

REPORT TITLE: BAR END SPORT AND LEISURE PARK PROJECT UPDATE

20 MARCH 2017

REPORT OF PORTFOLIO HOLDER: CLLR LISA GRIFFITHS, PORTFOLIO
HOLDER FOR ENVIRONMENT

Contact Officer: Steve Tilbury Tel No: 01962 848256

Email stilbury@winchester.gov.uk

WARD(S): ALL

PURPOSE

This report provides an update on progress with the project for the provision of a sport and leisure centre at Bar End, including the relevance of the Garrison Ground purchase. It sets out revised project governance arrangements to take account of the approach being adopted more generally on major projects.

RECOMMENDATIONS:

1. That the establishment of a Cabinet (Bar End Leisure Centre) Committee as set out in a separate report on this agenda be noted.
2. That, subject to successful technical evaluations, a part of the Garrison Ground area at Bar End be recognised as the preferred location for the new sport and leisure centre for the purposes of the Urban Design Framework, such Urban Design Framework to be developed in tandem with the scheme for the Leisure Centre.
3. That subject to 2) above, delegated authority be given to the Head of Legal and Democratic Services to regularise the Fields in Trust designation across KGV Playing Field.

4. The Cabinet confirms that the entire Garrison Ground be designated for sport and leisure use (including the siting of a sport and leisure centre and its related infrastructure, such as parking and access).
5. That results of the heat mapping and energy masterplanning study be used to inform the scheme

IMPLICATIONS:

1 COUNCIL STRATEGY OUTCOME

- 1.1 The provision of a major public leisure facility in Winchester has already been identified as a priority in the interests of public health and happiness. Provision of an indoor sport and leisure facility helps to deliver this by providing accessible sport and recreation.

2 FINANCIAL IMPLICATIONS

- 2.1 There are no financial implications directly arising from this report as the budget for the immediate stages for the project was approved in July 2016 and the project management costs are currently within the agreed budget.
- 2.2 An Outline Business Case will be prepared using information derived from the work programme set out in the report and when completed this will help to determine the viability of proceeding with the project or any modifications which may be necessary. This requires the appointment of the architect and other consultants to create concept designs to enable proper assessments of the estimated capital cost to be undertaken.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 These have previously been considered and approved in PHD Notice 710. Ongoing external legal advice on the procurement of the design team through a fully compliant open EU process is being provided by Blake Morgan LLP.

4 WORKFORCE IMPLICATIONS

- 4.1 None at this stage.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The existing River Park Leisure Centre needs to be maintained in good order until such time as a new leisure centre can be delivered and opened as detailed in a report elsewhere on this agenda. Any delays to the timetable for the delivery of a new centre may lead to increased maintenance costs.

6 CONSULTATION AND COMMUNICATION

- 6.1 The Bar End Forum has met formally on two occasions to engage with key residents groups, stakeholders and local members with an interest in the Bar End area. The Forum has been very useful in engaging with local views and providing important input at an early stage in the process.
- 6.2 This report explains how that engagement and consultation process will continue once the design team has been appointed, to enable input to the next key stages of the planning and design work.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 The technical work being undertaken at Bar End will inform the design and mitigation measures that will be required for the development. Most importantly, the ground at Bar End must be suitable for the construction of a substantial new building large enough to contain the facilities that the sport and leisure centre is to offer (Appendix 1). Ecological scoping and surveys have been undertaken which highlighted some issues which need further investigation and associated mitigation but so far these are not beyond those which are to be expected for a major project.
- 7.2 Early discussions have taken place with the South Downs National Park Authority in relation to views from the National Park which will be an important design consideration.
- 7.3 A heat mapping and energy masterplanning study of the Bar End area has now been commissioned, following the Council's successful bid for a Government grant to carry out a preliminary study into the feasibility of using the sport and leisure centre as an energy hub. The results will be used to inform the next stages of planning.
- 7.4 The project aspirations are to deliver a BREEAM Excellent sport and leisure centre. The BREEAM standard of assessment for sustainability will be utilised throughout the design process for the sport and leisure centre. The intention is to use the assessment method to test the design and to relate this to cost implications as it progresses. Energy efficiency and achieving a low carbon building are considered to be a key considerations for the project.

