

CABINET

16 September 2009

PRINCIPAL SCRUTINY COMMITTEE

21 September 2009

SPECIAL COUNCIL

1 October 2009

GUILDHALL – BAPSY BEQUEST, ESSENTIAL REPAIRS AND REFURBISHMENT

REPORT OF HEAD OF ESTATES

Contact Officer: Kevin Warren Tel No: 01962 848528

RECENT REFERENCES:

CAB1859: Guildhall – Bapsy Bequest and Essential Repairs - 17 June 2009

CAB 1570: Bapsy Bequest Update - 12 December 2007

EXECUTIVE SUMMARY:

The report updates Members on the outcome of the feasibility study undertaken into the refurbishment of the Guildhall. The report identifies the work undertaken by the team of Consultants, outlines the scope of the proposed works to the building and details their estimated cost.

The report seeks authority to incur capital expenditure of £1.314 million in the Capital Programme towards the cost of the refurbishment and alteration of the Guildhall.

It also seeks approval for supplementary capital estimates and authority to incur expenditure of £1.884 million and a supplementary revenue estimate of £300,000 relating to lost income during the construction period. The recommendations in this report are reflected in CAB1886 – Capital Strategy and Revised Programme which will also be considered by Principal Scrutiny Committee and full Council.

The report seeks approval to the budget for the works proposed to the Guildhall and agreement to proceed with the project. Authorisation is requested to prepare and submit planning and other applications for the statutory consents necessary to enable the project to proceed.

The report confirms the Construction Management method of procurement outlined in CAB1859.

For the feasibility study, the professional team were appointed by competitive quotation. For the construction project to commence in the timescale identified in the report, it will be necessary for the appointment of the Project Managers, Architects, Structural and Mechanical and Electrical Engineers to be confirmed without recourse to further tendering.

## RECOMMENDATIONS:

### To the Cabinet and Council

- 1 That the proposals for the refurbishment and alteration of the Guildhall described in the report are agreed and the indicative budget cost of £3.198 million be approved.
- 2 That a supplementary capital estimate of £1.884 million be approved in addition to £64,000 of Guildhall works already in the programme in 2009/10, to enable the additional maintenance and improvement works to be undertaken to the Guildhall at the same time as the Bapsy scheme is implemented utilising the Bapsy Bequest in full, together with accumulated interest, assumed at £1.422 million of which £1.250 million is currently included in the Capital Programme.
- 3 That the associated revenue consequences of the proposals (of up to £300,000 relating to lost income during the construction period in 2010/11) be approved as a supplementary revenue estimate in accordance with paragraph 7.10 of the Financial Regulations, to be funded from the Major Investment Reserve.

### To Cabinet

- 4 That a programme be agreed with the project managers for keeping the Guildhall open as far as is practical during the construction works so as to minimise disruption to users.
- 5 That the Head of Estates be authorised to submit planning and other applications for works to be undertaken to the Guildhall requiring statutory consent.

- 6 That a direction be made under Contract procedure Rule 3.3(a) to authorise the Head of Estates to appoint the Project Managers, Architects, Structural and Mechanical & Electrical Engineers outlined in paragraph 1.3 of the report to develop the project to enable Planning and Listed building Applications to be submitted to enable a project commencement date of January 2010 to be achieved, if the Council approves the project at its meeting on 1 October.
- 7 That a budget of £75,000 be approved under Financial Procedure Rule 6.4 (release of capital expenditure) to enable the statutory applications to be developed and submitted following the meeting of Cabinet on 16 September and in advance of the Council meeting on 1 October.
- 8 That subject to the Council approving the project at its meeting on 1 October:
- (a) a direction be made under Contract procedure rule 3.3(a) to authorise the Head of Estates to appoint the Project Managers, Architects Structural Engineers and Mechanical & Electrical Engineers outlined in paragraph 1.3 of the Report to undertake the main construction project
  - (b) authority be given under Financial procedure Rule 6.4 to incur the capital expenditure for the scheme up to the amount included in the Capital programme approved by the Council
  - (c) The Head of Estates be authorised to accept the tenders received for the works in accordance with the Contract Procedure Rules, following their assessment by the Quantity Surveyors and subject to their ability to undertake the works within the required timescale.

To Principal Scrutiny Committee:

- 9 That the Committee consider whether it wishes to draw Cabinet's attention to any matter raised in the report and whether it wishes to call in the proposals for supplementary capital and revenue estimates of £1.884 million and up to £300,000 respectively.

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## GUILDHALL – BAPSY BEQUEST, ESSENTIAL REPAIRS AND REFURBISHMENT

### REPORT OF HEAD OF ESTATES

#### DETAIL:

#### 1 Introduction

- 1.1 In the report of 17 June, (CAB1859 refers) proposals were outlined for improving the suitability of the Guildhall for community use using funds made available to the Council under the Bapsy Bequest, while carrying out refurbishment works to the building which had been identified as being necessary in a condition survey commissioned by the Head of Property Services.
- 1.2 Cabinet approved a budget of £35,000 to undertake a feasibility study and Gentle Associates were duly appointed as Project Managers to progress this work. In order to develop the project Gentles identified that it would be necessary to appoint a range of consultants to ensure that detailed technical information was available to enable them to assess the likely cost of the project.
- 1.3 Competitive quotations were invited from a range of consultants, including many who have been involved in previous studies into the building. The following consultants were duly appointed:
- Structural Engineers – Paul Tanner Associates
  - Mechanical & electrical Engineers – MKP Consultants Ltd
  - Architects – Chaplin Farrant Wiltshire Ltd
  - Asbestos Specialists – Merryhill Asbestos Testing & Consulting Ltd
  - Land Surveyors – Harris Surveys Ltd
- 1.4 The team of consultants have worked closely with Council Officers to develop the scope of the works, which are both necessary and desirable. The team

started the project by reviewing the works previously undertaken for the Council and carrying out studies into the function, fabric and structure of the building.

- 1.5 The team were also instructed to explore ways of meeting the objectives requested by the Principal Scrutiny Committee at its meeting of 22 June, namely:
- Re-roofing the King Alfred Hall with a metal cladding
  - The provision of a secure display case to allow some of the Civic Silverware and other artefacts to be permanently displayed and
  - Improving the energy efficiency of the building to help reduce carbon emissions.

## 2 Project Development

### Project Management Overview

- 2.1 Gentle Associates Ltd were appointed as Project Managers for the feasibility study. The company has also been appointed as construction management consultants and quantity surveyors. The feasibility study produced by the Consultants team is lengthy and comprehensive. An overview of the consultants work is set out in this report.
- 2.2. The initial draft scope of works the Consultants team were instructed to deliver an appraisal of is set out below

#### **Ground Floor:**

- Form new disabled entrance/access from The Broadway to allow full unhindered access to all areas of the building.
- New decorations throughout this newly created foyer area, existing stair and lobby areas to the east, including new carpets, doors, (or refurbish existing), ceiling and lighting etc.
- Replace existing balustrade and handrails to main stair to be Disability Discrimination Act Compliant (DDA) compliant and enhance general appearance
- Refurbish existing lift.
- Installation of new access lift located to enable DDA compliant access to all floors
- Potential to expose existing barrel vaulted brick/stone ceilings.

