



AGENDA ITEM:

SUMMARY

Report for:	Housing and Community Overview and Scrutiny Committee
Date of meeting:	10th November 2021
Part:	Part I
If Part II, reason:	

Title of report:	Berkhamsted Leisure Centre
Contact:	<p>Cllr Andrew Williams, Leader of the Council and Portfolio Holder for Corporate and Contracted Services</p> <p>Author/Responsible Officers:</p> <ul style="list-style-type: none"> • Mark Brookes, Assistant Director (Corporate and Contracted Services)
Purpose of report:	To report progress to Committee at the end of the RIBA Stage 2 (Concept Design) phase of work regarding the development of a new Berkhamsted Sports Centre and to seek authority to proceed to Stage 3 (Spatial Coordination) with delegated authority to proceed to Stage 4 (Technical Design).
Recommendations:	<ol style="list-style-type: none"> 1. That Committee note the Concept Design of the project and the proposed facility mix as set out in Section 4, inclusive of a spa facility, to allow the next stages of the project to be developed and considered in more detail during the next project stage. 2. That Committee note:- <ol style="list-style-type: none"> (a) the consultation undertaken with stakeholders during this phase of work and the further consultations required, including public consultation, as set out in Section 3.

	<p>(b) the working project timeline in Section 6.</p> <p>3. That Committee note the requirement for a maximum drawdown of £550,000 to proceed with the next project stage (RIBA Stage 3 – Spatial Coordination).</p> <p>4. That Committee note the approvals strategy set out in Section 3 and note the requirement for a maximum drawdown of £425k to proceed with RIBA Stage 4 (Technical Design) and the submission of a planning application and delegate the decision for proceeding from Stage 3 to Stage 4 to the Assistant Director, Corporate and Contracted Services and the S.151 officer in consultation with the Leader of the Council.</p> <p>5. That Committee note and endorse the Main Contractor procurement strategy set out in Section 5, utilising the Procure Partnerships Framework for a two stage, design & build tender process and delegate authority to the Assistant Director, Corporate and Contracted Services and the S.151 officer to award the first stage pre-contract services agreement to the preferred Main Contractor.</p> <p>6. That Committee endorse the proposal to provide a further update once the on and off-site football provision and potential residential option has been developed in more detail (within the next phase of work) and at the end of RIBA Stage 4 (Technical Design), at which point cost certainty will be achieved for the proposed Main Contract, aligned with the known project risks and Operator strategy.</p>
<p>Corporate Objectives:</p>	<p>A modern leisure provision is central to delivering a borough that people can enjoy and remain fit and healthy.</p> <p>A new leisure facility will help to ensure Berkhamsted and the wider borough has a leisure facility that continues to meet the needs of current and future residents.</p>
<p>Implications:</p>	<p><u>Financial</u></p> <p>An update of the financial implications of the project have been presented in full to the Finance and</p>

Resources OSC and will be further developed into a more detailed costed proposal and business plan once further design and stakeholder consultation has been progressed in the next phase of work, RIBA Stage 3.

This report seeks approval to proceed to RIBA Stage 3 and a drawdown of £550,000 for the project team fees and survey costs required at that stage.

Further approval is sought to progress to RIBA Stage 4 with a forecast cost of £425,000 for the project team fees and survey costs required at that stage, with delegated authority for doing so on the successful completion of RIBA Stage 3.

Operational

Subject to agreement on contractual terms, the sports centre will continue to be run by Everyone Active until the end of their contractual term, however a new build facility would require a reassessment of the existing terms.

The aim (as far as is possible) will be to keep the existing facility open until the new facility is ready to be opened in order to minimise disruption to existing users.

The Happy Days Nursery and existing external 5-a-side pitches will need to be closed for the duration of the construction period of the new centre. Mitigation by way of temporary measures for both facilities are being considered.

Value for Money

The development will provide a new facility, which will be designed to last for the next 40 years and flexible enough to adjust to changes in user demands during that period.