8 EQUALITY IMPACT ASSESSMENT

- 8.1 Screening has not been undertaken at this stage.

9 RISK MANAGEMENT

A project risk log is maintained by the project manager and updated regularly by the Project Board and is set out in Appendix 3.

10 SUPPORTING INFORMATION:

Procurement and Technical

- 10.1 On 6 July 2016 Cabinet (report CAB2820 refers) agreed the facility mix for the replacement leisure centre which is set out in Appendix 1 of this report. Cabinet also agreed;
- the procurement of the design, project management and other professional services required to progress up to RIBA Design Stage 3 (with an option to extend such services to the construction Stage) provided that the approval of Cabinet shall be obtained prior to

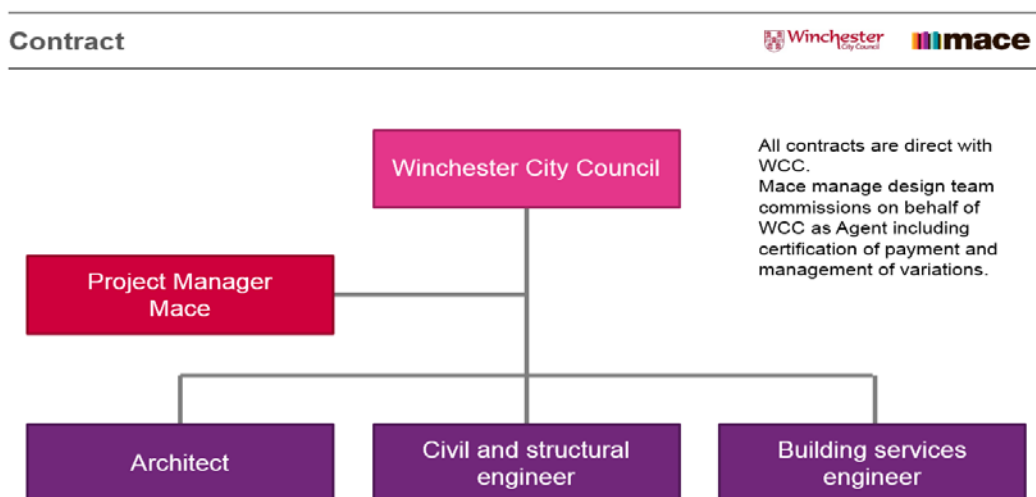
submission of a planning application, supported by a report setting out the business case for the new facility.

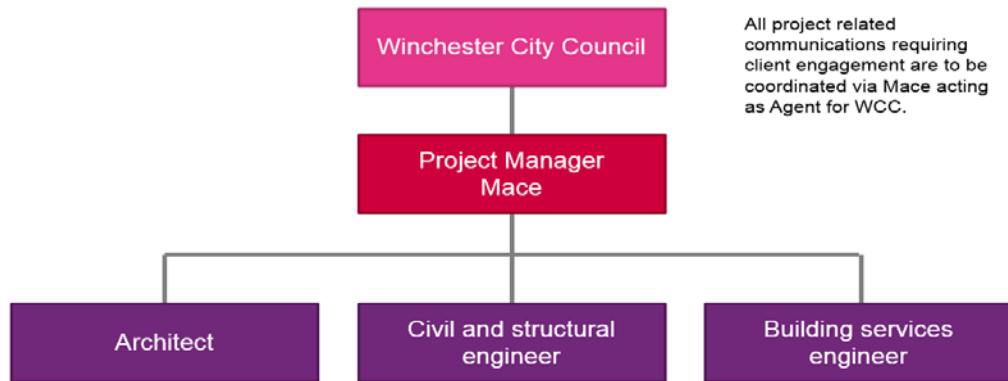
- a supplementary estimate of £770,000 be allocated for design, project management and other professional services required to progress the Replacement Leisure Centre Project up to RIBA Design Stage 3

10.2 Since July 2016, Mace have been appointed as the Council's cost consultants and project managers. Mace is a very large multi-disciplinary firm with extensive experience on major national and international construction and engineering projects. With advice and guidance from Mace, a first tranche of technical work to support the decision-making process has been undertaken, in particular in relation to transport/ highway engineering, flood risk assessment / infiltration testing, ecology surveys and ongoing financial planning and assessment to inform the business case development.

