



Housing Access Centre /
Homelessness Accommodation
Feasibility Study

for

Aberdeen City Council

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RECOMMENDATION

In order to increase temporary accommodation capacity, we seek the Council's approval to develop the preferred options outlined in the executive summary, below: -

- **Provide new temporary accommodation at Aberdon House**
- **Provide a new-build Housing Access Centre on the site of Victoria House**

We will bring forward more detailed costs, conceptual plans, and funding mechanisms to the Housing and Environment Committee meeting on 25th May 2010.

EXECUTIVE SUMMARY

Increased temporary accommodation capacity is required to reduce the City Council's reliance on Bed and Breakfast (B&B) accommodation whilst providing a higher standard of accommodation and better services for homeless clients. Having investigated the options available from within buildings in the council's ownership in terms of cost, programme and statutory requirements, we recommend the following course of action: -

1) Provide a temporary facility at Aberdon House

The temporary facility will comprise accommodation in the form of 35 number single rooms, 1 x 1 bedroom flat and 1 x 2 bedrooms flat, providing housing for up to 41-42 persons, over 80% of the accommodation requirements initially identified by the Homelessness Manager in the Specification drawn up by the Homelessness Service.

Aberdon House would be readily available if the Crown Street Temporary Accommodation Unit has to close or it could provide additional capacity for upwards of 2 years until more permanent accommodation can be developed. Aberdon House was selected as the temporary accommodation solution ahead of three other options, Croft House, Victoria House and Spring Garden, because it offered best value, the shortest development time and met virtually all of the short-term housing needs identified by the Homelessness Manager.

An initial order of cost for the refurbishment / fitting-out works has been estimated at £100,000-£150,000. Subject to Committee approval to the refurbishment / fitting-out works being carried out by either Building Services or following a fast-track competitive tender from a select list of contractors, Aberdon House could be brought into use relatively quickly, i.e. by July 2010 – on the understanding that a Housing in Multiple Occupation Licence (HMO) can be granted in a timely manner; as it would not require a great deal of repair and refurbishment work to bring it up to the required standard.

2) Provide a permanent new-build Housing Access Centre at Victoria House to comply with the Specification drawn up by the Homelessness Service

The site of Victoria House was selected as the permanent location ahead of the three other options, Croft House, Aberdon House and Spring Garden, because it offered the opportunity to provide a purpose-built facility in a city centre location and its cost offered

best value on a per-unit and per-occupant basis, whilst fulfilling the housing needs identified by the Homelessness Manager.

The new facility would incorporate the Housing Access Centre with managed accommodation and flexibility for the future. Remodelling the existing Victoria House would require extensive alteration, refurbishment and a three-storey new-build extension which would be costly to build and to maintain. A purpose-built facility would meet current standards and prove more cost-effective both in capital expenditure and over the longer term.

An order of cost estimate has calculated the construction cost for the new facility on the site of Victoria House at between £4.4 and £4.9m and, subject to preparing a design and obtaining planning approval, the new Housing Access Centre could be completed by the end of 2011. The proposals would also fulfil the Council's objectives to provide self-contained units, units with on-site support for "chaotic" families and additional "direct access" accommodation, all within walking distance of amenities.

It is intended that the development costs would be reduced by the acquisition and release of assets following closure of obsolete / surplus temporary accommodation either at 95 Bon Accord Street, 77/79 Bon Accord Street, and/or 165 Crown Street at a future date.

It is envisaged that this provision of additional accommodation at Victoria House would be cost neutral as the revenue costs would be offset by receipts from Housing Benefits and hostel deficit grant.

The options appraisal has been summarised in the tables immediately following this section which also forms Appendices I and II of this report.

INTRODUCTION

Client Brief

A summit meeting / workshop for the Homelessness Service was held on 1st October 2009, at which the “high demand for managed residential (interim) accommodation, ideally with ensuite facilities, for homeless households, particularly those who are vulnerable and with significant support needs” was highlighted. A risk of the Crown Street facility losing its HMO Licence was also identified.

Project Objective

To increase the short-term and longer term provision of bed spaces for use as temporary accommodation.

Parameters / Needs Analysis

The Council’s preferred option is for self-contained units

There is a need to provide units with on-site support for “chaotic” families

There is a need to make available additional “direct access” accommodation

Where possible, provision should be made within walking distance of amenities/facilities

The following specification was prepared by the Homelessness Service for the proposed Housing Access Centre, based on the service to be provided

- 10 en-suite residential care units, 1 room accessible for disabled persons with lift access if on more than one floor; registered to care home standards (alcohol/drugs) to include
 - two sitting areas
 - commercial kitchen to serve twelve people, including storage, dishwashing, etc.
 - laundry, mainly for staff use
 - three staff rooms including space for equipment and storage of files etc.
 - staff WC facilities
 - outside recreational space
- 20 self contained flats: – 3 x 2 bed, 1 x 4 bed, 16 x 1 bed (1 flat to be accessible) 1 x 2 bedroom staff flat. Lift access is required if accommodation is on more than one floor.
- Office accommodation for Homelessness Service staff: -
 - reception area
 - five interview rooms
 - open plan office with furniture equipment and file storage etc. for 30 staff
 - three small offices
 - staff kitchen
 - staff rest room

- staff toilets
- CCTV at entrances, master key system for all doors

Options for Study

Four potential locations were identified from properties within the council's ownership; Croft House, Aberdon House and Victoria House - three vacant properties on the Social Work Service Account; and Spring Garden, a building which is currently in use as office accommodation for Aberdeen City Council Staff. Each was considered for both short- and long-term suitability.

Aberdon House Coningham Road, Aberdeen AB24 2TW
Service Account – General Services (Declared Surplus)

Aberdon House is a former care home located in the Tillydrone area, a residential district approximately 1.5 km from the city centre but with several bus links close by. It has local healthcare facilities and a number of convenience stores within walking distance. It comprises accommodation on three floors with a gross internal floor area of 2053m². The building is vacant and has been deemed surplus to requirements however, due to the length of time that it has been unoccupied, there has been substantial deterioration of the internal and external building fabric.

Two options were considered as part of the study; firstly to create 35 individual rooms as a short-term solution with the potential to convert part of the building into a direct access supported facility. The second option was to consider, additionally, creating en-suite facilities for longer term use.

