

Report for: Cabinet

Title: Civic Centre Refurbishment (and Extension) Works

Report authorised by: David Joyce, Director of Housing, Regeneration and Planning

Lead Officer: Jonathan Kirby, Assistant Director Capital Projects and Property

Ward(s) affected: Woodside/ All Wards

**Report for Key/
Non Key Decision:** Key Decision

1. Describe the issue under consideration

- 1.1. This report provides an update about the Civic Centre project. It follows the decision by Cabinet in December 2020 to proceed with the project to repair and refurbish the listed Civic Centre to bring the building back into use by the Council as its new civic and headquarters building. The project is ready to proceed to the next stage of design and this report recommends the appointment of a Multi-disciplinary Design Team (RIBA Stage 2-6).
- 1.2. It was noted at Cabinet in December 2020 that the Civic Centre, even if extended as agreed on its current footprint, would not provide the space for all the Council's headquarter accommodation needs. More importantly there was a strong aspiration to enhance the community focus and uses of the Civic Centre once refurbished. It was therefore agreed to carry out a feasibility study to test whether an annex or extension on the Civic Centre car park site could achieve these ambitions.
- 1.3. On the basis of the feasibility work undertaken to date and in order to ensure that the project is able to deliver the broader community uses in addition to the civic and accommodation headquarters, it is recommended to continue with the design work to RIBA Stage 2 Concept Design to include the annex on the Civic Centre Car Park site as part of the Stage 2-6 design team appointment. This will help maintain pace in delivery of this project so that the overall benefits for the Council's staff and local community can be met at the earliest opportunity.
- 1.4. A further report will be brought back to Cabinet in January 2022 for approval to enabling works to the existing Civic Centre. At that time, a decision can be made about whether to continue to the next detailed design stage for both the Civic Centre & Annex or whether to continue on the basis of the originally agreed refurbishment/ extension project to the Civic Centre only. By January 2022, at the end of RIBA stage 2, design and cost information would have progressed, which can continually be checked against the underlying business case modelling.
- 1.5. In addition, more progress will have been made on the councils firm future ways of working, including post-pandemic workstyles and the impact of increased working in localities being introduced initially through the Connected Communities partnership working. The work on localities will be looking closely at how the

Council can improve its presence across the Borough to ensure the right balance between the Council's headquarters in Wood Green and the Council's presence in localities. All of which will further inform the council's wider accommodation strategy.

2. Cabinet Member Introduction

- 2.1. The Civic Centre has a long and rich local history. We have seen many nationally significant moments in history take place there, as we can see on the illustrations on the hoarding for building. The refurbishment of the Civic Centre will allow for many benefits outlined in this report. More importantly it will re-establish listed building with its iconic image as a focal point for public life in Haringey; a reminder of those important past event and allowing for more in the future. We should be proud to be protecting the Civic Centre for the benefit of future generations.
- 2.2. The Council has a fantastic opportunity to restore this important building and provide a 'Heart of Haringey' civic headquarters. Our staff deserve a much better working environment and so do our communities. This project will allow us to offer high quality community and public spaces, as part of a wider offer across the borough to meet our residents needs
- 2.3. This project will support collaborative ways of working to ensure better outcomes for Haringey residents, restoring the Civic Centre to its former glory and help improving the sustainability of one of the most important buildings in the Haringey.
- 2.4. Whilst this report does mention Council sites on Station Road, its focus is the Civic Centre and annex element of the Council's accommodation plans. We are not standing still in our thinking on those sites in Station Road with officers working on masterplanning options. Officers are currently working on a plan for the long term future of the Council's assets on Station Road. This work will include individual business cases for each of the Council's assets in thr area and will be based on a placemaking approach so that the area can reah its full potential at the heart of Wood Green.
- 2.5. We are ready to move to the next stage of design and it is recommended to proceed the concept design stage based on enlarging the Civic Centre to include an annex. A further report will be brought to Cabinet in January 2022 seeking approval for the enabling works at the existing building. By January 2022 the further design works and progress on our post pandemic ways of working will allow confirmation of the decision within this report.

