

Decision Report

Forward Plan Reference: FP/23/11/03

Decision Date – on or after 18 January 2024

Key Decision – yes

Confidential Information – Appendix B



Contract Award: Glastonbury Sports & Leisure Hub (Glastonbury Town Deal)

Executive Member: Lead Member for Economic Development, Planning and Assets

Local Members and Division: Nick Cottle, Susannah Hart (Glastonbury Division)

Lead Officer: Executive Director of Climate and Place

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Summary / Background

1. Following an open competitive tender process, a decision is required to award the contract to the recommended contractor in January 2024. The contract is for a capital scheme that will refurbish an existing clubhouse building and car park at Tor Leisure in Glastonbury.
2. The works will deliver the Sports & Leisure Hub project which is part of the Glastonbury Town Deal Programme that has secured £23.6M Towns Fund grant from DLUHC to deliver eleven projects by 31 March 2026.
3. Under government rules, the Towns Fund grant is ringfenced and can only be spent on the agreed projects. The council is the Accountable Body for the Glastonbury Town Deal and responsible for its delivery. Glastonbury Town Deal Board is advisory and plays a key role in representing the local community. See www.glastonburytowndeal.co.uk for further details.

Recommendations

4. The Lead Member for Economic Development, Planning and Assets, in consultation with the Executive Director of Climate and Place agrees:
 - a. To award the Contract to the recommended contractor for the value as set out in Confidential Tender Report at Appendix B;
 - b. The case for applying the exempt information provision as set out in the Local Government Act 1972, Schedule 12A and therefore to treat the

attached confidential Appendix B in confidence, as it contains commercially sensitive information, and as the case for the public interest in maintaining the exemption outweighs the public interest in disclosing that information.

Reasons for recommendations

5. Planning consent is in place, the works are fully funded by the Towns Fund grant and will transform a rundown facility into a fit-for-purpose asset that is operationally sustainable and meets user expectations into the future.
6. A confidential tender report is appended setting out the bid details and their evaluation.
7. Confirm there are no proposals seeking to use urgency provisions.

8. Other options considered

Under Mendip District Council, a Tier 1 build contractor had been appointed through the Scape Framework. However, during RIBA Stage 4, information received from the build contractor was significantly over budget in main due to their preliminaries being high at 30% and the returned prices for work packages were significantly higher than the available budget. Whilst this was a disappointment, it reflected current market conditions.

It was therefore agreed to undertake an options appraisal in early 2023.

As a result, the client (at that time Mendip District Council) agreed:

- not to proceed with previous route to market as it had proved too expensive.
- to go out to market via an open tender to deliver the scheme at a lower price.
- to descope the original scheme from a refurbishment and new build mix to being refurbishment only and to go through a value engineering exercise.
- to reconsider programme timings to minimise impacts on sports clubs.
- to explore match funding opportunities to try to increase the available budget.

As a result of the above, a smaller affordable scheme is being progressed. Details of the process followed is included in Appendix A.

9. Links to the Council Plan and Medium-Term Financial Plan

a. The Council Plan

- A greener more sustainable Somerset: Central to the Glastonbury Town Investment Plan and Town Deal is addressing climate change. The refurbishment works will include energy efficiency measures and a rooftop solar array to generate green energy contributing to tackling the climate emergency.
- A healthy and caring Somerset: This project has the potential to improve the health & wellbeing of all residents and visitors to the town through sport and leisure pursuits helping improve health and wellbeing and encouraging healthier lifestyles. The rundown facilities are under-used and have been impacted by covid closures reducing participation. The refurbishment will provide a modern facility benefitting sports clubs, residents and visitors who will have access to a range of sporting fixtures, gym equipment, studio facilities, community events and informal pursuits all helping improve health and wellbeing and encouraging healthier lifestyles.
- A fairer and ambitious Somerset: This project will have space for social opportunities and offer free experiences that are open to everyone. The site is in an accessible town centre location and within walking distance for most. This project encourages participation through formal and informal activities. The offer will include free experiences that are open and accessible to everyone. The site is in an accessible and within walking distance for residents, schools and those living in the deprived wards which are some of the 10% most deprived nationally. Without transport costs (for most residents) this makes access cheaper, so is affordable to everyone and with the added benefit of cleaner air due to lower emissions.
- A flourishing and resilient Somerset: For this facility to be financially sustainable, investment is necessary to secure its future given the rundown state of the building and doubts over the site's medium-term viability. The awarding of Towns Fund grant is a once-in-a-lifetime opportunity to transform the site and provide modern facilities that meet community needs and aspirations. Until the mid-1980's the Tor Leisure site was the social club for the Morlands Factory whose Quaker owners believed in looking after the physical and mental health and wellbeing of employees and their families which in turn enhanced productivity – this ethos continues today and is a key part of the forward vision for the Town Deal.

b. The Medium-Term Financial Plan

This project does not require any council funding. All capital costs will be paid for by external grant funding that has been secured from the DLUHC. Fusion Lifestyle will pay for gym equipment and contribute to fitout costs.

