

Report of the Director of City Development

Report to the Executive Board

Date: 19th December 2018

Subject: Design & Cost Report & Tender Acceptance Report for the renovation of the Highwood Public House as a Children's Centre & Community Centre



Capital Scheme Number: 32737/MAL/CHI & 32737/MAL/COM

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Roundhay		
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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		

Summary of main issues

1. The purpose of this report is to seek approval to incur capital expenditure of £800,000 from capital scheme number 32737/MAL/CHI & 32737/MAL/COM to refurbish the Highwood Public House for use as a combined Children's Centre and Community Centre. Completion of this work will allow these pre-existing facilities to be relocated from the grounds of Moor Allerton Hall Primary School. This is essential to support the expansion of Moor Allerton Hall Primary School from a Published Admission Number (PAN) of 60 to 90 pupils with effect from September 2019, thus taking the capacity of Moor Allerton Hall Primary School from 420 pupils to 630 pupils. The vacated accommodation will be used to support this expansion and is critical to its success.
2. Upon completion of renovation works the Lidgett Lane Community Centre and Moortown Children's Centre will be relocated into adapted Highwood Public House. The Community Centre is run by the Brackenwood Community Association and they will need to surrender their current interest in the school site and enter into a lease of the new premises.
3. The works detailed within this report cover the full design and construction costs for the required renovation of the Highwood Public House in order for it to be used by the facilities displaced by the Moor Allerton Hall Expansion. Inclusive of all professional fees, surveys,

services, and all other costs associated with the redevelopment of the public house site. These works are required to be completed prior to the end of the 2018/19 financial year in order to ensure the main expansion programme for Moor Allerton Hall Primary School can be met.

4. The project is to be delivered via the Leeds Local Education Partner (LLEP) with their appointed construction partner, Walter West Builders Limited, and Norfolk Property Services Leeds (NPS) providing design and architectural services. The project is to be delivered by City Development's Projects & Programme's Team. Contract and Legal support is to be provided via LCC Legal and our independent technical advisors.
5. The funding required for the expansion works at Moor Allerton Hall Primary School will be subject to a separate report submitted at a future date.
6. The project at the Highwood Public House has been subject to analysis from NPS Leeds, acting on behalf of the Authority, from both a technical and financial perspective. Following this robust analysis the work package returns have been confirmed to adhere to the appropriate technical parameters and to offer 'value for money' to the Authority.
7. Planning for change of use of the Highwood Public House was determined on the 30th November 2018. The noted pre-commencement conditions will be discharged prior to work commencing on-site.
8. The works detailed within this report are required to be completed by the end of the 2018/19 financial year in order to ensure the forthcoming expansion of Moor Allerton Hall Primary School meets the critical path detailed within the programme. The premises currently occupied by the Moortown Children's Centre & Lidgett Lane Community Centre need to be vacated from April 2019 in order for them to be repurposed for school functions by the end of August 2019. As part of these spaces are within the existing Moor Allerton Hall Primary School building renovation works can only take place during school shut down periods, thus limiting opportunities for refurbishment to the school holidays.
9. This scheme is to be delivered under the Childrens & Families Early Years and Communities & Environments in support of the Learning Places Programme.

Recommendations

Executive Board is requested to:

1. Approve the expenditure of £800,000 from capital scheme number 32737/MAL/CHI & 32737/MAL/COM for the construction work and associated fees for the renovation of the Highwood Public House for use as a combined Community Centre and Children's Centre. Necessary to facilitate the forthcoming expansion of Moor Allerton Hall Primary School.
2. Authorise acceptance of the tender submitted via the Leeds Local Education Partnership in the sum of £590,938.70 inclusive of all design fees, development costs and surveys. Release of funding for the construction costs will be subject to valuations completed and validated by NPS Ltd. (Leeds).
3. Authorise the requirement to enter into a contractual agreement with D&B One Co. to deliver the development at the Highwood Public House. This will take the form of a JCT 2016 head contract between the authority and Leeds D&B One Ltd for the sum of £590,938.70. Noting that there will be a pass-down contract between Leeds D&B One Ltd. and Walter West Builders Limited.
4. To approve in principle the grant of a lease to the Brackenwood Community Association at less than best consideration of the new premises at the renovated Highwood site and to delegate authority to the Director of City Development to agree detailed terms (including at a less than best consideration) of the lease and for the surrender of current occupation at the school.
5. Note that the officer responsible for implementation is the Head of Service Projects & Programmes, Asset Management and Regeneration and the Head of Learning Systems, Childrens & Families.

