

Extraordinary Council Agenda

Members of the Council

Cllr R R Foulger
(Chairman)

Cllr J F Fisher
(Vice Chairman)

Cllr A D Adams
Cllr S C Beadle
Cllr N J Brennan
Cllr D J Britcher
Cllr P E Bulman
Cllr S J Catchpole
Cllr S M Clancy

Cllr B Cook
Cllr J K Copplestone
Cllr A D Crotch
Cllr J Davis
Cllr J J Emsell
Cllr S C Gurney
Cllr N J Harpley
Cllr D G Harrison
Cllr L H Hemsall
Cllr S I Holland
Cllr N C Karimi-Ghovanlou
Cllr K S Kelly
Cllr D King

Cllr E C Laming
Cllr S Lawn
Cllr K E Lawrence
Cllr J Leggett
Cllr K G Leggett MBE
Cllr I J Mackie
Cllr T M Mancini-Boyle
Cllr I N Moncur
Cllr M L Murrell
Cllr J A Neesam
Cllr G K Nurden
Cllr G Peck
Cllr R E Potter

Cllr S M Prutton
Cllr S Riley
Cllr D Roper
Cllr C E Ryman-Tubb
Cllr N C Shaw
Cllr L A Starling
Cllr D M Thomas
Cllr J L Thomas
Cllr S A Vincent
Cllr K A Vincent
Cllr J M Ward
Cllr F Whymark

Date & Time:

Thursday 12 May 2022 at 7pm

Place:

Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich

Trevor Holden – Managing Director - 4 May 2022

Contact:

Claire White tel (01508) 533669

Email: committee.bdc@southnorfolkandbroadland.gov.uk

Website: www.southnorfolkandbroadland.gov.uk

PUBLIC ATTENDANCE:

This meeting will be live streamed for public viewing via the following link: [Broadland YouTube Channel](#)

You may register to speak on an agenda item by emailing us at committee.bdc@southnorfolkandbroadland.gov.uk no later than 5pm on Monday 9 May 2022

Large print version can be made available

If you have any special requirements in order to attend this meeting, please let us know in advance.

AGENDA

1. **To receive declarations of interest from members;**
(guidance and flow chart attached – page 3)

2. **To report apologies for absence;**

3. **Future Office Accommodation Project – Appraisal and Business Case;**

(report attached – page 5)

(addendum attached – page 67)

(the appendices to this report are exempt and are NOT for PUBLICATION by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended). Should members wish to discuss these appendices a resolution will need to be made to exclude the public and press)

NOTE: the recommendations from the Cabinet meeting held 12 May at 5.00pm will be tabled at the Council meeting

4. **Exclusion of the Press and Public**

The Chairman will move that the press and public be excluded from the meeting for the remaining item of business because otherwise, information which is exempt information by virtue of Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972, as amended by The Local Government (Access to Information) (Variation) Order 2006, would be disclosed to them.

5. **Accommodation Review Finance;** (exempt report attached – page 63)

(exempt addendum attached – page 68)

(This report will only require consideration should item 3 be approved by Council)

NOTE: the recommendations from the Cabinet meeting held 12 May at 5.00pm will be tabled at the Council meeting

