## HHackney

Item 9


Affects two or more wards
Spending (Investment)

## GROUP DIRECTOR

IAN WILLIAMS - Finance and Resources

## 1. CABINET MEMBER'S INTRODUCTION

The Council and the City and Hackney Clinical Commissioning Group (CCG) are working together to provide improved healthcare across the Borough and this Council has put forward two sites where new Primary Care facilities can be provided. One is at the rear of 2-28 Belfast Road, Stoke Newington N16 6UH and the other is The Portico, 34 Linscott Road E5 ORD and the two proposed new surgeries are for the Springhill and Lower Clapton Practices respectively. Both of these practices are currently operating from old premises that are not fit for purpose and are undersized to deliver the improved healthcare desperately needed in the Borough in larger and modern facilities.

The first stage of the Primary Care Capital Projects is all but completed and by the time this report is considered by Cabinet Procurement Committee the Project will have been considered by Cabinet to approve proceeding with Project Stage 2 and in principal Project Stage 3 at its sitting on the 30th November 2020.

Stage 3 is the construction stage of the project which is currently programmed to commence in October 2021 subject to the viability of each development being established. The procurement process is due to commence in January 2021 with a contractor appointed in August 2021.

This business case assuming Cabinet approval of the Project establishes the recommended approach to the procurement of a contractor for each Primary Care Surgery. With its emphasis on smaller regional contractors with local knowledge this is a sustainable approach that I fully endorse.

## 2. GROUP DIRECTOR'S INTRODUCTION

The Primary Care Capital Projects is based on the delivery of two new Primary Care developments. Based on current market conditions the
projects are forecast to be self-funding but each individual scheme is subject to robust financial viability testing. This report is seeking approval to commence the procurement of a contractor for each site. The process will ensure that the Council selects a contractor on the basis of both cost and quality. It also allows for further detailed financial assessments to be undertaken prior to entering into formal contractual arrangements.

## 3. RECOMMENDATION(S)

## That the Cabinet Procurement Committee approves:

### 3.1 The procurement of a contractor using the EU Restricted Procedure for works at:

## 1. Land to Rear of 2-28 Belfast Road, London N16 6UH - New Build <br> 2.The Portico Building, 34 Linscott Road, London, E5 ORD - Repair and refurbishment of existing Grade II listed building and new build extension.

## 4. RELATED DECISIONS

City \& Hackney CCG \& Hackney Council - Capital Projects - Appointment of Professional Team \& Procurement of Project Manager - Made by The Director of Strategic Property Services, dated 20th October 2019.

City \& Hackney CCG \& Hackney Council - Capital Projects - Appointment of Professional Team \& Procurement of Cost Consultancy Services - Made by The Director of Strategic Property Services, dated 11th February 2020.

City \& Hackney CCG \& Hackney Council - Capital Projects - Appointment of Professional Team \& Procurement of Design Team - Made by The Director of Strategic Property Services, dated 27th February 2020.

Primary Care Capital Projects - Cabinet Report. The Cabinet report is being considered by Cabinet at its sitting on 30 November 2020. (A link will be provided to the finalised Cabinet report and Cabinet decision when available).

The Project is reported to The Primary Care Capital Projects Governance Board which sits quarterly.

Capital Projects Board Members:
Chair: Ian Williams, Group Director Finance and Corporate Resources
Joint Chairs: Cllr Christopher Kennedy - Cabinet Member for Health

David Borrell - Senior Asset Manager Strategic Property Services
Attendees: Mayor Philip Glanville
Chris Pritchard, Director Strategic Property Services
Gurpaje Singh, Senior Surveyor, Corporate Estate Manager

Richard Bull, Director for Primary Care, City \& Hackney
CCG
Suzanne Johnson, Head of Area Regeneration
5. OPTIONS APPRAISAL AND BUSINESS CASE (REASONS FOR DECISION)
5.1.1 This report outlines the process for procuring a principal contractor for each site:
1.Land to Rear of 2-28 Belfast Road, London N16 6UH - Cazonove Ward.
2.The Portico, 34 Linscott Road, London, E5 ORD - Lea Bridge Ward.

The Council wishes to develop both sites as Primary Care Surgeries and to procure a principal contractor to deliver each project.

