

REPORT TITLE: KING GEORGE V (KGV) PAVILION FUNDING

CABINET - 9 MARCH 2022

WINCHESTER TOWN FORUM – 17 MARCH 2022

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

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WARD(S): ALL

PURPOSE

The new pavilion at KGV has been considered for some years and has now reached an important milestone in seeing the scheme come to fruition. The new pavilion, adjacent to the new Winchester Sport and Leisure Park and the University of Winchester Sport Ground, will create a hub of high-quality, sports and community facilities. This replaces out-dated, underused and inaccessible pavilions with a larger, accessible, modern facility designed with sustainability and carbon saving measures that supports the development of grass roots football, especially women's, girls' and youth football. This is enhanced by the inclusion of a club room that can be used independently for community and social events and activities.

This report sets out the sport and community benefits and outcomes, associated design requirements and costs for the new development. This forms the final business case for the development of the KGV Pavilion and seeks approval for budget expenditure to enable officers to move to the next stage of inviting tenders for the construction works.

RECOMMENDATIONS:

That Cabinet:

1. Approve capital expenditure of up to £2,190,000 (bringing the total expenditure approved to £2.3m) for the construction of the new KGV Pavilion, subject to successful funding applications set out in Table 2 Project funding.
2. Agree that the Corporate Head of Economy & Community submit an application for grant funding to the District Wide Community Infrastructure Levy for the sum of £450,000.
3. Agree £450,000 District Wide CIL funding, subject to the due diligence assessment and support of the application in April by the council's CIL Informal Panel.
4. Subject to approval of recommendations 1 and 2, and subject to the securing of all required funding, that the Corporate Head of Asset Management be authorised to invite and evaluate tenders and to award a design and build contract to the preferred bidder in accordance with the Public Contract Regulations 2015 and Councils Contract Procedure Rules for the construction of the KGV Pavilion.

That the Winchester Town Forum:

5. Support the proposals for the new KGV pavilion, noting the additional £21,000 annual net costs that will need to be met from the Town Account with effect from 2023/24.
6. Approve an allocation of £250,000 from the Winchester Town Forum Neighbourhood Community Infrastructure Levy to support this project.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

1.1 Tackling the Climate Emergency and Creating a Greener District

1.2 This new pavilion scheme, by providing a more energy efficient, local accessible community facility, contributes to the following climate emergency priorities:

- a) Winchester City Council to be carbon neutral by 2024
- b) The Winchester district to be carbon neutral by 2030
- c) An increase in the proportion of journeys taken by walking, cycling and public transport

1.3 Details of the environmental measures that will be incorporated into the design specification of the new building are set out in section 7 of this report. This includes both energy reduction and energy generation approaches. In addition to these 10% of the tender evaluation criteria will be allocated to environmental matters.

1.4 Living Well

1.5 There are three key health and wellbeing outcomes this project will directly contribute towards:

- a) Reduced health inequalities; by providing increased access to playing pitches.
- b) Access to a wide range of physical and cultural activities for all ages and abilities, leading to further development of and participation in women's and girls' football, youth football and cricket, and increasing use by local clubs.
- c) Increased use of the KGV park with attractive public facilities and green spaces including areas for relaxation and play, reconfigured pitches and an enhanced more accessible environment.

2 FINANCIAL IMPLICATIONS

2.1 The cost of construction for the new KGV Pavilion is estimated to be £2.3m, including professional fees and demolition of existing buildings. This is a pre-tender estimate calculated from the approved planning permission and undertaken by the project's cost consultants. A breakdown is given here:

Table 1. Project costs

Build costs - Capital	£
Construction	2,020,000
Professional fees	120,000
Legal costs	2,000
Contingency	158,000
Total project cost	2,300,000

- 2.2 A capital budget of £1.4m had been approved of which £110,000 has been approved for expenditure on preliminary costs. This budget was increased by £900,000 to £2.3m in the Capital Investment Strategy 2022-2032 (CAB3332) to reflect the revised estimate above and this revision was approved by Council at its meeting on 23rd February 2022. Approval for expenditure against this revised budget is required to enable the tendering for quotes, selection of a supplier and to enter into contract to commence construction.
- 2.3 It is proposed that the capital costs are funded from the following sources subject to the successful application for CIL and external grant:

Table 2. Project funding sources

KGV Pavilion funding sources	£000	% contribution	status
Town Forum Sports Open Space fund	228	9.9%	Approved
Town CIL	250	10.9%	Applied for
District CIL	450	19.6%	Applied for
Football Foundation grant	500	21.7%	Applied for
Capital receipts	872	37.9%	Approved
Total build cost	2,300		

