



REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	FINANCE AND DEMOCRACY COMMITTEE	22 FEBRUARY 2016	6

ACCOMMODATION PROJECT - PHASES 4 AND 5 WORKS

PUBLIC ITEM

This item is for consideration in the public part of the meeting.

SUMMARY

The report presents the details of phases 4 and 5 of the Town Hall/Chaseley refurbishment proposals and the outcome of a detailed costing exercise based on the scheme proposed using rates sought from the contractor appointed to undertake phase 3. The report seeks the approval of members to approve the proposed works and approve the letting of a contract to undertake the works.

The report also provides an update on progress with phase 3 which is nearing completion.

RECOMMENDATION

The Committee is recommended to:

approve the proposed works and approve letting of the main contract for Phases 4 and 5 to F
Parkinson Ltd Blackpool in the sum of £725,854, whilst noting that the total cost of Phase 4 and 5
(including fees/surveys) is estimated to be £783,922 with the works being funded from the
approved 2016/17 capital programme scheme of £784,000 for Accommodation Project - Phase 4 Chaseley Link Bridge and Phase 5 - One Stop Shop.

CORPORATE PRIORITIES		
To Promote the Enhancement of The Natural & Built Environment (Place)	To Encourage Cohesive Communities (People)	
To Promote a Thriving Economy (Prosperity)	To Meet Expectations of our Customers (Performance)	٧

SUMMARY OF PREVIOUS DECISIONS

Council on 14th December 2015 resolved to accept the recommendations of the Finance and Democracy Committee to establish an Accommodation Project Reserve to ensure the continued delivery of the accommodation project. Members also noted that a further report will be presented to a later meeting of the Finance and Democracy Committee which will provide full details of the proposed works in relation to the next phases of the scheme, and which will request approval to

enter into contractual agreements	s to deliver those works

Finance and Democracy Committee on 30th November 2015 resolved:

- a) To recommend to Council the establishment of an Accommodation Project Reserve to ensure continued delivery of the accommodation project;
- b) To recommend to Council the approval of a transfer into the Accommodation Project Reserve in the sum of £504k to be funded from favourable in-year revenue budget variances in 2015/16;
- c) To recommend to Council the approval of capital virements in the total sum of £310,000 from Phase 7 of the Accommodation Project capital scheme to fund Phases 4 and 5 of the works (£280k to be vired into Phase 4 and £30k into Phase 5); and
- d) To note that a further report will be presented to a later meeting of this Committee which would provide full details of the proposed works in relation to the next phases of the scheme, and which would request approval to enter into contractual agreements to deliver those works.

Finance and Democracy Committee on 3rd August 2015 resolved:

- 1. approve capital virements in the total sum of £230,000 from Phases 7 and 8 of the Accommodation Project capital scheme (£44,000 from Phase 7 and £186,000 from Phase 8) to fund the works to Phase 3 of the project as outlined in the report;
- 2. approve the letting of the main contract for Phase 3 to F Parkinson Ltd Blackpool in the sum of £506,605, whilst noting that the total cost of Phase 3 (including fees/surveys) was estimated to be £547,000 and that this would be funded from remaining capital receipts earmarked for this project;
- 3. recognise that the previously agreed cost-limited approach to providing satisfactory accommodation would not be met from within the funding being realised from the sale of the surplus Council assets of the former depot site at St David's Road North, St Annes, the former offices at Derby Road, Wesham and the Public Offices site in St Annes;
- 4. request that a report comes back to the Finance and Democracy committee, in the November cycle, with recommendations to the available sources of funding to ensure the delivery of the accommodation project up to phase 5; and
- 5. approve that work on establishing and financing an Accommodation Project Reserve be considered urgent so that the committee can identify and allocate further funding to allow for the consecutive award of phases 4 and 5 to the same contractor on the condition that performance is considered acceptable.

