

Public Document Pack



Democratic Services
White Cliffs Business Park
Dover
Kent CT16 3PJ

Telephone: (01304) 821199
Fax: (01304) 872452
DX: 6312
Minicom: (01304) 820115
Website: www.dover.gov.uk
e-mail: democraticservices@dover.gov.uk

24 January 2020

Dear Councillor

NOTICE IS HEREBY GIVEN THAT a meeting of the **CABINET** will be held at these offices (Council Chamber) on Monday 3 February 2020 at 11.05 am, or at the conclusion of the previous meeting, whichever is the later, when the following business will be transacted.

Members of the public who require further information are asked to contact Kate Batty-Smith on (01304) 872303 or by e-mail at democraticservices@dover.gov.uk.

Yours sincerely

A handwritten signature in black ink, appearing to read "Nicky", written over a white background.

Chief Executive

Cabinet Membership:

T J Bartlett	Leader of the Council
N J Collor	Portfolio Holder for Transport and Licensing
M J Holloway	Deputy Leader of the Council and Portfolio Holder for Community and Tourism
N S Kenton	Portfolio Holder for Planning and Regulatory Services
S C Manion	Portfolio Holder for Finance and Governance
D P Murphy	Portfolio Holder for Housing and Health
O C de R Richardson	Portfolio Holder for Environment and Commercial Services

AGENDA

1 APOLOGIES

To receive any apologies for absence.

2 DECLARATIONS OF INTEREST (Page 4)

To receive any declarations of interest from Members in respect of business to be transacted on the agenda.

3 RECORD OF DECISIONS (Pages 5-15)

The Decisions of the meeting of the Cabinet held on 13 January 2020 numbered CAB 104 to CAB 118 (inclusive) are attached.

ISSUES ARISING FROM OVERVIEW AND SCRUTINY OR OTHER COMMITTEES

To consider any issues arising from Overview and Scrutiny or other Committees not specifically detailed elsewhere on the agenda.

BUDGET AND POLICY FRAMEWORK - KEY DECISIONS

4 **COUNCIL BUDGET 2020/21 AND MEDIUM-TERM FINANCIAL PLAN 2020/21-2023/24**

To consider the report of the Strategic Director (Corporate Resources) (to follow).

Responsibility: Portfolio Holder for Finance and Governance

5 **DRAFT CORPORATE PLAN 2020-2024** (Pages 16-20)

To consider the attached report of the Head of Leadership Support.

Responsibility: Leader of the Council

EXECUTIVE - KEY DECISIONS

6 **PARKING CHARGE EXTENSION AND ON-STREET PARKING CHARGES**
(Pages 21-28)

To consider the attached report of the Head of Commercial Services.

Responsibility: Portfolio Holder for Transport and Licensing

7 **TIDES LEISURE CENTRE** (Pages 29-64)

To consider the attached report of the Strategic Director (Operations and Commercial).

Responsibility: Portfolio Holder for Environment and Commercial Services

Access to Meetings and Information

- Members of the public are welcome to attend meetings of the Council, its Committees and Sub-Committees. You may remain present throughout them except during the consideration of exempt or confidential information.
- All meetings are held at the Council Offices, Whitfield unless otherwise indicated on the front page of the agenda. There is disabled access via the Council Chamber entrance and a disabled toilet is available in the foyer. In addition, there is a PA system and hearing loop within the Council Chamber.

- Agenda papers are published five clear working days before the meeting. Alternatively, a limited supply of agendas will be available at the meeting, free of charge, and all agendas, reports and minutes can be viewed and downloaded from our website www.dover.gov.uk. Minutes will be published on our website as soon as practicably possible after each meeting. All agenda papers and minutes are available for public inspection for a period of six years from the date of the meeting.
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Large print copies of this agenda can be supplied on request.

Declarations of Interest

Disclosable Pecuniary Interest (DPI)

Where a Member has a new or registered DPI in a matter under consideration they must disclose that they have an interest and, unless the Monitoring Officer has agreed in advance that the DPI is a 'Sensitive Interest', explain the nature of that interest at the meeting. The Member must withdraw from the meeting at the commencement of the consideration of any matter in which they have declared a DPI and must not participate in any discussion of, or vote taken on, the matter unless they have been granted a dispensation permitting them to do so. If during the consideration of any item a Member becomes aware that they have a DPI in the matter they should declare the interest immediately and, subject to any dispensations, withdraw from the meeting.

Other Significant Interest (OSI)

Where a Member is declaring an OSI they must also disclose the interest and explain the nature of the interest at the meeting. The Member must withdraw from the meeting at the commencement of the consideration of any matter in which they have declared a OSI and must not participate in any discussion of, or vote taken on, the matter unless they have been granted a dispensation to do so or the meeting is one at which members of the public are permitted to speak for the purpose of making representations, answering questions or giving evidence relating to the matter. In the latter case, the Member may only participate on the same basis as a member of the public and cannot participate in any discussion of, or vote taken on, the matter and must withdraw from the meeting in accordance with the Council's procedure rules.

Voluntary Announcement of Other Interests (VAOI)

Where a Member does not have either a DPI or OSI but is of the opinion that for transparency reasons alone s/he should make an announcement in respect of a matter under consideration, they can make a VAOI. A Member declaring a VAOI may still remain at the meeting and vote on the matter under consideration.

Note to the Code:

Situations in which a Member may wish to make a VAOI include membership of outside bodies that have made representations on agenda items; where a Member knows a person involved, but does not have a close association with that person; or where an item would affect the well-being of a Member, relative, close associate, employer, etc. but not his/her financial position. It should be emphasised that an effect on the financial position of a Member, relative, close associate, employer, etc OR an application made by a Member, relative, close associate, employer, etc would both probably constitute either an OSI or in some cases a DPI.

Record of the decisions of the meeting of the **CABINET** held at the Council Offices, Whitfield on Monday, 13 January 2020 at 11.00 am.

Present:

Chairman: Councillor T J Bartlett

Councillors: N J Collor
M J Holloway
N S Kenton
S C Manion
D P Murphy
O C de R Richardson

Also Present: Councillor M Bates
Councillor S H Beer
Councillor E A Biggs
Councillor P M Brivio
Councillor M D Conolly
Councillor S J Jones
Councillor P D Jull
Councillor K Mills

Officers: Chief Executive
Strategic Director (Corporate Resources)
Strategic Director (Operations and Commercial)
Head of Commercial Services
Head of Finance and Housing
Head of Governance
Transport and Parking Services Manager
Principal Policy Planner
Accountancy Apprentice
Democratic Services Officer

The formal decisions of the executive are detailed in the following schedule.

Record of Decisions: Executive Functions

Decision Status	Record of Decision	Alternative options considered and rejected (if any)	Reasons for Decision	Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)
CAB 104 13.1.20 Open Key Decisions No Call-in to apply Yes Implementation Date 21 January 2020	<u>APOLOGIES</u> There were no apologies for absence.	None.	To note any apologies for absence.	
Decision Status	Record of Decision	Alternative options considered and rejected (if any)	Reasons for Decision	Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)
CAB 105 13.1.20 Open Key Decisions No Call-in to apply Yes Implementation Date 21 January 2020	<u>DECLARATIONS OF INTEREST</u> Councillor S C Manion declared an Other Significant Interest in Agenda Item 4e (Adoption of Upper Deal Conservation Area Character Appraisal) by reason that he was a church warden at St Leonard's Church which fell within the conservation area.	None.	To note any declarations of interest.	

Decision Status	Record of Decision	Alternative options considered and rejected (if any)	Reasons for Decision	Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)
<p>CAB 106 13.1.20 Open</p> <p>Key Decisions No</p> <p>Call-in to apply Yes</p> <p>Implementation Date 21 January 2020</p>	<p><u>RECORD OF DECISIONS</u></p> <p>It was agreed that the decisions of the meeting held on 2 December 2019, as detailed in decision numbers CAB 90 to CAB 103, be approved as a correct record and signed by the Chairman.</p>	<p>None.</p>	<p>Cabinet is required to approve the Record of Decisions of the Cabinet meeting held on 2 December 2019.</p>	
<p>Decision Status</p>	<p>Record of Decision</p>	<p>Alternative options considered and rejected (if any)</p>	<p>Reasons for Decision</p>	<p>Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)</p>
<p>CAB 107 13.1.20 Open</p> <p>Key Decisions Yes</p> <p>Call-in to apply (a) Yes (b) No</p> <p>Implementation Date (a) 21 January 2020</p>	<p><u>COUNCIL TAX SUPPORT SCHEME 2020/21</u></p> <p>(a) It was agreed that the Overview and Scrutiny Committee's endorsement of Cabinet decision CAB 102, made at its meeting held on 9 December 2019 (Minute No 73), be acknowledged.</p> <p>(b) It was agreed to recommend to Council that further amendment be made to the 2020/21 Council Tax Support Scheme to reflect the latest increases in the National Living Wage (and that the Strategic Director (Corporate Resources) be delegated to make the necessary changes, in consultation with the Portfolio Holder for Finance and Governance, to the report to be presented to Council on 29 January 2020).</p>	<p>None.</p>	<p>The Overview and Scrutiny Committee, at its meeting held on 9 December 2019, endorsed Cabinet decision CAB 102.</p> <p>Cabinet agreed that the report to full Council on 29 January 2020 should be updated to reflect recent increases in the</p>	

(b) 30 January 2020			National Living Wage.	
Decision Status	Record of Decision	Alternative options considered and rejected (if any)	Reasons for Decision	Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)
CAB 108 13.1.20 Open Key Decisions Yes Call-in to apply Yes Implementation Date 21 January 2020	<u>LOCAL DEVELOPMENT SCHEME</u> It was agreed: (a) That the Overview and Scrutiny Committee's recommendation (b), made at its meeting held on 9 December 2019 (Minute No 75), be accepted, as follows: (b) That, prior to the town and parish councils being briefed on the proposed site allocations and the Local Plan Project Advisory Group making its final recommendations on the final 'RAG' (Red, Amber, Green) status of sites, a series of three informal briefing meetings, structured by area, be held for Members. (b) That Cabinet decision CAB 100 be reaffirmed.	None.	The Overview and Scrutiny Committee, at its meeting held on 9 December 2019, endorsed Cabinet decision CAB 100 and made an additional recommendation.	
Decision Status	Record of Decision	Alternative options considered and rejected (if any)	Reasons for Decision	Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)
CAB 109 13.1.20 Open Key Decisions Yes	<u>PUBLIC REALM IMPROVEMENTS PROJECT - MARKET SQUARE, DOVER</u> It was agreed: (a) That the Overview and Scrutiny Committee's endorsement of	None.	The Overview and Scrutiny Committee, at its meeting held on 9 December 2019, endorsed Cabinet	

<p>Call-in to apply Yes</p> <p>Implementation Date 21 January 2020</p>	<p>Cabinet decision CAB 101, made at its meeting held on 9 December 2019 (Minute No 76), be acknowledged.</p> <p>(b) That Cabinet decision CAB 101 be reaffirmed.</p>		<p>decision CAB 101 of 2 December 2019.</p>	
<p>Decision Status</p>	<p>Record of Decision</p>	<p>Alternative options considered and rejected (if any)</p>	<p>Reasons for Decision</p>	<p>Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)</p>
<p>CAB 110 13.1.20 Open</p> <p>Key Decisions Yes</p> <p>Call-in to apply Yes</p> <p>Implementation Date 21 January 2020</p>	<p><u>ADOPTION OF VICTORIA ROAD AND WELLINGTON ROAD CONSERVATION AREA CHARACTER APPRAISAL</u></p> <p>It was agreed:</p> <p>(a) That the Overview and Scrutiny Committee's endorsement of Cabinet decision CAB 97, made at its meeting held on 9 December 2019 (Minute No 77), be acknowledged.</p> <p>(b) That Cabinet decision CAB 97 be reaffirmed.</p> <p>(c) That, at the suggestion of the Portfolio Holder for Planning and Regulatory Services, guidelines should be developed to give greater weight to policies to address climate change issues.</p>	<p>None.</p>	<p>The Overview and Scrutiny Committee, at its meeting held on 9 December 2019, endorsed Cabinet decision CAB 97.</p> <p>Cabinet agreed that CAB 97 (c) was unlikely to achieve what was desired and that further clarification on guidelines was therefore necessary.</p>	
<p>Decision Status</p>	<p>Record of Decision</p>	<p>Alternative options considered and rejected (if any)</p>	<p>Reasons for Decision</p>	<p>Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)</p>
<p>CAB 111</p>	<p><u>ADOPTION OF UPPER DEAL CONSERVATION AREA CHARACTER</u></p>	<p>None.</p>	<p>The Overview and</p>	<p>Councillor S C</p>

<p>13.1.20 Open</p> <p>Key Decisions Yes</p> <p>Call-in to apply Yes</p> <p>Implementation Date 21 January 2020</p>	<p><u>APPRAISAL</u></p> <p>It was agreed:</p> <p>(a) That the Overview and Scrutiny Committee's endorsement of Cabinet decision CAB 98, made at its meeting held on 9 December 2019 (Minute No 78), be acknowledged.</p> <p>(b) That Cabinet decision CAB 98 be reaffirmed.</p> <p>(c) That, at the suggestion of the Portfolio Holder for Planning and Regulatory Services, guidelines should be developed to give greater weight to policies to address climate change issues.</p>		<p>Scrutiny Committee, at its meeting held on 9 December 2019, endorsed Cabinet decision CAB 98.</p> <p>Cabinet agreed that CAB 98 (c) was unlikely to achieve what was desired and that further clarification on guidelines was therefore necessary.</p>	<p>Manion declared an Other Significant Interest by reason that he was a church warden at St Leonard's Church which fell within the conservation area, and withdrew from the Chamber during consideration of this item.</p>
<p>Decision Status</p>	<p>Record of Decision</p>	<p>Alternative options considered and rejected (if any)</p>	<p>Reasons for Decision</p>	<p>Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)</p>
<p>CAB 112 13.1.20 Open</p> <p>Key Decisions Yes</p> <p>Call-in to apply Yes</p> <p>Implementation Date 21 January 2020</p>	<p><u>REVIEW OF ON AND OFF-STREET PARKING CHARGES</u></p> <p>It was agreed:</p> <p>(a) That the outcome of the annual review of parking charges be noted.</p> <p>(b) That the proposed charges, as set out at Appendix 1 to the report, and the publication of the required Notice of Variation in respect of Off-Street Parking Places, be approved.</p> <p>(c) That the maximum stay in Pencester, Stanhope and South Street car parks be increased in accordance with Appendix 1 to the report.</p>	<p>Not to defer a decision on the arrangements for rural car parks</p>	<p>It was agreed in 2011 that the Council's on-street and off-street parking charges should be reviewed annually. Cabinet is asked to note the outcome of this year's review and agree the proposed changes.</p>	

	<p>(d) That three additional parking permits be introduced, as set out at Appendix 1 to the report.</p> <p>(e) That free parking be introduced in Albany Place car park, Dover, as set out at Appendix 1 to the report.</p> <p>(f) That the charging period for St Margaret's car park be extended, as set out at Appendix 1 to the report.</p> <p>(g) That, noting the issues outlined in the report regarding the management of rural car parks and the potential benefits of introducing limited controls, the decision on the precise arrangements (if any) within each car park be deferred to allow detailed engagement with each parish council.</p> <p>(h) That the removal of Deal seafront as a parking option from the Deal resident permits scheme, as detailed in the report, be approved.</p> <p>(i) That the Transport and Parking Services Manager be authorised to take all necessary legal and procedural processes to give effect to recommendations (b) to (f) and (h), including the publication of the necessary notices of proposal and the making or amendment of any orders under the Road Traffic Regulation Act 1984.</p>			
Decision Status	Record of Decision	Alternative options considered and rejected (if any)	Reasons for Decision	Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)
CAB 113 13.1.20 Open Key Decisions Yes	<u>FEES AND CHARGES 2020/21</u> It was agreed: (a) That the fees and charges for 2020/21, as set out at Appendices 2.1 to 2.9 and 5.1 and 5.3, be approved.	None.	The Council's Constitution stipulates that the Council's fees and charges should be reviewed annually.	

<p>Call-in to apply Yes</p> <p>Implementation Date 21 January 2020</p>	<p>(b) That any fees and charges will be adjusted by Strategic Directors, in consultation with Portfolio Holders, to comply with any subsequently received government guidelines (when they are received) and any other minor changes without being the subject of a further report unless they are materially different from current charges or have a material impact on the level of income.</p> <p>(c) That the general principle that fees are set at an appropriate inclusive level, irrespective of VAT status, and that the VAT element within the overall fee level is then determined, be approved.</p> <p>(d) That the fees and charges approved separately by the Licensing and Regulatory Committees, as set out at Appendices 3 and 4 of the report, be noted.</p>		<p>Cabinet is now required to set the level of these for 2020/21.</p>	
Decision Status	Record of Decision	Alternative options considered and rejected (if any)	Reasons for Decision	Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)
<p>CAB 114 13.1.20 Open</p> <p>Key Decisions No</p> <p>Call-in to apply Yes</p> <p>Implementation Date 21 January 2020</p>	<p><u>TREASURY MANAGEMENT - QUARTER TWO REPORT 2019/20</u></p> <p>It was agreed that the report be noted.</p>	<p>None.</p>	<p>In order to comply with CIPFA's (Chartered Institute of Public Finance and Accountancy) Code of Practice for Treasury Management, Cabinet is updated on the Council's treasury management activities at least</p>	

			twice yearly. The report provides Cabinet with details of activities for the quarter ending 30 September 2019.	
Decision Status	Record of Decision	Alternative options considered and rejected (if any)	Reasons for Decision	Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)
CAB 115 13.1.20 Open Key Decisions No Call-in to apply Yes Implementation Date 21 January 2020	<u>EXCLUSION OF THE PRESS AND PUBLIC</u> That, in accordance with the provisions of the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2000, the press and the public be excluded during consideration of the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 3 and 5 of Schedule 12A of the Local Government Act 1972.	None.		
Decision Status	Record of Decision	Alternative options considered and rejected (if any)	Reasons for Decision	Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)
CAB 116 13.1.20 Exempt Key Decisions Yes	<u>AWARD OF THREE-YEAR FLAT ROOFING CONTRACT</u> It was agreed: (a) That acceptance of the formal tender submitted by Premier Roofing and Construction Limited be approved.	None.	There is currently no contract for flat roofing works or replacements to Dover's housing stock. Following a joint procurement	

<p>Call-in to apply Yes</p> <p>Implementation Date 21 January 2020</p>	<p>(b) That, subject to the 30-day notice period required by Section 20 of the Landlord and Tenant Act 1985 and the Service Charges (Consultation Requirements) (England) Regulations 2003, the formal contract with Premier Roofing and Construction Limited be approved.</p> <p>(c) That the functions of having regard to observations in relation to proposals to award a long-term agreement, as required by Section 20 of the Landlord and Tenant Act 1985 and the Service Charges (Consultation Requirements) (England) Regulations 2003, and confirming the award of the contract (or reporting further to Cabinet, as she considers appropriate), be delegated to the Head of Finance and Housing.</p>		<p>process initiated by East Kent Housing, ten valid bids were received, and Cabinet is requested to award the contract for three years (with a possibility to extend for a further two years).</p>	
Decision Status	Record of Decision	Alternative options considered and rejected (if any)	Reasons for Decision	Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)
<p>CAB 117 13.1.20 Exempt</p> <p>Key Decisions Yes</p> <p>Call-in to apply Yes</p> <p>Implementation Date 21 January 2020</p>	<p><u>ONE-YEAR EXTENSION TO WINDOWS AND DOORS REPLACEMENT CONTRACT</u></p> <p>It was agreed:</p> <p>(a) That, subject to the approval of the Monitoring Officer and the Section 151 Officer in accordance with Contract Standing Order 14.2.3, and the 30-day notice period required by Section 20 of the Landlord and Tenant Act 1985 and the Service Charges (Consultation Requirements) (England) Regulations 2003, the extension of the existing term maintenance contract with Wrekin Windows for the period of one year be approved.</p> <p>(b) That the functions of having regard to observations in relation to proposals to award a long-term agreement, as required by Section 20 of the Landlord and Tenant Act 1985 and the Service</p>	<p>None.</p>	<p>Cabinet is requested to agree that the existing three-year contract with Wrekin Windows for the replacement of windows and doors in the Council's housing stock be extended for a further year, as provided for in the original contract.</p>	

	Charges (Consultation Requirements) (England) Regulations 2003, and confirming the award of the contract (or reporting further to Cabinet, as she considers appropriate), be delegated to the Head of Finance and Housing.			
Decision Status	Record of Decision	Alternative options considered and rejected (if any)	Reasons for Decision	Conflicts of interest (if any) declared by decision maker(s) or consultees (if any)
CAB 118 13.1.20 Exempt Key Decisions Yes Call-in to apply Yes Implementation Date 21 January 2020	<u>EXTENSION OF CONTRACT FOR MAINTENANCE OF COUNCIL HOUSING STOCK</u> It was agreed: (a) That, subject to the approval of the Monitoring Officer and the Section 151 Officer, in accordance with Contract Standing Order 14.2.3, a 5-year extension of the existing term maintenance contract with Mears Ltd be approved. (b) That, subject to the approval of the Monitoring Officer and the Section 151 Officer, a variation in the terms of the contract that allows termination by either party with 12 months' notice at the end of year 2 or any time thereafter be approved.	None.	The existing maintenance contract for the Council's housing stock will expire on 31 March 2020. The current contract with Mears Ltd provides for one further extension of five years. Cabinet is requested to agree an extension and a break clause at the end of year two with 12 months' notice.	

The meeting ended at 11.22 am.

Subject:	DRAFT CORPORATE PLAN 2020-2024
Meeting and Date:	Cabinet – 3 February 2020 Overview and Scrutiny Committee – 10 February 2020 Cabinet – 24 February 2020 Council – 26 February 2020
Report of:	Michelle Farrow, Head of Leadership Support
Portfolio Holder:	Councillor Trevor Bartlett, Leader of the Council
Decision Type:	Key
Classification:	Unrestricted

Purpose of the report: To present the Draft Corporate Plan 2020-2024.

Recommendation: That Members approve the Draft Corporate Plan 2020-2024 and the Plan is placed on the Council's website, to be available for comments.

1. Summary

The new draft Corporate Plan provides the Council with a renewed focus and priorities for the District to take work forward for the next four years within the budget available. This Plan identifies the Council's ongoing commitment to the regeneration of the District, both physical and social, and also emphasises the importance of the tourism agenda in realising the opportunities for our District and economy. During the last few years the climate change agenda has become more important in our everyday lives and this is a cross-cutting theme within the Plan to facilitate a better environment for everyone. This Plan highlights the focus on Dover Town as the Gateway to the UK/Europe and as a benefit to the whole District.

The plan has been set against the budget and recognition of the potential ongoing financial constraints.

2. Introduction and Background

2.1 The Corporate Plan is the Council's main strategic document, providing a framework for the delivery of services. It is a clear statement of our vision and corporate objectives, providing the context for other strategies and plans that produced. This draft plan has been kept deliberately shorter than previous plans to highlight the focus given to the main areas of regeneration and tourism, housing and community and climate change.

2.2 The Corporate Plan directs and guides the development of our business plans, the budget and the direction of the Council. This ensures the allocation of budget is linked to delivering priorities.

2.3 In order to monitor progress against actions contained in the Plan, each service area will develop its own business plan. Indicators for progress will also be included within the new quarterly performance report, currently in development, alongside any strategic risks and mitigations.

2.4 The Council’s vision is to be “A District of ambition, inspiration and good living – a destination of choice.” The following Corporate Objectives have been identified to achieve the vision. The Corporate Objectives are all equal and not in priority order. These are:

- Regeneration – Tourism and Inward Investment
- Housing and Community
- Climate Change, Environment and Assets – a cleaner sustainable environment
- Working smartly and delivering services

2.5 The Draft Corporate Plan will be designed in line with the design of the draft Strategic Tourism & Visitor Economy Strategy, and with a ‘Corporate Plan on a Page’ version.

3. Identification of Options

3.1 Approve the Corporate Plan and communicate the objectives and actions contained.

3.2 Not approve the Corporate Plan, leaving the Corporate Plan 2016 -2020 as the main Plan guiding the Council.

4. Evaluation of Options

4.1 The preferred option is to approve the draft Corporate Plan 2020-2024.

5. Resource Implications

5.1 The Plan is considered at the same time as the Budget. No additional budget is envisaged for the next financial year as a result of the actions identified within the Plan as the budget is set against them.

6. Corporate Implications

6.1 Comment from the Director of Finance, Housing and Community (linked to the MTFP):

“The s151 Officer has been consulted in the preparation of this report. There are no direct financial implications from the adoption of the plan. When individual initiatives are progressed as a consequence of the Corporate Plan, they will be subject to reports to Members for approval and the financial implications of those initiatives will be addressed in the specific reports at that time.”

6.2 Comment from the Solicitor to the Council:

“The Solicitor to the Council has been consulted in the preparation of this report and has no further comments to make”.

6.3 Comment from the Equalities Officer:

This report does not specifically highlight any equality implications however in discharging their duties members are required to comply with the public sector equality duty as set out in Section 149 of the Equality Act 2010 <http://www.legislation.gov.uk/ukpga/2010/15>.

7. **Appendices**

Appendix 1 – Draft Corporate Plan 2020-2024

8. **Background Papers**

Corporate Plan 2016 - 2020

Contact Officer: Michelle Farrow, Head of Leadership Support

The Corporate Plan provides the overarching strategic direction for Dover District Council from 2020-2024. It is developed against the Council’s Budget and Medium-Term Financial Plan, to drive investment in Council services, and the growth of the local economy.

The Corporate Plan sets the vision for the District from which all our plans and service objectives flow. Some ambitions in this Plan will have a longer delivery timescale than the life of the Plan, however it is anticipated the progress made during this Plan will set the direction for future work. The corporate objectives are all equal and not in priority order.

During the final year of the Corporate Plan the outcomes will be reviewed and updated for a new term.

Statement from the Leader and Chief Executive:

We have bold and ambitious plans for a sustainable future for the Dover District. Our Corporate Plan is designed to encourage, facilitate and deliver a stronger local economy with opportunities for everyone to reach their ambitions. We want to stimulate new investment by rethinking our destination offer, making local people proud of where they live, and encouraging more people to visit.

We want to maintain our District’s long-held place as the “Gateway to England” and we want to protect our iconic natural environment and the rich heritage for which we are world renowned, with a renewed vigour on addressing climate change and sustainability.

‘Dover 2020 Vision’ captures our aspirations for the future with a revised Local Plan, the launch of our new Strategic Tourism & Visitor Strategy, and the international opportunities of The Open golf championship returning to Sandwich. For the benefit of the whole District we want to build an important destination reputation for Dover Town, harnessing the national and international potential of being the Gateway to UK/Europe and home to Europe’s busiest roll-on roll-off ferry port.

We’ve put residents, businesses and visitors are at the heart of our vision for the District. We are committed to working with partners and investors to realise their ambitions and aspirations, recognising that our District is open for business and ready to seize new opportunities.

The evolving climate change agenda is central to the Council’s thinking. The Council has a leadership role in delivering a better environment for everyone and helping to inspire individuals, businesses and other organisations to commit to act to reduce the District’s carbon footprint. Climate change is therefore embedded in each of the key themes.

We’re proud of our past and excited by the future. Let’s work together to realise the ambitions and aspirations sets out in this Plan and help create a place where we can all be proud to live, work and play.

This Plan sets out a clear direction for all services delivered by the Council and, through this direction, seeks to ensure that all plans are aligned and the Council, both organisationally and financially, will be in the best position to deliver and facilitate these objectives.

Corporate Objectives:	We Will:	Through:
<p>Regeneration - Tourism & Inward Investment: Providing a clear vision and direction of place-shaping for the District, creating a vibrant destination with good transport links, making tourism everyone’s business. Supporting the business community to enable a thriving local economy that provides the jobs, services, training and career opportunities that we need.</p>	<ol style="list-style-type: none"> 1. Progress a number of key projects across the District, with partners, including: Dover Fastrack (Bus Rapid Transit), The 149th Open Golf, Dover Town Centre improvements, Co-innovation Hubs, New Vision for Sandwich, Aylesham Regeneration, Snowdown Colliery Investment Programme, Citadel, and Dover Waterfront development. 2. Focus on regenerating Dover Town as the Gateway to the UK and Europe. ‘Dover 2020 Vision’ (working name) will regenerate the centre of the town, with improvements to the market square, redesign of Pencester Gardens, further investment in the historic Maison Dieu, re-booting Dover Museum and connecting to other tourism/heritage sites and improving links to the seafront, new marina and port. 3. Have a Local Plan that actively enables growth through business development and employment opportunities 4. Promote the District much more and all it has to offer, supporting vibrant town centres 5. Continue to lobby for strategically important transport infrastructure investment to unlock opportunities for further growth, and support local transport plans to enable and support skills development, connect to the green agenda and facilitate improved access to and within the District 6. Promote and encourage new accommodation, attractions, retail (particularly food and beverage and the visitor economy and experience 7. Seize opportunities to work with strategic partners, and develop further relationships, to align strategic plans and encourage further inward investment into the District 8. Work with education partners to identify and deliver the skills development needed to support the local economy 	<ol style="list-style-type: none"> a) The review and update of the Local Plan and associated strategies b) Promotion and delivery of actions, with partners, within the Strategic Tourism & Visitor Economy Strategy: Destination White Cliffs Country c) Continued lobbying for improvements to the High-Speed Rail Link, A2/M2, A258, Lower Thames Crossing and parts of the A256, plus strategic HGV facilities and last mile solutions d) Supporting the Tourism Accommodation Charter e) Establishing a (high level) Tourism and Visitor Economy Advisory Board f) Continuing with the Town Centre Business and No Use Empty Grants Scheme g) Delivering digital high streets with appropriate technology for improved connectivity h) Delivering an annual "Dover District Invest in White Cliffs Country" [roadshow marketing investment opportunities in District - stage 1st in City] i) Aspirational development of the Quay in Sandwich, with partners j) Building relationships and working with partners to enable the reopening of Manston Airport thus realising its potential to support the local economy k) Enhancing Dover Museum and exhibitions and aligning collecting policies with other local museums and organisations l) Reviewing car parking assets to facilitate regeneration aspirations m) Contributing to and supporting the emerging vision and objectives of the 2050 Kent and Medway Enterprise and Productivity Strategy and Continuing engagement with Regeneration and Advisory Bodies (KMEP and SELEP) for funding opportunities as appropriate

Corporate Objectives:	We Will:	Through:
	9. Facilitate the parking policies and arrangements to be fit for purpose to support business and residents needs and deliver the ambitious regeneration plans. 10. Provide support to businesses and communities to ensure the District is a safe and pleasant location to visit.	n) Working with East Kent College to develop a digital skills and wider training agenda o) Continuing to support and encourage growth at Discovery Park, Sandwich p) Growing new businesses locally to encourage sustainable employment
Housing & Community: Enable a range of good quality affordable homes for our residents in an attractive environment, and work to build healthy, resilient and sustainable communities, where residents have good access to facilities and transport links to further their wellbeing.	1. Deliver a Local Plan to support housing growth and development 2. Improve the range of available housing across the District, seeking to meet the needs of all our residents 3. Improve the quality and energy efficiency of our own housing to reduce carbon impact and issues of fuel poverty 4. Support improvements in the quality and availability of private sector housing 5. Work with our town and parish councils to bring forward low cost housing and starter homes to enable our young people to stay in the communities they grew up in 6. Encourage and support self-help and community action 7. Continue to deliver and seek new ways of bringing community funding into the District 8. Work with our health, wellbeing and leisure partners to support healthier and fitter communities 9. Work with our partners to provide a safe District and address the needs of our most vulnerable residents 10. Invest in our Council Housing stock, working with partners to keep people supported and healthy in their own homes 11. Continue to invest in leisure facilities across the District, complementing and building on the success of the Dover District Leisure Centre	a) Further progressing the Property Investment Strategy in investment in residential opportunities b) Exploring a commitment to social housing; exploring opportunities for alternative funding options and developing new housing stock through a variety of potential development models; and working with developers to maximise affordable housing on new developments. c) Promoting and enabling the Community-Led Housing Programme d) Working with health and leisure partners to support healthy living projects e) Continuing to drive the Community Safety Partnership and tackling anti-social behaviour, working with partners to 'Design it out', addressing serious and organised crime, and encouraging community integration. f) Using the recent CCTV investment to provide an enhanced and digital intelligence - led service to improve the safety of our residents and District, whilst providing in-depth analytical information of the flows and usage of our town centres. g) Continuing to deliver community grants and support for events h) Expanding the District Lotto and exploring new, improved models for facilitating grants
Climate Change, Environment & Assets – a cleaner sustainable environment: Support the wider climate change agenda to facilitate a better environment for everyone. Support the development and protection of our environment and open spaces, making the most of our enviable landscapes, heritage and assets and making our parks destinations of activity, recreation and community.	1. Become a net zero carbon emitter by 2030 2. Focus on raising awareness, reducing emissions from our own activities and developing plans to reduce emissions across the District. 3. Protect and enhance our assets and promote our rich heritage 4. Protect and enhance our environment for future generations 5. Reduce the waste we produce as a community through continued encouragement and investment in recycling 6. Ensure our parks and open spaces are vibrant, clean, easy to access and well used and that our maintenance regime responds to the challenges posed by climate change and the need to encourage biodiversity. 7. Protect public health and enhance the quality of the environment through a range of services including environmental health, port health, licensing and planning enforcement	a) Preparing a strategy and action plan through the cross-party Climate Change Member Working Group. b) Developing a specific topic paper on climate change as a key part of the Local Plan review, including proposed changes to Building Regulations. c) Development of strategies within the Local Plan to protect and enhance our heritage and environment d) Ensuring access to green spaces for activity and relaxation, through the Green Infrastructure Policies in the Local Plan e) Providing quality recycling and waste services through well managed contracts f) Having strong policies to tackle environmental crimes and breaches of planning control g) Developing electric vehicle charging points h) Developing cycling and walking infrastructure and promoting cycling and walking routes i) Continuing with our Kearsney and Parks projects and encouraging/supporting development of 'great places' j) Continuing to reduce the incidence and effects of environmental crimes and pollution to air, land and water, through enforcement and educational activities. k) Improve and protect the health, safety and welfare of people working in, living in and visiting the District through our environmental health and licensing activities. l) Developing a strategy, within the Local Plan, Air Quality Review and Air Quality Action Plan, for improving air quality, through cleaner greener transport, more trees planted for carbon emissions and potential new wooded areas
Working Smartly & Delivering Services: Continue to develop our business to be more effective, efficient and forward-looking for the benefit of our residents.	1. Continue to be a financially stable and resilient Council 2. Ensure all strategies and plans are aligned 3. Ensure a continued commitment to delivering outstanding value for money for our residents, while maintaining and, where possible, enhancing services 4. Explore and develop commercial opportunities to raise income for service improvements and to help underpin our core business 5. Deliver consistent, customer-focused services supported by the use of digital technology, as appropriate 6. Have a skilled, trained, flexible and proactive workforce. 7. Gather and use data and analytics to continually improve the customer experience 8. Protect and promote the health, safety and wellbeing of our employees	a) Ensuring a robust MTFP/Financial accountability b) Developing an income generation strategy c) Developing a new Communication Strategy and Customer Charter d) Making better use of google analytics/365/digital agenda e) Partnering with education providers f) Continuing to develop a Staff and Member training programme g) Developing our workforce planning strategies h) Continuing to support our Apprenticeship Scheme

Subject:	EXTENSION OF PARKING CHARGE PERIOD AND REVIEW OF ON-STREET PARKING CHARGES
Meeting and Date:	Cabinet – 3 February 2020
Report of:	Roger Wragg, Head of Commercial Services
Portfolio Holder:	Councillor Nigel Collor, Portfolio Holder for Transport and Licensing
Decision Type:	Key Decision
Classification:	Unrestricted

Purpose of the report: To seek approval from Cabinet to implement the proposed additional 1-hour charging period for all on and off-street Pay & Display parking places, and to seek approval and authority to implement the proposed charging regime for On-Street Parking Places as set out in this report and Appendix 1.

- Recommendation:**
1. Agree to extend the charging period by 1 hour from 0900-1700 to 0900-1800 for all On and Off-Street Parking Places;
 2. Agree to the proposed On-Street parking and permit charges as set out in Appendix 1;
 3. That the Transport and Parking Services Manager be authorised to take all necessary legal and procedural processes to give effect to recommendations 1 and 2 above including the giving of notices and the making or amendment of any orders under the Road Traffic Regulation Act 1984.
-

1. Summary

- 1.1 This report seeks Cabinet agreement for the parking charges for both on and off-street parking to be extended by 1 hour for the coming year. In January 2011 it was agreed that parking charges would be reviewed annually and in line with that decision a full review has been completed, this is one of the proposals following the review.
- 1.2 This report also seeks Cabinet agreement for the On-Street parking charges including permit charges as demonstrated in **Appendix 1** for the coming year. Although the report which Cabinet received on 13 January 2020 made reference to On Street parking charges, the resolution could be considered to be ambiguous and so it was considered that this should be presented to Cabinet again to ensure clarity.
- 1.3 In making these recommendations, consideration has been given to equality issues. It is not anticipated that these proposals will adversely affect any of the groups having protected characteristics contrary to the Equalities Act 2010.
- 1.4 It should be noted that the proposals detailed in this report will not impact on Blue badge holders as these can continue to be utilised in any Dover DC pay & display parking bay for an unlimited amount of time and at no cost.

2. Introduction and Background

- 2.1 Parking charges were last increased in Dover District on 8th February 2016, after having been previously frozen for 4 years.

- 2.2 As noted above, Cabinet has previously agreed that charges should be reviewed annually.
- 2.3 The Council's Parking Strategies, produced in 2015, recognise the importance of setting tariffs at a level which encourages wider utilisation of all available parking provision across each of the towns, responds to the circumstances within each town and seeks to match the availability of spaces with public expectations and demand.
- 2.4 Parking provision throughout the District is regularly under review and the needs of the local economy and residents alike are always taken into consideration. The direction of travel is to investigate possible sites for additional parking to be provided at key locations, this is an ongoing process and one that is regularly under discussion.
- 2.5 Resident parking schemes are continually reviewed as these are key to the residents and their ability to park close to their home. A full review is currently underway the option of reducing the size of some permit zones is an area that is being explored, the service is also in the process of implementing additional permit zones. Resident permit schemes are an ongoing activity, all new schemes are presented to the Joint Transportation Board for guidance and advice.
- 2.6 Support to the local economy has also been provided in partnership with the local business community through for example, the free parking arrangements offered to support Small Business Saturday and the occasional concessionary arrangements offered to event organisers.
- 2.7 In considering the appropriate level for parking charges the Council must have regard to guidance on parking policy and charges given in the Secretary of State's Statutory Guidance to the Local Authorities on the Civil Enforcement of Parking Contraventions, expanded upon in Operational Guidance to Local Authorities: Parking Policy and Enforcement.
- 2.8 This states that charges should be proportionate, so authorities should not set them at unreasonable levels and the Guidance also indicates that when setting on- and off-street parking charges, authorities should consider lower charges off-street than on-street. This would encourage drivers to park off-street, thus minimising on-street congestion caused by vehicles searching for spaces.
- 2.9 It should be noted, since 2017/2018 the Council has had the following changes in its car parks:
- Tides car park, Deal – no longer charging;
 - Woolcomber St, Dover – income significantly affected by closure of leisure centre and St James parking availability;
 - Sainsburys, Deal – management returned to Sainsburys, fee income ceased;
 - Park St, Deal – now managed by Aldi, fee income ceased.
- 2.10 The annual income lost from these car parks equates to approximately £150k, which has had a significant impact on the parking account.

3. **Proposals for 2020/21**

- 3.1 In reviewing the current parking charges, we have examined both current usage levels and the charging policies in adjacent authorities to ensure that the Council's charges are set at a level which whilst ensuring effective demand management of the available parking spaces would not disadvantage our town centres in comparison with neighbouring towns.
- 3.2 Accordingly, the charging period set by Dover DC remains the shortest charging period compared to neighbouring authorities, most of whom have charges which extend into

the evening period. It is recommended in this report that the charging period for all DDC car parks and on street pay & display is extended by 1hr, currently the charging period is 0900 – 1700, it is proposed that this be extended by one hour at the latter end of the charging period to 1800. With this extension period added DDC would continue to have the shortest charging period than our neighbours, as is demonstrated in **Appendix 2**.

4. **Identification of Options**

4.1 Option 1. **This is the preferred option.**

- To agree to extend the charging period by 1 hour from 0900-1700 to 0900-1800 for all On and Off Street Parking Places and to delegate authority to the Transport and Parking Services Manager to implement that change
- To agree to the parking and permit fees for On-Street parking for 2020/2021 as set out in **Appendix 1**

4.2 Option 2. To retain the current management and charging arrangements.

5. **Evaluation of Options**

5.1 Option 1 is recommended for the following key reasons:

- To support a continued and reasonable “turn over” of available parking spaces which aids the tourism agenda and local businesses;
- To support the budget and mitigate the impact of recent car park closures and loss of management fees;
- To enable a more efficient and consistent parking operation

5.2 Option 2 is not recommended as this will inhibit continued and reasonable “turn over” of available parking spaces and will inhibit the budget as the proposed charging period extension will assist in mitigating the recent car park closures. Option 1 will ensure that motorists continue to have low cost options whilst allowing for an adequate turnover of parking spaces to support the tourism agenda and the local economy.

6. **Resource Implications**

6.1 The overall impact of the charges listed in **Appendix 1** is likely to see an increase in revenue of £91K which has to be ring-fenced and so will be transferred to the Periodic Operations Reserve in the normal way to meet the costs of ‘lining and signing’, and maintenance relating to both On-Street and Off-Street Parking, as well as other transport related projects.

7. **Corporate Implications**

7.1 Comment from the Strategic Director (Corporate Resources): Accountancy has been consulted and has no further comments to make (JS)

7.2 Comment from the Solicitor to the Council: The Head of Governance has been consulted in the preparation of this report and has no further comments to make.

7.3 Comment from the Equalities Officer: The report does state that equality issues have been considered in making the recommendations however no equality implications have specifically been highlighted. In discharging their duties members are required to comply with the public sector equality duty as set out in Section 149 of the Equality Act 2010 <http://www.legislation.gov.uk/ukpga/2010/15>.

8. **Appendices**

Appendix 1: Schedule of Proposed Charges

Appendix 2: Pay & Display Charges Comparison with Neighbouring Authorities

9. **Background Paper**

None.

10. **Consultation Statement**

The Portfolio Holder for Transport and Licensing has been consulted on the proposals outlined in this report.

Contact Officer: Rubena Hafizi, Transport and Parking Services Manager

Appendix 1: Schedule of Current On Street Charges and Proposed Changes

PARKING CHARGES (ON-STREET) – DOVER	Charging Hour	Current Charge	Proposed Charge
Castle Street, Dover Linear charging Minimum charge 40p Charges apply Mon – Sat	1hr	£1.30	£1.50
	2hrs	£2.60	£3.00
Seafront - Cars Linear charging up to 5 hours Minimum charge 40p Charges apply Mon – Sun	1hr	£1.10	£1.30
	2hr	£2.20	£2.60
	3hrs	£3.30	£3.90
	4hrs	£4.40	£5.20
	5hrs	£5.50	£6.50
	5 to 8 hrs	£6.50	£7.80
Seafront – Motorhomes Charges apply Mon – Sun NB see below *	Overnight Charge (17.00 to 09.00)	£7.50	£7.70
Seafront – Coaches Charges apply Mon – Sun	Up to 8 hrs	£7.50	£7.70
Pencester Road, Dover Linear charging Minimum charge 40p Charges apply Mon – Sat	1hr	£1.30	£1.50
	2hrs	£2.60	£3.00

PARKING CHARGES (ON-STREET) – SANDWICH	Charging Hour	Current Charge	Proposed Charge
Market Street, Sandwich Linear charging Minimum charge 40p Charges apply Mon – Sat	1hr	£1.10	£1.30
	2hrs	£2.20	£2.60
New Street, Sandwich Linear charging Minimum charge 40p Charges apply Mon – Sat	1hr	£1.10	£1.30
	2hrs	£2.20	£2.60

PARKING CHARGES (ON-STREET) – DEAL	Charging Hour	Current Charge	Proposed Charge
Beach Street (between Broad Street & South Street) Linear charging Minimum charge 40p Charges apply Mon – Sat	1hr	£1.30	£1.50
	2hrs	£2.60	£3.00
Beach Street (Royal Hotel to Dolphin Street) Linear charging up to 5hrs Minimum charge 40p Charges apply Mon – Sun	1hr	£1.10	£1.30
	2hr	£2.20	£2.60
	3hrs	£3.30	£3.90
	4hrs	£4.40	£5.20
	5hrs	£5.50	£6.50
	5 to 8 hrs	£6.50	£7.80
King Street, Deal Linear charging Minimum charge 40p Charges apply Mon – Sat	1hr	£1.30	£1.50
	2hrs	£2.60	£3.00

Prince of Wales Terrace, Deal Linear charging Minimum charge 40p Charges apply Mon – Sat	1hr 2hrs	£1.30 £2.60	£1.50 £3.00
Victoria Road, Deal Linear charging Minimum charge 40p Charges apply Mon – Sat	1hr 2hrs	£1.30 £2.60	£1.50 £3.00

PERMITS

Permit Type	Description	Current Charge	Proposed Charge
Resident permits	Annual on street permit	£60	£65
2 nd Resident Permit	Charge higher levy to encourage less cars per household	£60	£90
Snargate Resident	Allows parking on Snargate Street	£90	£65 NB: This is reduced to reflect the removal of Albany Car Park from the permit scheme.
Resident / Car Park Permit selected Dover, Deal or Sandwich	Annual permit allows parking both On & Off Street in Dover, Deal & Sandwich (only in specified car parks)	£90	£100
Community Services permits	On Street parking apart from Loading restrictions	£60 for 2 years	£80 for 2 years
Emergency 1 st Responders (on call Fire Officers & Paramedics)	12 issued	free	free
Doctors Permits	Any doctors bay & On Street apart from Loading restrictions & disabled bays	£70 for 2 years	£90 for 2 years
Visitor Daily's		£2 each	£2.20 each
Misc. Permits			
Seafront Dover	On street bays Marine Parade, Waterloo Cres	£140 – 6 months £265 – 12 months	£150 – 6 months £275 – 12 months
Waivers On Street Only (Contractors)	Permits parking on all On Street excluding loading restrictions and disabled bays	£9 per day £22 per week £55 per month	£12 per day £30 per week £65 per month
Bay Suspensions On/Off Street		£120 per suspension £55 for any additional week/part week, plus loss of P&D income at commercial rate of £5 per day	£125 to set up the suspension then £25 per bay/day

Parking Charges Report – KCC P&D Comparison

Appendix 2

(*) = not applicable

Kent District	Charging Period	Pay & Display Tariffs							
		1 hr	2 hrs	3 hrs	4 hrs	5 hrs +	All day	Overnight	Other
Ashford	7am to 6pm	£1.10	£2.20	£3.30	£4.40	£5.00	£6.50	*	*
Canterbury - Castle Street	8am to 6.30pm	£1.70	£3.40	£5.10	£6.80	£8.50	*	*	*
Canterbury - Whitefriars	8am to 6pm	£1.90	£3.80	£5.70	£7.60	*	*	*	*
Dartford	8am to 8pm	1 - 2 hrs £1.00	2 - 4 hrs £2.00	*	4hrs + £5.00	*	*	*	*
Dover	9am to 5pm	£1.10	£2.20	£3.30	£4.40	£5.50	£6.50	*	*
Folkestone & Hythe	8am to 6pm	£1.20	*	£3.00	*	£3.50	*	*	24hrs £4.60
Gravesend	8am to 6pm	£1.30	£2.00	£2.80	£3.80	*	£7.50	*	*
Gravesham	8am to 6pm	£1.30	*	£2.80	£3.80	*	£7.50	*	*
Maidstone - King St	8am to 6.30pm	£1.30	*	£3.90	£5.20	*	*	Eve/O'night £2.00	*
Medway	7am to 1am	1 to 2 hrs £1.50	2 to 4 hrs £2.50	*	4 to 6 hrs £3.50	*	£5.20	*	*

Queningate / Watling Street Car Park Canterbury	7am to 9pm	£1.80	£3.60	£5.40	£7.20	£9.00	*	*	*
Sevenoaks - Bligh Car Park	8.30am to 8.30pm	£1.50	£3.00	£5.00	£10.00	*	*	*	*
Sittingbourne	8am to 6pm	£1.00	£2.30	£3.10	£4.70	*	*	*	Up to 15 hrs: £5.90
Swale	8am to 6pm	£1.00	£2.00	£3.00	£4.00	£5.00	£6.00	*	Over 6hrs: £15.00
Thanet	7am to 10pm	£2.50	£5.00	£7.50	£10.00	£12.00	*	*	*
Tonbridge & Malling	8am to 6pm	£1.50	£3.00	£5.00	£10.00	*	*	*	*
Tunbridge Wells - Great Hall	8am to 6pm	£1.60	£2.80	£3.80	£4.80	*	£10.40	£1.50	*
Whitstable - Oyster Car Park	10am to 8pm	£1.70	*	3 hrs: £3	*	5 hrs: £3.50	*	*	24 hrs: £4.60

Subject:	TIDES LEISURE CENTRE
Meeting and Date:	Cabinet – 3 February 2020
Report of:	Roger Walton, Strategic Director (Operations and Commercial)
Portfolio Holder:	Councillor Oliver Richardson, Portfolio Holder for Environment and Commercial Services
Decision Type:	Key Decision
Classification:	Unrestricted

Purpose of the report: To provide an update to Cabinet on the outcome of the options appraisal study which has considered a range of options seeking to improve the facilities at Tides Leisure Centre. To seek Cabinet agreement to further develop a project to construct a new build leisure centre to serve Deal and the wider district and to proceed with the next steps involved in delivering the project.

Recommendation: Cabinet is asked to:

1. Consider the options as set out in the report regarding future provision of indoor leisure facilities in Deal and confirm their agreement to further develop a project to construct a new build wet side and health & fitness leisure centre (retaining the sports hall and tennis centre) on the existing site at Tides Leisure Centre, known as New Build Maximum Option D.

Subject to agreement to recommendation 1, Cabinet is asked to:

2. Confirm that the existing site at Tides Leisure Centre remains the preferred location for leisure provision in Deal.
3. Confirm its agreement to the proposed Project Management arrangements by the establishment of a Project Advisory Group and the approval of the Terms of Reference.
4. Authorise the Strategic Director (Operations & Commercial) to procure and contract to secure the professional services required to support the project lifecycle and authorise the Strategic Director (Operations and Commercial) to appoint Faithful & Gould as Lead Consultant for the project lifecycle.
5. Cabinet is asked to set aside £500k from the Capital Programme to be drawn down by the Strategic Director (Operations and Commercial), in consultation with the Strategic Director (Corporate Resources), as required to support the next stage of the project and to authorise the Strategic Director (Operations and Commercial) to

prepare and submit a grant application to Sport England's Strategic Facility Fund.

6. Authorise the Strategic Director (Operations and Commercial) to engage with prospective partners and funders on the options for financing the new leisure centre.
7. Authorise the Strategic Director (Operations and Commercial) to negotiate revised operational & financial management arrangements with Your Leisure to support the funding model.

1. Summary

- 1.1. Cabinet agreed in July 2018 that a further investigation be undertaken on two preferred options concerning the proposed Refurbishment and Extension of Tides Leisure Centre (i) creating enhanced leisure water and dryside expansion and (ii) demolition and construction of new wet and dry facilities (excluding the sports hall and tennis centre). Members approved £10k to commission these works. Noting the concerns regarding the deteriorating condition of essential pool plant & equipment, Members also approved £700k to undertake urgent plant refurbishments so the leisure centre could continue to function while long term options were being considered.
- 1.2. The Council therefore commissioned The Sports Consultancy, in partnership with GT Architects, Faithful & Gould and Hadron Consulting, in July 2019, to undertake an options appraisal and initial feasibility study to test the feasibility and financial viability of both preferred options which include (i) Refurbishment and (ii) a New Build Minimum, Medium and Maximum range option.
- 1.3. The consultants have now completed this work and they are recommending that a 'New Build Maximum' option provides significantly more advantages than disadvantages, including meeting strategic need such as helping to address deficiency in water space across the district, achieving the greatest levels of throughput and flexibility in operation and delivering more extensive sporting & wider health and wellbeing outcomes. It is also more likely to attract Sport England funding.
- 1.4. The outline programme as drafted sees the 'New Build Maximum' option with a target opening in the first quarter of 2023. A business model has been developed for the proposed Tides project following the same approach as that taken for the Dover District Leisure Centre (DDLCC). However, in this case the estimates indicate that the improvements cannot be achieved without creating significant budget pressures as the improvement in revenue used to fund the borrowing does not fully cover the estimated project cost of £25.8m leaving the Council with either a capital funding deficit of £4.7m or an annual revenue pressure £201k.
- 1.5. However recognising the continued deterioration of Tides Leisure Pool, the inadequacy of facilities such as the fitness suite and changing areas and the consequent impact on services such as the fitness gym & aerobic classes being conducted in poor standard non-purpose-built environments, it is clear that investment in the facility cannot be avoided if service provision at this site is to be maintained. It is therefore now recommended that the Council should proceed with the development of 'New Build Maximum' option noting the impact on the Medium Term Financial Plan in terms of capital and / or revenue funding. A Cabinet decision is therefore sought on whether, and how best, to proceed

with the development of new leisure facilities to serve Deal and the wider district that will complement existing new provision at Dover District Leisure Centre.

2. Introduction

- 2.1. In July 2018, Members authorised expenditure of £600k in Tides for urgent plant refurbishment works to address essential maintenance. A further £100k provision was also approved to meet the cost of any emergency works that arose while the preferred feasibility options were being investigated. As a result, the air handling unit has been repaired with associated items such as louvred panels; the acid & chemical pool storage has been redesigned to provide two safer separate containment areas; a new external flue and a new boiler has been installed & water leaks sourced under the former bubble pool have been addressed. All of these works have helped to improve air and pool water temperatures that frequently caused temporary pool closures and improve the ambient temperature experienced by customers. Chemical storage areas fully comply with health & safety design standards and major pool water leakages have been addressed following extensive investigational repair works. Overall this expenditure has helped to reduce the risk of temporary pool closures, improved safety within the plant room, and has improved energy efficiencies by reducing consumption & utility costs.
- 2.2. Although urgent plant works have been addressed, accumulating significant building and other plant related concerns remain. For example, the air handling plant serving the wet changing rooms is in very poor condition, deteriorating pipework under the main pool floor, lifting of pool tiles in much larger than average quantities, the flume slides and wave machine reaching end of life all could result in permanent pool closure without further investment. The building fabric is aging with both the roof and glazing in need of major repairs. The reception entrance and café area is poorly configured with little control of circulation spaces. Customer experience is poor, because the health and fitness offer is small by current standards, is located in the basement and is in a non-purpose build environment. In addition, there are operational restrictions on use of the sauna and steam room due to design constraints. Furthermore, there is no purpose-built aerobic studio provision. All of these shortcomings contribute to the centre not meeting current and future, customer expectations and need.
- 2.3. The pool water leisure building is over 30 years old. The minimum cost of providing service levels to a reasonable standard has been calculated as £14m for refurbishment and extension, but this is only likely to extend the building's life span by 20 years (see attached report for details). Alternatively, the Council could undertake ad hoc repairs and replacements in response to failing items, but this would result in likely long, sporadic and frequent closures, uncertain lifespan for the building fabric and therefore the cost of this approach is impossible to estimate.
- 2.4. Before expending monies on further repairs or replacements at this facility, there is a strong case for the need to review the options and financial business case for developing a new leisure facility and to explore the options for investment that would sustain leisure provision at the level required to meet local and future demand. The successful delivery of the new Dover District Leisure Centre is welcomed and has demonstrated that significant investment can realise significant benefits given that the performance of the new centre continues to exceed targets in terms of usage, memberships and health benefits and the findings of the Options Appraisal attached at Appendix 1 support a similar approach to investment at Tides.
- 2.5. Your Leisure operates Tides Leisure Centre under a lease arrangement expiring on 31 March 2025, therefore further cost considerations include the impact of current and future operational management. Positive discussions are underway with Your Leisure to explore

how this can be managed. A zero-management fee is assumed in the first two years post investment as a worst-case scenario of the business model. It should be noted that the wet and dry side facilities would be closed for two years while construction is underway, however services will be provided as far as possible in the sports hall and indoor tennis centre.

3. Analysis and Demand

3.1. In order to provide a clear basis for the development of the business case the consultants firstly considered the findings from the Indoor Sports Facility Strategy 2016 which was based on extensive stakeholder consultation including Sport England, National Governing Bodies of Sport, Facility Managers and local authorities.

3.2. The study also looked at recent changes to provision since 2016 and has further interrogated evidence regarding water space provision, leisure water facilities and health & fitness with the objective of identifying current and future provision (up to 2026) required to meet the needs of the district. A range of methods have been used in assessing the needs of the area, including Sport England’s Facility Planning Model (FPM), a Latent Demand Report for health and fitness membership and further stakeholder consultation.

3.3. Their report sets out recommendations for the Needs Analysis as noted in the attached ‘Summary of Findings’ report on page 3 and in the following table one:

3.4 Table 1: Needs Analysis Recommendations

Facility Type	Summary of Recommendations from the Needs Analysis
Swimming Pools	<ul style="list-style-type: none"> • Since the District wide indoor facility strategy was completed, the Council has completed the development of a new 8 lane 25m (county standard) pool at the new Dover District Leisure Centre. This replaces the previous 6 lane 25m pool at the old Dover Leisure Centre. This has resulted in a reduction of the swimming pool water deficit across the district from the equivalent of a 6 lane 25m pool, to a 4 lane 25m pool. However, this assumes that the existing main pool at Tides is currently a 6 lane 25m pool, which is not the case. • The FPM disregards pools that are less than 25m in length and learner pools are excluded from the calculation. Therefore, overall deficit is currently equivalent to 10 lanes of 25m pool space. • A new 6 lane 25m community pool at Tides would help to significantly reduce this deficit to a 4-lane deficit across the District. We would expect this to result in good utilisation of a new pool at Tides in Deal. • At circa 6 miles/12-15 minute drive, Sandwich residents would be well served by a new pool at Deal, as opposed to 10 miles to DDLC. Therefore, a new pool at Deal has the potential to serve the areas to the north of the district. • The indoor facility strategy recommendations support the continued provision of leisure water in Deal. This is supported by an analysis of competing facilities in Kent and the catchment analysis.

Fitness Suites/Gyms	The conclusions from the needs analysis show an expected membership numbers of circa 2,500 on maturity. Based on a typical ratio of 25 members per station of equipment, it is recommended that a minimum of 100 stations are provided in the new gym with adequate space to increase to 110 stations if demand support this in the future. To support the gym area of this scale we would also recommend provision of two multi-activity studios and a dedicated spin studio to provide an attractive offer and to maximise gym membership and the resulting revenue.
Toning Suite	Consultation with the Council, has identified the need for a number of toning tables which provide opportunities for people with mobility issues to take part in sport and physical activity. This reflects the needs of the local demographics, which indicate there are higher than average numbers of older people. This is highlighted by the dominant Mosaic group in the catchment area: E (Senior Security). It accounts for 17% of local people, a figure which is more than double the national average. Your Leisure has suggested that 12 toning tables should be provided to offer sufficient range for users. These facilities will enable broader outcome around health and wellbeing to be delivered, particularly for people with mobility issues.
Cafe	The redevelopment of Tides provides an opportunity to develop improved café facilities for users of the centre. This will improve the visitor experience and help generate additional income from secondary spend. The café should also be designed to allow access by people that are using the outdoor facilities in Victoria Park

- 3.5 From the Council’s perspective, the analysis and evidence gathered demonstrates that the proposed new pool lane and leisure facilities in Deal will complement existing provision and help to meet both current and future needs. In particular it will serve gaps in water provision north of the district with a greater range and size of facilities. The addition of a toning suite will help encourage people to start or return to exercise in a more relaxed environment with power assisted toning tables, which will assist people who wish to improve their mobility or are recovering from injury. This will be a valuable and unique addition to the health & fitness offer in this District which was previously discussed by Members when developing the DDLC project but could not be delivered within that project. Provision of this type of facility in Deal will help to meet the needs of the ageing population in Deal.
- 3.6 Results in usage and memberships at the new DDLC far exceed original targets and experience from this successful project shows there is significant continued demand for health & fitness. The expected membership growth on maturity of circa 2,500 at

Tides is a reasonable assumption given that it is calculated using the same methodology as Dover District Leisure Centre and much higher growth is being achieved in that project compared to the original assumptions.

- 3.7 This analysis of supply and demand alongside the experience gained from delivering Dover District Leisure Centre, enables recommendations to be made regarding the facilities mix options for Tides Leisure Centre. See page 4 of the attached ‘Summary of Findings’ report to review all options. However, the table below highlights existing provision and the recommended New Build Maximum option which are as follows;

Table 2: Facility mix provision for Existing and New Build Maximum

Activity Area	Existing	New Build Maximum
Indoor Tennis Centre	Retained in situ	Retained in situ
4 court sports hall	Retained in situ	Retained in situ
Main pool	Wave pool with beach area	6 lane 25m pool (no moveable floor)
Learner pool	None	12m x 8m learner pool (100% moveable floor)
Leisure water	Small pools and 1 x body slide	625m2 area (splash pool, aqua play and 2 x flumes)
Poolside seating	None	Poolside seating for 50 persons on plinth
Sauna & Steam room	Sauna & Steam room	Sauna & Steam room
Health & Fitness	40 Stations	110 Station
Toning Studios	None	12 x toning tables
Consultation rooms	None	2 consultation rooms
Multiactivity studio	None	2x studios (30 persons per class)
Spin Studio	None	1 x studio (25 persons)
Multipurpose/community room (crèche/ party rooms/studio/meetings)	1 x meeting room	Room suitable for 30 people
Receptions with retail area	Included	Included
Café (150 seats) with poolside viewing	Capacity for 100 people	Capacity for 150
Parking Spaces	122	250

4. Options Appraisal

- 4.1. Having completed the initial needs analysis, and thus assessed the usage levels / demand which a new leisure facility needs to provide for, a number of options were developed to appraise. The aim was to identify options which meet the identified needs, to a lesser or greater extent, and to test the financial implications and the affordability of them. The options were worked up in further detail to provide the following information:

- Capital cost estimates
 - Revenue projections¹
 - Funding
 - Affordability.
- 4.2. A total of three new build options were assessed together with an option to refurbish the existing site. It should be noted that the 4-court sports hall and the indoor tennis centre remain unchanged from the existing provision in all options.
- 4.3. Setting aside for a moment the respective merits of each new build option, the consultants advise that in their opinion there are no compelling reasons to support the refurbishment of the existing leisure pool and health & fitness area. Whilst refurbishment and reconstruction, to extend the life of the building for another 20 years or so, is likely to be less expensive than some of the new build options with exception to new build option 1, it would create potential design issues for the access ramp to basement level that would need to be resolved at additional cost. The nature and scope of works to reconfiguration of the pool tanks means that this option also carries a higher degree of risk than new build. Furthermore, Sport England will not contribute any funding to this option. Refurbishment would limit the scope to create a building which meets modern design standards and indeed customer expectations, which would mean that the investment is not likely to achieve the same level of revenue as a new build option, because it would involve some compromise on the quality and layout of facilities.
- 4.4. The consultants also advise that there is an inherently higher risk involved in refurbishment of leisure buildings such as this, with construction costs for such projects often being above expectations due to limited competition from building contractors when the project is tendered and unexpected costs arising during construction.
- 4.5. The New build options therefore offer the opportunity for the Council to provide a high quality, efficient, leisure centre as a longer-term solution with a designed life of 35-40 years serving the community of Deal and the wider district. It is envisaged maintaining some level in continuity of service of the existing centre using the Indoor Tennis Centre and Four Court Sports Hall as main spaces from which to deliver services. All programme and cost risks can be more easily managed on a new build project and is likely to attract a greater level of competition from building contractors when the project is tendered.
- 4.6. In considering the new build options for leisure facilities in Deal, it was recognised that we should not simply assume that the current location is the best site on which to provide these facilities, and therefore selection of the most appropriate site is a key consideration. Twelve potential sites were identified by the Council and a desktop analysis was undertaken scoring each site against a range of criteria that are important when considering the suitability of sites for the development of a new leisure centre. The results of this investigation strongly support the proposal of retaining the facility at its existing site.

5. Identification and Evaluation of Options Refurbishment Provision

- 5.1. In evaluating options for future provision, the decision process can conveniently be broken down into a series of steps:

Firstly, having noted the recommendation of the Council's consultant regarding new build v refurbishment in overall terms there are four Options available to Cabinet:

¹ Further work will be required on the detailed revenue implications, including the basis of the arrangements for the operation of the leisure centre, the implications for VAT from both the operational arrangements and the procurement of the construction of the building etc.

Option A: Do Nothing and progressively close the leisure pool and health & fitness as plant or parts of the building fail.

Option B: Maintain the current facility and undertake repairs and replacements as and when required.

Option C: Refurbish & Extend the current facility.

Option D: Construct one of three new build options, by continuing restricted service where possible upon completion. (Preferred Option)

5.2. Option D is the preferred option, because as noted by the consultants, refurbishment and reconstructing the building would involve retaining some or all the existing structure and undertaking significant works to reconfigure the building to provide the appropriate range of facilities required. While significant refurbishment of the centre could provide improvement in the quality of provision, there are a number of additional significant risks and disadvantages associated with refurbishment, compared to the new build options. On balance, it is recommended that a new build centre will provide a better long-term solution for the needs of Dover and the wider district and consequently offers better value for money to the Council than refurbishment.

5.3. In summary, new build is recommended as it provides more advantages than the refurbishment option. While it is likely to be higher in terms of cost, it is more likely to result in the transformation of the leisure facilities in Deal and wider District and will be the more viable in the long term than refurbishment and reconstruction.

5.4. **Cabinet is therefore asked to confirm their agreement to Option D and construct one of three new build options.**

6. Identification and Evaluation for New Build Options

6.1. Introduction

6.1.1. Having agreed to proceed with New Build options and construct a new leisure pool with health & fitness provision, an evaluation of options in terms of facilities and location is required to enable the project to be progressed:

6.2. Facilities Mix

6.2.1. The review undertaken by The Sports Consultancy includes a detailed assessment of usage levels and demand for the various facilities to be provided within the new leisure centre which have been reviewed, evaluated and costed as outlined above.

6.2.2. This assessment of 'need' has led to a range of Options for the facilities mix being modelled as outlined below.

Activity Area	Existing	Refurbish & Extend	Option 1	Option 2	Option 3
Indoor Tennis Centre	Retained in situ	Retained in situ	Retained in situ	Retained in situ	Retained in situ
4 Court Sports Hall	Retained in situ	Retained in situ	Retained in situ	Retained in situ	Retained in situ

Main Pool	Wave pool with beach area	Wave pool with beach area	4 lane x 25m pool (100% moveable floor)	6 lane x 25m pool (100% moveable floor)	6 lane x 25m pool (no moveable floor)
Learner Pool	None	None	None	None	12m x 8m (100% moveable floor)
Leisure Water	Small pools and 1x body slide	Convert to splash pad and aqua play with little/no water depth aimed at young children	625m2 are (splash pool, aqua play and 2x flumes)	625m2 are (splash pool, aqua play and 2x flumes)	625m2 are (splash pool, aqua play and 2x flumes)
Poolside Seating	None	None	None	Poolside seating for 50 persons on plinth	Poolside seating for 50 persons on plinth
Sauna & Steam room	Sauna & Steam room	Sauna & Steam room	Sauna & Steam room	Sauna & Steam room	Sauna & Steam room
Health & Fitness	40 stations	80 stations	110 stations	110 stations	110 stations
Toning Studio	None	12 stations	12 toning tables	12 toning tables	12 toning tables
Consultation Rooms	None	None	2	2	2
Multi-activity Studio	None	1 x Studio (150m2)	1 x Studio (30 Person per class)	2 x Studios (30 person per class)	2 x Studios (30 person per class)
Spin Studio	None	1 x studio (25 persons)	1 x Studio (25 persons)	1 x Studio (25 persons)	1 x Studio (25 persons)
Multipurpose/community room (crèche/party room/studio/meetings)	1 x meeting room	None	None	Room suitable for 30 people	Room suitable for 30 people
Reception with retail area	Capacity for 100 people	Capacity for 100 people	Capacity for 150 people	Capacity for 150 people	Capacity for 150 people
Café (150 seats) with poolside viewing	Capacity for 100 people	Capacity for 100 people	Capacity for 150 people	Capacity for 150 people	Capacity for 150 people
Parking Spaces (recommended)	122	250	200	250	250

6.2.3. The capital costs for each option are presented within the consultant's report and are based on a range of assumptions used to arrive at the budget costs.

- 6.2.4. Revenue projections seek to take account of the predicted usage levels for a new facility, drawing on the demand analysis and taking account of the differing mix of facilities provided by each option and the consequent effect this will have on usage levels, income and operating costs.
- 6.2.5. In considering funding streams and thus determining affordability the approach taken has been to focus on two funding streams;
- Prudential borrowing: The report compares the forecast income/ expenditure for each option with the current costs associated with operating the existing centre. The potential improved revenue position offered by each of the options provides a potential ability to prudentially borrow with repayments funded from the revenue saving.
 - Sport England Grant: The report assumes £1m grant from Sport England's Strategic Facility Fund for New Build Options 2 & 3.
- 6.2.6. Having taken these two areas of funding into account, the report presents the balance as funding deficit and does not attempt to determine how the balance of cost would be funded. In practice we will therefore have to explore how this gap could be bridged. Options will include existing Council resources, capital receipts from further asset sales and working with development partners. In addition, other sources of sports grants will be explored.
- 6.2.7. The outcome of the option appraisal process is summarised at Page 6 and 7 of the attached Summary of Findings. The conclusions drawn are based on a number of key points and it should be noted that none of the options are fully funded and the Council will need to provide finance to close the funding gaps.
- Option 1 is the smallest new build option, ('New Build Minimum') and the most affordable with the lowest funding gap even when compared to Refurbish and Extend. The capital cost is circa £20.5m with a capital funding deficit of £1.9m. It does not meet the identified need as closely as Options 2 and 3, in that it provides only four swimming lanes towards an identified 10 lane district wide deficit. It provides a reduced health & fitness offer with just one multipurpose studio limiting the opportunity to programme a wide variety of health and fitness classes likely to impact on revenue generation as well as health & well being benefits. It does not deliver sufficient improvement in range of facilities to deliver strategic outcomes Sport England is seeking in return for their investment, therefore would not attract any funding support. Overall while it is the lowest cost and most affordable, it provides limited improvement and restricts the ability of the centre to provide facilities to reach out and address wider health and well being agendas. New Build Option 1 is not recommended.
 - Option 2 is the medium new build option, ('New Build Medium') and the second most affordable with second largest funding gap. The Capital cost is circa £24m with a capital deficit of £3.3m. It will better address meeting the district shortfall in swimming pool provision and with the addition of a moveable floor, it will offer flexibility of programming and use, accommodating a wider lessons programme than Option 1. Two multipurpose studios will also offer a wider variety of health and fitness classes which will provide a better income generation, throughputs and health benefits. The addition of a toning studio in this option offers wider

health & well being outcomes to meet needs of local demographics. It will also attract Sport England funding of up to £1m.

- Option 3 is the maximum new build option , ('New Build Maximum') and the least affordable with the largest funding gap. The Capital cost is circa £25.8m with a potential capital deficit of circa £4.7m or an annual revenue pressure of £201k. It shares a similar facility mix as 'New Build Medium' Option 2 but has the addition of a learner pool with moveable floor. This further extends the swimming offer at the centre, it will satisfy a much wider range of user groups simultaneously allowing optimum flexibility in programming by the operator. It is the best option in terms of meeting the identified needs of the wider District and is the best fit of all options based on delivering strategic need and complimenting existing provision at Dover District Leisure Centre. Although it is less affordable than Option 2, Option 3 ('New Build Maximum') will deliver the longer-term needs and significantly help increase participation in health and well being activities. 'New Build Maximum' is the preferred option.

6.2.8. Cabinet are asked to confirm their agreement to take 'New Build Maximum' forward as their preferred option D.

6.3. Location

6.3.1. In considering the new build options for leisure facilities in Deal, selection of the most appropriate site is a key consideration. Twelve potential sites were identified by the Council and a desktop analysis was undertaken scoring each site against a range of criteria that are important when considering the suitability of sites for the development of a new leisure centre, including accessibility, site availability and flood risk.

6.3.2. The scoring process has been supplemented by comments based on the review of advantages of developing the new leisure facilities and disadvantages of choosing an alternative site, to allow alternative development to take place on the existing site.

6.3.3. The main advantage of the existing Tides Leisure Centre site over all the other sites considered, is that by developing it in the existing location, the four-court sports hall and indoor tennis centre can be retained in situ., ensuring new and existing facilities are all in one single site. Alternative site options could result in split provision or the need to rebuild the retained facilities with new, adding considerable capital cost to the project in the region of £6m -£8m. This makes the existing site significantly more affordable and sustainable in the long term. On balance therefore the site of the existing Tides Leisure Centre is the recommended site for redevelopment.

6.3.4. Cabinet are asked to confirm their agreement that the existing site at Tides Leisure Centre is the preferred location for leisure provision in Deal.

6.4. Project Management

The selection of the preferred New Build Maximum option on the existing Tides Leisure Centre triggers a series of further decisions in order to progress the project as set out in the next section of the report.

- 6.4.1. Taking forward a complex development such as a new build leisure centre, will require a dynamic approach to be taken to decision making to ensure that the multitude of detailed decisions can be taken in a timely and effective manner and to ensure effective public engagement as the project is progressed.
- 6.4.2. It is proposed therefore that a Project Board be established led by the Portfolio Holder for Environment & Commercial Services with membership to include the following:
- Portfolio Holder for Housing & Health
 - Portfolio Holder for Finance & Governance
 - Portfolio Holder for Transport & Licensing
 - Shadow member for Environment and Commercial Services (or whoever the Labour group seek to appoint)
- 6.4.3. The Project Board will act as an Advisory group to support the work of the executive on this project.
- 6.4.4. The Constitution provides guidance on how such advisory groups should be established noting that;
- “They operate informally and are broadly politically balanced. Such a group will include an executive member who will chair the group. They allow other members of the Council who are not members of the executive to contribute to project development and advise on certain functions/activities before determination of the matter by the executive out of the context of full Council meetings and the formal overview and scrutiny committee process. The groups can also make reports and give recommendations to the executive, but the decision must always be made by the executive (either the Leader, Cabinet or an individual Portfolio Holder).”
- 6.4.5. The Project will be managed by the Strategic Director (Operations & Commercial), who will report to the Project Board.
- 6.4.6. Details of the proposed Project Management arrangements are set out in the Project Brief with proposed Terms of Reference included at Appendix 2.
- 6.4.7. **Cabinet is asked to confirm their agreement to the proposed Project Management arrangements by establishing a Project Advisory Group and approving the Terms of Reference.**

6.5. **Project Procurement**

- 6.5.1. If cabinet agrees to proceed, it will be necessary to appoint a consultancy team to take the project through into detailed feasibility work and a project brief with proposal has now been agreed. This work will investigate the feasibility of the project in terms of more detailed cost, design & risk. It also will guide the Council through the process of procuring a construction team and undertake several essential surveys.
- 6.5.2. There are several options for the appointment of the consultancy team, advantages and disadvantages of each approach are set out in table 3 below.

Table 3: Consultant Team Appointment options

Type of Appointment	Pros	Cons	OJEU	Framework
Separate appointments	<ul style="list-style-type: none"> Total flexibility and ability to appoint preferred team members. 	<ul style="list-style-type: none"> More time consuming to tender, put legal agreements in place and manage. No guarantee the individual consultants will work well as a team. No single point of contact/responsibility for consultant team. 	<ul style="list-style-type: none"> Some consultants, such as the architect, are likely to be above the OJEU threshold of £164,176. 	<ul style="list-style-type: none"> Whilst there are a number of frameworks the Council could potentially use, not all of them allow separate consultant appointments.
Single appointment through lead consultant	<ul style="list-style-type: none"> Least time consuming option. Single point of responsibility. More likely to get a cohesive team. Lead consultant has contractual control over other consultants and can exert more control over the performance of the team. 	<ul style="list-style-type: none"> Not as much opportunity to pick and choose team members, although some frameworks do have this option. Can be difficult to charge individual consultants if they don't perform. Project manager and cost consultant is not completely independent of the Design Team and other consultants. 	<ul style="list-style-type: none"> Will be above OJEU threshold. Opens the opportunity to wider competition than a framework, although this is much more time consuming. Typically an OJEU process can take 3-4 months. 	<ul style="list-style-type: none"> There are a number of frameworks the Council could potentially use. These are explored further on the following pages.
Hybrid - separate appointment for PM/QS and Design Team	<ul style="list-style-type: none"> Able to select preferred PM and QS, and separate design team. PM and QS is independent of the design team. PM can be brought on board quickly to put delivery strategy in place and run the design team tender. Single point of responsibility for the design team. 	<ul style="list-style-type: none"> More time consuming than a single appointment. Ideally the PM appointment would be made first, which lengthens the overall timescale to appoint the entire consultant team. Design team still comes as a package. No guarantee PM and design team will work well together, but this is improved if the PM is involved in the selection of the design team. 	<ul style="list-style-type: none"> Likely to be above the OJEU threshold. Combined design team appointment will definitely be over threshold. More time consuming than frameworks (where available). 	<ul style="list-style-type: none"> There are a number of frameworks the Council could potentially use. These are explored further on the following pages.
Appointment through a contractor Note a PM and QS should still be directly appointed by the Council.	<ul style="list-style-type: none"> The contractor will help ensure that the design is coordinated and input on buildability The contractor will manage the design team. Some flexibility to select the preferred design team. 	<ul style="list-style-type: none"> The client can feel removed from the design process, and unable to fully influence the design team. Contractor will often add a mark up to the design fees. Difficult to separate contractually if changes are required to the contractor or the design team. 	<ul style="list-style-type: none"> Only really suited to a true design and building procurement route, where the design is to be fully developed by the contractor. 	<ul style="list-style-type: none"> The option for the contractor to appoint and manage the design team is available on most contractor frameworks.

6.5.3. A single appointment for the consultancy team (through a lead consultant) is recommended for this project. An appropriate framework has been identified that is both OJEU compliant and can cover the multi disciplines necessary to deliver this project within the timescales necessary.

6.5.4. The National Framework Agreement for Professional Services in Construction and Premises developed by the Education Alliance (available to all public sector bodies) offers the Council a quick and efficient approach to procuring the consultancy team. As Faithful & Gould are currently the sole framework partner, appointing them to act as lead consultant (and thereafter the subsequent consultancy team) through this framework would provide

- Continuity: Have acquired knowledge in respect of this project that would need to be evaluated by an incoming consultant.
- Consistency: An incoming consultant may disagree with the initial findings which may delay the project and potentially lead to increased costs.
- Time: It is expedient to appoint the team through this framework to ensure that the project progresses promptly and to so minimise any risk of construction costs escalating due to delay.

6.5.5. The Framework is due to expire on 30 April 2020 and so subject to Cabinet and Council decisions any such appointment would need to be taken before its expiry. The appointment would not be drawn upon unless and/or until the project proceeds, so there is no financial risk for the Council in taking this step, but it does mitigate the potential for significant delays.

6.5.6. The consultant team cost for the project lifecycle is £1,581k This is broken down into the progressive stages as follows:

- Stage 2: £295k
- Stage 3: £384k
- Stage 4: £598k
- Stages 5-7: £304k

6.5.7 Cabinet is asked to confirm their agreement to appoint Faithful & Gould as Lead Consultant for the project lifecycle.

6.6. Next Steps

6.6.1 The outline target programme for the delivery of the project sees construction commencing in September 2021 and the new leisure centre being potentially completed by first quarter of 2023. This has been based on timescales for similar facilities delivered in the last ten years, but will be challenging to achieve, requiring the Council to move forward quickly and take a series of early decisions. In addition, operator procurement will be undertaken to appoint the long-term leisure centre management contract when the existing lease arrangements end with Your Leisure in March 2025.

6.6.2 The outline programme has been based on a number of key assumptions:

- The programme assumes that Dover District Council will make a decision on how they wish to proceed
- That Cabinet will authorise the appointment of the consultant team through a lead consultant for the project (as set out in 6.5.3 below)
- That public consultation on proposals will be undertaken to inform the final designs, and the findings will be reported to Cabinet
- Periods of demolition and constructions are estimates based on similar projects.
- Any areas to remain operable require detailed planning with Operator and the Council to ensure a suitable level of service can be provided to customers.
- A detailed procurement exercise/review is to be undertaken to consider the most appropriate route for procurement of the Contractor

6.6.3 £500k is required to appoint F&G to the next phase of project works and also undertake essential specialist surveys. The funding is to be drawn from the Mid Term Capital Programme. There is £1.44m for Tides refurbishment in the current programme.

6.6.4 The funding of the project also envisages grant support from Sport England's, Strategic Facility Fund and work needs to commence on preparing a bid to support the wider project.

6.6.5 Cabinet are asked to set aside £500k from the Capital Programme to be drawn down by the Strategic Director of Operations & Commercial in consultation

with the Strategic Director of Resources as required to support the next stage of the project and to authorise the Strategic Director of Operations & Commercial to prepare and submit a grant application to Sport England's Strategic Facility Fund.

6.7 Risks

6.7.1 A high-level risk register is presented in Appendix 1, many of the risks identified are typical of a construction project, however there are a number of risks specific to this project that should be considered, many of these will be managed and mitigated by timely survey work. The main area of uncertainty that will continue to be addressed during the coming phase of the project and is specific to this project, relates to operational management during and post construction, for example no allowance has been made for temporary facilities or costs incurred with creating alternative means of access to allow areas of the centre to remain open during works.

6.7.2 Positive discussions are underway with the operator Your Leisure, who has a lease arrangement in place until 31st March 2025, with the objective of agreeing operational and financial arrangements within the estimated project budget over the next phase of the project. The costs of operator procurement and officer resource is likely to extend into 2025.

6.8 Reporting

6.8.1 Further reports will be prepared for Cabinet at each stage of the project as the work is progressed. The next report to Members will follow in Summer 2020 to present findings on detailed cost, design & risk. It will also discuss the process of procuring a construction team and update on operational arrangements to help inform the Council's decision on the future of Tides Leisure Centre project.

7 Resource Implications

7.1 There is currently £1.44m in the Medium Term Capital Programme that is allocated for Tides refurbishments, it is proposed to use £500k of this to advance the project to the next phase.

7.2 If Members agree to proceed with the project the capital cost of the preferred option is circa £25.8m. This option has a funding gap of £4.7m capital (against the current approved programme detailed above) or circa £210k per annum revenue cost. If the capital funding is increased, then there are limited capital resources left for future projects. However, increasing the borrowing will mean a continuing additional £210k annual pressure to the general fund until the borrowing has been repaid.

7.3 A zero management fee is currently assumed in the first two years, increasing the pressure on the Council's cash flow as the annual cost of borrowing £18.7m will be £800k per annum which will need to be financed for the initial two year period (rising to £1m per annum if borrowing is increased by £4.7m).

7.4 The financial risks of this project are far more significant than they were for the new Dover Leisure Centre project.

8 Corporate Implications

8.1 Comment from the Section 151 Officer:

- (i) The project currently has a funding gap of £4.7m. If financed from borrowing this would create a General Fund revenue budget pressure of £210k per annum. Members are reminded that there are a number of risks and uncertainties in the revenue budget and so it is not possible to guarantee that this pressure can be met without savings / reductions in other areas.
- (ii) Alternatively, the gap could be funded by use of DDC capital or revenue reserves. The draft 2020/21 budget and MTFP include proposals for new projects and will determine the level of unallocated reserves for the future. So it is possible to meet the gap through DDC capital or revenue reserves, but Members should also bear in mind that capital reserves are not being replaced at the rate they are being consumed, are likely to be depleted, and that any allocation for the Tides project will reduce the level of limited capital reserves available for other projects.
- (iii) Finally, it is possible (although not yet certain) that further work can reduce the capital cost of the Tides project and therefore reduce the funding gap. The next stage is to commit circa £500k to the design and feasibility work required to progress the project. This means that even if this feasibility work proceeds, DDC are not yet committed to the project itself. However, Members should consider that this is still expenditure of £500k and should only approve proceeding if they strongly believe that they are likely, ultimately, to approve this, or a similar, Tides project. (MD)

8.2 Comment from the Solicitor to the Council: The Solicitor to the Council has been consulted in the preparation of this report and has no further comments to make. (HR)

8.3 Comment from the Equalities Officer: This report does not specifically highlight any equality implications however in discharging their duties members are required to comply with the public sector equality duty as set out in Section 149 of the Equality Act 2010 <http://www.legislation.gov.uk/ukpga/2010/15>. (KS)

8.4 Comment from Climate Change & Energy Conservation Officer: Improvements to the energy efficiency in the new build option will help to reduce the Council's carbon footprint, and support the Council's Climate Change ambition. (AM)

9 Appendices

Appendix 1: Summary of Findings: Tides Leisure Centre RIBA Stage 1 Options Appraisal Study.

Appendix 2: Project Brief.

10 Background Papers

None.

Contact Officers: Laura Corby Extn 42448 and Emma Jane Allen Extn 42120



Tides Leisure Centre RIBA Stage 1 Options Appraisal Study

Summary of Findings

November 2019

INTRODUCTION

The Sports Consultancy, in partnership with GT3 Architects, Hadron Consulting and Faithful and Gould, was appointed by Dover District Council (the Council) in July 2019, to complete an options appraisal and initial feasibility study to test the feasibility and financial viability of developing a new centre to replace Tides Leisure Centre in Deal.

METHODOLOGY

The agreed project methodology involved completion of the following stages of work:

- Needs Analysis
- The key stages of work completed were:
- Project Initiation
- Needs Analysis and Consultation
- Initial Options Development
- Options Appraisal and Refinement
- Conclusions and Recommendations.

This document contains a high level summary of the findings and recommendations of the study. Full details are contained in the main report 'Tides Leisure Centre RIBA Stage 1 Options Appraisal Study'.

The findings from the needs analysis work identify the following priorities, in relation to swimming pools and health and fitness, which have informed the facility mix.

Facility Type	Key Conclusions from Needs Analysis
Swimming Pools	<ul style="list-style-type: none"> • Since the District wide facility indoor sports facility strategy was completed, the Council has completed the development of a new 8 lane 25m (county standard) pool at the new Dover District Leisure Centre. This replaces the previous 6 lane 25m pool at the old Dover Leisure Centre. This has resulted in a reduction of the swimming pool water deficit across the district from the equivalent of a 6 lane 25m pool, to a 4 lane 25m pool. However, this assumes that the existing main pool at Tides is currently a 6 lane 25m pool, which is not the case. • The FPM disregards pools that are less than 25m in length and learner pools are excluded from the calculation. Therefore, overall deficit is currently equivalent to 10 lanes of 25m pool space. • A new 6 lane 25m community pool at Tides would help to significantly reduce this deficit to a 4 lane deficit across the District. We would expect this to result in good utilisation of a new pool at Tides in Deal. • At circa 6 miles / 12-15 minute drive, Sandwich residents would be well served by a new pool at Deal, as opposed to 10 miles to DDLC. Therefore, a new pool at Deal has the potential to serve the areas to the north of the district. • The indoor sports facility strategy recommendations support the continued provision of leisure water in Deal. This is supported by an analysis of competing facilities in Kent and the catchment analysis indicating such facilities are between circa 20 and 43 years old.
Fitness Suites/Gyms	<p>The conclusions from the needs analysis show an expected membership numbers of circa 2,500 on maturity. Based on a typical ratio of 25 members per station of equipment, it is recommended that a minimum of 100 stations are provided in the new gym with adequate space to increase to 110 stations if demand support this in the future. To support the gym area of this scale we would also recommend provision of two multi-activity studios and a dedicated spin studio to provide an attractive offer and to maximise gym membership and the resulting revenue.</p>
Toning Suite	<p>Consultation with the Council, has identified the need for a number of toning tables which provide opportunities for people with mobility issues to take part in sport and physical activity. This reflects the needs of the local demographics, which indicate there are higher than average numbers of older people. This is highlighted by the dominant Mosaic group in the catchment area: E (Senior Security). It accounts for 17% of local people, a figure which is more than double the national average. The Council has suggested that 12 toning tables should be provided to offer sufficient range for users. These facilities will enable broader outcome around health and wellbeing to be delivered, particularly for people with mobility issues.</p>
Café	<p>The redevelopment of Tides provides an opportunity to develop improved café facilities for users of the centre. This will improve the visitor experience and help generate additional income from secondary spend. The café should also be designed to allow access by people that are using the outdoor facilities in Victoria Park.</p>

Following conclusion of the needs analysis, consultation with the Council's project team, including engagement with the current operator 'Your Leisure', the following facility options were agreed. The aim was to identify a small number of distinct options to test the financial implications and the affordability of them. It should be noted that the 4 court sports hall and the indoor tennis centre remain unchanged from the existing provision in all options. The recommended option (Option 3 New Build Max) is highlighted in green.

Activity Area	Existing	Refurbishment Option 2B	Option 1 - New Build Min	Option 2 - New Build Med	Option 3 - New Build Max
Indoor tennis centre	Retained in situ	Retained in situ	Retained in situ	Retained in situ	Retained in situ
4 court sports hall	Retained in situ	Retained in situ	Retained in situ	Retained in situ	Retained in situ
Main pool	Wave pool with beach area	Wave pool with beach area	4 lane 25m pool (100% moveable floor)	6 lane 25m pool (100% moveable floor)	6 lane 25m pool (no moveable floor)
Learner pool	None	None	None	None	12m x 8m learner pool (100% moveable floor)
Leisure water	Small pools and 1 x body slides	Convert to splash pad and aqua play area with little/no water depth aimed at young children	625m2 area (splash pool, aquaplay and 2 x flumes)	625m2 area (splash pool, aquaplay and 2 x flumes)	625m2 area (splash pool, aquaplay and 2 x flumes)
Poolside Seating	None	None	None	Poolside seating for 50 persons on plinth	Poolside seating for 50 persons on plinth
Sauna & steam room	Sauna and steam	Sauna and steam	Sauna and steam	Sauna and steam	Sauna and steam
Health and fitness	40 Stations	80 Stations	110 stations	110 stations	110 stations
Toning Studio (ground floor)	None	12 Stations	12 x toning tables	12 x toning tables	12 x toning tables
Consultation Rooms (ground floor)	None	None	2 x consultation rooms	2 x consultation rooms	2 x consultation rooms
Multi activity studio	None	1 x studio (150m2)	1 x studios (30 persons per class)	2 x studios (30 persons per class)	2 x studios (30 persons per class)
Spin studio	None	1 x studio (25 persons)	1 x studio (25 persons)	1 x studio (25 persons)	1 x studio (25 persons)
Multi purpose/community room (creche/party room/studio/meetings)	1 x meeting room	None	None	Room suitable for 30 people	Room suitable for 30 people
Reception with retail area	Included	Included	Included	Included	Included
Café (150 seats) with poolside viewing	Capacity for 100 people	Capacity for 100 people	Capacity for 150 people	Capacity for 150 people	Capacity for 150 people
Parking spaces (recommended)	122	250	200	250	250

Summary of Advantages and disadvantages of new build versus refurbishment and extension

A review of the advantages and disadvantages of the options show that new build options provide significantly more advantages than disadvantages. The refurbishment and extension option has a number of significant disadvantages, which are listed below:

- Creates potential issues relating to the configuration of the access ramp to the basement level that will need to be resolved at additional cost.
- Does not fully resolve issues with the existing layout of the building e.g. the space between the indoor tennis centre and pool hall.
- The nature and scope of the works to reconfigure the pool tanks mean that this option carries a higher degree of risk than new build options.
- Higher risk of cost increases due to the extent of refurbishment of existing areas required.
- New build options (options 2 and 3) offer potential for attracting a Sport England investment of up to £1m. However, Sport England will not fund the refurbishment and extension option.
- Refurbishment and extension is likely to provide a shorter term solution than new build (20 years versus 40 years).

Therefore, New Build Options are recommended over the refurbishment and extension option.

APPRAISAL OF THE NEW BUILD OPTIONS

There are 3 variations to the new build options, which relate principally to the wet areas provided within the building. The changes between the options are highlighted in green in the following table. The advantages and disadvantages of these options are summarised in the following paragraphs:

Option 1

- This is the smallest option, with the lowest affordability gap and more affordable than the refurbish and extension option.
- It provides the least swimming pool provision (4 lane 25m pool and leisure pool). This limits the contribution of the pool towards meeting the

District wide deficit of swimming pool water.

- It has a reduced health and fitness offer, with only one multipurpose studio as opposed to 2, compared to new build options 2 and 3. This limits the opportunity to programme a wide variety of health and fitness classes and is likely to impact on revenue generation.
- This option does not include a multi-purpose community room, which further limits the opportunity to deliver wider health and community benefits at the centre.
- Sport England has commented that they will not provide funding towards this option.
- Overall, while this is the lowest cost, and most affordable option, it provides limited improvement in the provision of swimming water for the district and a limited improvement in the health and fitness offer. It also restricts the ability of the centre to provide facilities to reach out and address wider health and wellbeing agendas.

Option 2

- This is the medium new build option, it is the second most affordable new build option.

It provides a more significant contribution to meeting the district wide shortfall in swimming pool provision (6 lane 25m pool and leisure pool). The addition of a moveable floor in the main pool increases flexibility of use, accommodating a wider lessons programme than Option 1 and also gives flexibility for use for aquafit classes etc.

- It contains 2 multipurpose studios, as opposed to 1 in Option 1. This increases the opportunity to programme a wider variety of health and fitness classes and improves income generation and throughput.
- This option includes a multi-purpose community room, which further increases the opportunity to deliver wider health and community benefits at the centre.
- New Build Options are better suited to delivering improved facilities and wider health and wellbeing outcomes, to meet the specific needs of the local demographic, with the addition of the toning studio and consultation

rooms etc.

- More likely to attract Sport England funding of up to £1m.

Option 3

- Option is the largest and most expensive option, with the most significant funding gap.
- Option 3 is similar to Option 2, sharing the same facilities and benefits. The only significant change is the addition of a learner pool with a moveable floor. This further extends the swimming offer at the centre and will increase the ability to satisfy a wider range of user groups, allowing more flexibility in programming by the operator. It will be able to cater for swimming lessons, casual swimming and group exercise. It will also be very accessible to people with disabilities.
- This option will provide the widest range of facilities and greatest level of throughput. It will also be more flexible than other options, enabling the maximum flexibility in operation. It will assist the Council and operator in delivering more extensive sporting and wider health and wellbeing outcomes.
- More likely to attract Sport England funding of up to £1m.

CONCLUSIONS

In terms of delivering the swimming needs of the community, and fit with the Council's indoor facility strategy, Option 3 provides the best fit, followed by Option 2, with Option 1 providing the weakest fit. Therefore, Option 3 is recommended as the best fit, based on delivering strategic need and complimenting existing new provision at Dover District Leisure Centre.

The final decision by the Council will need to balance affordability against meeting the long term strategic needs of the District. If the decision is based purely on affordability, Option 1 will be the preferred option. However, if delivering the long term needs, and increasing participation in health and wellbeing activities is the priority for the Council, new build Option 3 would be the preferred option followed by Option 2 and Option 1.

Activity Area	Option 1 - New Build Min	Option 2 - New Build Med	Option 3 - New Build Max
Indoor tennis centre	Retained in situ	Retained in situ	Retained in situ
4 court sports hall	Retained in situ	Retained in situ	Retained in situ
Main pool	4 lane 25m pool (100% moveable floor)	6 lane 25m pool (100% moveable floor)	6 lane 25m pool (no moveable floor)
Learner pool	None	None	12m x 8m learner pool (100% moveable floor)
Leisure water	625m2 area (splash pool, aquaplay and 2 x flumes)	625m2 area (splash pool, aquaplay and 2 x flumes)	625m2 area (splash pool, aquaplay and 2 x flumes)
Poolside Seating	None	Poolside seating for 50 persons on plinth	Poolside seating for 50 persons on plinth
Sauna & steam room	Sauna and steam	Sauna and steam	Sauna and steam
Health and fitness	110 stations	110 stations	110 stations
Toning Studio (ground floor)	12 x toning tables	12 x toning tables	12 x toning tables
Consultation Rooms (ground floor)	2 x consultation rooms	2 x consultation rooms	2 x consultation rooms
Multi activity studio	1 x studios (30 persons per class)	2 x studios (30 persons per class)	2 x studios (30 persons per class)
Spin studio	1 x studio (25 persons)	1 x studio (25 persons)	1 x studio (25 persons)
Multi purpose/community room (creche/party room/studio/meetings)	None	Room suitable for 30 people	Room suitable for 30 people
Reception with retail area	Included	Included	Included
Café (150 seats) with poolside viewing	Capacity for 150 people	Capacity for 150 people	Capacity for 150 people
Parking spaces (recommended)	200	250	250

The total capital cost and the affordability (capital funding deficit) of all options is summarised in the following table.

Option	Capital Cost	Affordability (Capital funding deficit)
Refurbish & Extend	£14,048,557	-£2,999,078
Option 1 - New Build Min	£20,490,000	-£1,941,348
Option 2 - New Build Med	£24,010,000	-£3,344,100
Option 3 - New Build Max	£25,840,000	-£4,686,545

In terms of affordability, the conclusions are as follows:

- None of the options are fully funded
- The refurbish and extend option is less affordable than new build Option 1.
- All new build options are likely to result in a funding gap, with additional funding required to deliver them. Of these options Option 1 has the lowest funding gap followed by Option 2. Option 3 new build is the least affordable option, with the largest funding gap.
- All options are only deliverable if the Council can provide further funding to close the funding gaps.
- Sport England has indicated that new build Options 2 and 3 have potential to attract grant funding from the Strategic Facilities Fund of up to £1m. The refurbish and extend and new build Option 1 will not deliver sufficient improvement in the range of facilities to deliver the strategic outcomes Sport England is seeking in return for their investment.

INTRODUCTION

In considering the new build options for leisure facilities in Deal, selection of the most appropriate site is a key consideration. Twelve potential sites were identified by the Council for consideration. An objective assessment was completed to score each site against a range of criteria that are important when considering the suitability of sites for the development of a new leisure centre. The results of the scoring exercise are summarised in the opposite table.

CONCLUSIONS

The results of the scoring exercise provide a clear guide on the preferred site being the site of the existing Tides Leisure Centre. The scoring has been supplemented by comments based on the review of the advantages of developing the new leisure facilities and the disadvantages of choosing an alternative site, to allow alternative development to take place on the existing site.

The principal advantage of the existing Tides Leisure Centre site, over all other sites, is that by developing it the existing 4 court sports hall and indoor tennis centre can be retained in situ. This has the benefit of ensuring that the new and retained facilities are on a single site. If an alternative site is chosen for the new facilities, this will result in split provision (i.e. new facilities on one site and retained facilities on the existing site) or the need to rebuild the retained facilities on a new site with the new facilities. This would add considerable capital cost to the project (likely to be in the region of £6m - £8m) making it significantly less affordable. Developing facilities on the existing site is the only option that avoids either split site provision or the need to rebuild the 4 court sports hall and indoor tennis centre at a new site. This makes this site option significantly more affordable and sustainable in the long term. Therefore, the site of the existing Tides Leisure Centre is the recommended site for the redevelopment.

Site	Total Score	Ranking
1 – Existing Tides Leisure Centre	68	1
2 - Victoria Park south of the existing Leisure Centre	56	3
3 - Victoria Park north of Park Avenue	58	2
4 - North Deal Playing Field	48	4
5 - Betteshanger Sports and Social Club	36	6
6 - Former South Deal County Primary School playing field	32	10
7 - Deal and Betteshanger Rugby Club	36	6
8 - Mark Wood Recreation Ground	34	8
9 - Cricket ground which was formerly part of Walmer Science College	40	5
10 - Potential Development Site 1	26	12
11 - Potential Development Site 2	28	11
12 - Potential Development Site 3	34	8

USE OF GREEN TECHNOLOGIES

The design and construction of the new facilities will aim to replicate the energy efficiency performance of the new Dover District Leisure Centre, which is the most energy efficient in Kent. Currently, Tides currently performs relatively poorly ranked 21 out of 31 leisure centres. The aim will be for the new Tides Leisure Centre to perform as well as the new Dover District Leisure Centre. This will be a driving principal of the design and construction as the project is developed.

Sustainability and use of green technologies are an important consideration, in developing the project as it moves forward. The Council should consider any relevant technology that will reduce carbon emissions/energy consumption and environmental impact as well as providing good value, reduce running and maintenance costs.

Detailed studies and options would be developed at the next design stage once a full design team has been appointed, including the necessary input from specialist designers, mechanical and electrical engineers.

Green technologies can add typically between 5-10% to a building budget. However, the capital costs can be considerably higher depending upon client choice of any particular technology.

Running costs can typically be reduced using these green technologies, but this is dependent upon many wide ranging factors, including but not limited to the following:

- build quality
- installation quality
- air tightness of the building fabric
- life to first maintenance and whether maintenance strategies are followed in practice.

Leisure buildings should be designed from the outset to be as energy efficient as possible. Key decisions early on will have a significant impact upon capital and running costs. The suggested approach to enhancing the sustainability during the next stage includes:

- Set a client and team vision on sustainability targets.
- Develop the transport plan, including cycle routes.
- Develop Site appraisal, identifying renewable energy measures
- Develop landscape plan around bio-diversity on this sensitive site, such as ecology, re-use of materials, planting, etc.
- Consider the building shape, form, zoning, space planning and orientation to the sun path (such as pools).
- Focus on construction elements including glazing location, fabric insulation, pool tank construction method, and modular, affordable solutions will be considered.
- Specify low environmental impact materials.
- Design in use of natural daylight wherever possible.
- Design in use of natural vent, pool covers and combined heat and power.
- Consider water conservation measures including backwash frequency, flushing toilets, grey water collection, pool water treatment.

During this study, the design team has considered measures to minimise energy consumption and maximise energy efficiency. The scope to do this within a refurbishment is often considerably more limited than a new build.

The measures considered have included consideration of the location of mechanical and electrical plant within the building to minimise energy loss from long pipe runs. Improvements to the building fabric have also been included to reduce solar gain from large expanses of glazing. These elements will be revisited in greater detail during the next stage of the project.

KEY RISKS AND ISSUES

Hadron Consulting have prepared an initial high level risk register for the Tides Leisure Centre feasibility study. The risk register should be used in future phases to identify risks to enable the risk to be managed by the risk owner, mitigated and / or transferred to the contractor wherever possible. Due to the nature of some risks and the cost premium attached to transferring certain risks (especially for complex refurbishment/extension projects), some risks will need to be retained and managed by the Council. We would recommend some key risks are costed and a risk allowance is managed throughout the key stages of the project.

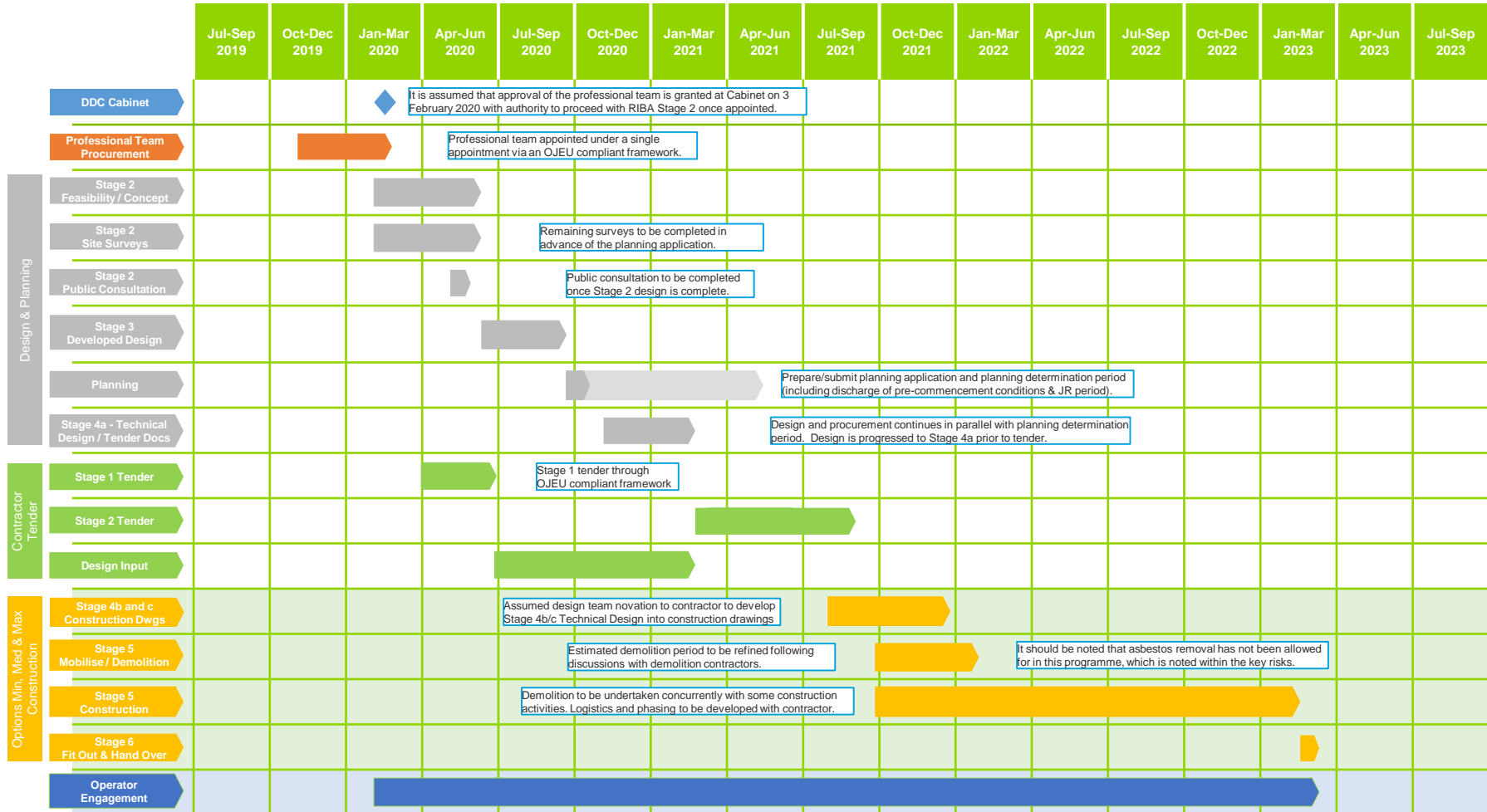
The top risks and issues are listed below:

1. No allowance has been made for temporary facilities or costs incurred with creating alternative means of access to allow areas of the centre to remain open during works.
2. No allowance has been made for loss of income / compensation to the Operator at this stage.
3. Construction market is very volatile and there is the potential for capital costs to increase.
4. Planning permission refused or conditions are not discharged in time.
5. Building Control approval delays completion or onerous requirements adds cost to the project.
6. Works must be carried out in a sensitive manner to ensure neighbours and users are not disturbed to an unacceptable level.
7. Services may run across site which may need diverting. The servicing strategy for the existing building also needs reviewing in detail.
8. Procurement of the professional and contractor teams are to be OJEU compliant. There is potential to make use of Frameworks to simplify the process and assist with programme.
9. Refurbishment / extension works to wet / leisure buildings are complex and require careful planning and management.
10. Asbestos containing material is located within the existing building and requires removal.
11. Staff will need to be suitably trained to ensure they know how to operate the building correctly, and at each phase of the project.

Once developed, the Register should be used to identify risks to enable the risk to be managed by the risk owner and mitigated and / or transferred to the contractor wherever possible. Due to the nature of some risks and the cost premium attached to transferring certain ones, some risks will need to be retained and managed by the Council.

ESTIMATED PROJECT DELIVERY PROGRAMME

A detailed estimated programme has been developed for the extension options of Tides Leisure Centre. This shows that the new centre could have a target opening date of March 2023. A high level summary of the estimated programme is included below.



CONCLUSIONS AND RECOMMENDATIONS

The following conclusions have been reached, in relation to Tides Leisure Centre, following completion of the options appraisal study:

Facility mix – Following conclusion of the needs analysis and consultation with the Council's project team, three new build (wet and dry) facility options were agreed. The aim was to identify a small number of distinct options to test the financial implications and the affordability of them. The 'Refurbish and Extend' option, from the previous stage of work, was also included for comparison purposes. It should be noted that the 4 court sports hall and the indoor tennis centre remain unchanged from the existing provision in all options.

Capital cost and affordability - All options are likely to result in a funding gap, with additional funding required to deliver them. The refurbish and extend option has a funding deficit of £3m. Of the new build options, Option 1 has the lowest funding gap (£1.9m) followed by Option 2 (£3.3m). New build Option 3 (£4.7m) is the least affordable option, with the largest funding gap. All options are only deliverable if the Council can provide further funding to close the identified gap.

Site options – 12 potential sites were reviewed. The results of the scoring exercise provide a clear guide on the preferred site being the site of the existing Tides Leisure Centre. The principal advantage of the existing Tides Leisure Centre site, over all other sites, is that by developing it the existing 4 court sports hall and indoor tennis centre can be retained in situ. This has the benefit of ensuring that the new and retained facilities are on a single site.

If an alternative site is chosen for the new facilities, this will result in split provision (i.e. new facilities on one site and retained facilities on the existing site) or the need to rebuild the retained facilities on a new site with the new facilities. Developing facilities on the existing site is the only option that avoids either split site provision or the need to rebuild the 4 court sports hall and indoor tennis centre at a new site. This makes this site option significantly more affordable and sustainable in the long term. Therefore, the site of the existing Tides Leisure Centre is the recommended site for the redevelopment.

Advantages and disadvantages of the Options – A review of the advantages and disadvantages of the options show that new build options provide significantly more advantages than disadvantages. The refurbishment

and extension option has a number of significant disadvantages, which are listed below:

- Creates potential issues relating to the configuration of the access ramp to the basement level that will need to be resolved at additional cost.
- Does not fully resolve issues with the existing layout of the building e.g. the space between the indoor tennis centre and pool hall.
- The nature and scope of the works to reconfigure the pool tanks mean that this option carries a higher degree of risk than new build options.
- Higher risk of cost increases due to the extent of refurbishment of existing areas required.
- Refurbishment and extension is likely to provide a shorter term solution than new build (20 years versus 40 years).
- Sport England has commented that they will not provide funding towards this option.

Therefore, New Build Options are recommended over the refurbishment and extension options. In terms of delivering the swimming needs of the community, and fit with the Council's indoor sports facility strategy, Option 3 provides the best fit, followed by Option 2, with Option 1 providing the weakest fit. Therefore, Option 3 is recommended as the best fit, based on delivering maximum strategic need.

The final decision by the Council will need to balance affordability against meeting the long term strategic needs of the District. If the decision is based purely on affordability, New Build Option 1 will be the preferred option. However, if delivering the long term needs is the priority for the Council, new build Option 3 would be the preferred option, followed by Option 2 and Option 1.

The table on the following page contains a summary of the New Build Option 3 facility mix, compared to the existing facility mix. The green shaded cells indicate an increase in the scale of provision of the spaces compared to the existing facility at Tides Leisure Centre. It can be seen that New Build Option 3 represents a significant increase in provision.

Delivery programme - A detailed estimated programme has been developed for the new build options of Tides Leisure Centre. This shows that the new centre could have a target opening date of March 2023.

If the Council decides to proceed with the project, based on a new build option, the next stage should involve completion of a more detailed feasibility study to RIBA Stage 2. This will provide the Council with the information required to take final decisions on the scope of the project and, importantly it will provide further detail to help mitigate financial risks.

Activity Area	Existing	Option 3 - New Build Max
Indoor tennis centre	Retained in situ	Retained in situ
4 court sports hall	Retained in situ	Retained in situ
Main pool	Wave pool with beach area	6 lane 25m pool (no moveable floor)
Learner pool	None	12m x 8m learner pool (100% moveable floor)
Leisure water	Small pools and 1 x body slides	625m ² area (splash pool, aquaplay and 2 x flumes)
Poolside Seating	None	Poolside seating for 50 persons on plinth
Sauna & steam room	Sauna and steam	Sauna and steam
Health and fitness	40 Stations	110 stations
Toning Studio (ground floor)	None	12 x toning tables
Consultation Rooms (ground floor)	None	2 x consultation rooms
Multi activity studio	None	2 x studios (30 persons per class)
Spin studio	None	1 x studio (25 persons)
Multi purpose/community room (creche/party room/studio/meetings)	1 x meeting room	Room suitable for 30 people
Reception with retail area	Included	Included
Café (150 seats) with poolside viewing	Capacity for 100 people	Capacity for 150 people
Parking spaces (recommended)	122	250

The work completed during this study represents the initial 'Options Appraisal' stage in developing the new Tides Leisure Centre. It includes benchmarked capital and revenue costs and the outline business case for the initial options, to enable the Council to decide whether to proceed and, if so, which is the preferred option to carry forward. However, it should be noted that all capital and revenue costs are likely to be subject to change as the options are developed and refined.

If the Council decides to proceed with the project, based on a new build option, the next stage should involve completion of a more detailed feasibility study to RIBA Stage 2. This will provide the Council with the information required to take final decisions on the scope of the project and, importantly it will provide further detail to help mitigate financial risks. A consultant project team should be appointed to support the Council through RIBA Stage 2. The key tasks included in a typical Stage 2 study for this type of development are listed in the following table.

Task	Summary
Pre-Application Planning Consultation	Complete initial consultation with the local planning authority to understand what opportunities and constraints there may be in relation to the potential development of new leisure facilities on the proposed sites.
Design Development	Develop the preferred options to RIBA Stage 2, including production of a site plan and floor plans, showing the internal arrangement of the building including all areas listed of the schedule of accommodation. Draw up a detailed technical design brief to RIBA Stage 2.
Capital Cost Plan	Complete pre-tender cost estimates based on the final schedule of accommodation linked to the RIBA Stage 2 design
Business Plan	Refine the business plan model alongside the design and capital cost plan. This will be used to test the impact of changes in the scope of the project and inform the refinement of the business case.
Risk Analysis	Update the project risk register to identify all risks and assess their impact and probability of occurring as well as summarising the actions that should be taken to manage and mitigate each risk.
Governance Structure	Define the governance structure for delivering the project to provide guidance on the most effective structure for delivering the project through to completion.
Project Programme	Develop a detailed project programme covering the delivery of the projects.
Funding Review	Review of all realistic funding opportunities for a project of this type and the possible amounts of funding available from each. Agree the make-up of the project funding and highlight any risks attached to funding sources.
Transport Planning	Complete a transport assessment and travel plan, if required by the local planning authority.
Stakeholder Consultation	Continue consultation with relevant stakeholders to identify further issues and requirements that should be considered in developing the project.
Site Surveys	Environmental, Topographic, Geotechnical, Flood Risk Assessment, Archaeology and others to be agreed.

CONTACT DETAILS

For further information please contact:

Tom Pinnington

Tel: 020 7323 0007

Mobile: 07747 007053

tom@thesportsconsultancy.com

One de Walden Court, 85 New Cavendish Street, London, W1W 6XD



Appendix 2

DOVER DISTRICT COUNCIL

PROJECT BRIEF

FOR

Tides Leisure Centre Project

Version No.	Date	Purpose/Reasons for Re-issue
001	January 2020	New Project

Project Title: Tides Leisure Centre

Background:

Following the successful delivery of Dover District Leisure Centre which raised standards of leisure provision in the District, the focus is increasingly drawn to the age of Tides Leisure Centre, particularly the quality of its wet side and fitness facilities. The proposal to redevelop a new build in this location provides the opportunity to address these shortcomings and provide a wider range of facilities that will significantly contribute to achieving the District's health and wellbeing objectives.

The pool water leisure building is over 30 years old and significant maintenance issues continue to arise. The minimum cost of providing certainty about the future of the building has been calculated as £14m for refurbishment and extension, but this is only likely to extend life by 20 years (see attached report for details). Alternatively, the Council could undertake ad hoc repairs and replacements in response to failing items, but this would result in likely long and frequent closures, uncertain lifespan for the building fabric and therefore the cost of this approach is impossible to estimate.

Construction of new build wet side, health and fitness facilities on the existing site offers an opportunity to enable the Council to provide a high quality, efficient, leisure centre for the community of Deal and the wider district, both now and in the future. It will also provide a longer-term solution with an expected life of 35-40 years. The existing sports hall and tennis centre will be retained.

While new build is likely to be higher in terms of capital cost, it is more likely to result in the transformation of the leisure facilities in Deal & District wide and will be more viable in the long term than refurbishment and extend.

Once Cabinet has taken a decision in principle to develop a new build centre, this will need to be quickly developed into an outline scheme, developing the preferred layout of the leisure centre and appointing a professional team to support the project and begin preparing an application for planning consent including site investigation, environmental assessments and surveys as required.

Project Definition:

The project aims to provide a new build wet side and pool space with health & fitness facilities for Deal, that complements the facilities on offer at Dover District Leisure Centre. The facility mix properly meets the assessed current and future needs of the local population as determined by the recent study undertaken by The Sports Consultancy.

Objectives

Key Project deliverables are as follows:

- Funding secured for the proposed project;
- Planning consent for the new build leisure centre;
- Construction of the new build leisure centre;
- Long term management contract for the new leisure centre.

Benefits:

The delivery of the project objectives will result in the transformation of facilities in Deal and the wider Dover district, provide a better long-term solution for the leisure and health needs of Deal and the wider district and will be the more viable in the long term than refurbishment. Construction of a new build leisure centre will as a consequence offer better value for money than retention of the existing facility.

Scope:

The scope of project is limited to all work associated with the provision of the New Build Maximum Option leisure centre including design development, planning, procurement, construction management and long-term operation management

Interfaces:

The project will require extensive input from a range of internal and external parties.

Risks:

This risk register will need to be developed at the next stage and then updated regularly as the design development progresses during tender stage and post-contract.

Indicative Costs:

The Options Appraisal includes estimates of costs and by considering funding streams and analyses affordability focusing on two funding streams;

- Prudential borrowing: The report compares the forecast income/expenditure for each option with the current costs associated with operating the existing centre. The potential improved revenue position offered by each of the options provides a potential ability to prudentially borrow with repayments funded from the revenue saving.
- Sport England Grant: The report assumes £1m grant from Sport England's Strategic Facility Fund.

Having taken these two areas of funding into account, the report presents the balance as a 'funding gap' and does not attempt to determine how the balance of cost would be funded. In practice we will therefore have to explore how this funding gap can be bridged. Options will include existing Council resources, capital receipts from further asset sales and working with development partners. In addition, other sources of sports grants will be explored.

While none of the options explored are affordable, New Build Option 1 is the most affordable with a projected cost of £20.5m with a capital deficit of £1.9m.

New Build Option 3 provides the best option in terms of meeting the identified needs of the wider District and is the best fit of all options based on delivering strategic need and complimenting existing provision at Dover District Leisure Centre although it is least affordable. The projected cost for this option is £25.8m with a capital deficit of £4.7m.

Timescales & Deliverables:

An outline programme for delivery of the construction works has been completed. It shows that new build centre could be completed by target period of first quarter in 2023. However, it should be noted that this programme assumes that the Council decides to appoint a team to commence RIBA Stage 2 in quarter 1 2020 and that there are no long delays in Council approvals or in the procurement of consultants and contractors. Delays in Council approval are likely to have the most significant impact on the programme.

A more detailed programme will be developed as the project is progressed.

Organisational Impact:

The project will have a significant impact on most service areas within the Council including:

- Finance
- Legal
- Planning

- Assets
- Procurement
- Communication & Engagement

Contacts:**Circulation list and sequence:**

Project Board

Decision Path:

Project Sponsor

Project Sponsor:

Environment and Commercial Services

Project Manager:

Strategic Director (Operations and Commercial)

Project Board:

Membership to include:

- Portfolio Holder for Environment and Commercial Services
- Portfolio Holder for Housing & Health
- Portfolio Holder for Finance & Governance
- Portfolio Holder for Transport & Licensing
- Shadow Member for Environment and Commercial Services (or whoever the Labour group seek to appoint)

Project Team:*To be determined***Project Client(s):**

Cabinet

Accepted by (Sponsor Name)	Date
Accepted by (Project Manager)	Date
Accepted by (Project Office)	Date

Terms of Reference:

(a) To provide a forum for consultation with other Members of the Council before the Tides Leisure Centre project is determined by Cabinet.

(b) To assist and support the Cabinet/Portfolio Holder with regard to background information or preliminary work or research in connection with the Tides Leisure Centre project.

(c) To advise the Cabinet (via the Portfolio Holder Environment and Commercial Services) on the delivery of the Tides Leisure Centre project.

Such advice is to:

- Establish whether the proposals meet identified indoor sporting needs of the district, now and over the next ten to twenty years.
- Examine whether the proposals represent good value for money.
- Have regard to long term financial viability
- Have regard to physical and planning constraints at the site.

OTHER MATTERS**Chairmanship**

The Group will be chaired by the Portfolio Holder for Environment and Commercial Services.

Powers

The Group is not a decision-making body. Its recommendations will be reported back to the Cabinet via the Portfolio Holder for Environment and Commercial Services.

Frequency of Meetings

The group shall meet at a frequency of once every two to three months for the duration of the project, i.e. until the new build leisure centre has opened to the public. Exact meeting dates will be determined by the Portfolio Holder for Environment and Commercial Services, with the objective of ensuring they occur at times when evidence is being gathered or choices are being explored about delivery of the project.