- 2.4 Once the new pavilion is built the ongoing operational budget is estimated to be a net cost of £46.5k p.a. This operating deficit is funded by the Town Account and the estimated net position is broken down in the following table:

Table 3. Project revenue costs

Ongoing revenue costs	Existing Budget	New Facility	Variance
Utilities & Cleaning	£5,000	£10,000	-£5,000
Revenue maintenance costs	£3,500	£15,000	-£11,500
Grass pitch up-keep and maintenance	£34,000	£34,000	£0
Green roof maintenance	£0	£2,000	-£2,000
Major equipment replacement (spread over 30 year life)	£0	£5,000	-£5,000
Total ongoing revenue	£42,500	£64,000	-£23,500
Projected income			
KGV playing field hire	-£14,500	-£14,500	£0
Pavilion hire	-£500	-£3,000	£2,500
Total income	-£15,000	-£17,500	£2,500
Net DEFICIT	£27,500	£46,500	-£21,000

2.5 An additional £50,000 per annum was included in the Town Account with effect from 2022/23 (WTF306 refers). The £21,000 net costs set out in the above table would be a call on this additional base budget provision with effect from 2023/24. The Pavilion offers potential for a more ambitious business plan and increased revenue generation which will be pursued through a new governance scheme to be set up in response to the external funding bid.

3 LEGAL AND PROCUREMENT IMPLICATIONS

3.1 To ensure best value a competitive procurement process for a design and build JCT contract in accordance with the council's Contract Procedure Rules will be undertaken through an open tender process. The Procurement Team will provide advice on this matter and ensure that the process is undertaken in accordance with the city council's Contract Procedure Rules and the Public Regulations 2015.

3.2 It is intended to use a standard design and build JCT contract which will be managed in accordance with the council's contract management framework.

4 WORKFORCE IMPLICATIONS

4.1 There are no additional workforce requirements associated with the pavilion development. Estates will provide client resources from within existing staffing and the Natural Environment & Recreation Team will provide support for engagement, communication and liaison with funding bodies, local clubs and community stakeholders from within existing staff resources.

- 4.2 Following completion of the new pavilion ongoing management and maintenance will be resources from exiting staffing with these two teams.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The new KGV Pavilion will be built on council owned land and will become a council owned asset with the council responsible for the ongoing maintenance. The proposed pavilion is to replace two existing council owned pavilions on the site and which will be demolished due to fact they have reach the end of their life, approval for which was given as part of the planning permission.

6 CONSULTATION AND COMMUNICATION

- 6.1 Public consultation has been carried out by the council's Natural Environment & Recreation Team about the use of KGV Playing Fields. The first was in 2018 and the most recent between February and March 2021. The aim of the consultation was to seek feedback on the council's proposals for improvement relation to:

- a) Site entrance
- b) Wider site
- c) Play area
- d) Skate park
- e) Pavilion

- 6.2 The following comments were received on proposals for an upgrade to the KGV pavilion:

- a) 54% of respondents currently used the existing pavilions, with a further 23% that would use the new facility.
- b) "Will be a great boost to all the players, parents and supporters who use KGV regularly"
- c) "Should be accessible to all park users for toilets and drinking water"
- d) "A well designated and well equipped pavilion would enhance KGV and the investment would also signify serious ongoing support for youth and specifically girls football"
- e) "The pavilion should be designed to merge into the environment using sensitive colour schemes."
- f) "Would like to hire for kids football parties"

- 6.3 Further consultation was undertaken by RW Sport consultants on behalf of the city council as part of the grant funding application to the Football Foundation. The consultation was carried out with eight existing user clubs and leagues, to gain their views on the current and proposed facilities, how

they use the facilities and what impact this has on their development and the growth of football in the local area. The following two questions and responses highlight the need for improved facilities:

- a) How would you like to access the new pavilion:
 - (i) 87.5 % - use of toilets on match day
 - (ii) 75% - use of changing rooms on match days
- b) What is preventing you accessing the existing pavilion
 - (i) 75% - toilets are poor quality
 - (ii) 62.5% - changing rooms are of poor quality

6.4 Winchester Town Forum at its 23 January 2020 meeting considered and recommended to support the approach to the provision of the pavilion at King George V recreation ground and the level of funding that could be made available to support the pavilion from Town Account reserves and/or, Town Forum Community Infrastructure Levy.

