

**ASSET MANAGEMENT BOARD
MINUTES OF MEETING HELD 5 SEPTEMBER 2013**

Present: Christine Addison (Chair), Anne Chambers, Sarah Sinclair, Ben Middleton, Tim Pouncey, Phillipa Toner, Michele Kelly (minutes)

Apologies: Stephen Hume, Debra Scott

ii Otley Civic Centre and Otley Properties Review

Contents of the report noted. In the meantime the following actions are to be undertaken:

- | | |
|--|---------------------|
| <ul style="list-style-type: none"> • Explore use of the Civic Centre as a possible school for circus craft. • Ascertain with Finance what was approved at Exec Board in 2007. | <p>SS</p> <p>BM</p> |
| <ul style="list-style-type: none"> • Cllr Lewis to be briefed regarding proposals for 6-8 Boroughgate. | <p>CA</p> |
| <ul style="list-style-type: none"> • Local Ward Member Cllr Campbell to be consulted before any actions progressed following CA's briefing with Cllr Lewis. | <p>MG</p> |
| <ul style="list-style-type: none"> • Inform Otley Museum that their request to use part of 6-8 Boroughgate is denied due to its detrimental effect on the value/disposal of the property. | <p>MG</p> |

AMB Recommendation: Comments noted. The request to use part of 6-8 Boroughgate by Otley Museum not supported.

Report of : CITY DEVELOPMENT
Report to : TO THE ASSET MANAGEMENT BOARD
Date: 5th September 2013
Subject: Otley Civic Centre and Otley Properties Review

EXECUTIVE SUMMARY:

1. The Council owned grade II listed Otley Civic Centre is currently vacant and in need of major refurbishment. For several years officers have been exploring the potential to provide a shared base for services provided by Otley Town Council, LCC and others.
2. Estimates developed in 2011 for works at the Civic Centre indicate a requirement for around £2.75m capital. LCC currently has £600K earmarked for the refurbishment, a contribution of £500k was approved by Otley Town Council (OTC), and there are potential capital receipts from LCC property sales of £1.470m.
3. It is estimated that following refurbishment the market value of the Civic Centre would be around £500k.
4. West Yorkshire Police, may provide a capital contribution of £280k and cover revenue costs associated with their potential use of the building, discussions with council officers continue.
5. Otley Town Council have established a working group to develop a feasibility business study relating to the Civic Centre. This is due for completion in December 2013. This will require assessment and evaluation by LCC to inform further actions.
6. Otley Museum has advised an interest in acquiring part of 6-8 Boroughgate through a community asset transfer. The proposal could affect the receipt available to support potential capital works on Otley Civic Centre. AMB are asked to consider the options in the report and advise a preferred option.

1.0 PURPOSE OF THIS REPORT

- 1.1 To advise AMB of progress since the Otley Civic Centre project was last considered at the AMB meeting on 14th February 2013.

2.0 BACKGROUND

- 2.1 Otley Civic Centre is a grade 2 listed building, originally built in 1871 and extended in 1895. The Civic Centre is owned by LCC and until May 2010, was leased to Otley Town Council. The Town Council vacated the property due to ongoing management and maintenance issues. Since that time, it has remained unoccupied and continues to deteriorate.

- 2.2 In October 2007, a report to Executive Board considered the refurbishment of Otley Civic Centre and resolved:-
- That the Director of City Development make a formal approach to Otley Town Council, with an offer from the Council to transfer the freehold of the Civic Centre following its refurbishment on the basis of the costs of the refurbishment being shared by the two Councils;
 - That the Director of City Development report back to Executive Board with the outcome of that approach and, if appropriate, submit a request for a fully funded injection into the Capital Programme for the refurbishment works;
 - That approval be given to the ring-fencing of the capital receipt from the disposal of the North Parade site towards the implementation of the refurbishment works subject to the Town Council agreeing to share this cost.

2.3 The funding model for the above scheme was based on:-

- £683,000 Capital programme funding from Leeds City Council;
- £500,000 Otley Town Council prudential borrowing;
- £1,748,000 from the estimated sale value of property at North Parade in Otley.

2.4 Since Executive Board in 2007, the proposed refurbishment has been affected by:-

- The economic downturn and the Government's Comprehensive Spending Review impacting on the Council's capital and revenue programme;
- Property values falling sharply and interest in the North Parade site from a supermarket falling away;
- Otley Town Council and all sub-tenants vacating the Civic Centre in May 2010 and moving to alternative premises
- A review of all schemes by the Capital Resources Group, which graded this project as an amber scheme;
- Otley Town Council acquiring alternative office accommodation and reconsidering their future use of the Civic Centre.

2.5 These changes have prompted a review of the future of Otley Civic Centre and of the Council's property portfolio in Otley generally. All existing assets in Otley have been assessed by Asset Management officers in terms of use, disposal and potential relocation, including the Civic Centre itself. The objective was to deliver value for money, identify opportunities to rationalise and generate capital receipts, including for use to support the capital costs of refurbishing the Civic Centre.

3.0 MAIN POINTS

3.1 The main outcomes of the properties assessment are detailed below:- Plans of each property are attached as appendices to this report.

