

# WHEATLEY PARISH COUNCIL REPORT – 1<sup>ST</sup> MARCH 2021

## ITEM 164 REPORT ON PROGRESS OF THE HOLTON PAVILION REPLACEMENT PROJECT

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<b>Author:</b>	Toby Newman, Paul Wilmott, Doug Lamont
<b>Strategic Goal:</b>	Deliver a new pavilion at Wheatley Playing Fields in partnership with Wheatley Playing Fields Trust
<b>Strategic Aim:</b>	Contractors/project managers appointed to deliver the project S106 monies are allocated and utilised for the benefit of the community
<b>Summary:</b>	Update/recommendation

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### Strategic Plan

Deliver a new pavilion at Wheatley Playing Fields in partnership with Wheatley Playing Fields Trust					
New pavilion is delivered in conjunction with Wheatley Playing Fields Trust, Sport England and other sports governing bodies.	Planning approval is granted for new design	Local Government Act 1972	Within existing budgets	2019	No recent meeting.
	Funding is sought to complete the project		Within existing resources £50,000 reserves allocated	2020	User agreements being signed to open potential funding streams
	Contractors/project managers appointed to deliver the project		£1.5-1.8m project costs	2020-2021	No recent progress

### Purpose/Backgrounds.

1. The Parish Council is undertaking a project to demolish their existing community pavilion and changing rooms at Holton and construct a new sports pavilion to include; changing rooms, first floor community / exercise area with car parking provision and improved site and building access.
2. The first pavilion was constructed in 1973 and the northern pavilion in 1981, both utilising agricultural portal frame construction (with a predicted life expectancy of 25 years).
3. In 2018 We agreed and signed a 35-year lease with Wheatley Playing Field Trust for the site and committed to replacing the buildings within 5 years.
4. There is clear evidence of the need to replace the facilities, particularly the northern pavilion building which is mainly used by the school and is in a very poor state of repair. Both buildings have significantly exceeded their intended lifespan and the additional facilities required to enable the sports clubs to expand and to provide other community uses are not possible in the current buildings.
5. SODC's Leisure section have also confirmed in their draft Leisure Strategy up to 2033, that the changing provision at Holton playing fields needs updating and increasing so there is a need for new changing areas and updated the facilities on site and accept that retaining the building is not a viable option and consider there is a significant community value to the continued and improved use of the site.

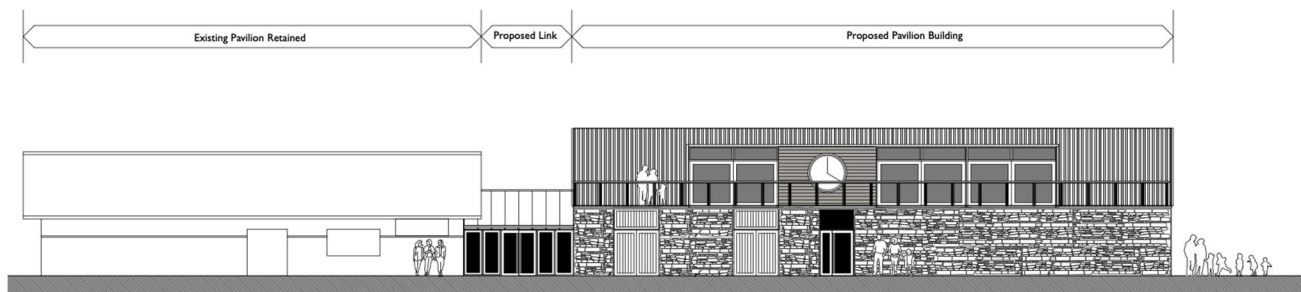
6. The existing facilities are used by:

- 3 men's senior rugby team
- 7 junior football teams
- Mini football
- 2 ladies over 30 football teams
- Facility for Cricket, tennis and netball
- In addition, the 1000+ students at Wheatley Park School change in the lower pavilion and have exclusive use of the playing fields 196 days a year, Monday to Friday, from 9.00am to 5.00pm. There is the facility for Facility for Cricket, tennis and netball although not currently used.