6.5 Winchester Town Forum established the King George V (KGV) Informal Group of officers and members to review progress on the project. The Town Forum received a report updating on progress at its 21 January 2021 meeting including details of consultation feedback and seeking approval for the Corporate Head of Assets to submit a planning application for the new pavilion. A further progress up-date was provided at the WTF meeting on 24 June 2021 when support was given for the submission of the planning application.

7 ENVIRONMENTAL CONSIDERATIONS

7.1 The Design and Access statement from Stride Treglown, that accompanied the permitted planning application, highlights that the design and construction of the new pavilion will “achieve an energy efficient and sustainable building through the use of ‘fabric first’ principles and a renewable energy source”. High performance insulation to the walls, floor and roofs will be specified, along with high performance double glazing for the windows, doors and curtain walling in order to limit heat loss and reduce solar gain. LED lighting is to be provided throughout the building and lighting controls and absence detectors will be considered to help further reduce energy consumption. There is a proposal for the use of photo voltaic panels which will be located on an area of flat roof on the eastern end of the building.

7.2 The planning permission Decision Notice (21/02789/FUL) also requires that:

“No development shall take place until a "BREEAM excellent" design stage certificate for the whole development is submitted to and approved in writing

by the Local Planning Authority. The development shall be built in accordance with the approved details.”

8 EQUALITY IMPACT ASSESSMENT

- 8.1 The existing pavilions do not meet the required standards for accessibility and is one of the drivers 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.
- 8.2 As progress on delivery of the new pavilion moves forward, the needs of individuals who fall within the protected groups defined in the Equality Act 2010 will be considered at each stage. The completed redevelopment will provide a positive benefit to all protected groups through improved design of buildings to increase accessibility by design.
- 8.3 Consultation and engagement have not given rise to representations that there will be adverse effects from the proposed development on protected groups.
- 8.4 Due regard has been given to the council’s duties as set out above and an EqlA has been completed. The decision to be taken in this report is considered to contribute towards advancing equality of opportunity and is consistent generally with the public sector equalities duty and its objectives.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 There are no data protection impacts associated with the development of the pavilion. However the management of the booking system for hire of the pavilion and the pitches must meet GDPR standards as this will requires personal and financial information about people hiring the facilities.

10 RISK MANAGEMENT

- 10.1 This scheme is in line with the council’s current overall and Living Well priority risk appetite of moderate.

Risk	Mitigation	Opportunities
Financial Exposure Construction costs escalate. Management and maintenance cost increase Income is not achieved	Pre-tender estimates have been completed based on the permitted development to ensure tendering exercise is based on current values. Seeking to commencing tendering and	The pavilion and reconfigured pitches create a high quality facility for the wider community that can be used for an increased range of activities and more frequently.

	<p>construction early mitigates against inflation and price increase caused by any delays.</p> <p>Proactive contract management with a collaborative approach to mitigate risks limits financial exposure.</p> <p>A new pavilion has more efficient and cost efficient systems (e.g. energy efficiency) to reduce costs and maintenance.</p> <p>Enhanced facilities increase the potential to generate income from a wider range of activities and users</p>	
<p>Exposure to challenge Opposition to development Challenge to tendering and appointment of contractor</p>	<p>Extensive consultation and local engagement has taken place to mitigate concerns over the new scheme.</p> <p>Planning permission has been secured.</p> <p>All tendering will be compliant with the council's contract procedure rules and contract management procedures, supported by the council's procurement team</p>	
<p>Innovation Effective working in partnership with users and stakeholders takes time to development and reach a position of trust and genuine joint working</p>	<p>Partnership Management Guidance has been created by the Council that can be used to ensure that any partnership arrangement is established and supported in line with council policy and procedure drawing on best practice.</p>	<p>Engage with community and stakeholders in the long-term running and development of the operation of the pavilion to optimise its contribution to physical and mental well being.</p>
<p>Reputation</p>	<p>Extensive pre-</p>	

