

**Teignbridge District Council
Executive
02 April 2024
Part i**

Update – Broadmeadow refurbishment and decarbonisation project

Purpose of Report

To provide an update of the Broadmeadow Refurbishment and Decarbonisation project at Broadmeadow sports centre and gain consent from committee to progress the project tendering.

Recommendation(s)

The Committee RESOLVES to:

- (1) Delegate authority to the Head of Place and Commercial Services in accordance with this report, Council policy, and approved budget to complete the contractor tendering process, finalise the project detailed design, and mobilise the construction phase in consultation with Executive Member for Climate Change, Trees, Coast, & Flood Risk Management, and the Executive Member for Open Spaces, Leisure, Sport, Resorts & Tourism.**

Financial Implications

The financial implications remain unchanged from the Full Council report of 25 July 2023.

Martin Flitcroft
Head of Corporate Resources
Email: martin.flitcroft@teignbridge.gov.uk

Legal Implications

The legal implications remain unchanged from the Full Council report of 25 July 2023.

Paul Woodhead
Head of Legal Services and Monitoring Officer
Email: paul.woodhead@teignbridge.gov.uk

Risk Assessment

Risks to the project were set out in the report to Full Council in July 2023 including the risks caused by additional delays to the project and the impact of additional work on available resources to undertake tasks.

The risks to the project arise from the need to review the design and for the requirement to seek approval to progress with the project prior to tendering the works.

Further project risks are covered in section 4.3 of this report.

Pete Briscoe
Projects Manager
Email: peter.briscoe@teignbridge.gov.uk

Environmental / Climate Change Implications

The environmental/climate change implications remain unchanged from the Full Council report of 25 July 2023.

William Elliott
Climate Change Officer
Email: william.elliott@teignbridge.gov.uk

Report Author

James Teed
Leisure Manager
Email: james.teed@teignbridge.gov.uk

Executive Members

Cllr Jackie Hook
Executive Member for Climate Change, Trees, Coast, & Flood Risk Management.

Cllr John Nutley
Executive Member for Open Spaces, Leisure, Sport, Resorts & Tourism.

Appendices/Background Papers

Appendix 1 – Summary of consultation feedback.
Appendix 2 – Developed facility improvement designs.
Appendix 3 – Equality Impact Assessment.

1. Introduction

The decarbonisation and refurbishment project was agreed at [Full Council in July 2023](#) where officers were given the mandate to develop a detailed design and obtain statutory consents before returning to Executive Council to gain sign-off on the Tender Specification.

A [notice of motion](#) regarding women's perceived safety in relation to the proposed village changing facility was brought to the [January 2024 Executive](#), at which point the public consultation was ongoing. The committee resolved to "allow the consultation to be completed and to consider proposals arising as a result of the consultation and any proposed plans at a future meeting."

Since then, officers have incorporated public consultation responses and feedback from consultees in a revised set of centre proposals. This report asks Executive council to consider and endorse these latest proposals and to provide Officers with the mandate to complete the contractor tender process, complete the detailed design stage, and commence scheme delivery.

2. Project Overview

The stated aims of the project include to:

- Expand the provision of gym and studio space by 51% and 115% to reflect modern customer demands aligning with objectives identified within the Leisure Needs Assessment.
- Increase centre accessibility by consolidating gym spaces, enhancing changing room facilities, relocating the reception and creating a ground floor studio.
- Provide opportunities to improve the health and wellbeing of the local community and contribute to reduce the cost of physical inactivity to the NHS amounting to £2.3m p.a. in Teignbridge.
- Increase the centre viability enabling it to provide valued long-term health and wellbeing services for the local community.

- Improve the centre's aesthetics through refurbishments to internal and external finishes.
- Reducing the centre's carbon footprint by 47 tonnes CO₂ p.a. by replacing gas-fired heating with heat pumps and thermal fabric upgrades.