3.1.1 Otley Civic Centre –

- i. Vacant since 2010, the building continues to deteriorate and it is estimated that it will require significant capital funding, around £2.75m to bring it back into use, this figure dates from 2011 and requires updating.
- ii. Property Services and Conservation Planning officers have viewed the property to assess its potential for disposal. The feedback from this was that the property would require full refurbishment before any disposal could be considered. Disposal could only be for residential development or leisure purposes, however, the theatre space within the building, which is valuable from a conservation point of view, and the lack of dedicated car parking would restrict disposal opportunities and in turn value. It was estimated that following refurbishment, the market value of the Civic Centre would be approximately £500k.
- iii. The Town Council originally intended to re-occupy the building but have now found new premises for their office functions, which they propose to retain. However, the Council Leader advises that the proposed capital contribution of £500k is still available for the project and the Town Council would like to acquire and manage the Civic Centre in line with LCC's 2007 Executive Board resolution, when the works are complete.
- iv. In 2012, West Yorkshire Police expressed an interest in occupying part of the Civic Centre. At present the Police would like their interest kept confidential, though ward members, the leader of Otley Town Council and the local MP have been informed. The police have provided indicative drawings of the areas they would like to occupy, which amounts to roughly 15% of the building. Further negotiations will take place with LCC officers, the Town Council and the Police.
- v. The Town Council are currently exploring opportunities for wider use of the property with other organisations and have established a working group to report on the business feasibility. By December 2013 the Town Council will produce a business feasibility plan exploring sustainable ways of meeting the estimated revenue costs of £120k. The £120k cost is based on RIBA estimates for buildings of this size and nature.
- vi. If the Town Council are unable to demonstrate a sustainable Business Case for the Civic Centre, and LCC are also unable to identify cost effective uses, other options will need to be explored. This may include advertising for expressions of interest on the open market.

3.1.2 **6-8 Boroughgate.**

- i. The building has now been vacated; One Stop Centre staff have relocated to Otley Library, and Adult Social Services to Micklefield House in Rawdon. Ward members have indicated they would support use of a capital receipt from Boroughgate to support work at the Civic Centre. A valuation of £390,000 was provided in July 2012.
- ii. Otley Museum has notified the Council of an interest in utilising part of the Boroughgate Building and taking that part over on a community asset transfer basis. Given the area identified as part of their proposal, the potential capital receipt from the remainder of the property would reduce by an estimated £160,000 if the proposal was supported.
- iii. The museum has submitted an outline proposal for the building which it has asked

the Council to consider. At present officers have advised them that a decision can't be taken until the future of the Civic Centre is resolved as the capital receipt would be required towards the capital expenditure at the Civic Centre.

- iv. The property is currently being prepared for marketing, but it cannot proceed without a decision being taken on the principle of community asset transfer of part of the building. A full proposal has not been developed, but the outline proposal details that the museum, when based in the civic centre, received an average of 1,000 visitors per year and accommodated three schools visits per year. At present the 10,000 artefacts owned by the museum are in secure storage but the museum still contributes to local events through outreach work. The museum also provides the local archive service from rented premises elsewhere in the town.
- v. The building would require capital works to separate the desired area of the building from the remainder, including limited building works and installation of separate utility supplies. The museum would have to raise grant funding for these works. They estimate that running costs would be around £12,000 per year and based on current activities could raise £6,000 towards those costs. It is proposed that a variety of new activities would cover the shortfall, including retail sales and research services.
- vi. There are three options:-
 1. Agree to take the museum's proposal to the next stage and request a detailed business plan and funding proposal;
 2. Delay agreeing to any request until the outcome of the future of the civic centre is known;
 3. Turn down the request from the museum at this stage.
- vii. Asset Management Board is asked to advise on the preferred course of action.

3.1.3 North Parade Depot

- i. Recovery in the value of this property to pre-2007 levels (£1.7m) is not achievable, therefore this property could be brought forward to realise a capital receipt, albeit much reduced. Ward Members have indicated they could support use of a capital receipt from this site to support work at the Civic Centre. A valuation of £265,000 was provided in July 2012.
- ii. The site/building is largely vacant. An existing tenant is holding over. Part of the site is used by a combination of Parks and Countryside staff for storage and for storage of open air market stalls.
- iii. Current valuation £400k, it is considered by surveyors that much more could be achieved with a suitable development.
- iv. Potential contribution to OCC - £400k

3.1.4 Cross Green Community Centre

- i. Cross Green Community Centre is used by local groups with the town, and there are proposals to re-locate other LCC staff to this building. Ward members have expressed reservations concerning the sale of this building. The following groups

currently use this building.

ii. Regular users:-

- Bright Ideas Pre School use the building Mon-Friday 8.30-3.30. They would need their own room plus toilet facilities for pre-schoolers, plus external safe play area. Approximately 30 children are catered for in their space at Cross Green.
- Youth Service use the centre on an evening and use three rooms to accommodate the young people who attend.
- Two alcoholics support groups meet weekly, sometimes attracting up to 50 people.
- An older people's group meets weekly.
- A mental health support group meets weekly.
- A club for adults with learning disabilities meet weekly.
- A public speaking group meets fortnightly.
- Language classes take place there from time to time.
- Ashfield Children's Centre is aiming to relocate to the Cross Green site. They will be taking up four rooms for their sole use plus sharing other rooms with different user groups.