10.3 As the point has now been reached where no further meaningful work can be done without an emerging design, a procurement process commenced on 20 February 2017 in accordance with the Public Contracts Regulations 2015, to secure the design team for the sport and leisure centre including an appropriately qualified and skilled architectural team, including urban design, civil & structural engineers and mechanical & electrical engineers. The appointment of the design team will enable the project to progress.

10.4 The contractual and communication trees are set out below;





Site/ Location Considerations

- 10.5 In December 2016 the Council completed the purchase of the Garrison Ground from Tesco. The Council has always recognised the potential merits of locating a new leisure centre on part of the Garrison Ground site if planning permission can be obtained but until Tesco agreed to the sale of this land it remained undeliverable. Now that the land is in public ownership, the Council is in a position to complete technical evaluation for this option, and it is suggested that this should be adopted as the Council's preferred location, whilst recognising that until technical evaluation is complete, other options cannot be completely ruled out.
- 10.6 Having settled the location of the sport and leisure centre, the appointed design team will prepare an urban design framework for the Bar End site, as shown on the plan in Appendix 5. This will involve a thorough public engagement process. The purpose of the design framework is to demonstrate how the leisure centre is best positioned on the Garrison Ground (if that location is confirmed), how the remaining parts of the Bar End Site might be used, and how effective links can be made with surrounding area to enhance and improve the recreational environment.
- 10.7 The Council's depot site at Bar End adjacent to the Garrison Ground is included in the Asset Management Plan as a potential commercial development site which is an important consideration in the Council's Financial Strategy. Options for the depot site are therefore being assessed and will be brought forward for consideration in due course. These do not include using any part of the depot site for a sport and leisure centre or associated car parking.

Partners and Key Stakeholders

- 10.8 The University, as a key partner in the project, sits on the Project Board and is fully engaged in the process. It remains fully supportive and is keen to see the Bar End site including its own facilities managed as a single 'sports park' which would be unique in Hampshire.

- 10.9 The Pinder Trust also remain committed to the project and have stated in writing that their offer to provide up to £1m contribution to the project for the provision of hydrotherapy facilities remains but will be reviewed in June in relation to progress.
- 10.10 Discussions have been taking place with Hampshire County Council regarding land and other interests including Hampshire Institute of Sport but no conclusions have yet been drawn. These discussions with Hampshire County Council regarding the use of their land will continue as the project evolves and the exact location for the sport and leisure centre is confirmed.
- 10.11 Preliminary discussions have taken place with Sport England which has requested that the Council start formal negotiations with them at the preplanning stage with regards to potential funding opportunities.
- 10.12 A meeting, organised by Cllr Laming and attended by the Leader and officers, has been held with military representatives to invite interest from the Army in aspects of the project. The Army's interest focuses on the provision of hydrotherapy and other rehabilitation facilities, and the use of the swimming pool.

Outline Business Case

- 10.13 RPT Consulting has been retained to carry out the business case assessment up to the Outline Business Case stage which will be concluded in the autumn and reported to Cabinet. Further development of the business case is dependent on concept design work proceeding.

Governance

- 10.14 As with all projects of this scale, the Project Board will be responsible for the day to day management and progression of the project including working with Mace and the appointed design team within agreed parameters and project gateways.
- 10.15 In order to ensure effective governance arrangements, the opportunity has been taken to refresh the governance arrangements, as set out in Appendix 2. These include the establishment of a new Cabinet Committee and a Member Champion for engagement. The Committee will have the responsibility for making the required formal decisions, i.e. to move through the agreed gateway stages, which will be guided by input from the Member Engagement Champion and associated engagement strategy. As part of this process, the Bar End Forum will continue to operate as an informal group and will be included within the overall engagement strategy and process.
- 10.16 The formal establishment of the Cabinet Committee is detailed elsewhere on this agenda. The gateways for this project which will require formal approval by the Cabinet Committee are set out below:

- At the end of RIBA Stage 2 (Concept Design) before progression to RIBA Stage 3
- At the end of RIBA Stage 3 (Developed Design) before progression to planning stage
- At the end of RIBA Stage 2, the Outline Business Case will also be considered, and a decision will be required on whether or not that Outline Business Case supports allowing the Project to progress beyond that stage.