The main building contractor will be competitively tendered separately to the consultant project team and an appropriate and compliant route will be selected to ensure value for money is achieved.

Further detail and recommendations are provided within this report and key decisions will be provided to

	Cabinet for approval in future.
Risk Implications:	Failure to invest in the facility could leave it in a condition which will not meet the Councils and users expectations and could lead to reduced usage contrary to the Council's Sports Strategy.
Community Impact:	The proposal will continue to be developed to ensure that it has no adverse impacts on the community with an aim to increase participation across all groups. Consideration of all protected groups is being continually assessed as the project develops and consultation has taken place with the Council's Diversity & Community Inclusion Lead Officer. This will continue through Stages 3 & 4 and a formal Community Impact Assessment will be completed during those stages.
Health And Safety Implications:	A new centre will result in significant additional investment in the site and improve the Health and Safety of the facility by bringing it up to modern standards.
Monitoring Officer/S.151 Officer Comments:	<p>Monitoring Officer:</p> <p>There are no legal issues to highlight at this stage as the report is recommending proceeding to RIBA Stage 3 and 4 where further design, cost/revenue planning, and site due diligence work be carried out.</p> <p>All surveys and additional appointments made during this phase of work have been undertaken in a compliant manner, as directed by Procurement officers.</p> <p>S.151 Officer:</p> <p>The recommendation for the Berkhamsted Leisure Centre Development to move to Stage 3 requires funding of £550k, with an additional requirement of £425k for Stage 4 if further approval is granted.</p> <p>These funds can be drawn-down from the Dacorum Development reserve in 2021/22 or 2022/23 as required.</p>

	<p>During the delivery of the RIBA Stage 3 work, more detailed understanding of future income and expenditure analysis will be available, and a specific funding proposal for the scheme will be developed as part of the Stage 3 completion.</p>
<p>Consultees:</p>	<p>As part of the Concept Design stage of work, a significant amount of NGBs, stakeholders and interested parties have been consulted, including:</p> <ul style="list-style-type: none"> • Berkhamsted Town Council • Dacorum Member Working Group • Everyone Active • Sport England • Crime Prevention Officer • Diversity & Community Inclusion Officer • Hertfordshire County Council Highways • Housing and Community Overview and Scrutiny Committee • Finance and Resources Overview and Scrutiny Committee <p>A full schedule of consultees is included within this paper.</p>
<p>Background papers:</p>	<p>Strategic Review Indoor Sports and Leisure Facilities – (October 2016)</p> <p>Active Dacorum: A Physical Activity and Sport Strategy for Dacorum 2019-2024 (the Sports Strategy)</p> <p>Cabinet reports March 2019, January 2020, April 2021.</p> <p>Feasibility Study – Knight, Kavanagh & Page Ltd (May 2020)</p> <p>RIBA Stage 2 Report – Berkhamsted Leisure Centre Project Team (September 2021)</p>
<p>Glossary of acronyms and any other abbreviations used in this report:</p>	<p>Dacorum Borough Council (the Council)</p> <p>Everyone Active (EA)</p> <p>Berkhamsted Sports Centre (the Sports Centre)</p> <p>Office for National Statistics (ONS)</p> <p>Overview and Scrutiny Committee (OSC)</p> <p>Berkhamsted Town Council (BTC)</p> <p>Knight, Kavanagh & Page (KKP)</p>

