

12 Dec 2017

Subject: Campus Programme

**Cabinet Member: Cllr John Thomson
Cabinet Member for Communities, Communication,
Leisure and Libraries**

Key Decision: Yes

Executive Summary

In February 2011, cabinet approved the physical development of campuses committing an initial budget of £30.000 million. In December 2011, cabinet approved the capital business cases for the first three campuses in Corsham, Salisbury and Melksham. In October 2012, cabinet approved four further capital business cases for campuses in Calne, Cricklade, Pewsey, Tisbury.

The original budget allocated was for £66.927 million; this was increased to £75.033 million (including a Sports England Grant of £1.600 million, and a Football Association grant of £0.600 million for Melksham campus).

The original vision was to extend the provision of campuses to all community areas.

Investment has been made in Calne, Corsham, Devizes, Salisbury, Tisbury, Malmesbury and Melksham and work is underway to deliver new leisure provision in Pewsey.

This report sets out the proposal for Melksham, Cricklade and Calne to complete the original and approved campus programme. The proposals reflect the budget available.

Proposals

This paper recommends that cabinet:

- i. Note the progress and investment to date
- ii. Note that the final phase will be delivered with the financial resources allocated in the capital budget programme and Medium Term Financial

Plan. If this is not possible following procurement exercises then any amendments to the financial envelope of the programme will be brought back to cabinet for decision before award is made. As such delegated authority within the current financial envelope is granted to the Director of Communities and Communications, to authorise the procurement of those services and resources required to deliver the programme, following consultation with the Cabinet Member of Communities and Communications, and the Directors for Legal and Democratic Services and Finance

- iii. Approve the proposals for Melksham and Calne (attached at Appendix 3 and 1 respectively)
- iv. Approve the proposal for Cricklade (attached at Appendix 2) and the proposal to transfer a package of assets to Cricklade Town Council including the leisure centre at Stones Lane
- v. Approves that the investments proposed in Calne, Cricklade and Melksham completes the delivery of the campus programme in Wiltshire.

Reason for Proposals

In 2012, Wiltshire Council committed to a programme of rationalisation of buildings to invest in community campuses across the county. Investment was approved for seven campuses and an additional community hub was added in 2014. Since the initial approval, the council has seen change in its financial position and as a consequence its future capital investment programme. This combined with the economic downturn has meant a need to review the campus programme ambitions across the county.

To date £41.576 million has been invested to deliver the campus programme and work is currently underway to invest a further £10.334 million.

The final phase of the programme will see completion of the outstanding campuses. This report recommends that this final phase of investment will complete the campus programme. Any future investment will be based on the provision of community hubs and will be predicated on community need and a robust business case that demonstrates the Return on Investment (ROI).

The success of the provision of community hubs in Calne, Devizes and Malmesbury has proven to be highly successful providing a wide range of services, flexible space for use by the community and commercial organisations and an increase in the numbers of volunteers helping to make the service sustainable in the future.

Corporate Director: Dr Carlton Brand

Wiltshire Council

Cabinet

December 2017

Subject: Campus Programme

Cabinet Member: Cllr John Thomson
Cabinet Member for Communities, Communication,
Leisure and Libraries

Key Decision: Yes

Purpose of Report

1. To provide an update on the delivery of the approved campus programme and to seek cabinet approval for revised proposals for Melksham, Cricklade and Calne.
2. To provide an update on the proposal to asset transfer the council owned leisure centre in Cricklade - following investment in the centre - as part of a package of assets, as set out in this report.

Relevance to the council's Business Plan

3. The campus programme is aligned to the current Business Plan.
4. Community facilities have a key role in supporting people to live more active and fulfilled lives. The campus programme provides sustainable assets for local communities that provide a place, facilities and services that help to combat isolation and loneliness and increase the opportunities for social interaction.
5. At the heart of the community campus and hub programme is the principle of supporting the development of strong communities. These new facilities provide the opportunity to encourage the local community to come together and participate in events and activities and local decisions that affect them. The facilities are helping people to improve their quality of life and general wellbeing.
6. The campus programme provides opportunities for the council's commercialisation programme. Investment in the facilities has been designed to provide opportunities for income generation:
 - Marketing of space usage to a range of sectors
 - Capitalising on opportunities for third party advertising
 - Delivery of specialist events and activities.