**First Floor:**

- New decorations throughout the foyer area, existing stair and lobby areas, including new carpets, doors, (or refurbish existing), ceiling and lighting etc
- Replace existing balustrade and handrails to main stair to be DDA compliant and enhance general appearance
- Form new reception area within foyer, including new desk etc
- Construct new lift shaft to provide DDA compliant access to all first floor areas
- Provide display location for important historical artefacts, such as the ceremonial maces, accessible to the general public
- Refurbish King Alfred Hall including;
  - New period decorations throughout
  - Remove carpet, refurbish existing teak floor and extend to full width of hall
  - Open up to expose existing features within hall and stage areas generally including opening up existing high level rose windows, reduce doors to corridor, if possible and relocate existing portrait of Bapsy Marchioness of Winchester from stairwell to wall of main hall
  - New PA and AV installation, including new stage lighting, sound systems and provision of new front and rear projection screen to stage area
  - New induction loop installation
  - New lighting installation (existing chandeliers to be retained)
  - New mechanical ventilation installation with heat recovery, additional ventilation/cooling required
  - New heating installation, quieter and more efficient system required
  - Provide secondary glazing to existing windows to enhance acoustics
  - Renew acoustic treatment to suit new AV installation
  - Install access platform lift to stage to enable adequate DDA access to front & back stage areas
  - Redecorate stage areas and provide new lighting rig etc to enable performances to take place
  - Open up under stage void areas and convert to usable storage areas

**Second Floor:**

- New decorations throughout the foyer area, existing staircase and lobby areas, including new carpets, doors, (or refurbish existing), ceiling and lighting etc and replace existing roof lights

- Replace existing balustrade and handrails to main stair to be DDA compliant and enhance general appearance
- Construct new lift shaft to provide DDA compliant access to all public second floor areas
- Refurbish existing conference room chamber, including new decorations, carpets, ceilings and lighting. Seating to remain, however consider improved access etc. (Existing air conditioning to remain if appropriate)
- Redecorate existing gallery corridor to King Alfred Hall balcony areas, including exposing any existing stone/brickwork features, reduce/rationalise access to balcony areas, new carpets, ceilings, replace existing roof lights, new lighting installation.
- Refurbish King Alfred Hall including;
  - New period decorations
  - Refurbish existing gallery areas, including the removal of the existing individual box areas, refurbish gallery rail, new carpets etc
  - Open up to expose existing features within hall areas generally including opening up existing high level rose windows etc
  - Consider alternatives for upper circle seating, including potential to replace with new retractable/bleacher type seating
  - Provide secondary glazing to existing windows to enhance acoustics
  - Upgrade control room

### **Third Floor & Roof:**

- Construct new lift shaft to provide access to Walton Room and make good decorations
- Replace existing balustrade and handrails to Walton Room stair to be DDA compliant and enhance general appearance
- Make good roof areas and provide adequate high level ventilation to King Alfred Hall

### **General Works:**

- Upgrade/replace existing internal signage generally

### **Potential Options/Additional Works:**

- Replace roof to main King Alfred Hall roof including install new insulation and replacement gutters etc
- Replace existing slate roof to west end areas, over kitchen etc
- Replace existing slate roof to central areas including making good existing glazed north light adjacent to clock tower

- Replace/make good existing asphalt flat roof areas throughout, including new flashings, gutters and rainwater goods
- Remove any redundant mechanical/HVAC plant
- Upgrade existing kitchen mechanical ventilation
- Refurbish kitchen areas generally, new finishes and equipment throughout
- Open up existing ceiling over main staircase to expose high level north light/roof light to provide great natural light
- Refurbish ground floor corridor adjacent to cafe including potentially exposing existing stone/brickwork features, new lighting, carpets, etc
- Refurbish first floor corridor adjacent to King Alfred Hall including potentially exposing existing stone/brickwork features, new lighting, carpets, etc
- Convert the Saxon Suite to a new bar/cafe area and provide greater access to the Broadway
- Convert existing cafe to alternative conference facility, or similar.

2.3 The findings of the principal consultants are detailed in the executive summary below.

#### Architects Report

- 3.1 Following their appointment, the Architects reviewed the previous feasibility study done for the Bapsy Works alone. As the new instructions had a wider scope than for the previous study, there was merit in revisiting the options for improving accessibility to the building. The Architects identified that the Café was in the wrong place and that it should be situated at the front of the building where it could be both highly visible and take advantage of the large number of pedestrians passing the building. The Architect considered each aspect of the building layout and after detailed testing of the options proposed the works, which are set out in Appendix A.
- 3.2 The Architects concluded that the Saxon Suite would make an ideal location for the Café. Early photographs of the building showed that two windows in the Saxon Suite fronting the Broadway had originally been doors and potentially could be opened up again to make the building more visible and accessible to the public. The beer cellar, which adjoins the Saxon Suite, was accessed from the Broadway and if this facility and the pavement notice board were relocated, a highly visible new ground floor access could be created for disabled and able-bodied persons alike.
- 3.3 The new entrance would lead directly into the foyer serving the current Courtyard Café. The main internal staircase adjoins this space and consequently provided a shaft could be constructed through the upper floors, this would be an ideal location for a new lift to serve the building. This siting would aid visitors understanding of how to move around the building, as the



access arrangements would then be grouped closely together in a central core.

- 3.4 On the first floor the lift would be sited in front of the King Alfred Hall opposite the reception desk. This siting would allow a display cabinet to be built in a position visible to most visitors, while allowing constant surveillance from the reception desk. On the second floor the lift would be in a position to serve the Conference Chamber and the upper tier of the King Alfred Hall. The lift would then continue onto the third floor at a position hidden from view by the roofs serving the Guildhall and the King Alfred Hall. A new lobby would be built on the flat roof between the Hall and the Walton Suite providing the linkage between the lift and that room.
- 3.5 Currently the main staircase only provides access up to the second floor. Access to the Walton Suite is gained via a separate set of stairs adjacent to the Eastgate room. The creation of a new lobby on the third floor would allow for a significant further rationalisation of the access arrangements. The main staircase is laid out in such a way as to allow for its extension up to the third floor.
- 3.6 There is a room directly above the main staircase, which is only accessible via a vertical ladder. This room serves no purpose and has a part glazed roof, which is in very poor repair, requiring replacement. The stairs could be extended into this space and once refurbished the glazed roof would be seen for the first time giving the stairwell the feeling of an atrium.
- 3.7 The existing stairs are of a fabricated steel construction and the Architect proposes that they are refurbished by the addition of new balustrades and handrails to meet current DDA standards. The space vacated by the Walton Room stairs can be used to extend the Eastgate room on the second floor. The glazed fire screen facing the corridor can be removed and replaced by a new partition wall, restoring further the original character of the building.
- 3.8 At the third floor the former stairwell could be used to create a separate bar area to serve the Walton Suite. This facility would much improve the attractiveness of the room for wedding parties and other functions, as currently only a bottle bar can be accommodated. The space could be used as a break out area during committee meetings and for the service of refreshments.
- 3.9 The team reviewed the Architects new proposals against the previous scheme drawings reported to Cabinet in June. To establish if the works were technically feasible, parts of the building were opened up and the structure examined. It was found that if the lift was sited in a shaft running through Reception, as previously proposed, that it would be necessary to break through the reinforced concrete floor of the conference chamber above. A structural beam would also need to be reconstructed. With the new siting, all floors on the alignment are of timber construction making the development of the new shaft an altogether more straightforward option.