iii. There is also ad hoc use throughout the year.

iv. Strategy and Commissioning advise that the Otley Civic Centre would appear to be unsuitable to relocate Cross Green users into for the following reasons:-

- There is no external area for children to play safely
- There is no onsite parking which would be needed for various groups that use mini buses to transport users to the centre.
- There would appear to be insufficient space within the building, to house all current and proposed users.
- Cross Green is one of the better used centres as it is accessible and has the facilities that users need in order to deliver a good service.

v. A proposal to re-locate the Otley Children's Centre from Ashfield School to Cross Green for an initial period of up to 5 years was supported by Asset Management Board in August 2013 and is to be considered by Executive Board in September 2013.

vi. A valuation for a receipt of £220,000 is estimated for this building. Due to the continuing and expanding use of this building and ward member support for its use as a community facility it is not recommended at present to include this valuation in the receipts proposed to offset the cost of a potential Civic Centre re-development .

3.1.5 **Ashfield Printing Works.**

- i. This is currently in the process of being marketed. There is no valuation but a receipt of between £1m - £2m has been estimated. This has been listed as a capital receipt and is currently in the Capital programme, it cannot therefore be used to support development of the Civic Centre.

3.1.6 **Land at Gallows Hill**

- i. The current tenant uses the land for a builders yard and has previously enquired about buying the land. This proposal was held off as there was discussion that it would be needed for flooding alleviation purposes. The tenant has recently enquired again about the possibility of buying the land.
- ii. Estimated value £20k.
- iii. Potential contribution to OCC £20k.

3.1.7 **Walkergate Car Park**

- i. Not proposed for sale.

3.1.8 **Westgate Car Park**

- i. Not proposed for sale.

3.1.9 **Scout Hut**

- i. A lease of 25 years in 2010 was agreed and lottery funding has been used to renovate the building. The Scouts have advised an interest in buying the property for £30k.
- ii. Potential contribution to OCC - £30k

3.1.10 **Leeds House Café**

- i. Value £150K
- ii. The tenant is currently holding over. It should be noted that there are on-going issues with Planning and Conservation as the tenant has breached the lease by installing CCTV and living in the premises, other tenant actions may also breached the lease. There is good potential to sell the site as a freehold with vacant possession.
- iii. The rent currently achieved is £6750
- iv. Potential contribution to OCC - £150k

3.1.11 **Station Depot – East Chevin Road**

- i. The Foundry (A – on the plan) is still tenanted and has an estimated value of £50K the other units are vacant. It was originally intended to hold this site for those vacating Ashfield works however it is believed that this is no longer required and

options for disposal can be explored.

- ii. Details of current rental income - £2600pa .
- iii. Potential contribution to OCC £50k.

3.1.12 Spring Gardens

- i. Valuation £450K.
- ii. Any receipt from the sale of this property may be ring-fenced toward re-provision of an elderly persons home/day centre. There are currently no proposals for re-provision of this facility. In light of this the property is not included as potential contribution to OCC.

3.1.13 Inglewood Children's Home

- i. Value estimated to be in the region of £350K.
- ii. The home is due to close imminently. Part of the receipt from the sale of this property needs to be used toward re-provision of the service, but part could be identified as a contribution to Otley Civic Centre.
- iii. Estimated potential contribution to OCC - £200k.

3.1.14 Weston Lane Community Centre

- i. Valuation £100K.
- ii. This property is on the community centre review list. Tony Stringwell has confirmed that the adjacent pitches are no longer used and are now classed as informal open space which is managed by Parks and Countryside.
- iii. Ward Members have expressed strong support for retaining the centre and identifying means of increasing community usage.
- iv. In view of this the property is not included as potential contribution to OCC at this stage.

3.1.15 Wharfe Meadows Depot

- i. A large residential house is currently used by Parks and has an informal valuation of £200K. Parks & Countryside advise that the house is currently used by 6 members of Parks staff for office and mess facilities. The house is valued at £200,000.
- ii. The adjacent site, which consists of the former Rainbow Leisure complex is mainly vacant, except for bowling club facilities, it is recommended that expressions of interest should be sought for the site, it might also be used to re-house the parks staff from their current offices in the adjacent house referred to above.
- iii. Potential contribution to OCC - £200k.

3.1.16 Grove Hill

- i. Consists of playing fields and sports facilities. No potential for development.
- ii. Not included as potential contribution to OCC.

3.1.17 **The Courthouse**

- i. HLF funding has been used recently to renovate this well used property, and may have to be returned if the use of the building changed.
- ii. Not included as potential contribution to OCC.

3.1.18 **Kwik Fit Parking spaces – Bondgate**

- i. Estimated valuation £20-30K.
- ii. Discussion with Kwik Fit should take place to encourage them to purchase spaces. Kwik Fit currently pay rent of £1500 pa.
- iii. Potential contribution to OCC £30k.
- iv. Kwik Fit Parking bays - £30k.
- v. Total potential capital receipts in support of Otley Civic Centre- £1.470m

3.2 The potential capital receipts from the following properties itemised above could therefore be allocated to support the costs of the refurbishment of Otley Civic Centre:-

- 6-8 Boroughgate - £390k
- North Parade Depot - £400k
- Gallows Hill - £20k
- Scout Hut - £30k
- Leeds House Café - £150k
- Station Depot – East Chevin Rd - £50k
- Inglewood Children's Home - £200k
- Wharfemeadows Depot - £200k

3.3 LCC surveyors advice is that properties should not be offered for sale at the same time, as this may reduce the overall level of the receipt. There would therefore be a period of time before all receipts are realised when the Council would have to cash flow the project and be subject to interest payments on any borrowing to support the restoration. There is also a risk that the full amount of the valuations may not be realised.

