



**Report of** Director of City Development and Director of Children and Families  
**Report to** Executive Board  
**Date:** 12<sup>th</sup> February 2020  
**Subject:** Approval to Spend for the Refurbishment of the former Burley Park PRU to Support Early Years Provision and LCC Office Space



Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If yes, name(s) of ward(s): Kirkstall and Headingley & Hyde Park		
Has consultation been carried out?	<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
Will the decision be open 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:		
Appendix number:		

## Summary

### 1. Main issues

- The purpose of this report is to seek approval to spend £1,800,000 to provide refurbished accommodation within the former Burley Park PRU. The accommodation will support the relocation of Burley Park Little Owls Nursery and Leeds City Council Office space from Shire View. A subsequent DCR / Tender Acceptance report will follow design freeze and final confirmation of budget requirements.
- A recent condition report has identified the current accommodation, housing the Burley Park Little Owls Nursery provision (off St Matthias Street, Burley), is beyond its design life and any further investment would not demonstrate best value. Vacant accommodation local to this area has been identified (Burley Park PRU), the accommodation will however need investment to fulfil its proposed new function and ensure the refurbished building meets current guidance and statutory regulations.
- This project will support the aims of Children’s and Families by providing a fit for purpose accommodation that meets the current and future demand in the local area. The refurbished office space will support the Changing the Workplace programme being delivered via the Strategic Asset Management team in the City Development directorate. This programme aims to rationalise the exiting office accommodation by providing modern facilities for LCC staff.

- The required works will be specified by Leeds City Council's joint venture partners (NPS Leeds Ltd), with Leeds Building Services (LBS) delivering the construction works in line with Leeds City Councils procurement rules. This proposal supports a 'cross council aims and objectives' that embeds the 'one council' approach by achieving shared ownership of proposed solutions.

## **2. Best Council Plan Implications**

- To meet the 'Best Council Plan' the proposed works will ensure the refurbished provision supports a 'Child Friendly City' by maintaining an early years' provision in the local area. The refurbished building will strive to support families and young children get the best start in life and improve social, emotional and mental health.
- Retaining the early years' provision within the locality will also support the Leeds Inclusive Growth Strategy. The proposed facility will continue to promote the successful and vital network of early years services by providing support to enable parents and carers to enter, stay and progress in work. This proposal will support the local community access employment within the Leeds area, helping everyone benefit from the economy to their full potential.
- The additional Leeds City Council office space will comply with the 'Changing the Workplace' methodology and deliver a more flexible approach to how LCC staff support and discharge the authority's statutory obligations thus cutting down on travel time and congestion in and around the city.

## **3. Resource Implications**

- The estimated cost for the capital works is £1,800,000. This includes the refurbishment costs for both the LCC office space which supports 'Changing the Workplace' programme and the necessary works to ensure a compliant nursery that meets the needs of local families.
- It should be noted that as a result of this scheme Shire View will be declared surplus to the Council's requirements. The sale of Shire View will contribute to the Council's Capital Receipts Programme.

## **Recommendations**

The Executive Board is requested to:

- a) Authorise capital expenditure for the sum of £1,800,000 from capital scheme number 33043/000/000 for the construction work and associated fees to facilitate the refurbishment of the vacant Burley Park PRU building. The sum includes the value for the refurbishment of both the nursery provision and the LCC office space and a client held contingency commensurate with a project of this size and complexity.
- b) Note that Asset Management and Regeneration will be responsible for the implementation of works described in this report.
- c) Approve that Shire View is declared surplus to the Council's requirements.

## **1. Purpose of this report**

- 1.1 The purpose of this report is:
- 1.2 To provide background information with respect to the refurbishment of the former Burley Park PRU which is necessary to relocate Little Owls Nursery and Children's centre from their current building which is beyond its design life. In doing so, the authority will ensure a fit for purpose provision will meet the local demands for free early education entitlement in the area.
- 1.3 Alongside this, the report details works to be undertaken to provide refurbished office accommodation inside the surplus building foot print of the former Burley Park PRU, in line with the Changing the Workplace programme. This element of the project will support the rationalisation of LCC office accommodation by providing long term modern facilities that will meet the current and future needs of the authority.
- 1.4 To seek 'Approval to Spend' for the aforementioned works.