### Structural Engineers Report

- 4.0 The Structural Engineers were instructed to produce a detailed report examining:
- How the building was constructed and the structural implications of the proposed alterations
  - An overview of the structural condition of the building and to advise on works imminently required
  - The implications of proposed changes to the roof structure
  - Advice on the structural alterations to be undertaken
- 4.1 The Structural Engineer concluded that provided detailed recommendations relating to load carrying capacity were complied with, that the Architects proposals are technically feasible. The report notes that the location of the lift as now proposed is considered to be the preferred option.
- 4.2 With regard to the structural condition of the building, Members will be pleased to hear that it was found to be in a good general condition, with the roof areas suffering most from a limited maintenance, which had allowed water entry in some areas. The following structural and significant defects were noted:
- Historic vertical cracking to north range street elevations
  - Historic vertical cracking and settlement to east elevation of Saxon Suite resulting from earlier historic window installation
  - Cracking to the SW corner of the King Alfred Hall
  - A horizontal crack to the stone slabs on the Mayors Parlour balcony
  - Cracks to the flagpole supports on the Mayors Parlour balcony
  - Significant sag to both slopes of the Walton Room roof
  - The need to assess the load carrying capacity of the beams and columns supporting the main balcony of the King Alfred Hall
  - The slate roof coverings generally require re-slating where this has not been done already
  - The roof covering to the King Alfred Hall requires replacement and some boarding and outer timber joists were also expected to need to be renewed
  - General minor repairs to the brickwork to the gable walls of the King Alfred/Charles Halls

- Repairs to the steel access ladders and safety platforms serving the King Alfred/Charles Hall roofs.

4.3 Of these issues the Engineer advised that the drains should be checked with a CCTV camera to see if they were leaking and causing the cracking in the corner of the King Alfred Hall. If there were no obvious problems with the drains, the crack should continue to be monitored. The horizontal crack in the stone slabs was noted as requiring temporary support as a matter of urgency and this work has been instigated. It was also noted that the flag pole should not be used until the cracking to the balustrade had been rectified and further support introduced. The report recommends that the identified defects be reviewed and resolved as part of the project.

#### Mechanical & Electrical Report

5.0 The Mechanical & Electrical engineers were instructed to produce a detailed report examining:

- The location of existing incoming utility service supplies
- Identification of existing mechanical & electrical zones
- Options for mechanical ventilation and heating to improve the internal environment of the King Alfred Hall
- Provision of an alternative green option to improve the internal environment of the King Alfred Hall
- Determination of the M & E impact of the structural proposals principally with regard to the introduction of the new lift and the opening up of the main stairwell
- Determination of the M & E effects of the Architects proposals for:
  - ❖ The proposed entrance in accordance with DDA requirements
  - ❖ The relocation of the café to the Saxon Suite
  - ❖ The opening up of the stairwell
  - ❖ The alterations to the King Alfred Hall
- Identification of any redundant plant that could be removed
- Provision of advice to the Architect with regard to the proposals for refurbishment of the kitchens and the improved offices above.

5.1 The Mechanical & Electrical consultant has identified that much of the plant in the building has reached the end of its economic life. With regard to the King Alfred Hall the report identifies that the heaters are undersized for the area, that ventilation was provided by a single extract fan at high level in the roof void and that there was no provision for fresh air supply. In addition there was

no insulation within the roof or walls, which compounded the problem of inadequate heating.

- 5.2 Numerous options for heating and ventilating the hall were considered and after careful consideration, it was proposed to install a displacement ventilation system. In a displacement ventilation system, air is supplied at low velocity from low level wall mounted ventilation terminals. The air initially remains at floor level where it moves across the space. Natural convection created by heat generated by the occupants causes upward air movements in the space. Warmed air collects below the ceiling where it would be extracted mechanically.
- 5.3 An air-handling unit will be installed on the roof adjacent to the King Alfred Hall and this will include a heat recovery system. The system will enable the existing convector heaters to be removed. Insulation will be added to the roof space to minimise the heat loss from the building.
- 5.4 The Saxon Suite was found to be heated by low-level fan convectors on a two-pipe constant temperature circuit, with cooling supplied by ceiling mounted cassette air conditioning units. No provision for ventilation into the Suite was found to the detriment of the thermal comfort of occupants.
- 5.5 After reviewing a range of options for heating and ventilating the room, it was proposed to install a ceiling void mounted VRF heat recovery cassette with the addition of fresh air supply and extract plant. The design of system is innovative and allows waste heat produced by cooling operations to be recovered for use in heating operations and vice versa, giving unmatched energy efficiency which can result in energy savings of up to 20% compared to conventional systems. Under certain conditions the plant acts as a balanced heat exchanger, providing cooling or heating with little energy consumption.
- 5.6 The kitchen ventilation requires a full design review as it does not comply with current CDM regulations relating to safe access to plant for maintenance and extensive alterations are required in conjunction with the refurbishment proposals.
- 5.7 The lighting to the King Alfred Hall and the Conference Chamber will be replaced to a design to be developed with the Architect making use of the latest energy efficient light sources such as LED's.

### Project Managers Cost Report

- 6.0 The cost of the works identified in the feasibility study was assessed as £3,198,000 exclusive of VAT. The make up of this cost is detailed in the exempt Appendix C to the report, with the split between those works funded by the Bapsy Bequest and the Council set out separately.
- 6.1 In accordance with the request from the Principal Scrutiny Committee the following cost guidelines have been prepared for different roofing materials for the King Alfred Hall:

Based on the area of barrel roof of approximately 340m<sup>2</sup>

- |                                 |                             |
|---------------------------------|-----------------------------|
| i. Alwitra single ply membrane, | £30,000                     |
| ii. Zinc,                       | £50,000 weight 5.04 Kg/sq M |
| iii. Copper,                    | £60,000 weight 5.34 Kg/sq M |
| iv. Terner Stainless steel      | £70,000 weight 3 Kg/sq M    |
| v. Lead                         | £80,000 weight 30Kg/sq M    |

The figures assume that the materials can be fitted to the multifaceted roof. Zinc and Copper coverings would last approximately 60 and 80 years respectively, while Lead and Stainless steel roofs would last at least 100 years. An Alwitra roof covering would last for around 25 years, so clearly a metal roof covering offers the potential to save money over the long term.

- 6.2 The use of Lead is ruled out because of the considerable load this material would impose on the roof structure. A copper roof would match the material used on the clock tower but it weighs 78% more per sq m than stainless steel and has a life span 20% shorter. Terner stainless steel will quickly weather to an appearance similar to that of the lead on the Cathedral roof. From a conservation perspective, copper would be the preferred material. Copper is a commodity subject to considerable price fluctuations and it is recommended that the final choice of material is made between copper and stainless steel by the Head of Estates, when tenders have been received.
- 6.3 Assuming that Members approve the proposals in Cabinet, to achieve a start on site in January 2010 work will need to commence on preparing the drawings for the planning and listed building applications immediately following Cabinet on 16 September. It will also be necessary to begin preparation of Health & Safety risk assessments and the process of identifying contractors to be invited to tender for the works. Construction programmes between week commencing 14 September and a start on site and for the whole project are included at Appendix B.
- 6.4 Having regard to the tight timetable for the delivery of this project, it will be necessary to appoint Project Managers, Architects, Structural and Mechanical & Electrical Engineers and CDM Consultants to progress the project up to the submission of planning and listed building applications immediately following a decision by Cabinet to approve the project. The cost of this additional work

is included within the Budget Cost Estimate and amounts to approximately £75,000.