3.4 In June 2011 ADS, in consultation with conservation officers, and access officers developed designs of the Civic Centre to RIBA Stage C. This indicated a refurbishment cost in the region of £2.75million. A refurbished Civic Centre would deliver:-

- the restoration of the historic listed building;

- the provision of office space
- the provision of a large performance space in Otley to complement the Courthouse;
- a variety of rooms for activities and events for existing local / community groups which could also be hired out commercially.

Subject to agreeing a sustainable use for the building these costs need to be updated to reflect current prices, any deterioration in the condition of the building since 2011 and the aspirations of potential users.

4.0 FINANCIAL IMPLICATIONS

4.1 Capital Implications.

- The estimate for the cost of restoration of the Civic Centre in 2011 was £2.75m.
- The funding currently allocated to the project is £600,000 from Leeds City Council. The Leader of OTC has reaffirmed an intention to contribute unsupported borrowing of £500,000 for works to the Civic Centre in line with the Town Council resolution of July 2006. Potential capital receipts from the sale of LCC property in Otley as itemised above come to £1.470m, and there is a potential contribution from the Police of £280k
- Total potential funding for the restoration of Otley Civic Centre is therefore £2.85m.

4.2 Based on an assessment of the Town Council's Working Group business plan, and interest from other potential users, the Council will need to take a view as to whether foregoing the potential capital receipts alluded to at para 3.2 above, in order to fund restoration of Otley Civic Centre represents the best option for the council in financial or operational terms.

4.3 Revenue Implications: A business model would need to be developed with the proposed users of the building. Based on RIBA model's for buildings of this nature annual running costs of around £125,000 per year could be anticipated, this figure was current in the fourth quarter 2010.

4.4 The Police have indicated that they would be willing to cover building costs in proportion with the amount of the building they occupy. Estimates of their footplate requirements indicate a requirement of 15%. Based on RIBA estimates for the running costs of buildings such as these this would equate to £18,750 per annum.

5.0 EQUALITY, DIVERSITY, COHESION & INTEGRATION CONSIDERATIONS

5.1 Equality Impact Assessment screening will be carried out before a report is submitted to Executive Board.

6.0 CONSULTATION WITH EXECUTIVE / WARD MEMBERS

6.1 The Executive Board Member, Ward Members and Town Council Members have been involved in regular consultations. Councillor Campbell has expressed support for the museum's proposal at 6-8 Boroughgate.

7.0 LINKS TO DIRECTORATE ASSET MANAGEMENT PLAN

7.1 The scheme links to the following Asset Management Plan aims:-

- Taking a lead role in the disposal of surplus land and property owned by the Council for the generation of Capital Receipts;
- Delivering and facilitating major projects that shape the future progression and enhance the aesthetic quality of the city, increase the economic and cultural benefits brought by major projects and development of the city's reputation as a major northern capital.

8.0 RECOMMENDATIONS

8.1 AMB is requested to:-

- Note the contents of the report;
 - Request a further report to AMB following receipt and assessment of Otley Town Council's business feasibility plan in early 2014;
 - Advise the preferred option of the three below with regard to Otley Museum's interest in 6-8 Boroughgate.
1. Agree to take the museum's proposal to the next stage and request a detailed business plan and funding proposal;
 2. Delay agreeing to any request until the outcome of the future of the civic centre is known;
 3. Turn down the request from the museum at this stage

Signature of Service Chief Officer	
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**SCOUT HUT
 CRAVEN STREET
 OTLEY
 LS21**



0.131 Acres



Leeds
 CITY COUNCIL

PREP BY M. CHRISTIAN
 DATE 07/06/2013
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**OTLEY CIVIC CENTRE
4 CROSS GREEN
OTLEY
LS21**