3. Recommendations

Cabinet is recommended to:

- 3.1. Agree to proceed with the design work on the refurbishment of the Civic Centre, including the provision of an annex extension, based on the feasibility work completed since the December 2020 cabinet decision to explore this option.
- 3.2. Note that a report will be brought to Cabinet in January 2022 for the following:

- (i) decision on whether to proceed with the Civic Centre, including an annex option, informed by the final full business case, once further design work outlined in recommendation 3.1 has been completed;
 - (ii) approval to award a contract for preparatory works to the Civic Centre. These works are independent of the above decision about whether to include an annex option, as they are required to deliver a refurbishment of the existing Civic Centre for the Council's accommodation use and are in accordance with the decision taken by Cabinet in December 2020
- 3.3. Approve the award of a contract to Hawkins Brown Ltd for the maximum sum of £3,110,999.89 for RIBA stages 2-6 design services for the Civic Centre refurbishment project and annex project, in accordance with contract standing order 9.07.1d. Noting that should we not proceed with the annex option at any stage during the design development; then the project fees will be reduced accordingly.
- 3.4. Approve issuing Hawkins Brown Ltd with a letter of intent prior to the formal contract execution. The letter of intent will represent ten per cent of the total contract value and will not exceed £311,099.99.
- 3.5. Notes that the Hawkins Brown Ltd. contract sum will be reduced if Cabinet decide not to proceed with the annex building as part of the Civic Centre project. If Cabinet does not decide to proceed with the annex building the Hawkins Brown contract will be revised to be based on a percentage of the construction value of the existing refurbishment.

4. Reasons for decision

- 4.1. The decision taken by Cabinet in December 2020 to invest in the Civic Centre provides for the quickest delivery of high-quality Council Civic headquarters in Wood Green. This decision was made in the context of the Civic Centre's listing and the need to spend a significant sum on the building in any case to protect it. It was known that not all of the Council's accommodation requirements could fit into the existing Civic Centre with moderate additional space agreed and that in order to allow genuine focus on expanded community use it was agreed to do feasibility work to assess whether an annex or extension on the Civic Centre car park site would enable the Council to better meet Council and residents' needs.
- 4.2. So far, the feasibility work is showing that an annex could provide the Council with a building to be proud of, as the heart of Haringey's democratic and civic life; providing all its headquarters office accommodation on one site and scope for truly open public and community uses as well as being the most cost-effective option open to the Council. It is proposed to continue to the next stage of the project on this basis. Extending the Civic Centre could also contribute to the Council meeting its sustainability targets through improvements to the existing listed civic centre building, the new build elements and through, over time, releasing inefficient buildings currently in use as offices. The annex option should save the Council

money over time. It would also allow future plans for the regeneration of Wood Green to be developed separately.

- 4.3. The report recommends appointing the multi-disciplinary design team for RIBA Stages 2-6, with Stage 2 Concept Design continuing on both the existing building and the proposed annex between now and January 2022. A further report will be brought to Cabinet in January 2022 which will allow for a further ratification of the annex option, with more information about the design and costs of the project being available at that stage. By this time, more work will have been done on the Council's future working styles and locality presence which will help firm up the accommodation requirements and the decision about whether to continue with the extended project.

5. Alternative options considered

- 5.1. Following the decision in December 2020, to restore, refurbish and extend the Civic Centre and bring the building back into use by the Council as its new Headquarters and Civic functions building, feasibility work has continued to assess options for the Car Park site and whether it would be suitable for Council accommodation. Housing and mixed housing and office options have been tested but not progressed further because the combined uses do not work well on the site and the number of housing units which could be delivered on site is lower than originally envisaged and the start of a housing project would need to be delayed until after the Civic Centre project.
- 5.2. The alternative to the Civic Centre for the remaining Council accommodation requirement would be retain a building on Station Road. To allow comparison, retaining Alexandra house has been used for the initial assessment as an alternative to further extending the Civic Centre. This option would mean a split site headquarters, therefore will not achieve the same cultural ambitions of the Council. It is also not possible to achieve the same level of sustainability with a refurbished building than with new. Additionally longer term use would constrain future plans for Station Road. Finally, the financial appraisal so far suggests that in the long run an annex option is more cost effective and will deliver savings to the Council. However, this alternative option, whilst not ideal, is feasible and will be included in the business case to be considered by Cabinet decide in January 2022.