3. Project Progress Updates

Since the project was approved at Full Council, the following progress has been made to advance the initial concept designs:

- Completed the Stage 2 "Concept Design" and Stage 3 "Developed Designs" to create an enhanced project brief establishing the location, scale, and function of the decarbonisation and refurbishment proposals whilst drawing upon information gained through public consultations and building surveys.
- Instructed our external design team to start work on the Stage 4 "Detailed Design" setting out the absolute project specifics including things such as equipment models, surface finish types, and colours.
- Conducted intrusive building surveys to establish how the building was constructed to inform the design process and to de-risk the construction phase; this is discussed further in Section 3.1.
- Completed an online and in-centre public consultation programme to gain feedback on the initial concept designs, as discussed in Section 3.2 and presented in Appendix 1.
- Gained feedback from the Devon and Cornwall Police Designing Out Crime Officer and approached faith and disability groups on the refurbishment proposals as discussed further in Section 3.3 and Section 3.4 respectively.
- Revised centre layout proposals included in Appendix 2 to reflect the above-mentioned consultations and structural building limitations, and to increase the provision of changing cubicles, showers, and toilets.

- Updated the Equality Impact Assessment in consultation with the Community Safeguarding Officer, as identified in Section 3.5 and attached to the report in Appendix 3.
- Submitted a pre-planning application and a full formal planning application covering refurbishment and decarbonisation proposals.
- Considered approaches to procure a main contractor culminating in the selection of a two-stage tender process using the Southern Construction framework to de-risk spending the decarbonisation grant, as discussed in Section 3.6.

3.1 Structural Survey

The latest centre refurbishment proposals presented in Appendix 2 reflect the structural limitations imposed on the design; these limitations were discovered as part of an intrusive building survey carried out early in the Stage 3 Developed Design stage. Many internal walls are load-bearing and will need to be retained. Therefore, the designs presented strike a balance between structural limitations whilst delivering on the business case principles to increase gym and studio space provision.

3.2 Public Consultation Summary

The public consultation received 345 responses from an online and in-centre survey. A high-level summary of the responses received is provided below with further details provided in Appendix 1:

- 154 responses were received from women, and 149 responses were received from men. 21 respondents preferred not to say, 6 identified as non-binary, and six responded as Other. Nine declined to answer the question.
- 83% of the total respondents stated they would feel more comfortable using individual and family changing cubicles, and showers with cubicle changing units using a village changing option. (89% of female and 79% of male respondents to the survey supported this concept.)

- There was representation made in relation to women's perceived safety using the proposed village changing facility. The proposals brought forward reflect the advice discussed in Section 3.3 below and the majority view of respondents to the survey.
- There was a balanced view of the gym equipment development, with support shown for cardio, resistance, free weights, and stretch areas.
- Similarly, a balanced request to develop the fitness class programme for cardio, mind and body, and conditioning.
- Overall, the results offer strong support of the business case assumptions in terms of meeting the needs of our community.

3.3 Designing out crime

Since the project was discussed at Executive Council in January 2024, the Devon & Cornwall Police Designing Out Crime Officer was asked to review centre proposals during and after the consultation process to capture feedback on design variations. The feedback received suggested there would be no cause to object to such a design if included as part of a planning application. Furthermore, advice was provided on enhancements to improve sight lines, CCTV, and signage, which have each been incorporated in the latest centre proposals attached to this report.

3.4 Faith and disability groups

Eleven groups were contacted via email in conjunction with the public consultation, asking for feedback on the proposed scheme and the proposed introduction of village changing. At the time of writing this report, no feedback has been received.

3.5 Equality Impact Assessment (EIA)

The EIA has been updated and is available in Appendix 3. The EIA identified no negative disproportionate impacts in relation to protected characteristics. The centre refurbishment proposals will increase centre accessibility providing opportunities to support the broader community.

3.6 Procurement

We have been fortunate to secure £309,000 of capital funding under the Public Sector Decarbonisation Scheme (PSDS) to enhance the combined refurbishment and decarbonisation scheme business case; this funding has to be spent before March 31st 2025.

In the scenario where a traditional single-stage tender is used to appoint a main contractor, this would increase the risk of having insufficient time to place orders on long-lead equipment items and spend the grant before the funding deadline. As such, we have selected a two-stage tender process to mitigate this risk using the Southern Construction Framework.

During stage one of the procurement process (Mini Competition 1) contractors in the South West will be alerted of the opportunity to tender and allow them to express an interest in tendering for the project. This first step has been completed with an encouraging pool of contractors registering their intent to bid.

Upon gaining approval to proceed with the full tendering process in this committee meeting, contractors will then be invited to formally submit a competitive tender return during stage two of the procurement process (Mini Competition 2).

Both procurement stages will conclude before completion of the ongoing Stage 4 Detailed Design. This provides the benefit of being able to spend the grant early in the project delivery stage on long-lead equipment items, as well as bolstering experience of the established multi-disciplinary design and project management team.

