

<b>Subject:</b>	<b>Stanmer Park Restoration – procurement of HLF project works and relocation of CityParks depot</b>		
<b>Dates of Meetings:</b>	<b>Environment, Transport &amp; Sustainability Committee 23 January 2018</b> Policy, Resources & Growth Committee 25 January 2018		
<b>Report of:</b>	<b>Executive Director for Economy, Environment &amp; Culture</b>		
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<b>Wards affected:</b>	<b>Hollingdean &amp; Stanmer Portslade North</b>		

**FOR GENERAL RELEASE****1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 Stanmer Park is an important 18th century landscape with many historical features and buildings. The park is contained within the Stanmer Estate which was purchased by the Brighton Corporation (now BHCC) in 1947.
- 1.2 Stanmer Park is on the Historic England (HE) “At Risk” Register and in need of significant investment together with more coherent management arrangements. The council was successful in securing a development (or Stage 1) grant of £291,400 from the Heritage Lottery Fund (HLF) in December 2015. This was followed by the award of a Stage 2 HLF grant of £3,786,400 in January 2017, for delivery of the project. The HLF gave permission to start work on the project in July 2017. The area of the Park to be improved using this grant is approximately 20 hectares of the 485 hectare estate. This includes the main entrance, formal parkland and walled garden areas.
- 1.3 The CityParks depot must move from its current location in Stanmer Park before restoration works can begin. Temporary moves will take place in summer 2018, followed by a proposed permanent relocation to Hangleton Bottom. The relocation will remove some of the more industrial operations and reduce vehicle movements (up to 150 per day) within the historic park. The decision to fund a move of the depot was approved by Policy and Resources committee in February 2016. The new location was selected from a number of potential sites identified, as the best option in terms of access, utilities and impact on service delivery.
- 1.4 This report summarises the progress made to date, seeks agreement to proceed with tendering and appointment of the main contractor for the HLF project, and

seeks permission to progress the relocation of the CityParks depot to Hangleton Bottom with the necessary competitive tendering and appointment of contractors.

## **2. RECOMMENDATIONS:**

That the Environment, Transport & Sustainability Committee:

- 2.1 Notes the progress made on the Stanmer Park HLF Restoration Project as outlined in this report.
- 2.2 Recommends the report to Policy, Resources & Growth Committee as set out in paragraphs 2.3, 2.4 and 2.5 below.

That the Policy, Resources & Growth Committee:

- 2.3 Approves the relocation of the CityParks depot to Hangleton Bottom.
- 2.4 Recommends to February Budget Council the allocation of up to £400,000 capital resources to address the shortfall of funding identified in relocating the CityParks depot, subject to confirmation of costings as outlined in Table 2.
- 2.5 Grants delegated authority to the Executive Director for Economy, Environment & Culture to:
  - (i) Procure and award a contract for the Stanmer Park HLF Restoration Project, to undertake the works listed in paragraph 3.6 below.
  - (ii) Apply for planning consent for the building of new depot facilities at Hangleton Bottom.
  - (iii) Procure and award a contract(s) for the building of new depot facilities at Hangleton Bottom.

## **3. CONTEXT/ BACKGROUND INFORMATION**

- 3.1 Stanmer Park is a popular, historic country park. It is a significant gateway to the South Downs National Park and has potential to attract more tourism, promote sustainable growth and create new jobs linking in closely with the City's Vision and Values and those of the UNESCO Biosphere.
- 3.2 In January 2014 ETS Committee gave permission to consult on a masterplan in preparation for submission of a funding bid to the HLF. In October 2014 Policy and Resources Committee agreed submission of the Stage 1 Parks for People (PfP) bid to the HLF. In August 2015 the council was awarded £291,400 to develop detailed proposals for restoring the park.
- 3.3 The February 2016 PRG agreed to fund the relocation of the CityParks depot. July 2016 PRG Committee agreed to make a Stage 2 (delivery) bid to the HLF. This was successful, and the HLF awarded a grant of £3,786,400 in January 2017. In July 2017, the HLF gave approval to start on the delivery stage.
- 3.4 The restoration scheme received planning consent in March 2017 from the South Downs National Park Authority (SDNPA).

