

REPORT TITLE: NORTH WALLS AND KING GEORGE V SPORTS PAVILIONS
UPDATE REPORT

28 JANUARY 2021

REPORT OF CABINET MEMBER: Cllr Kelsie Learney, Cabinet Member for Housing
and Asset Management

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WARD(S): ST BARTHOLOMEW, ST MICHAEL

PURPOSE

This report sets out proposals for the replacement pavilions at the North Walls recreation ground and King George V recreation ground.

North Walls Pavilion - The report updates on the progress of the returned tender evaluation noting the lowest return exceeds the approved budget by £150,000, and updates on the "value engineering" work being undertaken by the appointed external architect and the Council's Estates Team. The report sets out options for the delivery of a new pavilion, including amending existing designs or considering a full redesign of the proposals.

King George V Pavilion - The report identifies the work undertaken by the team of officers and consultants, outlines the scope of the proposed works and details their estimated cost of £1.4m. It also identifies the next steps to progress to the submission of a planning application for the demolition of two pavilions and the formation of a single larger pavilion and makes recommendations for funding the project.

RECOMMENDATIONS:

That the Winchester Town Forum:

1. Notes progress with the procurement of the pavilion at North Walls and agree to support proposals to amend the design/specification for the pavilion provided that a total project cost of £800,000 is not exceeded.
2. Reaffirms its commitment to the delivery of replacement facilities for cricket and other community use at North Walls and that the £595,000 funding approved in January 2020 remains available to support this commitment.
3. Agree, that, if required, the Corporate Head of Asset Management be authorised to prepare and submit a revised planning application to the city council for the construction of the new pavilion at North Walls
4. Agree to establish a new project board to manage this process, chaired by the Cabinet Member for Housing and Asset Management, supported by the Strategic Director – Services and with a representative of the Pavilion Project to be invited to join the Board.
5. Agree to support the proposals for the new pavilion at King George Playing Fields, Highcliffe (KGV).
6. Support the allocation of £228,000 Sports Open Space Funding to the new pavilion at KGV
7. Agree , in principle, to support the proposal to allocate £250,000 of Town Forum Community Infrastructure Levy (CIL) funds for the KGV project
8. Agree that a formal application for “district” CIL amounting to £450,000 to support the KGV project be made for Cabinet consideration.
9. Recommends that Cabinet give authority to incur expenditure of pre-construction costs of up to £30,000 in accordance with Financial Procedure Rule 7.4, financed by the Open Space monies in recommendation 6 and that this work proceeds at a financial risk to the Town Forum.
10. Agree to support the application for grant funding to the Hampshire Football Association and other bodies to support the KGV project
11. Agree that the Corporate Head of Asset Management be authorised to prepare and submit a planning application to the city council for the construction of the new pavilion at KGV.

12. Agree that the Corporate Head of Asset Management be authorised to seek quotations in accordance with the Public Contract Regulations 2015 and Councils Contract Procedure Rules, for professional services associated with the preparation and submission of a planning application, to KGV Pavilion, professional services include: Architect; Ecology report; Landscape Architect; Transport Statement; and Arboricultural report.
13. Agree that a Final Business Case report for the KGV pavilion is brought to Town Forum to agree whether to proceed with the scheme and request competitive tenders from contractors.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

- 1.1 The Council Plan includes the priority of "Living Well" which seeks to actively promote greater participation in physical activities. The Plan also has a very clear commitment to tackling the Climate Emergency and making carbon neutrality central to everything it does.
- 1.2 The provision of pavilions at North Walls Recreation Ground and King George V (KGV) Playing Fields will support the use of the sports pitches and recreation ground for the future.