It is for these reasons why we are asking members to provide Officers with the mandate in this committee meeting to complete the second tender stage, appoint a contractor, complete the Detailed Design, and commence with project construction.

4. Implications, Risk Management and Climate Change Impact

4.1 Financial

The financial implications were detailed in the 25 July 2023 Full Council report. There are no further considerations arising.

4.2 Legal

The legal implications were detailed in the 25 July 2023 Full Council report. There are no further considerations arising.

4.3 Risks

Further delays to the programme will increase the risk of losing the secured decarbonisation grant of £309,000 which must be spent before 31st March 2025; we have mitigated this risk by choosing the two-stage approach to tendering, as outlined in Section 3.6

Should committee recommend further amendments to the scheme, or request for the Detailed Design to be brought to committee for approval, it is likely that this will attract increased project management, design team, contractor fees, and elongate the project programme.

Through the Southern Construction Framework, we are taking steps to mitigate the risk of low contractor availability in what remains to be a difficult time for the construction industry; this will involve running a pre-qualification questionnaire early in the project to gauge contractor availability with the intention of bringing a contractor on board before completion of the Detailed Design Stage.

Although steps have been taken to increase confidence in the buildability of the latest design proposals, there remains a risk of unforeseen complications, as would be expected of any refurbishment exercise during the construction process; this risk has been mitigated by carrying out intrusive building surveys, engaging a structural

building engineer, and appointing a main contractor before completion of the detailed design.

The project business case is reliant upon the implementation of both the decarbonisation and refurbishment elements of this project, so that Teignmouth, Shaldon, Bishopsteignton, and the wider community can benefit from a modern leisure facility.

4.4 Environmental Impact

The initial concept design brought to Full Council in July 2023 showed the removal of the existing sauna to make way for an enlarged gym suite. The public consultation showed support for retaining this facility, which has been reflected in the latest centre refurbishment plans. The sauna represents a significant load and will increase energy consumption above what was included within the initial project business case; this will be mitigated through the introduction of enhanced energy sub-metering.

5. Alternative Options

5.1 Minor Variations to the Layout

The structural limitations of the building and the layout of services (water and sewerage) impose significant restrictions on alternative options and variations. The layout presented has been optimised to enable the most benefit from the project whilst still achieving value for money and meeting the budget.

5.2A Larger Single Sex Facilities

Responding to comments made in relation to women's perceived safety in the proposed village changing facilities, and prior to completion of the public consultation programme, Officers explored the concept of providing larger single-sex showering and changing facilities.

This design variation was ruled out following consultation feedback showing a majority support (> 83%) for the village change proposals providing fully enclosed

showering and changing facilities; this decision has received no objections from the Deon and Cornwall Police Designing Out Crime Officer.

It was agreed at the Executive meeting in January 2024 that a provision of village changing facilities is necessary to support carers and family members needing to support someone of a different sex in the same space.

At that same meeting, it was also discussed that village change facilities overcome limitations on staff such that they can attend to customer needs and carry out routine cleaning regardless of their sex in the village change facility.

Due to limitations imposed by the building structure and building services, there is insufficient space available to deliver larger single sex changing facilities, the village change facility, and a remodelled reception all together in the front building annex.

Members are recommended to endorse the plans set out in Appendix 2 of this report showing a retained village change facility featuring fully enclosed showering and changing cubicles, and a retained provision of single sex facilities including toilets, showering and changing cubicles.

6. Next Steps

Should Executive Committee vote in favour of the recommendations contained within this report, the authority will pursue the next steps:

1. Complete the process to gain planning consent
2. Complete the process to procure a main contractor
3. Complete RIBA Stage 4 detailed design, and
4. Spend the decarbonisation grant
5. Mobilise contractors and begin works on site

7. Conclusion

The report provides a summary of progress made since the project was presented at Full Council in July 2023; it sets out a comprehensive set of steps taken to engage

and gain feedback from the local community, primary consultees, Officers, and Elected Members.

This feedback and advice have been incorporated into the centre development proposals, whilst striking a balance between customer needs, structural building limitations, and the project business case objectives.

Members are asked to consider this report and endorse the recommendation providing officers with the mandate to progress the project to complete the competitive tendering process, spend the decarbonisation grant, and commence scheme delivery.