### 5.1.2 Background

5.1.3 On the $1^{\text {st }}$ October 2017 the Council and City and Hackney CCG entered into a NHS Section 256 Agreement (National Health Service Act 2006) for the Council to provide access to the Strategic Property Team to enable the team to support the implementation of the CCG Estates Strategy
5.1.4 Of the five principal objectives of the CCG Estates Strategy the third is:
"3. Finding joint solutions to health service estate problems by identifying parts of the LBH estate that can benefit from providing primary care facilities."
5.1.5 To deliver the above the following projects are being developed;
5.1.6 Land to Rear of 2-28 Belfast Road, London N16 6UH
5.1.7 In freehold ownership of the Council. Currently derelict vacant B1 / light industrial premises which have been vacant for over 4 years. Site adjacent to Stoke Newington Overground Station.
5.1.8 Subject to detailed design work and planning permission the building will provide a Gross Internal Area (GIA) of circa 1,265 sqm to meet the needs of the Surgery and City and Hackney Clinical Commissioning Group (CCG).
5.1.9 Agreement has been reached in principle with The Lawson Practice who run the Springhill Practice and supported by the CCG to take the new surgery on a 20 year lease. The new practice will provide modern primary care facilities giving greater capacity to this area of the borough in a more sustainable building. It is also within quarter of a mile of Springhill's existing premises keeping much needed provision within the immediate area. Currently spread over three unsuitable buildings (a dated portacabin type structure and two converted flats) held on a lease due to expire in September 2022. Belfast Road has proved to be the only long-term option open to the practice. On approval of the 30 November cabinet report the parties will enter into an agreement for lease.

### 5.2. The Portico 34 Linscott Road, London E5 ORD

5.2.1 Grade II listed the former entrance to the London Orphan Asylum (original building was demolished in 1970's) has a contemporary extension that was added in 2005 for the Hackney Learning Trust. The site is owned freehold by the Council and held in the Education Portfolio. The building is currently vacant and is starting to decay.
5.2.2 Subject to detailed design work and planning permission the building will provide a Gross Internal Area (GIA) of circa 1,417 sqm to meet the needs of the Lower Clapton Health Centre and City and Hackney Clinical Commissioning Group (CCG).
5.2.3 Agreement has been reached in principle with Lower Clapton Health Centre, supported by the CCG to take the new surgery on a 20 year lease. The new practice will provide modern primary care facilities giving greater capacity to this area of the borough in a more sustainable building. The existing premises are too small for the practice which patient list has expanded considerably since the closing of Sorsby Practice last year. The existing building dates from the 1960's and is no longer fit for purpose. The Portico is within a quarter of a mile and the only possible site at this time that has been identified that can accommodate the practice. On approval of the 30 November cabinet report the parties will enter into an agreement for lease.
5.2.4 The two sites make up the Primary Care Capital Projects referred to as "the project".
5.2.5 The design of the Surgeries is currently at RIBA Stage 2 outline design. A detailed planning application for the site will be prepared and is programmed to be submitted in Spring 2021.
5.2.6 Bidders will be required to offer a single contract price for each site and will be encouraged to bid for both. However this will not be a requirement as planning may diverge the programmes. The form of contract to be used will be a JCT Design and Build Contract with Hackney Council amendments.
5.2.7 A construction cost plan has been prepared for the Council by its Quantity Surveyor (QS), setting out the estimated costs of construction. Please refer to exempt Appendix 1. Reason for exemption: commercially sensitive information.
5.2.8 The estimated costs are based on RIBA Stage 2 of the proposals. The proposals will continue to be developed to Stage 3 over the next four months, during which period the Council expects to achieve detailed planning approval. The anticipated construction cost will therefore be finalised at the end of this process and may vary from the estimated cost in Appendix 1.
5.2.9 The cost of the scheme is anticipated to be funded through Public Works Loan Board (PWLB) borrowing that will be paid off by the rental income from the two surgeries, though the final financing route for each scheme will be confirmed at the appropriate point.