10. Financial and Risk Implications

There are no financial implications for the council.

This is a capital project being delivered through the Glastonbury Town Deal Programme. All costs will be met by a Town Fund grant that has been secured from DLUHC. This grant must be spent by 31 March 2026.

Future revenue costs for maintaining and running the asset will be the responsibility of Fusion Lifestyle who are the council's tenant under a 50-year lease. They will not be the responsibility of the council.

The council (under Mendip District Council) has appointed a project manager and quantity surveyor to act on the council's behalf to manage the work programme and costs. They will work closely with the recommended contractor.

Key risks are:

Increasing costs: As part of the options appraisal, the risk was that the build costs would be greater than the available funding. The descopeing the project involved value engineering of a revised scheme to reduce this risk and not delay the project further.

Work Programme: The programme needs to minimise impacts on existing site users. For sports clubs, they will still be able to access the outdoor pitches and run their summer season fixtures; the bowls club will be able to retain some parking on-site; and the cricket changing rooms will be completed early in the programme to provide a facility in Summer 2024. For the public, there are alternative access points to the green spaces and paths that have recently been upgraded and/or created through the Robert Richards Initiative (another Glastonbury Town Deal project).

Increasing costs					
Likelihood	1	Impact	3	Risk Score	3
Mitigation includes cost management/control measures, value engineering, descopeing the project and quantity surveyor scrutiny.					

Work programme impacts					
Likelihood	1	Impact	3	Risk Score	3
Mitigation includes project manager scrutiny, close working and regular meetings with contractor, engagement with site users and a PR and communication plan to keep site users and the public informed.					

11. Legal Implications

The Towns Fund grant falls outside the scope of the Public Contracts Regulation 2015 and the Subsidy Control Act 2022 does not apply to this grant award.

The contract will be a standard JCT template and Legal Services support is in place to check content and seal the contract.

Legal Services advice on the 50-year lease between the council and Fusion Lifestyle was sought. As a result, a licence is required allowing the council (as landlord) to temporarily take back the clubhouse building and adjacent car park from Fusion Lifestyle (as tenant) to carry out the capital works and hand them back once the works are complete. The licence has been prepared.

The contract and licence will need to be signed by both parties at the same time.

12. HR Implications

There are no HR implications in awarding the contract.

13. Other Implications:

There are no other implications in awarding the contract.

14. Equalities Implications

An Equalities Impact Assessment is appended to this report.

15. Community Safety Implications

There are no direct community safety implications or direct effects on the public's perception of crime and disorder and anti-social behaviour rates associated with this decision.

There are no implications to existing projects/services relating to our community safety partners.

16. Climate Change and Sustainability Implications

There are no direct sustainability implications associated with this decision.

Glastonbury is an Earth Protection Town and its Town Council, like Somerset Council, has declared a Climate & Ecological Emergency. The Glastonbury Town Investment Plan reflects this ambition in its vision for the town to become “*a sustainable, prosperous and modern town and global tourist centre drawing on its rural landscape, history and unique legacy*”.

Tackling climate change and contributing towards Glastonbury becoming a carbon neutral town by 2030 are key objectives for the Glastonbury Town Deal programme, including delivery of the Glastonbury Sports & Leisure Hub project.

The capital works will meet building regulation requirements and include measures to improve energy efficiency and generate renewable energy through rooftop solar providing environmental and operational benefits into the future.

The adopted Mendip Local Plan Part 1 states the vision for Glastonbury is to have “a range of community and leisure facilities offering a more diverse range of activities for all ages” and whilst there is a lack of leisure facilities in the town, equally important is the quality of open and green spaces. This project will support the provision of quality leisure facilities.

17. Health and Safety Implications

There are no direct health and safety implications associated with this decision.

The recommended contractor will meet its obligations under CDM Regulations and be responsible for health & safety on-site. Prior to mobilisation, the council will agree a Health & Safety Plan with the recommended contractor. The car park will become the site compound and works area and temporarily be closed to the public. The public will retain access to the open spaces and playing fields throughout the works and clear signage will explain the temporary arrangements.

18. Health and Wellbeing Implications

The Glastonbury Sports & Leisure Hub project has the potential to benefit everyone. It seeks to enhance an existing rundown facility into a multi-sports and leisure venue for clubs and groups where people can improve their physical and mental health & wellbeing through formal and informal activities. There is also free access to the open spaces which are used for a range of sport and leisure activities.