## Replacement Building Proposal

1. The proposal is to demolish the northern pavilion and to construct a replacement to the south-west of the remaining pavilion building. A link extension would join the new pavilion to the older building. A new car parking area would be created to the north of the remaining pavilion building with a new vehicular access also constructed. The development would require the removal of several trees currently located in proximity to the existing site access.
2. The new pavilion building would be two-storey, occupying a footprint of approximately 495 sq.m, providing approx. 975 sq.m of new floorspace across the two floors (including the first-floor roof terrace and ground floor link). At ground floor level the building would predominantly provide changing rooms and storage areas with an indoor training area, WCs and roof terrace at first floor level. The building would be a flat roofed structure have an overall height of approximately 6.65 metres. The roof terrace would occupy the north-facing side of the building at a height of approximately 3.2 metres.
3. The new car park would extend to the north-east of the retained pavilion building. The car park would provide 33 off-road car parking spaces with 4 dedicated disabled parking spaces over an area of approximately 265 sq.m. The proposal also includes new planting along the north- eastern edge of the car parking area.

*Proposed new building as viewed from the pitches.*



[illegible]

### Planning Permission (granted in September 2019)

1. The Parish Council was granted Planning Permission on 2nd September 2019 with a condition that the development must be begun not later than the expiration of three years beginning with the date of the permission.

2. There are a number of conditions attached to the planning permission that need to be met before construction can commence. These are listed below:
  - The development shall not commence until full written details of a planting scheme to be undertaken within the site has been submitted to and approved in writing by the Local Planning Authority.
  - The development shall not commence until a full written schedule of all external materials and finishes to be used in the construction of the development has been submitted to and approved in writing by the Local Planning Authority.
  - The development shall not commence (including demolition) until a Construction Traffic and Environmental Management Plan (CTEMP) has been submitted to and approved in writing by the local planning authority.
  - The development (including demolition) shall not commence until full details of the existing and proposed subterranean utilities, drainage and services have been submitted to and approved in writing by the local planning authority.
  - Construction of the replacement pavilion shall not commence until full details of foul and surface water disposal systems have been submitted to and approved in writing by the local
  - The development (including demolition or site clearance) a protected area shall be designated for all existing trees which are shown to be retained and tree protection measures shall be installed in accordance with a scheme, which complies with the current edition of BS 5837: "Trees in relation to design, demolition and construction", the full details of which shall first be submitted to and approved in writing by the Local Planning Authority. The approved tree protection measures shall be kept in place during the construction phase of the development.

### **Next Steps: Process and Stages**

1. We have obtained planning consent, but before we can complete the pre-commencement conditions and begin fundraising we need to accurately cost the scheme.
2. We have a duty to obey local government procurement rules, ensuring that we are transparent and fair in selecting who we work with.
3. There are number of different construction project approaches, each have their own benefits and drawbacks.
  - a) **Traditional architect led:** - separate fees, competitive tender, longer procurement process, other consultants are engaged and paid for by client
  - b) **Design and Build:** - a specialist contractor is employed to technically design and build the building as planned
  - c) **Two Stage, Open Book:** - architect led, but contractors price against competitive elements e.g. agreed profit margins, preliminary costs, programme stages etc.
  - d) **Project Management:** - the client appoint a project manager to oversee the engagement of specialist consultants, site investigation, development of technical design and obtaining a cost plan. Ultimately a project management company could oversee the financial and site management of the construction phase.

NB: Some specialist contractors and project management companies are capable of actually engaging sub-contractors and doing the construction themselves. In this case the client would have to appoint a professional quantity surveyor / clerk of works /

contracts manager to oversee the construction work and payments. This avoids the project management company being unchecked in the construction phase.

4. The working group recommend the following stages to our approach:
  - a) Complete a tender process to select a company to work with WPC to develop the plans and specification, including external works, to full design and detail such that a realistically priced specification can be produced to allow WPC to apply for additional funding.
  - b) Start the fundraising process.
  - c) Complete a tender process to select a Project Manager / Quantity Surveyor / Clerk of Works (Dependent on approach).
  - d) Complete a tender process to select a construction company.

5. **We are currently at Stage a).**

As part of the process we invited companies to detail their price for supplying the costing services along with proposals for how our requirements will be satisfied. Mid-tender interviews have been held to allow for clarification of matters that might otherwise lead to an inaccurate tender being submitted. They also give the working group insights into potential problems or opportunities in the project as it is described by the tender documentation.