<p>Negative response to new scheme not progressing Damage to relationship with Football Foundation who have invested in bringing the scheme forward Local clubs and users feel unsupported if opportunity to expand and develop is not provided by new facilities</p>	<p>development concept, design and project preparation has taken place to ensure the scheme is deliverable and supported. Planning permission has been given. Budget allocation has been identified.</p>	
<p>Achievement of outcome Failure to increase:</p> <ul style="list-style-type: none"> • participation in physical activity and health improvements • female participation in football. • participation in sport by under-represented groups and wider demographic • clubs development 	<p>A steering group of partners, stakeholders and users will be established to advise on effective management and support ways to ensure outcomes are achieved.</p>	<p>A collaborative approach to working with users and local clubs and stakeholder to make the most of this community facility and to create a sense of ownership in its success and future.</p>
<p>Property Exiting dilapidated pavilions fall into further disrepair and attract vandalism. Cost of up-keep and frequency of repair increases.</p>	<p>New facility will replace the existing pavilions. Demolition is part of the construction estimate so will be the first step at commencement of construction</p>	
<p>Community Support Lack of support for scheme and negative reaction / impact on local area during construction phases.</p>	<p>Extensive consultation has already taken place and communication and sharing information will continue to keep local residents and stakeholders involved.</p>	<p>New governance for the management of the pavilion is to be established to include stakeholders.</p>

<p>Timescales Delays to tendering and build due to supply chain and demand pressures within the construction industry</p>	<p>Seeking early approvals and making sure all the necessary governance is undertaken allows the project to be expedited as soon as the various funding elements have been agreed</p> <p>A collaborative approach to contract management will be supportive in reducing delays.</p>	
<p>Project capacity Availability and capacity of staff to client and contract manage the construction of the new pavilion</p> <p>Availability and capacity of staff to manage the operation and use of the new pavilion and associated pitches</p>	<p>Estate team are experienced and have systems in place to effectively manage contract of this value and (low) level complexity</p>	

11 SUPPORTING INFORMATION:

11.1 **Background**

11.2 Need

11.3 The project was identified within the council's adopted Playing Pitch Strategy 2018, which states that there "a need to mitigate the loss of playing field land through the improvement and upgrade of ancillary provision at King George V Playing Fields (to the latest FA specifications) which should include both changing facilities and toilets. Additionally, pitch improvements should be made to the site to increase capacity of pitches for match play". The requirement for investment into the facility is also identified within Hampshire FA's Winchester Local Football Facilities Plan. The LFFP highlights that investment is required for the refurbishment of the changing pavilions.

11.4 The options for the development of a new pavilion on the KGV playing fields was first considered at Winchester Town Forum in early 2020 as the existing pavilions are no longer fit for purpose.

11.5 The existing two pavilions do not provide adequate or accessible changing facilities and do not meet safeguarding standards. They were constructed in the 1960s and are now not fit for purpose and beyond viable improvement. The lack of appropriate facilities restricts the use of the playing fields and this issue has been identified through the public and club consultations concerning the future use of the site and pavilions.

11.6 **Details of the new pavilion**

11.7 Users

11.8 The new pavilion, and associated increased use of pitches, will support the development of grassroots football and especially outcomes for women and girls, youth football & open age football. The majority of the clubs that utilise KGV are based in the city or from the surrounding parishes. The key users of the site will be Winchester City Flyers, who play in the Hampshire Girls Youth Football League; Winchester Youth FC and Littleton Junior FC will also use the site as overspill. During the week the site is also used by the University of Winchester. In terms of senior football the Winchester & District Sunday League regularly book the site and over the summer the two cricket pitches are used by local clubs. The pitches are well-used; the Girls League hosts approx. 20 teams a weekend; Littleton FC three; Winchester Youth 4; University three teams every Wednesday; plus approximately 10 individual local teams.

11.9 The neighbouring Winchester Sport & Leisure Park means this area is a hub for community sport and physical activity in Winchester, providing a mix of community spaces and high quality sporting facilities. This fits well with other users on the site at the play area and skate park.

11.10 Benefits and Outcomes

11.11 The aims and objectives for this project have been identified following extensive community and club consultation and are as follows:

- a) Increased participation for all.
Ensure that there is a wide, diverse football offer to meet the needs of the local area and provide the platform for local clubs and the wider football community to grow and develop.
- b) Pricing should not be prohibitive and will be comparable with other local facilities.
St Michael Ward, where the site is located, is ranked within the 50% most deprived neighbourhoods in the country and often lower socio-economic groups also have health inequalities. With rising costs of living the amount people's disposable income that can be spent on leisure activities has reduced and so it is important that this facility offers good value for money.

- c) Improved health and wellbeing through an enhanced and diverse physical activity and social community offer.
By providing high quality facilities, increased community sport outcomes can be achieved across a varied demographic. As well as improving both physical and mental health there is the opportunity to build skills, education and training. It is hoped that the new pavilion will become a social hub for the local area that will enable many other positive community outcomes.