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PLAN No 17229/3

WESTON LANE COMMUNITY CENTRE
 WESTON RIDGE
 OTLEY
 LS21



Legend

N6 Protected Playing Pitch

0.109 Acres



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**CROSS GREEN YOUTH CENTRE
CROSS GREEN
OTLEY
LS21**



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**DEPOT OFFICE & STAFF FACILITY
WHARFEMEADOWS PARK
OTLEY
LS21**



0.137 Acres



Leeds
CITY COUNCIL

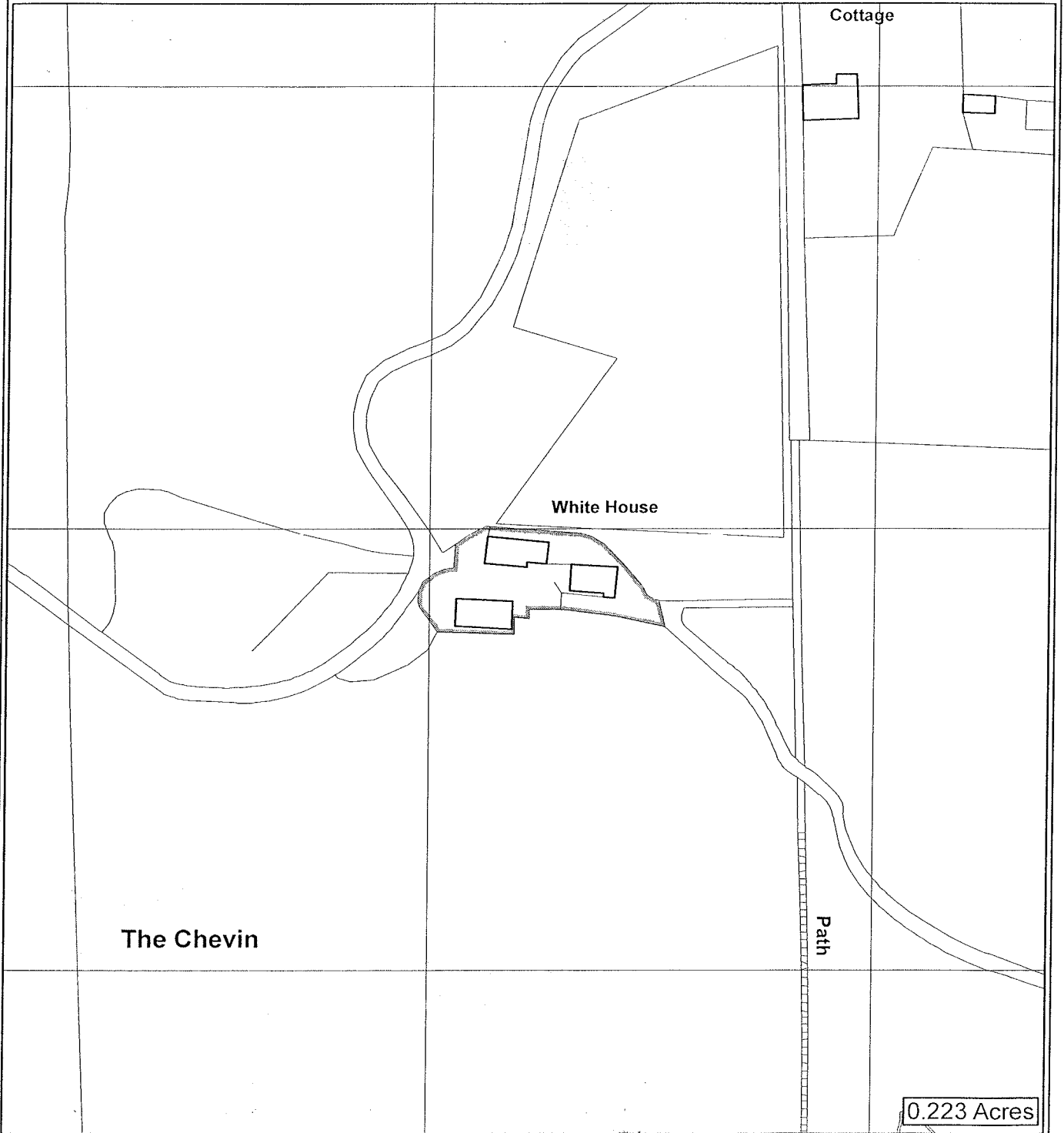
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PLAN No 17229/7

WHITEHOUSE OFFICES & WORKSHOP
OTLEY CHEVIN
JOHNNY LANE
OTLEY
LS21



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GROVE HILL PARK & NURSERY
 ILKLEY ROAD
 OTLEY
 LS21



0.223 Acres



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PLAN No 17229/9



**CAR PARK
NORTH PARADE
OTLEY
LS21**



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**CAR PARK
WALKERGATE
OTLEY
LS21**



0.594 Acres



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**CAR PARK
WESTGATE
OTLEY
LS21**