The ability to invest in the facility is hampered by poor facilities that have received little investment over the last 50 years and the building has not been able to fully open post-covid. An improved building will provide a modern facility and release the potential for revenue funding as the national governing bodies and Sport England will by then be assured of the building's medium and long-term future.

A key reason for Glastonbury to be part of the Town Deal initiative is its long-standing pockets of high deprivation in the town that are ranked in the 10% most deprived for income, employment and health. For this reason, this project is important and has the potential to deliver health and wellbeing benefits to the whole community.

During the works, the clubhouse and car park area will be closed to the public.

The playing fields will remain open and there are alternative access points around the perimeter of the site. Outdoor sports activities and recreational pursuits can therefore continue. There is a circular path around the playing field on the N-side which will remain open and is well-used by all ages for exercise and travelling from residential to town centre locations.

19. Social Value

Social value was included in the scoring matrix.

The five criteria used were:

- More Somerset people in employment defined as the number of local people (FTE) on contract for one year or the whole duration of the contract.
- Improved employability of young people in Somerset defined as the number of site visits for school children or local residents.
- Improving supplier diversity, defined as the total £ spent through contract with local micro, small and medium sized enterprises.
- Creating a healthier community in Somerset, defined as the number of hours volunteering time provided to support local community projects.
- Reduce waste, defined as tonnes of hard to recycle waste diverted from landfill or incineration through specific recycling partnerships.

20. Scrutiny comments / recommendations:

The proposed decision has not been considered by a Scrutiny Committee.

21. Background

See www.glastonburytowndeal.co.uk for further details about the project and the rationale for investment which are found in the Glastonbury Town Investment Plan.

The Commercial & Procurement Board met on 19 December 2023 and approved this going ahead as the works will be paid for by secured grant funding.

22. Background Papers

None.

Appendices




- Tender Evaluation Report – Appendix A
- Confidential Tender Report – Appendix B

Assurance checklist

	Officer Name	Date Completed
Legal & Governance Implications	David Clark	14/12/2023
Communications	Peter Elliott	14/12/2023
Finance & Procurement	Nicola Hix	15/12/2023
Workforce	Alyn Jones	14/12/2023
Asset Management	Oliver Woodhams	19/12/2023
Executive Director	Mickey Green	15/12/2023
Strategy & Performance	Alyn Jones	14/12/2023
Executive Lead Member	Councillor Ros Wyke	09/01/2024
Consulted:		
Local Division Members	Councillor Nick Cottle Councillor Susannah Hart	04/01/2024 03/01/2024
Opposition Spokesperson	Councillor Mark Healey	09/01/2024
Scrutiny Chair	Councillor Martin Dimery	04/01/2024

Somerset Equality Impact Assessment

Before completing this EIA please ensure you have read the EIA guidance notes – available from your Equality Officer or
www.somerset.gov.uk/impactassessment

Organisation prepared for (mark as appropriate)	 Somerset Council	ü	 NHS Somerset	 NHS Somerset NHS Foundation Trust
Version			Date Completed	02/11/23
Description of what is being impact assessed				
<p>Capital works to refurbish a rundown clubhouse building and associated car park and these areas will be closed to the public.</p> <p>The open spaces and playing fields will remain open and there are numerous access points around the perimeter that have recently been upgraded and a new perimeter multiuser path has been installed.</p> <p>The capital works will provide a fit-for-purpose clubhouse with gym, studio, changing facilities, a Changing Places Toilet and a community room with bar for events and various functions.</p>				

Evidence

What data/information have you used to assess how this policy/service might impact on protected groups? Sources such as the [Office of National Statistics](#), [Somerset Intelligence Partnership](#), [Somerset's Joint Strategic Needs Analysis \(JSNA\)](#), Staff and/ or [area profiles](#),, should be detailed here

The equality impacts assessment is principally informed by the local profile of Glastonbury broken down by equality groups and usage of the current facility (where available broken down by protected characteristic).

Data has been collected from:

- Town Investment Plan (2021) – this makes the case for investment in the town and outlines projects that will make a difference. An evidence base informs the way forward and analyses data on the town's population, businesses and visitor economy (data from Office of National Statistics, Department for Work and Pensions, English Indices of Deprivation and Mendip District Council).
- Project Business Case (2022) – this demonstrates the viability of the Sports & Leisure Hub project and was required to secure the Towns Fund grant. Where there are specific protected characteristics impacted by the project, its content analyses options and acknowledges incorporating protected characteristic requirements where required.
- Planning Pack (2022) – this sets out the work details and includes a Design & Access Statement, floor plans and the finishes.

Who have you consulted with to assess possible impact on protected groups and what have they told you? If you have not consulted other people, please explain why?