Croft House Old Croft Terrace, Aberdeen AB16 5UD
Service Account – General Services (Declared Surplus)

Croft House is a former care home located in the Stockethill area, a residential district approximately 1.5 km from the city centre but it has several bus links close by and local shopping and healthcare facilities within walking distance. Its accommodation comprises three floors with a gross internal floor area of 2217m². The building is vacant but has sustained extensive internal damage due to break-ins during its void period.



Two options were considered as part of the study; firstly a short-term solution to create individual rooms with the potential to convert part of the building into a direct access supported facility with 10 Nr. Individual units. The second, longer term option was to consider creating supported units with en-suite facilities.

Victoria House

80-84 West North Street, Aberdeen AB24 5AR.
Service Account – General Services (Declared Surplus)

Close to the City Centre in a commercial area, Victoria House is a 3/4 storey granite-faced property, with a partial basement, formerly used as a hostel. It is approximately 1 km from the city centre. Being in a more commercial area the nearest health centre is 1/2 km away but there are supermarkets and convenience stores within a short walk. The building is vacant and has been deemed surplus to requirements however, due to the length of time that it has been unoccupied, there has been substantial deterioration of the internal and external building fabric.



Three options were considered as part of the study; firstly to identify the number of flatted supported units and assessment facilities which could be accommodated within the existing building, from the plans produced some time ago by the firm Jenkins & Marr (now part of Archial Group), with current costings; secondly to

create individual rooms with en-suite facilities and 4 Nr. flatted supported units with an assessment facility; thirdly to consider demolishing the existing building and constructing a purpose-built hostel with individual en-suite units, flatted supported accommodation units and an assessment facility. A short-term option to repair the facility and use in its existing layout was considered but proved not to be feasible.

74-84
Spring Garden

Aberdeen AB25 1GN
Service Account – General Services

Spring Garden is currently in use by Aberdeen City Council as office accommodation. It is approximately 1 km from the city centre. Being in a more commercial area the nearest health centre is ½ km away but there are supermarkets and convenience stores within a short walk. It comprises accommodation on three floors, with a gross internal floor area of 1379m².

Only one option was considered as part of the study; the provision of 24 Nr. self-contained units on the upper floors, each having en-suite facilities; with an assessment facility on the ground floor.

SITE INVESTIGATION & SURVEYS

Condition Reports

The initial Client Brief for the Homelessness Study indicates that a condition report exists for Aberdon House, Croft House and Spring Garden.

Aberdon House The photographs indicate that Aberdon House has a partial flat roof which may need replacement or repair. As all windows have been boarded up their condition cannot be established. The photographs support indications that deterioration of the internal and external building fabric has occurred.

A detailed list of work required to bring Aberdon House up to standard to form temporary homeless accommodation is contained in Appendix I.

Croft House The initial Client Brief for the Homelessness Study indicates that a condition report exists for Croft House; however, it appears that the survey report for Croft House was limited due to the presence of furniture and extensive vandalism.

The condition report indicates that the building has sustained extensive internal damage due to break-ins during its void period and suggests that replacement windows will be required.

Victoria House The current state of repair of Victoria House has not been established, however, an indication of its internal condition was provided within the Jenkins & Marr Report of March 2003. Deterioration of the external fabric is evident from the recent photographs and it is envisaged that similar deterioration has taken place internally.

Spring Garden The photographs suggest that Spring Garden has had replacement windows and partial roof repairs.

The building is currently in use as office accommodation for Aberdeen City Council, which suggests that it is generally in an acceptable state of repair.

Surveys

No information has been received on the existence of any site surveys, existing records, drawings and the like; nor has any investigation of ground conditions, soil contamination etc. been undertaken.

Services/Utilities

No information has been received on availability of statutory services or utilities. Detailed investigation on the availability of services or cost of provision will need to be carried out.

ASBESTOS

Asbestos Registers

At present it appears that asbestos registers exist and that asbestos surveys have been carried out at Croft House, Aberdon House and Spring Garden.

It is likely that the survey is limited in extent. Flues, ducts, voids or any similarly concealed areas, the access to which would necessitate the use of specialist equipment, or which would have caused damage to decoration, fixtures, fittings or the structure may not have been inspected. No areas would have been inspected that would require the removal of carpets, furniture, blinds, curtains, fixtures or fittings. The report makes no allowance for the potential that asbestos may be present in those areas which had not been inspected.

There is no indication in the outline brief that any type of survey has been carried out at Victoria House.

Where the buildings are currently unoccupied it may be prudent to carry out an intrusive survey at the earliest opportunity to determine the nature and extent of asbestos.

At Spring Garden, where the building currently remains in use, an intrusive survey cannot be carried out until the building has been vacated.

Asbestos Removal

Under the duty to manage asbestos containing materials (ACMs) in the Control of Asbestos at Work Regulations 2006, existing materials that are in good condition can be left in place if they are unlikely to be disturbed. However, before any major refurbishment can proceed, the Regulations require an intrusive survey to be carried out so that the nature and extent of any asbestos can be fully determined and the relevant information included in a Pre-Construction Health and Safety Plan.

All asbestos identified in the intrusive survey would need to be removed or encapsulated by a licensed contractor before any refurbishment work could commence.

In the event that the development involves demolition work at Victoria House it is mandatory that an intrusive survey is carried out and any asbestos identified must be removed by a licensed contractor before demolition can proceed.

STATUTORY CONSIDERATIONS

Planning Permission

A Housing Access Centre would not be regarded as permitted development, and therefore, planning permission would be required. Generally, an application for planning permission is always required for material changes of use involving hostels. However, as it has been established that three of the four properties involved are already in Use Class 8 (Residential Institutions), further advice is required on whether a planning application must be made before repair and minor alteration works are permitted to proceed.

Aberdon House Under the Town and Country Planning (Use Classes) (Scotland) Order 1997, the existing Aberdon House is in Planning Use Class 8 – Residential Institutions. Advice has been sought from the Planners as to the need to seek planning permission for a change of use to provide a Homelessness / Housing Advice Centre.

The proposed Unit will fulfil the criteria for Use Class 8 in that the provide “personal care including the provision of appropriate help with physical and social needs or support both during the day and at night.

Converting Aberdon House to a homelessness unit would not alter the use class, therefore in principle, planning permission for change of use should not be required; however further clarification from the Planners is awaited.