2 FINANCIAL IMPLICATIONS

- 2.1 The Town Forum has approved £595,000 to support the provision of a new pavilion at North Walls Recreation Ground (including £295,000 from Town Community Infrastructure Levy (CIL) funds). In addition, the community led Pavilion Project has secured funds and pledges of approximately £210,000 (including a £50,000 grant from Sport England).
- 2.2 In January 2020, Town Forum approved proposals for the North Walls pavilion subject to a maximum budget of £800,000 (which included £100,000 for fees). Tenders received exceed the funds available for the build by more than £150,000 and "value engineering" options are currently being considered.
- 2.3 With regard to the KGV Pavilion proposals, initial estimates indicate a build cost of £1.4m inclusive of professional fees. Whilst a budget of £1.2m has been included in the capital programme (subject to appraisal), no funding has formally been approved for the project. However, it is recommended that the £228,000 in the sports section of the town S106 open space fund be allocated to the project. Grant funding of up to £0.5m will also be sought from Hampshire Football Association.
- 2.4 Even if such an application was successful, an additional £700,000 would be required to fund the facilities required at KGV. Use of Community Infrastructure Levy funds may provide a source of funding for the project. If members wish to proceed with this project therefore, it is recommended that officers be asked to prepare requests for funding in relation to both the Town and district CIL funding streams, with a proposed funding split of £250,000 from Town CIL funds and £450,000 from district CIL funds. These will be considered in line with the council's agreed protocols for the allocation of these funds.
- 2.5 In order to obtain planning permission for the KGV Pavilion, it will be necessary to appoint the professional services of an Architect; Landscape Architect; Ecologist; and Transport advisor, these fees are estimated to be up to £30,000 and are included within the £1.4m total budget estimate. It is recommended that this be funded from the Sports Open Space monies

recommended above. It should be noted that should the scheme not ultimately proceed these costs are likely to be abortive and the sums incurred will need to be funded from revenue.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 Under section 1 of the Localism Act 2011, the Council has the power to undertake any activity a normal person could undertake, for the benefit of the authority, its area or persons resident or present in its area. The Council is satisfied it has the enabling power(s) to procure and award a contract for services following a robust procurement exercise.
- 3.2 The Council has an obligation as a best value authority under section 3 of the Local Government Act 1999 to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness” together with a duty of care to the public to ensure that facilities are safe to use and maintained in a condition that is fit for purpose.
- 3.3 The procurement was conducted in accordance with the Council’s Contract Procedure Rules and Public Contract Regulations 2015(PCR2015) and subsequent contracts managed in-line with the Council’s Contract Management Framework.

4 WORKFORCE IMPLICATIONS

- 4.1 The delivery of any new pavilions at North Walls Recreation and King George V Grounds will be undertaken within the existing resources of the Estates and Natural Environment and Recreation Teams.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The City Council is responsible for the management and maintenance of pavilions at both North Walls and KGV. Ownership of, and maintenance responsibilities for any new pavilions will remain with the City Council.

6 CONSULTATION AND COMMUNICATION

- 6.1 The council has consulted widely on proposals for the replacement pavilion at North Walls and has for many years worked directly with representatives of the Pavilion Project who have actively sought additional funding and pledges to support the build costs.
- 6.2 Initial consultation on improvements in Highcliffe including the pavilion was undertaken in July 2018 and feedback on this was provided at a presentation to Town Forum on 12th September 2018. This feedback has now been developed into a Park Plan for King George V Playing Fields.
- 6.3 Consultation on the park plan will be launched with a virtual presentation on 10th February and run until 5th March 2021. This will include basic information

about the pavilion and the public will have the opportunity to provide feedback which will be taken into account in the development of the brief for the appointed architects.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 With regards to the North Walls Pavilion, design and planning approval was finalised and secured well in advance of the Council's Climate Emergency declaration. However, the current design is fully compliant with all current planning policies.
- 7.2 The King George Pavilion will consider energy improvements as part of the design brief, such items include: as a high level of insulation, solar PV panels and a green roof.

8 EQUALITY IMPACT ASSESSEMENT

- 8.1 Officers have had regard to the Council's duties under the Human Rights Act 1998 and the Equalities Act 2010. There are no identified adverse impacts through the allocation of funding as requested to anyone with a protected characteristic under the Equalities Act 2010 or as regards to human rights.
- 8.2 The existing pavilions do not meet the required standards for accessibility which is a key driver in the need for replacement. Accessibility forms part of the basic design brief for all new pavilions and the provisions of the Equality Act 2010 will be adhered with and Part M of the Building Regulations.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 None required.

10 RISK MANAGEMENT

Risk	Mitigation	Opportunities
<i>Property The existing pavilions are at the end of their life and if not replaced will become further dilapidated.</i>	<i>Pavilions will have to be demolished if they cannot be replaced or safely maintained.</i>	
<i>Community Support If the pavilions are not replaced we can no longer support the clubs' use of the facilities resulting in reduced participation in sport.</i>		<i>Consultation with sports clubs has shown support for any building that is fit for purpose.</i>

<p><i>Timescales</i> Ongoing delay in delivery of new pavilions could result in vandalism, reputational damage to the Council and frustration among users and local residents.</p>	<p><i>Continued programme of engagement and demonstration of commitment to provide new facilities.</i></p>	
<p><i>Project capacity</i> The Council is unable to deliver the replacement pavilions within existing resources.</p>	<p><i>Provision of additional resources to deliver pavilion projects.</i></p>	
<p><i>Financial / VfM</i> Unable to secure funding for the project</p> <p><i>Ongoing revenue funding</i></p> <p><i>Risk to funding pledged by community if current project proposal does not proceed</i></p>	<p><i>There are possible grant funding options and the Football Foundation has also expressed interest in funding for KGV. Other options that will be considered are a Sports England application and Town Forum and District CIL.</i></p> <p><i>Additional “value engineering” options currently being costed.</i></p>	
<p><i>Legal</i> There are legal restrictions on the use of these sites.</p> <p><i>CIL allocation must be in accordance with the CIL Regulations 2010</i></p>	<p><i>Legal work has been undertaken to understand the covenants in relation to this site and further advice will be obtained throughout any procurement process and contract preparation. CIL funding request will be assessed against regulation and allocation protocols of the council.</i></p>	
<p><i>Innovation</i> An innovative design will have more risks associated with it.</p>	<p><i>Financial risks, viability and feasibility will be part of the assessment of potential options.</i></p>	<p><i>An innovative approach may produce a more aesthetically pleasing design.</i></p>
<p><i>Reputation</i> Expectation has been</p>	<p><i>Provide a pavilion that is fit for purpose, meets</i></p>	

<p><i>raised for the community-led design at North Walls so choosing an alternative design may reflect negatively on the Council.</i></p>	<p><i>requirements for “form and function”, satisfies ECB requirements and offers wider community benefits</i></p>	
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11 SUPPORTING INFORMATION:

11.1 Three Council-owned pavilions, one at North Walls Recreation Ground and two at King George V Playing Fields, are in need of replacement. In order to provide Members with a complete overview to enable decision making, this report will detail progress to date in relation to the decision taken in January 2020 to commission a pavilion at North Walls in accordance with the design and specification brought forward by the community led “Pavilion Project” and also the background, requirements and options for King George V pavilion.

12 North Walls Pavilion

12.1 Council plans to replace the existing cricket pavilion on North Walls recreation ground go back as far as 2016. The Town Forum initially set aside £300,000 to fund the replacement but welcomed community led proposals for a larger more ambitious facility funded in part by public donations and/or sponsorship. Since that time, the Town Forum supported the Pavilion Project proposals, including funding the planning application process and providing extensions of time to allow the project to raise additional funding pledges, which at January 2020 stood at total £205,000 (this has now increased to £210,000).

12.2 In January 2020, Town Forum approved a further £295,000 funding from Town CIL to enable the project to proceed, subject to total costs not exceeding £800,000 (£700,000 build costs and £100,000 for fees) ([WTF278 dated 23 January 2020 refers](#)). This equates to an estimated £3,600 per square metre.