Cabinet on 25th June 2014 resolved:

- 1. To approve the procurement of a project manager and supporting professional assistance to design and specify the works in phases 3 to 7, with this being funded from the capital receipt received from the sale of the Derby Road site at Wesham,
- 2. To authorise the Portfolio Holder for Planning and Development to approve the costs associated with the project manager and supporting professional assistance,
- 3. To note that a further report will be brought before Cabinet once tender prices have been received for phases 3 to 7 of the project to seek approval to proceed, in line with financial regulations; and
- 4. To note the redecoration of the current Reception Room and Members' Room and agree to the

relocation of the Mayor's Parlour to Room 103 at the side of the Town Ha	relocation of the May	vor's Parlour to	Room 103 at the	side of the Town Hall
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Cabinet on the 5th March 2014 resolved:

- 1. To forego the principle of commissioning a single contract for the remaining refurbishment works to the Town Hall/Chaseley buildings and agree to the recommendation of the Accommodation Working Group to commission further works when funds are available to achieve the priorities set out in section 7 of the report to deliver the phases (set out in order) in section 10 of the report.
- 2. To approve the proposed works to the Town Hall/Chaseley buildings as detailed in the report for immediate commencement, with the works being funded via a funded budget increase to the approved capital programme scheme for the Accommodation Project in the sum of £184,000 in total (with £10,000 budgeted to be spent in 2013/14 and the remaining £174,000 budgeted to be spent in 2014/15), fully funded from the £184,000 set aside in the 2013/14 revenue budget for decanting staff which has been earmarked for the delivery of the Accommodation Project works.
- 3. To approve the letting of the Town Hall/Chaseley window replacement, structural repairs and associated works contract to W. Monks (Longridge) Ltd in the sum of £184,000.

REPORT

- 1. The Council has previously agreed the refurbishment of office/civic accommodation on the Town Hall/Chaseley site consisting of 8 phases of work. Phases 1 and 2 involving the renewal of the majority of the roof of the Town Hall and Chaseley buildings along with the replacement of the windows with associated structural works were completed in 2014.
- 2. The Finance and Democracy Committee at its meeting in August 2015 approved the letting of the main contract for Phase 3 to F. Parkinson Ltd and how that was funded. Phase 3 includes work to the East Wing of the Town Hall/Chaseley building including a lift, new protected stairway and office extension.

Table 1 – Town Hall accommodation project ph	nases
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Phase	Elements of work	Comments	
1	Roof replacement	Completed March 2014	
2	Window replacement and structural repairs	Completed July 2014	
3	East Wing including lift, new protected stairway and office extension Underway, due for co		
4	Chaseley link bridge and protected stairway	Subject of this report	
5	One Stop Shop & tourist information centre	Subject of this report	
6	Council chamber		
7	Internal refurb/redecoration/services upgrade	Future phases to be funded	
	including heating and lighting	from sale of Public Offices site	
8	Car park and external works		

3. The contract for Phase 3 started on 21st September 2015 and is estimated to be completed by end of March 2016. Parkinson's have progressed the scheme satisfactorily to date however the work to the new extension and external elevation works have been severely hampered by the inclement weather. This has been reflected on the programme. The Client, Design Team and Contractor have developed a good working relationship and the quality of the work is very high. The Design team and Contractor have together developed Phase 4 & 5 with buildability, technical and cost advice. This has been reflected in the costs and revised programme option. Following visits by the Health & Safety Executive and Considerate

Contractor scheme the site has been recognised as well managed and in fully compliant with Health & Safety regulations. Following the remodelling and refurbishment of Phase 3 Parkinsons and their sub Contractors have gained an understanding of the buildings, their construction and use. This will allow continuity of work and prove to be beneficial in the future phases of the work in both cost, programme and quality.

- 4. The procurement approach Design Team adopted has been a Partnering Contractual approach to procurement (PPC2008) in lieu of a traditional (JCT Standard Form of Contract 'first past the post'). This ensures the council achieves a successful outcome, maintain the highest quality, certainty of cost and programme delivery.
- 5. This process is based on collaborative working between all parties including Client, Design Team, Contractor and supply chain. This benefits the council if further phases of the works are granted approval because using the same contractor the design can be developed and costs established on an open book basis with agreed fixed contractor overhead and profit.
- 6. Based on the procurement method using the lowest tender for phase 3 it was possible to more accurately estimate the cost of the remaining phases. The report considered by members last August included a table which showed the estimated costs summary for the remaining phases of work to the Town Hall/Chaseley building. The table included for comparison the budget approved in the agreed capital programme along with an estimate of the duration of each phase if delivered consecutively. The cost then estimated of each phase included fees at 8% and a notional 5% increase in cost to allow for further inflation on phase 4 to 8. The table below details a breakdown of those costs for phases 4 and 5. Please note all figures throughout this report exclude VAT.