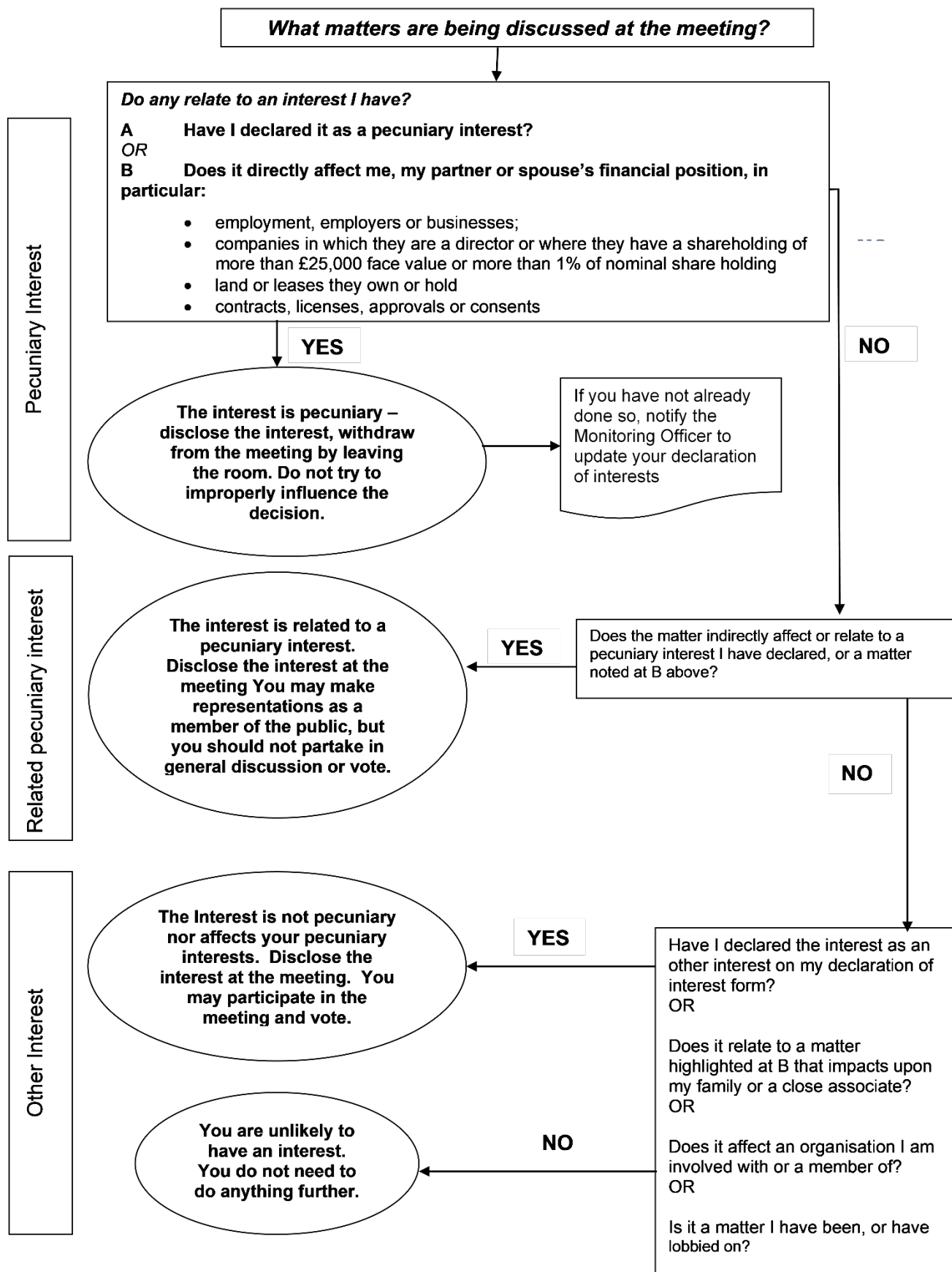
DECLARATIONS OF INTEREST AT MEETINGS

When declaring an interest at a meeting Members are asked to indicate whether their interest in the matter is pecuniary, or if the matter relates to, or affects a pecuniary interest they have, or if it is another type of interest. Members are required to identify the nature of the interest and the agenda item to which it relates. In the case of other interests, the member may speak and vote. If it is a pecuniary interest, the member must withdraw from the meeting when it is discussed. If it affects or relates to a pecuniary interest the member has, they have the right to make representations to the meeting as a member of the public but must then withdraw from the meeting. Members are also requested when appropriate to make any declarations under the Code of Practice on Planning and Judicial matters.