6. Background information

- 6.1. During the pandemic, the Council's workforce has moved to working more flexibly with significantly more remote working than might have been thought possible previously. Whilst it is not expected to continue in exactly the same way longer term, it has shown that less space, fewer buildings and potential savings are achievable. Council services and partners have also been developing plans to work collaboratively in communities which will over time increase the emphasis on, and level of, locality working; allowing more staff to be based in the communities they serve and a better presence for the Council across the whole of Haringey. These changes should allow for a smaller than previously anticipated Wood Green office headquarter requirement.

- 6.2. Further work will be done to firm up the longer term ways of working, culture and accommodation requirements with a view to firming up the requirements and a decision about continuing with the extended project or the currently agreed refurbishments / extensions. This will provide a more detailed picture of the Council's longer term accommodation requirements which will help decision making about the scale of the Civic Centre project. The space at the Civic Centre can be designed very flexibly to allow for future changes in workforce requirements.
- 6.3. The Council's current accommodation is spread over five buildings on Station Road, as well as George Meehan House. As the Council returns to office based working, it is intended to make George Meehan House the Council's interim democratic and civic headquarters. The Council's offices on Station Road are outdated, costly to run and are not energy efficient. It will be possible to reduce the Council's use of offices on Station Road over the course of the next four years, with all of the building being released if the annex is also built. 48 Station Road will be retained as Council accommodation and will be used alongside Alex House until the completion of the Civic Centre project, enabling the decant of River Park House. Decisions about future use of the buildings on Station Road will be subject to their own decision-making process, once further master planning work is completed and subsequent reports brought to Cabinet.
- 6.4. As agreed at Cabinet in December 2020, the feasibility study has been carried out to test whether an annex building in the car park site can both meet all of the Council's headquarters accommodation needs and help to transform the building into a place which fosters collaboration and a sense of community for Haringey residents and the Council. The feasibility has tested an option to provide for an annex on the car park site which would meet all of the Council's requirements and allow for the public and community use expected of the Council's Civic Centre. The annex would provide a building at c4,000m² net internal area, over four floors in the centre of the site set back from the Civic Centre, Trinity Road and Trinity School to minimise the impact on the setting of the listed buildings and residential neighbours.
- 6.5. In addition to the design considerations, there are significant advantages to having all the Council's accommodation on one site in terms of future ways of working and cohesiveness, in addition to being able to accommodate the aspirations for community space meeting rooms, community café etc, including the outdoors area; creates a campus with a permeable and publicly accessible ground floor which all of our communities can use and benefit from. Key to the next stage of the project's design will be to ensure that the spaces are development to be as agile as possible so that it will be possible to maximise the more community facing uses of space if the Council accommodation element reduces over time.
- 6.6. The financial assessment so far is based on two options, while design work on the preferred and recommended option of a refurbished Civic Centre with Annex continues. Under the preferred Annex option Alexandra House could be rented out pending longer term plans being developed for the Station Road area, and would save the Council operating and some lifecycle maintenance costs over the longer term. If the Civic Centre project were to move forward without an Annex then Alexandra House would continue as long term office accommodation for the Council and would need to be refurbished to reflect longer term requirements. This

is feasible but would not achieve the same standards as a new Annex provision, in terms of staff offer or building performance. It is also likely to cost more in revenue operating costs for comparable capital investment.

