

Item: 18

Policy and Resources Committee: 26 November 2019.

Proposed Alterations to West Door and Access at St Magnus Cathedral.

Joint Report by Executive Director of Education, Leisure and Housing and Executive Director of Development and Infrastructure.

1. Purpose of Report

To consider a Stage 2 Capital Project Appraisal in respect of proposed alterations to West Door and access at St Magnus Cathedral.

2. Recommendations

The Committee is invited to note:

2.1.

That, on 11 September 2019, after considering the outcome of a public consultation undertaken during July and August 2019, the St Magnus Cathedral Sub-committee recommended:

- That, in principle, the proposed alterations to the West Door and access at St Magnus Cathedral be approved.
- That, as an exception to process in that the project was fully funded by a third party, the Executive Director of Education, Leisure and Housing should submit, to the Policy and Resources Committee, a Stage 2 Capital Project Appraisal in respect of the proposed alterations to the West Door and access at St Magnus Cathedral.

2.2.

That The Society of the Friends of St Magnus Cathedral has indicated it will meet, in full, the costs associated with proposed alterations to the West Door and access at St Magnus Cathedral.

It is recommended:

2.3.

That the Stage 2 Capital Project Appraisal in respect of proposed alterations to the West Door and access at St Magnus Cathedral, attached as Appendix 1 to this report, be approved.

2.4.

That proposed alterations to the West Door and access at St Magnus Cathedral be added to the capital programme for 2019 to 2020 onwards, at a gross capital cost of £180,000.

3. Introduction

3.1.

At its meeting held on 3 April 2019, the St Magnus Cathedral Sub-committee noted the proposals to alter the vestibule at the West Door of St Magnus Cathedral.

3.2.

The Sub-committee recommended that, in order to provide the necessary reassurance that the project had the approval of the community, a wide-ranging consultation should be undertaken regarding the proposed alterations to the West Door and access at St Magnus Cathedral.

3.3.

At its meeting held on 11 September 2019, the St Magnus Cathedral Sub-committee noted the results of the consultation undertaken during July and August 2019.

3.4.

The Sub-committee recommended:

- That, in principle, the proposed alterations to the West Door and access at St Magnus Cathedral be approved.
- That, as an exception to process in that the project was fully funded by a third party, the Executive Director of Education, Leisure and Housing should submit, to the Policy and Resources Committee, a Stage 2 Capital Project Appraisal in respect of the proposed alterations to the West Door and access at St Magnus Cathedral.

4. Background

4.1.

The existing vestibule was constructed as part of the improvements undertaken around 1920 to 1921. It is noted that, while the doors are currently operational, they are extremely heavy and have the potential to cause an accident to the unwary user. The desk unit containing the light switches and public announcement equipment was installed following a design by Ferrey and Mennim, Cathedral Architect, around 1983 to 1984.

4.2.

Due to the weight issues with the internal doors, very often a door leaf is wedged open which does cause problems on windy days with draughts being generated. In the past, leaving doors open has caused issues with changes in pressure and resulted in some of the glazing suffering damage in other sections of the Cathedral.

4.3.

Access to the Cathedral is via the external plat and steps, with disabled access provided via a small door on the south side of the Nave. It is envisaged that, when the proposed work is completed, the Cathedral entrance will become accessible to all.

4.4.

The Society of the Friends of St Magnus Cathedral has had an ambition to replace the existing vestibule and doors in order to enhance the entrance of the Cathedral which has led to the proposals that have been developed.

5. Proposal

The proposal is to remove the existing vestibule and the desk area located at the West Door. This would then be replaced with a new glazed oak screen with automatic doors which will improve the visual entrance to the Cathedral and also to allow easy access to the Cathedral, all as detailed in the Stage 2 Capital Project Appraisal, attached as Appendix 1 to this report.

6. Corporate Governance

This report relates to the Council complying with its governance and financial process and procedures and therefore does not directly support and contribute to improved outcomes for communities as outlined in the Council Plan and the Local Outcomes Improvement Plan.

7. Financial Implications

7.1.

The financial implications are detailed in the attached Stage 2 Capital Project.

7.2.

The Society of the Friends of St Magnus Cathedral has kindly agreed to meet the full cost of this project.

8. Legal Aspects

Section 95 of the Local Government (Scotland) Act 1973 requires the Council to make arrangements for the proper administration of its financial affairs. As part of this, the Council is expected to have regard to economy, efficiency and effectiveness in its use of resources.

9. Contact Officers

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10. Appendix

Appendix 1: Stage 2 Capital Project Appraisal.

ORKNEY ISLANDS COUNCIL - CAPITAL PROJECT APPRAISAL PROCESS

Project Appraisal – Stage 2

Capital Programme: General Fund

Client Service: Education, Leisure and Housing

Project Name: Proposed Alterations to West Door and Access at St Magnus Cathedral

1. Background

The existing vestibule was constructed as part of the improvements undertaken around 1920 to 1921. It is noted that while the doors are currently operational, they are extremely heavy and have the potential to cause an accident to the unwary user. The desk unit containing the light switches and public address (PA) equipment was installed following a design by Ferrey and Mennim, Cathedral Architect, around 1983 to 1984.

Due to the weight issues with the internal doors, very often a door leaf is wedged open which does cause problems on windy days with draughts being generated. In the past, leaving doors open has caused issues with changes in pressure and resulted in some of the glazing suffering damage in other sections of the Cathedral.

Access to the Cathedral is via the external plat and steps, with disabled access provided via a small door on the south side of the Nave. It is envisaged that when this work is completed, the Cathedral entrance will become accessible to all.

The Society of the Friends of St Magnus Cathedral has had an ambition to replace the existing vestibule and doors in order to enhance the entrance of the Cathedral which has led to the proposals that have been developed.

2. Proposal

The proposal is to remove the existing vestibule and the desk area located at the West Door. This would then be replaced with a new glazed oak screen with automatic doors which will improve the visual entrance to the Cathedral and to also allow easy access to the Cathedral, all as detailed on the plans attached as Annexes 3 to 6.

For larger functions, such as weddings, funerals and other civic ceremonies, the proposed new set of double glazed doors would be provided in line with the central aisle, as shown on Annexes 3 and 4. The glazed aspect of the door would allow for all users to get a clear view of the Nave when they enter the vestibule rather than the current 'dark' area that exists at the moment.

The proposal will see the existing desk which contains the public address (PA) system and light switching being relocated. The PA will be updated with a modern installation and along with the light switching will be located in a new control box in the rear of the North Transept.

As part of the access requirements, there will require to be changes to the external plat to allow a fully accessible solution via the West door. It is proposed to provide a ramp access from Palace Road rising up to the current top step at the main Cathedral door. There are several solutions to this with the preferred option being a ramp with a small plat outside the West Door with decreasing steps fading out towards Palace Road.

3. Public Consultation

A Public Consultation was undertaken between 2 July and 7 August 2019 with a public presentation of the proposals undertaken by Council Officers and the Cathedral Architect on 2 July 2019. This was followed by public display of the proposed plans from 3 July until 7 August 2019. A follow-up consultation meeting was held in the St Magnus Centre on 7 August 2019.

A total of 71 comments were received of which 64% were in favour, 23% had positive comments, but had some further concerns or queries, and 13% were not in favour of the project.

The key points raised by those consultees with additional concerns can be summarised as follows:

- Lacking symmetry on the West Front.
- Removal and preservation of current vestibule.
- Automatic door mechanism suitability for the Orkney weather.
- Latin inscription concerns.
- Stone selections for new sections.
- Disabled parking area and level access.
- Parking access for funeral and wedding vehicles.
- Requirement for handrails.

During the consultation the issue that was most raised was the requirement for handrails on both the new steps and the current steps to the existing apron and this will be accommodated within the project and can be seen on the proposed external drawing in Annex 3.

The element of inscription shown on the original proposal also provided comment and it was felt that this was not necessary, and that the element would be better to be glazed, which has been incorporated into final design.

The concern raised over the weather proofing of the internal doors is a relevant one and it is also a concern for the Council and the detailing and specification of the internal vestibule doors including the door gear has been carefully developed to ensure the correct solution is installed.

In terms of parking access this has been reviewed as part of the design and the existing disabled spaces will remain as any changes will cause access issues to the remaining areas of the Kirk Green due to the potential changes in level. The query over the symmetry has been thought over by the design team previously

and, due to the level difference from the Kirk Green on the north side of the plat and the West Door, would mean a more unmanaged quantity of steps, or indeed if a ramp was to be installed heading to the north, this would result in a very long ramp and would continue on past the War Memorial gate. Therefore, this proposal has not been included with the design.

4. Land Purchase Requirement

There is no requirement to purchase land for this project.

5. Project Appraisal

	Criteria	Response
1.	Protects Existing Statutory Provision	Under the Royal Charter granted in 1486 the heritage possession of St Magnus Cathedral was passed to the Magistrates, Council and Community of Kirkwall, which reverted to Orkney Islands Council in 1975. St Magnus Cathedral is A listed which the Council, as owner, has a duty to maintain in suitable condition .
2.	Meets Corporate Priority / Community Planning Goal	To protect and promote Orkney's unique culture and community events.
3.	Protects Existing Assets	The proposed project will enhance the visitor experience of the Cathedral and provide access for all to the Cathedral by the main door.
4.	Minimises Capital Cost	The project has been designed to ensure best value and funding has been secured for the project from the Society of Friends of St Magnus Cathedral.
5.	Maximises Investment from External Sources	The project will be fully funded by the Society of Friends of St Magnus Cathedral.
6.	Beneficial Impact on Revenue Expenditure	There will be additional revenue costs as the automatic doors will require to be maintained, however there will be benefits as the draughts will be reduced thereby reducing the heating costs, however this will be difficult to record.
7.	Linked to Other Council Provision	
(a)	Enhances Statutory Provision	Under the Royal Charter granted in 1486 the heritage possession of St Magnus Cathedral was passed to the Magistrates, Council and

	Criteria	Response
		Community of Kirkwall, which reverted to Orkney Islands Council in 1975. St Magnus Cathedral is A listed which the Council, as owner, has a duty to maintain in suitable condition .
(b)	Protects or Enhances Discretionary Provision	Not Applicable
8.	Re-use of Derelict Land or Building	The project will enhance the visitor experience through the internal vestibule and assist with reduction of draughts and therefore heat loss.
9.	Promote or Enhance Orkney's Environment	The project will have no effect on Orkney environment.
10.	Promote or Enhance Orkney's Heritage	The project will enhance the visitor experience and create a more welcoming entrance than the current 'dark' vestibule and allow for more visitors to benefit from an accessibility aspect.
11.	Economic Prosperity or Sustainable Communities	The project will provide opportunities for local construction companies to tender for the works.
12.	Enhances Council operations or Improves Health and Safety	The project will reduce the health and safety risk that currently exists with the existing heavy double swing doors.

6. Financial Implications

The cost for the project is £180,000. The Society of the Friends of St Magnus Cathedral has generously agreed to fund all the costs for this project.

There will be a minimal revenue cost increase for the project will increase of approximately £230 per annum due to servicing requirements for the automatic doors which will be largely offset through the reduction in heat loss through the vestibule.

The breakdown of the figures is included in Annex 1 (capital) and Annex 2 (revenue)

7. Risk Assessment

Risk of not proceeding

- Issues may arise from the existing heavy double swing doors.
- The West Door will not be accessible for all.

Risk of proceeding

- Project creep jeopardises progress and affordability of project.
- Resources are not available to manage the project putting project at risk.
- Revenue costs will increase in the future due to additional maintenance requirements because of the project.
- Archaeology discovered within the site delaying the project.
- Statutory consents for the proposed design are not approved.
- Limited Market Interest affects project value for money.

8. Conclusion

Access and visitor welcome will be greatly enhanced by the installation of the internal vestibule and access plat. It has been a long ambition of the Society of the Friends of St Magnus to provide this solution and they have generously agreed to fund the works.

9. Recommendations

It is recommended that the proposed alterations to West Door and Access at St Magnus Cathedral, at a capital cost of £180,000 be approved and the project added to the capital programme for 2019/20 and 2020/21.

10. Accountable Officers

James Wylie, Executive Director of Education, Leisure and Housing, extension 2433, Email james.wylie@orkney.gov.uk.

Gavin Barr, Executive Director of Development and Infrastructure, extension 2301, Email gavin.barr@orkney.gov.uk.

Peter Diamond, Head of Education (Leisure, Culture and Inclusion), extension 2436, Email peter.diamond@orkney.gov.uk.

Clare Gee, Cultural Services Manager, extension 2716, Email clare.gee@orkney.gov.uk

Ian Rushbrook, Capital Programme Manager, extension 2713, Email ian.rushbrook@orkney.gov.uk.

11. Appendices

- Annex 1 – Financial Assessment of Capital Expenditure.
- Annex 2 – Financial Assessment of Revenue Expenditure.
- Annex 3 – West End Project – Steps and Slope Plan – as Proposed.
- Annex 4 – Scheme Design – Plan, Section & Elevations.
- Annex 5 – West End Plan.
- Annex 6 – Elevation Looking West.

STAGE 2 - CAPITAL PROJECT APPRAISAL
FINANCIAL ASSESSMENT OF ASSOCIATED CAPITAL EXPENDITURE IMPLICATIONS

Capital Programme:	General Fund
Client Service:	Education, Lesiure and Housing
Project Name:	Proposed Alterations to West Door and Access at St Magnus Cathedral

		1	2	3	4	5		
CAPITAL COSTS	Total £ 000	2018/19 £ 000	2019/20 £ 000	2020/21 £ 000	2021/22 £ 000	2022/23 £ 000	Onwards £ 000	Notes
1. Initial Costs (at inflated prices)								
Land or Property Purchase	-	-	-	-	-	-	-	
Other Site Costs (including Fees)	-	-	-	-	-	-	-	
Construction or Improvements	-	-	-	-	-	-	-	
Information Technology Costs	155.0	-	100.0	55.0	-	-	-	
Plant, Vehicles & Equipment	-	-	-	-	-	-	-	
Professional Fees - Consultant	14.0	-	9.0	5.0	-	-	-	
- In-house	11.0	-	7.0	4.0	-	-	-	
Gross Capital Expenditure	180.0	-	116.0	64.0	-	-	-	
2. Initial Funding (at inflated prices)								
Government Grants	-	-	-	-	-	-	-	
Other Grants	166.0	-	114.0	52.0	-	-	-	1
Other Financial Assistance	-	-	-	-	-	-	-	
Total Grants Recievable, etc.	166.0	-	114.0	52.0	-	-	-	
Net Capital Cost of Project	14.0	-	2.0	12.0	-	-	-	
Net Council Capital Expenditure	14.0	-	2.0	12.0	-	-	-	
Net Present Value	12.8	-	1.9	10.9	-	-	-	
Cost of Capital		5%	5%	5%	5%	5%	5%	
Year		0	1	2	3	4	5	

Notes

1 The Society of the Friends of St Magnus Cathedral have generously agreed to fund the costs of this project

STAGE 2 - CAPITAL PROJECT APPRAISAL
FINANCIAL ASSESSMENT OF ASSOCIATED REVENUE BUDGET IMPLICATIONS

Capital Programme:

General Fund

Client Service:

Education Lesiure and Housing

Project Name:

Proposed Alterations to West Door and Access at St Magnus Cathedral

		1	2	3	4	5		
REVENUE COSTS / (SAVINGS)	Total £ 000	2018/19 £ 000	2019/20 £ 000	2020/21 £ 000	2021/22 £ 000	2022/23 £ 000	Onwards £ 000	Notes
1. Full Year Operating Costs (at inflated prices)								
Staff Costs	-	-	-	-	-	-	-	
Other Staff Costs (incl. recruitment, etc.)	-	-	-	-	-	-	-	
Property Costs	-	-	-	-	-	-	-	1
Supplies and Services	-	-	-	-	-	-	-	
Transport, Vessel and Plant Costs	-	-	-	-	-	-	-	
Administration Costs	-	-	-	-	-	-	-	
Apportioned Costs	-	-	-	-	-	-	-	
Third Party Payments	-	-	-	-	-	-	-	
Finance and Loan Charges	-	-	-	-	-	-	-	
Miscellaneous Expenditure	-	-	-	-	-	-	-	
Gross Revenue Expenditure / (Saving)	-	-	-	-	-	-	-	
2. Operating Income (at inflated prices)								
Government Grants	-	-	-	-	-	-	-	
Other Grants	-	-	-	-	-	-	-	
Rents and Lettings	-	-	-	-	-	-	-	
Sales	-	-	-	-	-	-	-	
Fees and Charges	-	-	-	-	-	-	-	
Miscellaneous Income	-	-	-	-	-	-	-	
Gross Revenue Income	-	-	-	-	-	-	-	
Net Revenue Expenditure / (Saving) of Project	-	-	-	-	-	-	-	
Increase / (Reduction) in Revenue Costs	-	-	-	-	-	-	-	
Net Present Value	-	-	-	-	-	-	-	
Cost of Revenue		3%	3%	3%	3%	3%	3%	
Year		0	1	2	3	4	5	

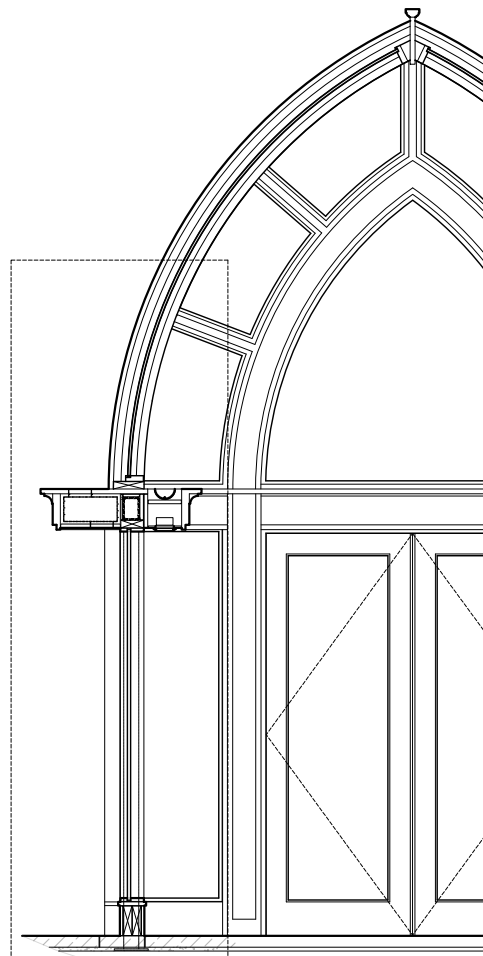
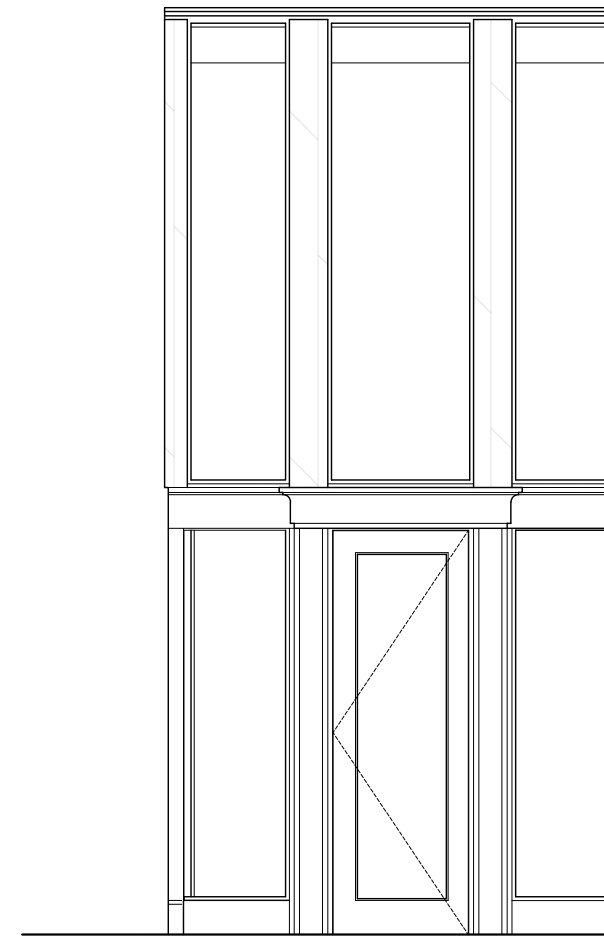
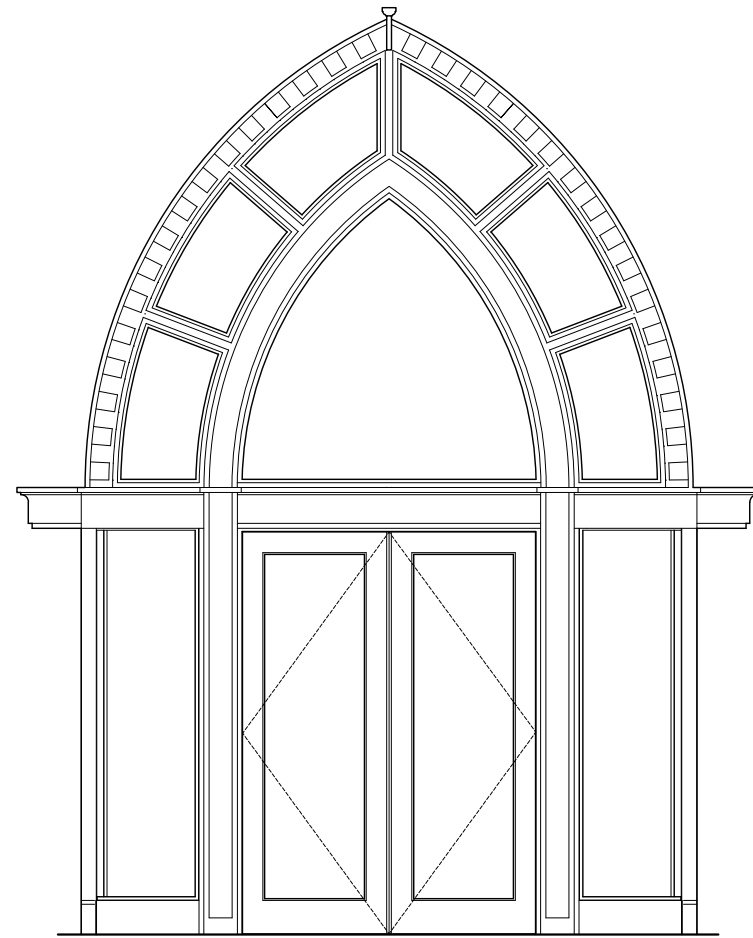
Notes

1. Auto door testing will be required at 6 monthly intervals at a cost of £230 per annum. Any remedials that result from the testing will be covered by reactive repair budget

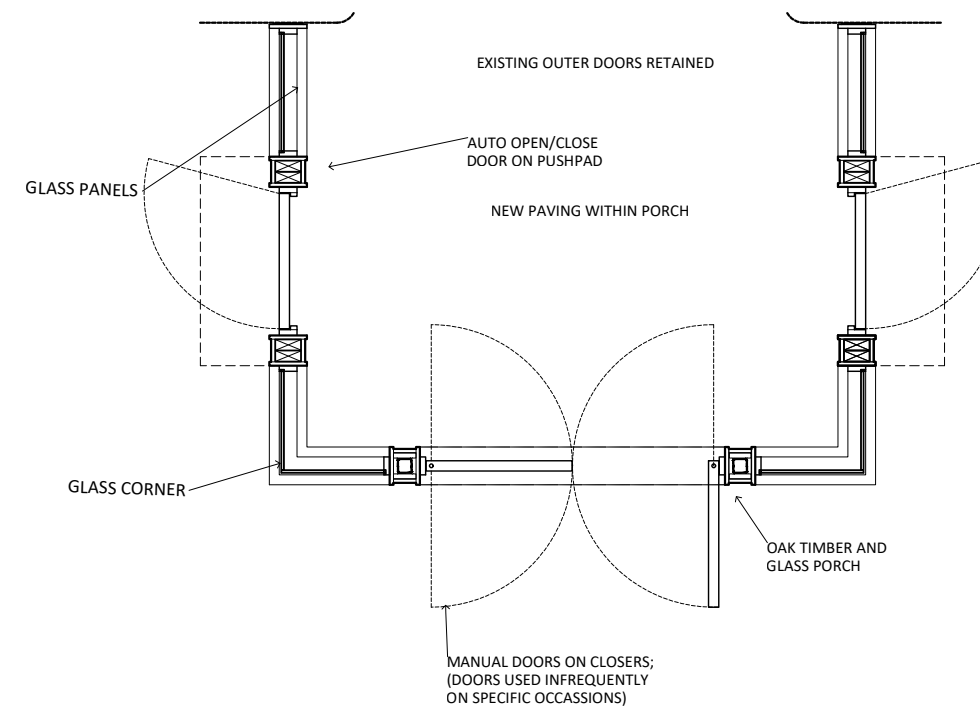
NOTES

DO NOT SCALE FROM THIS DRAWING

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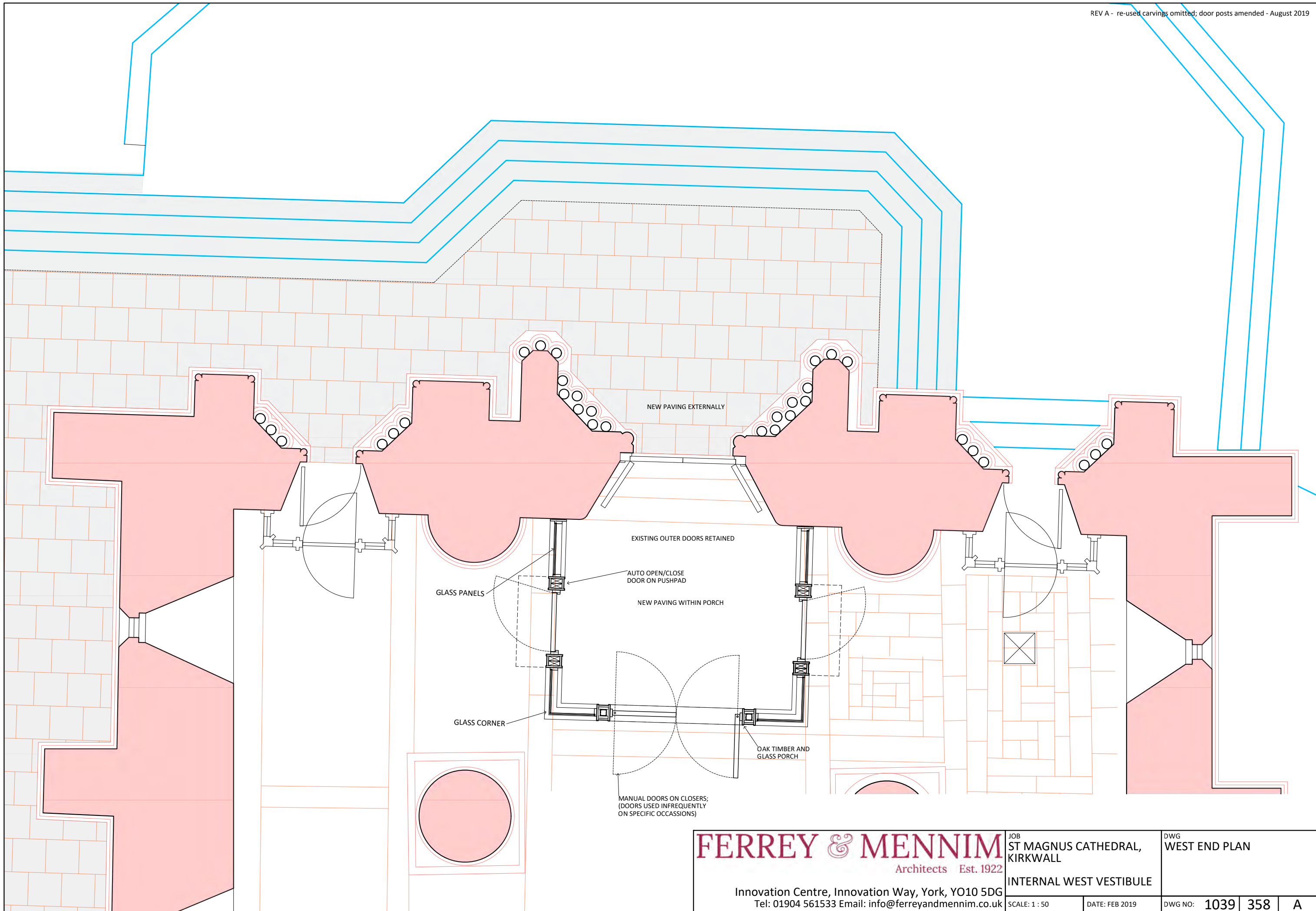


SEE DETAIL
DRAWING 1039 - 359



REV B - gable glazing amended October 2019
REV A - gable glazing amended; re-used carvings omitted August 2019

<p>FERREY & MENNIM Architects Est. 1922</p> <p>Innovation Centre, Innovation Way, York, YO10 5DG Tel: 01904 561533 Email: info@ferreyandmennim.co.uk</p>	<p>JOB ST MAGNUS CATHEDRAL, KIRKWALL</p>	<p>DWG SCHEME DESIGN</p>
	<p>INTERNAL WEST VESTIBULE</p>	<p>PLAN, SECTION, & ELEVATIONS</p>
<p>SCALE: 1 : 50</p>	<p>DATE: FEB 2019</p>	<p>DWG NO: 1039 355 B</p>



FERREY & MENNIM
Architects Est. 1922

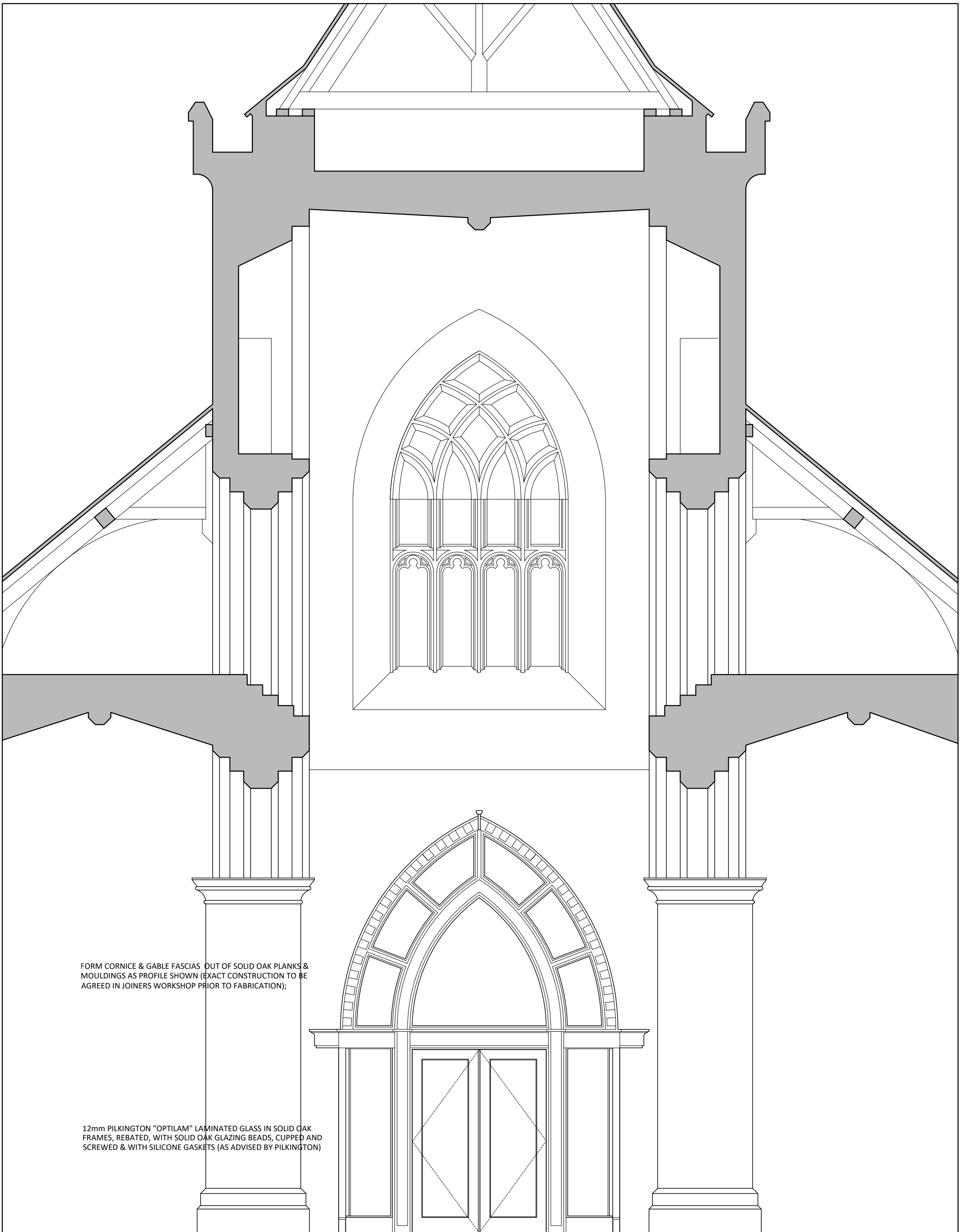
Innovation Centre, Innovation Way, York, YO10 5DG
Tel: 01904 561533 Email: info@ferreyandmennim.co.uk

JOB
ST MAGNUS CATHEDRAL,
KIRKWALL

INTERNAL WEST VESTIBULE

DWG
WEST END PLAN

SCALE: 1 : 50	DATE: FEB 2019	DWG NO: 1039	358	A
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FORM CORNICE & GABLE FASCIAS OUT OF SOLID OAK PLANKS & MOULDINGS AS PROFILE SHOWN (EXACT CONSTRUCTION TO BE AGREED IN JOINERS WORKSHOP PRIOR TO FABRICATION);

12mm PILKINGTON "OPTILAM" LAMINATED GLASS IN SOLID OAK FRAMES, REBATED, WITH SOLID OAK GLAZING BEADS, CUPPED AND SCREWED & WITH SILICONE GASKETS (AS ADVISED BY PILKINGTON)

FERREY & MENNIM
Architects Est. 1922

Innovation Centre, Innovation Way, York, YO10 5DG
Tel: 01904 561533 Email: info@ferreyandmennim.co.uk

JOB
ST MAGNUS CATHEDRAL,
KIRKWALL

INTERNAL WEST VESTIBULE

DWG
ELEVATION LOOKING WEST

REV B - gable glazing amended October 2019
REV A - gable glazing amended; re-used carvings omitted August 2019

SCALE: 1:50

DATE: FEB 2019

DWG NO: 1039 356 B