- 6.5 Under the construction management process, a main contractor is dispensed with and the works are broken down into a number of distinct trade packages. A number of the construction packages will exceed £100,000, principally the roofing works, the general builder package and the mechanical & electrical installations. It is proposed to advertise these works locally and to invite suitable contractors to register their interest with the Council. A select list will be formed following the consideration of applications by the project team. It will also be necessary for this process to be commenced following a decision by Cabinet to approve this project.
- 6.6 All of the construction packages will be tendered and in order for the project to proceed as quickly as possible, Members are requested to authorise the Head of Estates to accept tenders in accordance with the Contract Procedure Rules taking account of analysis by the project managers. In the event that a contractor is unable to proceed within the timetable required by the project the next lowest tender will be accepted.
- 6.7 It is proposed to commence work on site in January 2010. The initial works will include the replacement and renovation of the roof coverings, the construction of the new third floor lobby, the adaption of the roof to accept the new lift shaft and the installation of the roof mounted mechanical plant. Works on the interior will begin in earnest in April and will take 6 months to complete.

#### Conservation Perspective

- 7.0 The Council's Conservation Officers have commented on the proposals as follows:

*Need for consent. The Guildhall is a Grade II listed building, so alterations to the fabric would need listed building consent. The Council is not allowed to determine its own applications, so under Circular 01/01, the application would have to be referred to the Secretary of State for decision.*

*Proposed cafe. We would favour lowering the existing window openings facing The Broadway, and removing the modern canopy, as this would re-instate the original arrangements.*

*We have some reservations about the opening up of windows in the historic part of the listed building facing the park. We suggest that opening up the entire east elevation may not be as desirable as you might think, because the access would reduce useable internal space.*

*The design of the doors needs some further thought- we suggest the door proportions appear too narrow-perhaps there could be three door leaves per opening, as on the existing windows. The horizontal transoms should be lowered to align with those on the existing windows, the doors should be*

*placed as far back in the openings as possible, preferably be inward opening, and they should be finished in black, all to reduce their visual prominence.*

*I note that the major internal structural elements appear to have been retained.*

*New lift. A disabled lift would obviously be a public benefit, to be set against any harm to the historic building. Fortunately, it appears the preferred location would not require significant loss of historic fabric.*

*Extension of west stair. Extending the stair into the roof space above would not have a significant impact on the listed building. However, the plan shows a new structure, behind the pitched roof, forming a corridor connection to the Walton Room. Whilst this should be virtually invisible from outside the building, we don't yet have details of its affect on the existing fabric.*

*Removal of modern east stair. This would have no effect on the character of the listed building.*

*King Alfred Hall. We see no objection to replacing the modern brown felt roof covering with a more traditional standing seam roof cladding. Copper, lead or some other matt grey metal would seem suitable.*

*The original interior has been much altered, to the detriment of its original character, so we would welcome the removal of modern items such as blanking panels and pelmets to windows, seating boxes and panelling below balconies.*

*We support the proposal to locate new air handling plant on the flat roof, new insulation and large air ducts in the ceiling void, (where they would be concealed from view), with small horizontal ducts discharging at plinth level. We suggest that new extract air vents could be inserted in the 20th century ceiling panels, provided they are suitably designed.*

*Offices behind the King Charles Suite. Revising the internal partitions would have no effect on the character of the listed building.*

*Removal of modern finishes. We welcome removal of modern items, such as suspended ceilings, wallboard linings, etc., particularly if the original structure can be restored to view.*

The Conservation Officers comments relating to the opening up of the side windows to the historic Guildhall have been taken on board in the Architects drawings included in this report. The comments on the windows fronting the Broadway are under further discussion.

## 8.0 Estates Conclusions

- 8.1 The Guildhall has been the subject of a detailed review, the like of which has not been undertaken since the last major refurbishment was conducted in the 1980's. The review identified that many of the roof coverings and much of the plant is coming to the end of its useful life. The review has established that a full refurbishment of the building would cost up to £5 million to undertake. The exercise undertaken to bring the cost back to £3.198 million has been very difficult.
- 8.2 Members are therefore requested to approve the budget of £3,198,000 making use of the Bapsy Bequest funds which have been held by the Council since 1996.
- 8.3 In order to commence work on site in January 2010, it will be necessary to appoint the Consultant team for the main project immediately following an approval of the proposals by Cabinet. The Project Managers have estimated that this will cost £75,000 to take the project forward to the submission of Planning and Listed Building applications.
- 8.4 With the exception of Gentles, the existing Consultants team was appointed following a tender exercise. Given the very short time in which the project has to be progressed, there is nothing to be gained by seeking to tender the appointment of the Project Managers (including cost consultancy), Architects, Structural and Mechanical and Electrical Engineers. This group of core consultants has developed a detailed knowledge of the building and the project and I have recommended that they be retained without further tendering of the works. The fees will be negotiated with the Consultants Team, having regard to the sums tendered by them in competition for the feasibility study.
- 8.5 Other consultants including Land Surveyors, Asbestos and CDM Consultants, will also need to be appointed, but these services are capable of being tendered within the available timescale. Members are therefore requested to authorise the re-appointment of the core consultants team to:
- i). Undertake such works as are necessary to enable Planning and Listed Building applications to be submitted, following approval of the project in Cabinet.
  - ii). Proceed with the implementation of the project following approval at Cabinet in accordance with the proposed timetable.
  - iii). That £75,000 be made available for the works, within the overall budget for the project.
- 8.6 Cabinet Members specifically asked me to explore the potential alternative uses of the Courtyard Café and the Saxon Suite. Advice was sought from Warwick Martel on the use of the Café area. The potential to use the accommodation as offices without extensive refurbishment is limited. In the



case of the Saxon Suite, this accommodation currently has no direct method of ventilation, has a low ceiling height and is very prone to disruption from persons using the adjoining footpath.

- 8.7 The current Courtyard café is unsuitable for office use without extensive alterations. The lighting is currently domestic in scale and would require replacement with cat 5 lighting. The room has no ventilation if the doors to the courtyard are not left open. The space has only three windows and it is not physically possible to bring sufficient daylight in to meet the requirements for office use. The pillars which support the floor of the King Alfred Hall could be removed, but the cost of this and the other works necessary to make the space usable as an office would exceed the value of the floor space by a considerable margin.
- 8.8 The Feasibility Study has identified an exciting way to refurbish the Guildhall, which meets both commercial requirements and the objectives of the Bapsy Bequest.
- 8.9 The Consultant team is ready to proceed with the project and subject to the approval of Members and the receipt of the requisite statutory consents, will be in a position to commence construction work on site in January 2010.

#### OTHER CONSIDERATIONS:

#### 9 SUSTAINABLE COMMUNITY STRATEGY AND CORPORATE BUSINESS PLAN (RELEVANCE TO):

- 9.1 The project will improve access to the services that the Guildhall offers to a wider segment of the community and preserve and enhance the property as a key building in Winchester's historic environment. The repairs will improve the building's energy performance and reduce ongoing maintenance costs.
- 9.2 The Guildhall is an important resource for the local economy and its upgrading will help to maintain and enhance the venue and the City as a place to meet and do business. The refurbishment works will improve the environment within the building and assist in improving its marketability as a conference and community centre.

#### 10 RESOURCE IMPLICATIONS:

- 10.1 The Head of Estates will manage the relationship with the Project Managers Gentle Associates, Members and Staff. The Facilities Manager, Guildhall & Conference Manager and Guildhall Finance and Administration Officer will be involved in the project on a day to day basis. The Project Manager will prepare the contracts for the works, which will need to be approved by the Head of Legal Services.
- 10.2 The works will be undertaken over two financial years. Approximately £600,000 of works will be carried out in this financial year with the balance in 2010/2011.