We have consulted the following who are in full support of proposals:

- Fusion Lifestyle: Hold lease to operate the site (council tenant) and project partner.
- Sports Cluster: Sports clubs who are existing site users – bowls, aerobics, football, cricket – who have been involved throughout and informed the way forward. They support the refurbishment and would like the timing of capital works to have a minimal impact on their sporting fixtures. The works will enable more participation and competition.

- Sports' Governing Bodies: Informed the project and will work with clubs post-build to support and fund revenue projects that will develop the clubs over time.
- Public: Positive feedback received at two open days and suggestions have been incorporated into the project.

Analysis of impact on protected groups

The Public Sector Equality Duty requires us to eliminate discrimination, advance equality of opportunity and foster good relations with protected groups. Consider how this policy/service will achieve these aims. In the table below, using the evidence outlined above and your own understanding, detail what considerations and potential impacts against each of the three aims of the Public Sector Equality Duty. Based on this information, make an assessment of the likely outcome, before you have implemented any mitigation.

Protected group	Summary of impact	Negative outcome	Neutral outcome	Positive outcome
Age	<ul style="list-style-type: none"> • During the capital works, the clubhouse and car park will not be accessible to the public. The outside spaces and playing fields will remain open to everyone regardless of age. The town centre location is close to bus routes supporting use by all ages. • Once open, the refurbished facility will promote a wide range of health & wellbeing, sport and community activities to all ages. 	□	□	☒
Disability	<ul style="list-style-type: none"> • During the capital works, the clubhouse and car park will not be accessible to the public. The outside spaces and playing fields will remain open to disabled users who will be able to access the site from around the perimeter and use the multi-user paths. • Temporary signage will be designed for those with visual impairments explaining arrangements. 	☒	□	□

	<ul style="list-style-type: none"> Once open, the refurbished facility will provide an enhanced offer to disabled people, including external ramped access and internal wide corridors & doors and other aides and a new Changing Places Toilet. 			
Gender reassignment	<ul style="list-style-type: none"> We have considered this protected group in relation to this project and concluded that there is no impact. 	☒	☐	☐
Marriage and civil partnership	<ul style="list-style-type: none"> We have considered this protected group in relation to this project and concluded that there is no impact. 	☐	☒	☐
Pregnancy and maternity	<ul style="list-style-type: none"> We have considered this protected group in relation to this project and during the capital works there is no impact. 	☐	☒	☐
Race and ethnicity	<ul style="list-style-type: none"> We have considered this protected group in relation to this project and during the capital works there is no impact. 	☒	☐	☐
Religion or belief	<ul style="list-style-type: none"> We have considered this protected group in relation to this project and during the capital works there is no impact. 	☒	☐	☐

Sex	<ul style="list-style-type: none"> We have considered this protected group in relation to this project and during the capital works there is no impact. 	☒	☐	☐
Sexual orientation	<ul style="list-style-type: none"> We have considered this protected group in relation to this project and during the capital works there is no impact. 	☒	☐	☐
Armed Forces (including serving personnel, families and veterans)	<ul style="list-style-type: none"> We have considered this protected group in relation to this project and during the capital works there is no impact. 	☐	☒	☐
Other, e.g. carers, low income, rurality/isolation, etc.	<ul style="list-style-type: none"> During the capital works, the clubhouse and car park will not be accessible to the public. The outside spaces and playing fields will remain open, are free to use and provide a town centre location for sport and leisure activities. There are access points around the site perimeter and multi-user paths around the playing pitches. Once open, the refurbished facility will cater for sports and leisure pursuits including a community space for drinks and events. A Changing Places Toilet will be installed benefitting carers. 	☐	☐	☒

Negative outcomes action plan

Where you have ascertained that there will potentially be negative outcomes, you are required to mitigate the impact of these. Please detail below the actions that you intend to take.

Action taken/to be taken	Date	Person responsible	How will it be monitored?	Action complete
Raise awareness of equality outcomes at the site during the build to the contractor and their supply chain.	05/02/2024	Jane Sharp	By project manager	<input type="checkbox"/>
Ensure the contract requires the conduct of the contractor to meet our requirements around equality characteristics and put in place procedures to check this is met.	31/01/2024	Jane Sharp	By project manager	<input type="checkbox"/>
If negative impacts remain, please provide an explanation below.				
Completed by:	Jane Sharp, Programme Manager – Glastonbury Town Investment Plan			
Date	13/12/2023			
Signed off by:	Jane Sharp, Programme Manager – Glastonbury Town Investment Plan			
Date	20/12/2023			
Equality Lead sign off name:	Tom Rutland, Public Health Promotion Manager, Equalities			
Equality Lead sign off date:	20/12/2023			
To be reviewed by: (officer name)	Jane Sharp, Programme Manager – Glastonbury Town Investment Plan			
Review date:	April & July 2024			