A high list of key milestones for the project is set out in Appendix 4

King George V (KGV) Playing Fields

10.17 The Bar End site includes the Garrison Ground (recently acquired by the City Council) and land at the rear (KGV Playing Fields). KGV playing fields are overseen by Fields In Trust (formerly the National Playing Fields Association), although the land is owned by the Council. Once technical evaluations have indicated that the Garrison Ground can be the location for the new Centre, it is proposed that officers liaise with Fields In Trust to regularise the designation of the land at the rear of the site.

11 OTHER OPTIONS CONSIDERED AND REJECTED

11.1 This paper proposes the Garrison Ground to become the preferred location for the new leisure centre subject to positive technical surveys as to ground conditions

11.2 The alternative option would be to continue with the initially proposed location for the new facility on the KGV playing fields. The Portfolio Holder has listened carefully to the views expressed by local residents as to the importance of the open space at KGV and understands this is not the preferred use of the land locally. Although the final decision as to location will have to be determined by results of the technical studies, to maintain the proposed location solely at KGV is not recommended when there is now an alternative site available.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

PFHD Notice 710. September 16 LEISURE CENTRE REPLACEMENT PROJECT MANAGEMENT CONSULTANCY SUPPORT

CAB2820 – 5 July 2016 Leisure Centre Replacement Project

CAB2798 – 29 March 2016 - Leisure Centre Replacement Project

CAB2708 – 9 September 2015, Options for River Park Leisure Centre

Other Background Documents:- None

APPENDICES:

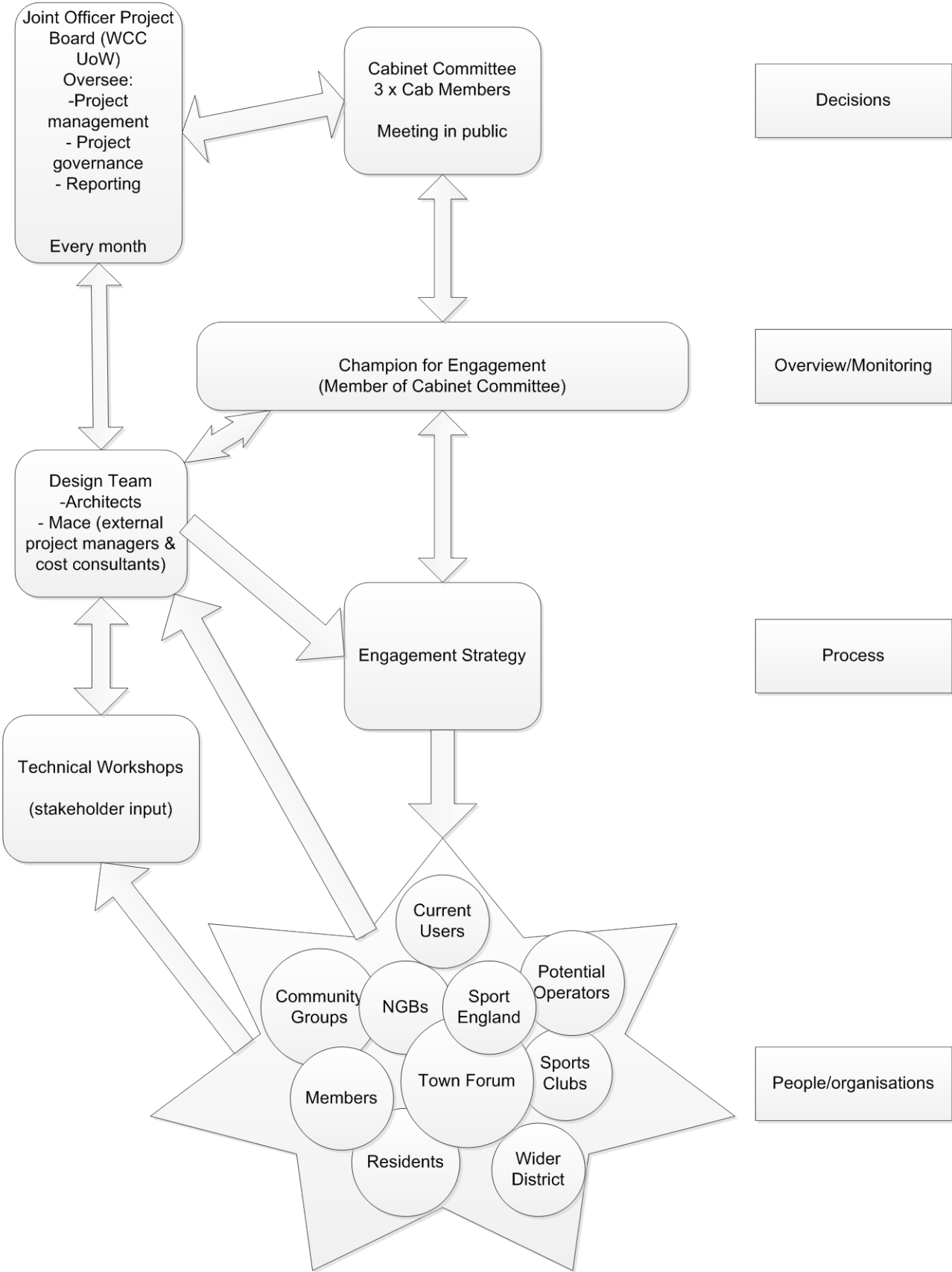
1. Facility Mix
2. Governance Framework
3. Risk Register
4. High Level Project Milestones
5. Area of Urban Design Framework