- 3.5 The CityParks depot must move from its current location in and adjacent to the walled garden, before the HLF project works can begin (see Stanmer projects timeline at Appendix 1). Temporary moves will take place in summer 2018, but work to find a suitable permanent site for the CityParks operational and management team needs to be progressed.

#### HLF project

- 3.6 The Stanmer Park restoration HLF project will deliver aspects of the masterplan across key areas of the estate encompassing 20 hectares, including the 18th century parkland and approach to Stanmer House, the walled garden and adjacent depot area. The main capital works are as follows (and are shown on the core area masterplan at Appendix 2):

##### **Landscape**

- Improvements to the main entrance at Lower Lodges.
- Car parks at Lower Lodges extended and improved.
- New visitors welcome kiosk at the main entrance.
- Repairs to the main drive, and creation of a new “green drive” for pedestrians and cyclists alongside the main drive.
- Removal of incidental car parks from main drive and from in front of Stanmer House.
- Restoration of the Frankland Monument.
- Restoration of historic tree layout.
- Removal of temporary buildings and storage in area north of the walled garden.
- New car parks in an area to north of the walled garden.

##### **Walled garden**

- Restoration of the walled garden, including repairs to buildings and perimeter walls.
- Create a new base for Plumpton College in the walled garden including classrooms, public café, toilets, event space, working food production area and nursery sales.

- 3.7 Since receiving approval to start from the HLF in July 2017, the project team has been developing the design in more detail with Plumpton College and the SDNPA. This will lead to the completion of the detailed specifications required for tendering. Assuming a successful outcome from the procurement process, a main contractor should be appointed in summer 2018, with works starting on site in autumn 2018.

- 3.8 The HLF project will also have a number of non-capital outcomes, including:
- Employment of a full time Estate Manager for a minimum of 2.5 years to establish the basis for site-wide management of the park.
  - Working with Plumpton College and community groups based at Stanmer Park, to increase and improve use of the park by the local community and hard to reach groups. Planned activities will include training and learning, physical activities and volunteering opportunities.
  - Introduction of comprehensive controls on parking.

3.9 Table 1 shows the expected costs and funding for the project. The HLF has awarded a grant of £3,786,400 towards delivering the project, which is 66% of the eligible costs of £5,706,430. These costs include capital and non-capital activities. Match funding of the remaining 34% (£1,920,030) will be contributed by the council and project partners, and includes £100,000 from Plumpton College and £53,000 from SDNPA.

Table 1 Summary of costs and funding for Stanmer Park HLF Project

	£'000
<b>Costs:</b>	
Capital works	3,677
Professional fees	507
New staff	247
Activity plan	357
Contingency and inflation	565
Other costs	353
<b>Total HLF Bid Costs</b>	<b>5,706</b>
Enhancements: Plumpton College	1,250
<b>Total Project Costs</b>	<b>6,956</b>
<b>Funding:</b>	
Capital Receipts	1,419
HLF Grant	3,786
Other Contributions & Match Funding*	501
<b>Total HFL Bid Funding</b>	<b>5,706</b>
Enhancement sum: Plumpton College	1,250
<b>Total Project Funding</b>	<b>6,956</b>

\*This includes external contributions from partners, contributions in kind and donations

3.10 In July 2017, Plumpton College committed additional £1.25m to the project, to enhance the walled garden including provision of a larger café. This will require submission of a variation of planning permission to the SDNPA, which will be processed in parallel with the procurement. This additional funding from Plumpton is not match funding and will be accounted for separately from the grant-eligible costs. However, the main contract will include the works which are being directly funded by Plumpton College. This is for co-ordination reasons. These works will be in the same site area (the walled garden) as HLF-funded works and only one main contractor would be able to operate on the site at one time.