Croft House The existing Croft House is also in Planning Use Class 8 – Residential Institutions. On the basis of the advice given for Aberdon House it can be surmised that converting Croft House to a homelessness unit would not alter the use class, therefore planning permission for change of use should not be required; however further clarification from the Planners is awaited.

Spring Garden The existing Spring Garden is currently in use as office accommodation for Aberdeen City Council. Planning Consent for a Change of Use from Class 4 to Class 8 would be required before any development of Spring Garden could take place. Such an application would take a minimum of 16 weeks from completion of planning drawings, which suggests that Spring Garden could not be considered as a fast-track, temporary measure.

Victoria House The existing Victoria House believed to be also in Planning Use Class 8 – Residential Institutions however confirmation is required.

On the basis of the advice given for Aberdon House it can be surmised that converting Croft House to a homelessness unit would not alter the use class, therefore planning permission for

change of use should not be required; however further clarification from the Planners is awaited.

The planners have also indicated a preference for the main frontage of the building to be located close to West North Street.

Listed Building Consent

With regard to demolition and construction of a new build Housing Access Centre, full planning permission would be required. Due to the age of Victoria House, further investigations were made to establish whether the building was subject to Listed Building Consent.

The investigations have established that Victoria House is not listed, nor is Victoria House in a conservation area. The demolition of Victoria House would not be opposed on the basis of its being an historic building. However, the Local Plan encourages the retention of granite buildings and, as Victoria House is a substantial traditional granite building, its retention would be encouraged.

The Planners have also advised that if, as is considered likely, alteration should not prove cost-effective and permission to demolish Victoria House were to be granted to enable the site to be used for a new build facility, the Planners would expect the principal elevations to be formed with granite (new or old), however, some leeway might be granted regarding the amount of granite used on the principal elevations.

The current proposal to retain and refurbish the existing building close to West North Street for the Housing Access Centre could fulfil the Conservation Officer's preference to retain a granite building on the site, with approval for the main building to be demolished and constructed without the requirement for the principal elevations to be constructed in granite.

It has been noted that adjoining new-build properties do not have granite faces to their principal elevations so it might be possible to challenge a recommendation by the Conservation Officer for potentially costly granite elevations for the new-build facility,

Building Warrant / Fire Regulations

The project team has been advised that "a formal building warrant application is required for a conversion, even if it were not necessary for building work to be undertaken". The Procedural Handbook suggests that information provided for an application to convert is the same as required for an application to erect.

The standards identified in Schedule 6 of the Building Regulations should be met as far as is reasonably practicable. Prior to approval, the team will need to assess and confirm any works that might be necessary for compliance.

Whilst Schedule 6 mentions a raft of regulations, it is likely that the team would concentrate principally on the life safety standards. For example, there could be significant

additional cost implications should a sprinkler system need to be installed as part of the fire plan. It may be necessary to install a centralised fire alarm system. The electrical installation may require upgrading to current standards.

It is likely that additional insulation may be required to external walls; windows may need to be secondary glazed or replaced with double glazed units; roof voids may require also insulation to meet energy conservation targets.

Community Engagement

As only part of the proposal would require Planning Consent, a Community Engagement initiative is required to inform the affected neighbourhoods of the proposals, in the form of an information exercise.

A briefing paper was prepared for the Community Council to explain the rationale underpinning the selection of Aberdon House for the temporary accommodation provision. The paper explains the proposed service, including the number of units and type of support that will be offered.

Other Statutory Considerations

Advice is also required as to whether any new development would be built under the Housing Act and any energy conservation criteria.

OPTIONS APPRAISAL

Outline proposals for the number of single person ensuite units which could be accommodated were based on National Care Standard spaces (refurbishment) of 10.5m² living space and 3.5m² ensuite with wc / whb / shower.

Aberdon House The initial study indicated that 40 self-contained ensuite single person occupancy units could be accommodated within the existing building.

Outline proposals based on the needs analysis have demonstrated that the following 20 units could be accommodated on the site: -

- 1 4-bed flat (5-8 person occupancy)
 - 3 2-bed flats (2-4 person occupancy)
 - 7 1-bed flats (1-2 person occupancy)
 - 9 self-contained ensuite single person occupancy
- Representing provision for between 27 and 35 Persons

A 2-bed flat for Staff accommodation would be provided on the 1st floor the above proposal represents a shortfall of one ensuite bedroom and nine 1-bed flats, compared to the specification prepared by the Homelessness Service. However, the units could be provided within a relatively short timeframe of 4-5 months subject to HMO licensing.

An alternative proposal has been developed to maximise the number of single units which could be provided within a short timeframe, by using the existing layout with no structural alterations and minimal remodelling. This is the preferred option, consisting of 35 single rooms and one 1-bed flat with staff accommodation on site.

Croft House The initial study indicated that 50 self-contained ensuite single person occupancy units could be accommodated within the existing building.

Outline proposals based on the needs analysis have indicated options for 25 or 32 units to be accommodated on the site with a 2-bed flat for staff accommodation provided on the 2nd floor.

- I 1 4-bed flat (5-8 person occupancy)
 - 14 1-bed flats (1-2 person occupancy)
 - 10 self-contained ensuite single person occupancy
- Representing provision for between 29 and 46 Persons

- OR II 1 4-bed flat (5-8 person occupancy)
 - 10 1-bed flats (1-2 person occupancy)
 - 21 self-contained ensuite single person occupancy
- Representing provision for between 36 and 49 Persons

Option I would be the preferred of the two options; however, a shortfall remains of two 1-bed flats and three 2-bed flats. Option II represents a shortfall of six 1-bed flats and three 2-bed flats and a surplus of 11 self-contained single ensuite units over the Homelessness Service specification.

Due to extensive external repair work required to the external fabric, Croft House would have a delivery timeframe substantially longer than that for Aberdon House.

Spring Garden

The initial study indicated that a maximum of 24 self-contained ensuite single person occupancy units could be accommodated within the existing building. Space for 24 self-contained ensuite units has now been identified on the upper (1st and 2nd) floors but the proposed ground floor layout has not yet been determined. It is anticipated that the ground floor space could provide the staff accommodation identified in the project brief.

The above proposal represents a surplus of eight ensuite units and a shortfall of one 4-bed, three 2-bed and 16 1-bed flats, compared to the specification prepared by the Homelessness Service.