*Part of Ashfield
Works transaction*



0.423 Acres



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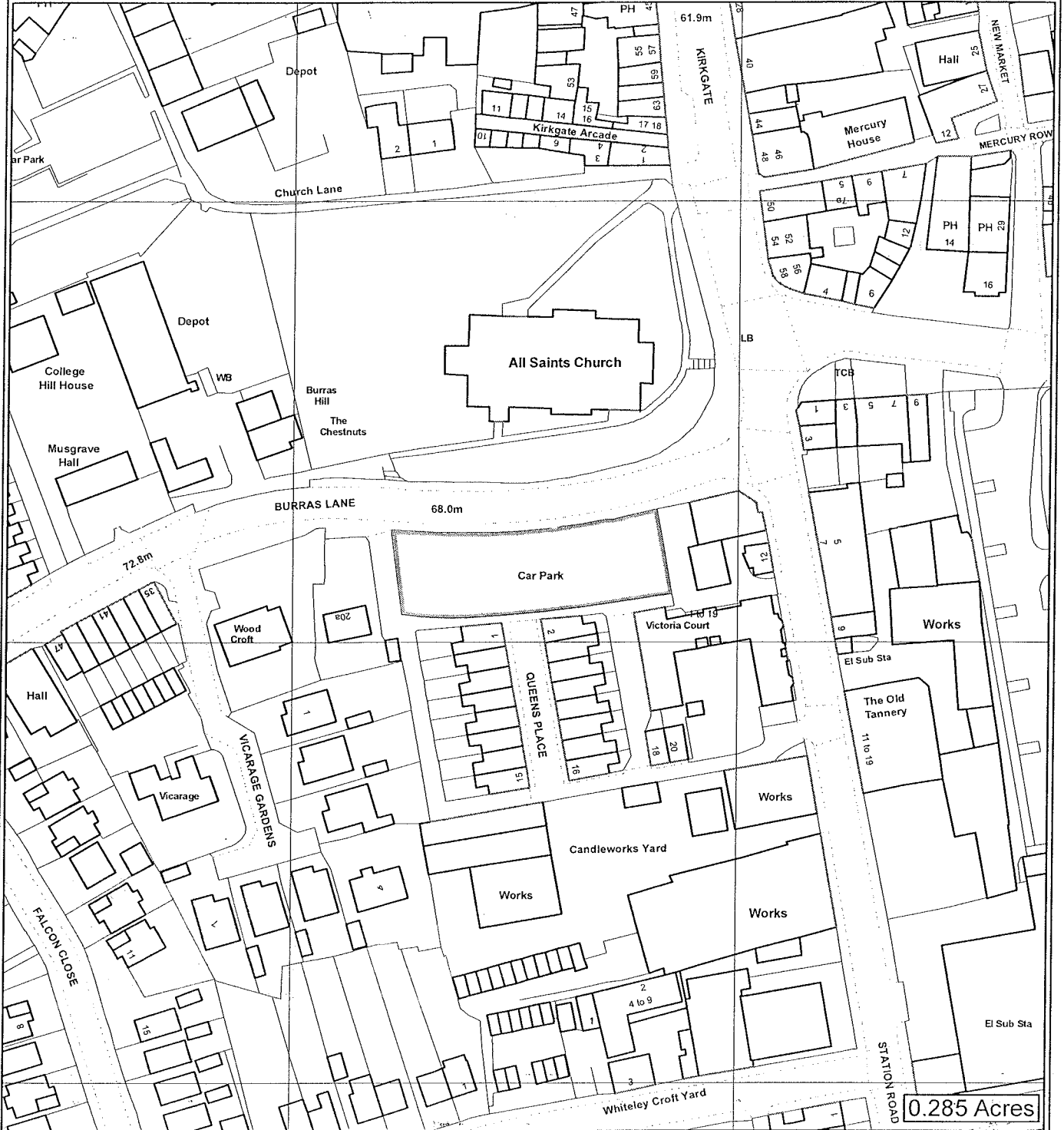
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PLAN No 17229/16

**CAR PARK
BURRAS LANE
OTLEY
LS21**



0.285 Acres



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CAR PARK
BEECH HILL
OTLEY
LS21

*part of Ashfield
works*



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PLAN No 17229/18

**ONE STOP CENTRE
8 BOROUGHGATE
OTLEY
LS21**

Sold



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LEEDS HOUSE CAFE
 MARKET PLACE
 OTLEY
 LS21



Leeds
 CITY COUNCIL

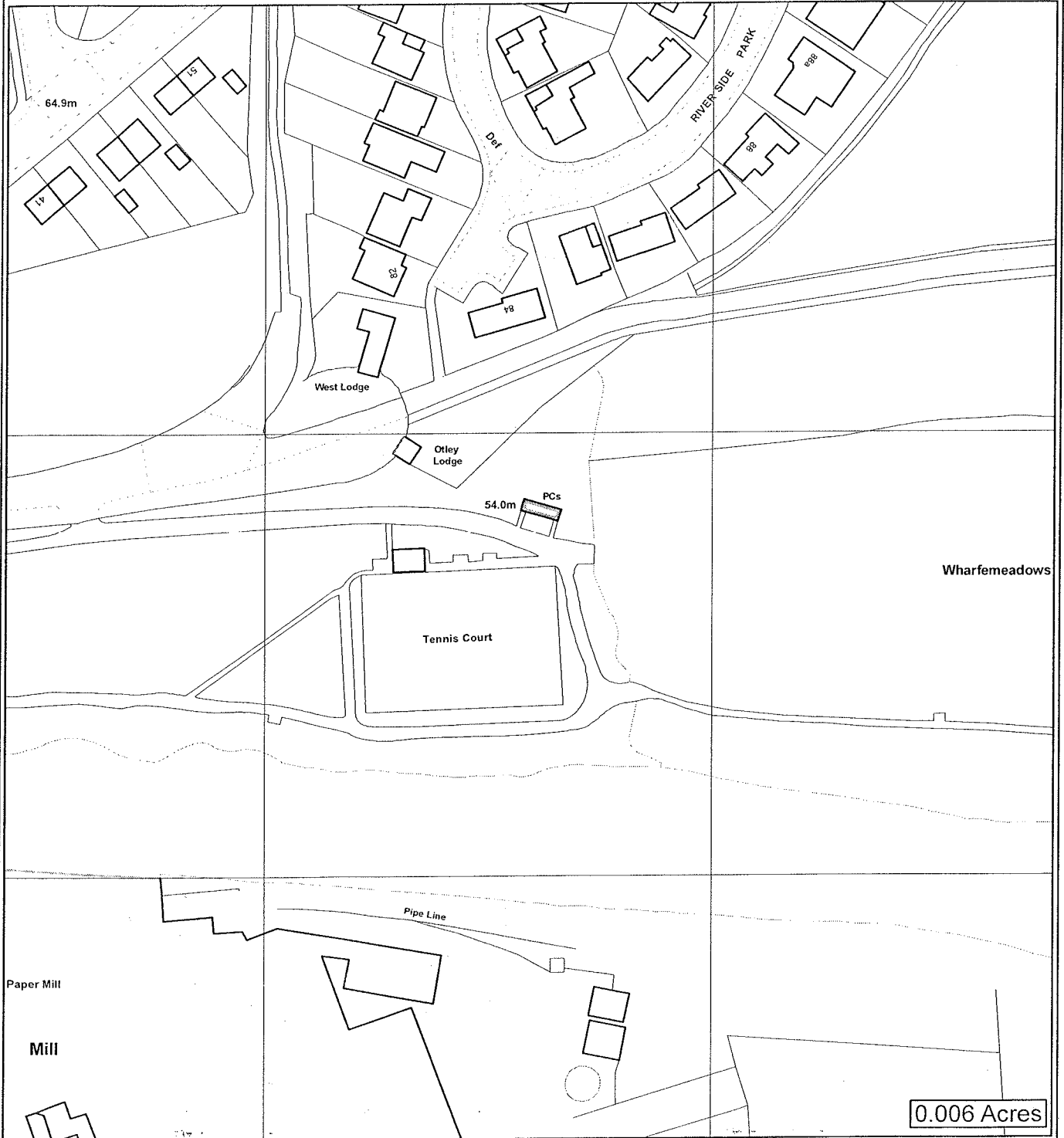
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PLAN No 17229/28

