>30.9</b>	<b>0.0</b>
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2011 £000's	FORECAST				
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015 on £000's
LCC Supported Borrowing (01)	1335.0		105.0	1015.8	183.3	30.9	
Total Funding	1335.0	0.0	105.0	1015.8	183.3	30.9	0.0
<b>Balance =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

Parent Scheme Number : 16442 / 000 / 000

**Title :** Red Hall Relocation Strategy

**Revenue Effects**

No alterations will be necessary to the department's revenue budget.

**4.5 Legal Implications, Access to Information and Call In**

4.5.1 The scheme is subject to call in.

**4.6 Risk Management**

4.6.1 An officer from Asset Management will undertake the role of Project Manager and a risk register will be developed and maintained throughout the project.

**5 Recommendations**

5.1 Executive Board is recommended to:

- (i) note the progress with the relocation strategy for Red Hall;
- (ii) note the sale of the Stable Block at Red Hall to the RFL;
- (iii) give authority to spend £1,270,000 on Red Hall Relocation Strategy, including the refurbishment of Farnley Hall Coach House utilising capital receipts from the sale of assets at Red Hall and Farnley, the decant of staff to Temple Newsam following the sale of the Stable Block to the Rugby Football League and to assist with the development of the planning brief and feasibility works highlighted above.
- (iv) approve the ongoing works for the possible creation of a new horticultural nursery with ancillary office facilities for area staff requiring a base in the east of the city at Whinmoor Grange;
- (v) ask officers to develop a detailed planning brief for Red Hall and undertake feasibility works for both Red Hall and Whinmoor Grange; in order to allow future development of the Red Hall site.

**6 Background documents<sup>1</sup>**

Whinmoor Grange Informal Planning Statement

Farnley Hall Equality Impact Screening Form

---

<sup>1</sup> The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.