7. Design Team Appointment

- 7.1. Hawkins Brown Ltd submitted a compliant tender via the Council's Dynamic Procurement System (DPS), for design stages 2 – 6, which was deemed to provide the best value for money in delivering the design work for the Civic Centre refurbishment and any future new additional accommodation.
- 7.2. Hawkins Brown Ltd were appointed in 2020 to undertake the initial feasibility study (design stage 1) following a DPS tender process evaluating offers based on feasibility as a lump sum costs and percentage fees based on estimated construction costs.
- 7.3. In August 2019 officers completed a compliant procurement process for consultant services for the Civic Centre project via the London Construction Programme DPS. These services include:
 - Lead Consultant inclusive of Architect, Contract Administrator and Building Surveyor
 - Structural Engineer/Civic Engineer
 - Mechanical & Electrical Engineer
 - Principal Designer
 - BREEAM Assessor
 - Landscape Architect
 - Consultant BIM Manager
- 7.4. Tenders were asked to provide a lump sum cost for the RIBA Stage 1 feasibility work and a fee percentage for two for two scenarios for RIBA stages 2 – 6, based on potential value of the construction contract being either £10m - £29.999m or £30m - £50m. Tenders were evaluated based on their qualitative delivery proposals and pricing, with the pricing element being based on the lump sum RIBA 1 feasibility study and an average of the two estimated construction cost scenarios. Hawkins Brown Ltd provided the most economically advantageous bid achieving the highest overall mark when cost and quality scores were combined. Hawkins Brown Ltd represented best value for money and were appointed as the multidisciplinary design team to carry out the RIBA stage 1 feasibility works. The original Hawkins Brown Ltd feasibility work appointment was completed through a Delegated Authority Report, due to the sum being less than £500,000, and therefore did not require Cabinet authorisation and was completed under delegated authority.
- 7.5. Following completion of the RIBA stage 1 feasibility works for the Civic Centre refurbishment project, Cabinet authority is requested to complete the RIBA stage 2 – 6 appointments. The work the evaluation panel completed for the stage 1 appointment is still valid. The evaluation of the three submissions received are summarised in Appendix 1.
- 7.6. From January 2020 – March 2021 Hawkins Brown Ltd. have completed the feasibility studies instructed by the Council to develop project delivery options for

the existing Civic Centre building, as well as an additional feasibility study to provide additional residential accommodation, or office accommodation, or a mixture of both on the car park site.

- 7.7. The full refurbishment of the existing Civic Centre building includes works to the basement, ground, first and second floors, with the demolition of the existing third floor annexe and construction of a new two storey roof extension and infill of the west wing undercroft. The works would also include essential replacement of heating systems, mechanical ventilation systems, electrical systems, and WCs. The fire safety systems will be upgraded. Additionally, there will be extensive repairs and replacement to the external cladding and the deteriorating glazing.
- 7.8. The recommendation in this report allows the Council to award the design services contract to Hawkins Brown Ltd for a sum that will not exceed £3,110,999.89. It is worth noting that the recommended contract sum is the required amount for design services relating to the existing Civic Centre refurbishment and the new build annex development on the car park site. However, over the course of stage 2 the Council will be validating costs and will go back to Cabinet in early 2022 for a decision on whether to proceed with the annex building. If the Cabinet decides not to proceed with the annex building, then the Hawkins Brown Ltd design services contract will be reduced from the £3,110,999.89.

8. Budget and Programme.

- 8.1. The appointment of the Hawkins Brown Ltd can be contained within the approved General Fund Capital Programme. Costs through to January 2022, relating to the Annex option are estimated at £0.240m.
- 8.2. The programme and milestones are currently estimated as follows:

Table 1 Programme Milestones

Milestone	Date
Cabinet decision: Multi Disciplinary Design Team Appointment and preferred option to add an annex to the current project	October 2021
Cabinet decision: Enabling works and confirmation of the business case for the Civic Centre project	January 2022
Planning and Listed Building Consent	Summer 2022
Main Contractor Procurement	Spring 2023
Construction Start on Site	Summer 2023
Construction Practical Completion	Spring 2025
Fit Out	Summer 2025

9. Consultation

- 9.1. To ensure that the optimum use is made of the new Civic Centre, the project team will engage with the community and other key stakeholders as the project progresses. A Member led Civic Centre Project Forum has already been established and will be involved in the design stages of the project. Ward Member briefings and all member briefings are planned. Community engagement has already started but will be developed over the course of the design stage and then in planning for the use of the centre once the project is completed.
- 9.2. The above will be captured in an engagement and consultation plan, which is being developed and will be reported as part of the January 2022 cabinet report, once we know the preferred route for this project.