Appendix 1–Facility Mix

Facilities	River Park Leisure Centre	Proposed New Sport and Leisure Centre	
	Existing Facilities	Proposed Facilities	Notes
Swimming Pools			
Main Pool:	25m, 6 lanes 25m x 12.5m (312.5 m ²)	50m, 8 lanes, 50m x 19m (950m ²)	50m pool with movable boom and movable floor
Teaching Pool / Community Pool:	12.5 x 9 m (112.5 m ²)	20m, 5 lanes 25m x 10.5m (262.5 m ²)	With movable floor, located alongside leisure water
Leisure Water:	Flume (no longer used)	Water play area	To include jets, sprays and confidence water Exact design and equipment to be developed
Sports Hall	8 badminton courts 31m x 36.4m	12 badminton courts 60.0m x 34.5m	Size to allow for competition standard run offs, Suitable for badminton, basketball, netball, volleyball and cricket Can be separated in to three areas: 3 netball or volleyball courts up to club level, 3 basketball courts up to community level Can accommodate 2 basketball, volleyball courts up to international level or 1 netball court up to international level Storage space is 12.5% of hall Retractable seating (500 seats) and viewing areas
Fitness Gym	120 stations	180 stations	Space for 180 stations, flexible space to allow operator to adapt area to suit customers trends Allows for fitness stations, free weights, rigging for punch bags and stretch areas
Squash Courts	4 squash courts	4 squash courts Each: 6.4m x 9.75m x 5.64m high	Moving walls to create, flexible space, could be used as 2 studios

Facilities	River Park Leisure Centre	Proposed New Sport and Leisure Centre	
Studios	2 studios (Total area 270 m ²)	2 large studios 2 medium studios (Total area 501 m ²)	Provided in pairs with movable walls to create flexible space
Meeting and Function Room	Function room	Meeting room Office for club / associations	Meeting room could be hired out to sports groups, community, business, schools, universities etc Other flexible spaces (studios and squash courts) could be hired out
Hampshire Institute of Sport	No	To be confirmed	To be confirmed
Treatment Rooms	Yes	Yes	Separate reception and storage
Hydrotherapy	No	Yes	Separate reception, waiting area and office 3 changing rooms Storage and plant room (Hydrotherapy dependent on external funding)
Changing	Yes	Yes	Village style wet changing, including group changing facilities Male and female dry changing
Soft Play	Yes	Yes	In addition a climbing wall / clip and climb facility may be possible
Café and Reception	Yes	Yes	Large enough to serve users of the leisure centre and the local community