11.12 Costs and design

11.13 The initial cost estimate of £1.4m in January 2021 whilst prepared based on planning drawings and forecasted to the anticipated build date, the material and labour market continues to rise more significantly than could have been reasonably anticipated. Now more detailed design has been completed the following comments can be provided to support the increase to the construction costs and additional requirements for BREEAM:

- Steel prices have increased and a canopy area is now included – increase of £40k;
- Now have an extra over green roof system and additional areas of solar panels compared to a standard flat roof previously – increase of £60k;
- Additional external staircase and an increase in balustrading to the terrace area – increase of £20k;
- Allowed for external lighting to the access track - increase of £20k;
- The number of water installations such as WC's, showers etc. has increased from 79 to 130 - increase of £40k;
- Initially external works focused on making good the existing access track but now there are large areas of additional paving / car parking and landscaping – increase of £150k;

11.14 As stated there has been considerable inflationary pressures during the last year and the previous cost estimate had a start date of the second quarter 2021, the revised cost estimate start date is third quarter 2022 with rates at present value.

11.15 The council set the key design requirements of the new pavilion has to meet as the following:

- a) Sport England compliant changing facilities
- b) A club/community room with kitchen
- c) A first floor viewing gallery or balcony with views of the pitches
- d) A building which is contemporary and attractive in appearance, and sensitive to its context within the South Downs National Park
- e) A design which is considerate of the allotments to the north of the site, and any impact the new facility may have on the allotments and their aspect
- f) A safe, robust and durable building

- g) A building suitable for use by a diverse range of abilities, ages and preferences

11.16 The new pavilion will provide 540sqm of changing and toilet facilities to support the football and cricket pitches and at first floor level there will be a club room with a balcony which overlooks the pitches. This new facility provide an additional 292sqm of useable space. Also the club room, with its own toilets and kitchenette has been designed to be self-contained and capable of use and hire separate from the changing facilities. There will also be two new disabled car parking space and eight cycle racks.

11.17 Funding

11.18 The KVG Pavilion secured planning permission on December 2021 and an application for £500,000 grant funding was submitted to the Football Foundation in January 2022; outcome to be known in April. Applications for district and neighbourhood CIL totalling £700,000 are being made. Approval of these will be required prior to commencing to tendering stage.

11.19 The development proposals have progressed significantly to reach this stage, therefore approval to move to the construction contract tendering stage is sought from Cabinet. In order to enable the tendering process to commence as soon as all funding is secured authority to incur expenditure is also sought from Cabinet. This will be subject to the securing of all required funding.

11.20 The proposed programme for the next stages is:

- | | | |
|----|---------------------------------|--------------------|
| a) | Funding & expenditure approvals | March - April 2022 |
| b) | Tender exercise | April – June 2022 |
| c) | Construction commences | July 2022 |
| d) | Construction completes | April 2023 |

12 OTHER OPTIONS CONSIDERED AND REJECTED

12.1 Do not replace the existing pavilions: This was rejected as both facilities are considered to be beyond their useful life, do not provide appropriate disabled access and have very poor thermal efficiency. Cost of continued repair and maintenance does not represent value for money and also impacts on the council's ability generate income from bookings for the playing pitches.

12.2 Replace both pavilions like for like: this was rejected as being more costly than replacement with a single larger facility, with efficiencies also gained in on-going management and maintenance.

12.3 Replace both pavilions with a smaller new facility: this was rejected as a smaller facility would not provide the accessible range of changing rooms, showers and toilets etc. to meet football association standards to support the

league football clubs or cricket clubs' use. The addition of a club room enables a more ambitious business plan to increase income generation and open up the pavilion for use by a wider range of people.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

WTF298: REPORT TITLE: NORTH WALLS AND KING GEORGE V SPORTS PAVILIONS UPDATE REPORT 24 JUNE 2021

WTF295: REPORT TITLE: NORTH WALLS AND KING GEORGE V SPORTS PAVILIONS UPDATE REPORT; 28 JANUARY 2021

WTF278: REPORT TITLE: NORTH WALLS AND KING GEORGE V SPORTS PAVILIONS UPDATE REPORT: 23 JANUARY 2020

Other Background Documents:-

Community consultation at KGV, Feedback in relation to the pavilion 2018

Planning application: 21/02789/FUL | Proposed demolition of two existing pavilions. Replacement with one new build pavilion and associated car parking.

<https://planningapps.winchester.gov.uk/online-applications/applicationDetails.do?keyVal=R1QCRBBP11200&activeTab=summary>

APPENDICES:

Appendix 1 - Equality Impact Assessment