12.3 Tenders were invited for the work in late 2020. There were 15 “expressions of interest” and it was shortlisted to six contractors, five of whom submitted tenders. Unfortunately the lowest tender is in excess of £850,000, more than £150,000 above the project limit set by Town Forum in January 2020 (£700k build costs – project budget also includes £100k for fees).

12.4 Officers are currently working with the appointed architect to review “value engineering” options. Initial options have been identified which have potential to reduce tender costs. However, it is now proposed to approach all tenderers again with a revised specification with the aim of identifying further changes to reduce build costs to within the available budget. Whilst every effort will be made to identify and agree further reductions without compromising the quality and functionality of the building, it is possible that the amendments to

the design may be sufficiently material to require a new or varied planning application and procurement. However, In the meantime, the council has commenced initial works on site in accordance with the planning consent.

- 12.5 Options for consideration to enable a pavilion for cricket and wider community use to be delivered on the site are set out below:
- a) Seek further “value engineering” proposals from existing tenderers in accordance with the existing planning consent. This work has commenced and an update on progress with reviewing the scope for this option can be given at the Town Forum meeting following meetings with the architect.
 - b) Consider allocating additional financial resources to support the build. In light of current financial pressures on the council and other important projects requiring additional funding, this option cannot be recommended.
 - c) To amend the existing design (and if required seek a new planning approval) and seek new tenders for a design that can be delivered with the existing allocated budget
 - d) To work with community representatives to review the brief for the project.
 - e) To procure a more traditional cricket pavilion suitable to meet the needs of existing users of the North Walls recreation ground and which are fully compliant with England and Wales Cricket Board requirements.

13 King George V Playing Field

- 13.1 Despite their poor condition, the two existing pavilions at King George V playing fields (KGV) are heavily used for both football and cricket and used by teams from both the city and wider district. The facilities are not fit for purpose and require urgent replacement. The activities at KGV demand a much larger facility than is proposed for North Walls.
- 13.2 It is proposed that the two existing pavilions will be demolished and a larger single pavilion be constructed. The proposal is for the pavilion to be located centrally to offer wider views across the playing fields. To the upper part of the site, it will be necessary to maintain access to the green waste storage facility, so the access road will be formed in front of the building. Outline sketches have been prepared for KGV Pavilion, options have been explored to rationalise an economical floor layout and to provide the following accommodation; male/female/accessible toilets, officials changing room, three sets of team changing rooms, plant rooms, external store; kitchen, bar, clubhouse space and further toilets. The proposed building, subject to planning consent, would also incorporate a first floor viewing gallery with a platform lift for accessibility.

- 13.3 The estimated cost for the proposed replacement KGV Pavilion, is **£1.4m** inclusive of build costs and professional fees, which equates to an estimated £2,500 per square metre.
- 13.4 It is proposed the next steps for the KGV Pavilion is to hold a public virtual consultation on 10th February 2021. Subject to the outcomes from the public consultation, a brief based on the outline sketch proposals (within Appendix A) will be prepared and quotations from a number of Architects will be sought to provide services up to and including the submission of a planning application. The professional fees up to and including the submission of a planning application will not exceed £30,000.
- 14 OTHER OPTIONS CONSIDERED AND REJECTED
- 14.1 The option to not replace existing pavilions at both sites and to continue to maintain them has been considered. However, this cannot be recommended. They are considered to be beyond their useful life, do not provide appropriate disabled access and have very poor thermal efficiency.
- 14.2 The option of replacing the two existing KGV Pavilions, with two newly constructed pavilions as apposed one larger one, was discounted as being more costly, the extra over budget needed for two individual Pavilions would be in excess of £200,000.

BACKGROUND DOCUMENTS:

None

Previous Committee Reports:-

[WTF278 - North Walls and King George V Sports Pavilions Update Report dated January 23rd 2020](#)

Other Background Documents:-

None

APPENDICES:

Appendix 1, 2,3 and 4 – KGV Pavilion –Outline Designs