10.3 The Head of Finance has advised that the revenue and capital implications of the project are as follows:

<u>CAPITAL COSTS</u>	2009/10 £000	2010/11 £000	TOTAL £000
<i>Original capital programme</i>			
Guildhall Community Facilities	525	725	1,250
Guildhall Kitchen Upgrade	42		42
Guildhall	22		22
<b>TOTAL</b>	<b>589</b>	<b>725</b>	<b>1,314</b>
<i>Revised Scheme</i>	600	714	1,314
Supplementary estimates	0	1,884	1,884
<b>TOTAL</b>	<b>600</b>	<b>2,598</b>	<b>3,198</b>
<u>CAPITAL FINANCING</u>	2009/10 £000	2010/11 £000	TOTAL £000
Bapsy Bequest (incl. interest)	600	822	1,422
Capital Receipts / MIR	0	1,776	1,776
<b>TOTAL</b>	<b>600</b>	<b>2,598</b>	<b>3,198</b>
<u>REVENUE COSTS</u>	2009/10 £000	2010/11 £000	TOTAL £000
Loss of Income	0	300	300
Consultants costs (CAB1859)	35	0	35
<b>TOTAL</b>	<b>35</b>	<b>300</b>	<b>335</b>
<u>REVENUE FINANCING</u>	2009/10 £000	2010/11 £000	TOTAL £000
Major Investment Reserve	35	300	335
<u>PRUDENTIAL CODE</u>	2009/10 £000	2010/11 £000	Full Year £000
Loss of Interest on Capital @ 1.33%	2	25	43
Revenue Cost (As Above)	35	300	335
<b>TOTAL</b>	<b>37</b>	<b>325</b>	<b>378</b>
Effect on Council Tax (£)	0.78	6.88	7.98

10.4 The Bapsy Bequest was for the provision of a public hall in the nature of a civic community centre either within the Guildhall or within its grounds. The Bequest elements are linked to the refurbishment of the current King Alfred Hall. The Corporate Director (Governance) confirms that a proper apportionment has been made as to those aspects that are being funded by the Bequest. These relate to costs solely attributable to the King Alfred Hall and a reasonable apportionment of those costs which are linked with improving access to the Hall. The detail is included in the exempt Appendix C. The Bequest has been treated as a conditional gift in the Council's accounts. The Hall will provide a community facility to be renamed in memory of Bapsy Marchioness of Winchester, as required under the terms of the Bequest. Charging policy still remains at the discretion of the Council and is not affected by the terms of the Bequest. Although an approach to the Charity Commission was considered in the past, this is not necessary as the proposed scheme fulfils the Bequest conditions.

## 11 RISK MANAGEMENT ISSUES

11.1 The risk management issues were set out as Appendix D of the previous report. Specific issues which have been subsequently identified with the Consultants include:

i). Asbestos - A level 2 report on the building has identified minimal risks, however more intrusive investigations may identify further material requiring removal. A level 3 survey can only be conducted when the rooms are closed and there is no allowance for further removal of asbestos. If any further asbestos is discovered the cost of removal will have to be met from the contingency.

ii). The refurbishment works proposed to the Conference Chamber assume that the air conditioning plant will be renovated at a cost of £50,000. This work will have to be undertaken whether the Conference chamber is refurbished or not.

11.2 The noise from the works or the works themselves will result in the need to temporarily close parts of the accommodation from time to time. The closure of accommodation will impact on the business of the Guildhall and it is anticipated by the Guildhall Manager that turnover will be reduced by between £250,000-£300,000.

11.3 By working with the Project Manager and the Contractors, it should be possible to phase the construction works in such a way as to minimise the time accommodation cannot be let. Nevertheless the construction and installation of the lift will take approximately 12 weeks to complete and this will affect all floors of the building. The income projections for the Guildhall for 2010/11 will need to be reduced accordingly.

11.4 While every effort has been made to identify the risks to the financial control of this project, it is inevitable that as the works progress and other parts of the buildings are opened up, that other items of disrepair will be found. A small contingency has been allowed for, but if this is exceeded, elements of the project may have to be re-planned to keep overall expenditure within budget.

- 11.5 The project does not now include the replacement of the amplification systems in the Walton Room or the Conference Chamber. The project does not make any provision for new demountable furniture as once considered for large Council meetings in the King Alfred Hall as the Council did not decide to pursue this option.

BACKGROUND DOCUMENTS:

Report From Gentle Consulting including non exempt aspects of :

CFW Architects Plans and Elevations

Structural Feasibility Report from Paul Tanner Associates dated 21<sup>st</sup> August 2009

Mechanical & Electrical Feasibility Report from MKP Consulting dated August 2009

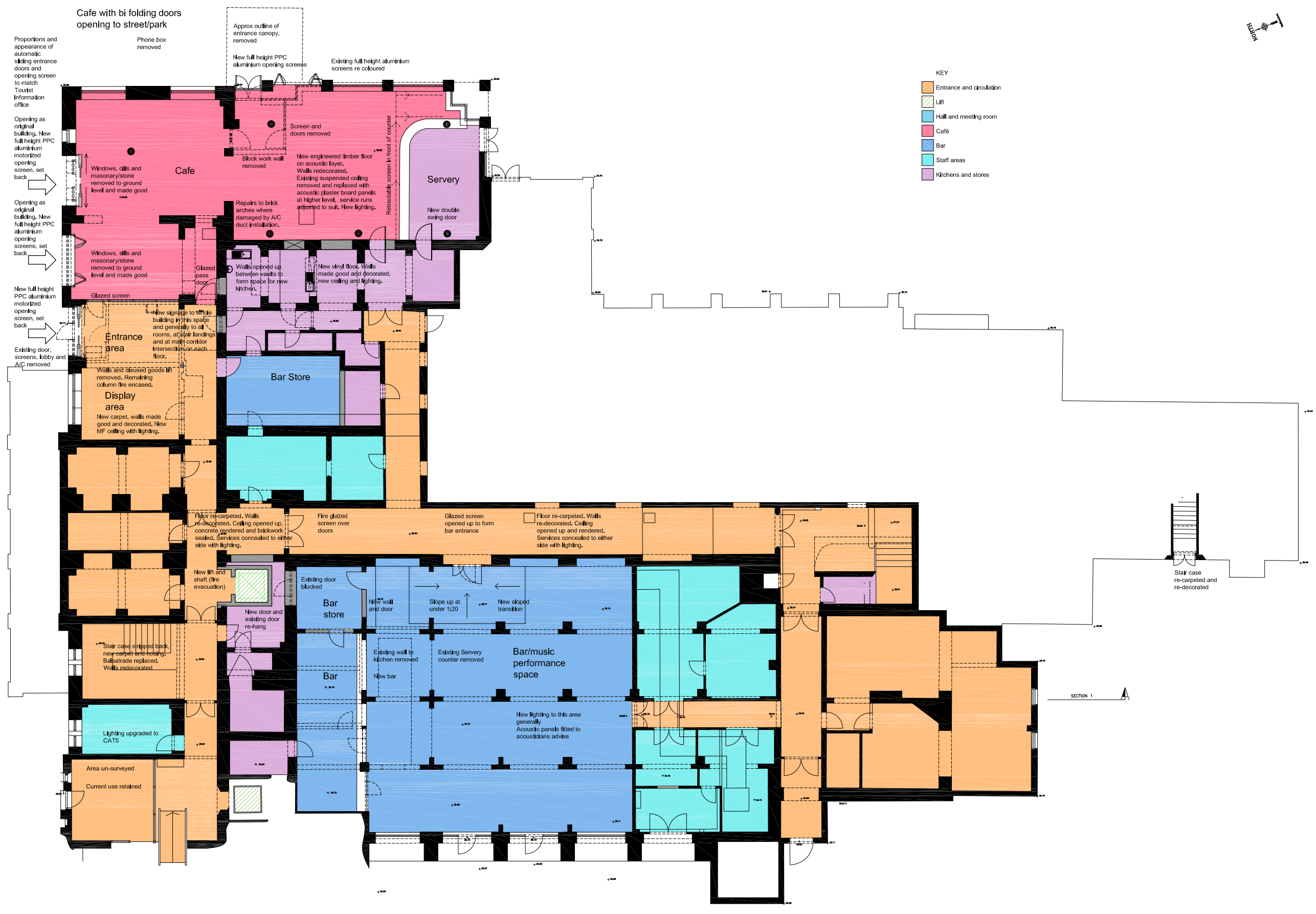
APPENDICES:

