

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

24 JUNE 2021

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

Contact Officer: Richard Botham Tel No: 01962 84842 Email
rbotham@winchester.gov.uk

WARD(S): ST BATHOLEMEW

PURPOSE

This report updates the Town Forum on progress with plans for replacement pavilions at North Walls recreation ground and at King George V playing fields, Highcliffe.

Despite extensive “value engineering” discussions with tenderers, prices for the North Walls pavilion remain an estimated £100,000 more than the current budget for the build. The report includes options either to allocate additional resource or to seek new tenders for an amended design.

Latest plans for the KGV pavilion are included in the report with a progress update.

RECOMMENDATIONS:

1. That Town Forum consider the options for the proposed North Walls pavilion as set out in the report and either:
 - a. Seek additional funding for the existing proposal through a bid for Town or “district” council Community Infrastructure Levey funds, or:
 - b. Agree to the Corporate head of Estates and Asset Management seeking new tenders based on a revised design in accordance with the Public Contract Regulations 2015 and Councils Contract Procedure Rules and in consultation with the Cabinet Member for Housing and Asset Management and the Pavilion Project Board.

2. That, subject to recommendation 1 above, agree to the Corporate Head of Asset Management seeking 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 revised planning application and procurement process, for the North Walls Pavilion.

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 £214,000 (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 exceeded the funds available for the build by more than £150,000 and "value engineering" options are currently being considered.
- 2.3 Since the last update report (WTF278 dated 23 January 2021), both the Council and the Pavilion Project has continued to seek additional funding. The potential for an additional £50,000 from one of the national sports organisations (yet to be formally confirmed) and a further £30,000 pledge to the Pavilion Project could be available to support the project, meaning the total resource available to support the project of up to £889,000 (including provision for fees). £65,000 of the fees provision has been committed.
- 2.4 Since January, Tenderers have updated their prices to reflect a number of proposed variations to design (including simplifying the specification and consideration of a flat roof option). Unfortunately, the lowest original tender is no longer available. Whilst significant reductions have been secured against other tenders, prices remain an estimated £100,000 over the available budget.
- 2.5 This report sets out options to either seek additional council funding (from either Town or district Community Infrastructure Levy (CIL) funding) or to amend the design and seek new tenders to be funded from existing resources.
- 2.6 It should be noted that there is currently a strong indication in the construction sector of increasing prices. This is expected to have an impact on any proposal to seek new tenders. However, it is likely to impact on both options.

Tenders have now expired and whilst tenderers may be prepared to hold prices, any decision to continue to work with any existing tender may be subject to increased rates.

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 North Walls procurement has been 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 KGV 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 Following consideration of WTF278 dated 23 January 2021, a project board has been established including the cabinet members for Housing and Asset Management and for Communities, Health and Wellbeing, the chair of the town forum and a representative from the pavilion project. The board has met twice to review/agree value engineering options and to consider the options set out in this report.

6.3 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 KGV Playing Fields and a further consultation process including pavilion proposals was completed in March this year. A meeting with representatives of the adjacent allotments was also held earlier this month.

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 design is fully compliant with all current planning policies. The option to amend the design and seek new tenders would allow for the inclusion of additional carbon reduction measures, similar to those under consideration for the KGV pavilion.

7.2 The KGV Pavilion has considered 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</i>		

<p><i>If the pavilions are not replaced we can no longer support the clubs' use of the facilities resulting in reduced participation in sport.</i></p>	<p><i>New pavilions at both locations will support existing users but also actively seek to encourage wider participation.</i></p>	
<p><i>Timescales Ongoing delay in delivery of new pavilions could result in vandalism, reputational damage to the Council and frustration among users and local residents.</i></p>	<p><i>Continued programme of engagement and demonstration of commitment to provide new facilities.</i></p>	
<p><i>Project capacity The Council is unable to deliver the replacement pavilions within existing resources.</i></p>	<p><i>Provision of additional resources to deliver pavilion projects.</i></p>	
<p><i>Financial / VfM Build costs increasing resulting in more expensive tenders</i></p> <p><i>Risk to funding pledged by community if current project proposal does not proceed</i></p>	<p><i>A risk to both options. A re-design would seek to reduce build costs by adopting a "panel" method of construction and by procuring on a "design and build" basis</i></p> <p><i>Both options set out in the report aim to retain community funding. If a re-design is approved, the Pavilion project will be actively involved through the Project Board.</i></p>	
<p><i>Legal There are legal restrictions on the use of these sites.</i></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</i></p>	

	<i>regulation and allocation protocols of the council.</i>	
<i>Innovation An innovative design will have more risks associated with it.</i>	<i>Financial risks, viability and feasibility will be part of the assessment of potential options.</i>	
<i>Reputation Expectation has been raised for the community-led design at North Walls so choosing an alternative design may reflect negatively on the Council.</i>	<i>The re-design option will result in an extended delivery time but would seek to achieve value for money and retain Pavilion Project support for the design.</i>	

11 SUPPORTING INFORMATION:

- 11.1 As set out in section 2 above, prices for the proposed replacement North Walls Pavilion, based on the design brought forward by the Pavilion Project remain £100,000 above the available budget (including all external funding).
- 11.2 Significant value engineering options have been considered and priced. However, the most competitive original tender is not in a position to proceed. Other tenderers have engaged positively with the process but have not been in a position to revise prices sufficiently to proceed with current resources.
- 11.3 It is clear that value engineering process has not been able get the project within the current budget, despite some very significant amendments being considered. The prices proposed for the flat roof option are not considered to be good value and this should have reduced build costs further than it has. However, only the contractors with more expensive original tenders have priced this option seriously and officers cannot recommend continuing to pursue this and therefore two options are proposed:
- a Seek new tenders against a similar but simplified design - Preparing a simplified redesign suitable for construction in SIPS (Structural Insulated Panels) should significantly speed up the site process which should be reflected in build tender prices. This option will still need to retain the key features of the original design (a “three winged” pavilion that offers facilities for the two cricket pitches, that meet with ECB guidelines, and which will enable two cricket matches to be played simultaneously as well as providing facilities for year-round community use). This, together with a minimal schedule of employer’s requirements would allow the project to be re-tendered afresh under a “design and build” basis. The Council had a number of system building companies asked if we would consider

adapting original design around their standard offer as part of the pre-selection of tenderers originally. At that stage it was not possible to accept this compromise. However, this remains the only solution available to deliver the project with the available budget. It is likely to require a revised planning approval and would add to the delivery timescale. However, it is possible to re-procure and build in time for the 2022 cricket season.

- b** Seek additional funding for current design – This would require a bid town CIL, district CIL, or a combination of the both of £100,000. The project already includes £295,000 of CIL funding as well as £300,000 from the Town Forum capital programme. Whilst this would result in an expensive project, it remains then only option for delivering the original concept (albeit including “value engineering amendments).

12 King George V Playing Fields, Highcliffe – proposed Pavilion Replacement

- 12.1 Subsequent to approval at WTF to seek quotations from Architects to develop and prepare plans for a new Pavilion at KGV. Stride have now been appointed to undertake these duties. Stride are a local practice and are also the Architect for the New Winchester Sports and Leisure Centre. Officers along with Cllr Weir met with a representative of the allotments association to discuss proposals and have taken into consideration their concerns on the close proximity of the proposed building to the boundary. As you can see from the site plan, we have suggested the access road is taken around the back of the building. This would provide a buffer between the building and the allotments, and means any vehicles are not passing in front of the pavilion when people may be coming and going during matches. Only authorised vehicles will be able to pass in this area.
- 12.2 The proposal also looks to minimise the building footprint by locating the clubhouse, kitchen and bar at first floor level. These would be accessed via an entrance on the west elevation (to be obvious to visitors coming down the access road) where a stair and lift provide access to the first floor. This clubhouse entrance could remain locked to prevent use of the first floor without affecting access to any of the changing facilities.
- 12.3 The ground floor provides a separate entrance for the officials and accessible changing, whilst the other 6 changing rooms.
- 12.4 At first floor level there is shown a small kitchen, and a bar central to the club room space. Toilets are accessed from a separating lobby, and also shown is a store which opens onto the club room. A viewing balcony would run the full length of the pavilion accessed directly from the club room. There is building regulations requirement that any areas that may have more than 60 occupants must have a secondary means of escape in the event of a fire, therefore we would need to include an additional staircase. The proposals indicate a lightweight metal external escape stair. We would look at options

for fencing this off at ground floor level to prevent any unauthorised access if security is a concern.

- 12.5 The proposals attached have an overall gross internal area of 448m² (both floors). The original feasibility proposal has a gross internal area of 468m² not including the first floor viewing gallery. By distributing the accommodation over two floors, the ground floor footprint is approx. 200m² smaller, meaning less groundworks for foundations and less roof area.
- 12.6 It is anticipated to submit a planning application within the next six weeks.

13 OTHER OPTIONS CONSIDERED AND REJECTED

- 13.1 The option of a simpler cricket pavilion for North Walls has been considered, with a similar footprint to the existing building. However, this would not provide facilities for other users or meet the aspirations of either the Council of the community and Pavilion Project funders.

BACKGROUND DOCUMENTS:-

Previous Committee Reports: -

WTF295 - North Walls and King George V Sports Pavilions Update Report dated 28 January 2021

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

Other Background Documents: -

APPENDICES:

KGV Indicative Layout and Site Plans