**PUBLIC CONVENIENCES
WHARFEMEADOWS PARK
OTLEY
LS21**



Leeds
CITY COUNCIL

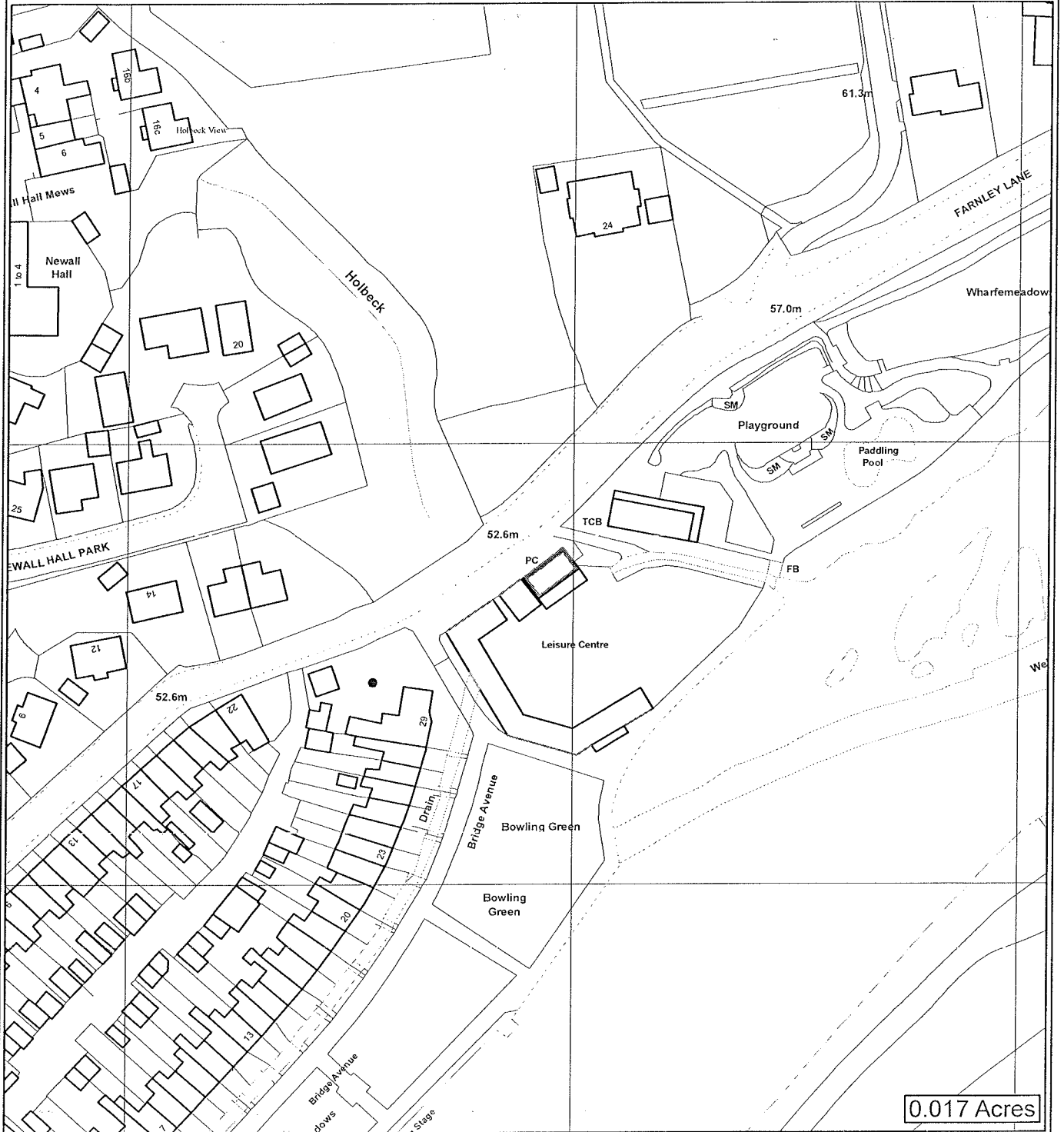
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PLAN No 17229/29