Appendix A Plans and Elevations

Appendix B Project Programme

Exempt Appendix C Project Cost and Bapsy Cost Assessment

notes:  
Adjacent properties and boundaries are shown for illustrative purposes only and have not been surveyed unless otherwise stated.  
Do not scale from this drawing.



- KEY
- Entrance and circulation
  - Lift
  - Hall and meeting room
  - Cafe
  - Bar
  - Staff areas
  - Kitchens and stores



Scale 1 to 50  
0 10 metres

REV	DATE	DESCRIPTION	DRAWN	CHECKED
B	01/09/2009	Revised notes	PD	MW
A	26/08/2009	Lift moved for deeper display case, entrance door and East elevation Doors	PD	MW

Revisions

**CFW**  
Architects Designers Visualisers

**Chaplin Farrant  
Wiltshire Limited**

Bank Chambers  
69 High Street  
Winchester  
Hampshire  
SO23 9DA

Tel: 01962 862234  
Fax: 01962 840506  
email: studio@cfw-architects.com  
www.cfw-architects.com

Also at:  
5 Cranbury Place  
Southampton  
Hampshire  
SO14 0LG  
Norwich  
London

**FEASIBILITY**

Winchester City Council  
**Client**

Winchester Guildhall  
Development Feasibility Study  
**Project**

Layout  
Ground Floor  
**Phase**

J09707w  
**Project No.**

AP100  
**Revision No.**

17/08/2009  
**Date**

PD  
**Drawn By**

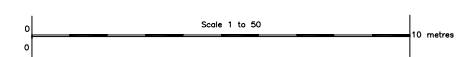
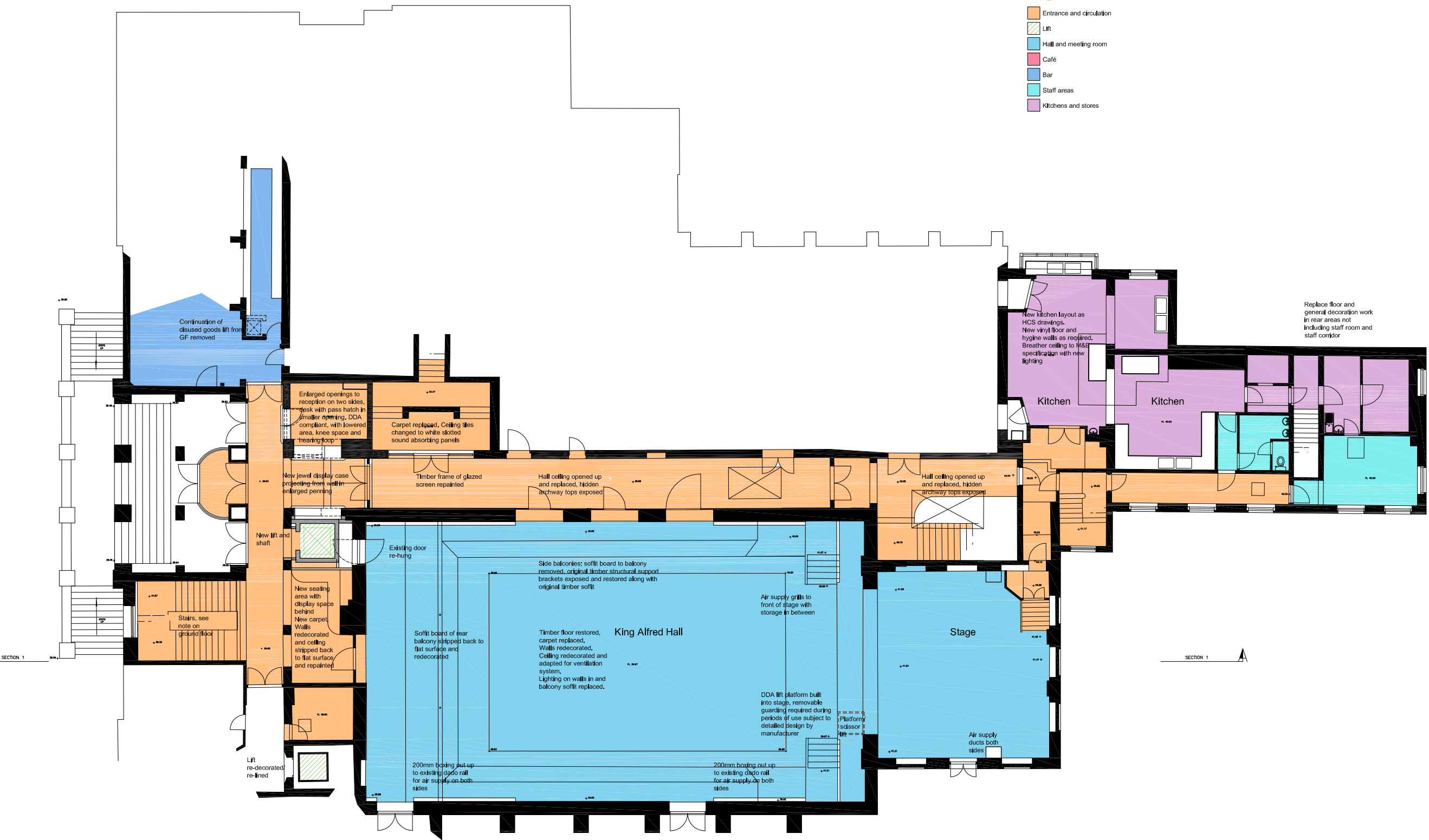
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- KEY
- Entrance and circulation
  - Lift
  - Hall and meeting room
  - Café
  - Bar
  - Staff areas
  - Kitchens and stores



REV	DATE	DESCRIPTION	DRAWN	CHECKED
A	26/08/2009	Lift moved for deeper display case	PD	MW