### 5.1.5 BENEFITS REALISATION / LESSONS LEARNED

5.1.6 Benefits Realisation / Lessons Learned is not applicable as this is a new procurement for a stand-alone project.

## Strategic Context:

The Capital Projects, Project Initiation Document (PID) and LBH Stage 1 Budget were considered and supported by the Capital Investment Board (CIB) at its meeting on the 17th June 2019. A budget of $£ 200,000$ was approved via a CPRP (Capital Programme Review Panel) decision on 16th September 2019 for a LBH Stage 1 of the project. Should the projects prove to be viable at the end of LBH Stage 1 then the projects will proceed through the 1st project gateway, with Cabinet approval. Cabinet will consider the Projects including their viability on 30 November 2020.

This procurement has no operational needs aspect to it. With respect to the Mayor's priorities it supports them, as follows;

- Fairer - New surgery facilities will help tackle inequality in the community helping everyone to play a part.
- Safer - Improved larger GP facilities will support residents in leading healthier, independent active lives.
- More sustainable - The GP occupiers as local businesses will be able to expand within their communities. The existing GPs surgeries will be replaced by the new more sustainable buildings.

The projects are essentially commercial in nature and will comply with Local Government Act 1972 Section 123 best consideration requirements. The Council is able to act in its commercial best interests which is the intended outcome of these projects.

The construction stage of the projects is anticipated to be funded from the Government Public Works Loan Board, prudential borrowing the details to which will be arranged by Finance.

## Preferred Option:

The estimated value of the construction work for both sites is over the EU threshold for works contracts (Please see exempt Appendix 1) and a procurement process compliant with The Public Contract Regulations 2015 (the Regulations) must be followed. Using a Restricted Procedure provided for within the Regulations is the recommended method of procuring the proposed building works as it gives a wide range of suitable contractors the opportunity to tender, and also provides a framework in which best value can be obtained in terms of both price and quality.

Please see exempt appendix 2. : Contractor Procurement Proposal setting out their reasons and recommendation for the preferred Single Stage Tender Process via the restricted procedure.

## ALTERNATIVE OPTIONS (CONSIDERED AND REJECTED)

5.1.7 Procuring through a Framework was considered. However, this was rejected due to concern about narrowing the market. There are a number of NHS frameworks open to local authority use and the professional team was appointed through the use of the NHS SBS framework. However when it comes to construction the frameworks tend to concentrate on larger contractors with the emphasis on large scale acute care contracts.
5.1.8 An Open Procedure was also rejected as it was felt that the burden placed on tenderers via this route would limit the response.
5.1.9 A Competitive Procedure with Negotiation as provided for in the Regulations was also rejected as more preparatory work and additional market testing would be required, taking longer than other standard procurement options at greater cost. This would, therefore, delay the start of the procurement. A negotiated process can still be moved to if the tenders received are over the cost plan.
5.1.10 The recommendation is to use the EU Restricted Procedure procurement route in order to give the widest range of suitable local contractors the opportunity to tender, and also provide a "framework" in which best value can be obtained in terms of both price and quality.
5.1.11 Please see exempt Appendix 2: Rider Levett Bucknall (RLB): Contractor Procurement Proposal which reviews in more detail all the options considered and their recommendation to proceed with the EU Restricted Procedure route.

### 5.2 Success Criteria/Key Drivers/Indicators:

5.2.1 The success of the project will be measured by the delivery of the project on time and within budget.

### 5.3 Whole Life Costing/Budgets:

5.3.1 The completed properties will be let on full repairing and insuring leases (FRI) to the Doctor's Surgeries. As a consequence there will be no life cycle costs to the Council.
5.3.2 It is anticipated that the construction stage of the projects will be funded from the Government Public Works Loan Board.