1.0 Purpose of this Report

1.1. The purpose of this report is:

- To provide background information in respect to the renovation of the Highwood Public House to allow it to be utilised as a Community Hub and the necessity to enter into a JCT 2016 head contract with Leeds D&B One Co. for the delivery of the project. Noting that the project is required to relocate the Lidgett Lane Community Centre and Moortown Children's Centre off Moor Allerton Hall Primary School's site to allow these spaces to be utilised for expansion of the school.
- Contextualise the associated cost and risk implications of the proposed works, both in terms of the construction programme at Allerton Church of England Primary School and the wider Learning Places programmes implication.
- To seek approval to incur expenditure of £800,000 for the full extent of the proposed project.
- To seek authority to enter into contract with the LLEP (D&B One Co.), at a contract value of £590,938.70, for the construction programme at Allerton Church of England Primary School.
- Seek acceptance of the tender submitted by the LLEP in the sum of £590,938.70 for the aforementioned works.
- To seek approval to the principle of granting a lease at less than best consideration to the Brackenwood Community Association and to delegate authority to the Director of City Development to agree the terms of the lease

2.0 Background Information

- 2.1. The Learning Places programme represents the Council's response to the demographic growth pressures in school place provision. The increasing birth rate in Leeds has required Leeds City Council to approve an increasing number of new school places since 2009 in order to fulfil its statutory duty. The scale of the response cannot be met through the existing estate; therefore the expansion of existing schools or the creation of new schools has been required in many instances. The capital school building solutions to the demographic need is managed via City Development's Projects & Programmes team on behalf of Childrens & Families under the Learning Places Programme.
- 2.2. This proposal has been brought forward to meet the projected demand for primary school places within North Leeds, current demographic data suggests that there is a need for additional secondary places within the vicinity of Moor Allerton Hall Primary School. The proposed works outlined in this report are necessary to allow land and accommodation to be freed at Moor Allerton Hall Primary School in order to facilitate its expansion to three forms of entry with effect from September 2019.
- 2.3. A report to, and approved by, Executive Board on 19th September 2018 detailed the outcome of consultation on the proposal to expand primary provision at Moor Allerton Hall Primary School from a capacity of 420 pupils to 630 pupils with an increase in the admission number from 60 to 90 with effect from September 2018.

2.4. Due to site constraints at Moor Allerton Hall Primary School, primarily a lack of external sports facility, it is necessary to generate additional area to expand the school to three forms of entry. To achieve this it is necessary to relocate the Moortown Children's Centre, currently occupying approximately 146m² of the building, and the Lidgett Lane Community Centre, who utilise a plot of land approximately 2,365m² in size. With the expansion proposals to utilise the former as part of the expanded 'early years' function and the latter to generate additional formal sports provision in the form of a multi-use games area. These works will be subject to a separate, future design and cost report.

2.5. The Lidgett Lane Community Centre is currently located in the middle of the Moor Allerton Hall site and prevents effective usage of the school campus due to its fenced off compound being located in the middle of the site. The Community Centre is managed by a charity, the Brackenwood Community Association. The lease to the Association cannot be found, but Association have occupied the premises for over 20 years. The Association have been consulted and are willing in principle to relocate

The Moortown Children's Centre is located within the existing Moor Allerton Hall Primary School building as part of an extension to the original Primary School design. The Moortown Children's Centre is part of a cluster of Children's Centre whose budgets are managed via Allerton Church of England Primary School. The centre was originally funded under the Surestart programme, full details of the funding agreement are not available. Any such funding agreement is likely to have contained clawback provisions, and therefore DfE consent will be required to the relocation and is being sought.

