

SLOUGH BOROUGH COUNCIL

REPORT TO: Cabinet **DATE:** 18th July, 2016

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PORTFOLIO: Councillor Bal, Commissioner for Environment and Leisure

PART I **NON-KEY DECISION**

REFERENCES FROM OVERVIEW AND SCRUTINY – LEISURE CAPITAL PROGRAMME: THE REFURBISHMENT OF SLOUGH ICE ARENA AND THE PROVISION OF A TEMPORARY ICE RINK

1. Purpose of Report

The purpose of this report is to advise Cabinet of recommendations from the Overview and Scrutiny Committee meeting held on 14th July 2016, following consideration of the report on the Refurbishment of Slough Ice Arena and the Provision of a Temporary ice Rink.

2. Recommendation

The Cabinet is requested to consider the recommendations of the Overview & Scrutiny Committee, as outlined in paragraph 6, and resolve accordingly.

3. The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan

3a Slough Joint Wellbeing Strategy Priorities

All the actions within Slough's five year leisure strategy will contribute towards achieving the overarching vision of the Slough Joint Wellbeing Strategy and will make significant contributions specifically to the health, wellbeing and safer Slough themes.

- **Health and Wellbeing.** Cabinet in July 2014 approved a strategy for leisure, with the overarching aim to "enhance the health and wellbeing of Slough residents by ensuring leisure activity is adopted as a habit for life for all – more people, more active, more often". The link between physical activity and overall health indicators is clear, particularly for obesity, diabetes and heart disease, which are high priorities for Slough.
- **Safer Slough.** The opportunity to participate in shared leisure activities makes a positive contribution to community cohesion and interaction for all members of the varied and diverse community in Slough.
- **Regeneration and environment.** Leisure facilities contribute to the quality of the environment of the town. They provide opportunities to regenerate specific sites and local communities.

Cross-Cutting themes:

Good leisure facilities can improve the image of the town, making Slough a destination for sport and physical activity for local residents who will take a pride in the promotion of their use.

Slough's leisure strategy and improved leisure facilities contribute towards addressing key priorities as set out in the JSNA including childhood obesity, positive activities for young people and cardio vascular disease.

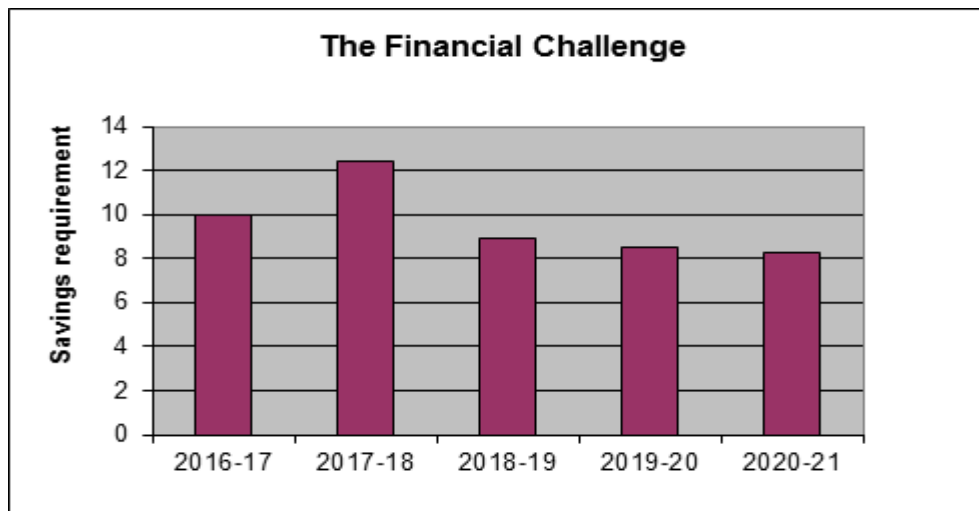
3b Five Year Plan Outcomes

- Slough will be the premier location in the south east for businesses of all sizes to locate, start, grow, and stay – good quality, accessible leisure facilities are attractive to employers to ensure a healthy workforce which is imperative for a businesses success.
- There will be more homes in the borough, with quality improving across all tenures to support our ambition for Slough – the future development of leisure facilities on chosen sites in the town will compliment planned housing developments and assist the organisational aim of maximising the value of assets.
- Slough will be one of the safest places in the Thames Valley – leisure activity can be used as a diversionary activity for young people who could be at risk of anti-social behaviour.
- More people will take responsibility and manage their own health, care and support needs – accessible leisure opportunities in the right location will enhance the health and wellbeing of all individuals living in Slough.
- Children and young people in Slough will be healthy, resilient and have positive life chances – improved leisure facilities will provide children and young people with wider opportunities for participation in sport and physical activity which results in greater physical and mental wellbeing. The proximity of the proposed new facilities to educational establishments will maximise use and allow the Council to realise corporate aims.
- The Council's income and the value of its assets will be maximised through capital development and improvements to its leisure facilities.

4 Other Implications**(a) Financial**

- i. It is estimated that it will cost the Council between £632K and £1.2 million to provide a temporary ice provision in the town. A breakdown of these costs are detailed in sections 5.13 and 5.14 of this report. These costs are at this stage estimated costs based on a twelve month period.
- ii. The Medium Term Financial Strategy (MTFS) going to cabinet on the 18th July sets out the financial challenge that the Council is facing. The latest estimation of savings required total £38m over four years. Proposals are being developed to address this gap and will be presented to members in the coming months, but at present there are substantial further savings required to ensure a balanced

budget, see summary of the requirement below. The Council also faces a number of other financial risks. Business rates income remains volatile alongside significant risks on business rates appeals. The impact of voting to leave the EU has not been factored at present as the position is unknown, but remains a financial risk to the Council alongside the major reductions in Council funding from Central Government. The Council is also facing significant demographic demands on its services, alongside a substantial capital programme that requires financing that will add financial pressure to the MTFS.



- iii. The delay in moving forward with the housing development is likely to cost the Council around £90K because of the loss of efficiencies from the current housing development program; this is included in the £632k estimated costs.
- iv. Any delays to the capital programme for the refurbishment works on the permanent facility, planned to commence in November 2016 will result in additional costs, £490K for a six month delay and £870K for a twelve month delay.

(b) Risk Management

Project	Risk	Mitigating action	Opportunities
Ice Arena redevelopment and temporary ice provision	Financial – the temporary rink does not offer value for money Costs continue to increase	Full financial obligations will be confirmed prior to commencement of any scheme	The new facility will contribute to more people being physically active, which is a key priority for the Council. Temporary facility operated by a third party
	Planning - Delay to submission and determination of planning application	Submission of the planning application as soon as possible. Project Manager to ensure early	

	Planning conditions not met within time for the Ice Arena refurbishment closure	engagement with Planning and that conditions for compliance are monitored	
	Health and Safety	<p>Fully addressed for temporary facilities as they are developed.</p> <p>Operational risks will be considered and developed to respond to the specific risk and will be passed onto the operator to manage.</p>	
	Building Control - Delay to submission and determination of building control application	Building Control to approve and sign off development proposals	
	Equalities issues – the temporary facilities fail to meet the needs of all	<p>The availability of a temporary facility will help to mitigate the effects of the temporary closure of the ice Area.</p> <p>It will enable a broad community programme to remain available to meet the needs of all.</p>	<p>Continued access to quality facilities will contribute to increasing levels of activity by all users including those with special or specific needs</p> <p>EIA completed</p>
	Community support – Objections to planned proposals	Communications strategy in place	
	Communications – The proposed temporary developments receive adverse publicity	Proactive approach with provider and users of the temporary facility.	

	Financial (capital) – Costs become inflated and the scheme is unaffordable	Proposals offer a cost effective option and identify appropriate contingency. Agree fixed price contract and measures to prevent potential scope creep	Look at other funding opportunities.
	Financial (revenue) – the temporary facility operates at a loss	Risk rests with the Operator	Transfer responsibility for the management of the temporary facility to a third party.
	Timetable for delivery – Key deadlines are not met	Project management in place to monitor critical path with slippage reported early. Provide a back-up plan for any unforeseen delays	
	Capital programme overruns	The contract for the temporary facility will have flexibility to extend provision if required.	Opportunities for value management if required.
	Project Capacity – Adequate resources are not in place	Allocate sufficient resources to the management of the programme	Utilise expertise in house and with development partners to ensure the project is delivered on time.

(c) Human Rights Act and Other Legal Implications

There are no Human Rights implications in regard to this report.

Local authorities have a range of powers to deliver cultural services which includes both recreation and sport. The provision of leisure services is however discretionary and as such local authorities do not have to provide these services.

A range of commercial contract issues will require resolution to enable the provision of the temporary ice arena to go ahead. Until heads of terms for the temporary facility are

produced, the Council's lawyers are unable to advise on the legal implication that may arise.

Any delay to the proposed improvements and refurbishment to the permanent facility, due to commence in November 2016 could impact on the current legal proceedings being undertaken by the Council in relation to the early termination of the lease on Slough Ice Arena with the current operators, Slough Community Leisure.

The temporary Ice Arena will require planning consent if the resolutions are approved, which will require a minimum of thirteen weeks from the submission of the application. This timeframe could delay the availability of any temporary provision from the beginning of November 2016.

(d) Equalities Impact Assessment

The Council is attempting to mitigate the impact of the period of temporary closure and is working with the most disadvantaged users to provide possible alternatives during the period of closure. The body of the report outlines the steps that have been taken and the proposals that have come forward. An EIA has been completed.

(e) Workforce

The delivery of the temporary ice scheme will require specialist roles including dedicated project management and these will be met in-house within the council.

(f) Property

See section 5.13

(g) Carbon Emissions and Energy Costs

All new buildings will be built to be energy efficient.

5. **Supporting Information**

The Chair of the Overview and Scrutiny Committee allowed a number of Groups to address the Committee and the following is a summary of their presentations:

Slough Community Leisure (SCL).

James King, Operational Director, discussed a proposal in which SCL would utilise half of the Montem Leisure Centre Sports Hall to provide a temporary ice rink, the cost of which would be borne by SCL. The Charity would in conjunction with other stakeholders also provide a 10 year diabetes intervention at a minimum cost to the charity of £500k.

Mr King acknowledged that the proposed Sports Hall rink would be too small for ice hockey but advised that 80 % of the community use could be retained. He also discussed the legal dispute with Slough BC and advised that SCL's proposal would provide £1M of targeted investment and resolve a number of current and potential issues.

SPICE (Special People on Ice)

Ricci Hodgson, Chair of SPICE, explained that the valuable voluntary organisation taught children and young adults with additional needs, to ice skate. The organisation currently had 120 Members and a waiting list. SPICE provided a lifeline to its Members and physical exercise. It had 2 ice hockey teams and would represent Great Britain in Canada. Mr Hodgson was concerned that the temporary closure of the Ice Arena would result in the redundancy of staff and the loss of professional coaches who would not return to Slough. SPICE supported the SCL proposal to create a temporary rink at the Montem Leisure Centre.

The Synchronised Skating Club

Shirley Goodgroves was unhappy at the prospect of no temporary rink provision. The Club's skaters had been together for 6 years and won medals in Cardiff and Belgium. Some Members had left due to the uncertainty around future rink provision and the coaches could not afford to be out of work for 12 months or more. Ms Goodgroves was concerned that when the Slough Ice Arena re-opened, it would have no skaters or coaches.

Slough Jets

Steve English, Slough Jets, advised that the Club was formed 30 years ago and enjoyed local, national and international success. The Club had over 160 players and 90% of the junior and seniors were from the Slough locality. The programme was fortunate to have 2 of the best junior coaches in the country and Mr English was concerned that not having a suitable temporary rink would cause irreparable damage to Ice Hockey in Slough and other skating communities. It would also impact on the ability of young people to have things to do in the evening and at weekends, and affect their ability to exercise and have fun. Mr English suggested that the timescale for the refurbishment should be re-evaluated and a temporary solution be found that would enable ice skating to be maintained.

6. Consideration of Report

Roger Parkin, Strategic Director, Customer and Community Services summarised the options that had been explored to make provision for a temporary ice rink for the duration of the refurbishment of the current facility, commencing in November 2016 (for a minimum of 9 months). It was estimated that the provision of a temporary rink would cost the Council a minimum of £632K. The Council had contacted other ice rinks to identify free ice time and also to provide alternative types of activity for users.

The Committee was advised that initially a decision to not provide a temporary ice rink provision was agreed in view of the cost but in view of concerns raised by users, research was conducted to provide a temporary solution. This included the installation of a small rink which would have limited use and a larger 56m x 26m rink which would cost between £750k and £1.2m, excluding enabling works (estimated at between £200 to £500k), utility costs, staffing or security.

SCL had submitted a proposal to provide a 30m x 20m rink in the Montem Leisure Centre Sports Hall. This would mean however that the Sports Hall could not be used for its usual sports and there was concern that the size of the temporary rink would not be appropriate for ice hockey activities. SCL's proposal was subject to a number of caveats which the Council believed were inimicable to the Council's long term strategy. It was

considered that entering into an agreement with SCL could be met by a legal challenge from other leisure providers.

The option to delay the refurbishment works to 2017 to enable peak annual use and events to be carried out would amongst other issues result in an increased capital costs to the refurbishment works. The Officer considered that any temporary rink must be suitable for all the users who used the current Ice Rink. He highlighted that the Council had a £38m leisure strategy. Members were asked to consider the affordability of a temporary provision, the wellbeing of the Council in that the funds would be drawn from reserves, and also to consider ways in which the user groups could be kept together. He asked the Committee to be mindful of the Council's current revenue position and the huge financial pressures which affected for example, Housing and Social Care. It was acknowledged that the Clubs and Groups who used the ice rink did a wonderful job. The decision on whether to provide temporary provision would be made by the Cabinet at its meeting on 18th July.

7. Recommendations of the Overview & Scrutiny Committee

The Committee considered the report and submissions and decided that:

- Cabinet be recommended to explore the procurement of a full sized temporary Ice Rink to meet the needs of all users, for the duration of the refurbishment of the current Ice Rink.

8. Conclusion

- 8.1 Having discussed the details of the report and listened to the representations made by users of the Ice Rink and Rule 30 Members, the Committee requested that Cabinet consider its recommendation as set out.

9. Appendices Attached

None

10. Background Papers

- 1 - Overview and Scrutiny Committee Agenda 14th July, 2016