Table 2 – A breakdown of the estimate of phases 4 and 5

	Column A Original Contract estimate May 15 (£)	Column B Estimated inflation @ 5% (£)	Column C Total estimate cost (£)	Column D Fees @ 8% (£)	Column E Revised total (£)	Column F Agreed capital budget	Duration of works
Phase 4	427,378	21,368.90	448,746.90	35,899.75	484,646.65	£485k	20 weeks
Phase 5	269,520	13,476.00	282,996.00	22,639.68	305,635.68	£305k	12 weeks

7. Council on 14th December 2015 resolved to accept the recommendations of the Finance and Democracy Committee to establish an Accommodation Project Reserve to ensure the continued delivery of the accommodation project. Council also approved the transfer of £504k to the Accommodation Project Reserve to provide a source of funding for the delivery of the Accommodation Project up to phase 5 of the total scheme. This resulted in a revised capital programme set out below:

(A small amount of work was undertaken in earlier years on both phases 4 and 5 in the sum of £3k for phase 4 and £3k for phase 5, which account for the difference in the figures above and below).

Table 3 – Excerpt of capital programme detailing phases 3, 4 and 5 of the Town Hall Accommodation Project

FINANCE & DEMOCRACY COMMITTEE	Updated Estimate 2015/16 £000	Estimate 2016/17 £000	Estimate 2017/18 £000
Accommodation Project - Phase 3 - East Wing Inc. Lift	547		
Accommodation Project - Phase 4 - Chaseley Link Bridge	0	482	
Accommodation Project - Phase 5 - One Stop Shop	0	302	

- 8. During the past few weeks the more detailed design of Phases 4 and 5 have been undertaken. Phase 4 provides a link bridge between the Town Hall and Chaseley buildings at both first and second floor levels and also provides a protected stairway. Meanwhile Phase 5 provides a new One Stop Shop & Tourist Information Centre which when complete allows the disposal of the Public Offices site.
- 9. Further to the estimates prepared in May 2015 it has been possible to determine more closely the construction of the Chaseley Building and Public Area Reception to provide more accurate and detailed information for the construction team to price. Following the preparation of specifications and detailed architectural, structural and service drawings the following costs for Phases 4 & 5 have been received (based on agreed overhead and profit requirement established at time of tendering for phase 3):

Table 4 – Original estimate for phase 4 (May 2015) compared to tender submission (March 2016) following detailed surveys and specifications

Estimate inc	Tender £ 4,529.42
inc	£ 4,529.42
£132,805.00	£ 96,107.01
£ 37,155.00	£ 40,603.30
£ 34,130.00	£ 38,911.67
£ 56,400.00	£ 80,723.01
£ 70,900.00	£131,720.00
£ 50,000.00	£ 78,567.59
£ 29,818.00	
£ 16,170.00	inc
£427,378.00	£471,162.00
	£ 34,130.00 £ 56,400.00 £ 70,900.00 £ 50,000.00 £ 29,818.00 £ 16,170.00

Table 5 – Original estimate for phase 5 (May 2015) compared to tender submission (March 2016) following detailed surveys and specifications

Estimate	Tender
£143,294.00	£139,143.90
£ 60,040.00	£ 83,416.00
£ 30,000.00	£ 44,132.10
£ 18,803.00	
£ 17,383.00	inc
6260 520 00	6266 602 00
£ 269,520.00	£266,692.00
	£143,294.00

Table 6 - The total revised costs for Phases 4 & 5

	Estimate	Tender	
Phase 4	£427,378.00	£ 471,162.00	
Phase 5	£269,520.00	£ 266,692.00	
	0.505.000.00	6 707.074.00	
	£696,898.00	£ 737,854.00	

Please note the figures in the estimate columns (May 2015) are derived from column A in table 2