2.6. The Highwood Public House, located 0.3 miles from Moor Allerton Hall Primary School, was identified as a potential site to assist development of the Primary School. Various options for its use were investigated as part of the expansion project for the school, including utilising it as a satellite site for 'early years', however it was determined from an educational perspective the school should be kept on one site. The proposal to relocate the Lidgett Lane Community Centre and Moortown Children's Centre arose from this determination.

2.7. Following closure of the Highwood Public House the Authority purchased the leasehold interest of the property, having historically always owned the freehold, and now have unfettered title for the site and property.

2.8. The public house site is approximately 0.75 acres. The adjacent former garage site, also owned by the Authority, is 0.2 acres in size, however this area of land is not subject to the project or recommendations detailed within this report. The purchase was instigated in order to prevent the property falling into dereliction and to support potential future projects in the area as well as allowing the Authority unfettered rights as land owner to decide how the site would be used going forward; whether it be for redevelopment, disposal or re-use. This proposal was put to the Director of City Development in October 2017, this was subsequently approved, resulting in the leasehold being purchased by Asset Management.

2.9. Due to its prominent location within the Brackenwood Estate support has been provided by local Ward Members for its proposed new function as a community hub.

2.10. In addition to the site occupied by the Highwood Public House the Authority also owns the adjacent land, accessed via Larkhill Way, currently housing a number of garages. This area is not proposed to be utilised for the project detailed within this report, future

redevelopment is possible to support local needs or the generation of a capital receipt.

- 2.11. Due to the timescales involved with expanding Moor Allerton Hall Primary School it is necessary to complete the renovation and remodelling of the Highwood Public House and relocate the Lidgett Lane Community Centre and Moortown Children's Centre there with effect from April 2019. This will allow their existing accommodation to be repurposed in time for commencement of the new academic year in September 2019. This is critical to ensure Moor Allerton Hall Primary School has sufficient accommodation for its expanded September 2019 intake.
- 2.12. In order to deliver the required accommodation in time for commencement of the 2019 academic year a project was instigated utilising the LLEP, as procurement vehicle, and NPS Leeds, as architectural lead. The proposals within have been developed following extensive consultation with both trustees of the Community Centre and management team for the Children's Centre.
- 2.13. The proposal for the Highwood Public House, necessary to facilitate the expansion of Moor Allerton Hall Primary School, will help support the on-going work to address capacity and sufficiency across all of Childrens & Families; which includes secondary places in addition to primary, early years and specialist provision.
- 2.14. These proposals form part of the Council's Learning Places Programme that embeds the 'One Council' approach in terms of shared ownership of proposed solution across the various departments involved.
- 2.15. NPS Ltd. (Leeds) have been formally commissioned to undertake technical and financial review of the proposals and cost plan submitted by the school.

3.0 Main Point

3.1 Design Proposals and Full Scheme Description

- 3.1.1. The works at the Highwood Public House, necessary to facilitate the proposed expansion of Moor Allerton Hall Primary School, consists of the following essential components:
 - Essential condition works to repair damage to the roof and concrete fabric including necessary upgrades to the building fabric to generate an acceptable 'energy performance certificate'.
 - Upgrades to the site utility metering to facilitate ease of billing.
 - Splitting of the building into two elements, with the front of house adjacent the Brackenwood Drive entrance to form the new Community Centre and the former function room located adjacent the Larkhill Road entrance to be the Children's Centre. Necessary renovation and refurbishment to facilitate the proposed new usage requirements.
 - Installation of life safety and security systems including new perimeter fencing & fire alarm system.
 - Remodelling of the external landscaping to form visitor parking, dedicated Children's Centre staff parking including required electronic vehicle charging

points, soft play areas, bin storage areas, pram storage and addition of new ramps to provide level access to both sides of the proposed facility.

- All design development, professional services and survey costs associated with the scheme.
- 3.1.2. The Children's Centre area will equate to approximately 41% of the ground floor and the Community Centre approximately 59%. The latter will have access to the flat located above their identified facility and the cellar below. Works to these areas will be limited to what is required under Building Control, full renovation of the flat and basement is not included within the scope of the project detailed herein.
- 3.1.3. The Authority will retain the freehold of the property and propose to grant a lease of part of the renovated property for use by the Community Centre. Detailed terms are yet to be agreed, but it is proposed that the rent will be a peppercorn.
- 3.1.4. The return has in-turn been evaluated by the appointed technical advisors, from both a financial and technical perspective, and has been deemed to be a robust proposal which offers value for money to the authority.
- 3.1.5. A 'change of use' planning application for the proposed works was validated on the 21st August 2018 and determined on the 30th November 2018.
- 3.1.6. The works detailed within this report have been procured under the Strategic Partnering Agreement (SPA) between the LLEP and Leeds City Council. The associated procurement rules apply to this process has been adhered to. The exclusive supplier arrangements, detailed under CPR 3.1.5, have been invoked in this instance.
- 3.1.7. As part of the wider Moor Allerton Hall expansion project LCC Legal have been appointed to provide legal and contractual support with the drafting of the construction contract. This will take the form of a JCT 2016 head contract between LCC and D&E One Co. (the LLEP), who in-turn will have a pass down contract with Walter West Builders Limited.
- 3.1.8. Any off-site Highways works will be subject to a separate design and cost report, this will combine any works arising from the future project to construct the new accommodation at Moor Allerton Hall Primary School.
- 3.1.9. Due to the constricted programme and necessity to deliver the additional accommodation for commencement of the new academic year in September 2018 it is essential to approve the works detailed herein by the w/c 7th January 2019 if the critical path is to be met.

3.2. Programme

3.2.1. The key milestones to achieve this programme are as follows:

- Planning application validated 21st August 2018
- Planning determined 30th November 2018
- Approval of 'authority to spend' 19th December 2018
- Call-In Period 19th December to 7th January 2019
- Contract award 9th January 2019
- Start on-site w/c 14th January 2019

- Completion & handover w/c 8th April 2019
- Occupation w/c 15th April 2019

3.2.2. A 'change of use' planning application for the proposed works was validated on the 21st August 2018 and determined on the 30th November 2018. Ward members have been part of the discussions around the relocation of the Community Centre.

3.2.3. Approval of this report and contract award represent the critical path and are therefore essential to ensure delivery of the project in accordance with the dates above.

4.0 Corporate Considerations

4.1 Consultation and Engagement

4.1.1. A report to Executive Board in September 2018 detailed the outcome of consultation on the proposal to increase from 420 to 630 pupils, with effect from September 2018, and noting the need to utilise the Highwood Public House site. This recommendation was put forward following a full formal consultation led by the Sufficiency & Participation Team. This report referred to the proposal to renovate the Highwood Public House as a community hub consisting of the Lidgett Lane Community Centre and Moortown Childrens Centre.

4.1.2. The proposed permanent expansion scheme has been subject to consultation with key stakeholders including trustees of the Brackenwood Community Association, Childrens & Families and City Development officers, Ward Members and the Executive Member for Children and Families. Consultation has also involved school staff and governors, the local residents and other colleagues within the Council.

4.1.3. Pre-planning consultation has been held with representatives from the Planning Department, Landscape, and LCC Highways. Any required off-site Highways works arising from the project will be addressed via a separate design and cost report including those generating by the expansion of Moor Allerton Hall Primary School.

4.1.4. City Development and Childrens & Families will continue to brief elected members at key stages throughout the project development.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1. The recommendations with this report do not have any direct nor specific impact upon any of the groups falling under the remit of the equality legislation and the need to eliminate discrimination and promote equality. A screening document has been prepared to this effect and an independent impact assessment is not required for the approvals requested. The screening document has been sent to the Equality Team to be approved, publishing and held on-file. A copy is included with this report as 'Appendix A'.

4.3 Council Policies and Best Council Plan

4.3.1. This scheme is to be delivered under the Childrens & Families Early Years and Communities & Environments in support of the Learning Places Programme and is required to fulfil the Local Authority's statutory responsibility to provide sufficient school places. In providing places close to where the children live the proposals will improve accessibility of local and desirable school places, and thus reduce any risks of non-attendance. .

4.3.2. This contributes to the 2016/17 Best Council Plan outcomes for everyone in Leeds to 'Do well at all levels of learning and have the skills they need for life'; 'Be safe and feel safe' and 'Enjoy happy, healthy, active lives'. It also supports the vision in the supporting Children and Young People's Plan 2015-19 to build a child-friendly city with a focus on ensuring all children and young people are safe from harm; do well at all levels of learning and have the skills for life; enjoy healthy lifestyles; have fun growing up; are active citizens who feel they have a voice and influence. The programme seeks to deliver a supply of good quality accessible local school places which can contribute to these outcomes.

4.4. Resource and Value for Money

4.4.1. The estimated scheme cost is £800,000; this includes £590,938.70 for main construction works, professional fees of £115,487.70, and £20,591.07 to cover supporting costs and survey fees. A client held contingency has also been allowed for within the scheme cost which is commensurate to the scale and complexity of the proposed works detailed herein.

4.4.2. The cost will be met through capital scheme number 32737/MAL/CHI & 32737/MAL/COM as part of the Learning Places Programme.

4.4.3. NPS have advised that the tender return reflects the value of the scheme and recommends the tender is accepted subject to standard practice of ensuring an acceptable Construction Phase Health & Safety Plan being provided.

4.4.4. Capital Funding & Cash Flow

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2019 £000's				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021 on £000's
LAND (1)	0.0					
CONSTRUCTION (3)	0.0					
FURN & EQPT (5)	0.0					
DESIGN FEES (6)	0.0					
OTHER COSTS (7)	0.0					
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2019 £000's				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021 on £000's
LAND (1)	0.0					
CONSTRUCTION (3)	590.9		590.9			
FURN & EQPT (5)	0.0					
DESIGN FEES (6)	0.0					
OTHER COSTS (7)	209.1		209.1			
TOTALS	800.0	0.0	800.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2019 £000's				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021 on £000's
LCC Borrowing	0.0					
	800.0		800.0			
	0.0					
Total Funding	800.0	0.0	800.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0

Parent Scheme Number: 32737/000/000

Title: Basic Need Expansions 2019/20

4.4.5. **Revenue Effects**

4.4.6. Any additional revenue consequences that may arise as a result of the project will be managed by the respective third parties.

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

4.5.1. The approval of this report constitutes a 'Key Operational Decision' and as such will be subject to 'Call-In'.

4.5.2. There are no other legal implications or access information issues arising from this report. Powers to grant the lease (at less than best consideration) and compliance with state aid regulations will be advised once heads of terms are agreed.

4.6. **Risk Management**

4.6.1. Risk is to be managed through the application of 'best practice' project management tools and techniques via the City Council's 'PM Lite' methodology. Experienced project management resource has been allocated from within the Built Environment. Contractual and legal support for the formation of the grant agreement is to be provided to Childrens & Families from within PP&PU. NPS will be providing technical support.

4.6.2. An Authority held contingency, commensurate with a project of this value, has been included within the approval figure to address any risks that occur during construction. This is to be used at the Authority's discretion and is not accessible by any other party.