### 5.4 Policy Context:

5.4.1 On the 1st October 2017 the Council and City and Hackney CCG entered a NHS Section 256 Agreement (National Health Service Act 2006) for the Council to provide access to the Strategic Property Team to enable the team to support the implementation of the CCG Estates Strategy.
5.4.2 The Section 256 Agreement arose from the approval in December 2015 of Hackney's joint health and social care devolution.
5.4.3 The development of new larger primary care facilities supports the Sustainable Community Strategy in the following ways:

1. Development of primary care surgeries will support residents to enjoy a good quality of life.
2. The GP occupiers as local businesses will be able to expand within their communities.
3. The existing GPs surgeries will be replaced by the new more sustainable buildings.
4. The new surgery facilities will support their local communities.
5. Improved larger GP facilities will support residents in leading healthier, independent active lives.
5.4.4 Creating an environment for successful and sustainable economic activity is also a key priority of the Council's Community and Economic Development Framework

### 5.5 Consultation/Stakeholders:

5.5.1 The stakeholders in these projects at this stage are the Council, City and Hackney Clinical Commissioning Group and the two Doctors practices as well as Healthwatch Hackney and the Patient Participation Group (PPG) representative of each practice all of which are directly involved in the design of the surgeries.
5.5.2 Local ward Councillors as well as the immediate neighbours of each site have been advised to this stage that the sites are being considered for new primary care practices.
5.5.3 As the projects progress the individual practices are required to undertake a consultation exercise with their patients before they can relocate, supported by City \& Hackney CCG and the Council will consult through the statutory planning process.

### 5.6 Risk Assessment/Management:

5.6.1 The cost of the construction works and the income received from the letting to the two surgeries are the major elements of the overall project finances and factors relating to these are therefore the key risks that need to be mitigated and managed throughout the project.
5.6.2 The form of procurement proposed provides access to a targeted pool of contractors and seeks to minimise cost risks by obtaining competitive prices for the works.
5.6.3 The 'pre-letting' of the projects to the two surgeries by an agreement for lease greatly reduces the risk to the Council by ensuring the lease completes on
completion of the construction based on delivery of the agreed building to the agreed specification and timescale.

### 5.6.4 The RAT rating of the Projects is 186: High

5.6.5 Individual risks and the associated mitigating actions are set out below:

| Risk | Likelihood | Impact | Overall | Action to avoid or |
| :---: | :---: | :---: | :---: | :---: |
|  | L - Low; M - Medium; H - High |  |  |  |
| Planning consent not granted | L | H | M | Architect and project manager will continue to work closely with development control officers to ensure the application is planning compliant using pre application meetings and design review. |


| Lack of interest <br> from potential | M | M |  |
| :--- | :--- | :--- | :--- |
| Tenderers. |  |  |  |


| Tenders returned over budget | L | M | M | $\begin{array}{ll}\text { The } & \text { tender } \\ \text { documentation }\end{array}$ <br> package will be thorough, concise and robust in order to minimise the risk of over pricing. <br> All prices will be benchmarked by the Council's QS against BCIS information and other in-house information that they hold on similar projects. A contingency may be included for risk items. <br> The will interrogate the prices received and where necessary ask the bidder to justify anything that appears inflated. <br> The Council will consider options to value engineer the scheme and following negotiations seek best and final offers. |
| :---: | :---: | :---: | :---: | :---: |
| Contractor going into liquidation during construction | L | H | M | Answers to SQs and financial checks carried out prior to selection will establish bidders' financial capacity to undertake the works. Updated information will be requested if there are any delays encountered close to the start of contract e.g. Dunn and Bradstreet financial status reports. |


| Quality of scheme does not meet expectations | L | H | L | The documentation drawings, <br> specifications and the Employer's <br> Requirements <br> (developed with the input of the Design Team) - will ensure that the proposed scheme is delivered as designed and specified. <br> The Council has appointed an Employer's Agent team, including Clerk of Works services. The EA's Scope of Services clearly communicates the Council's aspirations for achieving a high quality development, with a rigorous monitoring role to be provided in order to deliver quality and minimise defects. |
| :---: | :---: | :---: | :---: | :---: |



### 5.7 Market Testing (Lessons Learnt/Bench Marking):

5.7.1 The Council's Project Manager, and Quantity Surveyors, will undertake soft market testing with a selection of contractors. Their expectation is that there will be significant interest from contractors, which would tender for these Projects. This will be confirmed by an Expression of Interest process prior to releasing the formal tender. The Council will continue to benchmark prices against Building Cost Information Service (BCIS) data throughout the process.
5.7.2 The process of tendering the works through a restricted tender process compliant with the regulations will in itself test the market thoroughly in terms of costs.