As Spring Garden is currently in use as office accommodation for Aberdeen City Council the staff would need to be found alternative accommodation before any alteration work could commence. Further detailed design work is required to confirm the feasibility of the proposals, particularly in relation to lie-in heights in a number of rooms and drainage routes from the en-suites, so the delivery timeframe would again be substantially longer than that for Aberdon House.

Victoria House

Some time ago, Jenkins & Marr (now part of Archial Group via SMC) produced drawings which indicated that 8 Nr. flatted supported Units could be accommodated on the ground floor and 8 Nr on each of the first and second floors; a total of 24 Nr. flatted supported Units which would accommodate up to 38, mostly in 1-bedroom, 2-person configuration. The proposals, drawn up in 2003, involve major alterations to the existing building and a three storey infill extension with three flatted units on each floor, new staircases and a lift to serve the upper floors.

As extensive damage to the fabric of the building has occurred due to its having been unoccupied for some considerable time, the building would be likely to require substantial repair work before re-modelling could commence, leading to a protracted delivery timeframe. In addition the number and type of units would not meet the requirements of the homelessness service for the number and type of units

An alternative proposal would be to demolish the existing Victoria House to construct a purpose-built facility. The site has a footprint of 581 sq.m and has been shown to be of sufficient size to provide a purpose-built hostel, with the existing building on the site boundary facing West North Street being retained to accommodate the Housing Access Centre. The hostel could provide 24 flatted supported units and (a minimum of) 10 self-contained ensuite single person occupancy units with ancillary staff accommodation for the assessment centre. For the purposes of this report it has been assumed that a facility of 5 storeys in height could be constructed, with accommodation provided to National Care Standards capable of accommodating between 41 and 70 persons. Floor layouts for the above proposal have been prepared by the senior Architectural Officer.

There would be a substantial project delivery period; based on approval to develop the design in February 2010, a planning application in May 2010 and tenders being sought whilst the application for planning approval was under consideration, it is anticipated that a start on site could be made in October 2010 and completion / handover late in 2011/early 2012.

Conclusion

A new, purpose-built hostel on the site of Victoria House would provide the full specification for the permanent Housing Access Centre and exceed the accommodation requirement. In the interim, the hostel accommodation and assessment service could be provided from a facility at Aberdon House.

STRATEGY

Methodology

We recommend that a robust project management strategy and methodology, involving a Gateway Review process and incorporating Risk and Value Management principles, e.g. OGC, PRINCE2, be followed to support the new Homelessness Manager in delivering the Project.

Procurement

The procurement strategy for the project has not been confirmed, although indications are that the construction of at least one unit will require early approval to proceed. It may be necessary to look at pricing the works on a schedule of rates basis.

Options for fast-track procurement for the temporary solution include using Building Services. Alternatively in order to demonstrate best value, tenders could be sought on a schedule of rates basis from contractors on the Council's Select List of Tenderers / Framework.

Consideration should be given to the development of a procurement strategy for the longer-term provision, which may demand early contractor involvement for the redevelopment of Victoria House. Options include traditional single-stage and two-stage or design-and-build.

Programme

An outline strategic programme, incorporating design, public consultation, the committee approval cycle, procurement, construction, fit-out and commissioning, has been prepared for the project to provide an indication of the likely development timeframe for each location to inform the decision-making process.

Aberdon House (Temporary Provision)

An outline programme for the provision of temporary accommodation at Aberdon House has been established as follows:-

1. Committee approval to proceed	Feb 2010
2. Planning, Building Warrant & HMO Application	Mar/Apr 2010
3. Complete design, schedule of works and cost plan	Mar/Apr 2010
4. Procurement & Pre-Construction Lead-in period	Apr/May 2010
5. Repairs and Alterations: Operations on site	Jun/Jul 2010
6. Fit-out, fixtures and fittings	July 2010
7. Handover	End July 2010

Croft House & Spring Garden

Outline programmes prepared for the alterations to Croft House and Spring Garden as part of the Options Appraisal suggest that the delivery period would be 5-6 months longer than for Aberdon House; at Croft House this is due to the extensive repair works required and at Spring Garden because of the need to secure alternative office accommodation for City Council staff currently occupying the building.

Once planning approval were granted we would anticipate a period of 26-30 weeks to complete the necessary repairs, alterations and fit-out works at each location, leading to a Handover date of December 2010 for Croft House and Spring Garden. This suggests that neither Croft House nor Spring Garden would be suitable for short-term provision of the Housing Access Centre if early completion, in July/August 2010 is required.

Victoria House

Early indications are that a new-build development at Victoria House, the preferred long-term option, could be completed within 15-18 months of securing planning permission, however, a substantial amount of design work is required to provide a detailed cost estimate to secure Committee approval before submitting a planning application.

Alternatively, restoration of and extension to Victoria House could be achieved within a similar timeframe although this is not the preferred option.

1. Committee approval to proceed	Feb 2010
2. Drawings for planning application	Mar/Apr 2010
3. Planning, Building Warrant & HMO Application	Apr-July 2010
4. Complete design, schedule of works and cost plan	Apr-July 2010
5. Procurement & Pre-Construction Lead-in period	July-Sep 2010
New-Build Centre at Victoria House	
6. Demolish Victoria House	July-Sep 2010
7. New Building: Operations on site	Oct 10-Jul 11
8. Fit-out, fixtures and fittings	Aug/Sep 2011
9. Handover	Sep/Oct 2011

Once the new facility on the site of Victoria House was ready for occupation, the residents at Aberdon House could be relocated and the Aberdon House site would be available for redevelopment or disposal.

ORDER OF COST ESTIMATES

Minor Works

It has been established that Aberdon House is in a good state of repair and requires only minor work to bring it up to HMO standard. The outline scope of works scheduled in Appendix 2 has been estimated to cost in the order of £100,000-£150,000.

Repairs, structural alterations and refurbishment

Indications are that the cost to refurbish a hostel or similar property would be between £650 and £900 per square metre. However the figure quoted covers internal repairs/remedial works only; the total rate will be dependent on the extent of external repair works to be carried out, which is currently unknown and can only be established by carrying out a condition survey. An indication of the possible additional cost for exterior repairs is that the total for interior and exterior refurbishment is likely to be between £900 and £1100 per square metre.