**PUBLIC CONVENIENCES
WHARFEMEADOWS PARK
OTLEY
LS21**



0.017 Acres



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CITY COUNCIL

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PLAN No 17229/29

**INGLEWOOD CHILDRENS HOME
2 WHITELEY CROFT GARTH
OTLEY
LS21**

Sold



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PLAN No 17229/30

**SPRING GARDENS HOME FOR OLDER PEOPLE
WESTBOURNE GROVE
OTLEY
LS21**



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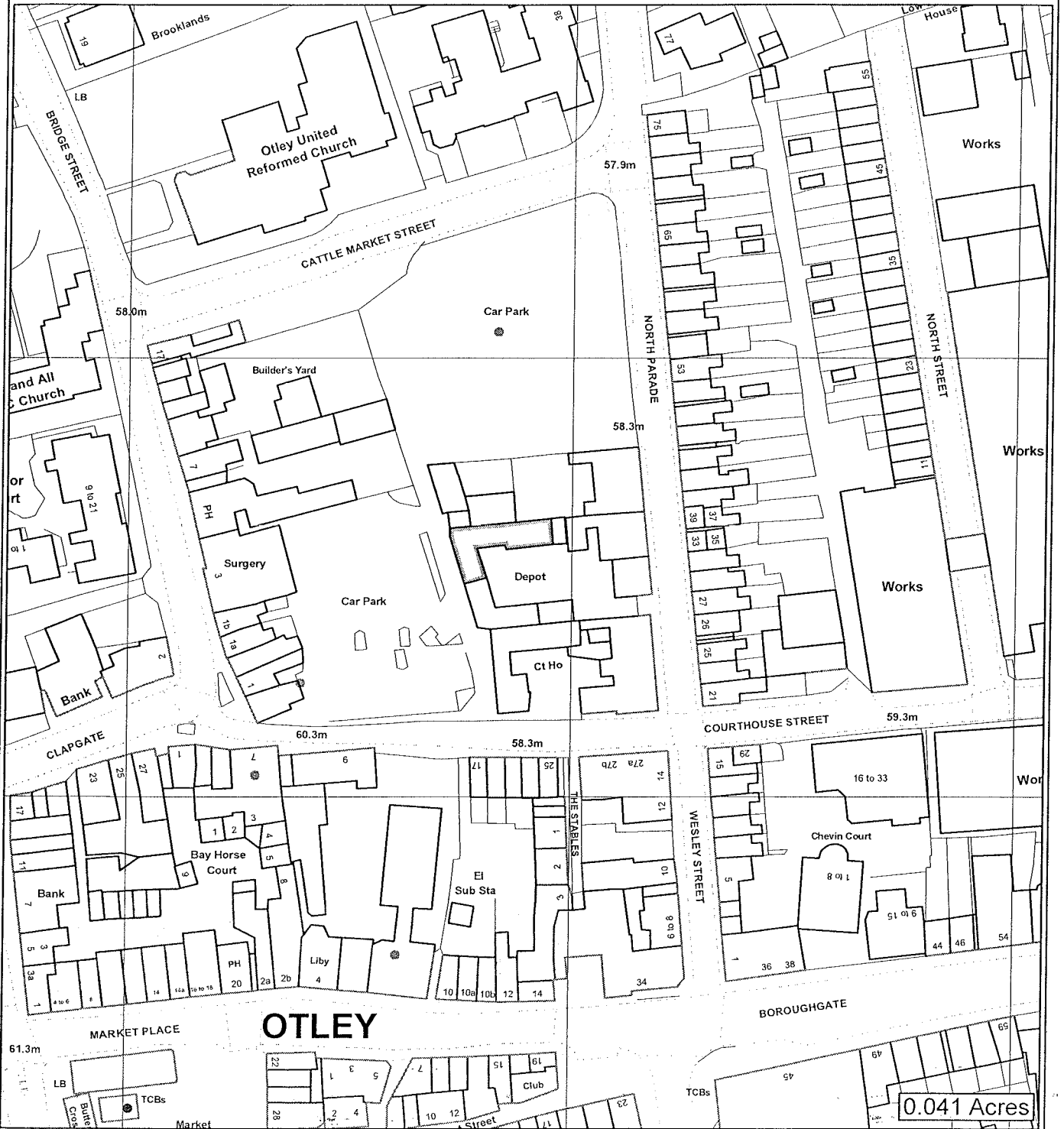
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PLAN No 17229/31

**GARAGE & WORKSHOP
COURTHOUSE STREET
OTLEY
LS21**

*Part of North Parade
Depot*



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