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1. Background & Context

- 1.1 In March 2019 Cabinet considered a report regarding options for the redevelopment of Berkhamsted Sports Centre.
- 1.2 The options considered were Minor Refurbishment, Major Refurbishment or New Build facility. Members agreed that further feasibility work should be carried out on the New Build option.
- 1.3 In January 2020 Cabinet endorsed the following Minimum Project Requirements and approved the commencement of a RIBA Stage 1 Feasibility Study to consider potential options for a replacement New Build option with a baseline facility mix:
 - To create a high quality sporting environment which is inclusive and accessible to all users.
 - To ensure that the facility mix considers the needs and requirements of all user groups.
 - To create a sports centre which considers its impact on the environment and implements measures to mitigate that impact.
 - To create a sports centre which is financially sustainable in terms of its running costs against projected income and a centre which can be developed within the Council's affordability criteria.
- 1.4 The Feasibility Study outlined two options for the replacement of the Berkhamsted Sports Centre, detailed as the 'Essential Option' and the 'Desirable Option'. It is important to note that these options were developed for the feasibility stage to ensure that the Council's minimum requirements could be met whilst addressing the feasibility and affordability of additional facilities.
- 1.5 In April 2021 Cabinet approved the appointment of a multi-disciplinary Project Team led by Faithful+Gould, procured via the CCS Project Management & Full Design Team Services Framework for the delivery of the project, with contractual break clauses at the end of each RIBA stage.
- 1.6 RIBA Stage 2 (Concept Design) commenced in May 2021 with surveys being procured to further understand the site conditions whilst engagement with stakeholders allowed the scheme to be developed.