Appendix 2
Governance Framework



Risk Number	Appendix 3: Risk Register										Risk Owner: Corporate Director	
	Project : Sport and Leisure Centre											
	What might go wrong?	What will happen?	Existing Controls and Measures	Current Risk Score		Risk Proximity	Financial impact	Further Actions Planned	Target Date	Residual Risk Score		
			Likelihood	Impact					Likelihood	Impact		
1	Fields in Trust successfully resists planning consent being granted for development that takes place on any King George V land (if this location is required)	King George V Playing Field will not be available to build on	<ul style="list-style-type: none"> Continue engagement with the Fields in Trust representative. Ensure that application process is understood and commit to allocation of land to be exchanged Look at the broader Bar End Location for the sport and leisure centre 	Unlikely	Significant	2	££		June 2017	Unlikely	£	
2	Negotiations with HCC to release land for the project are unsuccessful (if this location is required)	If the land is required project would be halted. Alternative option of refurbishment be pursued	<ul style="list-style-type: none"> Continue discussions with HCC 	Unlikely	Significant	1	££	Consider if HCC land is required once further technical work and Urban Design Framework undertaken	June 2017	N/A	£	
3	Local residents and	Could delay	<ul style="list-style-type: none"> Undertake Urban 	Unlikely	Moderate	3	££	Further	June	Unlikely	£	

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Likelihood				Impact	Likelihood					Impact		
	members of the public dissatisfied with the location of the replacement sport leisure centre identified through the Urban Design Framework	decision making process	Design Framework and look for wider engagement and seek opportunities for district wide consultation					engagement	2017			
4	Successful arguments by local residents and members of the public against granting of planning permission for building at Bar End	Project would be halted. Objections may be capable of being addressed through redesign or pursue refurbishment option	<ul style="list-style-type: none"> Continue to ensure local residents have a representative(s) who are involved with design development process 	Unlikely	Significant	1	££	Will be determined by planning merits of application	Spring 2018	Unlikely	£	
5	Stakeholders seek more consultation even after decisions are made.	This may delay the process and require additional resources for the project and to maintain River Park Leisure Centre	<ul style="list-style-type: none"> Continue to make clear the consultation process to date, communicate this in a simple and concise way and promote using a variety of media and additional 	Unlikely	Moderate	2	££	Continue consultation and engagement process	N/A	Likely	££	

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			Likelihood	Impact					Likelihood	Impact		
			meetings. Consider other forms of consultation									
6	Insufficient staff capacity available at relevant stages of the project.	If these resources are not available there could be a delay in the progress of the project	<ul style="list-style-type: none"> Ensure the appropriate expertise is brought together at the appropriate time to support the project. Allocate sufficient staff resources by prioritising within project programme 	Unlikely	Major	1	££	Monthly meetings established between the Project Office and relevant teams	ongoing	Unlikely	££	
7	External funding committed in principle is withdrawn	Project is halted and may not be viable . Pursue refurbishment option.	<ul style="list-style-type: none"> Continue negotiations and secure funding from key partner organisations and external funders 	Unlikely	Significant	2	££	Remain aware of potential funding sources	September 2017	Unlikely	££	
8	Project Outline Business Case does not achieve financial viability	The project is halted as not financially viable. Pursue refurbishment	<ul style="list-style-type: none"> Undertake sufficient design work to reduce uncertainty Obtain management 	Unlikely	Significant	2	££	Consider information provided by stakeholders during the	October 2017	Unlikely	££	