Usually, Parish Council assessment of tenders have prioritised the lowest-price compliant bid and local contractors. This may still be appropriate for many of our contracts, however, for a complex and expensive construction contract, it may not result in the best value tender being selected. There is a tendency in construction for tenderers to submit low prices and then to find ways to charge more once the contract has been secured.

The working group recommend that assessments that identify the tender that best meets the project needs and offers the best value for money can be more beneficial in the long run.

We have structured our assessments considering the following criteria:

- Price.
- Relevant experience and past performance.
- Understanding of the requirements.
- Proposed methodology (this include inhouse/outsourcing, design proposals, construction method and value engineering proposals).

We had originally considered 15 possible companies to tender. Some had made contact once the planning application had been submitted others were selected from recent local projects or work for local authorities. Four companies were discounted because of lack of similar projects in their portfolio. Ultimately eleven different interested parties were sent a comprehensive enquiry seeking a fixed price fee to take the design to cost plan. 3 companies responded.

***Note from Clerk: Whilst this work has been carried out the council should be following its own Financial Regulations. With costs likely to be in excess of £25,000 it should be placing this opportunity as defined by the Public Contracts Regulations 2015 (sections 10 and 11 of Financial Regulations***

## Funding and resources

We currently have £50,000 in reserves to go towards the costs of the project.

The total cost of the entire project to demolish and rebuild a new fit for purpose sport and community pavilion is anticipated to be circa £1.5 million.

This current exercise will establish the total funds required, but the working group consider that if this amount is considered to be too expensive, the current process should be halted before incurring any additional costs.

It is recognised that the building costs are increasing post Brexit and that delays might cause additional cost increases.

It is anticipated that funds for the project would come from a variety of sources (detailed below) and will require significant effort of councillors and officers (as well as the community) to secure.

## Oxford Brookes University development impact

1. All parties are keen to avoid a situation in which the redevelopment of the Wheatley Campus results in either overlap or detrimental competition between facilities in the area. Therefore, the alternative and 'preferred' option would be for the developer to make some on site provision plus a financial contribution to the delivery of part of the wider package of aspirations for sport.
2. A financial contribution has been secured by S106, towards a multi-sport artificial pitch on either the Wheatley Park School site or the Holton Playing Fields site. A contribution would also be made towards the provision of tennis courts at the Holton Playing Fields site. This financial contribution would be broadly equivalent to the cost of providing tennis courts and an all- weather 'five a side' or football training pitch on the campus site.

## Sources of Funds

There are a number of Grants that we will try to secure, both from sporting bodies and from local authorities. Section 106 monies and Community Infrastructure Levy (CIL) will also be options following the development of the Brookes site, although we do not have a timescale for this. These figures are taken from previous grant awards and are not agreed in any way.

Body	Potential Funds
SODC	£250,000
Rugby Football Union (RFU)	£100,000
The Football association (FA)	£100,000
The Lawn Tennis Association (LTA)	£50,000
Sport England	TBC Currently all grants are for Covid recovery
The Big Lottery	£10,000
The Lottery Fund	TBC Currently all grants are for Covid recovery

In addition the Section 106 agreement with Oxford Brookes has the following:

Artificial Grass Pitch	-	£985,000 (Paid after occupation of 225 <sup>th</sup> dwelling)
Tennis Courts/Floodlighting	-	£365,000 (Paid after occupation of 1st dwelling)

As the Section 106 is a legal agreement contributions must be spent on the items agreed, unless SODC renegotiate as part of the detailed planning application.

There may also be s106 income from the London Road development.

### **Public Works Loan**

Any shortfall in the fund to meet the project costs will need to be met by public fundraising/donations or by borrowing.

Parish council can borrow money from the treasury, with agreement from MHCLG in the form of a public works loan.

These loans can be taken over a period of up to 50 years and are repayable from the Parish Council precept.

Repayment costs are likely to be significant and result in an increase in council tax. A £1m loan over 30 years roughly increases the average Wheatley household council tax bill by £20pa.

### **Recommendation**

This report seeks to obtain the council's consent to commit to funds from reserves for this project and to approve the Wheatley Playing Fields Sports Pavilions Group to work with the Clerk in order to advertise the contract on the Contract Finder website.