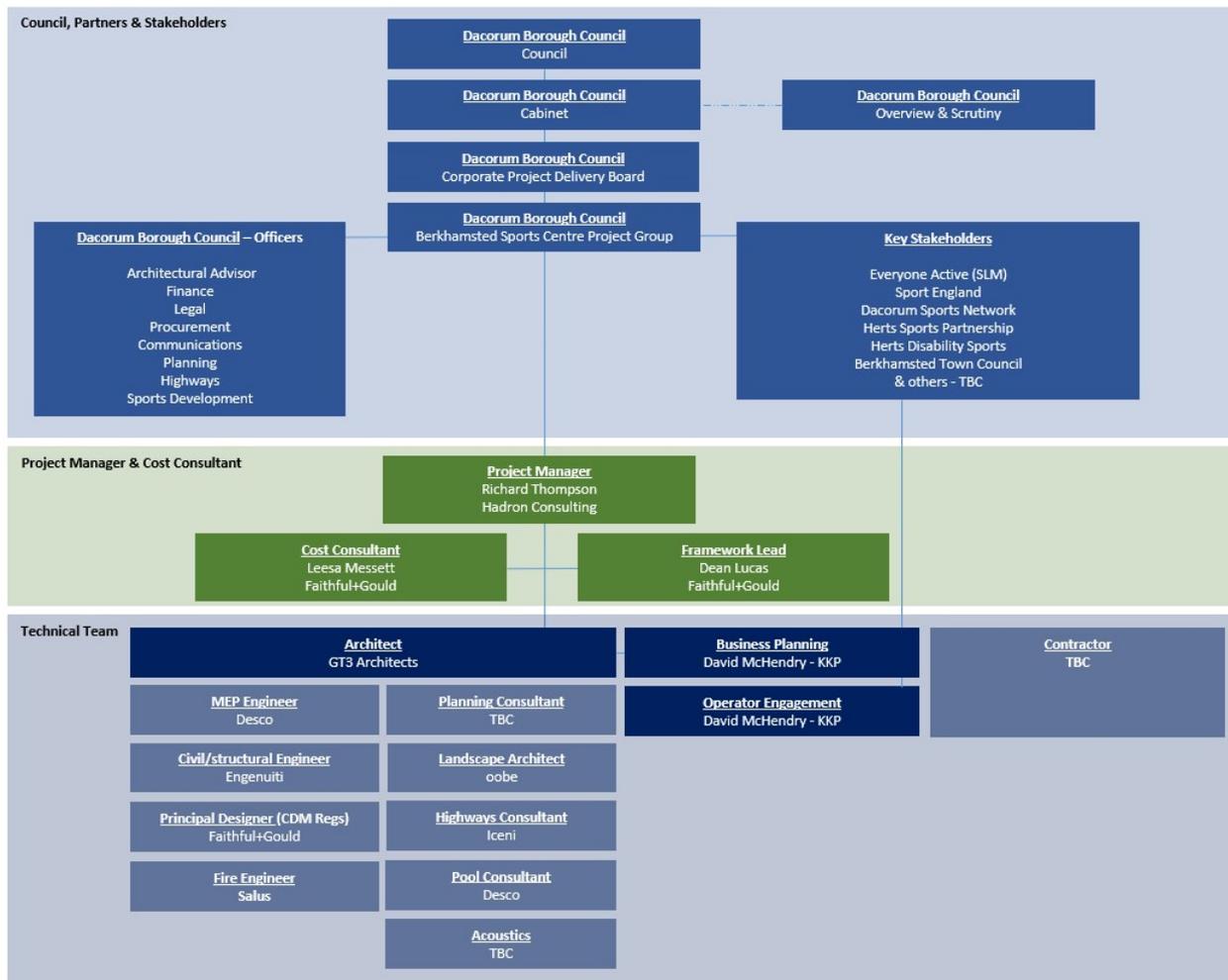


Figure 2 – Project Governance Chart

- 2.4 This report provides an update to members on the conclusion of Stage 2 and subject to the Committee’s comments will go to Cabinet to seek authority for the forecast project costs and agree a maximum drawdown of £550,000 to proceed with the next project stage (RIBA Stage 3 – Spatial Co-ordination) and develop a Planning Application.
- 2.5 This report (subject to this Committee’s comments) will also seek that Cabinet recommend Council agree a maximum drawdown of £425k to proceed with RIBA Stage 4 (Technical Design) and the submission of a planning application, and delegate the decision for proceeding from Stage 3 to Stage 4 to Assistant Director, Corporate and Contracted Services, and the S.151 officer in consultation with the Leader of the Council.
- 2.6 The proposal to proceed from Stage 3 to Stage 4 with delegated authority is to allow the project to maintain progress and only return to Cabinet (and Council) should there be a significant change. Upon approval of the Concept Design it is not envisaged that, aside from the on and off site football provision and residential considerations, there

will be significant change and therefore it should only be necessary to return to Cabinet once key decisions are able to be made.

2.7 In addition to the above, it is recommended that the Committee endorse the proposal to provide a further update to Cabinet once the on and off-site football provision and potential residential option has been developed in more detail (within the next phase of work) as this is identified as a key decision.

2.8 It is also proposed to present to Cabinet at the end of RIBA Stage 4 (Technical Design), at which point cost certainty will be achieved for the proposed Main Contract, aligned with the known project risks and Operator strategy.

3. Consultation strategy

3.1 As part of the Feasibility Study, the first stage of the consultation strategy was undertaken. The majority of stakeholders were engaged on a one to one basis to better understand their current and future requirements/needs and seek their input into the facility mix for the development.

3.2 The following organisations/groups were engaged with:

- ❖ Everyone Active
- ❖ Berkhamsted Town Council
- ❖ Herts Disability Sports Foundation
- ❖ Herts Sports Partnership
- ❖ Dacorum School Sports Manager
- ❖ Thomas Coram School
- ❖ Dacorum Sub-Aqua Club
- ❖ Watford FC Community Trust
- ❖ Dacorum Sports Network
- ❖ Herts Valley Clinical Commissioning Group (CCG)
- ❖ Herts Community NHS Trust
- ❖ Hertfordshire Community NHS Trust
- ❖ Hertfordshire Libraries
- ❖ Happy Days Pre-School
- ❖ England Indoor Bowls Association
- ❖ Hannah Marie Dance Academy
- ❖ Berkhamsted Swim Club
- ❖ England Volleyball
- ❖ Sport England
- ❖ Tring Town Council
- ❖ England Netball
- ❖ Swim England
- ❖ Herts Cricket
- ❖ Ashlyn's School
- ❖ APEX
- ❖ Toad Hall Nursery

- ❖ Badminton England
- ❖ England Basketball
- ❖ British Gymnastics
- ❖ Ministry of Air
- ❖ Herts CC
- ❖ Banks Physio
- ❖ Mind & Body
- ❖ Apex Dance
- ❖ Scraggs Roller Skating
- ❖ Hawks Lacrosse
- ❖ Hemel Swim Club
- ❖ Marcel Fairs

- 3.3 The consultation responses were carefully considered and the facility mix options were developed to respond to the consultation exercise.
- 3.4 During the Concept Design stage, further engagement has been held with key stakeholders, most notably HCC Highways, Everyone Active, Berkhamsted Town Council, Happy Days Nursery and Marcel Fairs, to consider elements of the facility mix. Observations captured in earlier consultation remain relevant and were reviewed against the developing scheme at this stage.
- 3.5 During this stage of work the Project Group also met on a monthly basis to review emerging options and a Member Steering Group was consulted to ensure appropriate engagement took place.
- 3.6 A key aspect of the scheme relates to on and off-site football provision. As such, a number of off-site options have been considered and consultation with relevant landowners has taken place. A decision relating to football provision is to be made in the next stage of work once the appropriate options have been considered.
- 3.7 It is acknowledged that any proposals for Lagley Meadow will require public engagement and consultation and the area is to remain freely accessible open space for public use. The Concept Design proposals include a number of options for consideration and a budget allocation for potential improvements, which will be tested further in the next stage of work with appropriate input from the public.
- 3.8 Initial engagement has taken place with Hertfordshire County Council Highways regarding the proposed new access from Gossom's End. It will be necessary to gain an approval in principal early in the next stage of work.
- 3.9 Upon approval to proceed with the next stage of work, the intention is to prepare for and hold a wider public consultation, which may include a consultation day with drop in sessions if possible or on-line consultations and feedback. This will help progress considerations for

Lagley Meadow and ascertain the level of support for the proposed scheme.

- 3.10 Further consultation will be continued as the design evolves through the project stages and will include specialist input at appropriate stages by using processes such as Design Review Panels and Community Review Panels.
- 3.11 As part of any planning application the public, stakeholders and NGBs will be consulted and able to feedback. By undertaking the above consultations it is hoped that any major considerations or issues are identified and mitigated.

4. Scheme options & facilities mix including Concept Design

- 4.1 As set out in the Feasibility Study two options were developed, the 'Essential Option' and the 'Desirable Option', as detailed below. During the Concept Design stage, a 'Hybrid' Option has been ascertained in consultation with stakeholders to determine the most appropriate facility mix.

Essential Option	Desirable Option	Stage 2 'Hybrid' Option
Office/Admin Space	Office/Admin Space	Office/Admin Space
Café/Kitchen	Café/Kitchen	Café/Kitchen
Soft Play Area (within Café)	Soft Play Area (within Café)	Soft Play Area (within Café)
Viewing Spectator Seating	Viewing Spectator Seating	Viewing Spectator Seating
Staff Room	Staff Room	Staff Room
M&F WCs	M&F WCs	M&F WCs
Cleaners Store	Cleaners Store	Cleaners Store
Community Meeting/Class Room	Community Meeting/Class Room	Community Meeting/Class Room
4x Treatment Rooms	4x Treatment Rooms	4x Treatment Rooms
	<i>Spa Zone/Health Suite</i>	Spa Zone/Health Suite
Pool Filtration/Main Plant	Pool Filtration/Main Plant	Pool Filtration/Main Plant
6 Lane Pool Hall	6 Lane Pool Hall	6 Lane Pool Hall
Training Pool	Training Pool	Training Pool
	<i>Splash Pad</i>	Splash Pad
First Aid	First Aid	First Aid
Air Handling Plant	Air Handling Plant	Air Handling Plant
Pool Store	Pool Store	Pool Store
Wet Change Village/Accessible Change	Wet Change Village/Accessible Change	Wet Change Village/Accessible Change
3x Studios (Activity/Holistic/Spin)	3x Studios (Activity/Holistic/Spin)	3x Studios (Activity/Holistic/Spin)
Fitness Suite (90 Stations)	<i>Fitness Suite (120 Stations)</i>	Fitness Suite (120 Stations)
		External Fitness Area and active roof space
2x Fitness Change	2x Fitness Change	2x Fitness Change
Nursery	Nursery	Nursery
4 Court Sports Hall	<i>6 Court Sports Hall</i>	4 Court Sports Hall
Dry Change (Sports Hall)	Dry Change (Sports Hall)	Dry Change (Sports Hall)