3.11 The contract will include all the capital works in the wider landscape and the walled garden. Including the enhancements being funded directly by Plumpton College, the value of the main contract will be approximately £4.9 million. This excludes fees for professional services which have already been procured from Land Use Consultants (LUC).

### Relocation of CityParks depot

- 3.12 Following a detailed options appraisal process, a new CityParks depot is proposed to be located in Hangleton Bottom, adjacent to the A293/A27, which will be purpose built to meet the needs of CityParks (see site plan at Appendix 3). The designers are working with the council's Highways team to ensure that any potential traffic issues are addressed in the detailed design before the planning application is submitted.
- 3.13 The new depot, and other facilities proposed, will occupy a small portion of the site. The development will be subject to a full planning application process, due early 2018.
- 3.14 The PRG Committee of February 2016 gave permission, as part of the Stanmer HLF restoration project, to relocate the depot away from Stanmer Park to enhance the historic environment of the park and to reduce vehicle movements in the park. This move was to be funded by the disposal of corporate landlord non-core assets: Hollingbury Barn, Easthill Park garage and piggeries. Following further work to assess the needs of CityParks and design development, it is now apparent that the sale of these properties is unlikely to provide sufficient funds to develop the new site (see Table 2 below). It is therefore proposed that there is an allocation of identified usable capital receipts, to cover the shortfall estimated to be up to £400,000.
- 3.15 There is an expected period of at least nine months between the parks operations moving from their existing office and storage base at Stanmer Park, and moving into the new depot at Hangleton. This has given rise to the need to find suitable temporary accommodation which is fit for purpose.
- 3.16 On a temporary basis, team managers and manual operations staff will share accommodation in the refurbished Stanmer workshop, along with SDNPA staff whose existing base at Stanmer Park will be demolished as part of the restoration project. The longer term proposal is to move SDNPA staff into the Long Barn in Stanmer, once restored. The refurbished office and storage space in the former Stanmer workshop will then be available to let at commercial rates.
- 3.17 There will be a requirement to fund the necessary works to temporarily accommodate staff at Hove Cemetery and the Stanmer Park former workshop, at an estimated cost of £100,000. This is also proposed to be funded from useable capital receipts.

Table 2 Summary of funding for depot relocation

<b>Costs:</b>	£'000
Budget estimate build cost at Hangleton Bottom	605
Budget estimate renovation and enabling works for temporary moves*	100
Fees and contingency associated with build for temporary and permanent sites**	145
<b>Total Cost</b>	<b>850</b>
<b>Funding:</b>	
Proceeds from sale of assets per July 2016 Report***	450
Proposed corporate funding as per Budget Update report 30 November 2017 (Subject to Budget Council Approval)	400
<b>Total Funding</b>	<b>850</b>

\*Funding for temporary move costs are spread over two sites: Hove Cemetery Office £10k, Stanmer Workshop £90k. These works will make the buildings more suitable for letting commercially once BHCC and SDNPA staff are permanently housed in new facilities. Costs are based on initial surveys and represent the maximum expected costs, detailed design and development work is under way.

\*\* Contingency also covers anticipated costs for clearance of redundant items, waste materials and unforeseen costs

\*\*\*The valuation of these assets is market dependent, Hollingbury Barn is due to marketed early 2018, Easthill properties can only be disposed of once the new depot is complete and staff can be relocated (2019).

- 3.18 Sites for temporary relocation of staff will be ready by August 2018. It is anticipated that the new depot will be ready for occupation by July 2019.

### **Procurement Strategy**

- 3.19 The procurement process will be overseen by the council's Procurement Team to achieve the project objectives and will adhere to the council's procurement guidance, Contract Standing Orders (CSOs) and best practice.

### HLF project

- 3.20 Stanmer Park is Grade II on the English Heritage Register of Parks and Gardens of Special Historic Interest. The project involves landscape works to the park and restoration of significant Grade II listed buildings and the wall itself within the walled garden. As these are of historical importance it is essential that the procurement process ensures that full control is maintained by the client team over design and construction works at all times. The council appointed LUC in January 2016 to lead the design team which will complete the design process and prepare the tender documentation. It is proposed that a main contractor is procured and appointed to carry out all of the capital works, through an open process where LUC will be responsible for contract administration.

- 3.21 The contract value for the construction appointment will exceed the current financial thresholds for works set by the European Commission and therefore The Public Contracts Regulations 2015 and the CSOs will apply to the procurement of the works contract.
- 3.22 The Council is currently the lead organisation and therefore accepts the risks associated with being the recognised accountable body.
- 3.23 A compliant procurement process should ensure effective competition and therefore secure value for money for the council.
- 3.24 On completion of the detailed design by the team of consultants headed by LUC, it is proposed that the main contractor will be procured and appointed to proceed with the works.
- 3.25 The Procurement Advisory Board confirmed its support of this procurement strategy in March 2017.

#### Relocation of CityParks depot

- 3.26 The total contract value for the Hangleton Bottom construction including associated fees, as detailed within Table 2, is below the current financial thresholds set by the European Commission for Works and therefore the council's CSOs will apply to the procurement of the works contracts.
- 3.27 The Hangleton Bottom construction will most likely be procured through the City Build Partnership managed by the Property & Design Team subject to ensuring VFM. If an alternative route is chosen this will be subject to the necessary procurement procedures to ensure compliance with the councils CSOs.

### **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

#### HLF project

- 4.1 The HLF has awarded a grant for the restoration of Stanmer Park and the option of not proceeding to deliver the works is untenable. Stanmer Park is now on the Historic England "At Risk" Register. The council is required to prevent further deterioration to the Park and the buildings and it can be subject to enforcement action from the SDNPA as the planning authority. Failure to proceed on the Stanmer Park restoration project would potentially jeopardise other bids to the HLF.

#### Relocation of CityParks depot

- 4.2 Alternative locations were considered for CityParks' new depot. These were all judged as being less appropriate than the Hangleton Bottom site for a variety of reasons. These included two sites within Stanmer Park and a site at Wilson Avenue. Hangleton Bottom was favoured due to:
- Ease of access for the rest of the city, being adjacent to the A27 and A293 link road
  - Existing Services
  - Former developed Site

- 4.3 Alternative options for funding of the development have been considered. These include CityParks funding through borrowing, but this would add a future budget pressure for the service which is already seeking to make financial savings.
- 4.4 Failure to relocate the CityParks depot would put the Stanmer Park HLF Restoration Project and funding at risk.

## **5. COMMUNITY ENGAGEMENT & CONSULTATION**

### HLF project

- 5.1 Three stages of consultation were carried out to inform the Masterplan for Stanmer Park:
- 2013: People were consulted about how they used the park, what was important to them and what would improve visits. Over 1,500 people responded to this consultation.
  - 2014: Respondents were asked their views on proposed physical improvements to the parkland, uses for Home Farm, restoration of the walled garden and activities they would like to see in the park. Over 1,100 people responded to this consultation.
  - 2016: 500 people responded to the consultation on the developed Masterplan and activity plan.
- 5.2 The consultations showed overwhelming support for the high level proposals and significant interest in some of the proposed uses and activities in the park. Since the start of the project, engagement has taken place with key stakeholders and numerous workshops and meetings have been held on specific aspects of the project, including parking, Stanmer Church, Stanmer Nurseries and Home Farm.

### Relocation of CityParks depot

- 5.3 A process of union and staff engagement has commenced. This will confirm who will be moving where and when, and will identify any issues arising from the relocation and the need for temporary relocation.

## **6. CONCLUSION**

- 6.1 The recommendations in this report draw on previous decisions to support the restoration of Stanmer Park and the relocation of the CityParks depot.
- 6.2 The detailed design of the HLF capital works is currently underway and, subject to committee approval, the project team will be ready to start the process of procuring of a main contractor in February 2018.
- 6.3 Providing further capital funding to support the development of a new depot facility at Hangleton Bottom will enhance the capabilities of CityParks to continue to deliver services in as cost effective method as possible.

## 7. FINANCIAL & OTHER IMPLICATIONS:

### Financial Implications:

#### HLF project

In January 2017, the HLF awarded a grant of £3,786,400 towards delivering the project cost of £5,706,430. These costs include capital works and non-capital activities. The remaining funding will be met through a combination of contributions from Brighton and Hove City Council, external partners, volunteer contributions and in kind contributions. The council has identified their proportion of the match funding to come from the disposal of a number of surplus assets and these were detailed to Policy & Resources Committee on 11 February 2016.

#### Relocation of CityParks depot

In July 2016, Policy, Resources and Growth Committee approved the allocation of funds from the sale of assets to fund the depot relocation. Sales of these assets are expected to generate proceeds of £450,000 ring-fenced towards supporting this project. The total anticipated cost of the relocation of the City Parks Depot is £850,000. The Budget Update report of November 2017 identified that up to £400,000 further funding would be required to complete the temporary and permanent moves of CityParks Depot to allow the commencement of the HLF Project. This is subject to approval at Budget Council in February 2018. In the event corporate resources are not made available borrowing of up to £400,000 would be required which would incur financing costs of circa £31,000 pa. No funding to date has been identified to support these potential borrowing costs. The anticipated spend has sufficient contingency to mitigate against increases in build costs or proceeds of the sale of assets being lower than expected.

£100,000 will be used to facilitate the temporary move, bringing existing properties up to commercially lettable standards which will generate rental income once the permanent move of the CityParks depot is completed. It is anticipated that running costs of the new building will be met within existing budgets.

*Finance Officer Consulted: Rob Allen*

*Date: 20/12/17*

### Legal Implications:

#### HLF project

- 7.1 The council has a duty to secure continuous improvement in the way in which its functions are exercised having regard to a combination of 'economy, efficiency and effectiveness' (known as the duty of best value).
- 7.2 In accordance with Part 4 of the council's Constitution, the ETS and PRG Committees are the appropriate decision-making bodies in respect of the recommendations set out in paragraph 2 above. In addition, in order to comply

with CSO 3.1, authority to enter into contracts in excess of £500,000 must be obtained by the relevant committee.

- 7.3 The council's legal officers will advise during the procurement process for the works contracts to ensure compliance with all relevant public procurement legislation as well as the CSOs.

*Lawyer Consulted: Isabella Sidoli*

*Date: 19/12/17*

### **Equalities Implications:**

#### HLF project

- 7.4 In preparing the Masterplan for Stanmer Park, a significant number of stakeholders were consulted. The project's Activity Plan sets out a wide range of activities including provision of activities, volunteering and learning opportunities within the themes of horticulture, heritage and fitness. Target audiences will include local communities, schools, young and older people, BAME groups and those with disabilities.

#### Relocation of CityParks depot

- 7.5 Staff engagement will include investigating any difficulties staff may have regarding the move from Stanmer to Hangleton. Standard council HR procedures will be activated to ensure reasonable steps are taken to accommodate staff members concerns.

### **Sustainability Implications:**

#### HLF Project

- 7.6 Saving Energy: Conversion of buildings within the project area will be carried out to ensure energy use is kept to a minimum.
- 7.7 Reducing Waste: A waste reduction plan will be produced as part of the process to develop and restore the site.
- 7.8 Sustainable Transport: An outline Sustainable Travel Plan was produced as part of the application to the HLF. This plan will be developed further during the project, to encourage users to consider all means of transport when accessing the park.
- 7.9 Sustainable Materials: Wherever possible construction materials and methods will be sourced with low embodied energy and sourced locally.
- 7.10 Local and Sustainable Food: One of the aims of the project is to develop a food growing operation as part of the ongoing legacy.
- 7.11 Sustainable Water: The project will aim to manage surface water within the estate using sustainable methods of drainage, and will illustrate the importance

of water collection in the history of the estate through interpretation of the historic water catcher.

- 7.12 Land Use and Wildlife: The wider project has produced a Conservation Plan looking at ecological, archaeological and heritage significances across the estate.
- 7.13 Culture & Community: The project aims to nurture a culture of sustainability, community and a sense of place which builds on local heritage, physical and cultural, by engaging with a range of audiences and developing interest in Stanmer, particularly in groups of people under represented on site at present.
- 7.14 Equity & Local Economy: New employment will be developed as part of the project both in the core project and through partner organisations on site.
- 7.15 Health & Happiness: The project and associated activity plan will encourage active, sociable, meaningful engagement and promote good health and well-being.

#### Relocation of CityParks depot

- 7.16 Saving Energy: Design of buildings within the Hangleton Bottom site will be carried out to ensure energy use is kept to a minimum.
- 7.17 Reducing Waste: A waste reduction plan will be produced as part of the process to develop and restore the site.
- 7.18 Sustainable Transport: Staff will be encouraged to consider all means of transport when accessing the new site.
- 7.19 Sustainable Materials: Wherever possible construction materials and methods will be sourced with low embodied energy and sourced locally.
- 7.20 Land Use and Wildlife: as part of the planning application a phase 1 habitat survey has been produced and will be taken into account to reduce any impacts.

#### Risk and Opportunity Management Implications:

##### **HLF Project**

- 7.21 A risk register for the project is maintained by the project manager and is a requirement of the HLF. The risks and mitigating actions will be considered by the project team and escalated to the project steering group where necessary.

##### **Relocation of CityParks depot**

- 7.22 A risk register for the project is maintained by the project manager. The risks and mitigating actions will be considered by the project team and escalated to the project group where necessary.

### Crime & Disorder Implications:

- 7.23 The new depot at Hangleton Bottom will contain services which will be staffed 24 hours per day. This will improve the security and oversight of the new facility.

### Public Health Implications:

#### **HLF Project**

- 7.24 Improvements to Stanmer Park along with a full activity schedule and improved marketing and presence will encourage more people to take advantage of this important heritage site. Offering attractive scenery, gardens and the chance to relax and to volunteer with like-minded people are known to have positive health benefits. Incorporation of improvements for walking and cycling within the project will also encourage more people to become physically active.

### Corporate / Citywide Implications:

#### **HLF Project**

- 7.25 Stanmer Park represents approximately one third by area of the whole City's parks assets and as such is a citywide and regional resource that has been recognised corporately as requiring a step change in management and investment to secure its long term future. The investment will enhance the park's role as a major destination for visitors to, and residents of, the City.

#### **Relocation of CityParks depot**

- 7.26 CityParks currently uses Stanmer Park as a waste transfer site to consolidate material collected from parks and open spaces. Green waste is bulked up to be shredded by contractors and taken to be composted. Metal waste and old machinery from parks is collected in a skip and taken away for recycling. Litter from parks is bulked up before being taken away for disposal.
- 7.27 As well as a planning application, an application will be made to the Environment Agency for a permit to transfer waste, to replace those parks operations currently operated and licensed in Stanmer Park.
- 7.28 Use of Hangleton Bottom as a depot will significantly reduce vehicle movements in Stanmer Park. The new location provides good access for parks staff to maintain parks across the city.

## **SUPPORTING DOCUMENTATION**

### **Appendices:**

1. Stanmer projects timeline
2. Core area masterplan
3. Hangleton Bottom site plan

**Background Documents**

1. East Sussex, South Downs and Brighton & Hove Waste and Minerals Local Plan. Waste & Minerals Sites Plan February 2017.