Have you declared the interest in the register of interests as a pecuniary interest? If Yes, you will need to withdraw from the room when it is discussed.
Does the interest directly: 1. affect yours, or your spouse / partner's financial position? 2. relate to the determining of any approval, consent, licence, permission or registration in relation to you or your spouse / partner? 3. Relate to a contract you, or your spouse / partner have with the Council 4. Affect land you or your spouse / partner own 5. Affect a company that you or your partner own, or have a shareholding in If the answer is "yes" to any of the above, it is likely to be pecuniary. Please refer to the guidance given on declaring pecuniary interests in the register of interest forms. If you have a pecuniary interest, you will need to inform the meeting and then withdraw from the room when it is discussed. If it has not been previously declared, you will also need to notify the Monitoring Officer within 28 days.
Does the interest indirectly affect or relate any pecuniary interest you have already declared, or an interest you have identified at 1-5 above? If yes, you need to inform the meeting. When it is discussed, you will have the right to make representations to the meeting as a member of the public, but you should not partake in general discussion or vote.
Is the interest not related to any of the above? If so, it is likely to be an other interest. You will need to declare the interest, but may participate in discussion and voting on the item.
Have you made any statements or undertaken any actions that would indicate that you have a closed mind on a matter under discussion? If so, you may be predetermined on the issue; you will need to inform the meeting, and when it is discussed, you will have the right to make representations to the meeting as a member of the public, but must then withdraw from the meeting.

**FOR GUIDANCE REFER TO THE FLOWCHART OVERLEAF.
PLEASE REFER ANY QUERIES TO THE MONITORING OFFICER IN THE FIRST
INSTANCE**

DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF



Please note that appendices A to Q are: **NOT FOR PUBLICATION BY VIRTUE OF SCHEDULE 12A OF PART 1 PARAGRAPH 3 OF THE LOCAL GOVERNMENT ACT 1972 (AS AMENDED) THE LOCAL AUTHORITIES (ACCESS TO INFORMATION) (VARIATION) ORDER 2006** (Contains information relating to financial or business affairs)

**Agenda Item: 3
Cabinet and Council
12 May 2022**

Future Office Accommodation Project – Appraisal and Business Case

Report Author(s): Debbie Lorimer
Director Resources
01508 533981
debbie.lorimer@southnorfolkandbroadland.gov.uk

Portfolio: Portfolio holder for Transformation

Ward(s) Affected: All

Purpose of the Report:

This report concludes the Accommodation Review and the outcomes of the Joint Member Working Group on the Future Office Accommodation Project.

Members are asked to consider the recommendation of purchasing the Horizon Centre as the Council's main offices.

Recommendations:

That Cabinet recommends to Council to:

1. Agree to purchase the Horizon Centre either individually or jointly with South Norfolk Council.
2. Share any future capital costs on an equal basis between both Broadland Council and South Norfolk Council if jointly owned.
3. Share the revenue expenditure related to the Horizon Centre in accordance with the agreed apportionment model in place for that financial year.

That Cabinet agrees to:

4. Establish a Facilities Management Agreement between the two Councils that incorporates the governance arrangements and income in relation to the Horizon Centre this is to be delegated to the Leader in consultation with the Director Resources.
5. Request Officers to bring forward to the Cabinet meeting in August 2022, a feasibility study for the future options relating to the Council's current main office, Thorpe Lodge.

1. Summary

- 1.1 The initial outcomes of the independent Consultant's review of the two councils' office accommodation were presented to both Councils' policy committees on the 12 November 2021. At those policy committee meetings, a series of recommendations were made, of which the commonly agreed areas from both Committees have been taken forward via the Future Office Accommodation Project Joint Member Working Group (JMWG) in relation to the Horizon Centre and the investigation of the cost of a new purpose-built Council Office which would be occupied and owned by both Councils.

- 1.2 These align with recommendation 3 from the Service Improvement and Efficiency Committee as listed below which was:

That the Future Office Accommodation Project Joint Member Working Group should consider these options for office accommodation and be provided with adequate officer support to complete their investigation within three months, or upon receipt of the relevant information from the surveys requested and then to report their recommendations to the Service Improvement and Efficiency Committee and Commercial, Trading and Customer Focus Policy Committee and then on to their respective Cabinets:

- Option 9 - Purchase the Horizon Centre (Buy)
- Option 10 - Build a new building (Build)
- Option 1 - Do nothing

- 1.3 The other two recommendations from the Service Improvement and Efficiency Committee were as follows:

Recommendation 1- That there was no decision in principle at this stage regarding the purchase of the Horizon Centre on Broadland Business Park, until the Joint Member Working Group has considered its work and recommendations; and

Recommendation 2 – That the option to occupy Thorpe Lodge be investigated further, looking at the potential renovation of the building to make it carbon neutral, and to address the car parking issues.

Recommendation 2 has not been progressed as neither existing Council Office, as a single building, provides the acceptable solution to both Councils.

- 1.4 This report consolidates the additional information gathered since the 12 November 2021 in relation to the Buy and Build options described above, which

has been presented to the JMWG for them to consider, with the opportunity for further questions and information to be requested.

- 1.5 Members are asked to consider the additional information within this paper, in order to reach a recommendation to Cabinet with regards to the future office accommodation.

2 Information obtained

- 2.1 In order to gain a deeper understanding of the physical condition, working environment and financial implications of the Horizon Centre a number of surveys and additional information have been obtained, all the reports which have been shared with the JMWG, which Members are reminded are confidential, are available in the Members SharePoint area.

During a number of meetings which have taken place over the last three months, Members of the JMWG have had the opportunity to interrogate the reports as outlined below and for the main surveys/reports, have also met with the authors to allow them to clarify further any queries they may have had.

A summary of each report, together with a table showing any work and costs categorised into Urgent, Recommended and Future Costs are included within the confidential appendices.

Reports where the Authors attended the Joint Member Working Group

- Building Survey and 20-year Planned Preventative Maintenance schedule (Main Report) carried out by Roche – confidential executive summary and costs table in Appendix A.
- Mechanical and Electrical Survey and 20-year Planned Preventative Maintenance schedule (Main Report) carried out by Ingleton Wood - confidential executive summary and costs table in Appendix B.
- Acoustic Survey (Main Report) carried out by Spectrum Acoustic Consultants - confidential executive summary and costs table Appendix C.
- Carbon Audit (Main Report) carried out by Groundwork - confidential executive summary and costs table in Appendix D.
- Energy Reduction Feasibility Study looking at options available in the future to replace the use of gas – carried out by Ingleton Wood - confidential executive summary and costs table in Appendix E.

Reports shared with the Joint Member Working Group

- Fire Risk Assessment & Accessibility carried out by CNC confidential executive summary and costs table in Appendix F.
- Potential options for location and cost of council chamber and storage options drawings Ingleton Wood and Cost Estimate from Oxbury Chartered Surveyors confidential executive summary and costs table in Appendix G.
- Drainage Survey (Verbal update provided by Officers to JMWG) provided by Dyno Rod confidential executive summary and costs table in Appendix H.

- Valuation of the Horizon Centre carried out by Roche, the draft valuation figure provided to JMWG – confidential summary in Appendix I.
- Cost of a New Build provided by Oxbury Chartered Surveyors - confidential executive summary and costs table in Appendix J.
- Summary of the information provided by Tom Skinner of Howes Percival when he attended the JMWG on the 20 January 2022 – confidential executive summary in Appendix K.

Background reports

- Cable Survey provided by BDR Technical Solutions to inform financial model – confidential executive summary and costs table in Appendix L.
- Potential cost of commissioning spatial design consultants and cost estimates of various options in relation to furnishings to inform financial model - confidential executive summary and costs table in Appendix M.
- Spatial Requirement for the OneTeam plus storage requirements for caretakers - confidential executive summary and costs table in Appendix N.
- Annual Estate Management current years cost of the service charge - confidential executive summary and costs table in Appendix O.