## **2. Background information**

- 2.1 The Burley Park Little Owls Nursery and Children's Centre is currently located off St Matthias Street, Burley. Please refer to the plan at Appendix 1. The building is of a modular construction and has been operational for 47 years although its original lifespan was anticipated at being 25 years. Despite continued investment to maintain a compliant building it is evident that significant funding would be required to ensure the current building continues to meet the needs of local families.
- 2.2 Recent condition surveys have highlighted investment will need to be made in the following key areas:
  - Drainage – due to problems resulting in 'backing up' within the system.
  - Extensive roof repairs to ensure the building remains watertight.
  - Window replacement – end of design life.
  - General state of the building fabric is in poor condition both inside and out.
- 2.3 The Burley Park Children's Centre currently provides 134 early learning places for children living in the locality, this is around 20% of all of the under 5's in the area. Family support services are working with 422 families offering universal and targeted support, including ante natal parenting courses, HENRY healthy lifestyle courses and behaviour support advice.
- 2.4 The centre supports high numbers of children with complex SEND and families experiencing or fleeing from domestic violence. In 2018-19 the centre generated around £381,450 in overall income, this was around 15% reduction from the previous year due largely to the deteriorating fabric of the building, with leaks leading to room closures and emergency works required. Despite this deteriorating environments, Ofsted inspection rated the setting as outstanding in 2018, describing how;

*'The whole staff team meticulously monitors the progress that children make and sets specific and sharply focused targets. These help children to make substantial progress and leads to outstanding achievement. This includes children who have special educational*

*needs (SEN) and/or disabilities and those who receive additional funding’.*

- 2.5 Even with the demonstrable need for this provision and the recent Ofsted rating of Outstanding, financial investment into a building that is beyond its design life would not represent best value. The Family Services Team operating out of the current Burley Park nursery offer an excellent early years’ resource to local families, therefore a new building that would continue to support this existing provision is urgently required.
- 2.6 Following a review of Leeds City Council Assets, the former Burley Park Pupil Referral Unit (PRU) is the only building within the immediate area that would facilitate the early years’ service. The existing building footprint is currently in excess of what is needed to support a nursery provision however, it is ideally located in the area and would continue to meet the needs of the local families, subject to the relevant refurbishment works. The building has been in void management since April 2018.
- 2.7 The ongoing asset rationalisation of Leeds City Council buildings has identified that Shire View is currently occupied by approximately 100 Children’s & Families social work staff (see Appendix 2). The operation of the Shire View site has presented numerous challenges in the recent years and considering the significant budget pressures faced by the council, the building is ‘in scope’ for inclusion in the asset rationalisation programme. It is proposed to declare Shire View surplus to operational needs due to the challenging nature of the site for operational purposes. The property however will be still occupied in part by The Guide Dogs for the Blind Association who have occupied the property for a number of years as a training venue.
- 2.8 Considering the need to relocate staff from Shire View and the surplus building footprint available in the former Burley Park PRU, a development opportunity to maximise the effectiveness of this asset has been pursued. The result of this development will facilitate both the existing children’s centre provision and a ‘new ways of working’ office space for Social Care services in the same building. The principle of ‘shared synergies’ will inevitably strive to improve the outcomes for local families.
- 2.9 Once the relocation of the nursery provision is complete the modular accommodation will no longer be required and demolished. The future use of the land will be considered in consultation with the relevant Executive Member and Ward Councillors.

### **3. Main issues**

#### **Design Proposals and Full Scheme Description**

- 3.1 The current Burley Park Childrens Centre is now in poor condition making it financially unviable to maintain and offer a suitable provision for the Early Years’ service. A sustained maintenance programme is proving to be costly with little aesthetic benefit once the reactive works have concluded. Significant investment is required to resolve the historic drainage problems and numerous condition related tasks renders the building a financial liability for the medium to long term.
- 3.2 The site offers limited parking provision and does not have a dedicated area for parents or staff. This results in additional congestion on the nearby roads and a challenging situation to manage.

- 3.3 NPS Leeds Ltd and LCC's Corporate Property Management estimate a baseline figure of approximately £740,000 will be required to resolve the known issues in the current nursery building. This will not however address the fundamental lifespan of the building that has been exceeded by some margin. The current nursery building does not offer the efficiencies that a fully refurbished building would provide. Delivering the proposed refurbishment works identified within this report, would ensure a more sustainable approach when considering the environmental impact and costs incurred by maintaining the current building beyond its design life. Following the assessment of the current Burley Park Childrens Centre by NPS Leeds and LCC's Corporate Property Management, City Development are of the view that the building is at the end of its design life and the costs of 'making good' exceed the value of the building and land.
- 3.4 The proposed refurbishment works to the former Burley Park PRU will revive a traditional brick built asset that will offer a generous life span once refurbished. The early years' provision will create a solid foundation from which the Family Services Team can nurture the 'Outstanding' Ofsted rating, thus providing an exceptional resource for local families. The identified surplus area within the building will support the Changing the Workplace programme by providing a modern office environment that will reflect the 'new ways of working' adopted within the authority.
- 3.5 Following the commissioning of NPS Leeds to support the technical development of this proposal, the completion of RIBA stage 3 has identified the necessary internal alterations will consists of the following essential components;