10. Contribution to strategic outcomes

- 10.1. Borough Plan Economy Priority: Outcome 17: Investment with local people at its heart, focused on Tottenham and Wood Green.
- 10.2. Borough Plan Your Council Priority: Outcome 20: We will be a Council that uses its resources in a sustainable way to prioritise the needs of the most vulnerable residents.

11. Statutory Officers comments (Chief Finance Officer (including procurement), Head of Legal and Governance, Equalities)

Finance

- 11.1. The recommendation of the report is to appoint Hawkins Brown Ltd for multi-disciplinary design services in the sum of £3.11m for the next stage of the Civic Centre project. The cost of the appointment can be funded from the approved general fund capital programme.

Procurement

- 11.2. The Civic Centre multidisciplinary design team procurement was completed through a fair and transparent tender process via the London Construction Programme (LCP) DPS system at the end of 2019 in accordance with CSO 9.04.1 and were formerly appointed at the beginning of 2020.
- 11.3. Strategic Procurement can confirm the procurement of the multidisciplinary team contemplated a construction value of up to £50m and requested submissions for two price bandings with project values up to £30m and a further banding up to £50m. Strategic Procurement can confirm the award of a contract to Hawkins Brown is consistent with the tender opportunity advertised by the Council via the LCP DPS and the subsequent evaluation of the tenders. Strategic Procurement see no procurement reasons that would prevent the Council awarding the

multidisciplinary as stated in recommendation 3.1(i) and confirms the award would be consistent with CSO 9.07.1 d).

11.4. Strategic Procurement can confirm CSO 9.07.3 makes provision to issue a Letter of Intent up to a maximum value of 10% of the total contract value. This is consistent with recommendation 3.1 (ii).

11.5. Strategic Procurement will lead the procurement in respect of the preparatory works required as part of the refurbishment of the Civic Centre to ensure a compliant procurement process is followed in accordance with the Councils CSOs using the LCP DPS.

Legal

11.6. The Head of Legal and Governance (Monitoring Officer) has been consulted in the preparation of the report.

11.7. The Contract which the report relates to has been procured under the London Construction Programme DPS for professional services (DPS).

11.8. The DPS has been established in accordance with Regulation 34 of the Public Contracts Regulations 2015 and is therefore a compliant procurement route.

11.9. In accordance with Contract Standing Order 9.07.1(d) Cabinet has authority to approve the award of the contract referred to in 3.3 of the report.

11.10. Cabinet has authority to approve the issue of the letter of intent referred to in 3.4 of the report.

11.11. The Head of Legal and Governance (Monitoring Officer) sees no legal reasons preventing Cabinet from approving the recommendations in the report.

Equality

11.12. The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share those protected characteristics and people who do not
- Foster good relations between people who share those characteristics and people who do not.

11.13. The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

11.14. The Civic Centre project will improve the Council's ways of working and outcomes for all borough residents. The end use of the new Civic Centre will enable focus

on supporting all communities in the borough and will reflect the equalities agenda and legal requirements. The design will be accessible in the broadest sense including dementia and autism friendly environments.

11.15. There are no direct equalities considerations arising from the appointment of the design team as the decision to proceed with design, planning submission, and development tender documents is unlikely to directly affect any individual or group who share the protected characteristics. However, in all aspects of design and development, the Council and contractors will be required to have due regard for the need to meet the three aims of the public sector equality duty, as stated above. This will include ensuring that reasonable adjustments are made where appropriate to provide an inclusive and accessible building.

12. Use of Appendices

Exempt Part B report

13. Local Government (Access to Information) Act 1985

13.1. Update on Council Owned Sites – September 2020 Cabinet Report
<https://www.minutes.haringey.gov.uk/documents/s117816/200900%20Cabinet%20September%20WG%20Update%20CLEARING%20v3%20final.pdf>

13.2. Council Owned Sites in Wood Green – July 2019 Cabinet Report
<https://www.minutes.haringey.gov.uk/documents/s110207/1907CouncilOwnedSitesinWoodGreenFINAL%205.30pm.pdf>