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			Likelihood	Impact					Likelihood	Impact		
		option	contract price <ul style="list-style-type: none"> Develop financial model to assess and identify mitigation of financial risks 					outline business case development				
9	Significant costs arise for keeping existing building open	Rising financial costs to keep RPLC open and running may trigger difficult decision re expenditure or early closure	<ul style="list-style-type: none"> If budget comes under pressure set threshold point for when leisure centre should close 	Unlikely	Moderate-Major	3	££	Keep building condition under review. Will remain a risk until RPLC closes	N/A	Likely	££	
10	Legal challenges raised for any aspect of decision making.	If legal challenges are successful the project is halted. If unsuccessful - a delay in the development and additional costs to the project which may render it unviable	<ul style="list-style-type: none"> Ensure any legal challenges can be defended by obtaining expert advice and evidence to guide and inform processes Raise awareness of implications of delay 	Unlikely	Significant	3	££	Continue to obtain expert advice on decision making	N/A	Unlikely	££	

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			Likelihood	Impact					Likelihood	Impact	
11	Planning permission is refused	Project will require revisions. If revisions possible costs may rise. If not possible, project halted.	<ul style="list-style-type: none"> Continue to engage with planning representatives and consultative bodies inc SDNP. Engage with the nominated Case Officer early in the project process. Ensure that the design principles are in accordance with the themes of Local Plan Part 2. Seek pre-application advice prior to submission of the Planning Application 	Unlikely	Significant	3	££		April 2018	Unlikely	££
12	Partner expectations are greater than delivery outcomes	Impact on funding, governance arrangements and project progression	<ul style="list-style-type: none"> Establish an understanding of expectations and work to agree a way forward via on ongoing communication with 	Unlikely	Moderate-Major	2	££	Formal agreement with funding partners Formal agreement	June 2017	Highly unlikely	££

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			Likelihood	Impact					Likelihood	Impact		
			funding partners • University of Winchester representative to continue to be on Project Board					on governance with University of Winchester				
14	A decision on facility mix delayed.	Project delayed until decisions made.	• A decision on facility mix is required at Cabinet to facilitate more detailed designs, costs and land requirements for the project.	Unlikely	Moderate-Major	2	££	Cabinet meetings	July 2017	Unlikely	££	
15	Highway requirements on Bar End Road exceed expectations	Could lead to additional land requirements and costs	• A transport assessment has been commissioned to understand the transport implications, including land requirements and likely costs	Unlikely	Moderate	1	££	Technical work with Highway Authority	June 2017	Unlikely	££	

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			Likelihood	Impact					Likelihood	Impact	
16	Technical Studies completed in May 2013 and May 2015, will need to be updated as part of the development of the Outline Business Case.	Could affect delivery if information out of date	<ul style="list-style-type: none"> Review the scope of these studies and update as required 	Highly Likely	Moderate	2	££	Review and update studies	June 2017	Unlikely	££

Appendix 4 Sport and Leisure Centre Project – Key Milestones

Stage	Tasks / Key Milestones	Estimated Date
Award	Appoint Design Team	May 2017
RIBA Stage 2	Urban Design Framework, including stakeholder & public engagement	May - June 2017
RIBA Stage 2	Concept Designs, including consultation	June - August 2017
RIBA Stage 2	Finalise Outline Business Case	August - September 2017
RIBA Stage 2	Sub Committee to agree Outline Business Case, to agree to tender for a construction contractor	Autumn 2017
RIBA Stage 3	Development Design proposals, including consultation	October - December 2017
RIBA Stage 3	Development of planning application documentation	October 2017 - January 2017
Tender	Tender process for construction contractor	November 2017 - April 2018
RIBA Stage 3	Submit planning application	February 2018
RIBA Stage 4	Develop technical design	January - May 2018
RIBA Stage 4	Finalise Full Business Case	April 2018 - September 2018
RIBA Stage 4	Cabinet sign off of Full Business Case	October – November 2018
RIBA Stage 4	Budget agreed	Feb 2018
RIBA Stage 5	Mobilisation and groundworks	November 2018 - January 2019
RIBA Stage 5	Construction	Spring 2018 - Autumn 2020
RIBA Stage 6	Handover and Open	Autumn 2020

LAND OWNERSHIP - FEB 2017

SCALE 1:2500 @ A2