**Revisions**

**FEASIBILITY**

**Winchester Guildhall**  
Winchester City Council

**Development Feasibility Study**

**Layout**  
First Floor

**J09707w**

**AP110**

**17/08/2009**

**PD**

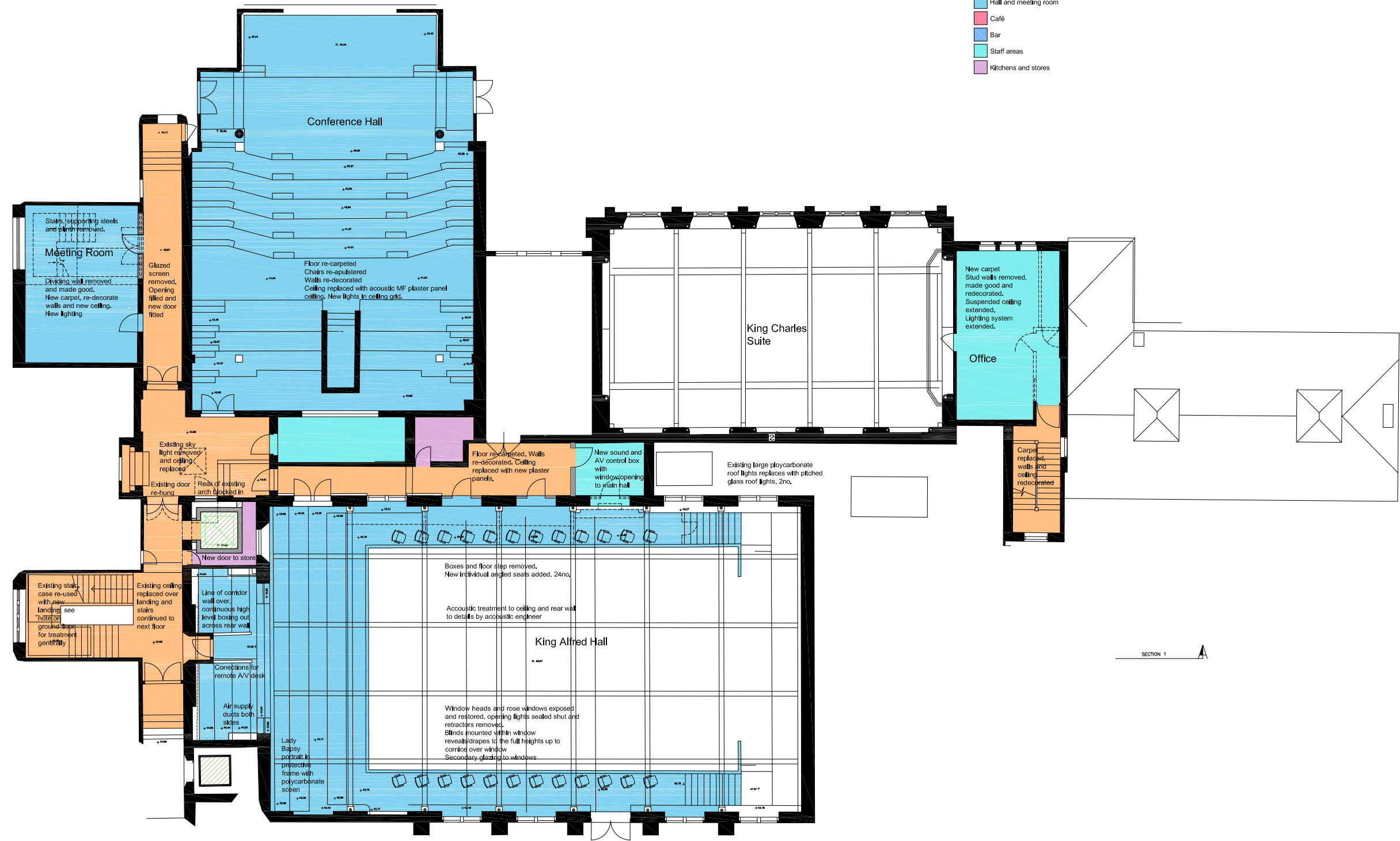
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- KEY
- Entrance and circulation
  - Lift
  - Hall and meeting room
  - Café
  - Bar
  - Staff areas
  - Kitchens and stores



SECTION 1

SECTION 1

Scale 1 to 50

REV	DATE	DESCRIPTION	DRAWN	CHECKED
A	26/08/2009	LIFT moved for deeper display case	PD	MW

Revisions

**CFW**  
Architects Designers Visualisers

**Chaplin Farrant Wiltshire Limited**

Bank Chambers  
69 High Street  
Winchester  
Hampshire  
SO23 9DA

Tel: 01962 862234  
Fax: 01962 840506  
email: studio@cfw-architects.com  
www.cfw-architects.com

Also at:  
5 Cranbury Place  
Southampton  
Hampshire  
SO14 0LG  
Norwich  
London

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**FEASIBILITY**

**Winchester City Council**

**Winchester Guildhall Development Feasibility Study**

**Layout Second Floor**

**J09707w**

**AP120**

17/08/2009

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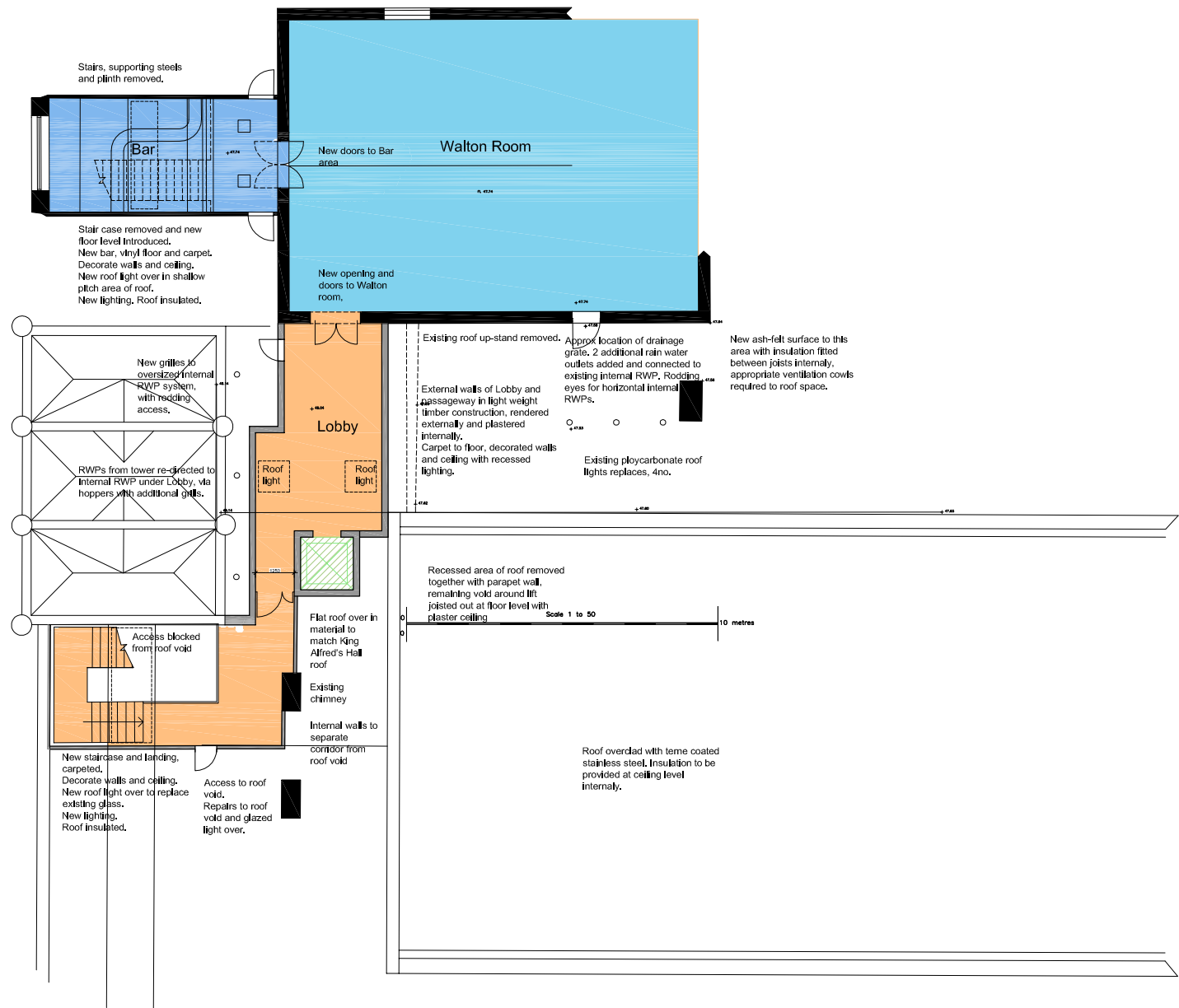
PD MW  
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- KEY
- Entrance and circulation
  - Lift
  - Hall and meeting room
  - Café
  - Bar
  - Staff areas
  - Kitchens and stores