- 10. The original tender process therefore left a funding shortfall of £40,956 compared against the approved budget + an allowance for Contingencies.
- 11. During the Phase 3 works a number of unforeseen building construction and service installation issues have been found that have had to be considered and factored into the preparation of the detailed specification and subsequent costs.
 - The electrical installation The existing wiring within the building is in a poorer condition than first thought and is not conducive to alteration to suit the new room layouts. The design team are having to replace all the wiring and carry out associated builders work to all the building. This has had an effect on Phase 3 and also will on all remaining phases.
 - The plumbing installation The existing installation has proved difficult to utilise having seen a number of previous alterations and adaptations leaving blank runs and isolated pipework that had proposed to be used being redundant.
 - The construction of the buildings differ considerably, typically floor and wall construction cannot be fully determined until all finishes have been removed including wall paper and investigation works carried out. To date concrete encased steel floors, existing door and windows boarded over, chimney flues previously hidden have been encountered.

- The buildability of the link bridge has now been determined and this requires additional structural works for the scaffolding and protection of the remaining building. The costs are now reflected in the Phase 4 price.
- The removal of existing papered wall finishes and redecoration is required to a greater extent than previously considered necessary due to additional chasing out of walls, ceilings.
- 12. The majority of cost changes with the design can be accommodated within the original estimate however the following items which are the most significant changes have resulted in a revision to the cost plan.
 - The additional cost of the Electrical Works in both Phases 4 and 5 amounts to £74,952.
 - The additional cost of the structural support, access and canopy scaffold to the Link Bridge in phase 4 is £18,465.
 - Step and Staircase Entrances in phases 4 & 5 is £24,944. Originally £5,000 per staircase (x2) was allowed in initial estimates for the reconstruction of both entrance steps.
 - Inflation since the original estimates were prepared.
- 13. Provision was made in the estimates produced in May 2015 for an inflationary uplift of a notional 5%. In consultation with the Building Cost Information Service Tender Indices this has been revised to 3.5% (covering the period since last May) and should be added to the original estimates for current day prices. The estimates carried a provision of £78,388 in total for inflation to be allocated separately to each remaining phase when undertaken.
- 14. The Design Team has worked closely with the Construction Team on the programme of works. If phase 4 & 5 are commissioned and delivered concurrently a saving of £22,000 from both phases can be achieved. This will also reduce the contract period for these works by approximately 8 weeks (from 32 weeks to 24 weeks).
- 15. To reutilise the existing Entrance Staircase and Steps to both Phases, allowing for minor modification to the landings only, would achieve a saving of £20,000.
- 16. Considering the above information and proposals the revised tender costs for Phase 4 & 5 will be:

Table 7 - Revised costings taking into account savings

Element	Cost
Phase 4	£471,162
Phase 5	£266,692
Subtotal construction cost	£737,854
Preliminary Saving	-£22,000
Staircase Saving	-£20,000
Subtotal construction cost	£695,854
Proposed Contingency 5%	£34,793
Revised Price	£730,647

17. When fees are taken into account the costs are:

Fees at 8% £58,451

Total £789,098

The agreed capital budget for 2016/17 for phases 4 and 5 is £784k

18. In order to contain costs within the agreed capital programme for 2016/17 the proposed contract contingency referred to above could be reduced from £34,793 @ 5% of total contract value to £30,000 @ 4.311% of total contract value as set out below:

Total cost of phases 4 and 5 (incl. fees)	£783,922
Fees @ 8%	£58,068
Total price for phases 4 and 5	£725,854
Proposed contingency @ 4.311%	£30,000
Subtotal construction cost (phases 4/5)	£695,854

19. The proposals within this report to carry out Phase 4 and 5 works will be from the capital programme budget agreed by council for that purpose, with the works being funded from the remaining capital receipts from the sale of the offices at Derby Road Wesham, together with the funds set aside into the Accommodation Project Reserve specifically for this purpose as set out below:

Table 8 – Method of Financing Phases 4 and 5:

	£000	£000	Resources Remaining after funding for Phases 4 and 5
Total cost of phases 4 and 5 (incl. fees)		£784	
Funded from:			
- Remaining capital receipts from the sale of the offices at Derby Road Wesham	£280		NIL
- Accommodation Project Reserve	£504		NIL
Total Funding		£784	

- 20. As part of approving the spend on any capital project the report needs to address a number of detailed issues which are set out below:
- 21. The objectives, outputs and outcomes of the project are to provide a fully accessible building and provide fire safety measures to comply with legislation. To address mechanical and electrical issues. Also to maximise use of the building so as to bring staff across from the Public Offices to allow the sale of that site.

