

Please note Part 2 report is now confidential appendix.

London Borough of Enfield

Portfolio Report

Report of: Mark Bradbury

Subject: Dugdale Refurbishment

Cabinet Member: Cllr Ian Barnes

Executive Director: Sarah Cary

Ward: Town / All

Key Decision: 5433

Purpose of Report

1. This report provides details of the investment in refurbishing Dugdale Arts Centre and Museum of Enfield, improving its capacity as sustainable placemaking cultural hub for Enfield Town.

Proposal(s)

2. Note the refurbishment plans as set out in this report, including the enhancement of the Museum of Enfield, the cafe and performance spaces in the Dugdale Arts Centre.
3. Approve the spend of £1.5million from existing capital budget approved as part of the 10 year Capital programme in February 2022 (KD5353).
4. Delegate authority to the Director of Environment and Operational Services in consultation with the Executive Director – Resources to appoint contractors and consultants in accordance with Contract Procedure Rules as necessary to deliver the programme provided such appointments do not exceed the budget authorised in paragraph 3 above.

Reason for Proposal(s)

5. To address the necessary requirement to make Museum of Enfield a central feature of Dugdale Arts Centre following relocation of some museum galleries from floor one of Thomas Hardy House to the ground floor and make improvements to the internal layout necessitated by move of main entryway.

6. To create a full size, environmentally friendly commercial kitchen able to serve 75 covers with both daytime and evening café and operation, providing a key revenue stream to support and enhance the centre's cultural operation.
7. To create an outward facing and engaging approach to the centre which makes clear this is an inviting cultural space and makes use of the surrounding public realm.
8. To retain the theatre and dressing rooms as-is and create new cultural spaces including permanent and temporary museum exhibitions, education space, pop-up retail point for local creative businesses, gallery area and flexible seating and performance areas.

Relevance to the Council's Plan

9. Proposal delivers strongly on five elements of the Council's Plan:
 - a. *Craft a cultural offer for Enfield to support London's status as a world class city* with a best-in-class multi-functional arts centre and museum
 - b. *Develop town centres that are vibrant, safe and inclusive* anchored with a day and evening cultural and F&B offer
 - c. *Enhance skills and connect local people to opportunities* providing workshops, meeting point and employment for creative sector
 - d. *Drive investment to deliver good growth for London* increasing the attractiveness of Enfield Town to professional sector employers
 - e. *Inspire and empower young Enfield* through connection to the borough's heritage and a programme of events and activities
 - f. *Create healthy streets, parks and community spaces* through inclusive design that welcomes everyone inside and outside the centre

Background

10. The Dugdale – one of only four dedicated cultural venues in Enfield – was first opened in 2008, has hosted a variety of civic and community services and currently houses Museum of Enfield, 98-seat studio theatre, gift shop, gallery space and EnFood café.
11. With the revision to floors one and two of Thomas Hardy House (Build The Change) commitments have been given that additional museum capacity will be created on the ground floor. This and other impacts of the Build the Change works create a need and an opportunity to invest in the space to ensure its future as a sustainable cultural centre and cornerstone of revitalised Enfield Town.
12. The Council's Heritage Strategy *Making Enfield* contains a commitment to increasing museum audience development to reflect Enfield's communities at the present day, and to making museum collections more accessible.
13. The Council's Cultural Strategy, *Culture Connects*, recognises the potential of the Dugdale to support Enfield's night time economy.

Main Considerations for the Council

14. The works to be funded by the budget draw down are illustrated in Appendix B, and include:
- New dedicated entrance to the Cultural activities on the ground floor
 - New external facilities, e.g. seating and planting
 - New external sign
 - Refurbished informal performance space, including enhanced acoustic measures
 - Relocated and enlarged café
 - Expanded and refurbished museum collection
 - Moveable and expandable tiered seating.
15. The refurbishment and new works will not require planning. Affected Council services, e.g. museums, culture, have been consulted about the proposals. External stakeholders, such as the Arts Council, local civic groups and cultural groups which use the Dugdale will have the opportunity to comment on the designs over the next few months. Subject to this decision, the timetable proposed enables the Dugdale to be open for cultural use before the Christmas 2022 season.
16. Proposed works have been costed by external surveyors and cost consultants at £1.5 million at current rates, including substantial contingency. The finance implications below detail how the project will be funded from within the approved capital programme.
17. A procurement process has been undertaken to appoint Willmott Dixon as contractors to deliver building works for floors one and two of Thomas Hardy House. It is proposed that these works be delivered as an extension to this existing contract, with delegated authority to Director of Environment and Operational Services Doug Wilkinson to appoint.
18. There are no additional revenue implications; all staffing and centre activity is already budgeted within Council's Medium Term Financial Plan. The MFP does, however, assume revenue generation from improved café-restaurant facility to support cultural activity.
19. The business case (Appendix A) prepared by the Council's commercial team for café-restaurant based on customer and spend-per-head figures achieved for daytime and evening food service in Dugdale pre-pandemic. These show a net profit of £550k over five years. If industry-wide risks due to pandemic, staff shortages and supply chain are mitigated, there is the potential to realise net profit of £830k as outlined given low levels of F&B offer in Enfield Town and popularity of food businesses with an ethical, environmentally friendly and locally-focused approach.