REV	DATE	DESCRIPTION	DRAWN	CHECKED
A	26/08/2009	LIFT moved for deeper display case	PD	MW

**Revisions**



Architects, Designers, Visualisers

**Chaplin Farrant  
Wiltshire Limited**

Bank Chambers  
69 High Street  
Winchester  
Hampshire  
SO23 9DA

Tel: 01962 862234  
 Fax: 01962 840506  
 email: studio@cfw-architects.com  
 www.cfw-architects.com

Also at:  
 5 Cranbury Place  
 Southampton  
 Hampshire  
 SO14 0LG  
 Norwich  
 London

## FEASIBILITY

**Winchester City Council**

**Winchester Guildhall  
Development Feasibility Study**

**Layout  
Third floor and Roof Plan**

**J09707w**

**AP130**      **A**

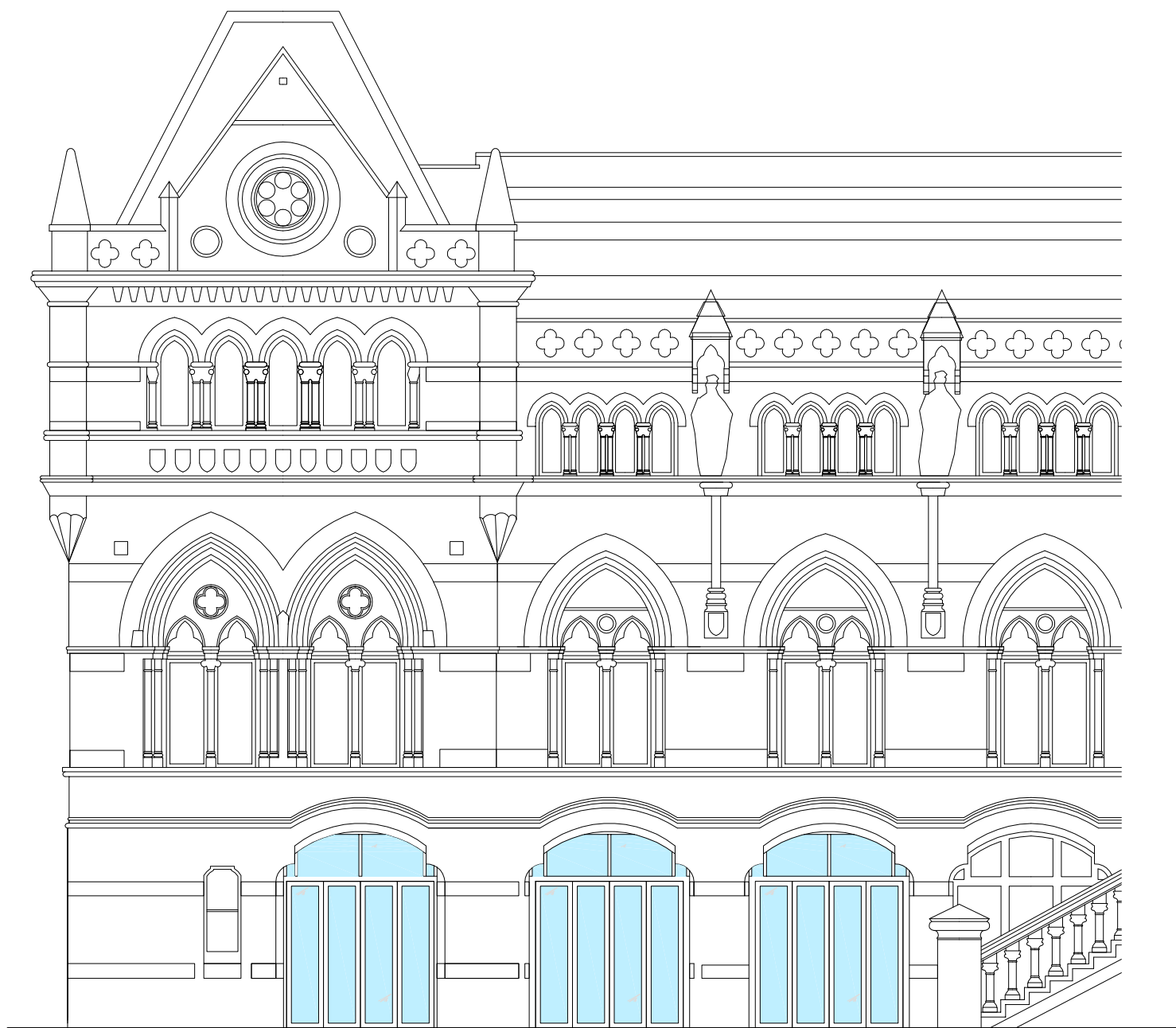
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PD      MW

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REV	DATE	DESCRIPTION	DRAWN	CHECKED
A	28/08/2009	Minor entrance door amendment	PD	MW

Revisions



FEASIBILITY

**Chaplin Farrant Wiltshire Limited**

Bank Chambers  
69 High Street  
Winchester  
Hampshire  
SO23 9DA

Tel: 01962 862234  
Fax: 01962 840506  
email: studio@cfw-architects.com  
www.cfw-architects.com

Also at:  
5 Cranbury Place  
Southampton  
Hampshire  
SO14 0JG  
Norwich  
London

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**Winchester City Council**

**Development Feasibility Study**

**Elevation Proposed Cafe**

**J09707w**

**AE001 A**

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**CD MW**

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REV	DATE	DESCRIPTION	DRAWN	CHECKED
A	28/08/2009	Minor amendments	PD	MC

Revisions



FEASIBILITY

Chaplin Farrant  
 Wiltshire Limited

Bank Chambers  
 69 High Street  
 Winchester  
 Hampshire  
 SO23 9DA

Tel: 01962 862234  
 Fax: 01962 840506  
 email: studio@cfw-architects.com  
 www.cfw-architects.com

Also at:  
 5 Cranbury Place  
 Southampton  
 Hampshire  
 SO14 0LG  
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Winchester City Council

Winchester Guildhall  
 Development Feasibility Study

Elevation  
 King Alfred Hall Internal

J09707w

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