22. In specifying this scheme Officers have surveyed the condition of the building and structural features and considered different solutions available. A summary of the specification is set out in the table below.

Table 9 - Specification summary

Specification summary

Phases 4

Construction of a Second Floor Link to provide level access to the Chaseley building complete with a new staircase, remodelling and refurbishment of the Chaseley Building Offices and Ancillary rooms, including and associated service installations, Fire Alarm, Swipe Access System and IT, fixed office furniture.

Phase 5

Remodelling & Refurbishment of the existing Reception Area to accommodate a One Stop Shop and Tourist Information Centre (TIC) including new access doors, the installation of a Platform Lift, including associated service installations, Fire alarm, Swipe Access System and IT, TIC Enquiry Island Unit, TIC Enquiry Counter and One Stop Shop Counter with screen, fixed office furniture, refurbishment of the disabled toilet, adaptations to the entry access steps and handrails.

- 23. A breakdown of the cost to deliver phases 4 and 5 based on the tender submitted by F. Parkinson Ltd is set out in tables 4 and 5 above.
- 24. The Town Hall is an asset currently managed and maintained by the Council and so there would not be any additional ongoing revenue costs involved. There will need to be a reprofiling of existing repair and maintenance revenue budgets to fund the maintenance of the new lift, but there will not be an increase in costs overall.
- 25. A risk assessment is attached to the report at **appendix 1** which identifies those matters which require attention and mitigation.
- 26. It is planned (as with phases 1 to 3) that the works will be undertaken whilst the Town Hall remains in use so as to reduce costs although there will be the need to vacate specific rooms/offices as the works progress. It must therefore be accepted that there will be some inconvenience and disruption. Mitigation of these issues is set out on the attached risk assessment.
- 27. Relevant drawings and documents will be supplied to the contractor which forms part of the contract to be awarded.
- 28. Funding for the remaining phases 6, 7 and 8 is dependent upon the sale of the Public Offices site. There are several bids under consideration for the site which are currently being assessed. Discussions are also taking place with the ground landlord of the site to determine the financial considerations of obtaining approval to each of the proposals. Once these assessments are complete the bids will be discussed by the Accommodation Working Group and a recommendation made to the Finance and Democracy Committee.
- 29. Cabinet previously approved the procurement of a project manager and supporting professional assistance to design and specify the works in phases 3 to 7. As a result work will be continuing to undertake detailed designs for phases 6 and 7 over the next few months so as to be in a position to award such work if funding is secured.

- 30. There will be efficiencies achieved if the same contractor can be employed to continue with future phases consecutively. This will be useful in minimising any potential uplift in costs due to increased mechanical and electrical issues as mentioned earlier.
- 31. If funding is not secured for future contracts the contractor will dismantle his site compound and welfare facilities and leave site. Any subsequent recommencement of future phases will be at additional cost and time to that currently estimated.

Table 10 - The current estimate of phases 6, 7 and 8

Phase	Cost estimate (May 2015)	Duration of weeks
6 Council chamber, alterations to form Civic Suite	£296,000	12
7 First and Second floor refurbishment and boilers	£357,000	16
8 External works	£124,000	8

32. The current capital programme as included in the MTFS report shows the estimated of cost for phase 6 as above. The estimates for phases 7 and 8 will be updated at the next iteration of the MTFS.