Sports Hall Store	Sports Hall Store	Sports Hall Store
Family Change	Family Change	Family Change
150x Car Parking Spaces	150x Car Parking Spaces	150x Car Parking Spaces
Mini Soccer (1 x 7v7 / 2 x 5v5)	Mini Soccer (1 x 7v7 / 2 x 5v5)	Mini Soccer (1 x 7v7 / 2 x 5v5)
New Access Road	New Access Road	New Access Road
Relocation of MUGA	Relocation of MUGA	Relocation of MUGA
Outdoor Play Area	Outdoor Play Area	Outdoor Play Area
Storage	Storage	Storage
		Lagley Meadow external play options

Table 1 – Options and facilities mix

- 4.2 The Concept Design proposals have been developed and a RIBA Stage 2 Cost plan and aligned revenue business plan for the proposals has been completed.
- 4.3 A Stage 2 Briefing Paper will be presented at the meeting to provide a summary of the scheme development, site constraints, concept site layout and general arrangement layouts, initial phasing considerations and initial sustainability strategy.
- 4.4 It will be necessary to develop the strategy for mitigating the temporary (or permanent) loss of on-site football provision and the Nursery during the construction phase, as both existing facilities will need to be taken out of use on site to allow construction of the new leisure centre.
- 4.5 A needs analysis and affordability assessment has been undertaken on the spa facility identified within the Desired Model and included within the Stage 2 Option. Further detail will be set out in presentation to members; however, the analysis and assessment support the inclusion of the spa facility within the new leisure centre.
- 4.6 Whilst the Stage 2 scheme includes a 7 a side 3G pitch (or two 5 a side pitches), it is acknowledged that should a suitable off-site solution for football be identified, it may allow for the area allocated for on-site football to provide a number of residential units. This is a key decision and both on and off site football and residential considerations require further development and consultation prior to being in a position to present for a decision. This does not impact the development of the leisure centre elements of the scheme therefore it is recommended to proceed to Stage 3 (Spatial Co-ordination) which will also allow further detail to be developed, and engagement with stakeholders and Planning Officers, to allow a recommended option to be identified. It is intended that a decision regarding on and off site football and

residential facilities is presented for a Cabinet decision at the appropriate time.

5. Main Contractor Procurement

- 5.1 To progress procurement options for the Main Contractor, an initial Procurement Workshop was held with members of the Project Team and Procurement Officers to consider the key drivers, potential procurement routes and market conditions.
- 5.2 Whilst the development of the scheme is at an early stage, it can take some time to undertake a procurement process and it is important that options are considered at the earliest opportunity to ensure potential routes are not missed.
- 5.3 It is considered that the most appropriate procurement route for the delivery of the Berkhamsted Sports Centre project is via a Two Stage Design & Build route. This allows control of the project to a suitable level of detail whilst benefiting from early contractor involvement to inform buildability issues and assist with accessing supply chains for input.
- 5.4 It is also considered that it would be beneficial to utilise a compliant Framework, rather than via an OJEU route. As such, a number of Framework options were considered and engagement meetings held with Procure Partnerships Framework and Southern Construction Framework to better understand the benefits that could be provided to DBC. The Crown Commercial Services Framework was also considered.
- 5.5 Following engagement meetings with frameworks and Procurement Officers, it was concluded that the preferred framework route is via the Procure Partnerships Framework Lot 10 East of England. Upon approval of this report, the First Stage tender process will commence.
- 5.6 The First Stage tender process seeks confirmation of framework contractor's overheads & profit, proposed project team and relevant experience, approach to delivery and the Pre-Contract Services Agreement (PSCA) fee for the Main Contractor to work alongside the Project Team during Stages 3 & 4 to develop the scheme and provide input to the planning application.
- 5.7 At the conclusion of the First Stage, a Main Contractor is selected; this is the contractor who will construct the new leisure centre if the Second Stage reaches an acceptable conclusion – this will be presented to Cabinet at the end of Stage 4 for a decision to enter into a Main Contract. The Main Contractor is therefore appointed for the PCSA

period only and will assist the Project Team in undertaking the Second Stage procurement during Stage 4. Should the Main Contract not be awarded for any reason, the Council are only liable for the PCSA fee.

6. Project timetable

6.1 Working with the Council's consultants a project/delivery plan has been developed to highlight the key steps required to deliver the project together with an outline development timetable:

Milestone	Date	Comments
RIBA Stage 2 commencement	31 May 2021	Standstill period and completion of appointments to take place between Council meeting and commencement of Stage 2.
RIBA Stage 2 completion	17 September 2021	
DBC Cabinet / Council	November 2021	To approve Stage 2 outputs
RIBA Stage 3 commencement	Following approval	
RIBA Stage 3 completion	2 March 2022	
Target Planning Application submission	12 April 2022	
Target Planning Decision & Discharge Pre-commencement conditions completion	22 February 20 July 2022	
Stage 4A / Tender completion	6 December 2022	
Authority to proceed and Contractor appointed completion	12 January 2023	
Start on Site	10 February 2023	
Practical Completion New Leisure Centre	29 October 2024	
Opening New Leisure Centre / Commencement of demolition existing centre	26 November 2024	
Project completion	27 May 2025	

Note: the above indicative timetable assumes no significant procurement, planning or construction delays. The overall delivery programme will be reviewed at each RIBA stage to consider any necessary phasing and delivery considerations.

7. Covid-19

- 7.1 During the Stage 1 (feasibility) and Stage 2 (Concept Design) Covid-19 has had a significant impact on the country as a whole including the leisure market with sport centres being required to close for long periods of 2020/21.
- 7.2 This project was paused during this period in order to consider the longer term implications of Covid on the Council as a whole but specifically the leisure market.
- 7.3 There have clearly been changes in customer behaviours during lockdowns, home/online workouts, greater use of outdoor space etc which have impacted the recovery period, however we have seen a positive return to the centres since April 2021.
- 7.4 We can see from our usage data from Hemel and Berkhamsted Sports Centres that the member base and weekly user numbers have seen a positive increase since re-opening in April 2021. Weekly user unique visits increased from 7,573 in the first week of April to 12,253 in the first week of August although this is still some way short of the pre-covid number of circa 20,000 per week. Membership numbers have also been increasing, but are still 1255 less than the pre-covid membership levels (5,585 March 2020 to 4,330 August 2021).
- 7.5 The facilities to be provided in the new centre in terms of workout space, increased swimming provision (which has returned to pre-covid levels), sports hall, 3G 5-a-side football, are all difficult to replicate outside of a sports centre environment and a new build facility will also be designed so that it is flexible enough to respond to future pandemics if required.
- 7.6 The new centre will not be open until late 2024, which will give the leisure market another 3 years to recover, and it is therefore believed that Covid-19 should not be a reason to discontinue the project, although its impact will continue to be reviewed as the project develops through stages 3 and 4.

8. Risk review

- 8.1 The Council and professional team have continued to consider key project risks during RIBA Stage 2 and these will be continually kept under review during stages 3 and 4.

9. Summary and Recommendation

- 9.1 The current site presents an opportunity to significantly improve the Sports Centre for the next 40 years, maximise the use of the site and increase public participation in sport and leisure.
- 9.2 The Concept Design indicates that the site remains suitable for redevelopment with no major impediments to progressing to the next stage of design, cost assessment, business planning and consultation.
- 9.3 The Committee are requested to approve the recommendations in the heading to this report to progress the project.