3 Horizon Centre Costs

- 3.1 Appendix P shows a summary of the costs involved in purchasing the Horizon Centre. It includes the ongoing revenue running costs and the anticipated twenty-year capital costs and provides a comparison with the costs of the two current offices. There is a significant saving for the two Councils in both capital and revenue expenditure as shown in the appendix.
- 3.2 Both the Building and Mechanical and Electrical Surveys indicated that the Horizon Centre has been well maintained. Although there are some works which would need to be undertaken prior to occupation.

The attached appendices show budget cost tables which provide a high-level summary of the value of the works. These costs have been categorised as; Urgent (works required prior to or at the point of or soon after occupation), Recommended (works required within the first five years of occupation) and Future Costs (works required beyond the first five years).

- 3.3 The twenty-year pre-planned maintenance programme, which is drawn from the Building Planned Preventative Maintenance schedule and the future capital expenditure identified in the Mechanical and Electrical remedial repairs schedule, indicates a saving compared to the combined total for the two current Councils' offices. The table in Appendix P provides a high-level summary of the comparison year by year of the capital maintenance costs.

4 Benefits of the Horizon Building

The Horizon Centre would deliver a number of benefits including:

Financial

- Substantially lower running costs – see appendix P.
- Reduced impact of future increases in energy prices compared to current offices – see Appendix P.
- Reduction in future capital funding compared to the cost of maintaining two offices.

Environmental

- 84% reduction in the carbon footprint compared to the combined carbon footprint for South Norfolk House and Thorpe Lodge.
- The building is substantially below the current decarbonisation pathways.
- 4 Electrical Vehicle Charging Points with the ability to introduce more.

The Officer One Team

- The location of the One Team in one office brings significant benefits through enabling a greater speed of delivery of cultural change, enhanced collaborative working across the One Team and partners leading to improving performance and service delivery.
- A modern working environment, with public transport links to bus and rail, will enhance the ability to become an employer of choice.
- Significant car parking spaces compared to Thorpe Lodge which has parking constraints for both Staff, Visitors and Members.

5 New Build

- 5.1 Details relating to the cost of a new build are provided in Appendix J. Given the high cost of a new build, together with the time taken to deliver a new build of circa three years and the risk of significant cost inflation during that period, proceeding with the new build option is not recommended.

6 Thorpe Lodge

- 6.1 Should the recommendation to purchase the Horizon Centre be agreed then the Council's current offices; Thorpe Lodge would become redundant. It is recommended that Officers begin to investigate the options for the site and bring forward a business case to Cabinet in August 2022.
- 6.2 A valuation by Savills was carried out in June 2020 and a summary of that report is contained in Appendix Q.

7 Recommendation from the Future Office Accommodation Project Joint Member Working Group

- 7.1 The Joint Member Working Group have met five times to discuss the various surveys and reports since January and have had the opportunity to delve into those reports and ask further questions of the authors.
- 7.2 The JMWG had a final meeting on the 17 March to consider its recommendation having received all the reports it had requested over the past few months. After a lengthy discussion Members took a vote on whether to proceed with the purchase of the Horizon Centre which resulted in a split vote. A subsequent proposal to

retain the status quo also resulted in a split vote. Therefore, there is no recommendation from the Joint Member Working Group.

8 Recommendation from the Service Improvement and Efficiency Committee

- 8.1 The Service Improvement and Efficiency Committee met on the 26 April 2022 to consider this report and after an extensive discussion they voted against the recommendations in paragraph eleven below. The minutes of this meeting will be presented to this Cabinet meeting on the 12 May 2022.

9 Other Options

- 9.1 Officers have made enquiries with Roche and at the time of writing this report, no other suitable commercial premises have come or are anticipated to come onto the market.
- 9.2 Other options were explored with the JMWG and through the process this has been reduced from the initial 10 included in the Independent Consultants Business Case down to option 9 being the purchase of the Horizon Centre. All other options were excluded due to not achieving the benefits as outline in section 4 above.