IMPLICATIONS				
Finance	This report summarises the progress to date in the delivery of the Accommodation Project capital scheme and outlines the current position with regard to the next phases of the works, phases 4 and 5. The cost of these two phases can be met from the remaining capital receipts from the sale of the offices at Derby Road Wesham, together with the funds set aside into the Accommodation Project Reserve specifically for this purpose, as detailed in Table 8. Funding for the remaining phases of the project (phases 6, 7 and 8) is dependent upon the sale of the Public Offices site.			
Legal	None arising from this report			
Community Safety	None arising from this report			
Human Rights and Equalities	None arising from this report			
Sustainability and Environmental Impact	None arising from this report			
Health & Safety and Risk Management	The outcomes of the project are intended to deal with previously identified health and safety risks			

LEAD AUTHOR	TEL	DATE	DOC ID
Paul Walker	01253 658431	9 th February 2016	

Name of document Date Where available for inspection 31st August 2010 (Cabinet)	LIST OF BACKGROUND PAPERS				
31st August 2010 (Cabinet)	Name of document	e	Where available for inspection		
15 th December 2010 (Cabinet) 16 th November 2011 (Cabinet) 15 th February 2012 (Cabinet) 26 th March 2012 (Council) 19 th June 2012 (PH Decision) 24 th September 2012 (Council) 3 rd December 2012 (Council) 16 th January 2013 (Cabinet) 10 th April 2013 (Cabinet) 2 nd July 2013 (Cabinet) 5 th March 2014 (Cabinet) 25 th June 2014 (Cabinet) 3 rd August 2015 (Finance & Democracy Committee) 30 th November 2015 (Finance & Democracy Committee) 14 th December 2015 (Council)	Council, Cabinet, Portfolio Holder and Programme Committee	FAugust 2010 (Cabinet) December 2010 (Cabinet) November 2011 (Cabinet) February 2012 (Cabinet) March 2012 (Council) June 2012 (PH Decision) September 2012 (Council) December 2012 (Council) January 2013 (Cabinet) April 2013 (Cabinet) March 2014 (Cabinet) July 2013 (Cabinet) August 2015 (Finance & mocracy Committee) November 2015 (Finance & mocracy Committee)			

Attached documents

1. Risk assessment





Committee Risk Assessment Template

Directorate: Development Services			Date of Assessment: 9 th February 2016		
Section: Technical Services			Assessment Team: Paul Walker/Andrew Dickson/Steve Ball		
Assessment Activity / Area / Type: Town Hall/Ch	aseley Building	g refurbishme	ent – Phases 4 and 5		
Do the hazards create a business continuity risk?	Yes	1			
RISK DESCRIPTION	RISK SCORE (Likelihood x Impact)	RISK MITIGATION		RESIDUAL RISK SCORE (Likelihood x Impact)	RISK OWNER / RISK REGISTER
Not commissioning phases 4 and 5 now and instead later commissioning the work at higher cost	1x3=3	The report sets out the competitive process followed and the risks of additional costs that could be incurred if work is stopped through additional preliminaries and potential further inflation		1x3=3	Paul Walker
Noise and disruption due to the nature of the works	5x3=15	Move some staff located in some locations to other parts of the building during critical stages of the work and/or hold public meetings off site when the works may disrupt public meetings		5x2=10	Andrew Dickson
Loss of car parking spaces during the works due to contractors occupation	5x2=10	Relocate staff parking to North Promenade with limited public and disabled provision retained on site		5x1=5	Andrew Dickson
Unforeseen defects with associated costs	3x2=6	Contingency budget to deal with unforeseen		2x2=4	Andrew Dickson

		works. Project management practices will be adopted and supervision to oversee the works		
Inclement weather delays	3x2=6	Project management practices will be adopted and supervision to oversee the works	2x2=4	Andrew Dickson
Works overrun	3x2=6	Project management practices will be adopted and supervision to oversee the works. Penalty clause included in the contract to discourage delays.	2x2=4	Andrew Dickson
Funding not being available from the sale of the Public Offices to fund future phases immediately following phases 4 and 5 thereby leading to increased costs for future phases by not retaining the existing contractor on site	6x3=18	Public Offices site on the market and current bids to be assessed by the Accommodation Working Group. Accommodation Working Group to consider all available funding options. Work continuing to design and cost up future phases so members can consider and decide at key stages whether to commission future works	4x3=12	Paul Walker

Risk Likelihood
6 = Very High
1 = Negligible
5 = High
2 = Marginal
4 = Significant
3 = Low
4 = Catastrophic

2 = Very Low

1 = Almost impossible

Multiply the likelihood by the impact and if the score is above 12 then mitigating action should be undertaken to reduce the risk. This action should be recorded and monitored in either a directorate or corporate risk register.