#### **Early Years Nursery**

- The creation of 3 dedicated nursery areas that will provide early years support.
- Reception and office areas.
- Appropriate ancillary provision such as;
  - Staff and nursery toilets.
  - Milk kitchen and nappy changing facilities.
  - Kitchen facility to provide appropriate meals.
  - Upgrade of external areas to support external play.

#### **LCC Office Space**

- Reception area / informal seating.
- Meeting rooms.
- Open plan office to support the new ways of working.
- Kitchenette / informal seating area.
- Installation of new mechanical and electrical components throughout the building to meet current regulations.

#### **Programme**

- 3.6 The key milestones to achieve this programme are set out below:
- Approval of this report                      February 2020
  - Contract award                                      April 2020

- Start on site April 2020
- Completion & Handover July 2020

3.7 Approval of this report represents the critical path identified on the current programme and is therefore essential to ensure delivery of the project in accordance with the dates set out above.

3.8 The proposed works will utilise Leeds City Council's in-house provider, Leeds Building Services, to deliver the necessary accommodation. Where possible works will be kept in-house and completed by Council employees, for specialist packages pre-existing frameworks will be accessed via Leeds Building Services to competitively tender such elements. Technical support and design services have been provided by NPS Leeds Ltd.

3.9 The estimated scheme cost of the proposed refurbishment works is £1,800,000 including construction costs, additional ancillary works (including decant, surveys, project contingency etc.) and design & consultants fees.

#### **4. Corporate considerations**

##### **4.1 Consultation and engagement**

4.1.1 A project team involving key members of the children's centre and social care staff have agreed the principles of the required design, particularly for the children's centre where specific requirements have been addressed in order to meet statutory obligations. Pre-planning consultation has been held with representatives from the Planning Department and LCC Highways colleagues. These consultations will be on-going where a planning application is required.

4.1.2 Senior Officers within Children and Families have been briefed along with the Executive Member for Children & Families.

4.1.3 The ward members for Headingley & Hyde Park and Executive Member for Resources have been consulted in connection with Shire View.

##### **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 3.

##### **4.3 Council policies and the Best Council Plan**

4.3.1 The proposed refurbishment of the former Burley Park PRU will support the City's priorities which focus on matters such as supporting families to give children the best start in life. Maintaining a local nursery provision will support a 'Sustainable Infrastructure' by minimising the need for local families to travel an extended distance.

4.3.2 The additional office space will support the rationalisation of LCC assets by providing long term modern facilities in line with the 'new ways of working'

philosophy. This element of the project will support the current and future needs of the authority by reducing the overall foot print of LCC office space and the associated running costs for the authority.

4.3.3 The above actions will support the authority's Health & Wellbeing strategies which strives to improve the outcomes of all citizens of Leeds.

#### **4.3.4 Climate Emergency**

4.3.5 The proposed works will seek a sustainable approach to the design and refurbishment of the existing building. The proposed development will ensure a cost effective and resource efficient facility is delivered within the existing fabric of the current building. The following elements have been considered;

- Optimisation of the M&E design to ensure the demand for energy and water use is reduced as appropriate.
- Minimisation of construction waste and CO<sub>2</sub> emissions during the 'Works Period'.
- Opportunities to allow for recycling during the 'Works Period'.

4.3.6 The contractor for the proposed development will need to demonstrate a robust Waste Management Plan, be registered with the 'Considerate Constructors Scheme', of which, the main consideration of the scheme falls into three categories: The general public, the workforce and the environment. Contractors will also need to be sympathetic to the 'Leeds Talent and Skills Plan' by seeking to employ local trades where possible thus reducing the impact of extended travel.

4.3.7 The following standard planning conditions will be addressed as the project develops:

- Development of the nursery 'Travel Plan' to seek sustainable travel options wherever possible. The project will respond to the requirements of the Travelwise Team and colleagues from Highways to ensure appropriate pedestrian and cycle provisions are allowed for where stipulated.
- To protect and enhance the visual amenity approved plans will include a programme of replacement tree planting at a 3:1 ratio. Any tree loss will be kept to a minimum with any replacement anticipated to be 'extra heavy standard'.
- In the interests of promoting sustainable travel opportunities electrical vehicle charging points will be provided as part of the scheme at the appropriate ratio.

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

4.4.1 The estimated scheme cost is £1,800,000 including construction costs, additional ancillary works (including decant, surveys, project contingency etc.) and design & consultants fees. The cost will be met through capital scheme number 33043/000/000. It should be noted that as a result of this scheme, Shire View will be declared surplus to the Council's requirements. The sale of Shire View will contribute to the Council's Capital Receipts Programme.

4.4.2 These works will utilise Leeds City Council's in-house provider, Leeds Building Services, to deliver the necessary accommodation. For specialist packages pre-existing frameworks will be accessed via Leeds Buildings Services to competitively tender these elements.

4.4.3 NPS Leeds Ltd. will provide the necessary design and technical advisory services to assure that the construction works carried out by LBS is aligned with the requirements of the specification and is delivered within the parameters of the programme. NPS will also comment on the tender value to ensure this offers value financially.

#### 4.4.4 Capital Funding & Cash Flow

to Spend on this scheme	£000's	2019 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
INTERNAL DESIGN FEES (6)	0.0						
OTHER FEES / COSTS (7)	0.0						
<b>TOTALS</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>
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2019 £000's	FORECAST				
			2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	1500.0			1500.0			
FURN & EQPT (5)	167.5			167.5			
INTERNAL DESIGN FEES (6)	0.0						
OTHER FEES / COSTS (7)	132.5	2.0	38.0	92.5			
<b>TOTALS</b>	<b>1800.0</b>	<b>2.0</b>	<b>38.0</b>	<b>1760.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2019 £000's	FORECAST				
			2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023 on £000's
LCC Corporate Borrowing	1800.0	2.0	38.0	1760.0			
Total Funding	1800.0	2.0	38.0	1760.0	0.0	0.0	0.0
<b>Balance / Shortfall =</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: 33043/000/000

#### 4.5 Legal implications, access to information, and call-in

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

4.5.2 These works will utilise Leeds City Council's Internal Service Provider (LBS), to deliver the necessary accommodation. Where possible works will be kept in-house and completed by Council employees, for specialist packages pre-existing frameworks will be accessed via Leeds Building Services to competitively tender these elements. Technical support and design services have been provided by NPS Leeds Ltd.

4.5.3 There are no other legal implications or access information issues arising from this report.

#### 4.6 Risk management

4.6.1 Risk has been managed through application of 'best practice' project management tools and techniques via the City Council 'PM Lite' risk methodology. Project

management resource from City Development is tasked with ensuring the project remains within the predetermined risk tolerances.

- 4.6.2 A joint risk log will be developed with the appointed contractor to ensure all construction related risks for the project are identified together with the relevant owner of the risk. The Council's project risk log will continue to be maintained and updated throughout the project and escalation of any risks that sit outside of the agreed tolerances will be managed via the Asset Management and Regeneration team, City Development.

## **5. Conclusions**

- 5.1 In order to ensure Leeds City Council provides sufficient early years capacity that meets the needs for local families in the Burley Park area, and reduce the current costs supporting an enhanced maintenance regime on a building that has exceeded its design life. It is necessary to undertake the refurbishment works to the former Burley Park PRU as detailed within this report.
- 5.2 The proposed refurbishment works will also provide an LCC office space within the former Burley Park PRU that will support the Changing the Workplace programme and deliver a modern environment that will be aligned to the new ways of working.
- 5.3 The delivery of the proposed refurbishment works at the former Burley Park PRU will be managed by City Development's Asset Management and Regeneration team on behalf of Childrens & Families.

## **6. Recommendations**

- 6.1 The Executive Board is requested to:
- 6.2 Authorise capital expenditure for the sum of £1,800,000 from capital scheme number 33043/000/000 for the construction work and associated fees to facilitate the refurbishment of the vacant Burley Park PRU building. The sum includes the value for the refurbishment of both the nursery provision and the LCC office space and a client held contingency commensurate with a project of this size and complexity.
- 6.3 Note that Asset Management and Regeneration will be responsible for implementation of works described in this report.
- 6.4 Approve that Shire View is declared surplus to the Council's requirements.

## **7. Background documents<sup>1</sup>**

- 7.1 None.

## **8. Appendices**

- 8.1 Appendix 1 - Location plan
- 8.2 Appendix 2 – Shire View plan
- 8.3 Appendix 3 – Equality Screening Document

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<sup>1</sup> 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.