4.6.3. Further support on risk is to be provided by the independent technical advisors assigned to the project and will be extended to any necessary value engineering requirements. NPS Ltd. (Leeds) have been appointed to undertake this function for the wider project. The proposals have been drawn up by NPS Ltd. in tandem with the appointed contractor, Walter West Builders Limited, to ensure value, efficiency and buildability is at the core of the project.

4.6.4. Completion of the works detailed herein is essential to free up accommodation at Moor Allerton Hall Primary School for use from September 2019 for the proposed expansion at that school. As such it is necessary to complete the proposed renovation works to the Highwood Public house and relocate the Lidgett Lane Community Centre and Meanwood Children's Centre here for the start of the 2019/20 financial year. Any delay to this will have a correlating effect on the proposed expansion works at Moor Allerton Hall Primary School and may necessitate additional temporary accommodation being provided.

4.6.5. A risk log has been developed for the scheme and will be updated and maintained throughout the project by the assigned project officer. Escalation of risk will be via the Childrens & Families Head of Service Learning Systems.

5.0 **Conclusions**

5.1. In order to provide the necessary accommodation to implement the formal expansion of Moor Allerton Hall Primary School, up to three forms of entry per year, it is necessary to undertake the project detailed herein in order to release accommodation and land at the school. In order to acquire this land it is necessary to rehome the

Lidgett Lane Community Centre and Moortown Children's Centre into a new facility. The proposal to utilise the Highwood Public House for this purpose, following renovation, will retain these key community facilities in the locality from which they are accessed.

- 5.2. The delivery of the works at the Highwood Public House will be managed by City Development's Projects & Programme's Team on behalf of Childrens & Families in conjunction with the joint venture partners (NPS), the Leeds Local Education Partner (LLEP), Walter West Builders Limited, the school and other key stakeholders.
- 5.2.1. The estimated scheme cost is £800,000; this includes £590,938.70 for main construction works, professional fees of £115,487.70, and £20,591.07 to cover supporting costs and survey fees. A client held contingency has also been allowed for within the scheme cost which is commensurate to the scale and complexity of the proposed works detailed herein.
- 5.3. The requirement to deliver this project by April 2019 is essential due to it being a key component of a wider project. Any delays to this will have a correlating effect on the expansion of Moor Allerton Hall Primary School and may necessitate that dependent project requiring temporary decant accommodation.

6.0 Recommendations

- 6.1. Executive Board is requested to:
 - 6.1.1. Approve the expenditure of £800,000 from capital scheme number 32737/MAL/CHI & 32737/MAL/COM for the construction work and associated fees for the renovation of the Highwood Public House for use as a combined Community Centre and Children's Centre. Necessary to facilitate the forthcoming expansion of Moor Allerton Hall Primary School.
 - 6.1.2. Authorise acceptance of the tender submitted via the Leeds Local Education Partnership in the sum of £590,938.70 inclusive of all design fees, development costs and surveys. Release of funding for the construction costs will be subject to valuations completed and validated by NPS Ltd. (Leeds).
 - 6.1.3. Authorise the requirement to enter into a contractual agreement with D&B One Co. to deliver the development at the Highwood Public House. This will take the form of a JCT 2016 head contract between the authority and Leeds D&B One Ltd for the sum of £590,938.70. Noting that there will be a pass-down contract between Leeds D&B One Ltd. and Walter West Builders Limited.
 - 6.1.4. To approve in principle the grant of a lease to the Brackenwood Community Association at less than best consideration of the new premises at the renovated Highwood site and to delegate authority to the Director of City Development to agree detailed terms (including at a less than best consideration) of the lease and for the surrender of current occupation at the school.
 - 6.1.5. Note that the officer responsible for implementation is the Head of Service Projects & Programmes, Asset Management and Regeneration and the Head of Learning Systems, Childrens & Families.

7.0 Background Documents¹

7.1. None

Appendix A – Equality Impact Assessment Screening Document

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.