10 Issues and Risks

- 10.1 **Resource Implications** – All three options, Buy, Build or Do Nothing have financial implications as the appendices show. However, the purchase of the Horizon Centre show that significant financial saving can be delivered, while the cost of a New Build is too high and too risky to consider further.
- 10.2 **Legal Implications** – legal advice has been sought regarding joint ownership and confirmation has been obtained that the Councils are entitled to hold property or part of it under the Local Government Act 1972 which confirms that Councils are both a body corporate and authorised to obtain and dispose of property
- 10.3 **Equality Implications** – an Equalities and Communities Impact Assessment has been completed.
- 10.4 **Environmental Impact** – The recommendation to purchase the Horizon Centre has a positive environmental impact as the combined impact is 84% reduction in the carbon footprint compared to the combined carbon footprint for South Norfolk House and Thorpe Lodge. .
- 10.5 **Crime and Disorder** – there will be no impact on crime and disorder.
- 10.6 **Risks** – the additional information gathered, and the subsequent due diligence undertaken as part of the process has not identified any significant risks associated with the purchase of the Horizon Centre. Should there be any spare capacity in the Horizon Centre then there is the ability to let some of the space in the future. While the option of Do Nothing carries substantial risk as the combined

capacity is too large and the cost of running and maintaining two offices is not cost effective or efficient.

11 Conclusion

- 11.1 This report has considered the additional information which has been gathered over the past three months and interrogated by the JMWG.
- 11.2 The additional information revealed no “showstoppers” with regards to proceeding with the purchase of the Horizon Centre which would deliver a significant number of benefits. For this reason, this is the recommended option
- 11.3 The cost, time taken to deliver and risks around a new build are substantial and therefore this option is not recommended.
- 11.4 The purchase of the Horizon Centre would deliver more benefits than the remaining option of Do Nothing, which is the default option should the purchase of the Horizon Centre not proceed.

12 Recommendations

That Cabinet recommends to Council to:

- 1. Agree to purchase the Horizon Centre either individually or jointly with South Norfolk Council.
- 2. Share any future capital costs on an equal basis between both Broadland Council and South Norfolk Council if jointly owned.
- 3. Share the revenue expenditure related to the Horizon Centre in accordance with the agreed apportionment model in place for that financial year.

That Cabinet agrees to:

- 4. Establish a Facilities Management Agreement between the two Councils that incorporates the governance arrangements and income in relation to the Horizon Centre this is to be delegated to the Leader in consultation with the Director Resources.
- 5. Request Officers to bring forward to the Cabinet meeting in August 2022, a feasibility study for the future options relating to the Council’s current main office, Thorpe Lodge.

Background papers

Service Improvement and Efficiency Committee 12 November 2021 - Future Office Accommodation Project – Appraisal and Business Case

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THE LOCAL AUTHORITIES (ACCESS TO INFORMATION) (VARIATION) ORDER
2006 (contains information relating to the financial or business affairs of any
particular person (including the authority holding that information))

Pages 12 to 66 are not
available to the public
because the information is
confidential as it includes
exempt information about
the financial or business
affairs of a person

ADDENDUM

Proposed Amendments to Item 3, Future Office Accommodation Project – Appraisal and Business Case

1. Section 3 Horizon Centre Costs

Add new paragraph as follows:

3.4 Net income received from third party occupation or room rental will be shared between both Councils

2. Report Recommendations

To make the following additions to the recommendations (changes highlighted):

That Cabinet recommends Council to:

1. Agree to purchase the Horizon Centre either individually or jointly with South Norfolk Council.
2. Share any future capital costs on an equal basis between both Broadland Council and South Norfolk Council if jointly owned.
3. Share the revenue expenditure related to the Horizon Centre in accordance with the agreed apportionment model in place for that financial year.
4. Share any net income from third party occupancy or rental of the Horizon Building on an equal basis between both Broadland Council and South Norfolk Council if jointly owned.

That Cabinet agrees to:

5. Establish a Facilities Management Agreement between the two Councils that incorporates the governance arrangements **and income** in relation to the Horizon Centre this is to be delegated to the Leader in consultation with the Director Resources.
6. Request Officers to bring forward to the Cabinet meeting in August 2022, a feasibility study for the future options relating to the Council's current main office, Thorpe Lodge.

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