Background

7. In 2009, following the establishment of Wiltshire Council, a review of the inherited leisure stock and other buildings was carried out. The review highlighted the 23 leisure centres across the county required an investment of around £120.000 million to address the backlog of maintenance and maintenance over the next 25 years.
8. The investment would, however, not result in improvements to the customer experience, or provide new fit for purpose centres that would deliver improved facilities and the potential to generate more income.
9. Planned rationalisation of the buildings that were no longer fit for purpose across the county formed the basis of the community campus programme.
10. A campus would bring services together in a community area, based on local need. The services could be wide ranging and include public, voluntary and community services.
11. Nineteen community operation boards (COBs) were established as advisory sub-groups to the eighteen community area boards tasked with drafting conceptual design plans for a campus based on local consultation and engagement.
12. In February 2011, cabinet approved the physical development of campuses committing an initial budget of £30.000 million. In December 2011, cabinet approved the capital business cases for the first three campuses in Corsham, Salisbury and Melksham.
13. In October 2012, cabinet approved four further capital business cases for campuses in Calne, Cricklade, Pewsey, Tisbury. The original budget that was allocated was for £66.927 million; this was increased to £75.033 million (including the Sports England grant of £1.600 million and Football Association grant of £0.600 million allocated to Melksham campus).
14. To date £41.576m has been invested to deliver:
 - Springfield Community Campus in Corsham
 - Five Rivers Health and Wellbeing Centre in Salisbury
 - The Nadder Centre in Tisbury
 - The Riverside Community Centre in Malmesbury
 - All-weather pitch and new toucan crossing at Beversbrook in Calne
 - Calne Community Hub based on the refurbishment of the town centre library
 - Football and rugby facilities at Woolmore Farm in Melksham
 - Melksham Market Place redevelopment

- Melksham Cricket Pavilion (replacement following fire last year)
- Melksham Skate Park at King George V Park

15. In addition: Devizes Community Hub has been provided - based in the town centre library – which has enabled the closure of the customer services previously provided at a separate leased location in Snuff Street. The services are now provided at the new hub following co-location and a refurbishment project.

Current Position

16. Work is currently in progress to invest £10.334 million to complete:

- The Vale Health and wellbeing Centre in Pewsey
- Royal Wootton Bassett Community Hub (in partnership with RWB Town Council)

17. The outstanding sites to be completed as part of the approved campus programme are:

- Melksham Campus
- Calne Campus
- Cricklade Campus

Main considerations for the council

18. The initial proposals for Melksham, Cricklade and Calne were drawn up by the COBs. These proposals were not aligned to a defined financial budget.

19. The original community campus strategy envisaged nineteen campuses across the county. In light of the economic position and the financial challenges that the council continues to face, the completion of the final phase in Calne, Cricklade and Melksham will conclude the approved campus programme.

20. The opportunity to deliver sustainable community facilities in areas that have not seen investment in a community campus or hub will be tabled for consideration by cabinet early next year. Any future consolidation and investment will be based on the successful community hub model and predicated on a robust business case and Return on Investment.

Overview and Scrutiny Engagement

21. This is not a new proposal. It is an update on the campus programme approved in 2012.

Safeguarding Implications

22. The campus programme is based in local communities and co-locates the provision of services that they need. The model for delivery includes volunteers, apprenticeships and work experience. The policy for ensuring appropriate checks will be undertaken and training on safeguarding will be implemented as part of the induction process for all staff and volunteers.

Public Health Implications

23. The campus facilities ensure long-term access to improved and exemplary leisure facilities. These facilities provide opportunities for people to lead healthy active lives. Increasing physical activity can help improve the physical and mental health of the population, to reduce mortality and improve life expectancy. As a consequence, it can also save money and significantly ease the burden on public services.
24. Access to campuses is helping to increase the number of people meeting physical activity guidelines and reducing the proportion of 'inactive' adults, children and young people.
25. The community element of the campuses and hubs also provides the opportunity for individuals to become more active and involved in their communities.
26. The campus programme delivers huge opportunities for the promotion of public health and wellbeing.
27. All of the campuses include a care room and in Melksham a GP surgery will be provided and in Corsham the health care centre is collocated. The campus provision assists with referrals from local GPs and the opportunities for participation in a wide range of activities, events and groups will help to promote inclusivity and reduce isolation and loneliness.
28. A wide range of health-related activities such as arts on prescription and dementia singing groups are accessible at the campuses and hubs.

Procurement Implications

29. The council will undertake due process for the procurement of services in relation to the award of work to deliver the next stage of the programme. The procurement hub will support with procurement process and the management of the contracts. At this stage the financial envelope is based on estimates compiled with professional advice. If the tenders come back in excess of the financial envelope then the programme / budget will need to be reviewed and the appropriate governance process followed before an award can be made.
30. This report asks that delegated authority within the current financial envelope is granted to the Director of Communities and Communications, to sign the authorise the procurement of those services and resources required to deliver the programme, following consultation with the cabinet

member of Communities and Communications, and the Directors for Legal and Democratic Services and Finance.

Equalities Impact of the Proposal

31. The equalities assessment will be used to form the final design brief; these buildings will be designed to be accessible to all members of the community.
32. We will ensure that equalities impact is constantly reviewed as part of the project documentation to ensure that all the buildings continue to meet the needs of all members of the community.

Environmental and Climate Change Considerations

33. These projects will seek to reduce the energy consumption and carbon emissions of the council's operational estate. All the campus buildings are built to a specification that aims to deliver a 40% reduction in Carbon Emissions.
34. As part of the refurbishment of Calne and Cricklade the buildings M&E will be fully upgraded; this will include the replacement of the heating systems. The equipment will be upgraded with modern and energy efficient equipment.
35. Similarly, the Melksham Campus facility is a new build and will be constructed to the highest standards with modern M&E infrastructure; this site will replace four old properties.
36. The need to create efficient buildings with low carbon emissions will form part of the build scope. We will work with the specialist's teams to ensure the highest standards are achieved.
37. A full environmental risk assessment will be carried at each of the project stages from design to construction. All three projects will adhere to the most up to date building regulations and statutory obligations.
38. We will also consider what opportunities there are for including renewable energy sources into these schemes.

Risk assessment

39. A full risk assessment is carried out in relation to each community campus and hub. This has been undertaken and across the programme in the provision to date.

Risks that may arise if the proposed decision and related work is not taken

40. This report highlights the extent of the delivery of the approved campus programme and the final phase of works required to conclude this

programme. If this work does not go ahead there will be implications for the long-term provision of a wide range of services, including external partner services; such as GP surgery, leisure, library, and community space in the relative community areas.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

41. There are risks associated with each of the campuses. These risks are assessed as part of the programme and mitigated, as appropriate.

Financial implications

42. The revised approved capital budget for the delivery of the approved community campus and hub programme is £75.033 million (approved MTFP – capital budget allocation).
43. At the end of 2016/17 £41.576 million had been spent and a further £10.334m committed to deliver the programme, within current delegations. As such there is £23.124 million remaining budget. Of this the majority is allocated in 2018 - 2020 for Calne, Cricklade and Melksham. The options recommended in this paper returns £1.846 million budget from the original Cricklade budget.
44. There are a number of financial risks associated with the current programme. Firstly the proposed options in this paper will require the existing campus capital budget to be re-profiled. This could have implications on the 2018/19 capital financing revenue budget if the capital spend in 2019/20 is brought forward.

The funding of additional borrowing costs still need to be identified and addressed in making a decision on award of contracts.

45. The current costings for the three campuses will to be delivered are estimates and there is no provision at this stage for any costs above these arising from the design and tender process. There is, therefore, a risk of overspend / insufficient funds being identified in the future. It is assumed that any additional costs will be contained within the approved budget and this risk will be mitigated through the design management. Options to reduce any tendered price will be assessed when awarding tenders and any significant variations being brought back to cabinet for both approval and identification of any additional funds required.
46. The current models have yet to be fully costed for all the revenue cost implications and 'commercial' opportunities are still to be fully identified. As the base budgets are reducing under the medium term financial plan and assumptions have already been made surrounding income, there is a risk that the designed schemes add further revenue costs or income is double counted. Again, this will need to be mitigated at both design and approval stage, with any significant design changes that result in revenue

impact being brought back to cabinet for both approval and identification of any additional funds required.

47. As such the next stages of procurement will need to be very clear to enable negotiations around pricing for all works in order to avoid aborted costs which will need to be funded from revenue which would draw on general fund reserves which are already at minimum levels.

Legal implications

48. There are legal implications in relation to Cricklade, which is currently managed by Cricklade and District Community Association (C&DCA). C&DCA did not wish to hand the centre back to the council (as was the case with Calne Leisure Centre that was also operated by the community). To ensure the long-term sustainability of the centre and to guarantee a return on investment, the council has been in negotiation with Cricklade Town Council.

49. At an extraordinary meeting on 17th October 2017, the town council approved requesting an asset transfer of the following facilities from Wiltshire Council:

- Stones Lane Leisure Centre
- Ockwells, High Street
- Waylands Car Park spaces (as owned by Wiltshire Council)

50. The transfer would be predicated on:

- An investment in the leisure centre to address the maintenance backlog and deliver enhancements to improve the customer experience and enable an increase in income.
- A capital sinking fund of £0.500 million.

51. The transfer of Ockwells would enable the town council as landlord to agree the terms with the GP surgery as a tenant and to no longer pay rent to Wiltshire Council. Maintenance work has recently been carried out on the property so no further work is anticipated ahead of the proposed transfer.

52. The transfer would be predicated on:

- Continued occupancy for the provision of the town's library service at no charge to Wiltshire Council.

53. There are also legal implications to finalise the terms of the transfer of Calne Leisure from the community trust to the council. The transfer was agreed on the basis that the residual assets (around £300K) would be transferred subject to improvement works being approved and started on

the centre. The trust will release this funding following the approval of the investment works.

54. With regard to Melksham, there will be legal implications regarding the terms of occupancy for external partners; the GP surgery and Melksham Without Parish Council.

55. Terms of agreement have been drafted for the outdoor clubs at the Melksham House site; bowls, cricket and tennis.

56. The mixed use of the Melksham House site to include housing development will be subject to planning.

Conclusions

57. This report recommends that cabinet approve the revised proposals for the final phase of investment that will complete the campus programme.

58. Any future investment in a community hub will be predicated on community need and a robust business case that demonstrates the Return on Investment (ROI).

59. The investment in community campuses and hubs will deliver assets that provide communities with facilities to enable people to live more active, enriched lives and make communities the opportunities to become more independent and resilient.

60. It is recommended that the director of Communities and Communications, has the delegated authority to authorise the procurement of those services and resources required to deliver the final phase of the campus programme, in consultation with the cabinet member of Communities and Communications, and the Directors for Legal and Democratic Services and Finance.

Laurie Bell (Director - Communities and Communications)

Report Author: Laurie Bell, Director - Communities and Communication, laurie.bell@wiltshire.gov.uk, Tel: 01225 713618

Natasha Gumbrell, Business Manager Community Campus and Hub Build

Date of report: 12 December 2017

Appendices

Appendix 1 – Calne Campus Update
Appendix 2 – Cricklade Campus Update
Appendix 3 – Melksham Campus Update
Appendix 4 – Programme Finances – Part ii

Background Papers: None