New Build

The construction cost for a purpose-built centre of the type proposed would be in the order of £1400-£1600 per square metre, based on traditional construction on a cleared level site with no abnormalities requiring substantial additional foundations and with no planning constraints on type of materials to be used. The potential planning condition requiring the principal elevations to be constructed in granite, together with the lack of certainty with regard to the site conditions in the absence of a site investigation, could add up to £200 per square metre, resulting in an overall cost of between £1600 and £1800 per square metre.

The initial order of cost for **temporary provision** each building is therefore as follows:-

Aberdon House based on Gross Internal Floor Area (GIFA) of 2053m²
Minor works to provide a temporary facility: £100k-£150k

Croft House based on Gross Internal Floor Area (GIFA) of 2217m²
Minor works to provide a temporary facility: £300k-£450k

Victoria House The cost of repairs to bring the building in its current form back into use is estimated at £780,000-850,000. However the extent of repair works required means Victoria House could not be used as a short-term measure as it could not be brought back into service within 6 months.

Spring Garden To provide a temporary facility, Spring Garden would require major internal alterations at an indicative rate of £900-1100/sq.m: which, based on the Gross Internal Floor Area (GIFA) of 1379m² would equate to between £828k-£970k. However the number of persons which could be accommodated is less than 50% of the specified accommodation requirements of the Homelessness Manager for temporary provision. As Spring Garden is currently in use as office

accommodation for Aberdeen City Council staff, it is unsuitable for short-term provision.

On the basis of the information provided, Aberdon House offers the best value in terms of cost of repair/refurbishment works to provide a temporary facility.

The initial order of cost for **permanent provision** at each building is as follows: -

Victoria House
(Refurbishment)

An estimate of the gross internal floor of the existing buildings has been calculated, based on the original Jenkins and Marr (Archial) proposal for conversion and extension to form 24 flatted units including 9 new-build units. The estimate of the gross internal floor area (GIFA) of Victoria House is approximately 1600 sq.m (excluding the basement).

The original Jenkins and Marr (Archial) proposal gives an order of cost estimate of £2.385m at March 2003 for all alterations, repairs and the new extension. This equates to a cost per square metre of almost £1,500. However the figure in the Jenkins and Marr (Archial) proposal reflects the extensive repair and alteration works required to bring the building into use, which would involve major structural alterations and remodelling. It is possible that additional work would be required to refurbish the building to current National Care Standards.

The tender price index shows an increase of 7.7% from March 2003 to 1st Quarter (January-March) 2010. On this basis an up-to-date order of cost for the refurbishment of Victoria House to the standards pertaining in 2003 would be between £2.8 and £3.4 million.

Victoria House
(New Build)

An indicative layout for a purpose-built facility has been prepared, with new-build hostel and assessment centre and an existing building on site refurbished to form the Housing Access Centre. An indicative cost has been established, based on the indicative layout

Based on an order of cost of £1600-1800 per square metre for a combination of new construction and refurbishment works, we consider that the anticipated capital cost of developing the new facility on the site of Victoria House would be in the order of £4.4-4.95 million excluding land costs, professional fees and charges.

The order of cost estimate is based on the assumption that the new building on the site of Victoria House would be of traditional construction, of no more than 6 storeys in height, requiring no specialised foundations, with the offices, kitchen, laundry, seating

and dining accommodation on the ground floor and residents' and staff accommodation on the upper floors.

No allowance has been made for unforeseen ground conditions, compliance with planning constraints, specialist materials or construction methods or any other abnormal costs. It is assumed that the granite would be re-used or a credit obtained for it as part of the demolition contract.

Aberdon House based on Gross Internal Floor Area (GIFA) of 2053m²
Total refurbishment at £900-1100/sq.m: £1.8-£2.25 million

Croft House based on Gross Internal Floor Area (GIFA) of 2217m²
Total refurbishment at £900-1100/sq.m: £1.99-£2.5 million

Spring Garden based on Gross Internal Floor Area (GIFA) of 1379m²
Total refurbishment at £900-1100/sq.m: £1.25- £1.5million

Indicative cost per unit of accommodation and cost per occupant are contained in the options table following the Executive Summary.

On the basis of the information available, the option to redevelop the site of Victoria House with a new purpose-built facility offers best value in terms of cost per resident.

Early Cost Advice

It is particularly difficult to provide cost advice on a project where many variables remain outstanding. The order of cost estimates are based on all available design information, however unknown project and/or site constraints could still have a significant effect.

Initial cost advice was provided to the Homelessness Manager in December 2009, based on statistical analyses of prices and costs sampled from industry data on completed projects, held within a Surveying database. In an attempt to provide an improved indication of the order of cost we have consulted data from past projects in which RLF has been involved, which are more relevant to the local market conditions.

The figures indicated above can only act as a **general guide** to the level of construction costs until such time that sufficiently detailed information is available, based on detailed drawings and/or a schedule of works, to enable an elemental cost plan to be produced.

Pricing Document for Tender

Once the brief has been signed off and the decision on the option/s to pursue has been confirmed, drawings / sketches and a detailed specification / schedule of work will need to be prepared detailing the full extent of remedial / repair work and remodelling work at each location, to enable pricing to be established; initially in the form of an elemental cost

plan, leading to a schedule of works for tendering. Elements to be considered include but are not limited to:

Repairs and remedial work

- External envelope – walls
- External envelope – windows
- External envelope – external doors
- External envelope – roof
- Internal fabric – load bearing walls
- Internal fabric – partition walls
- Internal fabric – internal doors
- Internal fabric – staircases
- Internal fabric – lift
- Services – mechanical / ventilation / heating
- Services – electrical supply and distribution
- Services – waste water disposal
- Services – rainwater disposal
- Services – water supply
- Services – Gas supply

Remodelling work

- New internal partitions
- New floor, wall and ceiling finishes
- New heating system, hot and cold water distribution
- New sanitaryware
- New fitted kitchen and appliances
- New furniture, soft furnishings; bedding, curtains and the like (tbc)
- New alarm system: fire and safety/security

External Works

- Remedial work to paving
- New landscaping and planting

An indication of the works required to provide the temporary facility at Aberdon House is contained in Appendix I.

With regard to permanent provision, if the decision to demolish Victoria House and develop the site is endorsed by Council, then a detailed design with production information will form the basis of the pricing document for the works.

APPENDIX I OPTIONS APPRAISAL MATRIX – TEMPORARY PROVISION

Option	Location	No of units (See note 1)	Timescales	Estimated Cost (See note 2)	Cost per unit	Cost per occupant	Community impact H/M/L (ACC assessment)	Provision to accommodate H.A.C. on site?	Conclusion / Recommendation
Aberdon House	Coningham Road, Aberdeen, AB24 2TW	36 Units 35 x single wpf* 1 x 1 bed flat (35-37 occupants) 1 x 2 bed flat (for staff use)	Completion Jul/Aug 2010	£100,000-£150,000	£2,750-£3,000	£2,000-£2,750	High	Yes	Provides 80-85% of temporary requirements. Only minor works needed to bring up to standard. Suitable for use as a temporary facility until permanent facility becomes available.
Croft House	Old Croft Terrace, Aberdeen, AB16 5UD	50 Units 50 x single wpf* 1 x 1 bed flat (50-52 occupants) 1 x 2 bed flat (for staff use)	Completion Nov/Dec 2010	£330,000-£450,000	£6,000-£9,000	£6,000-£9,000	High	No	Not recommended for the temporary facility as extensive repairs are required to bring up to current standards.
Victoria House	80-84 West North Street, Aberdeen, AB24 5AR	28 Units 28 x single rooms without private facilities (wpf)	Completion March 2011	£780,000-£850,000	£28,000-£30,000	£28,000-£30,000	Medium to Low	Yes	Not recommended due to extensive remodelling, structural alterations and repairs needed to bring up to current standards
Spring Garden	74-84 Spring Garden, Aberdeen, AB24 1GN	Currently in use as Aberdeen City Council Office accommodation. See Note 3	-	-	-	-	Medium to low	Yes in existing office space on ground floor	Unsuitable for temporary use in the short term. Extensive remodelling would be required to form permanent facility.

Notes

- (1) Units range from single rooms *without private facilities (wpf), single ensuite, 1-bed flat for 1-2 occupants, 2-bed flat for 1-2 occupants, 4-bed flat for 5-8 occupants
- (2) The above Cost Estimate is based upon 50-75/sq.m for minor alterations and fit-out works and £150-200/sq.m for more extensive fabric repairs only; major repairs, structural alterations and extensive refurbishment has been excluded from the analysis of providing a temporary facility on grounds of cost and time constraints.
- (3) The existing upper floor rooms are unsuitable for use in their current form: would require planning permission for change of use and extensive internal alteration work.
- (4) The table below for permanent works includes an estimate of the cost of permanent repairs and major refurbishment costs at between £1100-1300/sq.m for structural alterations, repairs and refurbishment: at Aberdon House the cost is likely to be lower due to considerably better state of repair. New build cost £1600-1800/sq.m.
- (5) Aberdon House cannot be converted for permanent use whilst still in use as temporary facility.

APPENDIX II
OPTIONS APPRAISAL MATRIX – PERMANENT PROVISION

Option	Location	No of units (See note 1)	Timescale	Estimated Cost (See note 4)	Cost per unit	Cost per occupant	Community impact H/M/L (ACC assessment)	Provision to accommodate H.A.C. on site?	Summary
Aberdon House	Coningham Road, Aberdeen, AB24 2TW	20 Units 9 x single ensuite 7 x 1 bed flats 3 x 2 bed flats 1 x 4 bed flat (34 occupants)	Completion March 2012 (See note 5)	£1.8-£2.25m	£90,000-£112,500	£53,000-£66,000	High	Yes	Provides <u>only 65%</u> of HAC accommodation requirements and is less cost-effective than other options.
Croft House	Old Croft Terrace, Aberdeen, AB16 5UD	Option I: 25 Units 10 x single ensuite 1 x 4 bed flat 14 x 1 bed flat (29-46 occupants)	Completion Nov/Dec 2010	£1.99-£2.5m	£79,600-£80,000	£43,000-£86,000	High	No	Not recommended for permanent provision. No provision for HAC on site. Option 1 offers <u>only 75%</u> of requirements. Option 2 virtually fulfils requirements but at a higher unit cost than Victoria House.
		Option II: 32 Units 21 x single ensuite 1 x 4 bed flat 10 x 1 bed flat (35-49 occupants)		£1.99-£2.5m	£62,000-£78,000	£41,000-£71,500			
Victoria House	80-84 West North Street, Aberdeen, AB24 5AR	Extension/Alteration 24 Units 2 x 2 bed flat 22 x 1 bed flat (26-52 occupants)	Completion Nov 2011	£2.8-3.4m (Jenkins & Marr report March 2003 @ Jan 2010)	£117,000-£142,000	£54,000-£130,750	Medium to low	Yes	Alteration and extension provides <u>75-95%</u> of HAC requirements but at a high cost per occupant. The new build facility proposed would fulfil <u>more than 100%</u> HAC requirements and meet care standards more effectively than altering / extending the existing building. <u>Recommended for permanent provision</u>
		New Build 35 Units 10 x single ensuite 20 x 1 bed flats 3 x 2 bed flats 1 x 4 bed flat (41-70 occupants) 500 sq.m Staff Area + 360 sq.m HAC office	Completion Sep 2011	£4.4-4.9m Total cost incl. HAC £4.0-4.5m Accommodation only	£125,000-£140,000 incl. cost of HAC £114,000-£125,000 Accommodation only	£63,000-£119,500 incl. cost of HAC £57,500-£110,000 Accommodation only			
Spring Garden	74-84 Spring Garden, Aberdeen, AB24 IGN	24 x single ensuite (24 occupants)	Completion Nov/Dec 2010	£1.25-1.5m	£52,000-£62,500	£52,000-£62,500	Medium to low	Yes	Provides <u>less than 50%</u> of accommodation requirements.

APPENDIX II

OPTIONS APPRAISAL MATRIX – PERMANENT PROVISION

Notes

Units range from single rooms *without private facilities (w/f), single ensuite, 1-bed flat for 1-2 occupants, 2-bed flat for 1-2 occupants, 4-bed flat for 5-8 occupants

- (1) The above Cost Estimate is based upon 50-75/sq.m for minor alterations and fit-out works and £150-200/sq.m for more extensive fabric repairs only; major repairs, structural alterations and extensive refurbishment has been excluded from the analysis of providing a temporary facility on grounds of cost and time constraints.
- (2) The existing upper floor rooms are unsuitable for use in their current form: would require planning permission for change of use and extensive internal alteration work.
- (3) The table below for permanent works includes an estimate of the cost of permanent repairs and major refurbishment costs at between £1100-1300/sq.m for structural alterations, repairs and refurbishment: at Aberdon House the cost is likely to be lower due to considerably better state of repair. New build cost £1600-1800/sq.m.
- (4) Aberdon House cannot be converted for permanent use whilst still in use as temporary facility.