### 5.8 Savings:

5.8.1 There will be no cashable savings generated through the project, though the project team will seek best value for money wherever possible. There will be an income to the council to cover the cost of borrowing and repayment of the loan.

### 6.0 SUSTAINABILITY ISSUES

### 6.1 Procuring Green

6.1.1 Procuring Green (Environmental impacts) have been identified in PRIMAS. The Primary care facilities constructed will have a lower environmental impact in their operation than the existing which will be replaced. The construction phase will involve demolition with associated waste produced, vehicle movements and construction waste created during construction. These environmental impacts will be managed in accordance with BREEAM requirements and addressed in the design, specification and ITT so that the projects achieve BREEAM Excellent in accordance with the sustainable procurement strategy and planning requirements.

### 6.2 Procuring for a Better Society

6.2.1 Better Society (Economic impacts) have been identified in PRIMAS. The projects will impact positively on local recruitment and supply chains. Through tendering to regional providers with policies of working with and offering opportunities to local subcontractors and suppliers in accordance with BREEAM requirements to meet BREEAM Excellent.

### 6.3 Procuring Fair Delivery

6.3.1 No fair delivery (equalities impacts) have been identified in PRIMAS. As the Project is delivering two primary care surgeries they are recognised as delivering health care social benefits.

### 6.4 Equality Impact Assessment and Equality Issues

6.4.1 The recommended procurement route is to follow a restricted process compliant with the Regulations. The process of advertising the project through a Contract Notice in Contracts Finder is in itself the fairest way to attract the interest of all construction firms capable of undertaking the works. The SQ will establish the bidders' track record with regards to Equality and Diversity. Key Performance Indicators will be set to ensure that the required outputs are achieved. DDA compliance is included in the design specification to ensure that the contractor will deliver a DDA compliant scheme.

### 7.0 PROPOSED PROCUREMENT ARRANGEMENTS

### 7.1 Procurement Route and EU Implications:

7.1.1 The proposed procurement route is the EU Restricted Procedure procurement route. For further details please see Appendix 2 : Contractor Procurement Proposal.

### 7.2 Resources, Project Management and Key Milestones:

7.2.1 Project Team:

- Director of Strategic Property Services
- Team Leader Corporate Property
- Project Leads - Senior Asset Manager / Interim Asset Manager
- Project Manager
- Architect
- Quantity Surveyors


### 7.2.2 Evaluation Team:

- Project Leads
- Team Leader Corporate Property
- Project Manager
- Quantity Surveyors
- Finance Team


### 7.2.3 Evaluation Team Advisors:

- Category Manager
- Legal Services - Procurement and Property.
7.2.4 The following Key Milestones are subject to factors such as the receipt of Planning Permission, no requests from tenderers for time extensions being granted, and compliant, suitable bids being received:

| Key Milestones |  |
| :--- | :--- |
| RP2 Report to HPB / CPC | 07.12 .2020 |
| Contract Notice Published | Jan 2021 |
| Closing date for Eol | Mar 2021 |
| SQ Shortlisting | Apr 2021 |
| Issue Tender | June 2021 |
| Tender returns | Early Aug 2021 |
| Tender Evaluation | Aug 2021 |
| RP4 Report considered at HPB / CPC | 6th Sept 2021 |
| Standstill Period | Late Sept 2021 |
| Mobilisation period | Early Oct 2021 |
| Start on site / Contract start | Late Oct 2021 |

### 7.3 Contract Documents: Anticipated contract type

7.3.1 JCT Design \& Build 2016 Contract with Employer's Requirements and Hackney Council specific amendments.

### 7.4 Sub-division of contracts into Lots

7.4.1 Our procurement route already targets smaller regional contractors as the main contractor for each site.The nature of construction projects requires a lead contractor to run the project and be responsible to the client. In accordance with the requirements of BREEAM "Excellent" the main contractor will be required where possible to source local subcontractors.

### 7.5 Contract Management:

7.5.1 The project will be managed by the Project Manager also acting as The Employers Agent overseen by the Project Leads. The Project Manager will carry out monthly valuations of works completed on site and certify the value of these works. Weekly meetings will take place until the contract is on site. Thereafter monthly site meetings will take place. Decisions and change control will be undertaken at these meetings in line with agreed governance procedures, contract management policies, and the terms and conditions of the JCT Contract.

### 7.6 Key Performance Indicators:

7.6.1 The main KPIs will be set to monitor:

- Programme
- Budget
- Quality
- Employment and training targets
- Neighbour complaints - the contractor will be required to register the site with the Considerate Contractor's Scheme.
7.6.2 Both projects are to achieve BREEAM "Excellent" in accordance with planning and the Council's Sustainable Procurement Strategy. In order to meet Mat 03 credit requirements sustainable procurement plans have been prepared to cover:
- Responsibly and ethically sourced timber
- The use of responsibly and ethically sourced materials
- Minimisation waste and promoting recycling
- The use of materials with a low embodied impact
- The use of durable materials
- The use of local materials
- The avoidance of toxic or hazardous materials
- Avoidance of refrigerants with a high global warming potential.
7.6.3 In addition the practices users' satisfaction with the completed properties will be tested by survey and interviews after a period of occupation by the new surgeries.


### 8.1 COMMENTS OF THE GROUP DIRECTOR FINANCE AND CORPORATE RESOURCES

8.1.1 This report recommends the procurement of a contractor to construct primary care facilities at two locations in the borough, namely land to the rear of 228 Belfast Road, London N16 6UH (new build), and the Portico Building, 34 Linscott Road, London, E5 ORD - (repair and refurbishment of existing Grade II listed building and new build extension).
8.1.2 Once built, the intention is for London Borough of Hackney to lease each building to City and Hackney Clinical Commissioning Group on full repairing lease terms for a period of 20 years, which we would expect to be renewed.
8.1.3. A key guiding principle of these two schemes is that they are each self-financing for London Borough of Hackney over an indicative 30 year term, taking into account estimated build cost, annual rent and assuming that LB Hackney would borrow to finance construction.
8.1.4. Based on current information both schemes are viable over this period. Further detail can be found at exempt appendix 5 of the Cabinet Report. Both schemes would be finance leases, with the appropriate accounting entries to reflect this.

### 8.2 VAT Implications on Land \& Property Transactions

8.2.1 Both sites have been elected for VAT as agreed with Finance.

### 9.0 COMMENTS OF THE DIRECTOR, LEGAL \& GOVERNANCE

9.1 This Report has been classified as High Risk. Therefore this Report is being submitted to the Cabinet Procurement Committee at Business Case stage and in line with paragraph 2.7.10 of the Council's Contract Standing Orders.
9.2 The estimated value of the services in this Report are above the current threshold for works of $£ 4,733,252$ under Regulation 5 of the Public Contracts Regulations 2015. It will therefore be necessary to publish an OJEU notice in respect of these services.
9.3 Details of the proposed procurement process to be undertaken by officers are further set out in this Report.

### 10.0 COMMENTS OF THE PROCUREMENT CATEGORY LEAD

10.1 The pre-tender estimate is approximately $£ 5 \mathrm{~m}$ which is above the EU Threshold for Works at $£ 4,733,252$, this procurement is therefore subject to the Public Contracts Regulations 2015 (PCR2015).
10.2 As the works are specialist in nature it is considered appropriate to procure the works contractor using the PCR2015 compliant Restricted Procedure so as to pre-qualify and shortlist appropriately experienced providers.
10.3 This procurement has been assessed as high risk. The Council's Contract Standing Orders requires the Business Case and the Contract Award report for all high risk procurements to be considered by Cabinet Procurement Committee.
10.4 Key Performance Indicators will include sustainable targets to support the Council's Sustainable Procurement Strategy.

## APPENDICES

Appendix 1 a, b - Construction Cost Plan - Exempt - Category 3
Appendix 2 - Contractor Procurement Proposal - Exempt - Category 3

## EXEMPT

By Virtue of Paragraph(s) Part 1 of schedule 12A of the Local Government Act 1972 this report and/or appendix is exempt because it contains Information relating to the financial or business affairs of any particular person (including the authority holding the information) and it is considered that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

## BACKGROUND PAPERS

In accordance with The Local Authorities (Executive Arrangements) (Meetings and Access to Information) England Regulations 2012 publication of Background Papers used in the preparation of reports is required

## Description of document (or None)

None

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