Safeguarding Implications

20. No safeguarding implications to proposal.

Public Health Implications

21. Cultural activity and opportunities for social connection play a key role in community health and wellbeing. The Dugdale team participates in a range of public health initiatives and delivers programming with a wellbeing focus such as Mindful Art Café. This service will be enhanced by improved facilities.

Equalities Impact of the Proposal

22. Dugdale will continue to provide an inclusive and accessible cultural service. The proposals ensure physical access to all spaces for wheelchair users and include supportive design features for those with hearing or sight impairments. The centre is free to enter ensuring full access to museum and gallery and seating is set aside outside the café area to ensure a welcome to all, whether or not café customers. Dedicated buggy parking is included and the space is family friendly, with museum text and exhibits included at a range of heights.

Environmental and Climate Change Considerations

23. Proposal will improve environmental performance of service with an all-electric kitchen. Active travel to venue will continue to be encouraged and proposal works in partnership with planned Healthy Streets delivery of improved cycle access to venue. This is part of a wider improvement programme for the building, which will see investment in carbon saving technologies including heat pumps to reduce the carbon emissions of the site.

Risks that may arise if the proposed decision and related work is not taken

24. The cultural budget depends on the Dugdale providing a café with traded income. Not proceeding to refurbish the Dugdale will substantially restrict the service income and have a negative impact on the revenue budget and or the service overall.

25. Not proceeding at this time will add additional costs and complexity. The current proposal for works to be carried out in tandem with Build the Change building works on first and second floors creates some savings and ensures Dugdale period of closure is kept to a minimum.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

26. The construction costs could come in over the budget in this report. The costs have been prepared based on architectural designs by an external consultant and a healthy contingency of 5% has been included. The budget will be controlled by regular review and approvals process as per the Build the Change.

27. Building programmes carry complex interdependencies and supply chains currently negatively impacted by pandemic and Brexit such that timetable is at risk and proposed December reopening may be affected. Risks reviewed weekly with Build the Change team, some contingency time included, service has plan to maintain cultural delivery in event of delayed opening.

Financial Implications

28. The Dugdale refurbishment is a new Capital project, approved as part of the 2022/23 ten year capital programme. A budget envelope of £1,579m is included in the ten year programme (KD5353).
29. The total budget is funded through a transfer of previously approved Town centre regenerations budgets of £600k. The balance of £979k represents growth to the capital programme, of which £821k is funded by Community infrastructure Levy (CIL), as approved by the Strategic Planning Board on the 14.02.2022 and the balance will be funded by Council borrowing
30. The Project is forecast to start and complete during 2022/23

Legal Implications

MD 22nd February 2022

31. The Council has the power under s.1(1) Localism Act (2011) to do anything individuals generally may do providing it is not prohibited by legislation and subject to Public Law principles. The Council therefore has sufficient power to undertake the works described in this report.

Any procurement of contracts must comply with the Council's Contract Procedure Rules and the Public Contracts Regulations 2015. Any variation of existing contracts must also comply with the Council's Contract Procedure Rules and the Public Regulations 2015, which limit the circumstances in which variations can be made.

The Council's Sustainable and Ethical procurement policy must be followed for all procurements. Recent National Procurement Policy asks all contracting authorities to consider the following national priority outcomes alongside any additional local priorities in their procurement activities: creating new businesses, new jobs and new skills; tackling climate change and reducing waste; and Improving supplier diversity, innovation and resilience. Following the Council's Sustainable and Ethical procurement policy will support this requirement.

Further advice should be obtained from Legal Services in relation to the appointment of contractors and consultants for the delivery of this programme of works. Detailed legal implications will be provided in any future report authorising such appointments.

Workforce Implications

32. No workforce implications to this proposal.

Property Implications

33. The building of which the Dugdale is part is leased-in by the Council on a 250-yr lease at a peppercorn rent. The lease permits internal non-structural alterations and additions, and alterations to entrances, subject to Landlord's consent which is not to be unreasonably withheld or delayed.

34. Such consent will be required from the Landlord prior to works commencement, however the likelihood of such consent being denied is considered highly remote owing to the nature of the proposed works, and also that greater works to upper floors having been consented by the Landlord during the course of the past 12 months.

Other Implications

35. None.

Options Considered

36. Not delivering these works – not possible given requirement to move doors and relocate full museum within Dugdale.
37. Reduced scope of works – need to relocate museum, relocate door and create larger café-restaurant business that provides revenue return require substantial revision to services which forms the bulk of proposed costs, ie no reduction in scope possible.

Conclusions

38. The proposal will deliver significant benefit to Enfield Town including to its public realm, public welcome and evening economy and to the cultural infrastructure of the borough. The works also support the delivery of the Council's Heritage Strategy and Cultural Strategy.
39. Appropriate sources of funding have been identified through the Capital Finance Board, including development obligations. There is potential for project to be realised for less than proposed budget envelope.
40. The proposal is timed to allow financial and operational economies through a shared build timetable with works to floors one and two of Thomas Hardy House.

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Date of report 11.2.2022

Appendices

Background Papers

The following documents have been relied on in the preparation of this report:

Appendix A 2021.12.21 Dugdale Restaurant Business Case vF
Appendix B1170_DAC_DesignUpdate_Stage2 report by specialist culture architects DPQ for LBE