HOUSING ACCESS CENTRE - Homelessness Service and Accommodation for Homeless

Contract 6921

Order of Cost Estimate - 10 February 2010

TOTAL DEVELOPMENT COST

Description of Costs associated with the developments

	Victoria House Predominantly New Build - Permanent	Victoria House Refurb/Extension Permanent	Croft House Refurbishment Permanent	Spring Garden Refurbishment Permanent	Aberdon House Refurbishment Temporary/Short term
1- LAND COSTS	700,000	700,000	700,000	600,000	550,000
All Sept 2009 valuation except Spring Garden (2005)					
2 - ENABLING COSTS					
Demolition & Site Clearance Costs (Victoria House only)	75,000	0	0	0	0
Professional Fees and Corporate Administration costs for the demolition/ site clearance works (12% as reported to Committee)	9,000	0	0	0	0
Direct payments paid through the demolitions contracts	0	0	0	0	0
3- BUILD COSTS					
Construction cost - as figures shown in report to committee	4,500,000	2,750,000	2,500,000	1,500,000	150,000
Options: Victoria House New-Build accommodation & refurbished HAC Victoria House refurbishment and extension Croft House refurbishment Spring Garden refurbishment Aberdon House (Temporary) refurbishment					
4- FEES					
Professional Fees and Corporate Administration Costs on the refurb/ construction costs (allowed as 12% meantime for this cost exercise)	540,000	330,000	300,000	180,000	18,000
(notional Professional fees for the demolition and remedial works contracts shown above against the specific contracts)					
TOTAL FOR ALL COSTS SHOWN ABOVE	<u>5,824,000</u>	<u>3,780,000</u>	<u>3,500,000</u>	<u>2,280,000</u>	<u>718,000</u>
TOTAL FOR BUILD COST AND ASSOCIATED PROFESSIONAL FEES ONLY (ie Items 3 and 4 only)	5,040,000	3,080,000	2,800,000	1,680,000	168,000
Deduct - for government grant allowance of 25,000 per unit	-750,000	-750,000	-625,000	-600,000	tbc
TOTAL FOR BUILD COST AND ASSOCIATED PROFESSIONAL FEES ONLY (ie Items 3 and 4 only) but grant allowance deducted	4,290,000	2,330,000	2,175,000	1,080,000	168,000

HOUSING ACCESS CENTRE - Homelessness Service and Accommodation for Homeless

Contract 6921

Order of Cost Estimate - 10 February 2010

	Victoria House Predominantly New Build - Permanent	Victoria House Refurb/Extension Permanent	Croft House Refurbishment Permanent	Spring Garden Refurbishment Permanent	Aberdon House Refurbishment Temporary/Short term
Build Cost inc Fees (no grant deduction)	5,040,000	3,080,000	2,800,000	1,680,000	168,000
Unit Cost excl grant	168,000	102,667	112,000	70,000	4,667
Build Cost inc Fees (including grant deduction)	4,290,000	2,330,000	2,175,000	1,080,000	168,000
Unit Cost incl grant	143,000	77,667	87,000	45,000	4,667
Total Development Unit Cost inc Fees	194,133	126,000	129,630	95,000	19,944

Notes

Average cost of units (no differentiation between property types - strictly Total shown divided by the number of units on each site) refer to table below for average unit costs both without and with the grant deduction.

The unit costs are shown for build cost with associated professional fees allowance only.

Valuation at September 2009 for Spring Garden to be established

Demolition cost based on Order of Cost Estimate from Coleman Demolition

No direct payments have been identified / advised

Build costs shown are from RLF Order of Cost Estimates

APPENDIX IV

ABERDON HOUSE TEMPORARY HOMELESSNESS ACCOMMODATION OUTLINE SCOPE OF WORKS

GENERAL - EXISTING

Bedrooms have smoke detectors, wash hand basins and TV points

Bedroom doors (including door closers) to be retained

Most bedrooms contain furniture. Confirmation required from Social Work that all furniture to remain. Homeless unit to advise furniture to be retained.

Bedrooms do not have built-in storage

GENERAL – PROPOSED

Building warrant application for conversion of building

Supply and fit new curtain tracks and fire retardant curtains throughout

Door locks to be replaced with latch style lock with thumb turn internally – master key system

Tunstall call system to be removed

Low surface temperature covers located in main entrance area to be re-fitted to radiators

Communal doors to be replaced with half hour FR self closing doors

Generally decoration is acceptable - allowance to be made for painter work.

Signs or water penetration in a few locations – roof to be inspected

Boarding over windows to be removed

Professional clean

ELECTRICS

Check battery packs

Check emergency lighting

Check keyed switches on external fire doors

FIRE SAFETY

Arrange for emergency signage and fire fighting equipment survey by specialists

Holes to be filled with intumescent sealant (half hour protection)

Ducts in stores off commercial kitchen to be sealed

Door grilles above bedroom doors to be removed, intumescent filler installed, and grille replaced.

Joiner to check fire doors once heating on to ensure good fit

NEW KITCHENS

Building warrant approval required

Fire blanket

60 l/s extractor fan

Heat detector (smoke detector not recommended)

ASBESTOS REPORT

Undercloak to roof – cement sheet, chrysotile

Pipe box in boiler room – insulation board, amosite

(25 November 2009 – asbestos inspector requested to sample ceilings in entrance block)

01 Dec 2009

**APPENDIX V
PROPOSED HOMELESSNESS CENTRE – LEVEL OF CARE PROVISION**

	Element of Care	Nature of Support Provided
Health	Taking Medication	Prompting or reminding re medication
	Obtaining medication	Prompting or reminding re prescriptions, or collecting medication for the service user
	Smoking	Advising and reminding re safety of accommodation e.g. where there is a risk of fire due to lighted cigarettes
	Substance misuse	Advising and assisting to access rehabilitation services
Nutrition	Special diet	Reminding re special diet (e.g. when writing shopping lists/cooking etc) or referring to specialist agencies
	Ability to prepare meals	Advising and assisting with food preparation, and development of these life skills
	Using cooking facilities	Advising and assisting on how to use cooking facilities and ensuring safety of the service user in using cooker, and developing these life skills
Mental Health	Mood	General counselling as part of support package, or referring to GP/ specialist mental health agencies as appropriate
	Motivation	General counselling - motivation may impact on various housing support tasks e.g. ability to prepare food, motivation to clean, getting out and about, shopping etc
	Disturbance/ Disruption	Advising service user re strategies for dealing with instances of disturbance or disruption - minimising impact of this on neighbours
	Aggression (verbal or physical)	General counselling and devising strategies for dealing with aggression, or referring to specialist agencies as appropriate
	Making decisions and planning ahead	Assisting to plan ahead and making decisions regarding housing related issues
	Memory/cognition	Assisting to devise memory aids for housing related issues (e.g. memory cards re locking doors/keeping appointments etc), or reminding service user re various housing related tasks
	Behaviour	General counselling re behaviour in and around accommodation (e.g. advising re acceptable behaviour in order to avoid anti-social behaviour complaints etc)
	Awareness of danger/risks	General counselling and reminding re areas of danger/risk within accommodation (e.g. controlling access to accommodation, security of home, fire/flood awareness, how to safely use appliances etc)
Social Behaviour / Community Living	Communication	General counselling and advice around how to communicate with others, including various methods of communication (e.g. making telephone calls/ developing relationships with others - including other service users within shared accommodation/ professionals/ neighbours etc)
	Socialising	Assisting to develop social networks/link into social activities (including residents within sheltered housing complexes)
	Taking part in social activities	Encouraging and enabling to participate in social activities, including introducing to these, and ensuring regular attendance
	Pursuit of personal interests	General counselling and advice re personal interests, including gathering information, linking in to activities etc
	Maintaining relationships	Encouraging and enabling relationships to be developed/ sustained, at various levels, including professional, social, family and neighbour relationships

	Using the telephone	Assisting and supervising the use of a telephone - developing confidence and encouraging to make telephone calls with regard to housing or personal circumstances (to prevent social isolation)
	Transport (for outings, appointments etc)	General counselling and advice around the use of transport to get to important appointments/get to social events etc
Life Skills/ Opportunities	Literacy / Numeracy	General counselling, getting advice or information, or referral to agencies for assistance with literacy/numeracy
	Education	General counselling and assistance getting advice or information re education opportunities (college courses, informal local courses etc)
	Training	General counselling, getting advice or information, or referral to agencies re training opportunities, and encouragement/assistance to attend training as necessary
	Employment	General counselling, getting advice or information, or referral to agencies re employment opportunities, and encouragement/assistance to attend
	Engaging with services / professionals	Assisting/encouraging individuals to engage with a wide variety of services and professionals, appropriate to the setting up or sustaining of accommodation, keeping medical appointments, attending benefits appointments etc
	Summoning help/alerting others	General counselling and advice about who to contact, and when, in the case of an emergency; this may also cover raising the alarm through community alarm systems/dispersed alarms etc
	Arranging and keeping appointments	General counselling about and assistance to make appointments (with a variety of individuals and professionals), and reminding to keep them, as required
Maintaining the Accommodation	Doing housework (inc window cleaning)	General counselling and advice/doing the housework or window cleaning, where the service user is unable to do this for themselves (e.g. physical disability etc)
	Doing laundry	General counselling and assistance or supervision with laundry
	Using heating	Advising the service user re the safe use of heating facilities, e.g. electric/gas fires, central heating systems etc; ensuring that safety is addressed and advising how to arrange repairs to heating systems, if required
	Using appliances	Advising and supervising the service user re the use of appliances, and addressing how to arrange repairs, if required
	Using gas	Advising and supervising the service user re the safe use of gas, including fires, cookers, central heating systems etc; referring for an assessment, where the service user is at risk using gas themselves; assisting to or advising how to arrange repairs to be carried out as required
	Maintaining a safe and secure home (inc minor repairs)	Advising and assisting re how to keep accommodation safe and secure e.g. ensuring locks are safe, arranging additional security measures if required e.g. door chains etc; advising re smoke alarms; assisting or supporting the service user to report any repairs required to the tenancy, as required; this may also include controlling access to the accommodation

	Shopping and general errands	Advising and assisting the service user re shopping and general errands (e.g. collecting benefits money; dealing with prescriptions etc); going shopping or errands for the client, where they are unable to do this for themselves (e.g. due to physical/ mental health problems etc),
	Managing household and personal affairs	Advising and assisting the service user to manage household and personal affairs e.g.: making referrals for income maximisation; assisting with benefits/grant applications; advising re budgeting; setting up payment plans for utility bills; money management; dealing with correspondence; etc
	Moving to other accommodation or resettlement	Advising or assisting the service user to move into other accommodation; this may be helping someone that is currently homeless to access accommodation for the first time; it might involve moving from supported accommodation to less supported accommodation, or vice versa; the tasks included in this element of support can be quite varied; examples of these are: completing an application for housing; making regular bids/applications for housing; actually moving in to the accommodation; ensuring that the accommodation is habitable (in terms of repairs, décor etc); ensuring that the accommodation is adequately furnished; ensuring that there are heating/ cooking facilities in place; ensuring that utilities are connected; assisting client to register with local GP/ dentist etc

STAFFING

Accommodation Details of the level of care which the staff will provide at the Centre are contained within Appendix 2. Care will be provided during the day and at night. As staff will be required to provide care at all times, provision must be made within the Housing Access Centre for staff welfare facilities as well as office accommodation.

The Office accommodation requirement for Homelessness Service staff has been established within the Specification prepared by the Homelessness Manager: -

- reception area
- 5 interview rooms
- open plan office for 30 staff
- space for equipment and storage of files etc.
- 3 small offices
- staff kitchen
- staff rest room
- toilets

Staffing Levels

The Specification prepared by the Homelessness Manager indicates that the staff team would number 25, working shifts, with a maximum of 8 staff on duty at the Housing Access Centre at any one time.

The staffing levels for the temporary and permanent provision of homeless accommodation are the subject of a separate report being prepared by the Homelessness Manager.