

Public Document Pack



RUSHMOOR BOROUGH COUNCIL

CABINET

*at the Council Offices, Farnborough on
Tuesday, 17th October, 2023 at 7.00 pm*

To:

Cllr D.E. Clifford, Leader of the Council
Cllr M.L. Sheehan, Deputy Leader and Operational Services Portfolio Holder
Cllr M.J. Tennant, Deputy Leader and Major Projects and Property Portfolio Holder

Cllr J.B. Canty, Customer Experience, Transformation and Corporate Portfolio
Holder

Cllr Sue Carter, Democracy, Strategy and Partnerships Portfolio Holder

Cllr G.B. Lyon, Planning and Economy Portfolio Holder

Cllr P.G. Taylor, Finance Portfolio Holder

Enquiries regarding this agenda should be referred to Chris Todd, Democratic
Support Officer, on 01252 398825 or e-mail: chris.todd@rushmoor.gov.uk

A G E N D A

1. DECLARATIONS OF INTEREST –

Under the Council's Code of Conduct for Councillors, all Members are required to disclose relevant Interests in any matter to be considered at the meeting. Where the matter directly relates to a Member's Disclosable Pecuniary Interests or Other Registrable Interest, that Member must not participate in any discussion or vote on the matter and must not remain in the room unless they have been granted a dispensation (see note below). If the matter directly relates to 'Non-Registrable Interests', the Member's participation in the meeting will depend on the nature of the matter and whether it directly relates or affects their financial interest or well-being or that of a relative, friend or close associate, applying the tests set out in the Code.

NOTE:

On 27th May, 2021, the Council's Corporate Governance, Audit and Standards Committee granted dispensations to Members appointed by the Council to the Board of the Rushmoor Development Partnership and as Directors of Rushmoor Homes Limited.

2. **MINUTES** – (Pages 1 - 4)

To confirm the Minutes of the meeting held on 3rd October, 2023 (copy attached).

3. **COUNCIL TAX SUPPORT SCHEME - REPORT FROM THE COUNCIL TAX SUPPORT TASK AND FINISH GROUP** – (Pages 5 - 62)

(Cllr Diane Bedford, Chairman of the Council Tax Support Task and Finish Group)

To consider Report No. FIN2316 (copy attached), which sets out the work undertaken by the Council Tax Support Task and Finish Group to review the Council's Council Tax Support Scheme.

4. **LAWN TENNIS ASSOCIATION (LTA) INVESTMENT INTO PUBLIC TENNIS COURTS IN PARKS** – (Pages 63 - 98)

(Cllr Maurice Sheehan, Operational Services Portfolio Holder)

To consider Report No. OS2314 (copy attached), which sets out the Lawn Tennis Association's (LTA) programme of investment into public tennis courts in parks.

5. **RECOMMENDATIONS FROM THE OVERVIEW AND SCRUTINY COMMITTEE - SUPPORT FOR LOCAL ARMED FORCES COMMUNITY AND BRITISH GURKHA VETERANS** – (Pages 99 - 124)

(Mr Ian Harrison, Executive Director)

To consider Report No. DEM2307 (copy attached), which sets out the work undertaken by the Council's Overview and Scrutiny Committee in relation to issues and support for the armed forces community in Rushmoor, including veterans.

6. **FARNBOROUGH LEISURE AND CULTURAL HUB – APPROACH TO SUSTAINABILITY** – (Pages 125 - 184)

(Cllr Martin Tennant, Major Projects and Property Portfolio Holder)

To consider Report No. REG2308 (copy attached), which sets out the Council's approach to sustainability in relation to the delivery of a Leisure and Cultural Hub in Farnborough.

CABINET

Meeting held on Tuesday, 3rd October, 2023 at the Council Offices, Farnborough at 7.00 pm.

Voting Members

Cllr D.E. Clifford, Leader of the Council
 Cllr M.L. Sheehan, Deputy Leader and Operational Services Portfolio Holder
 Cllr M.J. Tennant, Deputy Leader and Major Projects and Property Portfolio Holder

Cllr J.B. Canty, Customer Experience, Transformation and Corporate Portfolio Holder

Cllr Sue Carter, Democracy, Strategy and Partnerships Portfolio Holder
 Cllr P.G. Taylor, Finance Portfolio Holder

An apology for absence was submitted on behalf of Cllr G.B. Lyon.

The Cabinet considered the following matters at the above-mentioned meeting. All executive decisions of the Cabinet shall become effective, subject to the call-in procedure, from **16th October, 2023**.

26. **DECLARATIONS OF INTEREST –**

Having regard to the Council's Code of Conduct for Councillors, no declarations of interest were made.

27. **MINUTES –**

The Minutes of the meeting of the Cabinet held on 12th September, 2023 were confirmed and signed by the Chairman.

28. **FARNBOROUGH LEISURE AND CULTURAL HUB – NEXT STEPS –** (Cllr Martin Tennant, Major Projects and Property Portfolio Holder)

The Cabinet considered Report No. REG2307, which set out an update on the current position in relation to the Leisure and Cultural Hub project and the next steps required to progress its delivery.

The Cabinet was informed that, in order to move forward the delivery of the new Leisure and Cultural Hub and meet the timescales associated with the Levelling Up funding awarded to the Council, it was now necessary to determine the final project scope and the schedule of accommodation to be included in the design. The Report also set out arrangements for the submission of planning applications, the commencement of negotiations regarding the sale of Council-owned land and the termination of associated leases to enable the construction of a mobility hub. Members also heard regarding the approach and timing for the Leisure Operator procurement and the budget required to complete the pre-construction phases of the project, along with the associated funding strategy and risks.

Members were informed that there were proposed amendments to the Report in respect of the wording of Recommendations 1, 2 and 3. In particular, the approach to finalise the sustainability and design, based on return-on-investment modelling, would now be considered by the Cabinet at its meeting on 17th October and would not be delegated, as had originally been proposed.

The Cabinet expressed strong support for the suggested approach for the progression of the project and considered that this would provide residents with excellent, modern facilities on the site.

The Cabinet RESOLVED that

- (i) the scope of the Leisure and Cultural Hub project, as set out in Report No. REG2307, as amended at the meeting, be approved as follows;
 - (a) Leisure and Cultural Hub to include:
 - Leisure Centre with the revised facilities mix, as set out in paragraph 3.12 of the Report
 - Shared café/bar with space for performance
 - Library and associated community space
 - Cultural space including art gallery, digital lab, collaboration space and studios
 - Customer access to Council and voluntary sector services
 - Council Offices
 - Meeting rooms
 - (b) Mobility Hub (circa 350 spaces)
 - (c) Skate park
 - (d) Play area;
- (ii) the progression of design development to RIBA Stage 3, planning submission and associated costs of up to £1,050 million, as set out in the Report, as amended at the meeting, be approved;
- (iii) the decision on the approach to sustainability for the building would be based on return-on-investment modelling and would be considered by the Cabinet at its meeting on 17th October, 2023;
- (iv) the project timetable, decision getaways and dependencies, as set out in the Report, be noted;
- (v) the intended land assembly process, as set out in the Confidential Appendix 1 of the Report, be approved;
- (vi) the estimated project budget and current funding strategy, as set out in the Report, be noted;
- (vii) the overall operator procurement and appointment approach, as set out in the Report, be approved;

- (viii) the immediate commencement of the operator procurement process, in accordance with the draft contract specification and conditions outlined in Appendices 2 and 3 of the Report, be approved;
- (ix) the Executive Head of Operations, in consultation with the Operational Services Portfolio Holder, be authorised to amend the procurement documentation, as required, throughout the process; and
- (x) the extending of the existing contract with Places Leisure to operate the Aldershot Pools and Lido, as set out in the Report, be approved, for a period of up to twelve months whilst the leisure operator procurement process is undertaken.

The Meeting closed at 7.32 pm.

CLLR D.E. CLIFFORD, LEADER OF THE COUNCIL

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CABINET
17th October 2023

COUNCIL TAX SUPPORT TASK & FINISH GROUP
COUNCILLOR DIANE BEDFORD (CHAIRMAN)

REPORT NO. FIN2316

KEY DECISION: NO

COUNCIL TAX SUPPORT SCHEME – 2024/25

SUMMARY:

This report sets out the work undertaken by the Council Tax Support Task and Finish Group, to review the Council's Council Tax Support Scheme (CTSS) and recommends action as follows:

RECOMMENDATIONS:

Cabinet is requested to:

- a) Agree a public consultation be undertaken on options around the Council's Council Tax Support Scheme regarding a scheme change to remove the 88% maximum liability used to calculate awards.
- b) Note that a report on the outcome of the consultation and any subsequent proposals to amend the CTSS will be presented to Cabinet on 6th February 2024.
- c) Note the deliberations and considerations of the Council Tax Support Task and Finish Group in arriving at recommendation a) above as set out the report and in Appendix 1.

1. BACKGROUND

- 1.1 Since 1 April 2013, local authorities have been providing their own CTSS to replace the previous national Council Tax Benefit Regulations, which had supported residents with their Council Tax costs.
- 1.2 Whilst local authorities have the freedom to set their own local schemes, based on local circumstances and needs, local authorities are required to provide pensioners with the same level of support received under the previous national Council Tax Benefit arrangements.
- 1.3 Accordingly, most local authorities have devised hybrid schemes, whereby those of pensionable age receive up to 100% of their Council Tax bill in support, whilst the maximum level of support for working age customers is considered separately and is often lower. A wide range of other local adjustments and schemes have been adopted in the intervening period since 2013.
- 1.4 In Rushmoor the Council is in its' tenth year of operating a local scheme, which

has been overseen by a cross-party Member Welfare Group, superseded in 2018 by the Council Tax Support Task and Finish Group, convened by the Overview and Scrutiny Committee.

- 1.5 In previous years, Rushmoor’s local scheme has proved effective and Council Tax collection rates remained high but since the Covid period and subsequent period of challenging economic conditions collection rates have struggled to recover to their pre-pandemic levels – whilst remaining robust overall.

1.6

	20/21	21/22	22/23
Overall Collection Rate achieved by year	96.8%	97.89%	97.72%

- 1.7 Due to a gradual recovery from the impact of furlough and job losses caused by the impact of Covid-19 on people’s financial circumstances, there was a slight improvement in the overall collection rate of Council Tax for 21/22 which was 97.8%. However, 22/23 saw a small drop to 97.72%. The cost-of-living crisis continues to have a significant impact on those working age resident’s ability to pay their council tax. The Council’s Local Taxation Team are closely monitoring the situation regularly to understand where the main issues are and have been adapting recovery processes accordingly.

- 1.8 Collection rates for recipients of CTS however are lower than those of the overall collection rate and analysis by the Working Group has revealed a worsening trend, with relatively small balances stubbornly accumulating to build long term arrears in some cases. The way these are calculated is slightly different to the main rates as CTS is awarded at the start of the year for up to the 88% of the full annual charge. Main collection rates are calculated as a % of the Council Tax due in the year to date. The only date we are 100% sure of the actual figures is on 31st March when we have comparable figures.

- 1.9 Local data shows that for working age recipients, the collection rate in terms of the amount of Council Tax paid for the full year and being paid up to the end of September 23 was 72.89%. At the same time in September 22, it was 65.3%. So, whilst an improvement on the previous year the collection rate remains considerably lower than the overall rate of collection. For pension age recipients the collection rate is currently 88%% which is slightly lower than pre-Covid. This is helped mainly by the pensioner CTS scheme allowing 100% support in most cases, due to it mirroring the previous national Council Tax Benefit scheme and a significant number of the remaining residents paying their instalments regularly.

2. WORK OF THE COUNCIL TAX SUPPORT TASK AND FINISH GROUP

- 2.1 A Council Tax Support Task and Finish Group was established in 2018, as a sub-group of the Overview and Scrutiny Committee (OSC) and has been working to the previously agreed terms of reference.

- 2.2 The Group met on 24th July 2023, 30th August 2023, and 26th September 2023 to make their recommendations. The full detail of the group's data presentations from the three meetings is attached at appendix 1.
- 2.3 The Group considered the on-going impact of the cost of living rises and associated data regarding the CTSS.
- 2.4 The Group weighed up several factors and paid specific attention to the following matters during their deliberations:
- Current collection rate for Council Tax payments in Rushmoor amongst CTS recipients
 - How the collection rate last year compares in Rushmoor this year, as opposed to previous years.
 - Council Tax Support caseload data
 - Exceptional Hardship payments
 - Comparable data relating to CTS schemes for other local authorities in Hampshire and audit family.
 - Data on main Council Tax collection rates.
 - Changes to national welfare benefits such as Universal Credit
 - A presentation from Boom Community bank providing information about ethical financial products
 - Options to change the scheme were presented such as considering a reduction in the maximum amount of council tax liability eligible for support and introducing an income banded scheme.
 - Cabinets recommendation to the group on 17th January 2023 to look at ways to provide extra support to the most vulnerable as well as reducing administrative costs and time whilst keeping within a similar total cost envelope
- 2.5 The current scheme's requirement to pay a 12% minimum contribution as well as current cost-of-living pressures do present financial impacts on both the council and its residents. The current CTSS is familiar to customers however the impact of the requirement for the most vulnerable claimants to pay a 12% minimum contribution towards their council tax when they may be facing other personal and financial changes and challenges has had an impact of the level of council tax arrears for these residents.
- 2.6 It is difficult to forecast the CTSS costs in 2024/25 with any degree of certainty due to the on-going cost-of-living issues. This also creates a continuing level of uncertainty with the current economic climate. The Council has seen a small drop in people claiming CTS, which is likely in part due to an increase in individual's financial resources but also the number of residents who go from working age to pensioner age where they move into the national scheme and mostly qualify for a 100% level of support.
- 2.7 Having considered all the data available to answer the lines of enquiry set out in 2.4 and recognising that there were factors that could support a change to

the CTSS in 2024/25, the Group considered that the best potential option to recommend to Cabinet for action which would be effective from the 1 April 2024 is as set out in 3.

3. OPTION BEING RECOMMENDED

- 3.1 To undertake a consultation exercise to seek views regarding the removal of the 88% cap to the maximum liability used to calculate Council Tax Support awards for working age residents. This would mean the lowest income residents would not be expected to pay a 12% minimum contribution.

In support of Option 1

- A report from the Institute of Fiscal Studies in 2021 said the following:
 - “We estimate very high rates of non-collection of the extra council tax liabilities, of around one quarter.
 - The overriding cause of these arrears/nonpayment is giving people a council tax bill, not increasing the size of the existing bill”
 - <http://ifs.org.uk/publications/impacts-localised-council-tax-support-schemes>
- Current thinking around minimum contribution schemes:
 - Research shows that minimum payments can have a higher non collection rate sometimes 10 x higher than normal.
 - Citizens Advice say, ‘the overriding cause of the arrears is giving vulnerable people a council tax bill.’
 - Recent research shows around 130 councils in England currently award a maximum of 100% of council tax liability. This contrasts with the least generous scheme that awards a maximum of only 50% of council tax liability.
 - With a minimum payment scheme the repeated calculations and repeated rebilling’s (which can happen multiple times a year – when working age customer’s pay varies) can be confusing for claimants and administratively burdensome
 - Collecting small amounts of Council Tax from people on the lowest incomes is time consuming and difficult. If the debts remain unpaid the Council has limited options to recover these debts due to the small balances and then the only options available are to write off the debt or use the Exceptional Hardship scheme at a financial loss to the Council.
 - Increasing scheme generosity has been shown to reduce arrears and increase collection rates. Recent analysis carried out by Policy in Practice showed a clear relationship between arrears and the level of Council Tax Support, with those receiving the most support having the lowest Council Tax arrears and those with the greatest reduction in CTS compared to the default scheme, having the highest Council Tax arrears.
- A cost v benefit analysis (see the presentation of 26th September 2023 for full details) indicates that the overall cost increase to the Council of £54k if Option 1 is included can be offset against actual and notional savings of a similar level which have been estimated at £51k.

In addition, there would be no pull-on existing reserves to supplement the Exceptional Hardship Fund. For 23/24 this additional amount was £30,000. The budget for 24/25 is £12,000 with no scope for an increase.

- The Bad Debt provision in relation to these uncollectable debts could be reduced by approximately £14,300.
- Data shows that Rushmoor's current scheme has a lower collection rate so far in 23/24 than previous years with more residents struggling to pay the 12% minimum contribution as well as the cost-of-living increases.

3.2 The Group's preferred option is to remove the 88% cap on the maximum Council Tax liability. However, the group are committed to recommend final changes to Cabinet only after taking careful heed of the consultation results.

3.3 The group were clear that there would be a need to review the scheme further using robust data and future consultation with the public and the major preceptors. The on-going migration of customers to Universal Credit and with the financial challenges facing the Council in coming years, the current CTS scheme may no longer be fit for purpose. As more people receive Universal Credit, it is important the scheme is adapted to ensure both UC and legacy benefit claimants are treated equally. This means tested scheme is also complex and costly to administer.

4. LEGAL IMPLICATIONS

4.1 There are no specific legal implications resulting from this report. The Council already has an established CTSS and has local powers to amend its' scheme providing that it undertakes consultation and considers the responses carefully.

5. EQUALITIES IMPACT IMPLICATIONS

5.1 It would be normal practice to undertake a detailed equality impact assessment (EIA) if there is a major change to the CTSS. However, as the recommendations affect every working age claim by starting the calculation using 100% of the Council Tax liability, no EIA is attached to the report on this occasion as there are no specific equalities impact matters that should arise because of adopting the recommendations.

6. FINANCIAL IMPLICATIONS

6.1 The only financial implications of supporting a consultation would be the costs of staff time running the exercise and assessing the responses which can be met from existing resources. The indicative additional scheme costs v savings analysis is detailed in the presentation of 26 September 2023.

6.2 If any changes are proposed to the scheme following the consultation exercise, a further financial appraisal will be undertaken and presented to the Council Tax Support Task and Finish Group and the Cabinet in a later report. Members will

need to consider the financial implications of the scheme when considering the Budget for 2024/25 at the Council meeting in February 2024.

7. CONCLUSIONS

- 7.1 Cabinet are asked to consider the issues raised in this report and to follow the Group's recommendation to undertake a consultation regarding a scheme change as proposed in the report.

Councillor Diane Bedford
Chairman of Council Tax Support Task and Finish Group

BACKGROUND DOCUMENTS:

- 24th July 2023 presentation to Council Tax Support Members Task and Finish Group
- 30th August 2023 presentation to Council Tax Support Members Task and Finish Group
- 26th September 2023 presentation to Council Tax Support Members Task and Finish Group

CONTACT DETAILS:

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Head of Service: **Peter Vickers**
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Council Tax Support Scheme Working Group

Monday 24th July 2023

Agenda

- Current data Council Tax, Welfare Benefits and Council Tax Support
- Arrangements to review CTS Scheme for 24/25
- Scope of review
- Options to consider
- Next steps
- Timeline – including next meeting

Overall summary of the data

National changes

- Cost of Living impact and continued Household Support due to impacts of increased energy; food and other living costs
- No core changes to Housing Benefit but uplifted with inflation from April 2023
- Universal Credit continues to migrate naturally with small pilots being carried out to transfer HB caseloads in bulk. No details for this part of the country
- More household support funding 2023/24 via unitary authorities for Food Vouchers and Housing crisis payments

Local issues

- CTS recipients – rates of payments down slightly
- General collection rates remain at around Covid levels
- Likely to continue to be an increased draw on the Exceptional Hardship Fund of £42k. Full amount spent in 22/23 and same budget provision for 23/24
- Discretionary Housing Payment budget fully spent plus £82k Housing Crisis payments

Council Tax Support review of existing scheme

- Focus this year has been on government funding initiatives to support cost of living
- Other LA's report that they are looking at increasing support not taking it away. Some are looking at giving the most vulnerable 100% support. Some of these LAs do have higher minimum contributions than RBC
- A few Hampshire LA's now have an Income Banded Scheme – IOW and Winchester with maximum support at 70% for both schemes
- A few of Hampshire authorities retained the old CTB feature of 100% support for lowest income groups
- Our scheme figures show that many people can pay some or all their council tax after CTS. We do have an Exceptional Hardship Fund to help them and can use the regulations to write-off small debts that are uncollectable.
- Overall evidence continues to show a balanced scheme – however, considerable financial pressure and uncertainty this year.
- Cabinet agreed a review of the scheme to look at simplifying it; option to give 100% support to most vulnerable and make the new scheme more compatible with UC to avoid inequality with people receiving legacy benefits

Council Tax collection rate 22/23

	20/21	21/22	22/23
Overall Collection Rate achieved by end of year	96.8%	97.89%	97.72%

Council Tax Collection Rates – Near Neighbours

Position	Local Authority	Collection Rate 2020/21	Collection Rate 2021/22	Collection Rate 2022/23	Minimum contribution CTS scheme
1	Surrey Heath	98.7%	98.4%	98.60%	Income Banded Scheme
2	Hart	96.9%	98.1%	98.52%	0%
6	Guildford	97.5%	97.5%	97.69%	0%
3	East Hampshire	98.1%	98.3%	98.19%	0%
5	Waverley	97.3%	98.2%	97.71%	0%
7	Bracknell Forest	97.9%	97.3%	97.21%	Income Banded Scheme
4	Rushmoor	96.8%	97.89%	97.72%	12%

Council Tax Collection Rates – Audit Family

Local Authority	Minimum Contribution – CTS scheme	Collection Rate 2020/21	Collection Rate 2021/22	Collection Rate 2022/23
High Peak	Income Banded Scheme	97.8%	98.1%	97.87%
North Hertfordshire	Income Banded Scheme	97.4%	98.4%	97.56%
Wellingborough*	0%	92.6%	96.3%	96.80%
Cherwell	0%	97.5%	98.1%	98.05%
Worcester	0%	97.6%	97.5%	95.02%
Rushmoor	12%	96.8%	97.9%	97.72%
Colchester	20%	97.8%	97.9%	97.81%
East Staffordshire	0%	97%	97%	96.66%
Kettering*	0%	96.4%	96.3%	96.80%
South Ribble	0%	96.8%	96.5%	96.78%
Broxbourne	25%	96.6%	96.7%	97.20%
Dartford	0%	95.9%	96.3%	96.49%
Rugby	15%	95.7%	95.6%	94.83%
Gloucester	0%	95.9%	95.3%	93.51%
Gravesham	20%	94.5%	95.5%	96.08%

Council Tax Support Claims (Working Age only) – Council Tax account balances March 23

Working age	Credit or zero balance	Owe less than £200	Owe between £200 and £500	Owe more than £3000
2804 (59% of total CTS caseload of 4751)	509 (18%) *In July 22 this was 6%	1726 (62%)	369 (13%)	200 (7%)
		1385 owe less than £100 (80%)	203 (55%) owe less than £300	No one owes more than £3000
		341 owe less than £200 (20%)	86 (23%) owe between £300 and £500	4 owe between £2k and £3k (1%)
			80 (22%) owe between £400 and £500	29 owe between £1k and £2k (15%)
CTS recovery rate Working Age				167 owe between £500 and £1k – 84%
18/19 84% 19/20 83% 20/21 85%				
21/22 73% 22/23 Oct 22 78%* recovery rate	* Improved by £150 Energy Rebate where credited to CT account	Calculated by taking into account what is owed to date for current year to end Oct 22		



Exceptional Hardship Payments 22/23

- £22k was base budget. A further £20k was added from the reserves
- We have spent £40,015.11 in 22/23 on 136 applications.
- Average award was £294.23
- Main reasons for granting an award are:
 - Health issues
 - Financial hardship
 - Serious debt issues
 - Cost of Living impact
- 4 Refusals

Discretionary Housing Payments and HSF Housing Crisis Fund payments 22/23

Welfare Reform	Number	£
Not affected by reforms – Financial Hardship	207	88,120
Social Sector Size Criteria ('bedroom tax')	112	21,993
Benefit Cap –	22	10,204
LHA Reform – rent shortfalls	90	39,931

- We have awarded to £160,248 to 431 recipients from the allocated funds of £160,752
- We have also spent £82k from the Housing Support Fund for Housing Crisis cases, given to us by HCC

CTS Caseload Data

Date	Working Age	Pensioner	Total
31 March 2021	2,972	2,003	4,975
31 March 2022	2,905	1,948	4,853
31 Mar 2023	2,848	1,943	4,791

CTS payments

Year	Working Age	Pensioner	Total
2020/21	£2,632,715.46	£2,133,905.47	£4,766,620.93
2021/22	£2,969,372.35	£2,177,330.95	£5,146,703.30
2022/23	£2,917,912.14	£2,215,992.87	£5,133,905.01
The scheme costs are shared with the major preceptors			

Latest Council Tax Support payments by type – cash values

	March 21	March 22	March 23	
Pensioner	£2,133,905.47	£2,177,330.95	£2,215,992.87	Pension age
Working Age - Other	£948,867.35	£1,101,581.69	£1,016,312.16	All out of work benefits or occupational pensions but not pension age
Working Age - Vulnerable	£1,253,632.07	£1,369,479.58	£1,478,607.28	Disability Premiums in play ESA Income Related
Working Age - Employed	£156,021.83	£200,929.26	£141,772.52	Working more than 16 hours
Working Age - Vulnerable Household	£274,194.21	£297,381.82	£281,220.18	Where a child under 5 in the household
CTS Total	£4,766,620.93	£5,146,703.30	£5,133,905.01	

What Cabinet agreed on 17th January 2023

To review the CTS scheme for 24/25

SCOPE

Possibly giving extra support to the most vulnerable

Make it simpler for customers and a better fit with Universal Credit

Reduce administrative costs and time

What are your priorities?

Giving more support to the most vulnerable



Simplifying the scheme for customers by making it work better with Universal Credit



Reducing costs of administration



Giving vulnerable people more support

- Current scheme is stable; no real issues; collection rate for CTS residents is lower than main rate
- Current scheme pays a maximum of 88% liability so there is a 12% minimum contribution which is difficult to collect and resource intensive for smaller debts
- All vulnerable people currently get the maximum 88% support
- Simplest way to give more support would be to use 100% of the liability meaning the vulnerable residents receive 100% CTS
 - There is a cost involved – question of affordability
 - Savings can be identified to off-set
 - Less debt; less provision for bad debts; savings in staff time collecting small amounts which are mostly written off; less administration costs producing multiple bills for small earnings changes
 - Reduction in Exceptional Hardship fund

Example – Award all vulnerable 100% reduction

Model	Sum of Annual CTR	Difference Annual	Affected By Change Count	Wins Count	Loses Count	12% of difference cost to RBC	12% of Annual CTR cost to RBC
Baseline – 23/24 cost @July 23	£5,317,474	-	-	-	-	-	£638,096
Example - @July 23	£5,786,345	£468,871	2,782	2,782	0	£56,264	£694,361
			2,782 active working age claims		No losers		Rushmoor share of total scheme cost

Simplifying the scheme for Universal Credit customers

- If someone on UC has a wage change, which could be a number of times a year, they get a new Council Tax bill every time.
- This causes confusion, they don't know what to pay as each new bill has a different set of instalments
- Costs for the Council in terms of extra bills and time spent on customer queries
- Using 100% liability will reduce the number of bills for some people who have low incomes and Universal Credit

Information required to inform a recommendation

We can show you the impact of making other smaller changes to our scheme

We could model other options including Income bands

Beyond the data what else is needed to achieve our desired outcome?

Next Steps

Information and modelling required



Consultation requirements



Suggested dates for next meeting - ideally

Wednesday 30th August

or

Tuesday 5th September

Council Tax Support Scheme Working Group

Wednesday 30th August 2023

Agenda

- Boom – Community Bank
 - Presentation from Mark Jasper, CEO & Treasurer on the work of Boom
- Council Tax Support Scheme
 - Payment and arrears profile
 - Arrears by Band
 - Exceptional Hardship Payments
- Altering the minimum contribution – a reminder
- Illustrating an income banded scheme
- Next meeting and timeline
 - 26th September at 6pm
 - Timeline – as indicated in Ian's email dated 24th August

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David Wright OBE [Chair]
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Boom Community Bank
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Worthing
BN11 1RY

Joined the Board in 2018 as Treasurer, with responsibility for the oversight of financial governance arrangements, investment decisions, and performance. In 2021 he became Boom CEO, having spent 30 years in local government finance with specific experience in the social housing sector. He has overseen the move to new premises, and with the help of his leadership team built on Boom's achievements, increasing its digital footprint and the use of technology to drive improvement. He is also a Trustee of Seaside Homes Housing Association based in Brighton.

Founding chair of SurreySave and negotiated the merger with West Sussex in 2016, creating Boom. He is a former British diplomat with 50 years' experience of bilateral diplomacy and public service. He was a Borough Councillor for 16 years and used his links to help establish SurreySave. He has chaired the Surrey Hills Area of Outstanding Natural Beauty Board and served on the Boards of Surrey Hills Enterprises and Trust, Surrey Probation, Guildford and Waverley PCT, Guildford CAB, and Oakleaf Enterprises, the mental health charity.





BOOM

COMMUNITY BANK

Financial Solutions

Unsecured personal loans

Debt consolidation

Save-as-you-repay

No Interest Loan Schemes (NILS)

Adult and Junior savings

Corporate savings

Social investments

MY MONEY BOX

BOOM COMMUNITY BANK

Building Finances

Supporting savings and loan repayment via payroll deductions.

MONEY FOCUS

Financial Education and info.

Free-to-use tools, including a benefits checker and savings calculator, and links to external sources of Financial Advice.

BOOM

COMMUNITY BANK

Comprehensive Services: Solutions, education support



Access Loan £300 to £10,000
 Representative 31.7% APR
 For low-income and credit scores.



Family Loan £300 to £5,500
 Representative 31.3% APR
 Repaid from Child Benefit.



Choice Loan up to £15,000
 Representative 19.4% APR
 For good/mid credit scores.



Advantage Loan up to £15,000
 Representative 10.4% APR
 For higher credit scores.



Consolidation Loan
 Reduce outgoings and borrowing costs.
 Direct creditor repayment.



No Interest Loan Scheme (NILS)
 Up to £1,500 for those in acute financial difficulty who can't access/afford alternatives.



57% of loans under £1,000

74% of loans to women

49% to lone parents

87% to social or private rent tenants

91% of loans disbursed have a TransUnion

Score of <550

0 - 550 [Very Poor Credit Score]

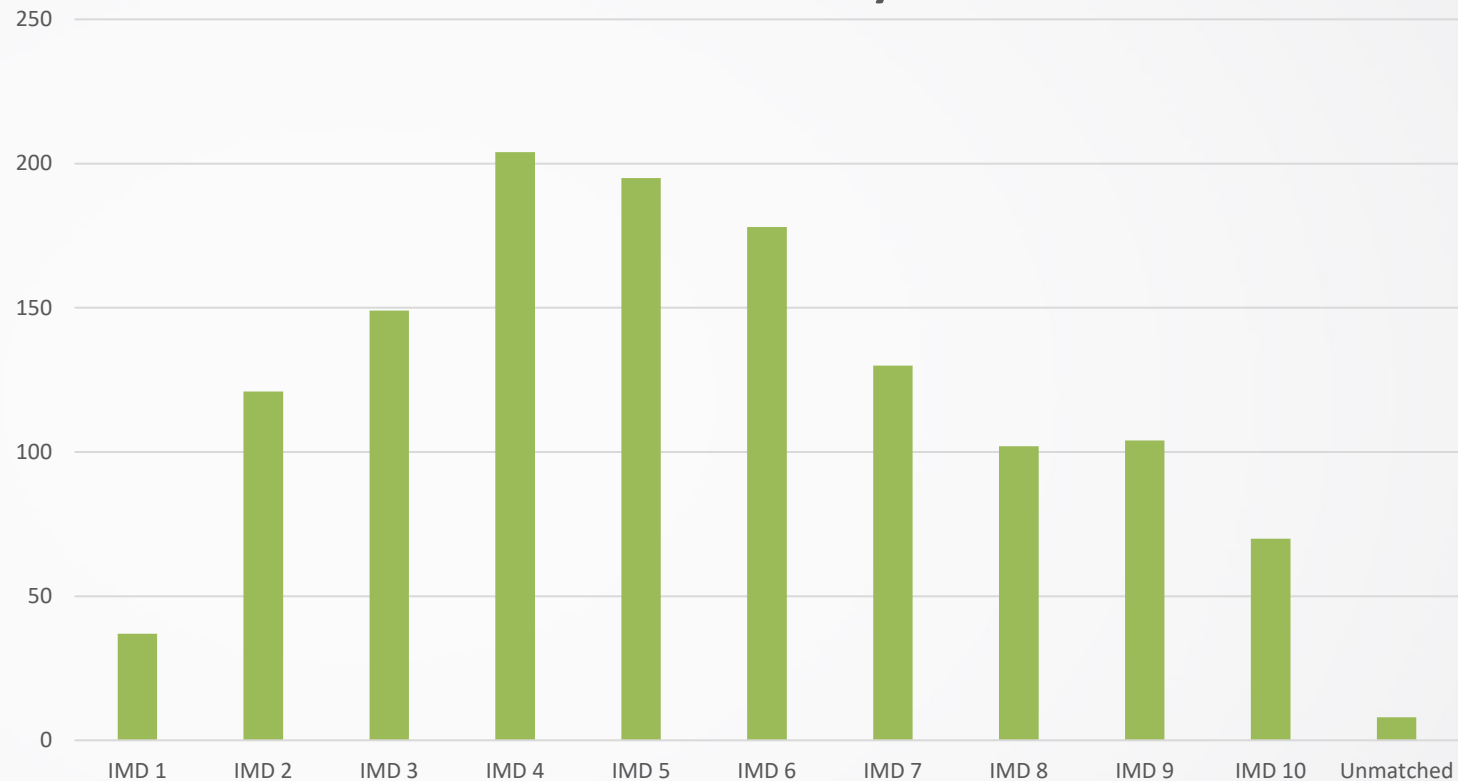
551 – 565 [Poor]

566 – 603 [Fair]

604 – 627 [Good]

628 – 710 [Excellent]

Customer demographics IMD score analysis





Personal, Junior and Payroll Savings

Protected savings for everyone, attracting interest or dividends.



Corporate Savings

Ethical and protected non-personal savings for organisations, including local authorities*, businesses, churches and charities.

*Annual budget of less than £1.5m



Deposits in Boom Community Bank are protected by the Financial Services Compensation Scheme (FSCS).



Current Account and Debit Card
 Available to Boom Community Bank members. No credit checks or lengthy applications.
 Transparent fees and cashback awards with high street brands.



Investment in digital

Member Area Login

Please enter your member number and Date of Birth

MEMBER NUMBER:

[I don't know my Member Number](#)

DATE OF BIRTH:

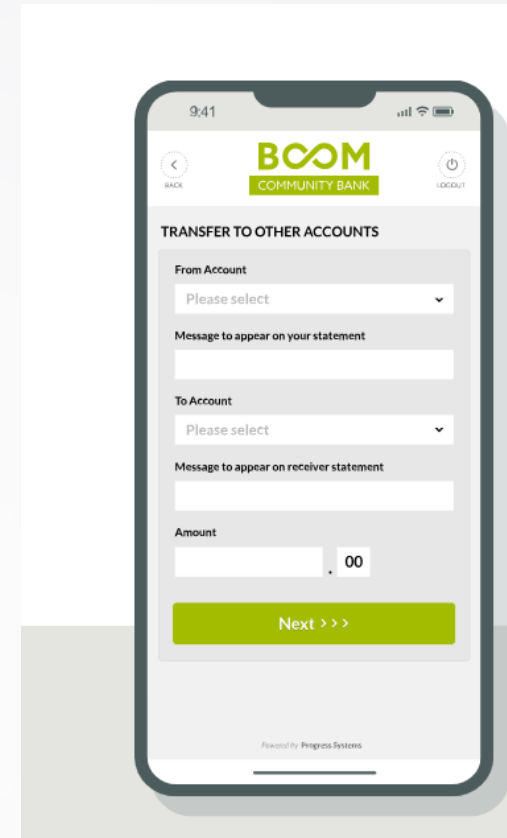
January

Continue

Not a Member? [Register for Online Access](#) Lost your PIN? [Request a new PIN](#)

Online banking

- Deposit savings.
- Repay a loan.
- View account statements.
- Monitor savings and loan repayment progress
- Pay utility bills and suppliers.
- Transfer money.



Mobile App

- Advanced biometric facial verification.
- Independent verification of formal identification.
- Full access to online banking




CUSTOMER EXPERIENCE

What our customers say

“ I have been a member for over 3 years and have found all their staff especially the underwriting team to be patient, understanding of your...




Maria Omosole
view post 



“ Boom has really helped me through some hard times, every person I've spoken to has been incredible. Clear, helpful, non judgemental just...




Willow Moore
view post 



“ Excellent service. Quick turn around time. I want to say thank you to all the staff at Boom. You have been a life saver...




Sherrie Orlando
view post 



“ Amazing company, has helped me a few times when I've struggled and couldn't have done things without there help, fast communication and...




Blue Stevenson
view post 



“ Very easy process and prompt guidelines and most importantly very quick in process.




Sunil Kumar
view post 



“ Excellent customer service, reliable and trustworthy



Mariana
view post 



Physical banners

A vertical banner with a dark grey background. At the top is a large, light grey infinity symbol. Below it, the word "BORROW" is written in white, bold, uppercase letters. In the center is a large QR code. At the bottom, the slogan "FOR YOU. FOREVER." is displayed in green and orange. Small text at the very bottom reads: "Boom Community Bank and Boom Credit Union are trading names of West Sussex and Surrey Credit Union Limited. Authorised by the Prudential Regulation Authority and regulated by the Financial Conduct Authority and the Prudential Regulation Authority. (FIRM 179220)"

A vertical banner with a light green background. At the top is a large, light green infinity symbol. Below it, the word "SAVE" is written in white, bold, uppercase letters. In the center is a large QR code. At the bottom, the slogan "FOR YOU. FOREVER." is displayed in blue and orange. Small text at the very bottom reads: "Boom Community Bank and Boom Credit Union are trading names of West Sussex and Surrey Credit Union Limited. Authorised by the Prudential Regulation Authority and regulated by the Financial Conduct Authority and the Prudential Regulation Authority. (FIRM 179220)"

A vertical banner with an orange background. At the top is a large, light orange infinity symbol. Below it, the word "CONSOLIDATE" is written in white, bold, uppercase letters. In the center is a large QR code. At the bottom, the slogan "FOR YOU. FOREVER." is displayed in white and orange. Small text at the very bottom reads: "Boom Community Bank and Boom Credit Union are trading names of West Sussex and Surrey Credit Union Limited. Authorised by the Prudential Regulation Authority and regulated by the Financial Conduct Authority and the Prudential Regulation Authority. (FIRM 179220)"

PPC advertising

A screenshot of a Facebook sponsored post. The header shows the Facebook logo and "Facebook Feeds". The post is from "Boom Community Bank" and is marked as "Sponsored". The text reads: "Say goodbye to financial stress with a consolidation loan. Enjoy lower interest rates and flexible repayment options that ...see more". Below this is a photo of a smiling woman holding a white mug. The text continues: "NEED ROOM TO BREATHE? APPLY FOR A CONSOLIDATION LOAN TODAY". A list of benefits follows: "WE AIM TO... ✓ REDUCE YOUR OUTGOINGS ✓ LOWER YOUR COSTS ✓ HELP YOU SAVE". The Boom Community Bank logo is shown. At the bottom, it says "boomcb.org.uk Consolidation Loan Rates from 8.90% APR" and includes an "Apply Now" button. The post has "Like", "Comment", and "Share" options at the bottom.

A screenshot of an Instagram sponsored post. The header shows the Instagram logo and "Instagram". The post is from "boomcommunitybank" and is marked as "Sponsored". The text reads: "CHILD BENEFIT LOAN". Below this is a photo of a man kissing a baby. The text continues: "Repay your loan conveniently direct from Child Benefit." and includes an "APPLY NOW" button. The Boom Community Bank logo is shown. At the bottom, it says "boomcb.org.uk" and includes an "Apply Now" button. The post has "Like", "Comment", and "Share" options at the bottom.





Marketing: 'in the ground'



- Expand affordable credit
- Deliver financial resilience
- Increase brand awareness.
- Enhance payroll relationships
- Encourage corporate savings
- Boost regulatory capital



- Straightforward joining process
- ‘Jam-jar’ budgeting and money management tools.
- Save as you borrow or earn.
- Mature systems ideal for delivering tailored schemes
- Digital marketing to reach specific postcodes
- Human to human underwriting



- Investment in regulatory capital to facilitate growth in the form of deferred shares
- Introduction of a NILS scheme.
- “Rushmoor Pledge”
- Backlinks to drive SEO
- Joint communications and marketing campaign.

	Amount	APR	Monthly Commitment
Amex	£4,900	69%	£230
TT Loan	£450	1295%	£139
Fernovo	£750	300%	£144
ML	£400	1290%	£159
Total	£6,500		£672

Any questions?

Council Tax Support Claims (Working Age only) – Council Tax account balances June 23

Working age	Credit or zero balance	Owe less than £200	Owe between £200 and £500	Owe more than £500
2815 (59% of total CTS caseload of 4759)	87 (3%)	2088 (74%)	204 (8%)	436 (15%)
		229 owe less than £100 (11%)	119 (58%) owe less than £300	No one owes more than £3000
		1859 owe less than £200 (89%)	40 (20%) owe between £300 and £500	4 owe between £2k and £3k (1%)
			45 (22%) owe between £400 and £500	184 owe between £1k and £2k (42%)
CTS recovery rate Working Age				248 owe between £500 and £1k (57%)
18/19 84% 19/20 83% 20/21 85%				
21/22 73% 22/23 71% 23/24 72.8% *		*Calculated by taking into account what is owed to date for current year to end June 23, additional £25 awarded this year to each CTS claim		

Arrears by Band Charge

(working age CTS customers) June 2023

BAND	Credit or zero bal	Under £200	£200 to £499	£500 to £999	£1000 to £1999	£2000 to £2999	£3000 to £3999	£4000 to £5000
A	17	224	11	11	4	0	0	0
B	16	1031	65	89	37	0	0	0
C	45	693	83	107	101	1	0	0
D	7	128	36	34	26	1	0	0
E	2	12	6	6	11	1	0	0
F	0	0	3	1	4	1	0	0
G	0	0	0	0	1	0	0	0
H	0	0	0	0	0	0	0	0

Exceptional Hardship Payments 23/24

- Budget is £58K. £20k is base budget and a further £38k has been added from the remaining £25 Council Tax Additional Award
- We have spent £10,668.78 in 23/24 on 33 applications as at the end of June 23
- Average award is currently £323.30
- Main reasons for granting an award are:
 - Health issues
 - Financial hardship
 - Vulnerability
 - Cost of Living impact
- 0 Refusals to date



Example – Award all vulnerable 100% reduction

Model	Sum of Annual CTR	Difference Annual	Affected By Change Count	Wins Count	Loses Count	12% of difference cost to RBC	12% of Annual CTR cost to RBC
Baseline – 23/24 cost @July 23	£5,317,474	-	-	-	-	-	£638,096
Example - @July 23	£5,786,345	£468,871	2,782	2,782	0	£56,264	£694,361
			2,782 active working age claims		No losers		Rushmoor share of total scheme cost

Example of an income banded scheme which we could model

Discount Band	Discount	Single Person	Single Person with One Child	Single Person with two or more children	Couple	Couple with one child	Couple with two or more children
Income Band 1	100%	£0 to £115.00	£0 to £180.00	£0 to £245.00	£0 to £165.00	£0 to £230.00	£0 to £295.00
Income Band 2	80%	£115.01 to £140.00	£180.01 to £215.00	£245.01 - £280.00	£165.01 - £190.00	£230.01 - £265.00	£295.01 to £330.00
Income Band 3	55%	£140.01 to £165.00	£215.01 to £250.00	£280.01 to £315.00	£190.01 to £215.00	£265.01 to £300.00	£330.01 to £365.00
Income Band 4	30%	£165.01 to £190.00	£250.01 to £285.00	£315.01 to £350.00	£215.01 to £240.00	£300.01 to £335.00	£365.01 to £400.00
Nil award	0%	Over £190.00	Over £285.00	Over £350.00	Over £240.00	Over £335.00	Over £400.00

Date of next meeting – 26th September

Council Tax Support Scheme Working Group

Tuesday 26th September 2023



Agenda

- Options for change 24/25
- Current thinking on minimum contributions
- Data and cost/benefits analysis
- Future changes for 25/26 and onwards
- Report to Cabinet
- Consultation
- Next steps

‘Impact of localised council tax support schemes’ – Institute of fiscal studies 2021

- We estimate very high rates of non-collection of the extra council tax liabilities, of around one quarter
- **The over-riding cause of these arrears / non-payment is giving people a council tax bill, not increasing the size of an existing bill**
- Suggests that reducing minimum payment from 10% to 0% would have much bigger effect on arrears than going from 20% to 10%

<https://ifs.org.uk/publications/impacts-localised-council-tax-support-schemes>



Current thinking around minimum contribution CTS schemes



Research shows that minimum payments can have a higher non collection rate sometimes 10 x higher than normal



Citizens Advice say 'The overriding cause of the arrears is giving vulnerable people a council tax bill'



Recent research shows around 130 councils in England currently award a maximum of 100% of council tax liability, This is in contrast to the least generous scheme that awards a maximum of only 50% of council tax liability



Increasing scheme generosity has been shown to reduce arrears and increase collection rates. Recent analysis carried out in 2021 by Policy in Practice for a London borough showed a clear relationship between arrears and the level of Council Tax support, with those receiving the most support having the lowest Council Tax arrears and those with the greatest reduction in Council Tax support compared to the default scheme having the highest Council Tax arrears.



With a minimum payment scheme the repeated recalculations and repeated rebilling's (which can happen to many claimants several times a year) can be confusing for claimants and are administratively burdensome.

Example – Calculate CTS using 100% of the council tax liability for all Working Age claimants

Model	Sum of Annual CTR	Difference Annual	Affected By Change Count	Wins Count	Loses Count	12% of difference cost to RBC	12% of Annual CTR cost to RBC
Baseline – 23/24 cost @Sept 23	£5,335,124		-	-	-		£640,214
Model_1 - @Sep 23	£5,785,094	£449,969	2769	2769		(£449,969 x 12%) = £53,996	£694,211
			2769 active working age claims	2769	0		Rushmoor share of total scheme cost

Cost Benefits Analysis – Remove minimum contribution

Costs	Benefits	Values
<p>Reduction in maximum council tax liability leading to a minimum contribution of 12% by all Working Age claimants</p> <ul style="list-style-type: none"> Disproportionate amount of staff time spent on collecting small balance Poor collection rates No effective enforcement options as balances either small or Bailiffs is not an option due to taxpayer's circumstances Exceptional Hardship Fund of £42k in 23/24 – 100% of this goes to reduce Council tax arrears for CTS recipients Arrears are frequently written off at a cost to the council <p>The migration to UC also has increased CTS administration for councils</p> <ul style="list-style-type: none"> changes in monthly UC awards leads to increased billing if they trigger subsequent changes in CTS awards. This can also lead to confusion among residents, which can in turn contribute to missed council tax payments. Bad Debt provision is calculated against loss of Council Tax in part due to the poor collection levels of the 12% minimum contribution 	<p>The most vulnerable will not have to pay council tax which will mean:</p> <ul style="list-style-type: none"> Staff time can be redirected to more serious arrears cases which will bring in money for the council and improve collection rates for old and current debts No more time spent on recovery of small amounts which currently either get written off against a higher bad debt provision or covered by EHF – have need a £42k budget and all these awards are to people on CTS <p>Reduced financial costs for printing and postage, eliminating the need to issue frequently revised Council Tax support notification letters and multiple revised Council Tax bills throughout the year.</p> <p>Consistent Council Tax instalment payment schedules for customers which will help them budget</p>	<p>Redirected staff time – 22.5 hours per week mix of G3/G5 and G6 3 hours pw for G5 = £4,440 pa and G6 £5,280 pa 16.5 hours pw for G3 = £16,300 pa</p> <p>Staff time notional savings = £26,020</p> <p>Exceptional Hardship Fund can be reduced to £12,000 meaning £30,000 that doesn't need to be taken from reserves</p> <p>Upwards of 10,000 documents per annum are sent due to additional CTS changes and more frequent billing recovery notices</p> <ul style="list-style-type: none"> Printing postage and stationery = actual savings £6,650 pa Staff time 1 hour a day = notional savings £ G2 £3890 pa Bad debt provision reduction = £ 14,300 <p>Total actual and notional savings = £50,860</p>



Exceptional Hardship Payments 23/24

- Budget is £58K. £20k is base budget and a further £38k has been added from the remaining £25 Council Tax Additional Award
- We have spent £10,668.78 in 23/24 on 33 applications as at the end of June 23
- Average award is currently £323.30
- Main reasons for granting an award are:
 - Health issues
 - Financial hardship
 - Vulnerability
 - Cost of Living impact
- 0 Refusals to date



CTS Scheme - Future changes for 25/26

- We know that the on-going migration of UC will accelerate with the government aiming to move all WA benefit claimant to UC by end 2025. Rushmoor has 1841 CTS claims with UC and this number is increasing.
- Most CTS schemes weren't changed in recent years due to the financial climate but now, doing nothing, is probably not an option.
- We might want to consider major changes like income bands or simple discount schemes once caseload has fully migrated to UC and then all claims are treated equally regardless of whether they are getting UC or the legacy benefits
- There are differences between Universal Credit and Legacy benefits due to:
 - A greater retention of earnings for UC households,
 - different treatment for those in receipt of disability benefits
 - the use of the Minimum Income Floor, which reduces support for self-employed households.
- Nationally, the migration of exiting Tax Credit cases to UC is currently causing confusion and loss of benefits. This exercise should be completed before we make any major changes to people's CTS as many of them are receiving less money due to the removal of Tax Credits. Rushmoor has about 250 remaining CTS recipients receiving Tax Credits.

Consultation – Proposed change to Council Tax support Scheme 24/25

Options for change	Option Details
Option 1- Remove the 12% minimum contribution	<p>This option will remove the minimum contribution making it possible to pay council tax up to 100% of the council tax liability</p> <p>This options supports all working age claimants but particularly those who are more financially vulnerable</p> <p>This option would mean the scheme for Working Age people is the same as the scheme for Pensioners meaning those on the lowest income would not pay council tax</p>
Option 2– Leave the current scheme unchanged with a maximum 88% level of support for Working Age residents	
Option 3 -Option 3 – Any other suggestions for scheme changes/design	

What's next members

Key Dates	Actions
Week commencing 2 October 2023	Group clear about what they are recommending to Cabinet
17 October 2023	Cabinet
20 October 2023 to 15 December 2023	Consultation period
First week January 2024	CTS group discussion to analyse the responses
6 February 2023	Cabinet
22 February 2023	Full Council

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CABINET

COUNCILLOR MAURICE SHEEHAN
OPERATIONAL SERVICES
PORTFOLIO HOLDER28th September 2023

REPORT NO. OS2314

KEY DECISION? YES

**LAWN TENNIS ASSOCIATION (LTA) INVESTMENT INTO PUBLIC TENNIS
COURTS IN PARKS****SUMMARY AND RECOMMENDATIONS:**

This report outlines the Lawn Tennis Association (LTA) programme of investment into public tennis courts in parks. It further makes recommendations to Cabinet to enter into an agreement with the LTA who would then fund renovation works to the value of £114,043, across three of the Council's tennis court sites.

Cabinet is recommended to:

- Approve the LTA investment to renovate tennis courts at Manor Park, Cove Green Recreation Ground & Rectory Road Recreation Ground in accordance with their investment into public tennis courts in parks scheme.
- Delegate authority to the Executive Head of Operations in consultation with the Corporate Legal Manager and the Executive Head of Finance to enter into the necessary funding agreement with the LTA to facilitate the grant award.
- Appoint an operator to run the bookings system, administration of the parks tennis courts & an outreach programme at no cost to the Council.
- Introduce a charging structure for use of the parks tennis courts as detailed in Appendix A
- Approve the use of Section 106 funding to replace the fencing across all 3 sites, as detailed in the report below.
- Recommend to Council the addition of £216,500 into the Capital Programme for 2023/24 funded from a combination of LTA grant and Section 106 Contributions as identified in paragraph 4.7.

1. INTRODUCTION

- 1.1. A recent announcement by the Government Department for Culture Media and Sport (DCMS) has provided the LTA with a £22 million to invest into

public tennis courts in parks. This will be further topped up with LTA funds to provide c£30million to invest into public tennis courts in parks.

- 1.2. The LTA are prioritising investment into authorities with an existing stock of courts where some / all are in the poorest condition. Rushmoor has been identified as an authority that falls into this category.

2. BACKGROUND

- 2.1. Rushmoor has widely well-balanced distribution of tennis facilities, with the opportunities to play indoor (and outdoors) at the tennis centre, join members tennis clubs at Farnborough and Eggars Hill or play in one of three sets of parks courts at Cove Green (3 courts), Manor Park (3 courts) and Rectory Road Recreation Ground (2 courts). The widest challenge across Rushmoor for players is the courts in the parks. Cove Green is in very poor condition and Manor Park and Rectory Road are in average – poor condition. According to LTA research, the absence of the ability to book and courts being in poor condition are two of the greatest barriers to play.
- 2.2. Open unmanaged courts such as those in Rushmoor represent a large barrier to park users; they create several ‘fears’ amongst prospective players. For example – will I get to court and have to wait? How long can I play for? Will I have to ask someone to leave? The proposal includes the installation of new access gates fully funded by the LTA which include controlled access locks. Access would be given to anyone who books a court via a code which when entered into the lock, providing access to the court.
- 2.3. The LTA have undertaken technical assessments of Rushmoor’s 3 park tennis sites to fully understand the costs of works required to bring them back to a safe, quality, playable standard. The headline findings of these surveys are detailed below. The LTA have offered to fund the improvements to the courts across all 3 sites, totalling £114,043. The Council will need to sign up to a set of terms & conditions, one of which will be to put in place a managed, affordably charged model (with aspects of free tennis). The overriding purpose of the proposed charging model is to create a sinking fund for future maintenance.

3. DETAILS OF THE PROPOSAL

General

- 3.1. Cove Green is in a poor state, the worst condition of the Council’s 3 park sites. The LTA’s proposal is for a complete resurfacing of all 3 courts. There is 25m² of root ingress from a tree therefore this area would need complete reconstruction. The LTA propose one controlled access gate to the courts with hirers using the internal gates to access each of the 3 courts. New nets for all 3 courts would be included. Contingency to facilitate an access plan for vehicles carrying materials to undertake the works has been included. Total cost circa £61,628 excluding VAT, to be funded in full by the LTA.

- 3.2. The courts at Manor Park are in fair condition hence the LTA's proposal is to repair some cracking to the surface, add a binder layer to hold the surface together and to repaint, rather than a complete resurface. There would be one controlled access gate to the courts. Total cost circa £14,552 excluding VAT, to be funded in full by the LTA.
- 3.3. The courts at Rectory Road would be resurfaced. 31m of fencing would be replaced as would the pedestrian gate used to access the courts. There would be one controlled access gate to the courts. Contingency to facilitate an access plan for vehicles carrying materials to undertake the works has been included. Total cost circa £37,863 excluding VAT, to be funded in full by the LTA.
- 3.4. The LTA funded proposal includes the replacement of some of the fencing surrounding the courts at Rectory Road, not all of it. The LTA funded proposal does not include the replacement of any fencing at Manor Park or at Cove Green. Should the Cabinet resolve to enter into an agreement with the LTA to accept the investment to improve the courts, it is proposed that the Council use Section 106 funds to replace the fencing at all 3 sites with new. The cost to upgrade the fencing, which would be paid for using Section 106 funds, is detailed below:

Site	Weld Mesh Fencing (£)
Cove Green	52,853.43
Manor Park	31,961.58
Rectory Road	17,644.25

- 3.5. Using Section 106 funding to replace the fencing at the 3 sites would use up the majority of Section 106 funding earmarked for improvements to the tennis courts hence no more Section 106 funding would be available for other improvements in the short-medium term. Further funds would only be available when more permitted development takes place, providing Section 106 funding, or should the Council enter into an agreement with the LTA and subsequently generate sinking funds.

4. **IMPLICATIONS** (of proposed course of action)

Financial sustainability / Sinking funds Implications

- 4.1. To ensure the ongoing maintenance of the courts, it is proposed that the appointed operator creates a "sinking fund" from fees received for use of the courts, at no cost to the Council. Sinking funds will be transferred to the Council to enable future maintenance of the courts.
- 4.2. Investment into the Council's parks tennis courts is currently funded via Section 106 income. This is problematic as Section 106 funding is available only when developers' build housing within the locality upon which the parks tennis courts are sited. Investment is therefore unevenly distributed across the borough, and it is difficult to maintain the courts to the level we would like, under the current system.

- 4.3. The DCMS and LTA investment programme aims to ensure courts are financially sustainable post capital investment. With precedents from other projects the proposed pricing model enables a solution to the financial sustainability of the tennis courts considering access for those on the lowest incomes.
- Sales of household memberships (£36 per household per annum)
 - Sales of one off Pay and Play (e.g. £6 per court per hour)
 - Any rent from a coaching provider using courts for teaching lessons
 - Concessions / Free passes for those in low income (through clear criteria)
 - Offer of some free coaching through products, programmes, and initiatives
- 4.4. The aim of generating income is to build up funds that, over time, create a fund to pay for future repainting and resurfacing.
- 4.5. The recommended amount to be put aside per court per year for future refurbishment is in the region of £1,400 per court. There are some expenses to maintain the access control system – c£400 per gate per year which are factored into the income and expenditure modelling. The courts would also be required to be registered with the LTA and some safeguarding procedures in place.
- 4.6. The model in essence can sustain itself, whilst using any surpluses to reinvest in the facility or other initiatives. An important factor is that any operator must be able to provide some free tennis at the parks courts. The main factor of success is the decision on who 'operates' the model and the work they do to market, promote, and deliver tennis on the courts.
- 4.7. The Capital cost of the improvements and the fencing works amount to a total of £216,500. This will be funded from LTA grant of £114,043 and from earmarked S106 contributions of £102,457.

Future Operation

- 4.8. The bookings system needs to be managed & operated. Having considered current capacity internally at the Council, it is recommended Cabinet approve the appointment of a 3rd party to operate & administer the parks tennis courts at all 3 sites.
- 4.9. This model would enable an expert tennis organisation to provide opportunities for residents throughout the year and therefore increase participation in the sport, whilst also removing the need for the Council to manage the system.
- 4.10. Should Cabinet approve this 3rd party model, a soft market test will take place to gauge interest in advance of inviting expressions of interest from a range of suitable organisations.
- 4.11. Should Cabinet approve this 3rd party model, a service level agreement or contract would be set up between the Council & the 3rd party to ensure the

relevant terms & conditions set out in the agreement with the LTA and the required sinking fund (minimum of £1,400 per court) are met by the operator.

- 4.12. The agreement and performance of the operator would be subject to regular monitoring by the Council.

5. CONSULTATION

- 5.1. A public consultation to invite feedback on the proposals detailed previously took place via an online survey from 21st August to the 17th September 2023.
- 5.2. The consultation was completed by 384 respondents, 56% of whom use the tennis courts in Rushmoor's parks (195 respondents).
- 5.3. Of the 195 respondents who use the tennis courts in Rushmoor's parks, 42% indicated that they would use them more if they were improved (81 respondents) and 51% indicated they would play the same amount of tennis on the courts (99 respondents).
- 5.4. Of the 195 respondents who use the tennis courts in Rushmoor's parks, 17% indicated that they would play more tennis if an online booking system was introduced (34 respondents), 29% indicated they would play the same amount of tennis on the parks courts (56 respondents) and 43% indicated they would use the courts less (84 respondents).
- 5.5. Of the 195 respondents who use the tennis courts in Rushmoor's parks, the top 3 factors that would motivate them to play more tennis in the parks were better court facilities (45% - 71 respondents), free access to tennis (40% - 63% respondents) and the ability to book in advance (37% - 58 respondents).
- 5.6. Of the 384 respondents who completed the consultation, 61% were in favour of the LTA investment to improve the courts and for an external operator to run the courts on the Council's behalf and understood this would mean charges for tennis court users and a booking system (209 respondents).
- 5.7. Of the 384 respondents who completed the consultation, 22.3% did not want the Council to pursue the grant to renovate the tennis courts and understood this will mean they will not be renovated as other funding sources have not been identified (76 respondents).
- 5.8. Of the 324 respondents who completed the question regarding what the hire price should be if the Council proceeds with the investment, 39% felt there should not be a charge (125 respondents), 38% felt the charge should be £3-5 per hour (123 respondents) and 9% felt the charge should be £5-7 per hour (30 respondents).
- 5.9. The full report which provides the outcomes from the consultation is attached as Appendix B.

6. CONCLUSIONS

- 6.1. Given the limited funds available for parks tennis courts via S106 contributions, the LTA investment programme provides an opportunity for to bring courts up to a good standard. The operating model that is proposed will allow for a sinking fund to safeguard courts into the future.
- 6.2. Cabinet is asked to approve the recommendations in this report, which will enable the Council to receive significant investment from the Lawn Tennis Association to improve the condition of our parks tennis courts, to increase usage of the facilities & participation in the sport across the borough and to enable more opportunity for community outreach programmes to be provided by tennis experts for the residents of Rushmoor.

BACKGROUND DOCUMENTS:

None

CONTACT DETAILS:

Report Author – Laura Smith – Project Officer

Head of Service – James Duggin – Executive Head of Operations

APPENDIX A

Model 1 - Example £36 per household per annum, £6 Pay and Play, No free Passes

	Anticipated Unique Users (Source:LTA Modelling)	Annual Pass Cost	Modelled to sell	0% Free Passes to low Income	Income Generated from 'Annual Passes'	Pay and Play Cost	Income from Pay by hour Play Court Bookings £6 per hour.	Sinking Fund (Put aside for future resurfacing each year)	Costs to Operator (Gate Maintenance Fee, payment transaction fees)	Surplus above sinking fund expenses
Rectory Road Recreation Ground	1567	£36	150	0	£5,400	£6	£1,261	£2,400	£661	£3,600
MANOR PARK	1338	£36	128	0	£4,608	£6	£1,892	£3,600	£691	£2,209
Cove Green Recreation Ground	1401	£36	134	0	£4,824	£6	£1,892	£3,600	£695	£2,421
Totals across Rushmoor			412		£14,832		£5,045	£9,600	£2,047	£8,230

Model 2 - Example £36 per household per annum, £6 Pay and Play, 10% of Passes Free

	Anticipated Unique Users (Source:LTA Modelling)	Annual Pass Cost	Modelled to sell	10% Free Passes to low income groups	Income Generated from 'Annual Passes'	Pay and Play Cost	Income from Pay by hour Play Court Bookings £6 per hour.	Sinking Fund (Put aside for future resurfacing each year)	Costs to Operator (Gate Maintenance Fee, payment transaction fees)	Surplus above sinking fund expenses
Rectory Road Recreation Ground	1567	£36	150	15	£4,860	£6	£1,261	£2,400	£661	£3,060
MANOR PARK	1338	£36	128	13	£4,140	£6	£1,892	£3,600	£691	£1,741
Cove Green Recreation Ground	1401	£36	134	14	£4,320	£6	£1,892	£3,600	£695	£1,917
Totals across Rushmoor			412		£13,320		£5,045	£9,600	£2,047	£6,718

Model 3 - Example £36 per household per annum, £6 Pay and Play, 10% of Passes, £20 Concession

	Anticipated Unique Users (Source:LTA Modelling)	Annual Pass Cost	Modelled to sell	10% Free Passes at £20	Income Generated from 'Annual Passes'	Pay and Play Cost	Income from Pay by hour Play Court Bookings £6 per hour.	Sinking Fund (Put aside for future resurfacing each year)	Costs to Operator (Gate Maintenance Fee, payment transaction fees)	Surplus above sinking fund expenses
Rectory Road Recreation Ground	1567	£36	150	£300	£5,100	£6	£1,261	£2,400	£661	£3,300
MANOR PARK	1338	£36	128	£260	£4,348	£6	£1,892	£3,600	£691	£1,949
Cove Green Recreation Ground	1401	£36	134	£280	£4,544	£6	£1,892	£3,600	£695	£2,141
Totals across Rushmoor			412		£13,992		£5,045	£9,600	£2,047	£7,390

Model 4 - Example £20 per household per annum, £5 Pay and Play, 0% of Passes Free

	Anticipated Unique Users (Source:LTA Modelling)	Annual Pass Cost	Modelled to sell	10% Free Passes to low income groups	Income Generated from 'Annual Passes'	Pay and Play Cost	Income from Pay by hour Play Court Bookings £6 per hour.	Sinking Fund (Put aside for future resurfacing each year)	Costs to Operator (Gate Maintenance Fee, payment transaction fees)	Surplus above sinking fund expenses
Rectory Road Recreation Ground	1567	£20	150	0	£3,000	£5	£1,050	£2,400	£661	£989
MANOR PARK	1338	£20	128	0	£2,560	£5	£1,575	£3,600	£691	£-156
Cove Green Recreation Ground	1401	£20	134	0	£2,680	£5	£1,575	£3,600	£695	£-40
Totals across Rushmoor			412		£8,240		£4,200	£9,600	£2,047	£793

Model 5 - Example £25 per household per annum, £5 Pay and Play, 10% of Passes Free

	Anticipated Unique Users (Source:LTA Modelling)	Annual Pass Cost	Modelled to sell	10% Free Passes to low income groups	Income Generated from 'Annual Passes'	Pay and Play Cost	Income from Pay by hour Play Court Bookings £5 per hour.	Sinking Fund (Put aside for future resurfacing each year)	Costs to Operator (Gate Maintenance Fee, payment transaction fees)	Surplus above sinking fund expenses
Rectory Road Recreation Ground	1567	£36	150	15	£4,860	£5	£1,050	£2,400	£661	£2,849
MANOR PARK	1338	£36	128	13	£4,140	£5	£1,575	£3,600	£691	£1,424
Cove Green Recreation Ground	1401	£36	134	14	£4,320	£5	£1,575	£3,600	£695	£1,600
Totals in City Wide Project			412		£13,320		£4,200	£9,600	£2,047	£5,873

Tennis courts in Rushmoor's parks – please give us your views

Draft report

September 2023

Consultation report by Risk, Performance and Procurement

Contents

	Page
Purpose of the consultation	3
Method	3
Response rate	3
Respondents	4
Summary	6
Consultation results	7
Appendix A – copy of the online survey	19
Appendix B – copy of the poster	26

Purpose of the consultation

Rushmoor Borough Council has eight free to use public tennis courts in three public parks:

- Cove Green recreation ground, Farnborough
- Rectory Road recreation ground, Farnborough
- Manor Park, Aldershot

Five of these courts are in a poor condition and three are in an average condition. There is an opportunity to apply for funding for the refurbishment of the courts to a high standard from the Government's Department for Digital, Community, Media and Sport (DCMS) and the Lawn Tennis Association (LTA). If funding for the tennis courts was successful there would be a charge for usage and a booking system, this would help with the future upkeep of the tennis courts.

The consultation asks residents and users of the tennis courts if they agree with the Council in applying for the funding. It also asked users how the possible changes would effects their usage and asks non-users what would encourage them to use the tennis courts.

Method

The survey was designed as an online survey (annex A) which was advertised through the Councils social media and emailed to those who have signed up to receive Council consultations via email. In addition, posters (appendix B) were put up in the tennis courts in Rushmoor's parks.

The survey ran for four weeks from 21 August 2023 until the 17 September 2023.

Response rate

In total 384 respondents completed the online survey.

Respondents

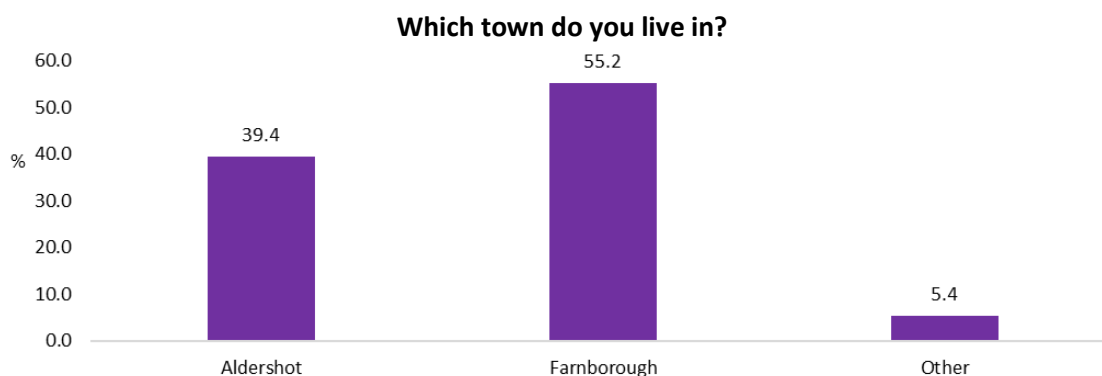
Have you completed this survey as a group, or on behalf of a group?

In total 313 respondents completed this question. The vast majority of respondents (93.9% - 294 respondents) indicated that they were completing the survey as individuals. 6.1% (19 respondents) indicated that they were completing the survey as a group, or on behalf of a group. Nine of these were on behalf of family or friends, the other responses were:

- On behalf of a group
- Girlguiding
- I work for a local youth charity
- Sunday morning free session coaching at Manor Park
- Club
- FLTC
- With fellow tennis players.
- Aldershot tennis 10 -12 Sunday
- No, but our tennis group used to play with us. We currently play with them in Church Crookham.
- i

Which town do you live in?

In total 317 respondents complete this question. 55.2% (175) of respondent lived in Farnborough and 39.4% (125) of respondents lived in Aldershot. 5.4% (17 respondents) indicated that they lived other than Aldershot or Farnborough. According to the 2021 Census, 59.9% of Rushmoor residents lived in Farnborough and 40.2% lived in Aldershot, this suggests Farnborough respondents are slightly underrepresented.



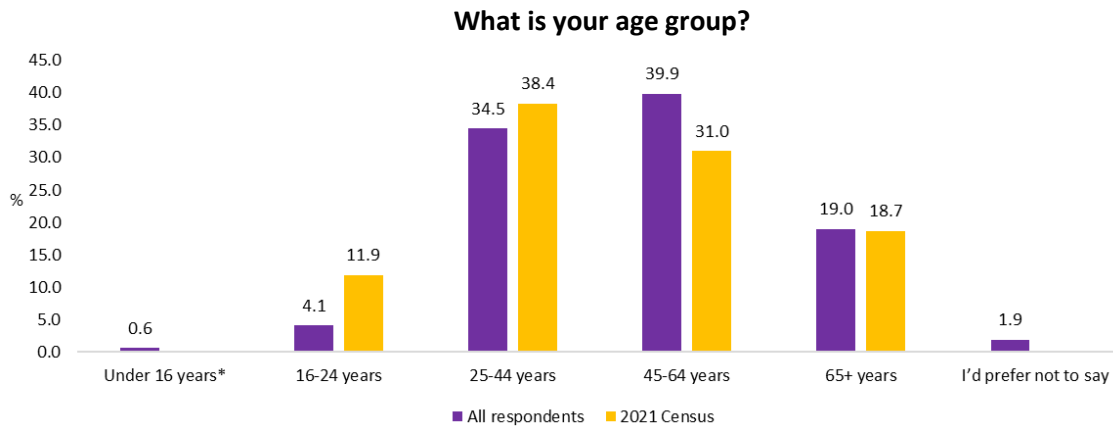
Of the 17 respondents that indicated 'other' (all those mentioned more than once):

- Four respondents indicated that lived in Fleet
- Three respondents indicated that lived in Ash/Ash Vale

- Three respondents indicated that lived Frimley
- Two respondents indicated that lived in Farnham
- Two respondents indicated that lived in Camberley

What is your age group?

In total 317 respondents complete this question. In comparison to age data (16 years plus) from the 2021 Census, younger people are slightly under represented and those 45-64 years of age are slightly over represented.



Summary

The purpose of the consultation was to seek views on applying for funding to upgrade the tennis courts in three of Rushmoor's parks. If funding for the tennis courts was successful there would be a charge for usage and a booking system.

Overall, 61.3% of respondents were in favour of the investment, with 22.3% not being in favour (16.4% didn't know). The users of the tennis courts in Rushmoor's parks were also in favour but this was a lower percentage 52.9%. However, more users of Manor Park tennis courts were not in favour of the investment with 44.6% indicating no, compared to 31.3% indicating yes (24.1% didn't know).

55.5% of respondents use the tennis courts in Rushmoor parks and 75.4% of these respondents had used the tennis courts in the past week or in the past month. Of users the most popular courts are in Manor Park (43.1% used these courts the most). The three most popular times to play tennis was weekend mornings, followed by weekends afternoons, then followed by weekdays evenings.

50.8% of the users of tennis courts in Rushmoor's parks indicated that they would use the tennis courts more often if they were improved, 41.5% indicated that they would use the courts the same amount and only 4.1% indicated that they would use the tennis courts less often (3.6% were not sure).

If a booking system was introduced 43.1% of user indicated that they would play less tennis, 28.7% indicated that they would play the same amount and 17.4% indicated that they would play more (10.8% were not sure).

Respondent thought there shouldn't be a charge for use of the tennis courts or the charge should be as low as possible (£3-5 per hour). Users of the tennis courts were more in favour for there not being a charge, than non-users.

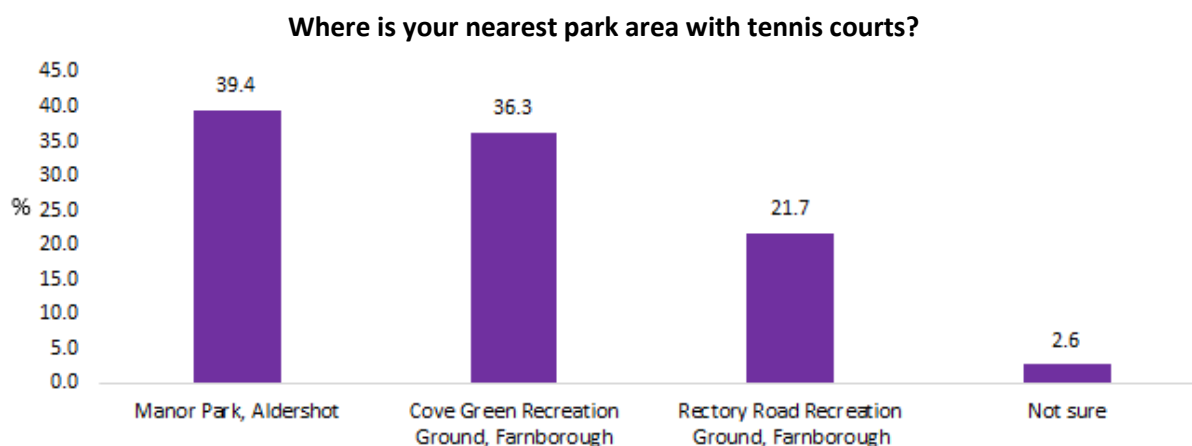
The top three factors that would encourage non-user to start using the tennis court were better court facilities (45.2%), followed by free access to tennis (40.1%) and then followed by the ability to book in advance (36.9%).

A higher percentage of respondents thought children under 18 were the group respondents thought should be offered a discounted court hire and free coach led sessions. Also, a higher percentage wanted to see youth sessions.

Consultation results

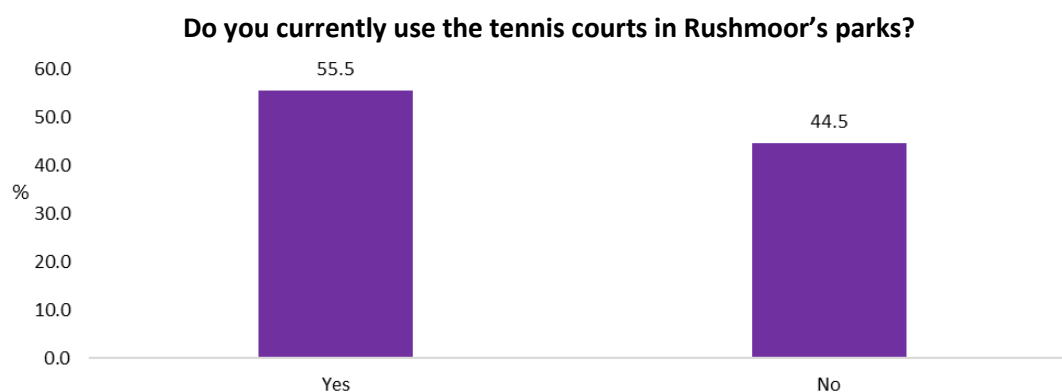
Question 1: Where is your nearest park area with tennis courts?

In total 383 respondents complete this question. The Manor Park courts were the nearest tennis courts for 151 respondents (39.4%), Cove Green Recreation Ground were the nearest tennis courts for 139 respondents (36.3%) and Rectory Road Recreation Ground were the nearest tennis courts for 83 respondents (21.7%).



Question 2: Do you currently use the tennis courts in Rushmoor's parks?

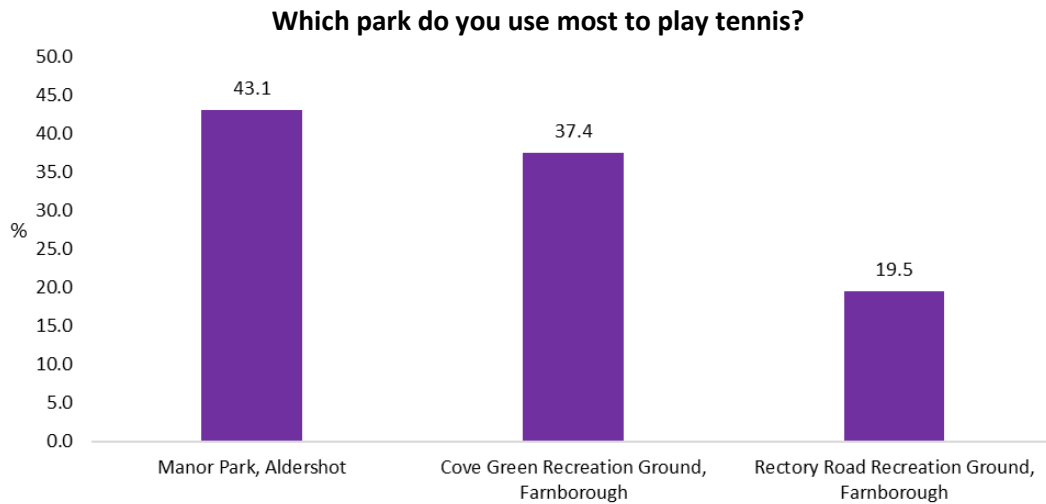
In total 383 respondents complete this question. The majority of respondents (55.5% - 213 respondents) indicated that they currently use the tennis courts in Rushmoor's parks.



These questions were for those who answered yes to question 2

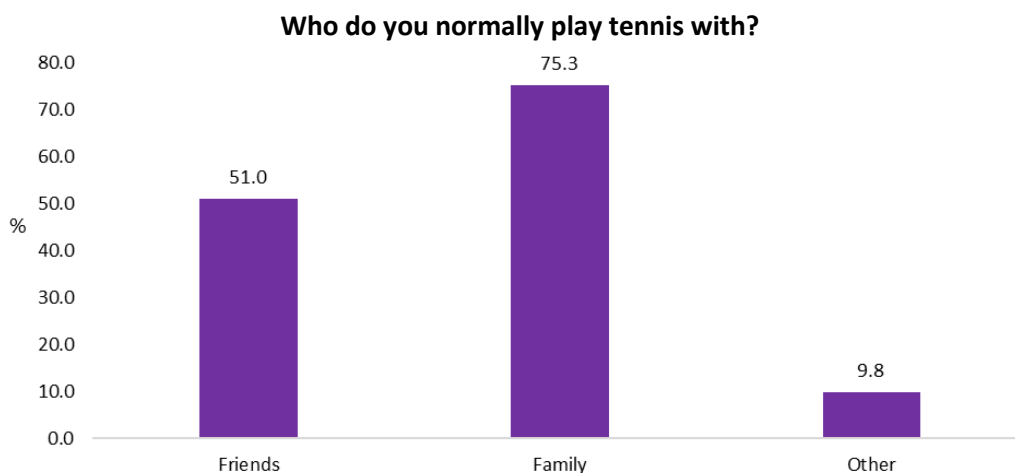
Question 3: Which park do you use most to play tennis?

In total 195 respondents completed this question. The courts in Manor Park were the tennis courts used the most (43.1% - 84 respondents), followed by the courts in Cove Green Recreation Ground (37.4% - 73 respondents), then followed by the courts in Rectory Road Recreation Ground (19.5% - 38 respondents).



Question 4: Who do you normally play tennis with?

In total 194 respondents completed this question. 75.3% (146 respondents) play tennis with family, 51.0% (99 respondents) play tennis with friends and 9.8% (19 respondents) indicated that they play tennis with 'other'.

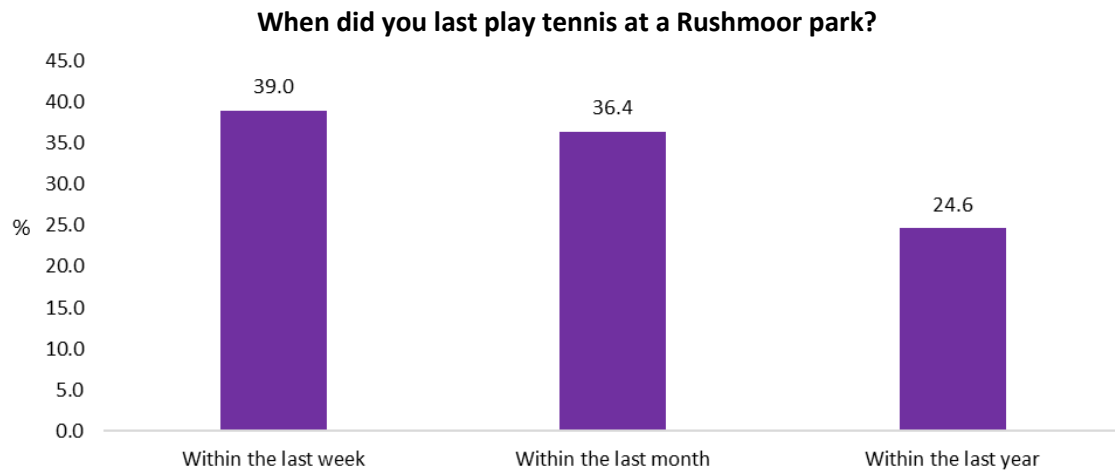


Of the 19 respondents that indicated that they play tennis with 'other', the main themes of the comments were (all those mentioned more than once):

- Eight respondents indicated that they play with Tennis of Free sessions / Sunday tennis
- Five respondents indicated that they play with a club
- Two respondents indicated that they play with partner
- Two respondents indicated that they used the court or other purposes (walking and inline skating).

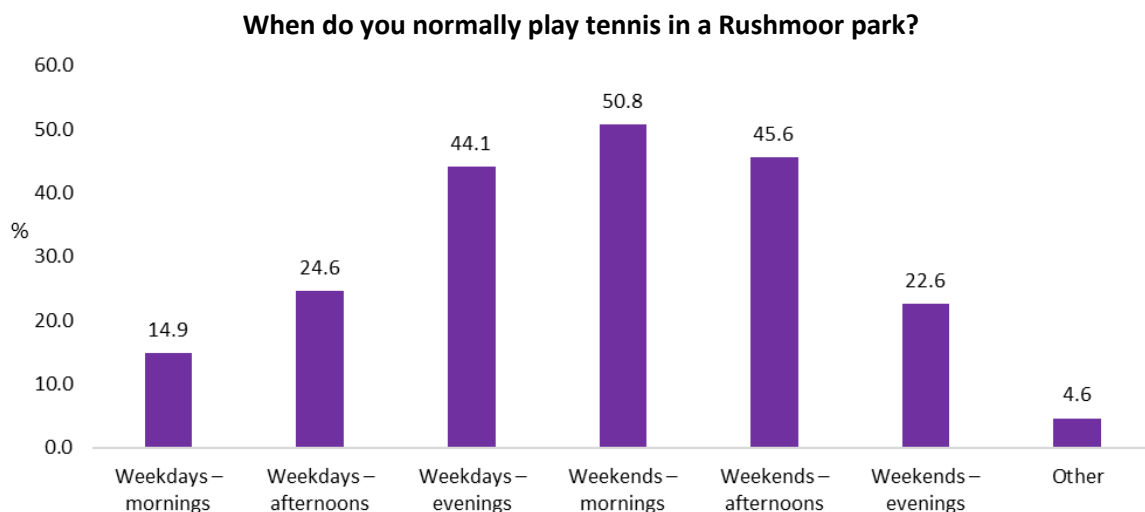
Question 5: When did you last play tennis at a Rushmoor park?

In total 195 respondents completed this question. 39.0% (76 respondents) played tennis in the past week, 36.4% (71 respondents) played tennis in the past month and 24.6% (48 respondents) played tennis in the past year.



Question 6: When do you normally play tennis in a Rushmoor park?

In total 195 respondents completed this question. The three most popular times respondents played tennis was weekend mornings (50.8% - 99 respondents), followed by weekends afternoons (45.6% - 89 respondents), then followed by weekdays evenings (44.1% - 86 respondents).

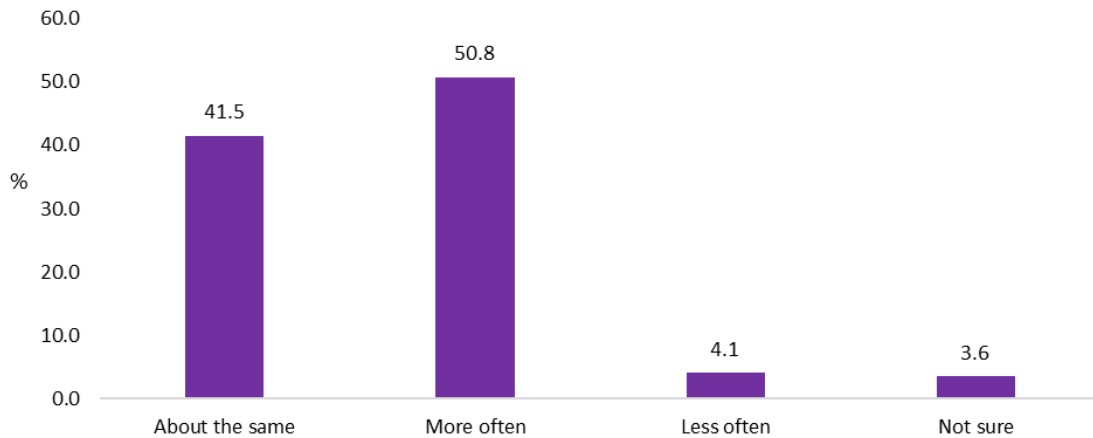


Of the nine respondents that indicated ‘other’ the main theme of responses was school holidays (mentioned in around five comments).

Question 7: If the condition of all the tennis courts in Rushmoor’s parks was improved, would you use them:

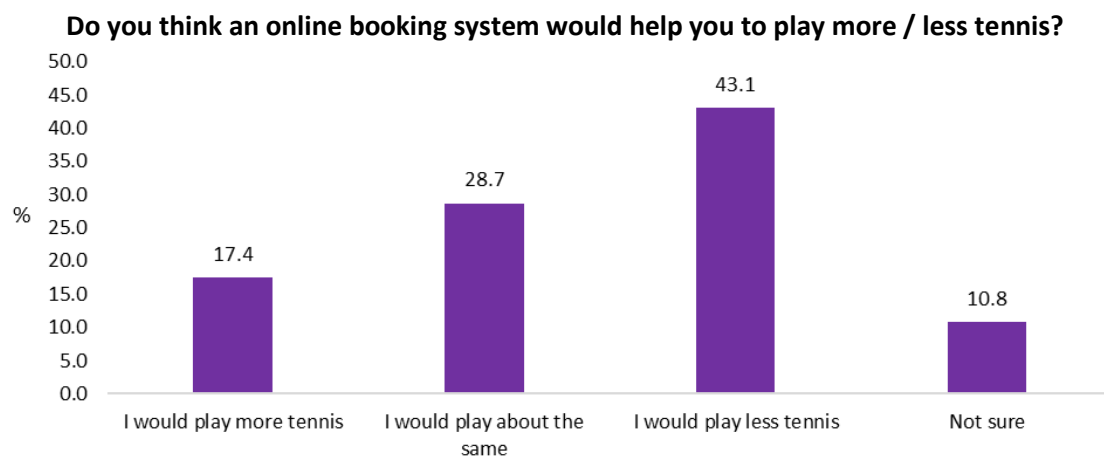
In total 195 respondents completed this question. 41.5% (81 respondents) indicated that they would play more tennis if the courts were improved, 50.8% (99 respondents) indicated that they would play the same amount of tennis, 4.1% (8 respondents) indicated that they would play less tennis and 3.6% (7 respondents) indicated that they didn't know,

If the condition of all the tennis courts in Rushmoor's parks was improved, would you use them



Question 8: Do you think an online booking system would help you to play more / less tennis?

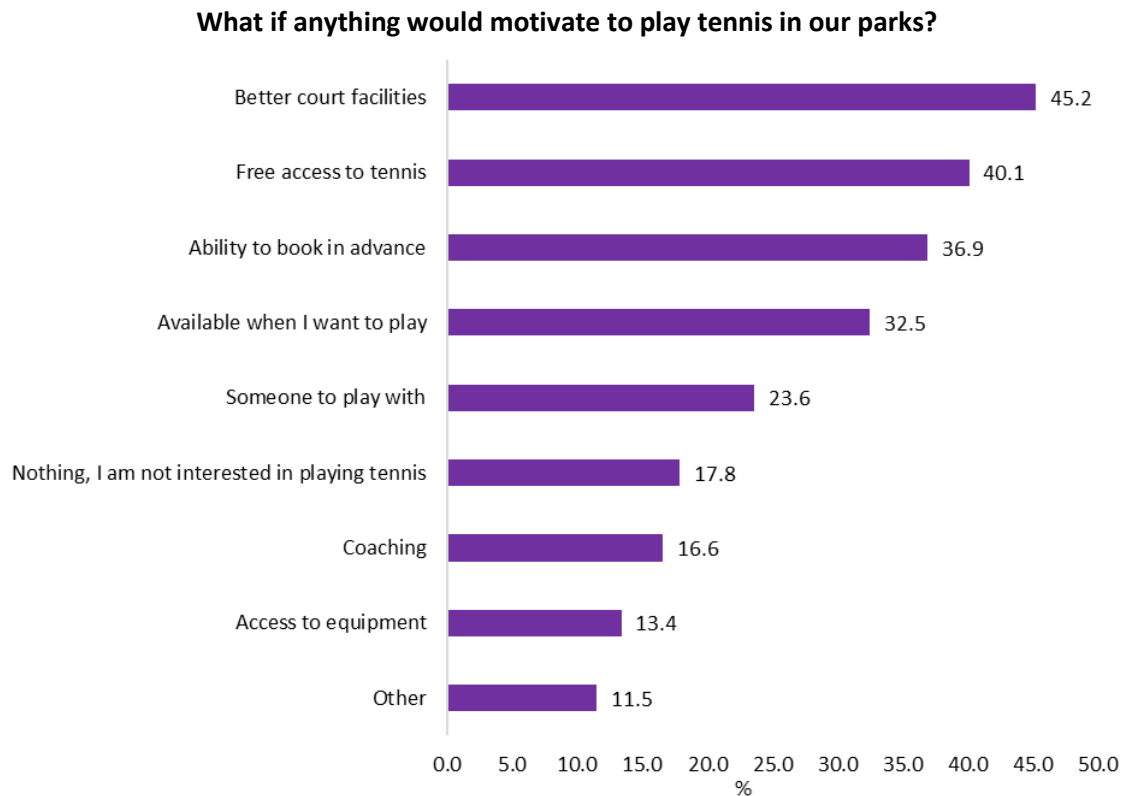
In total 195 respondents completed this question. 17.4% (34 respondents) indicated that they would play more tennis if there was an online booking system, 28.8% (56 respondents) indicated that they would play the same amount of tennis, 43.1% (84 respondents) indicated that they would play less tennis and 10.8% (21 respondents) indicated that they didn't know.



This question was for those who answered no to question 2

Question 9: What if anything would motivate to play tennis in our parks?

In total 195 respondents completed this question. The top three factors that would motivate respondent to play tennis are better court facilities (45.2% - 71 respondents), followed by free access to tennis (40.1% - 63 respondents) and then followed by the ability to book in advance (36.9% - 58 respondents).

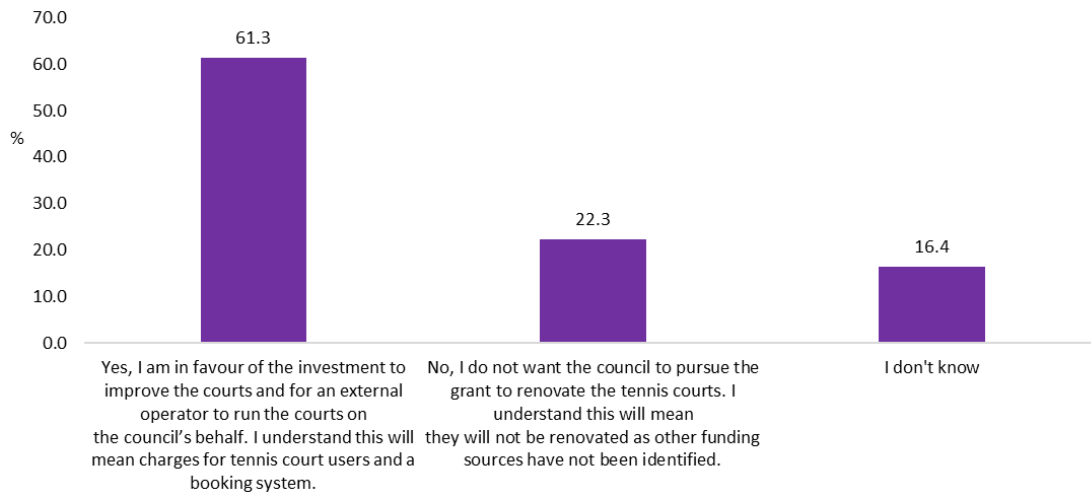


These questions were for all respondents

Question 10: Which of these statements do you agree with?

In total 341 respondents completed this question. Overall, the majority of respondents (61.3%– 209 respondents) were in favour of the investment to improve the courts and for an external operator to run the courts on the council’s behalf and understood this will mean charges for tennis court users and a booking system. 22.3% (76 respondents) did not want the council to pursue the grant to renovate the tennis courts and understood this will mean they will not be renovated as other funding sources have not been identified. 16.4% (56 respondents) didn’t know.

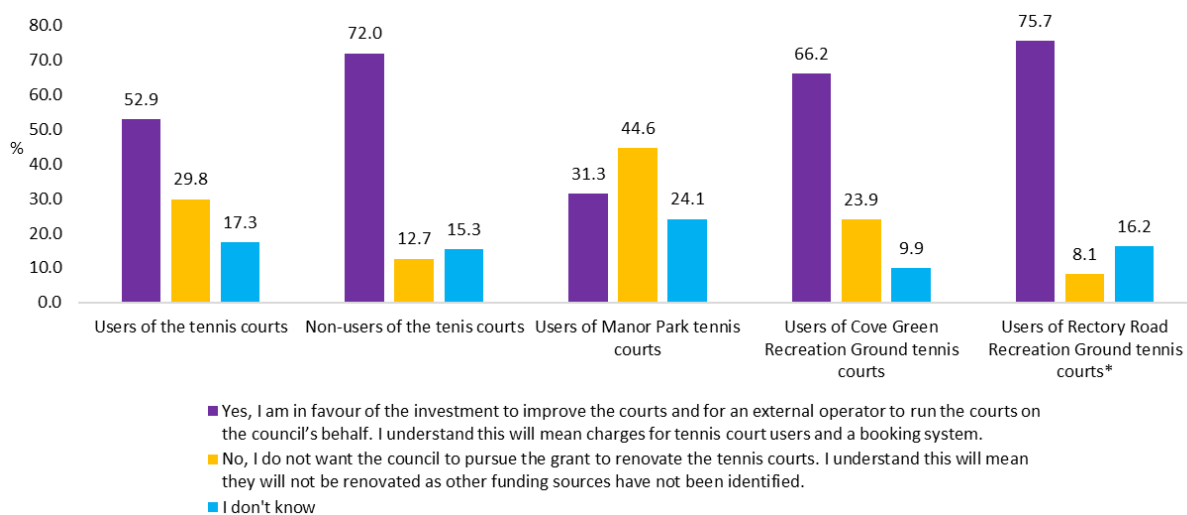
Which of these statements do you agree with?



However, there is difference in the results by users of the the tennis courts and non- users of the tennis courts. A higher percentage of non-users are in favour (72.0% - 108 respondents), than the users of the tennis courts (52.9% - 101 respondents).

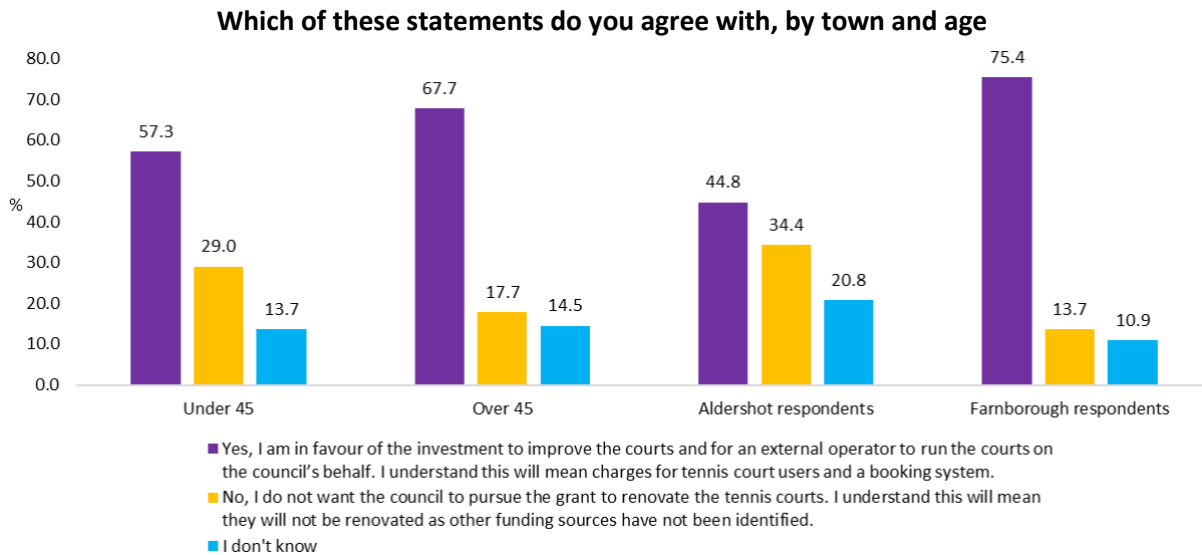
There is also a difference between the views of tennis court users in the three parks, the majority of users of Cove Green Recreation Ground tennis courts (66.2% - 47 respondents) and users Rectory Road Recreation Ground tennis courts* (75.7% - 28 respondents) are in favour of the investment. Whereas only 31.3% (26 respondents) of users of Manor Park tennis courts are in favour of the investment and 44.6% (37 respondents) are not in favour of the investment.

Which of these statements do you agree with, by users and non-users of the tennis courts



*very small sample size (37 respondents who were users of the Rectory Road Recreation Ground tennis courts)

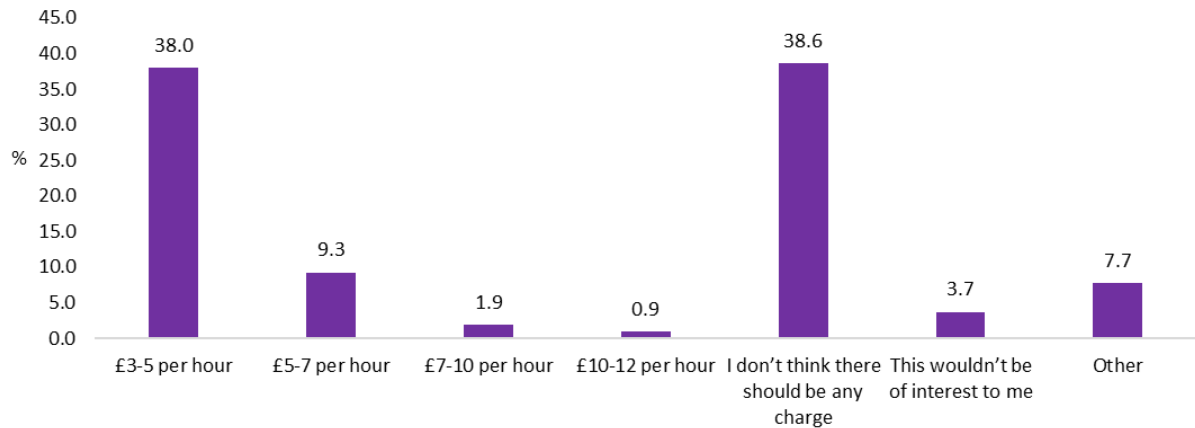
Those in the older age groups and those from Farnborough were more likely to be in favour of the investment.



Question 11: If the council proceeds with the investment, what do you think the price for the hire of a tennis court in Rushmoor should be?

In total 324 respondents completed this question. Overall, 38.6% (125 respondents) didn't think there should be a charge, closely followed by 38.0% (123 respondents) thought the charge should be £3-5 per hour.

If the council proceeds with the investment, what do you think the price for the hire of a tennis court in Rushmoor should be?

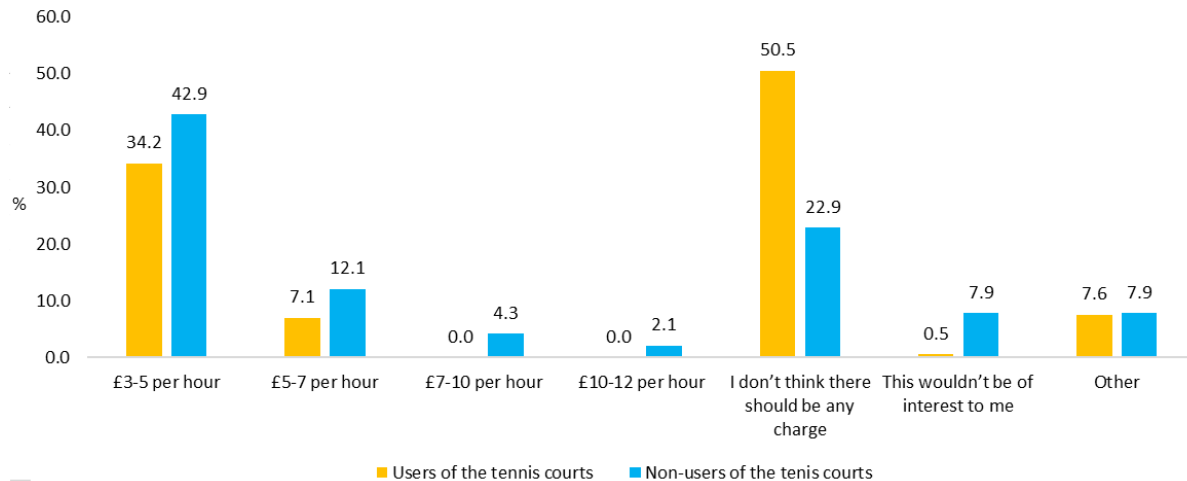


25 respondents (7.7%) indicated 'other' and the main themes of the responses were (all those mentioned more than once):

- £1-2 per hour (mentioned in around seven comments)
- Should be kept free/free access (mentioned in around four comments)
- £3-5 per hour but less for some / more for others (mentioned in around four comments)

Just over half of the users of the tennis courts (50.5% - 93 respondents) didn't think there should be a charge, compared to only 22.9% of non-users of the tennis courts (32 respondents). The charge with the highest percentage for both groups was £3-5 per hour.

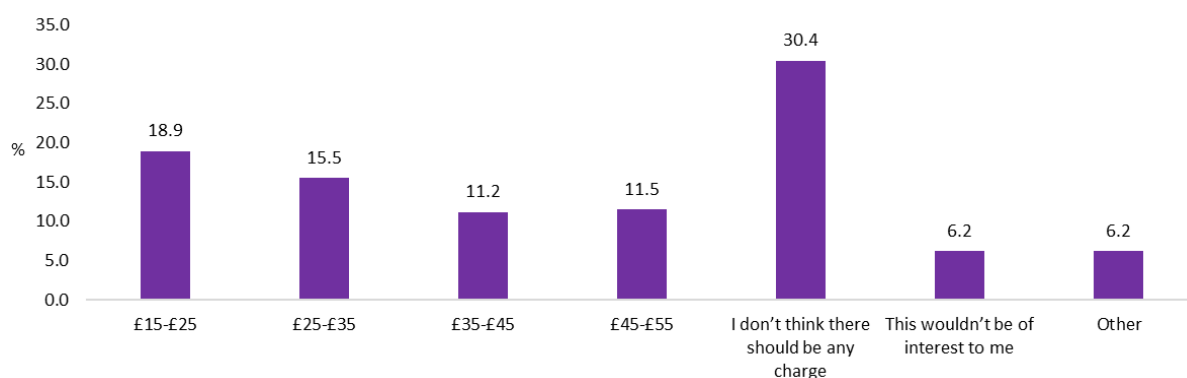
If the council proceeds with the investment, what do you think the price for the hire of a tennis court in Rushmoor should be, by users of the tennis courts and non-users of the tennis courts



Question 12: If there was an 'Annual Pass' available for a household to play all year round for a set fee (with no further charges) what do you think the price should be?

In total 324 respondents completed this question. Overall, 30.4% (98 respondents) didn't think there should be a charge, followed by 18.9% (61 respondents) thought the charge should be £15-£25 for an annual pass.

If there was an 'Annual Pass' available for a household to play all year round for a set fee (with no further charges) what do you think the price should be?

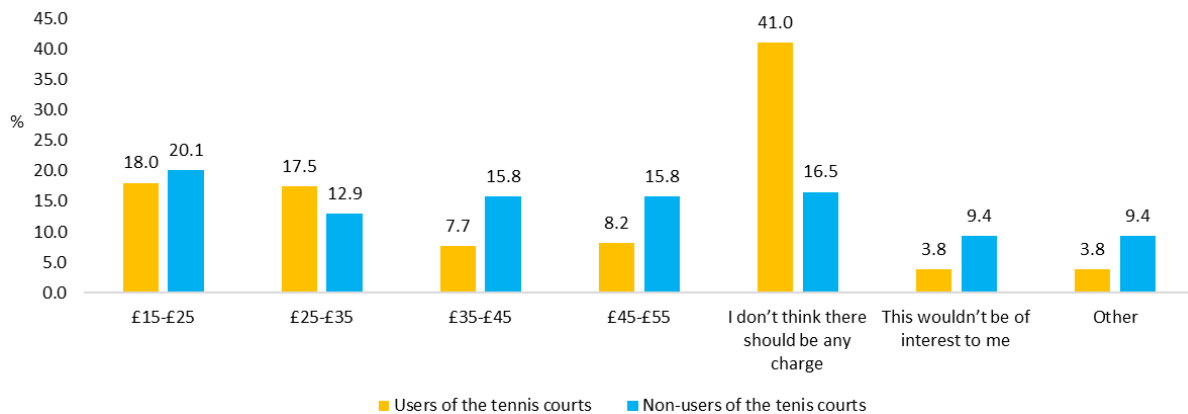


20 respondents (6.2%) indicated 'other' and the main themes of the responses were (all those mention more than once):

- Should be keep free/free access (mentioned in around five comments)
- Numbers over £50 for an annual pass (mentioned in around four comments)

There is a difference between the users and the non-users of the tennis courts with 41.0% (75 respondents) of users indicating that they don't think there should be a charge, compared to 16.5% (23 respondents) on non-users.

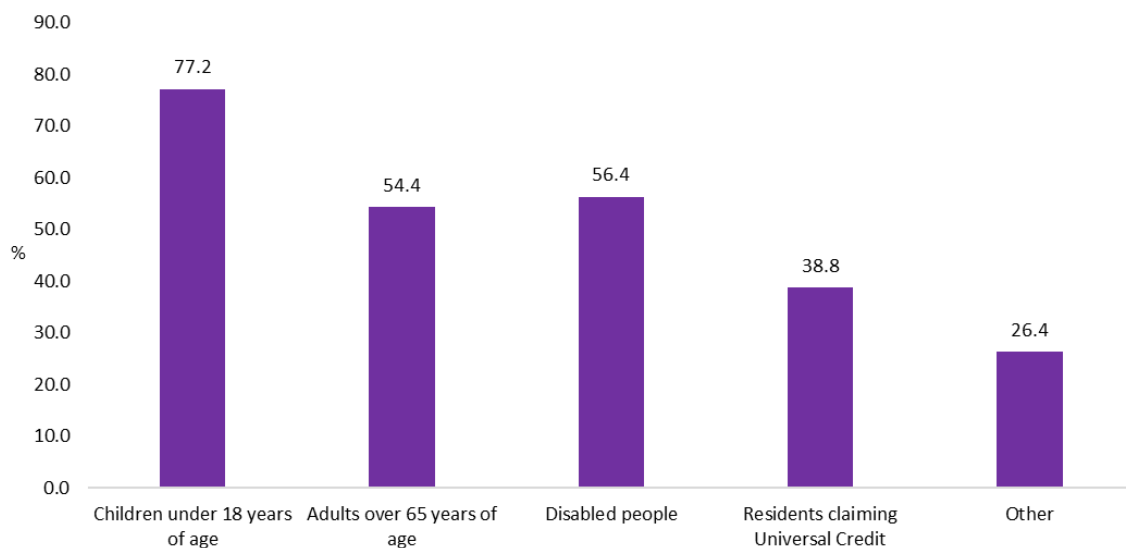
If there was an 'Annual Pass' available for a household to play all year round for a set fee (with no further charges) what do you think the price should be?



Question 13: If the council proceeds with the investment, which of the below groups do you think should be offered discounted court hire?

In total 307 respondents completed this question. The majority of respondents thought there should be discounted court hire for children under 18 years of age (77.2% - 237 respondents), disabled people (56.4% - 173 respondents) and adults over 65 years of age (54.4% - 167 respondents). 38.8% (119 respondents) thought there should be discounted court hire for those on Universal Credit and 26.4% (81 respondents) thought there should be discounted court hire for 'other'.

If the council proceeds with the investment, which of the below groups do you think should be offered discounted court hire?



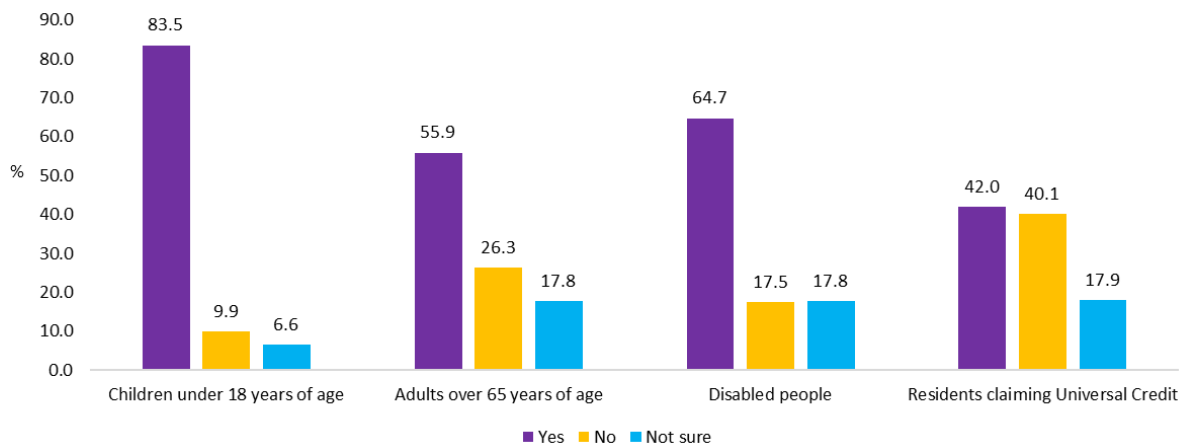
81 respondents (26.4%) indicated 'other' and the main themes of the responses were (all those mention over five times):

- The courts should be free / remain free (mentioned in around 27 comments)
- Local residents (mentioned in around 8 comments)
- Everyone (mentioned in around 7 comments)
- None / no one (mentioned in around 6 comments)
- Everyone pay the same (mentioned in around 6 comments)

Question 14: If the council proceeds with the investment, would you be in favour of some free coach led sessions targeted at specific groups?

In total 308 respondent completed this question. The group respondents though should have free coach led session the most are children under 18 years of age (83.5% - 253 respondents indicated yes). The group respondents though should have free coach led session the least were residents claiming Universal Credit (40.1% - 103 respondents indicated no).

If the council proceeds with the investment, would you be in favour of some free coach led sessions targeted at specific groups?



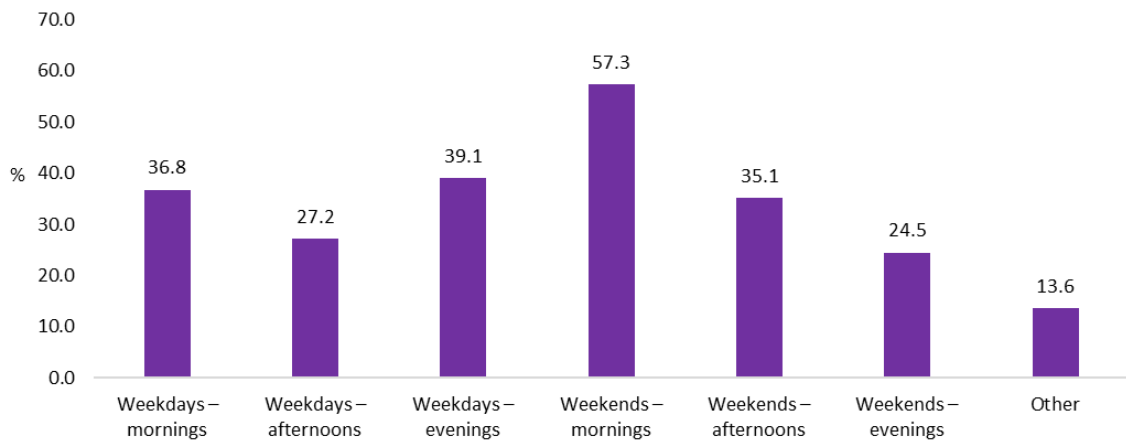
This question had an 'other' comment box and 41 respondents completed this part of the question. The main themes of the responses were (all those mention over five times):

- It should remain free / keep free (mentioned in around 7 comments)
- Everyone (mentioned in around 7 comments)

Question 15: When do you think free coach led sessions should be held?

In total 302 respondents completed this question. The top three times respondents thought free coach led sessions should be held, was on weekend mornings (57.3% - 173 respondents), followed by weekday evenings (39.1% - 118 respondents), then followed by weekday mornings (36.8% - 111 respondents). 13.6% (41 respondent) indicated 'other'.

When do you think free coach led sessions should be held?



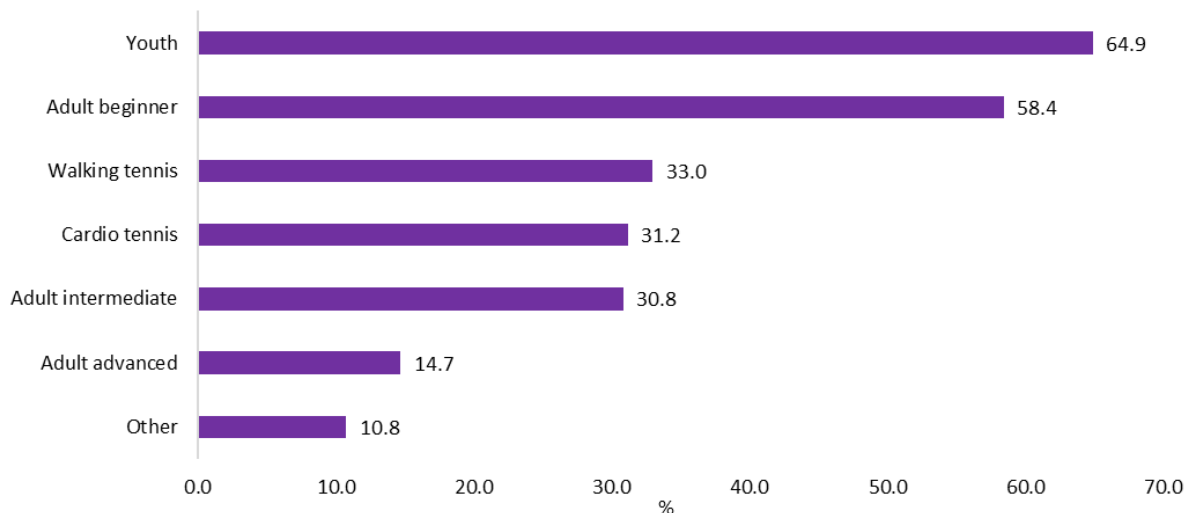
This question had an ‘other’ comment box and 41 respondents completed this part of the question. The main themes of the responses were (all those mention over five times):

- A mix / when those who are attending the sessions can (mentioned in around 9 comments)
- Disagree with free sessions (mentioned in around 6 comments)

Question 16: Are there specific types of sessions you would like to see?

In total 279 respondents completed this question. The top three specific session respondents would like to see are youth (64.9% - 181 respondents), followed by adult beginner (58.4% - 163 respondents), then followed by walking tennis (33.0% - 97 respondents). 10.8% (30 respondent) indicated ‘other’.

Are there specific types of sessions you would like to see?



This question had an ‘other’ comment box and 30 respondents completed this part of the question. The main themes of the responses were (all those mention more than once):

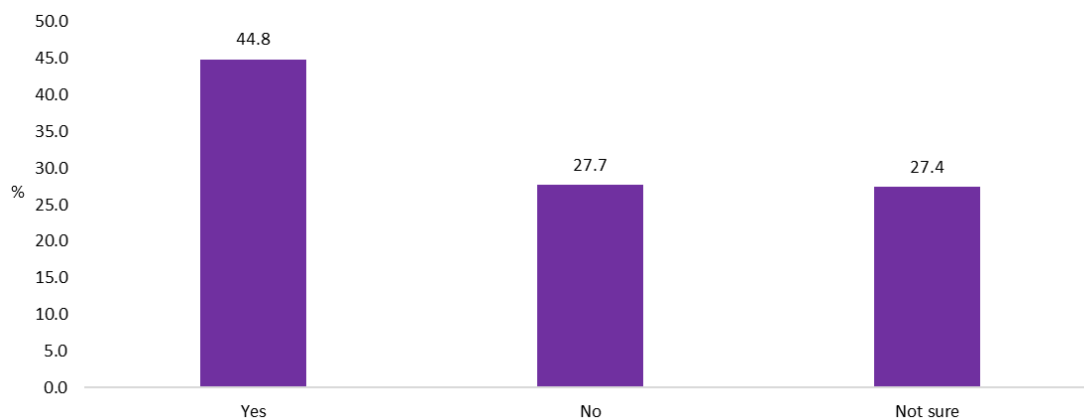
- Keep free / free access (mentioned in around 6 comments)

- N/A (mentioned in around 2 comments)
- None (mentioned in around 2 comments)
- Youth intermediate (mentioned in around 2 comments)
- Not sure (mentioned in around 2 comments)

Question 17: Would you be in favour of competitive tennis opportunities with people of a similar ability?

In total 310 respondents completed this question. 44.8% (139 respondents) answered yes they would be in favour of competitive tennis opportunities with people of a similar ability, 27.7% (86 respondents) answered no and 27.4% (85 respondents) didn't know.

Would you be in favour of competitive tennis opportunities with people of a similar ability?



Question 18: Do you have any further comments about the tennis courts in Rushmoor's parks?

In total 136 respondents completed this question. The main themes of the responses were (all those mention more than five times):

- Keep as it is / free and free access (mentioned in around 47 comments)
- The council should have maintained/should maintain the courts (mentioned in around 18 comments)
- Support the proposals (mentioned in around 17 comments)
- This plan will deter players / be a barrier (mentioned in around 17 comments)
- Concerns about the external provider / privatisation of the courts (mentioned in around 15 comments)
- Comments about the current state of the tennis courts (mentioned in around 11 comments)
- The courts are not just used for tennis (mentioned in around 10 comments)
- Concern about the impact on kids ability to use the courts (mentioned in around 7 comments)
- There should be more tennis courts (mentioned in around 5 comments)

Appendix A –copy of the online survey

Tennis courts in Rushmoor's parks - please give us your views

Introduction

Background to the consultation

We have eight public tennis courts across three parks in Aldershot and Farnborough. Five of these courts are in a poor condition and three are in an average condition.

There is no booking system and there are no tennis coaching programmes available in two of the three parks.

The council does not have any way of communicating with players using the courts at this time.

The Government's Department for Digital, Community Media and Sport (DCMS) and the Lawn Tennis Association (LTA) have announced a £30 million package to refurbish more than 4,500 public tennis courts in the UK.

As part of that, they have approached us and been working with us on a project to bring all the courts up to a high standard. This work would cost more than £100,000.

This is a once-in-a-generation opportunity for the council to receive external investment for our public tennis courts. We know from figures from the Lawn Tennis Association that there are between 1300 and 1700 residents within a ten-minute drive of each park who would play tennis if they had the opportunity to do so.

If this goes ahead, we would renovate the tennis courts in spring 2024.

Condition of funding

A condition of this funding is that we would need to show how we would keep these courts in a good condition for the future and avoid them deteriorating.

We would need to set aside £1,200 per court annually to pay for larger repairs such as replacing the courts' surface and repainting the courts when necessary. There would also be day-to-day maintenance and running costs.

It is estimated that the total costs for looking after our eight public courts would be around £10,000 a year. This amount would make sure the courts are kept to a good standard for years to come.

How we would run the courts

The council would seek a tennis provider to run the courts for us. This would introduce a pay-to-play booking system and coaching to generate the income needed to maintain the courts.

This model would include providing free and discounted tennis for those who could not afford to pay to make sure that everyone could use the courts.

We believe that bringing in an experienced operator to run the courts on our behalf would be the most efficient way to move forward and provide the best quality experience for players and the local community.

We would continue to own the courts and set conditions for the new operator to make sure everyone could have access to the tennis facilities. This would include setting out what the operator must do and what would be a fair charge. Under the conditions of the investment programme, the courts must remain as tennis courts for at least 15 years. The investment does not include floodlighting for any of the courts.

Booking system

If the tennis court were to be improved, we would bring in an online and app booking and payment system. There would also be gate access control at the tennis courts, so that players could guarantee a court being available when they book and that the courts were not being misused in any way.

Charges

At the moment, we charge people to use our football and cricket pitches. This money helps maintain these pitches for future use.

We would do the same with the tennis courts, with all the money received going to make sure the facilities are kept to a high standard.

If we were to continue to operate the courts as now

We do not have a budget to repair or maintain our tennis courts, so if we do not go ahead with the investment programme and keep them free, as now, they will continue to deteriorate, even if they are currently in a fair condition.

The survey is open until Sunday 17 September.

To view our consultation survey privacy notice please visit www.rushmoor.gov.uk/consultationprivacynotice

1. Where is your nearest park area with tennis courts? (please tick one)

- Manor Park, Aldershot
- Cove Green Recreation Ground, Farnborough
- Rectory Road Recreation Ground, Farnborough
- Not sure

* 2. Do you currently use the tennis courts in Rushmoor's parks? (please tick one)

- Yes
- No

***if answered yes the survey went to question 3 and if answered no the survey went to question 9**

Tennis courts in Rushmoor's parks - please give us your views

Tennis court users

3. Which park do you use most to play tennis? (please tick one)

- Manor Park, Aldershot
- Cove Green Recreation Ground, Farnborough
- Rectory Road Recreation Ground, Farnborough

4. Who do you normally play tennis with? (please tick all that apply)

- Friends
- Family
- Other (please tell us)

5. When did you last play tennis at a Rushmoor park? (please tick one)

- Within the last week
- Within the last month
- Within the last year

6. When do you normally play tennis in a Rushmoor park? (please tick all that apply)

- Weekdays - mornings
- Weekdays - afternoons
- Weekdays - evenings
- Weekends - mornings
- Weekends - afternoons
- Weekends - evenings
- Other (please tell us)

7. If the condition of all the tennis courts in Rushmoor's parks was improved, would you use them:

- About the same
- More often
- Less often
- Not sure

* 8. Do you think an online booking system would help you to play more / less tennis? (please tick one)

- I would play more tennis
- I would play about the same
- I would play less tennis
- Not sure

***after this question was answered the survey went to question 10**

Tennis courts in Rushmoor's parks - please give us your views

Not users of tennis courts in Rushmoor's parks

9. What if anything would motivate to play tennis in our parks? (please tick all that apply)

- Better court facilities
- Coaching
- Someone to play with
- Available when I want to play
- Ability to book in advance
- Free access to tennis
- Access to equipment
- Nothing, I am not interested in playing tennis
- Other (please tell us)

***after this question was answered the survey went to question 10**

Tennis courts in Rushmoor's parks - please give us your views

* 10. Which of these statements do you agree with? (please tick one)

- Yes, I am in favour of the investment to improve the courts and for an external operator to run the courts on the council's behalf. I understand this will mean charges for tennis court users and a booking system.
- No, I do not want the council to pursue the grant to renovate the tennis courts. I understand this will mean they will not be renovated as other funding sources have not been identified.
- I don't know

Tennis courts in Rushmoor's parks - please give us your views

If the council proceeds with the investment

11. If the council proceeds with the investment, what do you think the price for the hire of a tennis court in Rushmoor should be? (please tick one)

- £3-5 per hour
- £5-7 per hour
- £7-10 per hour
- £10-12 per hour
- I don't think there should be any charge
- This wouldn't be of interest to me
- Other (please tell us)

12. If there was an 'Annual Pass' available for a household to play all year round for a set fee (with no further charges) what do you think the price should be? (please tick one)

- £15-£25
- £25-£35
- £35-£45
- £45-£55
- I don't think there should be any charge
- This wouldn't be of interest to me
- Other (please tell us)

13. If the council proceeds with the investment, which of the below groups do you think should be offered discounted court hire? (please tick all that apply)

- Children under 18 years of age
- Adults over 65 years of age
- Disabled people
- Residents claiming Universal Credit
- Other (please tell us)

14. If the council proceeds with the investment, would you be in favour of some free coach led sessions targeted at specific groups? (please tick all that apply)

	Yes	No	Not sure
Children under 18 years of age	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Adults over 65 years of age	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Disabled people	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Residents claiming Universal Credit	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Other (please tell us)

15. When do you think free coach led sessions should be held?(please tick all that apply)

- Weekdays - mornings
- Weekdays - afternoons
- Weekdays - evenings
- Weekends - mornings
- Weekends - afternoons
- Weekends - evenings
- Other (please tell us)

16. Are there specific types of sessions you would like to see? (please tick all that apply)

- Youth
- Adult beginner
- Adult intermediate
- Adult advanced
- Cardio tennis
- Walking tennis
- Other (please tell us)

17. Would you be in favour of competitive tennis opportunities with people of a similar ability? (please tick one)

- Yes
- No
- Not sure

18. Do you have any further comments about the tennis courts in Rusmoors parks? (please tell us in the box below)

Tennis courts in Rushmoor's parks - please give us your views

About you

19. Have you completed this survey as a group, or on behalf of a group? (please tick one)

- No
 Yes (please tell us in the box below)

* 20. Which town do you live in? (please tick one)

- Aldershot
 Farnborough
 Other (please tell us)

21. What is your age group? (please tick one)

- Under 16 years
 16-24 years
 25-44 years
 45-64 years
 65+ years
 I'd prefer not to say

Tennis courts in Rushmoor's parks - please give us your views

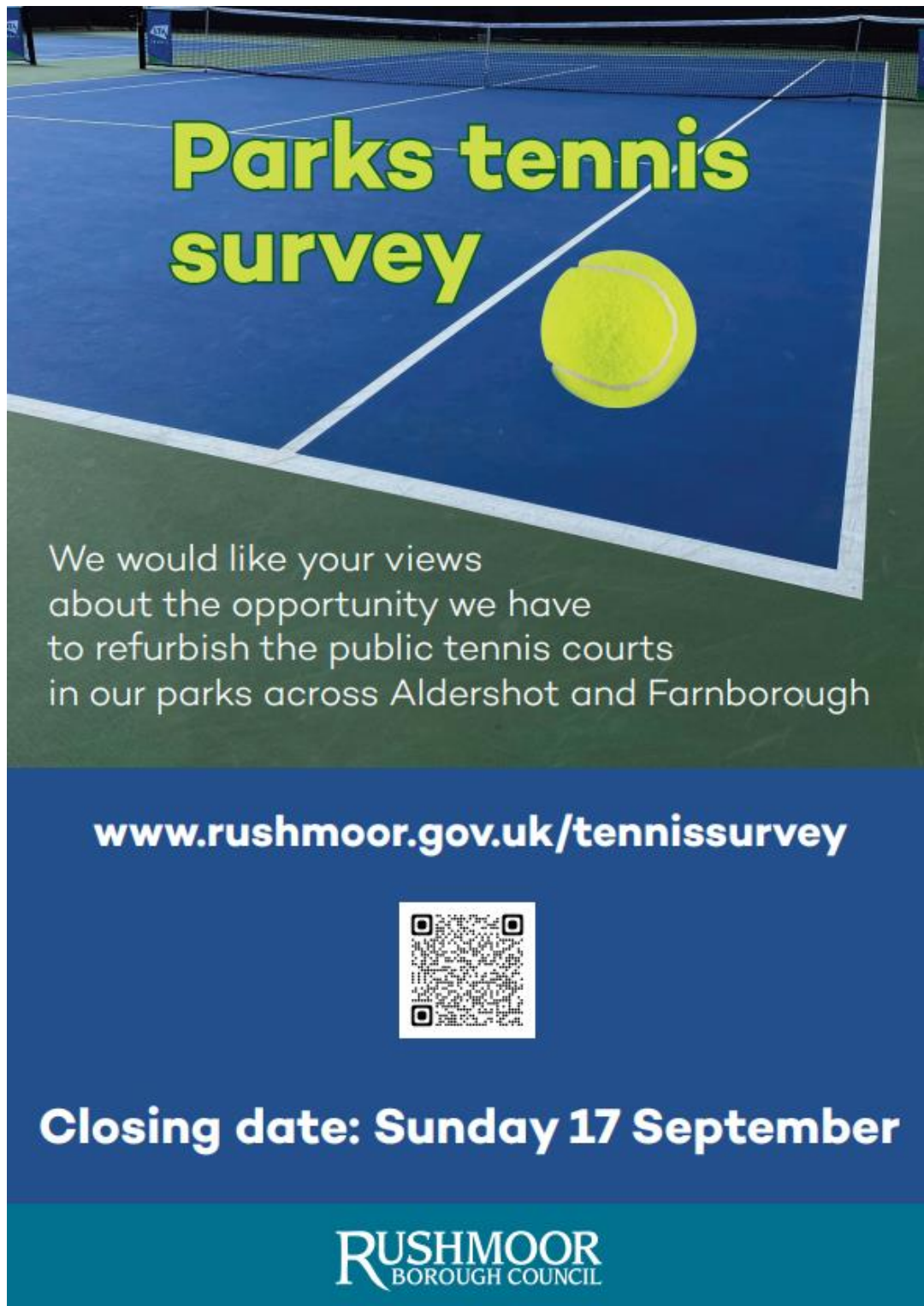
Finally

Thank you for completing our survey

We would like to keep you up-to-date with the latest council news and information about events and activities taking place in Aldershot and Farnborough. You can also sign up to take part in council consultations. To sign up please follow the link below:

[Sign up to news from the council.](#)


Appendix B – copy of the poster



Parks tennis survey

We would like your views about the opportunity we have to refurbish the public tennis courts in our parks across Aldershot and Farnborough

www.rushmoor.gov.uk/tennissurvey



Closing date: Sunday 17 September

RUSHMOOR
BOROUGH COUNCIL

“The Local Labour Group responds to *“Rushmoor Borough Council’s consultation about the tennis courts in Rushmoor Parks (Manor Park, Cove Green and Rectory Road)”*”.

The LTA funding being offered to Rushmoor Borough Council for the refurbishment of the parks tennis courts in the borough is a combination of funds that the Department for Digital, Culture, Media and Sport (DCMS) and LTA are using to support the Government’s [Get Active Strategy](#).

Scott Lloyd, Chief Executive of LTA says *“It’s great to see the Government’s commitment to **tackling inequalities in participation** and ensure sport is **inclusive** and welcoming for all. This aligns closely with the LTA’s own vision to **open tennis up**, ensuring tennis is a sport for anyone, no matter their age, gender, background or ability.”*

Whilst the local Labour Group welcome the opportunity and investment to improve the tennis courts that the LTA funding offers, we do not agree with the resultant charging for use of the courts that is being proposed. Implementing a charge for playing and introducing a booking system is likely to discourage spontaneous use of the tennis courts and would discourage or prevent groups from across our community actively engaging in sport, which contradicts the LTA’s statement about *“tackling inequalities in participation...ensuring sport is inclusive... vision to open tennis up...”*

Therefore, as a group we want to look for different ways in which Rushmoor Parks tennis courts could be upgraded, whilst maintaining free access and use for all. We believe that the parks tennis courts should be available for all, just as the skatepark and basketball courts are.”

Look forward to catching up with you on Thursday.

Many thanks,

Becky

Becky Williams
Rushmoor Borough Councillor
Manor Park Ward

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CABINET 17TH OCTOBER 2023

**REPORT FROM THE OVERVIEW AND
SCRUTINY COMMITTEE**

KEY DECISION? NO

**EXECUTIVE DIRECTOR
REPORT NO. DEM2307**

**RECOMMENDATIONS FROM THE OVERVIEW AND SCRUTINY COMMITTEE -
SUPPORT FOR LOCAL ARMED FORCES COMMUNITY AND BRITISH GURKHA
VETERANS**

1. SUMMARY AND INTRODUCTION

At its meeting on 6th July 2023, the Council resolved to refer a Notice of Motion which highlighted the additional support needs of British Gurkha Veterans living in the Borough to the Overview and Scrutiny Committee for consideration.

The Notice of Motion requested that:

- The Overview and Scrutiny Committee conduct a full assessment of all the ongoing issues and support needs of our local armed forces community, including those relating to our local Gurkha Community and to produce a report; and
- The Leader of the Council write to the Government raising these concerns.

On 7th September 2023, the Overview and Scrutiny Committee held a Special Meeting to scrutinise the current provision and support arrangements for the local armed forces community in Rushmoor, and to assess the ongoing issues and whether there was evidence of disadvantage to the armed forces community - including veterans and Gurkha veterans.

At this meeting, the Committee considered a detailed report, and heard representations from:

- Dr Graham Cable, Chairman of the South-East Veterans Advisory and Pensions Committee
- Councillor Dhan Sarki (Proposer of the Notice of Motion)
- Councillor Jib Belbase (Ward councillor for Wellington)
- Councillor Nem Thapa (Champion for Armed Forces)

The following officers were also in attendance to provide information to support the Committee's review of current provision:

- Jermaine Pinto, Housing Options Manager
- Rachel Barker, Assistant Chief Executive
- Madhu Gurung, Benefits Assessor
- Jill Shuttleworth, Corporate Manager – Democracy

A copy of the Report to the Committee is attached at **Appendix 1**, and a copy of the minutes of the meeting from the meeting is attached at **Appendix 2**.

2. OUTCOMES AND RECOMMENDATIONS TO THE CABINET:

Following the Committee's full assessment of the issues and support for the armed forces community in Rushmoor, including veterans, the Committee agreed the following recommendations to the Cabinet:

1) Pensions for Gurkha Veterans

The Committee noted that Gurkha Veterans who retired before 1st July 1997 and who live in the UK are not eligible for a full UK armed forces pension. Instead, they receive a substantially lower pension which is based on the costs of living in Nepal. In 2009, it was agreed that Gurkhas who had served a minimum of 4 years and retired prior to 1 July 1997 had a right to settle in the UK. However, there was no change of pension arrangements.

This is an issue that particularly affects Rushmoor because it has the largest Nepali population in England. Census data tells us that 10,575 residents are Nepali (10.6% of Rushmoor's population) and the Borough has the highest number of Nepali veterans in England. The Borough's most deprived areas are also areas which are home to large numbers of former Gurkhas. The Indices of Multiple Deprivation showed that a part of the Wellington Ward had the highest proportion of income deprived older people in the county, with a high proportion of those claiming Pension Credit. Therefore, Rushmoor has a relatively large population of Gurkha veterans who suffer the financial differential and that is a disadvantage.

It is recommended that the Leader writes to the Prime Minister, the Minister of Defence, and the local Member of Parliament on behalf of the Council to raise concerns about the disadvantage and injustice arising from the pension disparity. The Government should be urged to continue its discussions with representatives of the Nepali Government and the Gurkha veteran community on the veteran pension arrangements and other welfare issues and to seek ways to resolve the disparity of the current situation so that there is equity for all veterans living in Rushmoor and the UK who have served in the British Forces.

2) Disabled Facilities Grants

The Committee noted that some local authorities have adopted local policies to disregard certain payments provided to veterans when assessing entitlement to a means-tested Disabled Facilities Grant (DFG) for adapting a home to meet the needs of a disabled person.

It is recommended that the Executive Head of Operational Services be requested to provide an impact assessment and proposals to revise the current policy as far as possible so that war pension payments, payments under the

armed forces compensation scheme, service invaliding pensions or service attributable pensions are disregarded when assessing eligibility for DFGs, and that an update be provided on this as soon as possible.

3) Employers Recognition Scheme – Gold Award

Rushmoor Borough Council, as an employer, is currently a silver award holder in the Employers Recognition Scheme. This Scheme recognises exceptional employer support e.g., employing staff from military families, veterans, and enabling staff to join the reservists and be available for reservist duties in addition to taking annual leave.

It is recommended that that the Council works towards achieving the gold award in the Employers Recognition Scheme and moves to the gold standard at the earliest opportunity. The Armed Forces Champion to continue their work to investigate and report with a plan on the requirements and activities that would be needed to make a successful application.

4) Single Point of Access in Rushmoor for Advice – Available to the whole of the military community

The Committee noted the extensive range of organisations operating nationally and locally to support armed forces veterans and families. However, for those making the transition from military to civilian life, it could be confusing and unclear which agency it was appropriate to approach for which issues. The picture was complex and signposting between agencies could be circuitous.

It is recommended that the Cabinet support the creation of a single and coherent point of entry for advice within the Borough with the establishment of a hub providing improved co-ordination between agencies and partners. If this could be provided as physical place, such as locating a hub within the town centre of Aldershot (historically the home of the British Army) for example in the new development of Union Yard, it would be even better. As well as providing a hub for advice, some social space was also deemed desirable for use by the community and veterans.

It was also recommended that the letter to Government (referred to in para 1 above) could also offer to work with the Government to create a single gateway for the armed forces community from the Borough that is the home of the British Army.

This is what was recommended. If the Cabinet were minded to proceed with this, it would be necessary to work together with the Aldershot Garrison to consider a more detailed proposal for future consideration.

5) Build A Stronger Network Between Local Organisations Providing Support for the Military Community

To help improve co-ordination and understanding of which organisations were best to approach for which issues, **it is recommended that** the Council supports the Armed Forces Champion and Shadow Champion to build a stronger network between the many local organisations that support the local armed forces community. This could be through a conference event. In the longer term, a strong network could also help to co-produce and design services for the community and assist the Council in its duties under the Armed Forces Covenant for informed decision making when considering provision of housing and healthcare services.

**SUPPORT FOR LOCAL ARMED FORCES COMMUNITY AND BRITISH
GURKHA VETERANS****SUMMARY**

At its meeting on 6th July, the Council resolved to refer a Notice of Motion which highlighted the additional support needs of British Gurkha Veterans living in the Borough to the Overview and Scrutiny Committee for consideration:

The Notice of Motion requested that:

- The Overview and Scrutiny Committee conduct a full assessment of all the ongoing issues, and supports the needs of our local armed forces community, including those relating to our local Gurkha Community and to produce a report; and
- The Leader of the Council to write to the Government raising these concerns.

The Notice of Motion, as referred, was submitted by Cllr Dhan Sarki in consultation with the Conservative Group.

A full copy of the Notice of Motion is attached at Appendix 1.

This Report sets out background information to support the Committee's consideration and assessment of the current issues and support needs of the local armed forces and veterans.

RECOMMENDATION:

The Committee is invited to consider the representations presented at the meeting, review current arrangements and identify areas for further follow up and inclusion in the preparation of a report of the Committee.

1. BACKGROUND - THE ARMED FORCES COVENANT

- 1.1 The Notice of Motion recognises that Rushmoor Borough Council was one of the first councils in the country to adopt an Armed Forces Covenant.

The Armed Forces Covenant

- 1.2 The Council signed the Armed Forces Covenant with Aldershot Garrison in October 2012 as an agreement to work together to honour the national covenant. The Armed Forces Covenant is a promise by the nation to ensure that those who serve or have served in the Armed Forces, and their families, are treated fairly. The Armed Forces Covenant is not designed to give the Armed Forces, Veterans and their families preferential treatment compared with other citizens, but it should ensure they get a fair deal and are not disadvantaged because of their Service.

Why do we need an Armed Forces Covenant?

- 1.3 Armed Forces personnel and families make sacrifices in order to serve and can experience a high level of mobility. Armed Forces families have to move, sometimes with little notice, to unfamiliar areas in the UK or overseas, or they may have to live apart for extended periods of time and cope with the issues that this can bring. This means that armed forces personnel and families can find themselves at a disadvantage in comparison with their civilian neighbours in accessing public services. For example, they could find themselves continually at the bottom of housing, health or school waiting lists.

Organisations in Rushmoor who have signed up the Armed Forces Covenant

- 1.4 Ministry of Defence data shows that over 40 organisations located across Aldershot and Farnborough have signed up to the Armed Forces Covenant. The larger organisations include BAE Systems, Aramark Ltd and QinetiQ Group plc, and the full details are available to view on the [gov.uk](https://www.gov.uk) website. Across the UK, thousands of organisations have signed a pledge to support the covenant.

Armed Forces Champion

- 1.5 The Cabinet has appointed an Armed Forces Champion, Cllr Nem Thapa, to promote the objectives of the Armed Forces Covenant on behalf of the Council through local action and by building connections between the Military and other communities. A copy of the Champions priorities for 2023/24 are attached at **Appendix 2**.

Employers Recognition Scheme

- 1.6 The Employers Recognition Scheme acknowledges employers who have provided exceptional support to the Armed Forces Community by going above and beyond their covenant pledges by employing and supporting those who serve, veterans and their families. Through a 3-tier approach of bronze, silver and gold awards, the scheme recognises the different levels of commitment provided by employers. Rushmoor, as an employer, is a silver award holder.

The Armed Forces Act 2021 – Covenant Duty

- 1.7 In 2021, the Armed Forces Act brought the covenant principles into law, with new legal obligations on local authorities and certain public organisations (e.g., NHS and governing bodies of schools), to help protect military personnel, their close family, and veterans from being disadvantaged due to service life when accessing essential public services in the specific areas of healthcare, education and housing. A copy of the Armed Forces Covenant Duty Statutory Guidance (November 2022) is available online [here](#).
- 1.8 The duty on councils is about informed decision-making and active consideration of the Armed Forces Covenant when considering all the factors relevant to how relevant functions are carried out on the principle that it is desirable to remove disadvantages for service people.

2. BACKGROUND – CENSUS DATA

Armed Forces veterans

- 2.1 Census 2021 data tells us that 6.7% of adults in Rushmoor are veterans (5,428 adults). Approximately half of veterans in Rushmoor (48.1%) are aged over 65 (2,608 veterans) and a quarter of veterans in Rushmoor (24.1%) are Asian, Asian British, or other Asian. Rushmoor has the highest number of other Asian veterans in England (1,308 veterans).
- 2.2 Rushmoor is the home to the largest Nepali population in England, and census data indicates that in Rushmoor 10,575 residents are Nepali (10.6% of Rushmoor's population). 14.1% of Aldershot and 8.2% of Farnborough residents are Nepali.
- 2.3 Data maps which present census information by (1) location of those who previously served in the armed forces, (2) Asian, Asian British and (3) Household is deprived in four dimensions is attached at **Appendix 3**.
- 2.4 Mapping information indicates that the areas in the Borough with the highest percentage of veterans are in areas of Rowhill and Wellington and in the north of the Borough, Cherrywood ward and parts of Fernhill and West Heath wards. The areas with highest percentage of households deprived in four dimensions are in Wellington and Cherrywood wards, and parts of Fernhill and West Heath wards.

3 LOCAL SUPPORT FOR ARMED FORCES

- 3.1 The Council's [Armed Forces Community Covenant](#) webpage signposts to information to support armed forces people and veterans. The Cabinet Champion has identified that more can be done to enhance and improve the content, including signposting to a wider range of other support organisations, which is reflected in this year's Champion priorities.
- 3.2 A mobile app "Forces Connect", is also available in Kent, Sussex, Surrey and Hampshire. The simple to use app, is aimed at supporting the entire Armed

Forces Community and those that work with them, by signposting users to help and support.

4 HOUSING SUPPORT

4.1 In the area of housing, where Rushmoor has a statutory responsibility, veterans, Service personnel leaving Service, and Service families, might lack knowledge about housing services, have not built up sufficient 'local connection', not be prioritised to receive social housing, experience a lack of available social housing, find it more difficult to communicate with housing bodies, be reluctant to seek early help, or require adaptations to be made to their home when they re-locate.

4.2 The relevant functions in the scope of the Covenant duty include:

- Disable Facilities Grants
- Allocations policy for social housing
- Tenancy strategies
- Homelessness

Disabled Facilities Grants

4.3. Following investigation, the Council is aware that some local authorities have adopted local policies to disregard certain payments provided to veterans when assessing entitlement to a Disabled Facilities Grant. The Council is currently investigating what is needed for it to be possible to disregard War Pension payments, payments under the Armed Forces Compensation Scheme, Service Invaliding Pensions or Service Attributable Pensions when assessing eligibility for a means-tested Disabled Facilities Grant.

Summary of Support currently provided by Rushmoor Housing Service:

4.4 In relation to the general position on housing support provided by the Council for armed forces:

- The Council has advertised, via its allocation scheme, 13 properties from Stoll housing specific for veterans of the UK armed forces since Oct 2017. This specific scheme is only available to this group of the community and provides support bespoke to this group.

(In 2014, a report published by Stoll Housing (which provides affordable homes for vulnerable veterans) highlighted Rushmoor as an area of relatively high demand for accommodation and housing related support for single veterans. As a result of these findings, Stoll built [Centenary Lodge](#) in Aldershot providing 34 purpose-built homes for vulnerable and disabled veterans)

- The Housing Team is updating its application process for the [Council's Housing Allocation Scheme](#) to better capture households that include persons who have served in the UK armed forces. Under the Scheme, people receive a higher priority if they have a 'local connection' and a

qualifying criteria for local connection is that 'you are a member of the armed forces living and working in Rushmoor'

- The Rushmoor Home Finder website (the new homes bidding website for those accepted into the housing allocation pool), will also provide a link to the Veterans Gateway service, which provides a large range of services and information for veterans.
- The Housing Team is also aware of Operation Fortitude which is a centralised referral pathway to end veteran homelessness. The remit of the team will be to work with individual veterans at risk of or experiencing homelessness, supporting them either into suitable accommodation, or supporting them to maintain their current home.
- The Housing Team can also make referrals into veterans supported housing, such as Mike Jackson House.

4.5 Further information on Housing Options can be found in **Appendix 4**.

5. HEALTHCARE

5.1 There are a number of health schemes that the Council are aware of, these include:

- Op-Courage [Op Courage – Veterans Covenant Healthcare Alliance \(veteranaware.nhs.uk\)](https://veteranaware.nhs.uk)
- Op-Restore - [OpRESTORE - Armed Forces Network](#)
- Op-Community - [OpCOMMUNITY - Armed Forces Network](#)
- The NHS work closely with the Garrison to support veterans and service families health needs. Activities includes providing health support at the Garrison Health Fair and attending local community meetings including Veterans Hubs
- GP practices and hospitals are working to better identify veterans within their systems
- The Council's Community and Partnerships team are also closely working with NHS colleagues to further develop work and understanding around local veterans needs

5.2 Mental and Physical Health is one of four main priorities identified in the Supporting Communities Strategy. Alongside health and other partners, the Council is involved in a number of small, local projects that aim to support the mental and physical wellbeing of Rushmoor residents. Recent examples include Healthy Walks led by a Healthy Walks Co-ordinator, community garden projects and the Repair Cafe in Aldershot funded through the military covenant with the aim of encouraging veterans to volunteer, utilise their skills and get involved.

6. WELFARE SUPPORT

- 6.1 The Council currently disregards War Pension payments, payments under the Armed Forces Compensation Scheme, Service Invaliding Pensions and Service Attributable Pensions when assessing eligibility for Housing Benefit, Council Tax Support and Discretionary Housing Payments.
- 6.2 The Council does not hold specific data as regards welfare support and veterans. However, at the point of publishing the report, ongoing enquiries were being undertaken. If there is further data available this will be circulated to Members of the Committee prior to the evening of the meeting.
- 6.3 Organisations offering welfare support and advice for veterans include:
- Veterans Gateway – funded by the Armed Forces Covenant. Signposting to the organisations best placed to help with housing, healthcare, employment, finances, mental wellbeing
 - Royal British Legion
 - SSAFA
 - Veterans UK
 - Citizens Advice Rushmoor
 - The Gurkha Welfare Trust
 - Help for Heros
- 6.4 A summary of ongoing issues and needs of the local armed forces veterans can be found in **Appendix 5**.

7. GURKHA PENSION SCHEME

- 7.1 Gurkha Veterans who retired before 1st July 1997 are not eligible for a full UK armed forces pension and as members of the 1948 Gurkha Pension Scheme receive lower pension rates because they were based on the costs of living in Nepal. Further to Gurkha community campaigns for equal pension rights, the Government is currently discussing pension issues and concerns affecting the Gurkha veteran community with representatives of the Nepali Government and the Gurkha veteran community.
- 7.2 Dr Graham, Chairman of South East Veterans Advisory and Pensions Committee, will be present (online) on the evening of the meeting and will be invited to offer insight and commentary related to pension entitlement.

8. COUNCILLOR REPRESENTATIONS

- 8.1 Councillors Dhan Sarki, Nem Thapa, and Jib Belbase have been invited to attend the Overview and Scrutiny Committee to present to the Committee in person on the issues currently facing armed forces and Gurkha veterans arising from cost-of-living pressures.

9. CONCLUSIONS

- 9.1 Members of the Overview and Scrutiny Committee are invited to examine the issues set out in these papers, attachments and from the representations that will be heard on 7th September and asked to formulate a recommendation to the Council's Cabinet in line with the Notice of Motion submitted to the Council on 6th July.

CONTACTS DETAILS:

Ian Harrison, Executive Director
ian.harrison@rushmoor.gov.uk

Jill Shuttleworth, Corporate Manager Democracy
jill.shuttleworth@rushmoor.gov.uk

COUNCIL MEETING – 6TH JULY 2023

AGENDA ITEM 4 - NOTICE OF MOTION – BRITISH GURKHA VETERANS – WELFARE ISSUES

AMENDED NOTICE OF MOTION

“The Council recognises the leading role that Rushmoor has played in supporting our local armed forces community and our Gurkha community, including being one of the first councils in the country to adopt an Armed Forces Covenant and providing support on housing and community integration.

However, the Council is conscious of the considerable number of Gurkha veterans living in the Borough who were enlisted into the Brigade of Gurkhas between 1948 and 1993, who face a number of ongoing challenges including lower pension payments, mental health and physical health challenges and integration into our wider community. This has resulted in many of them living in the Borough in poor circumstances, requiring additional support from the Council.

In order to support the council’s efforts in this area this motion requests that:

- The Overview and Scrutiny Committee conduct a full assessment of all of the ongoing issues and supports the needs of our local armed forces community, including those relating to our local Gurkha Community, and produce a report accordingly.
- The Leader of the Council writes to the Government raising these concerns”

**ARMED FORCES CHAMPION
ROLES AND RESPONSIBILITIES**

Purpose: Promote the objectives of the Armed Forces Covenant on behalf of the Council through local action and by building connections between the Military and civilian communities.

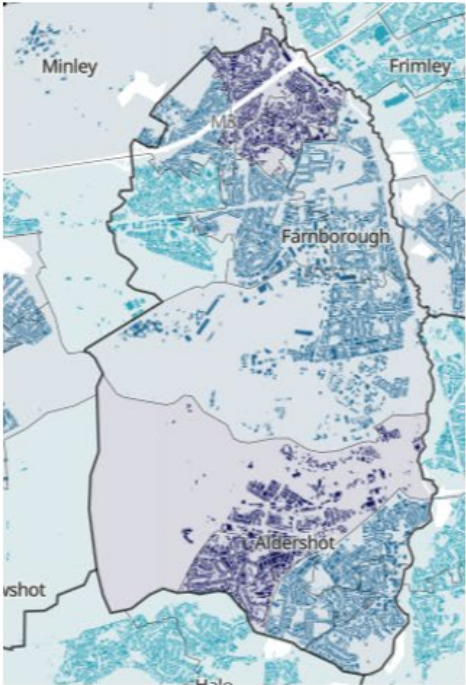
Roles:

- (1) Ensure that Council services reflect the principles of the Armed Forces and Military Community Covenants
- (2) Provide a conduit for all parts of the military community, including veterans, who are looking for assistance from the Council
- (3) Understand the needs of the local military community and act as a signpost and interface between the military and the community
- (4) Brief and raise awareness of Council Members and staff on the role of the champion and the objective of the Covenant
- (5) Establish effective lines of communication between military organisations and the Council, to include meetings with Unit Armed Forces Champions
- (6) Support events held by and for the military community
- (7) Report back regularly to the Council, and especially the Cabinet on plans, projects and activities

Champion Priorities in 2023/24

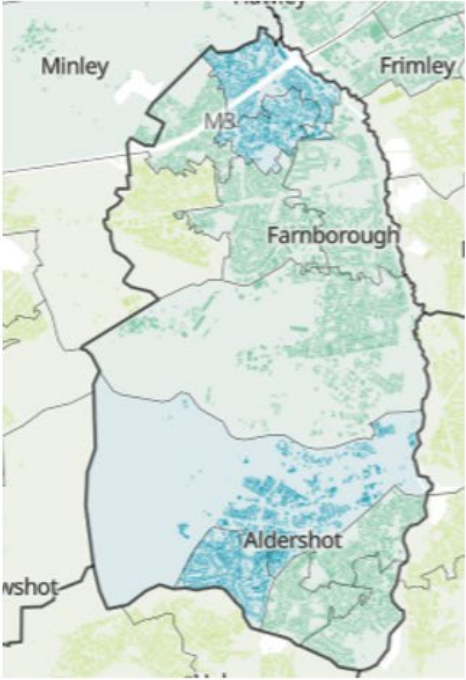
- (1) Develop the Armed Forces Champion webpage on the Council's website with signposting and relevant links, informed by information that the Champion has curated through their networks.
- (2) Increase the visibility of the veteran community in the Borough, to help facilitate and improve links between veterans and support services. Continue to promote and develop connections with, and between, veterans' clubs (including the British Legion and informal breakfast clubs and coffee mornings).
- (3) Continue to support the development of the covenant partnership arrangements for North Hampshire and plans for a community partnership conference in 2023/24.

- (4) Re-examine the criteria and possibility for Rushmoor Borough Council to work towards the Gold Award standard of the Defence Employer Recognition Scheme.
- (5) Support the programme of military community events planned to encourage community cohesion in 2023/24.
- (6) Work with service families and supporting organisations to encourage engagement with local health and wellbeing service through the Primary Care Network and Clinical Commissioning Group



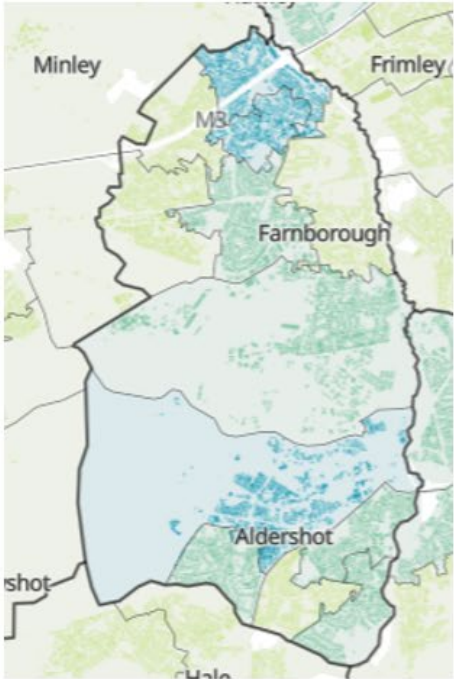
England and Wales
Previously served in the UK regular armed forces

0.1%	1.6%	2.9%	4.2%	6.5%	14.2%
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England and Wales
Asian, Asian British or Asian Welsh

0.1%	6.2%	16.4%	32.4%	53.8%	88.1%
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England and Wales
Household is deprived in four dimensions

0.0%	0.1%	0.3%	0.5%	0.8%	1.8%
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HOUSING OPTIONS

1. BACKGROUND:

- 1.1 Like other local authorities, Rushmoor faces various housing challenges, including a shortage of affordable housing. The high cost of living in the area makes it difficult for many residents to find suitable housing, so they turn to the council for assistance in accessing social housing. However, as the supply of social housing is limited, the council must prioritise those who are most in need. To ensure fairness and transparency, we have a housing allocation scheme, which considers factors such as household size, income, medical needs, and local connection.
- 1.2 The Armed Forces Covenant, introduced in 2011, is a promise to provide fair treatment to current and former UK Armed Forces members and their families, regarding services such as healthcare, education, and housing. The Covenant's principles aim to prevent disadvantage for military personnel and veterans when accessing services and opportunities. Rushmoor Borough Council supports the Covenant, and service personnel and veterans can register on the council's allocation scheme.
- 1.3 As per the Covenant, we ensure they are treated fairly and not disadvantaged. However, we do not generally prioritise ex-armed forces personnel. We do however give a high priority to veterans who lack suitable accommodation and who have been discharged due to severe post-traumatic stress or injuries.
- 1.4 It is difficult to identify the number of housing register applicants who are Nepalese as they will usually be recorded as 'Asian other.' We have upgraded our housing software, and our enhanced system will allow us, in the future, to identify people with a service history.
- 1.5 As of August 2023, we have 1700 people in the allocation pool, of which 103 (6% of the register an estimated figure) identify as Nepalese. Over 50% are registered for one-bedroom accommodation.
- 1.6 Each week we advertise social housing properties on our website. Where properties are specifically for veterans they are labelled as such and only veterans can apply for them.

2. HOUSING OPTIONS SPECIALLY FOR VETERANS:

- 2.1 Rushmoor has several housing options available specifically for veterans, including Centenary Lodge Aldershot, operated by Stoll Housing Association. This was the first Stoll scheme outside London and provides a home for vulnerable veterans with thirty-four purpose-built homes.
- 2.2 Mike Jackson House, Aldershot, operated by Riverside Housing Association, offers twenty-five supported housing units to single veterans who are homeless

or at risk of homelessness and have support needs. It provides accommodation on a short-term basis (up to 18 months) and supports customers to live independently and move on to housing in their area of choice.

- 2.3 Housing 21 is a leading not for profit provider of Retirement Living and Extra Care for older people of modest means. Their roots lie with the Royal British Legion. They operate a scheme called Pegasus Court which comprises fourteen one bed flats and twenty-three studio flats in Rushmoor.
- 2.4 We are aware that the Gurkha Homes Charity has some available housing in the Farnborough area as well.
- 2.5 In addition, to these schemes as previously mentioned veterans and service personnel can access all other social housing in the Borough so they are not in any way disadvantaged.
- 2.6 Additional Information:
 - Since October 2017 we have advertised thirteen properties from Stoll housing specific to veterans of the UK armed forces through our allocation scheme.
 - We provide a link to the Veterans Gateway service on our bidding website which provides a broad range of services and information for veterans.
 - Our housing options team promotes Operation Fortitude, a centralised referral pathway to end veteran homelessness and work with individual veterans at risk of or experiencing homelessness, supporting them to find suitable accommodation.
 - We can make referrals to Veterans' supported housing such as Mike Jackson House.
 - Veterans can access specialist veterans' accommodation and have equal access to other social housing schemes in the borough.

3. PRIVATE SECTOR HOUSING:

- 3.1 The Private Sector Housing team provide financial assistance through Disabled Facilities Grants (DFGs) for adapting a home to meet the needs of a disabled person or altering a property they want to rent. Additionally, the council accepts referrals (including self) for disrepair claims, and we have a team dedicated to this work. The team's approach has been to keep people in their homes if it is suitable.
- 3.2 In 2019/20, Rushmoor Borough Council was awarded funding and hired a Nepalese speaker to conduct outreach housing work. The worker attended housing surgeries at Citizens Advice and participated in group meetings and events to raise awareness about reporting poor housing conditions. Although uptake was satisfactory, engagement could have been better.
- 3.3 It should be noted that many Nepalese residents live in rented shared homes or HMOs (House in Multiple Occupation) and may not be able to get any adaptations done. The council has completed some adaptations when the property was owned by a relative and the disabled person was residing with

them. Additionally, the council has distributed Nepali language cards to areas with a high Nepali population and put-up pictorial signs in HMOs to encourage proper use of facilities and fireproofing.

3.4 It is difficult to isolate statistical information for Nepalese residents as they would be recorded as Asian other in most cases.

3.5 What we do know is we have fourteen licenced Nepali HMO landlords out of 236 current licences. These landlords mostly house older Nepali residents.

4. **BARRIERS TO SERVICE FOR NEPALESE VETERANS:**

4.1 There can be several barriers for older people who may not speak English as their primary language to access housing services. These can include:

- Language barriers: older people may face difficulties in understanding the requirements and processes involved in accessing housing services due to language barriers. They may not be able to communicate their needs or understand information provided to them.
- Lack of information: People who do not speak English may not be aware of the housing options available to them. This can prevent them from accessing support or applying for relevant housing services.
- Cultural differences: Some older people may have different cultural expectations or norms related to housing, which can create misunderstandings when interacting with housing providers.
- Lack of support: older people who do not speak English may lack the support they need to navigate housing services. This can include not knowing where to go for help or receiving insufficient support from family members or community organisations.

5. **CONCLUSION:**

5.1 To help address these barriers, we can offer interpretation services, provide written materials in the relevant language, and support to help older people navigate the housing application process. Building relationships and trust with community organisations can also be helpful to reach older people who may not be aware of the support available to them.

SUMMARY OF ONGOING ISSUES AND NEEDS OF LOCAL ARMED FORCES VETERAN COMMUNITY

1. HOUSING

- 1.1 In 2019, under [The Map of Need Project](#), SSAFA found that housing and financial hardship are the two main issues that are the most prevalent affecting veterans that seek assistance from the main charities in the sector.
- 1.2 A housing related problem identified concerns access to advice about available support. Veterans may need housing advice and information about the different types of housing support available to them, such as assistance with navigating the benefits system, finding a home, applying for social housing and renting.
- 1.3 Another issue relates to the quality of housing, whether it is privately rented accommodation or Service Families Accommodation. The quality and upkeep of Service Families Accommodation has been widely acknowledged as being of a lower quality. In 2022, a BBC [report](#), that featured Aldershot, depicted some veterans and their families stating they were living in housing they felt was not of an appropriate standard. Furthermore, according to the Gurkha Welfare Trust and Citizen Advice, most older Gurkha veterans, in Rushmoor, lived in Houses of Multiple Occupation, some of which, were of a poorer condition and in many instances were considered overcrowded. However, it is felt that many are unwilling to move to other areas due to issues relating to language, food, culture and community. In addition, it is thought that many do not understand their rights as tenants, hence they are unlikely to raise complaints. There is no doubt that poor quality housing and poor housing conditions are associated with poor physical and mental health.

2. Access to benefits and support

- 2.1 Although there is a lot of support for people moving out of military life, navigating statutory services (local and national) remains an ongoing challenge for people whose primary experience has been in the armed services. Knowing where to go for help, and understanding the support that is available is the initial barrier; but an unwillingness to seek help through pride or general culture, can also cause problems.
- 2.2 Many veterans have access to a number of pension benefits and, in the unfortunate event they face injury when serving, compensation schemes. However, many of these require extensive paperwork and may not be available

to all veteran groups. The application process for the Armed Forces Compensation Scheme, is understood to be quite complex. Moreover, Gurkha veterans do not qualify for the full state pension, as their National Insurance contributions are not enough to qualify.

- 2.3 Furthermore, some of the older generations, particularly those aged >50 who are not English native speakers, lack knowledge about types of support that are available to them. Because they speak very little or no English at all, they require interpreters when accessing services and claiming benefits. Although RBC, Citizens Advice Rushmoor and some of the GP surgeries in the local area employ people who can speak Nepali, this is still an issue especially for speakers of other languages as well as older people who require assistance every time they need to go to a hospital, pay an energy bill, or claim benefits.

3. Health (mental and physical)

- 3.1 In 2020, a [study](#) published by Cambridge University Press found that, overall, UK veterans who served at the time of military operations in Afghanistan and Iraq were more likely to report a significantly higher prevalence of common mental health disorders (CMD) (23% v. 16%), post-traumatic stress disorder (PTSD) (8% v. 5%) and alcohol misuse (11% v. 6%) than non-veterans.
- 3.2 Serving in the army can be stressful and dangerous, even if only a few may find themselves in direct combat situations; some people have physical injuries and/or mental scars which can have their own lasting effects. The transition into civilian life can also be challenging. As veterans may have been relying on the army to provide services during their service, they may not be prepared for the financial demands of civilian life. They may also be under a lot of stress to find their own accommodation, look after their health, find a job and reintegrate into the community. As a result, statistics show, issues with alcohol consumption, gambling and drug misuse are not uncommon among veterans.
- 3.3 Mental health issues were made worse during the Covid pandemic. People who were more likely to struggle with their mental health before the pandemic [reported](#) an increase in the severity of the challenges they faced. Whilst there is no clear evidence to suggest that the pandemic was more damaging to the veterans' mental health compared to the general population, a [survey](#) conducted by the BMJ in 2021 found that veterans faced significantly more COVID-19-related stressors, less social support, as well as difficulties attending health appointments. This particularly affected those experiencing difficulties with family or social relationships or suffering due to unemployment and job loss.
- 3.4 It is key to ensure that veterans have access to physical and mental health support, community networks, and information about the importance of healthy lifestyles and staying active. An active lifestyle can help veterans continue their lives outside service and improve their physical and mental health.

4. Employment, skills, and education

- 4.1 For some veterans, especially those of working age, it is important to find a job on leaving the armed forces. While veterans may be equipped with a vast range of skills applicable to many sectors, some of them are likely to be entering the civilian workplace for the first time, and so the working practices which others take for granted will be unfamiliar to them. Therefore, they may need help with finding a job and developing a career outside the armed forces. This may involve providing access to support with CV writing, interview advice, work placements to help familiarise themselves with workplace practices, mentoring, and training. The Royal British Legion Industries (RBLI) delivers [LifeWorks](#), a free service that provides the tools to access options such as CV development, interview skills, and building confidence and motivation to move forward into work.
- 4.2 According to the Government's most recent [Veterans' Strategy Action Plan](#), maximising veteran employability is key to positive life outcomes. As a veteran prepares for the next stage in their career, it is important for them to build hard and soft skills, and in some cases certain qualifications needed for the workplace. There are services in place to help veterans and their families benefit from further training and education to improve their chances of being successful in the job market. For example, the [LifeWorks](#) service provides vocational assessments, employability and change management courses to veterans for free to help them find suitable and sustainable jobs. They also assist in identifying training requirements to secure a job and enable access to funding if needed. In addition, the [Career Transition Partnership \(CTP\)](#) offer training and skills development to those who are about to leave Service or are within two years of their discharge date. Depending on the length of service, the CTP provide comprehensive training services, courses, and workshops. They also operate as an intermediary service for employers wishing to hire Service leavers and veterans.
- 4.3 Whilst finding a job or having professional training may not be a key issue for veterans in Rushmoor, as the majority are relatively older, this could be essential to help their spouses and adult children, who may not speak English fluently and/or have poor educational backgrounds.

5. Financial Hardship and money management

- 5.1 After leaving the Armed Forces, some veterans find themselves in financial trouble while trying to sort out pensions and benefits. In some cases, immigration and visa fees can have significant financial implications for service families. Immigration fees for serving personnel have been scrapped, following significant campaigning, but [fees for family members](#) remain and are relatively high. This can have detrimental impacts on service personnels' family life and finances.
- 5.2 Alongside professional skills, many exiting the Armed Forces may need help with the acquisition of life skills, especially those around basic finance. In its [Veterans' Strategy Action Plan](#), the Government has committed to making sure veterans leave the Armed Forces with sufficient financial education awareness and skills to be financially self-supporting and resilient. There are also a number of organisations, including SSAFA and Stoll, that provide assistance with debt and

money management, advice on welfare benefits, and gambling addiction support.

6. Domestic abuse and cultural issues

6.1 Issues such as money mismanagement, gambling and drinking habits are closely associated with domestic abuse and family breakdown. Citizens Advice Rushmoor, deliver a specialist and separately funded domestic abuse project with Nepali speaking staff; the aim of this is to overcome barriers for people facing language or cultural barriers to ensure appropriate support and resolution with domestic abuse issues. However, it remains important to raise awareness about the devastating impact of domestic abuse on victims and their families and to promote a better understanding of UK law, rights and responsibilities among these communities.

7. Digital Exclusion

7.1 A recent [report](#) by WithYouWithMe found that the majority of veterans demonstrate intermediate or above technology skills, surpassing the general population. However, there remains a group of older veterans who lack the digital skills or means necessary to function in an increasingly digitalised world. They may not have smart phones, access to digital training facilities, or the knowledge to use social media platforms to stay informed and connected.

8. Discrimination and Racism

8.1 Although there is a wide public conception that veterans make a valuable contribution to society, negative and incorrect stereotypes of veterans can be damaging to veterans and their families. In Rushmoor, some of the Nepali-speaking veterans continue to report receiving hostile and discriminatory comments by locals, which can have a significant impact on their mental health and feeling of safety.

8.2 In its latest [Veterans' Strategy Action Plan](#), the Government have committed to do more to understand public perceptions of veterans, and the influencing factors driving these. More can be done locally to educate people about the contributions of veterans and build public understanding in order to improve positive perceptions of veterans.

OVERVIEW AND SCRUTINY COMMITTEE

Report of the Special Meeting held on Thursday, 7th September, 2023 at the Council Offices, Farnborough at 7.00 pm.

Voting Members

Cllr M.D. Smith (Chairman)
Cllr Mrs. D.B. Bedford (Vice-Chairman)
Cllr K. Dibble (Vice-Chairman)

Cllr A. Adeola
Cllr Gaynor Austin
Cllr Jessica Auton
Cllr Jules Crossley
Cllr Mara Makunura
Cllr S.J. Masterson
Cllr Sophie Porter
Cllr S. Trussler

11. MINUTES OF THE PREVIOUS MEETING

The minutes of the meeting held on 20th July, 2023 were agreed as a correct record.

12. SUPPORT FOR LOCAL ARMED FORCES COMMUNITY AND BRITISH GURKHA VETERANS

At its meeting in July 2023, the Council referred a Notice of Motion to the Overview and Scrutiny Committee which highlighted the additional support needs of British Gurkha Veterans. The Committee had been asked to conduct a full assessment of all ongoing issues and support needs of the local Armed Forces Community, including those relating to local Gurkha Veterans.

The Committee welcomed a number of guests to the meeting, as set out below, who were in attendance to provide information and answer Members questions on matters relating to the support available locally, to the local Armed Forces Community and British Gurkha Veterans.

In attendance were:

- Dr Graham Cable – Chairman of the South-East Veterans Advisory and Pensions Committee
- Councillor Dhan Sarki – Wellington Ward Member and Proposer of the Notice of Motion
- Councillor Jib Belbase – Wellington Ward Member
- Councillor Nem Thapa – Armed Forces Champion
- Councillor Nadia Martin – Shadow Armed Forces Champion
- Rachel Barker – Assistant Chief Executive

- Jill Shuttleworth – Corporate Manager – Democracy
- Jermaine Pinto – Housing Options Manager
- Madhu Gurung – Benefits Assessor

The Committee received the Corporate Manager – Democracy’s Report No. DEM2306 which presented a range of information and evidence to assist the committee’s assessment. This included the background to the Armed Forces Covenant and the council’s duties under the Armed Forces Act. The Report also presented information on census data, local organisations and partners that provide local support for Armed Forces personnel and their families, support for housing and healthcare, and the Gurkha pension scheme.

The Committee heard from Dr Graham Cable who advised on the work of the South-East Veterans Advisory and Pensions Committee, the aim of which was to raise awareness of the Military Covenant, its aims and objectives and the provisions outlined within, to support all veterans and their families. In response to a question regarding the top three issues veterans experienced, Dr Cable mentioned education (for service children), housing and employment.

The Committee discussed access to help and assistance and the plethora of groups offering advice services and signposting. It was felt that a single point of access for serving military personnel and veterans would benefit those trying to access help.

Following a discussion regarding the Employer Recognition Scheme, for which the Council currently had a Silver Award, the Committee felt that striving for the Gold Award would benefit the local armed forces community even more. It was also suggested that other businesses in the Borough should be encouraged to join the scheme.

Cllrs Sarki, Belbase and Thapa addressed the Committee from the perspective of the Nepali community and on the issues of welfare and pension disparity experienced by former Gurkha Veterans, and provision for veterans. It was noted that the Indices of Multiple Deprivation had showed that a part of the Wellington Ward had the highest proportion of income deprived older people in the county, with a high percentage of those claiming Pension Credit. The 2021 Census data also identified that a high proportion of Nepali residents lived in the Wellington Ward (25.1%), 6.9% of which had served in the Armed Forces and almost 50% in that area had identified as Asian/Other in the ethnicity category (this group included Nepali residents).

Following consideration of all the information presented, the Committee agreed to the following outline recommendations:

- That the Council consider disregarding certain pension payments provided to veterans when assessing entitlement to the Disabled Facilities Grant
- That the Council works towards achieving the Gold Standard in the Employers Recognition Scheme

- That support be given to creating a single, coherent point of entry within the Borough for advice for the armed forces community – providing improved co-ordination between agencies and partners. If this could be provided as a physical place, such as locating a hub within the town centre of Aldershot (historically the home of the British Army) for example in the new Union Yard Development it would be even better. This could also provide a space for social purposes including for veterans. Linked to this, it was also suggested that arrangements be made to build a stronger network between the many organisations that support the local armed forces community to assist co-ordination. The Council could also offer to work with the Government on the development of a single gateway access point for the armed forces community.
- That the Leader of the Council write on behalf of the Council to the Prime Minister, the Minister of Defence and the local Member of Parliament to raise concerns about the disadvantage arising from pension disparity for former Gurkhas living in Rushmoor and urging the Government to address the current situation.

It was noted that Officers would draft the recommendations to Cabinet and share these with the Committee in due course.

The Chairman thanked everyone for their contribution to the meeting.

13. **WORK PLAN**

The Committee noted the current Work Plan.

The meeting closed at 9.18 pm.

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**CABINET 17th October
2023**

**COUNCILLOR MARTIN TENNANT
MAJOR PROJECTS AND PROPERTY**

REPORT NO REG2308

KEY DECISION? YES

**FARNBOROUGH LEISURE AND CULTURAL HUB – APPROACH TO
SUSTAINABILITY**

SUMMARY AND RECOMMENDATIONS:

On the 3rd of October Cabinet approved report REG2307 to progress the delivery of RIBA Stage 3 design and planning submission for the Leisure, Cultural and Council Hub as well as commencement of Leisure Operator procurement. At that meeting it was noted that Cabinet would consider a further report at this meeting to agree the approach to sustainability and investment in PassivHaus based on a detailed piece of work undertaken by the Council's architects (GT3) and cost consultants (Artelia) to look at the return on investment.

This report provides an overview of the options considered with a detailed report from GT3 attached at Appendix A.

It is RECOMMENDED that Cabinet:

- 1) Approves the proposed approach to design development pursuing full PassivHaus accreditation with the associated capital investment of £8,164,000.
- 2) Confirms that the final decision to proceed with the implementation of the resulting design will be subject to the overall affordability assessment to be considered in June 2024.
- 3) Notes that should a decision be taken not to proceed with the full PassivHaus design later in the project, there will be additional costs for abortive fees and redesign estimated at £880,000 (excl VAT) and delays to the programme estimated at 10-12 weeks.

1. INTRODUCTION AND BACKGROUND

- 1.1 The purpose of this report is to seek a Cabinet decision on the approach to sustainability and design for the Leisure, Cultural and Council Hub scheme.
- 1.2 In June 2019, the Council declared a climate emergency with the motion unanimously passed by Council. This included the target for the Council to be

carbon neutral by 2030. In July 2023, the Cabinet agreed an Action Plan which provided targeted actions to reduce the Council's carbon footprint (ACE2306).

- 1.3 One of the agreed actions in the plan is “to review processes for the Council's capital programme so that environmental impacts are incorporated into business case development and whole life cycle carbon assessments are undertaken”. The Leisure, Cultural and Council Hub once developed will be part of the Council's operational carbon footprint and therefore there is a need to ensure that the building is designed with the Council's climate change objectives in mind.
- 1.4 The Levelling Up bid outlined the Council's aspiration to deliver a net zero carbon facility and, since confirmation of the successful bid, work has been undertaken to understand what this means in more detail. An allowance for sustainability has always been included in the cost plan throughout the feasibility stages of the project.
- 1.5 An initial sustainability workshop with a cross party group of Members took place on the 18th of July to explore the development of a sustainability framework and aspirations for the project. This resulted in a clear steer from Members that they were keen to pursue a facility that was carbon efficient in operation and construction and were keen to understand more about PassivHaus and costs for delivery.
- 1.6 A follow-up workshop took place on 2nd August to explore PassivHaus principles and benefits in more detail. As a result, Members requested that the project team look at the application of PassivHaus principles during RIBA Stage 2 and undertake detailed work on the Return-on-Investment (RoI) to inform a decision regarding the preferred route.
- 1.7 This work has now been completed and has assessed three possible approaches to delivering a sustainable building and specifically focusing on the reduction in operational carbon over the life of the building. A detailed report which has been used to inform this paper is included at Appendix A.

2. Delivering Net Zero

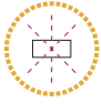
- 2.1 Delivering a Net Zero building means that a building must emit less than zero greenhouse gas (GHG) emissions across its whole life. To do this; it is necessary to look at reducing both embodied and operational carbon.
- 2.2 Leisure Centres have significantly higher Energy Use Intensity than other building types. This means that even in best case energy ratio scenarios in excess of 66% of the overall Carbon and Energy emissions are in-use.
- 2.3 Work has been undertaken by the design team as outlined in Appendix A to identify a set of key performance indicators to measure the overall carbon /GHG emissions.

2.4 In reviewing the approach to sustainability, the design team have considered three possible approaches:

- Option A – Business as Usual – this option is based on delivering baseline requirements for the scheme i.e., building regulation and planning policy compliance. While this option will reduce embodied carbon and improve operational performance it would not deliver a net zero carbon solution. Additional capital investment would not be required for delivery of this option as compliance with regulations is included as part of baseline build rates.
- Option B – Passive Principles - this option delivers the business-as-usual approach as well as applying Passive principles without targeting formal accreditation. This is based on achieving as much of the benefit as possible with a reduced level of capital investment. PassivHaus specifically focuses on reducing operational carbon and energy use. Taking this approach is estimated to require an additional £5,405,000 capital investment.
- Option C – Full PassivHaus Certification – This option will deliver a fully certified PassivHaus building and the associated building performance in operation. Delivery of this option will require a capital uplift of £8,164,000.

2.5 The graphics below provide a visual overview of the difference between the three options explored in terms of additional materials and investment in building fabric to enhance operational performance.

	Option A - 'Business as Usual'		Option B - Low carbon / 'Passive Principles'		Option C - Passivhaus Certified	
U-value External Wall	≤ 0.26 W/m ² K (As per part L) 100mm Insulation (mineral wool type)		≤ 0.15 W/m ² K 200mm Insulation (mineral wool type)		≤ 0.125 W/m ² K 300mm Insulation (mineral wool type)	
U-value Floor	≤ 0.18 W/m ² K (based on P/A ratio) 100mm Insulation (rigid board Type)		≤ 0.15 W/m ² K (based on P/A ratio) 150mm Insulation (rigid board Type)		≤ 0.15 W/m ² K (Whole Floor) 250mm Insulation	
U-value Roof	≤ 0.18 W/m ² K (As per part L) 200mm Insulation (rigid board Type)		≤ 0.125 W/m ² K 250mm Insulation (rigid board Type)		≤ 0.125 W/m ² K 350mm Insulation (rigid board Type)	
U-value Window & Doors	≤ 1.6 W/m ² K (As per part L) Double glazed		≤ 1.2 W/m ² K Premium glazing + Superior frames		≤ 0.85 W/m ² K Triple glazed + Superior Frames + Superior Spacers	
Air Tightness	≤ 8.0 m ³ /m ² .h (As per part L)		≤ 3.0 m ³ /m ² .h		≤ 0.4 m ³ /m ² .h ≤ 0.6 ach building to achieve both values	
Internal Thermal Separation	Only wet side to remaining facilities 100mm Insulation (mineral wool type)		Only wet side to remaining facilities 100mm Insulation (mineral wool type)		All spaces with ±4°C temp. difference 150mm Insulation (mineral wool type)	
Thermal Bridging	No requirement for quantification - design to reduce where possible		Some quantification - design to reduce where possible		All thermal bridges quantified & reduced	



Building Orientation & Compact Form

Proper orientation impacts the heating & cooling loads and helps to balance where areas of glazing are useful for the internal room use.



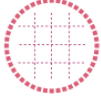
Thermal Zoning

Properly distributing hot - cold zones through the building reduces the temperature differential between spaces. This helps mitigate unwanted internal heat gains and reduces overall system demand



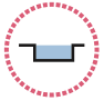
Building weights & Substructure Design (Below Ground)

Reducing the building weight (swapping heavy floor/wall constructions for timber, hybrid timber/steel frame) creates a lighter building and therefore a much reduced foundation solution. Less structure = Less embodied carbon



Building Structure (above Ground)

Steel and concrete contain large amounts of carbon, while timber is considered carbon zero. The choice of frame has a large impact on the embodied carbon.



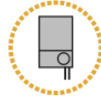
Pool tank construction

Stainless steel pool tanks provide a circa. 40% reduction in embodied carbon over a traditional concrete tank as well as steel can more easily be recycled. However advances in concrete can dramatically reduce the carbon content. Careful analysis of the most optimal solution is required per project.



Operational Temperatures & Water Use

Every $\pm 1^\circ\text{C}$ has a significant effect of the overall energy demand. Small changes to operating temperatures can have a significant impact on the sizing and specification of heating / cooling systems. Setting these early are a key factor for energy optimisation.



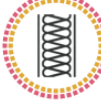
Heat & Power Source

The heat and power source directly impacts the amount of carbon used during the life of the building. Marginal gains in efficient systems provide significant savings on energy over the building life cycle. This also includes Pool filtration.



Building Glazing & Shading

Optimising both glazing ratios & shading factors can greatly effect both energy demand and load. Proper design should balance the right amount of solar gains across the year, maximising the low winter sun to reduce heating, and minimising excess gains in summer.



U-Values & Air Tightness

Both factors directly influence the heating & cooling requirements of the building. While increased U-values marginally increase the embodied carbon (additional insulation thickness), the payback period on reduced operational energy / carbon can offset this as quickly as 12 months.



External Material Choices

The overall impact of the external façade finish is marginal, Different cladding & envelope solutions have different amounts of embodied carbon, and heavier elements also require additional structure to support.

2.6 Based on this, the design team have identified Key Performance Indicators for the different options and set benchmarks for embodied and operational energy.

	Embodied Carbon Limits		Operational Energy Limits Benchmark	
Option A	1200 kgCO2/M2	Based on LETI guidance	800 kWh/M2	Based on CIBSE 2021 collated data from 'good practise' to 'typical use' using current building regulations
Option B	<800 kgCO2/M2	Equivalent to 1/3 reduction from baseline 1/3 materials from re-used sources Assumes 50% materials re-used at end of life	400 kWh/M2	Based on 19 Leisure schemes across best and average performing range across all schemes
Option C	<400 kgCO2/M2	Equivalent to 2/3 reduction from baseline 2/3 materials from re-used sources 80% materials re-used at end of life	120 kWh/M2	Based on performance requirements for achieving PassivHaus accreditation

2.7 These performance benchmarks combined with allowances relating to fees, materials and building fabric have then been used to generate a financial Return-on-Investment model which factors in initial capital uplift, operational carbon use and associated operational cost savings to identify the payback period of each of the three options:

AREA : 9,950m²

Cost Per kWh : £0.165/kWh

Carbon Conversion Rate : 0.281 (kgCO₂/kWh)Embodied Carbon Target Intensity : 800 (kgCO₂/m²)

	<i>Option A - 'Business as Usual'</i>	<i>Option B - Low Carbon / 'Passive Principles'</i>	<i>Option C - Passivhaus Certified</i>
Capital Cost	£49,450,000.00	£54,855,000.00	£57,614,000.00
Capital Cost Increase	-	£5,405,000.00	£8,164,000.00
Uplift Percentage from baseline	-	+10.93% (over Option A)	+16.51%
Embodied Carbon Intensity (per m² upfront)	800 (kgCO ₂ /m ²)	800 (kgCO ₂ /m ²)	800 (kgCO ₂ /m ²)
Total Expected Embodied Carbon	7,960.00 (tonnes CO ₂)	7,960.00 (tonnes CO ₂)	7,960.00 (tonnes CO ₂)
Operational Carbon (per m²)	224.80 (kgCO ₂ /m ²)	112.40 (kgCO ₂ /m ²)	33.72 (kgCO ₂ /m ²)
Total Operational Carbon (60 years)	134,205.60 (tonnes CO ₂)	67,102.80 (tonnes CO ₂)	20,130.84 (tonnes CO ₂)
Whole life carbon estimate (excl. Demolition)	142,165.60 (tonnes CO ₂)	75,062.80 (tonnes CO ₂)	28,090.84 (tonnes CO ₂)
Whole life carbon saving	-	-67,102.80 (tonnes CO₂)	-114,074.76 (tonnes CO₂)
Whole life carbon (per m²)	14.29 (tonnes CO ₂ /m ²)	7.54 (tonnes CO ₂ /m ²)	2.82 (tonnes CO ₂ /m ²)
Lifetime Carbon Saving	-	47.20% (Whole Life Carbon Saving)	80.24% (Whole Life Carbon Saving)
Energy Use Intensity (EUI)	800 (kWh/m ² .year)	400 (kWh/m ² .year)	120 (kWh/m ² .year)
Yearly Energy Demand	7,960,000 (kWh/year)	3,980,000 (kWh/year)	1,194,000 (kWh/year)
Estimated Operational Cost (per Year)	£1,312,604.00	£656,302.00	£196,890.60
Operational Cost Savings (per Year)	-	£656,302.00 (Saving per year)	£1,115,713.40 (Saving per year)
Payback Period	-	8.24 (years)	7.32 (years)
Operational Cost (per month)	£109,383.67 (month)	£54,691.83 (month)	£16,407.55 (month)
Operational Cost (per m²)	£131.92/m ²	£65.96/m ²	£19.79/m ²

Assumptions made for the basis of the calculations:

- All electric power and electric rates (Advised by Hydrock)
- Does not include future inflations of energy prices
- Assumed 60 year life for calculating the operational energy as per BS EN 15978 & leti guidance
- Embodied Carbon Option B (achievable based on Spelthorne Leisure Centre) & Operational Energy Targets set previously within this document.
- Conversion rate of conversion rate of 0.281 KgCO_{2,eq} = 1kWh - European Environment Agency 2016 (latest) Data - www.eea.europa.eu/data-and-maps/daviz/co2-emission-intensity

- 2.8 Option A will deliver baseline requirements to meet planning and building control standards as part of the baseline build rate. No additional up front capital investment is required with this option. Estimated annual operational costs are £1,312,604 which is £78,756,240 over a 60-year period without inflation.
- 2.9 Option B requires a capital uplift of £5,405,000 which will deliver an annual operational cost saving of 656,302 when compared to option A. Annual operational costs are £656,302 which is £39,378,120 over a 60-year period. This is a reduction of £39,378,120 when compared to option A (a 59% reduction). Based on these operational cost savings the upfront capital investment payback period is 8.24 years.
- 2.10 Option C requires a capital uplift of £8,164,000 which is an additional £2,759,000 when compared to option B. This option will deliver an annual operational cost saving of £1,115,713 which is £459,411 per annum higher than option B. Annual operational costs are £196,890 which is £11,813,400 over a 60-year period. This is a reduction of £27,564,720 when compared to Option B and £66,942,840 when compared to Option A. Based on these operational cost savings the upfront capital investment payback period is 7.32 years.
- 2.11 If the cost of borrowing is included on the assumption of a 5% interest rate, 60 year building life and that all the additional investment is subject to borrowing, the payback is adjusted as follows;
- Option B – interest payments of £270,250 will be incurred based on a 5% rate of interest on borrowing resulting in a net operational cost saving of £386,052 per annum. Annual operational costs would be £656,302 which is £39,378,120 over a 60-year period. This is a reduction of £39,378,120 when compared to option A (a 59% reduction). Based on these operational cost savings and interest charges the upfront capital investment payback period is 14 years.
- Option C - interest payments of £408,200 will be incurred based on a 5% rate of interest on borrowing resulting in a net operational cost saving of £707,513 per annum. Annual operational costs would be £196,890 which is £11,813,400 over a 60-year period. This is a reduction in costs of £27,564,720 when compared to Option B and £66,942,840 when compared to Option A. Based on these operational cost savings and interest charges the upfront capital investment payback period is 11.54 years.
- 2.12 Based on the information outlined here and in appendix A it is recommended that the Council proceeds with a full PassivHaus accredited design. This will require initial additional capital investment of £8,164,000.
- 2.13 In both cases the payback for full PassivHaus investment is quicker than the PassivHaus principles approach. The ongoing operating cost savings are also significantly higher and, by pursuing full accreditation, ensuring building performance in operation and its alignment with forecasts will be a requirement to achieve accreditation and will therefore be a requirement of the Contractor.

- 2.14 The outline cost plan currently includes an allowance of 15-17 % capital uplift for delivery of the proposed sustainability strategy. This is significant and will affect affordability. This approach will incur additional design fees and additional design work will be required which will increase RIBA 3 and 4 design duration by c. 8 weeks. This has been factored into the Order of Cost Estimate budget approvals.
- 2.15 Due to the detailed design requirements and the need to engage with the PassivHaus Institute (<https://passivehouse.com/index.html>) from the outset, as well as the associated building fabric and design decisions, it is necessary to confirm the preferred route for delivery now. Deciding to pursue accreditation later in the design will mean re-design, abortive work, and significant programme delays.
- 2.16 Based on this information, it is therefore recommended that the Council progresses Option C delivery and seeks full PassivHaus certification.
- 2.17 This decision will also give clarity regarding the scope of the project and intention around fabric and operation which will feed into the Operator Procurement which is about to commence. It will also give greater certainty on achieving the projected operational performance and outcomes due to the rigour of the PassivHaus monitoring and certification process. This will also ensure that the Contractor must deliver to this level as part of their contract requirement.
- 2.18 Estimated additional design and delivery costs in RIBA Stage 3 and RIBA Stage 4 for PassivHaus are £372,000. This has already been included in the budget of up to £1.050m agreed at the last meeting of Cabinet.
- 2.19 Should a decision be taken not to proceed with a full PassivHaus scheme later in the project, there will be additional costs for abortive fees and redesign currently estimated at £880,000 (excluding VAT) in addition to delays to the programme to enable redesign of around 10-12 weeks.

3. Timescale and Programme

- 3.1 Adoption of a full PassivHaus scheme will have programme implications due to the additional design work required as well as the need for the PassivHaus Institute to agree all design and delivery.
- 3.2 The design team have looked at how programme impact can be mitigated and have produced the indicative milestone adjustments below:

Original Programme Milestone Timescale	Full PassivHaus Programme Milestone Timescale	Difference/ comments
RIBA Stage 2 October 2023	RIBA Stage 2 October 2023	0

RIBA Stage 3 February 2024	RIBA Stage 3 March 2024	+4 weeks however this will not impact planning timescale
Cabinet approval to appoint contractor (PCSA) February 2024	Cabinet approval to appoint contractor (PCSA) February 2024	0
Planning submission March 2024	Planning submission March 2024	
Planning approval July 2024	Planning approval July 2024	
RIBA Stage 4 October 2024	RIBA Stage 4 November 2024	+4 weeks
Contractors Proposals November 2024	Contractors Proposals December 2024	One-month additional programme time to accommodate RIBA 4 design extension – work underway to look at how this can be mitigated,
Contract Award February 2025	Contract Award March 2025	One-month additional programme time to reflect additional design time.
Construction 24 months (Handover March 2027)	Construction 24 months (Handover April 2027)	One month delay due to addition preconstruction programme duration. Construction programme savings may be possible.

Alternative Options

- 3.3 Given the steer from Members only three options have been modelled as outlined in this report. The options modelled demonstrate the scale of return on investment depending on how far the Council decides to progress. Without full PassivHaus delivery it will be difficult to ensure that the benefits forecast are actually achieved and therefore options to look at incremental levels of investment have not been developed.

Consultation

- 3.4 As outlined in Cabinet report REG2303 detailed public consultation and engagement has been undertaken to determine the proposed facilities mix as well as community aspirations for the town centre. A detailed piece of young

person consultation was also undertaken to support the Levelling Up bid and is included.

- 3.5 Members have been fully involved in formal and informal consultation activity including a range of workshops and other activities to inform the feasibility study and brief development.

4. IMPLICATIONS

Financial Implications

- 4.1 As previously reported, the latest estimated project cost for delivery of the Leisure, Cultural and Council Hub including PassivHaus accreditation is £57.614m of which £20m will be funded through the Levelling Up allocation.
- 4.2 Based on the current outline delivery programme, funding from the Council will be required during financial year 25/26 and 26/27 as Levelling Up grant will be used to fund the first phases of project delivery. It is also possible that further grants will become available which will also be used as early as possible.
- 4.3 £1.24m has been included in the 23/24 capital programme. Spend to the end of RIBA Stage 3 is forecast at £1,050,411. This includes the estimated additional design and delivery costs in RIBA Stage 3 and RIBA Stage 4 for PassivHaus of £372,000.
- 4.4 This will be funded using Levelling Up funding. It should be noted that should the scheme not progress, the Council might be required to cover these costs from within revenue resources / reserves.
- 4.5 As previously reported to Cabinet, at the end of RIBA 3 the Council will have a more accurate view of construction costs and the outcome of the operator procurement and in late May/June a cabinet report setting out project affordability, linked to the revised MTFs, and financing strategy for the construction and ongoing running of the building and services will come forward.

Risk management

- 4.6 As this report relates to the delivery of the wider capital project and report REG2037 the risks associated are the same.
- 4.7 The Council will be accepting a number of risks in proceeding with delivery of this project. These include the usual risks associated with the development and delivery of a capital project of this scale and the associated stakeholder management. While the Council have secured £20,000,000 funding towards the scheme, the Council will be accepting the risk of identifying the remaining funding for the project and the wider scheme as well as the wider revenue implications of delivering the cultural offer.

- 4.8 A detailed project and technical risk register have been developed for the project and is included at Confidential Appendix B. This is a live document which has been developed during feasibility with input from the Project Team, Technical Advisor and Wilmott Dixon Construction. This will continue to be managed and updated throughout project delivery with risks being closed out as the scheme progresses.
- 4.9 Top five risks are reviewed at fortnightly project team meetings as well as Programme Board with any significant changes to risk or new risks arising being escalated between meetings if necessary.
- 4.10 Alongside the Risk Register, the Council have an established change management procedure in place. This will document any changes requested during the design phases of the project, assess the cost impact of this and assess the impact to the programme. Any change requests will need formal sign off through a change control form by the Client before any of these can be implemented.

Legal Implications

- 4.11 External legal assistance and budget will be required on various aspects of the project, including property, planning and contractual matters. Work will include (but is not limited to) reviewing of consultancy appointments, carrying out necessary due diligence and drafting contractual agreements.

Equalities Impact Implications

- 4.12 The project addresses significant Health and Cultural inequalities as set out in the case for change. An Equality Impact Assessment will be produced during the next phase of the project and updated it as the project progresses.

5. CONCLUSIONS

- 5.1 This project is a significant priority for the Council, and it is important that all reasonable actions are taken to ensure the project can be delivered in line with the levelling up timelines. The focus of the project over the next year is to undertake design work at pace and to develop options for funding linked to the delivery of the Civic Quarter Masterplan.
- 5.2 Based on the information outlined here and in appendix A it is recommended that the Council proceeds with a full PassivHaus accredited design. This will require initial additional capital investment of £8,164,000. The return-on-investment model including interest costs predicts a net annual operational cost saving of £707,513 per annum after allowing for a 5% interest on borrowing and a payback period of 11.54 years based on current power and electricity rates. If interest costs are excluded then the upfront capital investment payback period is 7.32 years.

5.3 This is combined with the achievement of BREEAM Very Good overall and Excellent for water for the building in line with planning requirements.

BACKGROUND DOCUMENTS:

Appendix A Farnborough Leisure & Cultural Hub Sustainability Report
Confidential Appendix B Risk Register
Report No. REG2303
Report No. REG2307

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Farnborough Culture & Leisure Hub

Sustainability Strategy

20/09/2023 - Rev A



Hampshire
County Council



HAMPSHIRE
CULTURAL
TRUST



Project Number: 23013
Produced by: JWa
Checked by: GT3

Contents Page

- 1 • Introduction
- 2 • Overview & Benchmarking
- 3 • Project Options
- 4 • Analysis
- 5 • Conclusions & Further Information

1 • Introduction

Introduction

Overview

As designers we are frequently asked a variety of questions:

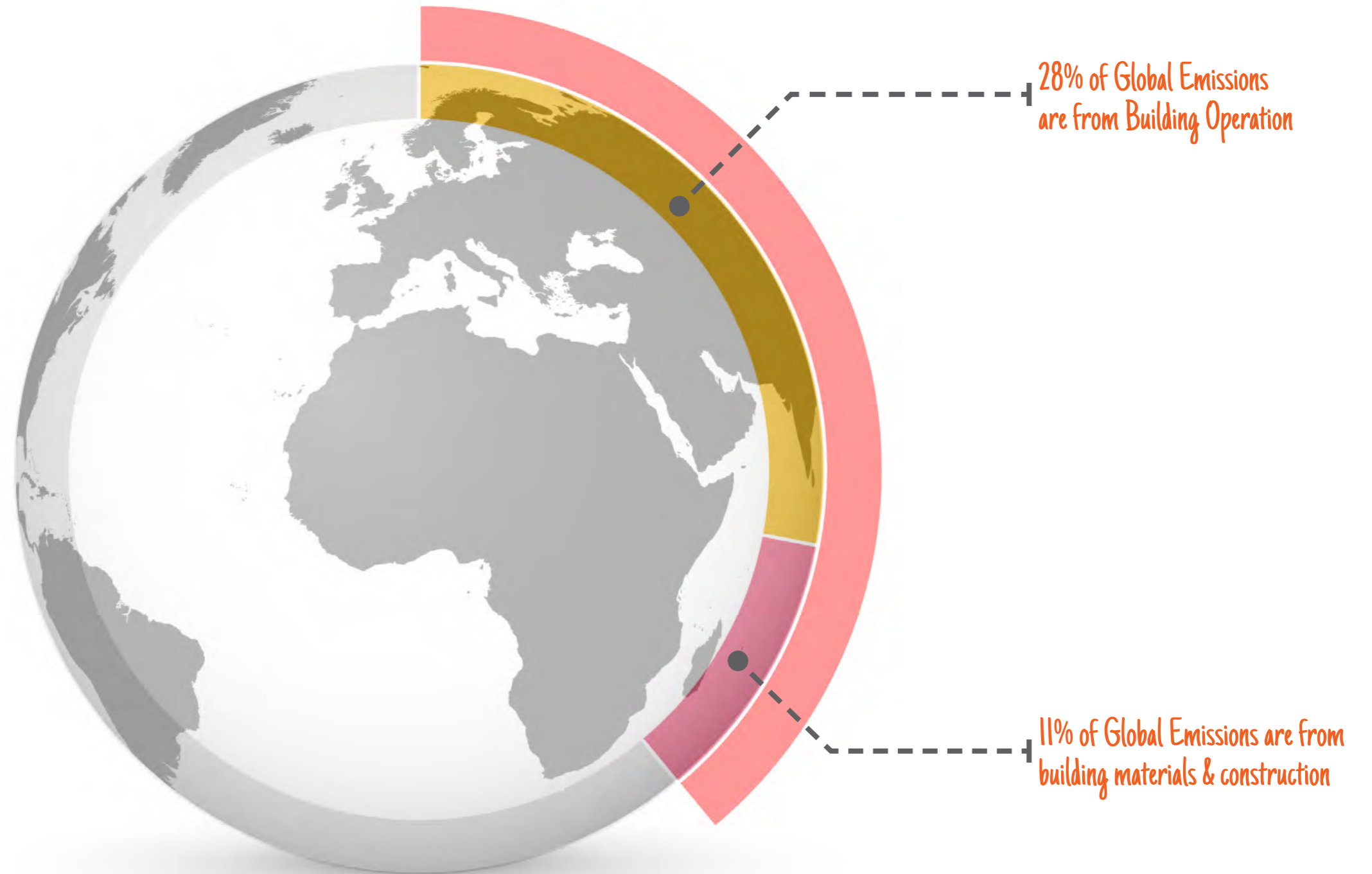
"How do we get a Net-Zero Leisure Centre?"

"What does Sustainability mean?"

"Where do we Start?"

The purpose of this report is to explore the sustainability strategy in the context of Sport & Leisure & aid understanding of the options available, as well as the return on investment in relation to Carbon. This report reflects the project's development up to RIBA stage 2.

It will also provide all the relevant information to allow the client to make an informed decision on whether the project will progress as a Passivhaus Accredited design or follow a Low Energy design approach. **Additionally it will aim to set out some of the defining principles that will be followed through into any of the applicable options into the next stage.** As such it is important that the document is reviewed and signed-off by the Client (or their advisors) so that the project team can proceed with confidence into the next stages of the project.



"Buildings are currently responsible for 39% of global energy related carbon emissions: 28% from operational emissions, from energy needed to heat, cool and power them, and the remaining 11% from materials and construction" - World Green Building Council
worldgbc.org/advancing-net-zero/embodied-carbon/

2 • Overview & Benchmarking

Global Sustainability

Overview

Sustainable Development has been a central concern for many countries for many years. In June 1992, at the Earth Summit in Rio de Janeiro, Brazil, more than 178 countries adopted Agenda 21, a comprehensive plan of action to build a global partnership for sustainable development to improve human lives and protect the environment.

Following this, the Member states of the United Nations adopted the Millennium Declaration which led to the elaboration of eight Millennium Development Goals (MDGs) to reduce extreme poverty by 2015. – This was the first major international, goal-orientated set of targets that all countries could measure and compare against.

In January 2015, the General Assembly began the negotiation process on the post-2015 development agenda. The process culminated in the adoption of the 2030 Agenda for Sustainable Development, with 17 SDGs (sustainable development goals) at its core, at the UN Sustainable Development Summit in September 2015.

The 17 SDGs are overarching sustainability goals that are broken down into 169 targets and are measured through 231 unique indicators (247 in total with 12 indicators repeating across different targets). The SDGs address the key global challenges being faced, such as climate change, environmental degradation and socio-economic issues such as human health and well-being, inequality and justice, visioning and aiming for a better, more sustainable world for all.

The development goals are reviewed each year and a report is issued to note the progress. The SDGs are universal with all signatories expected to contribute to them internationally and deliver them domestically, and more importantly is a reminder of all the aspects of sustainability that can be targeted.

In 1987, the United Nations Brundtland Commission defined sustainability as *“meeting the needs of the present without compromising the ability of future generations to meet their own needs.”*



SUSTAINABLE DEVELOPMENT GOALS



UK Sustainability

Overview

Following the SDG's, each government is responsible for setting and maintaining their own policy. The UK Government has responded by commissioning a report by the Committee on Climate Change (CCC), and in 2019, signing into law the NET ZERO by 2050. This is then supported by the 'Net Zero Strategy: Build Back Greener' report, which outlines key targets and methods for achieving Net Zero. Below are some of the key findings:

"The UK has around 30 million buildings and includes some of the oldest building stock in Europe."

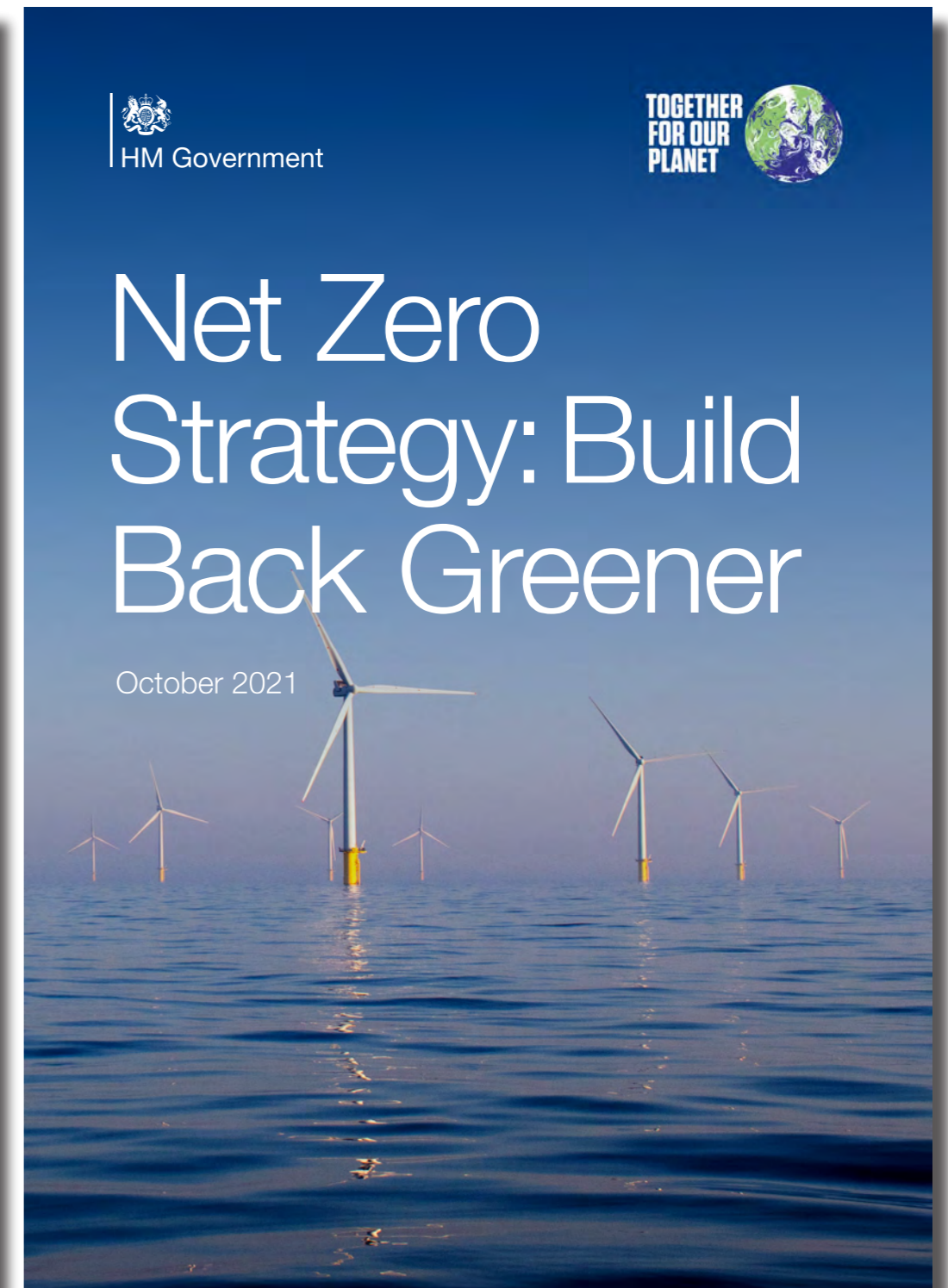
"Including indirect emissions (e.g. from electricity generation) emissions from heating buildings make up around 78% of all buildings emissions and about 21% of all UK emissions."

"Non-domestic buildings account for around a quarter of [total] UK building emissions." & "Public sector buildings account for about 9% of [total UK] building emissions."

In 2008, The UK Government signed into law the Climate Change Act, which was amended in 2019, ***"to ensure the UK reduces its greenhouse gas emissions by 100% from 1990 levels by 2050"***



<https://www.gov.uk/government/publications/net-zero-strategy>



<https://www.gov.uk/government/publications/net-zero-strategy>

Sustainability

Lack of Policy

The 'net zero target' refers to a government commitment to ensure the UK reduces its greenhouse gas emissions by 100% from 1990 levels by 2050. If met, this would mean the amount of greenhouse gas (GHG) emissions produced by the UK would be equal to or less than the emissions removed by the UK from the environment.

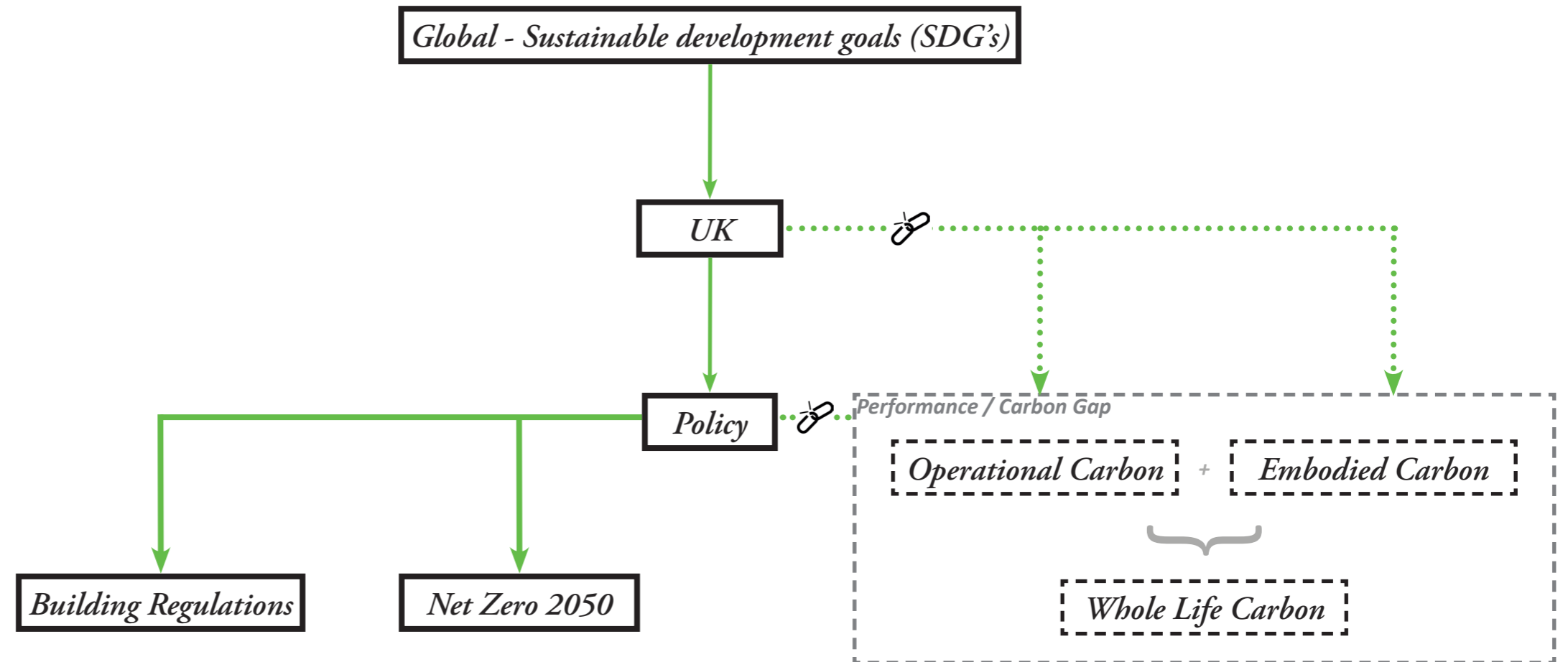
In real terms, this means that all inclusive, a building has to emit less than zero emissions across its whole life. In order to do this, embodied and operations carbon needs to have a set of key performance indicators to measure the overall carbon / GHG emissions.

The UK has a series of optional targets and measures that each try and tackle different aspects of carbon and energy, however:

Policy falls short, as there are no specific metrics or limits in legislation for operational carbon or embodied carbon.

With a lack of specific guidance, our aim is to understand the carbon impact of buildings, and to set a series of Key performance indicators (KPI's) that are measurable and attainable.

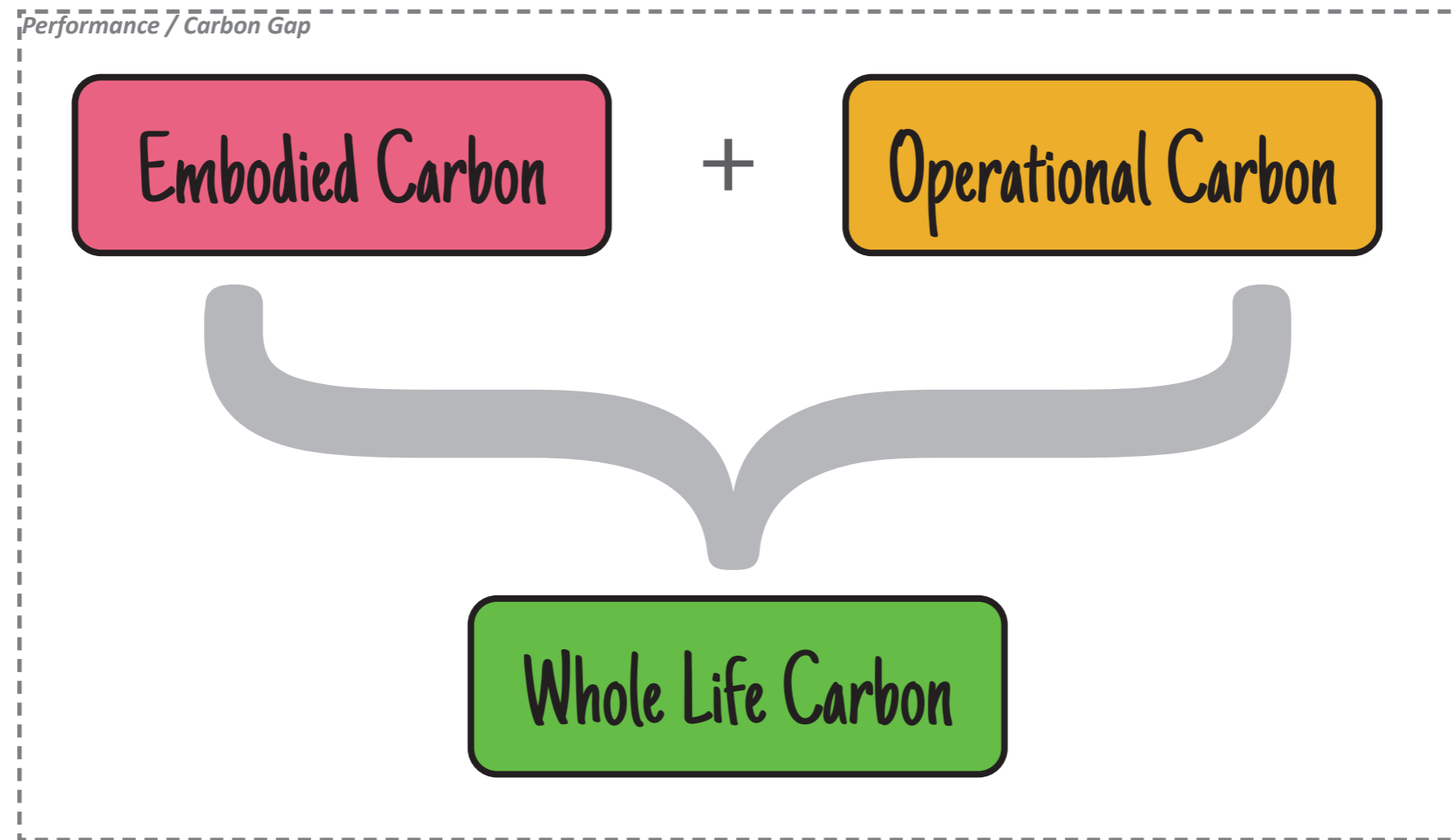
Understanding that a building can never be truly Net Zero on completion / opening day is key to tackling the climate crisis. There are a number of things that we as designers can do, to reduce and eliminate the overall carbon.



While a building can be **operationally** net zero (utilising sustainable power sources), the reality is no building can be **embodied carbon** zero, as current construction materials all have some carbon content. **To achieve whole life carbon zero, the approach should be to minimize the carbon as much as possible and then offset the remainder.**

Whole Life Carbon

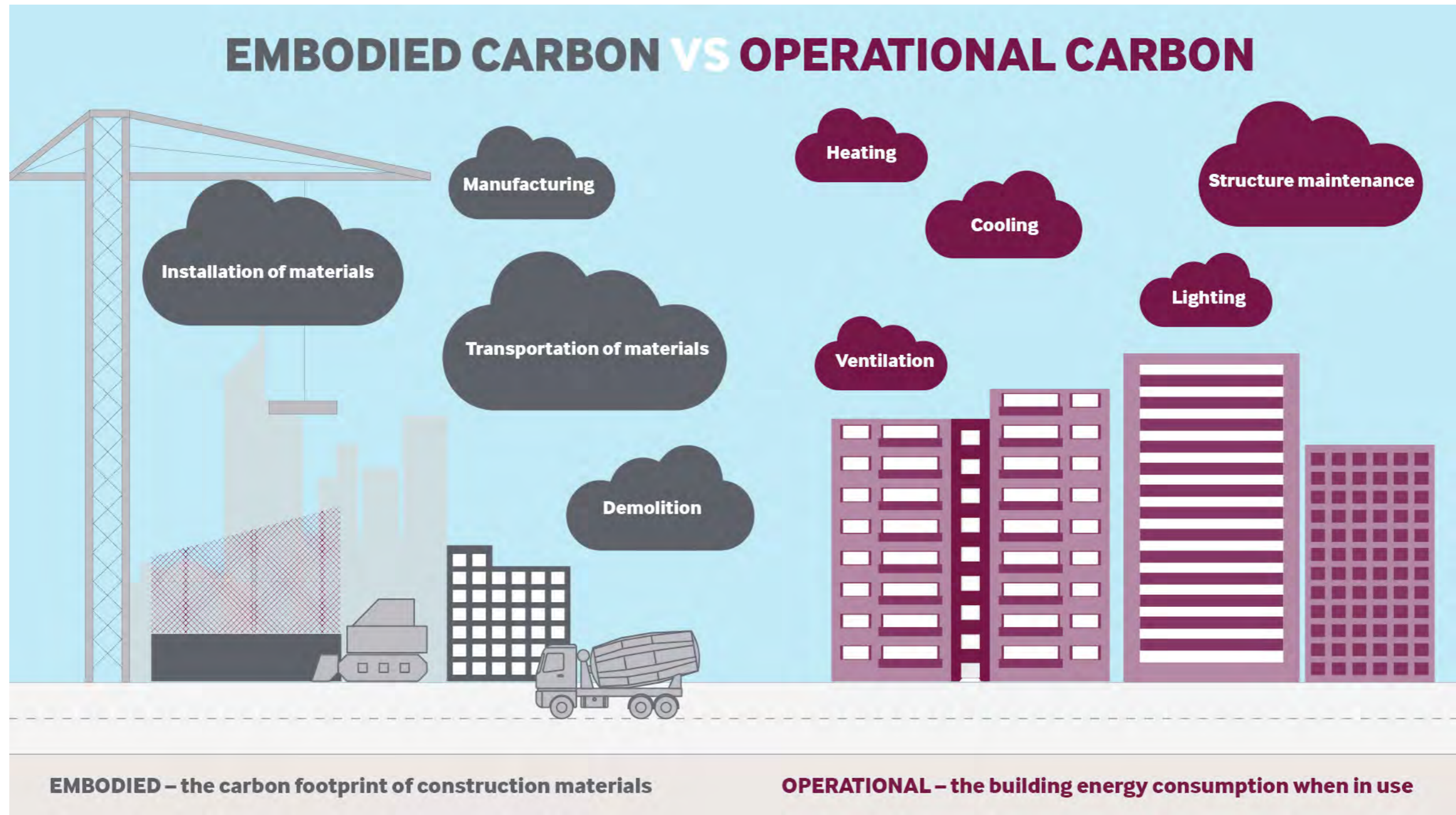
The Component Parts



Combined, these create the 'whole life carbon' of a building. While this can never truly be zero (physical construction materials contain carbon), decisions made during the design process can enable us to significantly reduce the whole life carbon by tackling BOTH embodied and operational carbon.

Climate Emergency

Carbon Breakdown



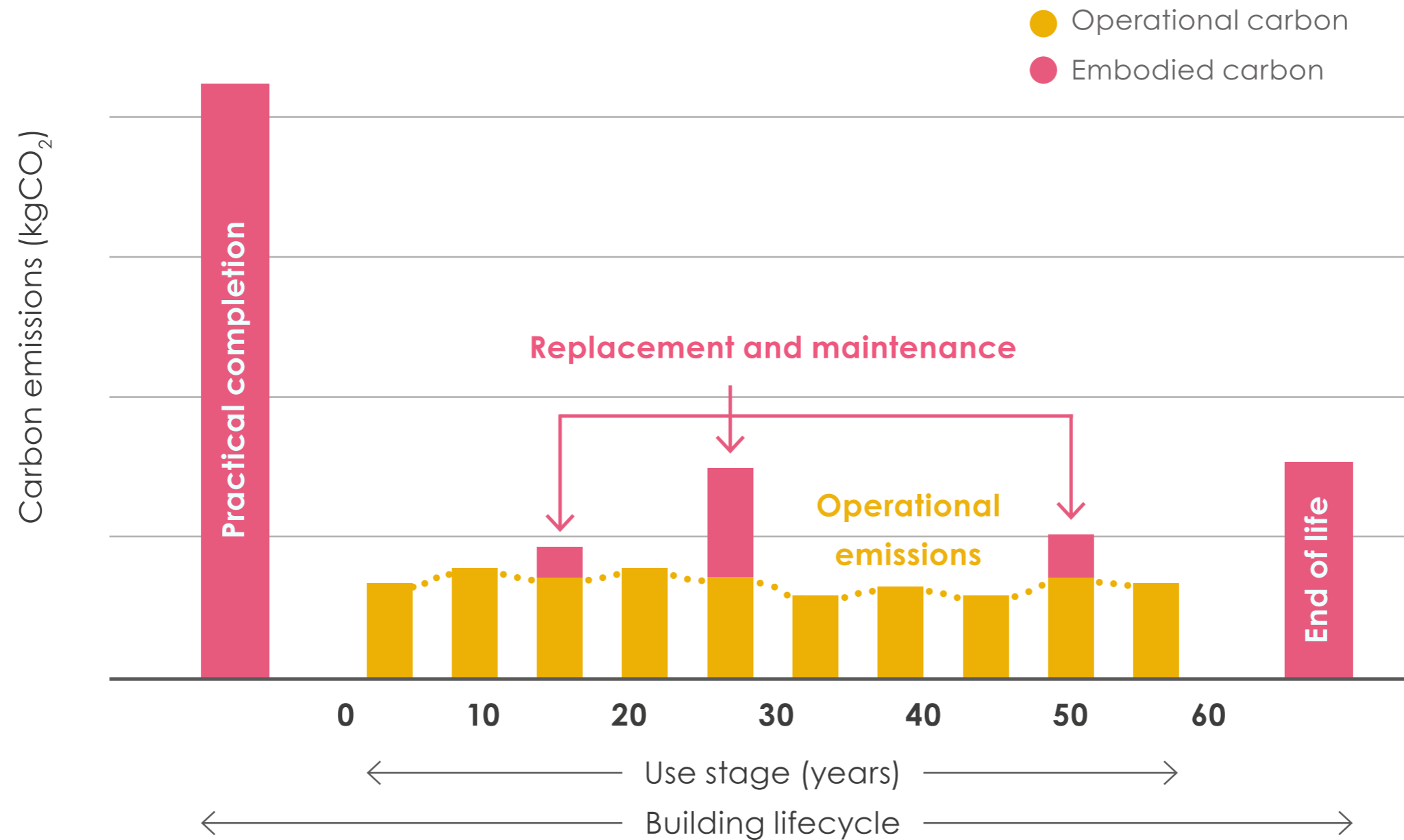
Carbon (or more accurately CO₂ equivalent (KgCO_{2eq}/m²)) is becoming the worldwide measurement for the environmental impact of an activity / economy / policy.

There are two parts to carbon in buildings:

- Embodied carbon used to construct
- Operational carbon - the carbon used to run the building (assumed 60 years)

Climate Emergency

Tackling Whole Life Carbon



Understanding where Carbon is used in a building is key in decision making. The Diagrams shown here indicate the approximate distribution of how carbon is used in a buildings life time and an approximate breakdown. Diagrams taken from 'LETI Climate Emergency Design Guide' - <https://www.leti.uk/cedg>

The majority of **embodied carbon** is typically used in lumps, **operational** energy / carbon is steadily used over a buildings life, however **operational carbon is cumulatively higher, generally being up to 70% of the whole life carbon** and potentially even more in high energy demand building types such as Leisure Centres

Sports & Leisure

Operational Carbon Visualised

Based on CIBSE 2021 collated data, Leisure Facilities use more energy (kWh, per m², per year) than almost every other category of building. The graph opposite highlights the latest data with Sport & Recreation facilities in red. This ranges from 'good practice' to 'typical use'.

Additionally plotted on the graph are; GT3 completed Sport & Leisure Projects (19 total (18 with wet side facilities)), are plotted in orange, and at the bottom in green, are low operational energy standards (as well as 2 Key projects meeting the Passivhaus - Spelthorne Leisure Centre & St.Sidwells Point).

Energy used translates into both COST & CARBON, both are key drivers for new build projects. Leisure and swimming pool centres have the two highest energy use intensity's (EUI's), ranging from:

690 - 1,579 kWh/m².year

equal to

193.89 - 443.699 KgCO_{2,eq}/m².year

[Conversion rate of 0.281 KgCO_{2,eq} = 1kWh

European Environment Agency 2016 (latest) Data

www.eea.europa.eu/data-and-maps/daviz/co2-emission-intensity]

Extrapolate that over a 60 Year life span (assumed as standard for the purpose of whole life carbon assessments) of a building (assuming that emission rates remain constant) with an average 5291m² area (averaged across 18No. GT3 Projects), a Leisure Centre with a pool could emit between:

61,552 - 140,856 metric tons of Carbon Dioxide (CO_{2,eq})

equal to

142,366 - 325,791

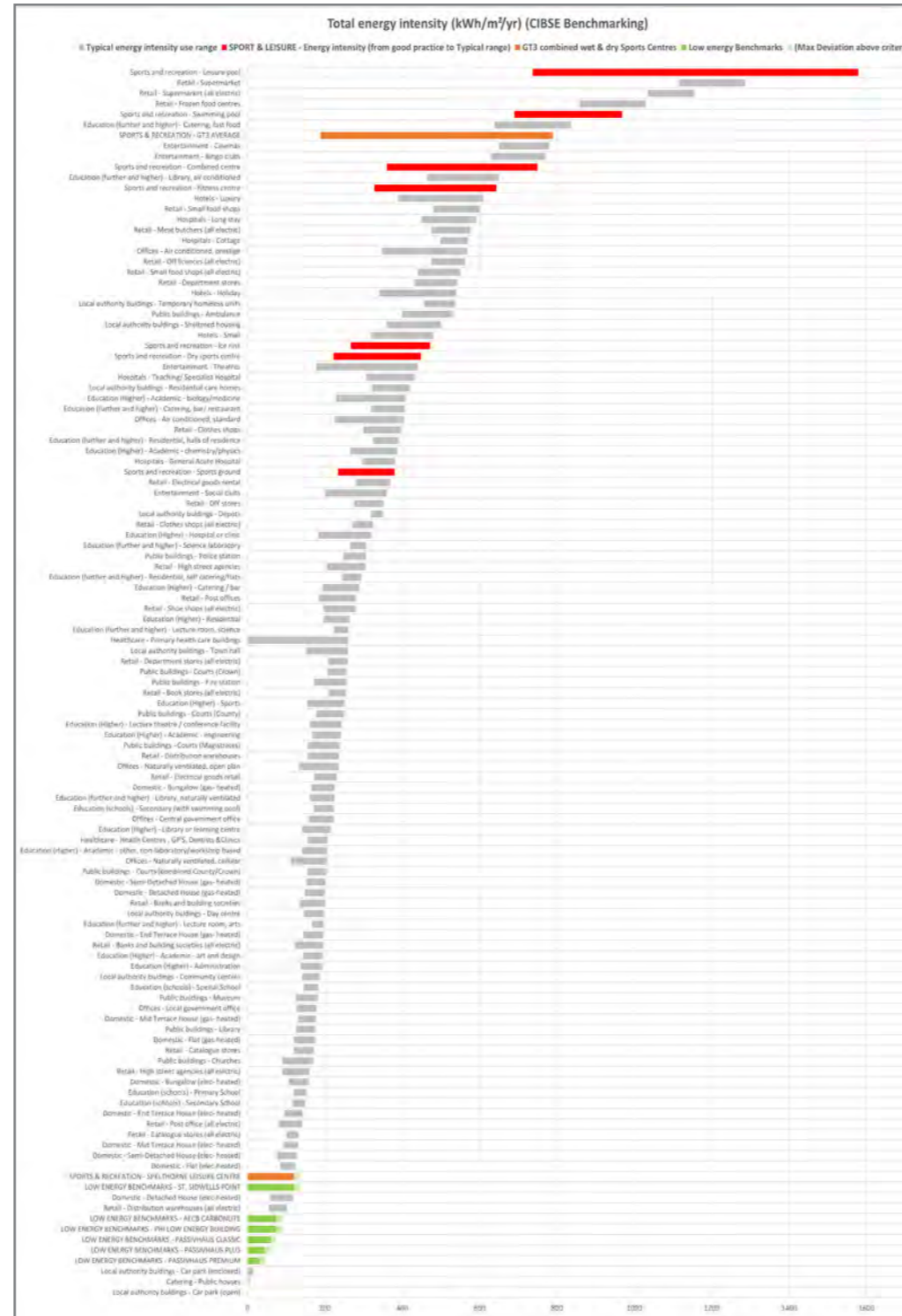
Barrels of Oil consumed in its lifetime

[Conversion rate of 0.43 metric tons CO_{2,eq} = 1 barrel of oil

United States Environmental Protection Agency (EPA) "Greenhouse Gas Equivalences Calculator"

www.epa.gov/energy/greenhouse-gas-equivalencies-calculator]

*This is considered business as usual scenario**



Considering 'Business as Usual' practice for kgCO₂/m².year emission rates. We can visualise what that relates to in real world terms below, in the context of leisure centre emissions:

690 - 1,579 kWh/m².year ≈ 194 - 444 KgCO_{2,eq}/m².year

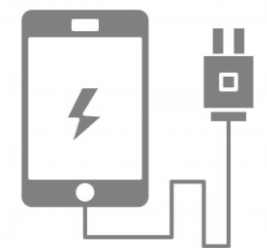
497 - 1,137 miles driven in an average car
(per square metre, per year)



99 - 227 Litres of Petrol
(per square metre, per year)

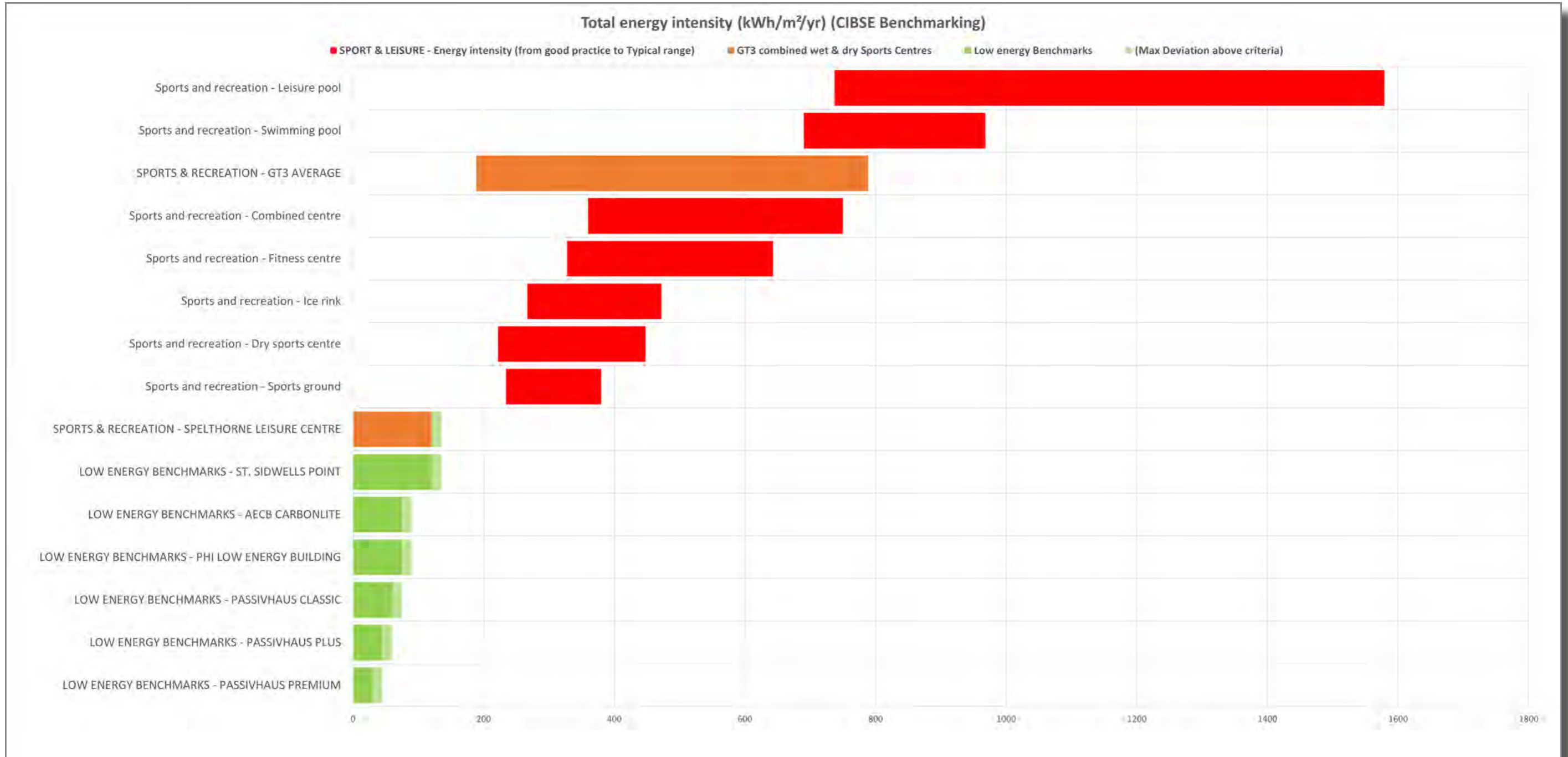


23,585 - 53,973 Smartphones charged
(per square metre, per year)



Sport & Leisure

Operational Carbon Visualised



Extract from CIBSE 2021 collated data showing only: Sport & Leisure categories, GT3 completed projects (DEC data [19No. + Spelthorne Leisure Centre listed separately]), and Low Energy Benchmarks (Including St.Sidwells Point).

Leisure Sustainability

Operational Carbon / Energy Limits



As Sport & Leisure Facilities are amongst the highest Energy & Carbon users, the opportunity for efficiency and reducing the usage is greater than any other building typology. Small changes of efficiency can give significant savings on operating cost, energy use and carbon.

As there is a lack in prescriptive targets in both policy and building regulations, in order to achieve net zero, we have to set our own.

Subsequent to the previous charts, we can use the data to form 3No. achievable benchmarks for embodied energy use:

Option A - "Business as usual"

690 - 1579 kWh/m²._{year} equal to 299 - 684 KgCO_{2,eq}/m²._{year}

*Typically 800 kWh/m²._{year} equal to 224.8 KgCO_{2,eq}/m²._{year}

Based on CIBSE 2021 collated data, this ranges from 'good practice' (690 kWh/m².year) to 'typical use' 1579 (kWh/m².year). This is following the current building regulations.

Option B - Low Carbon

420 - 539 kWh/m²._{year} equal to 182 - 296 KgCO_{2,eq}/m²._{year}

*Typically 400 kWh/m²._{year} equal to 112.4 KgCO_{2,eq}/m²._{year}

Based on DEC's for 19No. completed GT3 Sport & Leisure projects, 18No. of which have Pools / Water facilities. The lowest performing Wet Facility (420 kWh/m².year), and the average across them (539 kWh/m².year).

Option C - Passivhaus Standard

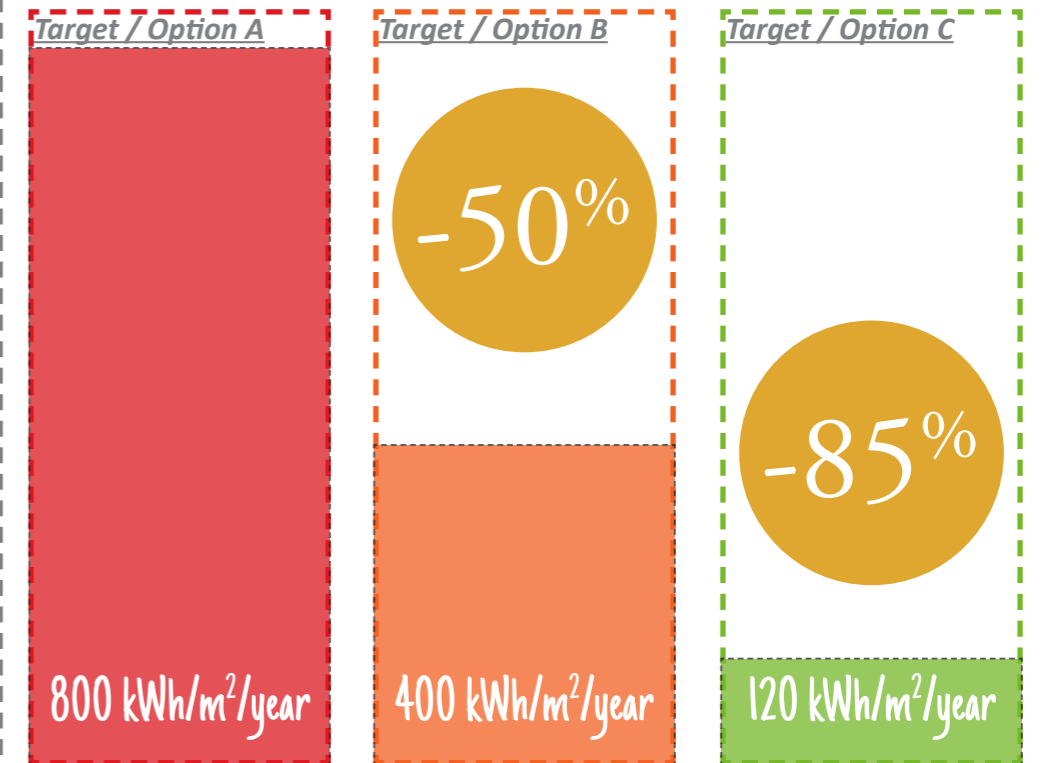
*120 kWh/m²._{year} equal to 33.72 KgCO_{2,eq}/m²._{year}

Passivhaus is generally accepted as the best standard for in-use energy. It is an optional accreditation and has a strict limits for all aspects of the energy in-use.

Operational Energy / Carbon Limits

Based on the benchmarking guidance, we would prescribe the below limits for operational energy.

*These values will be used later in the document for calculation purposes.



*These values will be used later in the document for calculation purposes.

Sport & Leisure

Embodied Carbon

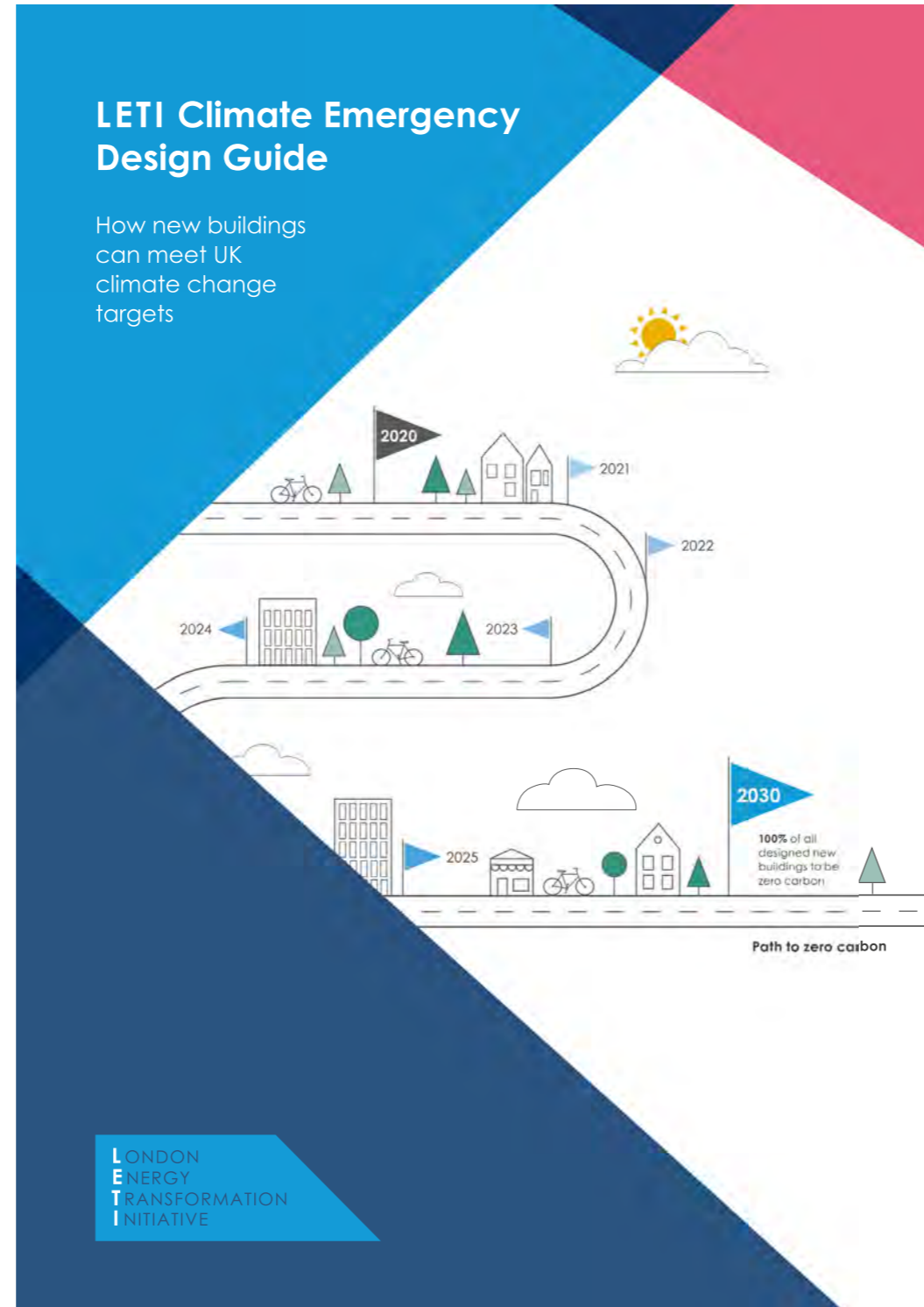
Similar to operational energy / carbon, there are no prescribed limits for embodied carbon in the building regulations, we can only prescribe targets based on the latest research.

'Globally, Embodied Carbon of materials accounts for ~50% of all annual human-made GHG emissions from fossil fuels.'

'Global consensus agrees on the need for an immediate 40% reduction in embodied carbon today, moving towards 65% by 2030, and net zero by 2040.' - footprintcompany.com/embodied-carbon-roadmap

Below are some examples from key industry bodies:

- World Green Building Council: -40% from average practice by 2030, Net Zero by 2050
- Royal British Institute of Architects (RIBA) & London Energy Transformation Initiative (LETI): -40% immediately, -55% by 2025, -70% by 2030, Net Zero by 2040
- American Institute of Architects (AIA): -40% immediately, -45% by 2025, -65% by 2030, Net Zero by 2040
- Green Building Council of Australia (GBCA): Net Zero by 2030
- Low Carbon Living CRC: Start Best Practice Method of Measurement & Report immediately, Mandatory Quotas by 2025, -70% by 2030, Net Zero by 2040'



<https://www.gov.uk/government/publications/net-zero-strategy>

RIBA

2030

CLIMATE

CHALLENGE

VERSION 2 (2021)

Sign up to join the RIBA 2030 Climate Challenge at www.architecture.com/2030challenge

RIBA Architecture.com

<https://www.architecture.com/about/policy/climate-action/2030-climate-challenge>

Sport & Leisure

Embodied Carbon Limits

The main two documents of relevance are the RIBA climate Challenge and the LETI climate emergency design guide. Both have set targets for Embodied carbon in construction, however the RIBA Challenge specifies directly towards; offices, schools, and the domestic sectors. There are however some comparables to offices in size and scale so could be considered a similar benchmark. The RIBA challenge set the below targets for Office sector projects:

- <1400 kgCO_{2eq}/m² = "Business as Usual"
- < 970 kgCO_{2eq}/m² = "2025 Targets"
- < 750 kgCO_{2eq}/m² = "2030 Targets"

While these figures are higher than LETI, it has been proven that with large spans and even complex builds, these could be more ambitious.

London Energy Transformation Initiative (LETI), produced a thorough review of the Net zero target and proposed a path to zero carbon in the 'Climate Emergency Design Guide'. LETI has set embodied carbon targets for the upfront embodied carbon emissions (Building Life Cycle Stage A1-A5).

LETI is the only guidance available that sets realistic targets on embodied carbon that is also non-sector specific. Therefore this will be used to set the limits for the Embodied Carbon of the project as a mid ground value between LETI and RIBA*

**Comparative to another recently measured project (Spelthorne Leisure Centre) with a reported figure, excluding external works outside the buildings footprint, of 672 kgCO_{2eq}/m² over a 60 year period life-cycle assessment - note stages A1-A5 = 720gCO_{2eq}/m²*



Whole Life Carbon

Embodied vs Operational Ratio



Leisure facilities are high energy consumers & can be prone to comfort and overheating issues. Temperatures are maintained at high levels with plant operating 24 hours a day, 365 days a year. Space heating & hot water loads are far higher than all other building types. This means over a period of 60 years, at least 66% of the energy is used in operation, going up to 98% in the business as usual scenario.

Whole life carbon is the sum total of the Embodied + Operational Carbon. The typical methodology for assessing whole life carbon and is to add up the expected usage over a 60 year period.

LETI have done this for the 3 main typologies: offices, schools, and the domestic sectors and the representative pie charts are shown here denoting the percentage of energy / carbon used in its lifetime.

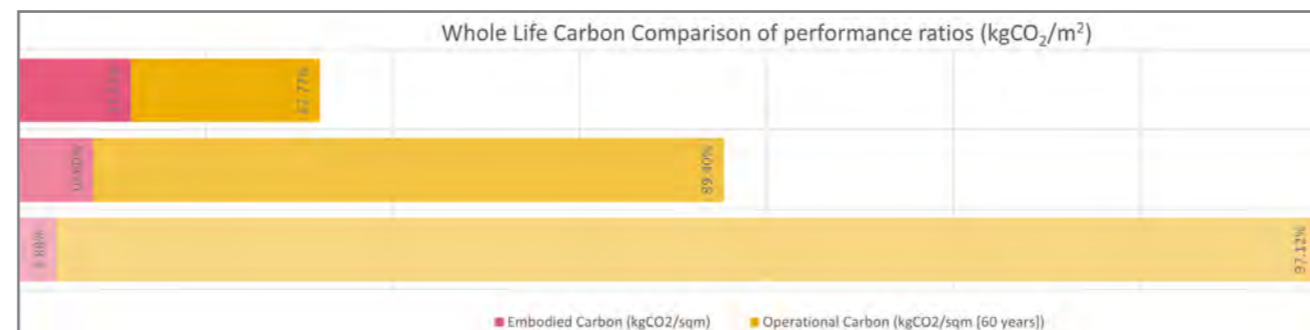
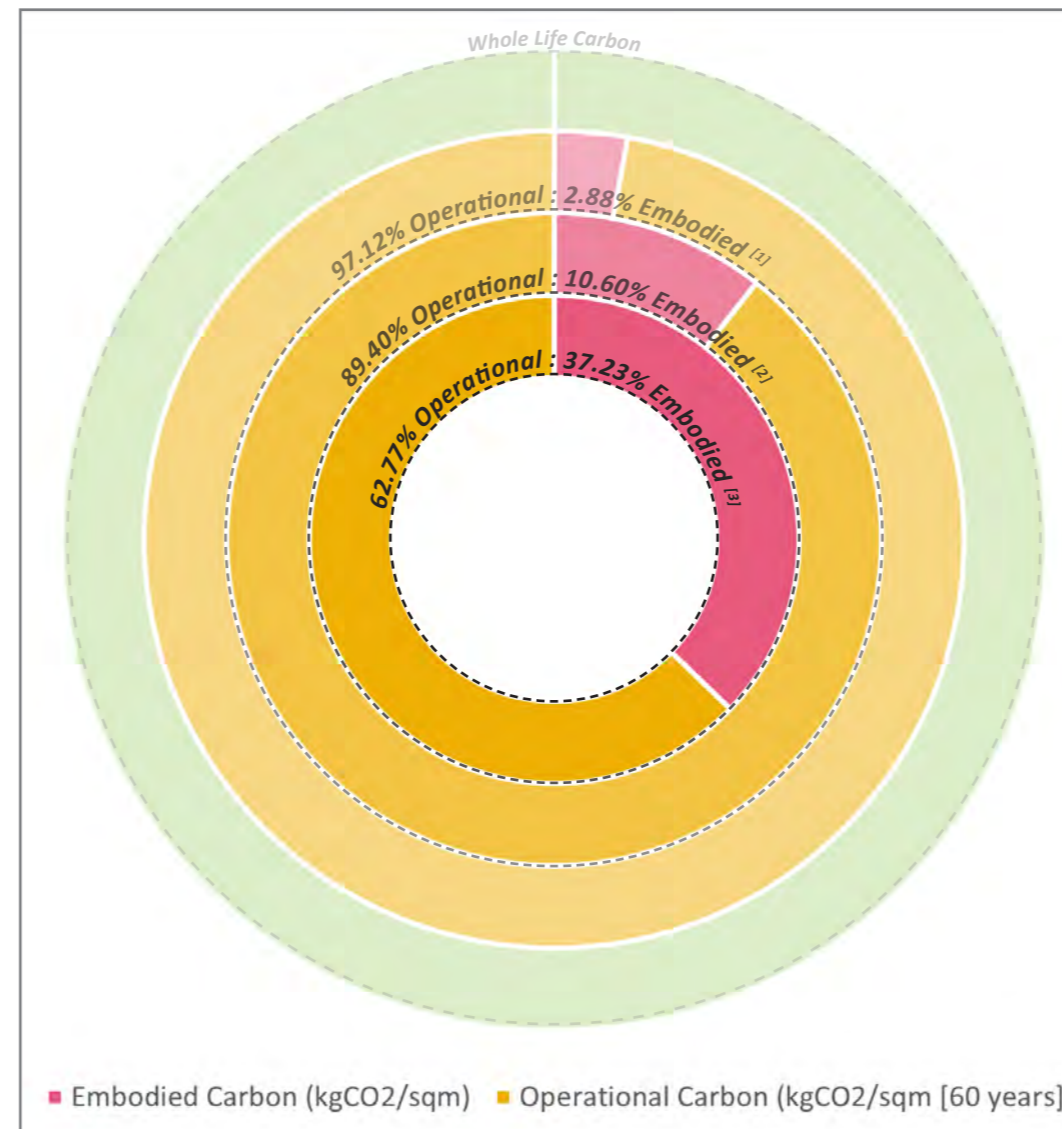
Following the same methodology we can estimate the ratio for Leisure Centre facilities.

Leisure Centres have a significantly higher Energy Use Intensity (EUI) than other building typologies.

Over the period of 60 years. This means that in even in the best case ratio scenario, in excess of 66%* of the overall Carbon and Energy emissions are in-use. (Embodied Carbon not reduced at all & Operational Carbon reduced to Passivhaus levels of emissions)

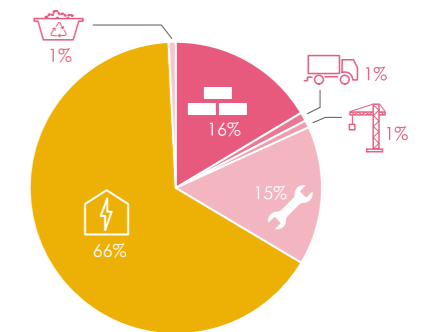
*The min/max of the combinations of embodied vs operational carbon are shown on the pie charts opposite

While it is important to understand the ratio of Embodied to Operational Carbon, it is worth noting that the Operational Carbon is by far the biggest contributor, especially in Sport & Leisure Buildings. Below the donut chart is a graph of the same data showing the sum total of the ratios as a comparison of the whole life carbon emissions per square metre.

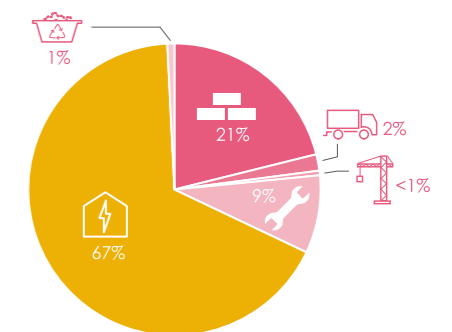


[1] Embodied Carbon 1200 (kgCO_{2,ed}/m²) : 2032.2 (KgCO_{2,ed}/m²) Operational Carbon (33.72 (KgCO_{2,ed}/m².year) x 60 years)
 [2] Embodied Carbon 800 (kgCO_{2,ed}/m²) : 6,744 (KgCO_{2,ed}/m²) Operational Carbon (112.4 (KgCO_{2,ed}/m².year) x 60 years)
 [3] Embodied Carbon 400 (kgCO_{2,ed}/m²) : 13,488 (KgCO_{2,ed}/m²) Operational Carbon (224.8 (KgCO_{2,ed}/m².year) x 60 years)

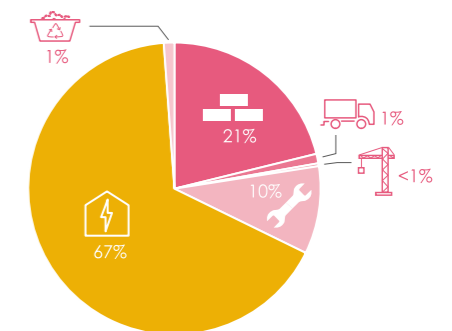
Office



Medium scale residential



School



- Products/materials (A1-A3)
- Transport (A4)
- Construction (A5)
- Maintenance and replacements (B1-B5)
- Operational energy (B6)
- End of life disposal (C1-C4)

The ratio of carbon is influenced the most by the **operational** carbon. Therefore, the greatest impact on the **whole life carbon** is to adopt 'Passive principles' or full 'Passivhaus certification'

Carbon Targets

Summary



Below is a summary of the 3 benchmarks for both embodied and operational carbon. These will be used for the basis of calculations and comparing 3 options for the project.

Embodied Carbon Limits

Based on the LETI guidance, we would prescribe the below limits for the project.

**These values will be used later in the document for calculation purposes.*

Target / Option A

1200
(kgCO₂/m²)

Target / Option B

<800
(kgCO₂/m²)

Equivalent to 1/3rd reduction over baseline

1/3rd materials from re-used sources

50% materials can be re-used at end of life

Target / Option C

<400
(kgCO₂/m²)

Equivalent to 2/3rd reduction over baseline

2/3rd materials from re-used sources

80% materials can be re-used at end of life

Upfront Embodied Carbon



A1 – A3
Product

A4 – A5
Construction

Includes:
Raw material sourcing, transport & manufacture

Includes:
Transport to site, installation

Operational Energy / Carbon Limits

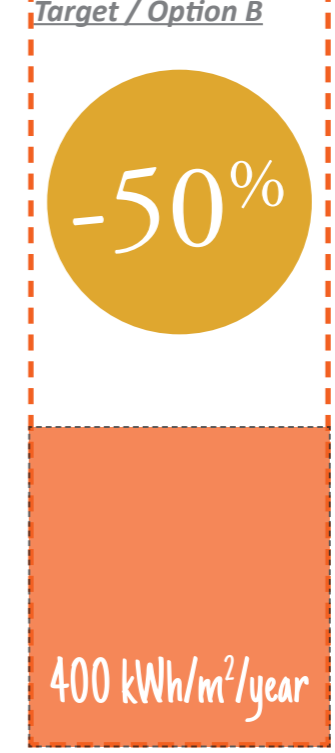
Based on the benchmarking guidance, we would prescribe the below limits for operational energy.

**These values will be used later in the document for calculation purposes.*

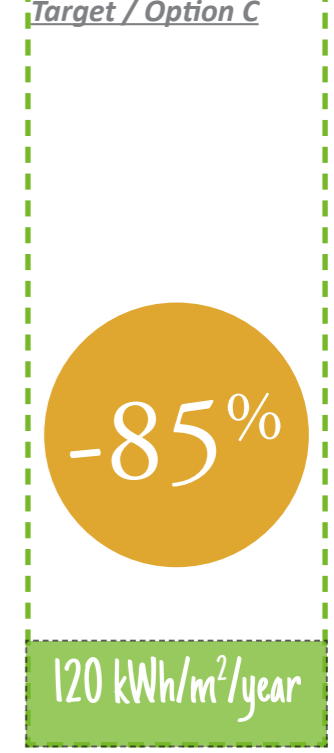
Target / Option A



Target / Option B



Target / