

North Yorkshire Council

Executive Member

15 September 2023

Levelling Up Fund – Catterick Garrison Town Centre Regeneration Project – Submission of Building Operator Tender

Report of the Corporate Director of Community Development

1.0 PURPOSE OF REPORT

- 1.1 To Seek Approval from the Executive Member for Open to Business to submit an Invitation to Bid to allow the procurement of a Building Operator for the Community and Enterprise Building of the Catterick Garrison LUF (Levelling Up Fund) regeneration of Shute Road.

2.0 SUMMARY

- 2.1 This report covers the request to procure a Building Operator for the Community and Enterprise Building to manage the building on behalf on North Yorkshire Council and the approach to that procurement. The Community and Enterprise Building is Project 3 of the Catterick Garrison Levelling Up Fund (LUF) Project which also encompasses; Project 1/ Accessibility and Connectivity and Project 2/ Public Realm including Coronation Park.

This report recommends that the project is given permission to issue an Invitation to Bid to obtain a suitable operator in line with current North Yorkshire Council Guidelines and Policies.

3.0 BACKGROUND

- 3.1 The Catterick Town Regeneration procurement is a new procurement due to securing DLUHC (Department for Levelling Up, Housing and Communities) LUF grant funding to transform Shute Road and Coronation Park to provide a dynamic, well-connected, and inclusive Catterick Garrison town centre focus.

The area chosen for redevelopment lies at the 'heart' of Catterick Garrison. It is the location of the historic town centre adjacent to the extensive urban green space of Coronation Park which leads to Risedale Secondary School and both military and civilian housing. It also lies adjacent to the new retail park, cinema, and leisure centre.

The MoD's Catterick Garrison Long Term Development Plan (2008 and refresh 2015) and the Richmondshire Local Plan 2012 – 2028 both highlight the need to regenerate the old town centre at Shute Road and buildings along Richmond Road to provide facilities for the immediate local audience and residents of the large rural hinterland. The provision of the new Catterick Integrated Care Centre (CICC) finally allows for existing medical services to be relocated from adjacent to Shute Road to release an important site for redevelopment and provide improved access to the old town.

The location complements the strategy for the reuse of brownfield town centre land as the first approach rather than development on greenfield sites in less sustainable locations on the Garrison.

In developing a new Local Plan for Richmondshire, the MoD and the former Richmondshire District Council worked together on formulating a Catterick Garrison Masterplan to enhance existing facilities and put great emphasis on design and place-making to improve the quality of the built and natural environment. The Masterplan seeks to connect disparate development through wider improvements to green corridors and highways and create high quality sustainable housing. The LUF intervention will realise the ambition for the town centre which could not be funded directly from the market or from a programme of developer contributions.

One of the largest interventions identified in the Local Plan Infrastructure Delivery Plan was a series of highways improvements to increase the capacity of the main A6136 Catterick Road. These were funded through the Local Enterprise Partnership and Council totalling £1.4m.

The redevelopment of Shute Road as a focal point for the town is the last remaining piece of the jigsaw. There are no other sites which are available or suitable for the community focus. The majority are in MoD ownership and are unsuitable for several reasons including existing use and security.

Coronation Park is a great asset with the proposal to create an attractive urban square with the adjacent parkland green corridor to create a large community space in which community events and festivals can be held and children can play. Consultation with the military has identified a desire for a central space in which to hold military remembrance events.

The aims of the Catterick Town Centre Regeneration project are to:

- Build a strong community that supports families and the local community.
- Support local businesses and start-ups by providing commercial facilities and flexible lease arrangements.
- Provide connected walking and cycling opportunities to increase active and healthy travel.
- Create community gardens, provide events, and improve Coronation Park to increase activity.
- Provide low carbon electricity generation to help tackle the climate change emergency.

The projects will support the Authority creating a powerful sense of place to bring existing communities together and reduce car travel. Improvements will be made to key walking and cycling connections to and from key destinations in the town centre – the shopping parks, leisure centre, Risedale (secondary) School and the soon to be constructed (in 2023/4) Catterick Integrated Care Campus, which is the first of its kind combined military and local community primary health and social care hub.

4.0 BUILDING OPERATOR PROCUREMENT VIA A SINGLE STAGE INVITATION TO BID PROCESS

- 4.1 Approval is sought to undertake an open market Invitation to Bid via the Yortender e-tendering platform for the procurement of a Building Operator for the Community and Enterprise Building of the Catterick Garrison Levelling Up Fund project.

The recommendation is to procure a Building Operator to manage to day to day running of the building and to secure and manage tenants for the building. It is also anticipated that that

they would provide business support to SME businesses within the building and to facilitate the use of the community spaces by community groups and charities. An operator will be sought that has expertise in managing buildings of this type (managed office spaces, community spaces and/ or retail operations) to deliver the maximum take-up of all commercial and community spaces within the building as well as to ensure the building provides ongoing support to the local community.

The recommendation is to secure an operator during the technical design stage of the construction of the building to allow the operator to input into the design specifications post planning approval. Research has been undertaken to support the designs to this stage but specific requirements from the operator need to be understood and built in whilst the designs progress. It is anticipated that the Building Operator will have significant involvement in the fit out of the building and to start early market engagement with potential tenants ready for construction completion.

A single stage Invitation to Bid Process will be undertaken in line with the Public Contract Regulations 2015.

5.0 ALTERNATIVE OPTIONS CONSIDERED

5.1 IN-HOUSE OPTION

Whilst the Authority does manage buildings that contain elements of this type of building (managed workspaces and community spaces) it does not hold the required capabilities to be able to manage the requirements of the whole building. The recommended process will allow organisations with this expertise to manage the building as a whole.

5.2 PROCUREMENT DIRECT AWARD

A direct award was considered and would have been the preferred approach due to the limited market and requirement to get a Building Operator involved in the overall project as soon as possible, however it was confirmed by Legal Services that a this is not permitted in line with Levelling Up Subsidy Guidelines

6.0 FINANCIAL IMPLICATIONS

6.1 By utilising a Building Operator the ongoing financial management of the building will be fixed via a lease agreement. Further approval will be sought for the terms of this agreement and any financial implications to North Yorkshire Council.

Involvement of a Building operator during the technical design stages ensures the building is fit for purpose for all end users with limited amends during construction.

7.0 LEGAL IMPLICATIONS

7.1 The Council has general powers to undertake regeneration projects such as the Catterick Garrison Town Centre Regeneration Project pursuant to the general power of competence contained in the Localism Act 2011 as well as the wellbeing provisions in the Local Government Act 2000.

7.2 The Memorandum of Understanding (MOU) between DLUHC and the Council is stated to not be legally binding; it does however set out the understanding between the parties for the use of the funding for the project. Notwithstanding this position, the Council will be required to

submit regular project, financial, and risk reporting outlined to DLUHC and DLUHC will then have the ability to make appropriate adjustments or withhold payments where there is concern over the status of project delivery. Any changes to the project must be agreed with DLUHC by way of a project adjustment request. The Council has established a project governance framework to ensure these requirements are met.

- 7.3 DLUHC will expect the Council to be responsible for all project overruns associated with the delivery as well as underwriting the agreed match funding contributions from DIO (Defence Infrastructure Organisation).

8.0 EQUALITIES IMPLICATIONS

- 8.1 An equalities impact assessment has been undertaken and identified no negative impacts on people with protected characteristics. The form is attached in Appendix A. The project is intended to support people with disabilities through the design of the building, including the provision of a changing place and dementia friendly signage and colour use.

9.0 CLIMATE CHANGE IMPLICATIONS

- 9.1 There has been a climate change impact assessment undertaken. This is attached as Appendix B. This has identified some minor climate impact in terms of carbon emissions during construction. The whole project however will feature renewable energy and state of the art building construction methods which will be an exemplar Net Zero project monitored by North Yorkshire Council's climate change team. In addition, the project has a community garden which will be used for food and flower growing supporting pollinators and reducing food miles. There has been attention paid to connecting paths and cycleways with networks running from housing and schools to the town centre through the park. Investment in these cycleways will encourage active travel.
- 9.2 Part of the deciding factor with regards to the successful applicant will be the ability to focus on ongoing energy efficiency within the running of the building.

10.0 REASONS FOR RECOMMENDATIONS

- 10.1 The preference for the Authority is to secure a Building Operator for the Community and Enterprise Building via an Invitation to Bid procurement process. This will support in meeting design requirements for the successful use of the building, once constructed, and to ensure maximum use and viability of the building for the future. North Yorkshire Council will focus on supporting the Building Operator to fulfil the outcomes of the project and the longevity of the building for the community.

11.0 RECOMMENDATION(S)

It is recommended that the Executive Member for Open for Business:

- i. Support, in principle the utilisation of an Invitation to Bid for the procurement of a Building Operator for the Community and Enterprise Building of the Catterick Garrison LUF regeneration
- ii. Make any recommendations they see fit.

APPENDICES:

Appendix A – [Equalities Impact Assessment](#)

Appendix B – [Climate Change Impact Assessment](#)

Nic Harne
Corporate Director – Community Development
County Hall
Northallerton
1st September 2023

Report Author – Louisa Carolan – Project Manager CG LUF Regeneration
Presenter of Report – Louisa Carolan – Project Manager CG LUF Regeneration

Note: Members are invited to contact the author in advance of the meeting with any detailed queries or questions.

Appendix A – EIA

Initial equality impact assessment screening form			
<p>This form records an equality screening process to determine the relevance of equality to a proposal, and a decision whether or not a full EIA would be appropriate or proportionate.</p>			
Directorate	Community Development Directorate		
Service area	Economic Development, Regeneration, Skills and Tourism		
Proposal being screened	Levelling Up Fund Catterick Garrison Town Centre Regeneration Project - Submission of Building Operator Tender		
Officer(s) carrying out screening	Louisa Carolan		
What are you proposing to do?	For Submission of an Invitation to Bid for a Building Operator. Agreement and sign off from Executive Board needed prior to submission of the Invitation to Bid for a Building operator for the Community and Enterprise Building of the Catterick Garrison LUF regeneration of Shute Road		
Why are you proposing this? What are the desired outcomes?	<p>The preference for the Authority is to award a contract to an experienced Building Operator to run and manage the Community and Enterprise building. They will be responsible for securing and managing tenants for the building and providing business support to the SME businesses within the building. They will also facilitate the use of the community spaces by community groups and charities, securing the delivery of the outcomes for the project which are to:</p> <ul style="list-style-type: none"> • Build a strong community that supports families and the local community. • Support local businesses and start-ups by providing commercial facilities and flexible lease arrangements 		
Does the proposal involve a significant commitment or removal of resources? Please give details.	Yes, the invitation to bid process will seek to secure a Building Operator which is anticipated to be on a 20 year lease. The lease agreement will be submitted for a approval at a later stage of the project		
<p>Impact on people with any of the following protected characteristics as defined by the Equality Act 2010, or NYCC’s additional agreed characteristics</p> <p>As part of this assessment, please consider the following questions:</p> <ul style="list-style-type: none"> • To what extent is this service used by particular groups of people with protected characteristics? • Does the proposal relate to functions that previous consultation has identified as important? • Do different groups have different needs or experiences in the area the proposal relates to? <p>If for any characteristic it is considered that there is likely to be an adverse impact or you have ticked ‘Don’t know/no info available’, then a full EIA should be carried out where this is proportionate. You are advised to speak to your Equality rep for advice if you are in any doubt.</p>			
Protected characteristic	Potential for adverse impact		Don’t know/No info available
	Yes	No	
Age		X	
Disability		X	
Sex		X	
Race		X	
Sexual orientation		X	

Gender reassignment		X	
Religion or belief		X	
Pregnancy or maternity		X	
Marriage or civil partnership		X	
NYC additional characteristics			
People in rural areas		X	
People on a low income		X	
Carer (unpaid family or friend)		X	
Does the proposal relate to an area where there are known inequalities/probable impacts (e.g. disabled people's access to public transport)? Please give details.	No, however the design of the building to be constructed is ensuring design features that support accessibility and ease of usage (for example, a ground floor changing room and dementia friendly signage and colour use)		
Will the proposal have a significant effect on how other organisations operate? (e.g. partners, funding criteria, etc.). Do any of these organisations support people with protected characteristics? Please explain why you have reached this conclusion.	Yes, as part of the initial community consultation and ongoing engagement with neighbouring groups working with people with protected characteristics were and are being consulted. This provision will support people with disabilities with new community facilities such as a changing place and community garden and provide a centre and activities where the community can come together.		
Decision (Please tick one option)	EIA not relevant or proportionate:	<input checked="" type="checkbox"/>	Continue to full EIA:
Reason for decision	This is a report seeking approval and permission to proceed with the Building Operator tender process. There are no negative impacts on people with protected characteristics and the project will support people with protected characteristics in many ways..		
Signed (Assistant Director or equivalent)	Dave Caulfield, Assistant Director – Economic Development, Regeneration, Skills and Tourism <i>Dave Caulfield</i>		
Date	01/09/2023		



Climate change impact assessment

The purpose of this assessment is to help us understand the likely impacts of our decisions on the environment of North Yorkshire and on our aspiration to achieve net carbon neutrality by 2030, or as close to that date as possible. The intention is to mitigate negative effects and identify projects which will have positive effects.

This document should be completed in consultation with the supporting guidance. The final document will be published as part of the decision making process and should be written in Plain English.

If you have any additional queries which are not covered by the guidance please email climatechange@northyorks.gov.uk

Please note: You may not need to undertake this assessment if your proposal will be subject to any of the following:

Planning Permission
Environmental Impact Assessment
Strategic Environmental Assessment

However, you will still need to summarise your findings in in the summary section of the form below.

Please contact climatechange@northyorks.gov.uk for advice.

Title of proposal	Levelling Up Fund – Catterick Garrison Town Centre Regeneration Project – Submission of Building Operator Tender
Brief description of proposal	To seek approval to undertake a procurement for a Building Operator for the Community and Enterprise Building of the Catterick Garrison Town Centre LUF regeneration project
Directorate	Community Development Directorate
Service area	Economic Development, Regeneration, Skills and Tourism
Lead officer	Louisa Carolan
Names and roles of other people involved in carrying out the impact assessment	n/a
Date impact assessment started	05/09/23

Options appraisal

Were any other options considered in trying to achieve the aim of this project? If so, please give brief details and explain why alternative options were not progressed.

There were no other options considered in trying to achieve the aim of this overall Catterick Garrison Town Centre Regeneration project. The Levelling Up Fund is a funding stream that provides support for place transformation to support business and the community. This work is directly complementary to other key initiatives and responsibilities of the Council. The scheme being progressed has been designed with and has a high degree of support from the local community and other key stakeholders.

With regards to the specific element of procuring a Building Operator, the alternative option is for North Yorkshire Council to manage the building but it is preferred to secure a operator who has expertise in managing buildings of this type and securing and supporting tenants.

What impact will this proposal have on council budgets? Will it be cost neutral, have increased cost or reduce costs?

Please explain briefly why this will be the result, detailing estimated savings or costs where this is possible.

The overall project will involve nearly £400,000 of combined North Yorkshire Council match funding to develop (£100,000 match from the former Richmondshire District Council and £282,075 match from North Yorkshire Council). In addition the project will involve the development of new assets in the form of a community enterprise building and park facilities. The building will generate income from the rental of offices and facilities within the new building. Renewable energy installations will offset building operational costs. A lease agreement will be constructed with the Building Operator to agree rent terms for the building but the details of this will be brought to Executive Members for approval at a later stage of the project.

How will this proposal impact on the environment?		Positive impact (Place a X in the box below where relevant)	No impact (Place a X in the box below where relevant)	Negative impact (Place a X in the box below where relevant)	Explain why will it have this effect and over what timescale? Where possible/relevant please include: <ul style="list-style-type: none"> • Changes over and above business as usual • Evidence or measurement of effect • Figures for CO₂e • Links to relevant documents 	Explain how you plan to mitigate any negative impacts.	Explain how you plan to improve any positive outcomes as far as possible.
Minimise greenhouse gas emissions e.g. reducing emissions from travel, increasing energy efficiencies etc.	Emissions from travel	X			There are planned improvements in the wider project to support active travel to and from the building.		Investment in the footpaths and cycleways has been targeted at the Catterick Garrison wider network to encourage linkages between housing and schools and the park and town centre.
	Emissions from construction			X	There will be some negative emissions from construction due to the use of new materials and powered vehicles	Reuse of materials will be explored and reduction in vehicle movements	The new building and public realm will feature renewable energy installations.
	Emissions from running of buildings	X			The design of the building will include renewable energy elements which will cover the energy requirements of the new build and generate excess energy.		As above
	Other	X			New facilities in the park and growing of food in the community garden will contribute to		

<p>How will this proposal impact on the environment?</p> <p>N.B. There may be short term negative impact and longer term positive impact. Please include all potential impacts over the lifetime of a project and provide an explanation.</p>	<p>Positive impact (Place a X in the box below where relevant)</p>	<p>No impact (Place a X in the box below where relevant)</p>	<p>Negative impact (Place a X in the box below where relevant)</p>	<p>Explain why will it have this effect and over what timescale?</p> <p>Where possible/relevant please include:</p> <ul style="list-style-type: none"> Changes over and above business as usual Evidence or measurement of effect Figures for CO₂e Links to relevant documents 	<p>Explain how you plan to mitigate any negative impacts.</p>	<p>Explain how you plan to improve any positive outcomes as far as possible.</p>	
					reduction of carbon footprints from children playing locally and community food growing.		
Minimise waste : Reduce, reuse, recycle and compost e.g. reducing use of single use plastic	X			The community facility will encourage the reduce, reuse, recycle and compost message.			
Reduce water consumption		X		The building facilities will be developed to the latest standards to reduce water consumption.			
Minimise pollution (including air, land, water, light and noise)	X			The building facilities will be developed to the latest standards and will minimise pollution.			
Ensure resilience to the effects of climate change e.g. reducing flood risk, mitigating effects of drier, hotter summers	X			The building facilities will be developed to the latest standards and will be adapted to unavoidable climate change impacts.			

<p>How will this proposal impact on the environment?</p> <p>N.B. There may be short term negative impact and longer term positive impact. Please include all potential impacts over the lifetime of a project and provide an explanation.</p>	<p>Positive impact (Place a X in the box below where relevant)</p>	<p>No impact (Place a X in the box below where relevant)</p>	<p>Negative impact (Place a X in the box below where relevant)</p>	<p>Explain why will it have this effect and over what timescale?</p> <p>Where possible/relevant please include:</p> <ul style="list-style-type: none"> • Changes over and above business as usual • Evidence or measurement of effect • Figures for CO₂e • Links to relevant documents 	<p>Explain how you plan to mitigate any negative impacts.</p>	<p>Explain how you plan to improve any positive outcomes as far as possible.</p>
<p>Enhance conservation and wildlife</p>		X		<p>There will be park improvements which will aim to contribute to conservation and wildlife however this is likely to be a neutral impact in the beginning.</p>		<p>Work with the members of the community garden initiative could develop into a Friends of Coronation Park initiative looking at nature improvements.</p>
<p>Safeguard the distinctive characteristics, features and special qualities of North Yorkshire's landscape</p>	X			<p>This will improve the quality of place in Catterick Garrison. Currently the area identified for investment is run down and this funding will transform this area into an attractive community facility.</p>		<p>The building and park facilities will be designed to the highest standards to ensure attractive design.</p>
<p>Other (please state below)</p>						

Are there any recognised good practice environmental standards in relation to this proposal? If so, please detail how this proposal meets those standards.

Summary Summarise the findings of your impact assessment, including impacts, the recommendation in relation to addressing impacts, including any legal advice, and next steps. This summary should be used as part of the report to the decision maker.

The Catterick Garrison Levelling Up project was subject to comprehensive community consultation and incorporated the community's ideas including suggestions from young people from the neighbouring school. It will transform a run-down area of Catterick Garrison to create a high quality heart to the town centre and enable active travel and play in a transformed local park.

Sign off section

This climate change impact assessment was completed by:

Name	Louisa Carolan
Job title	Project Manager
Service area	Economic Development Skills and Tourism
Directorate	Community Development
Signature	<i>Louisa Carolan</i>
Completion date	05 /09/2023

Authorised by relevant Assistant Director (signature):

Dave Caulfield

Dave Caulfield, Assistant Director – Economic Development, Regeneration, Skills and Tourism

Date: 05/09/2023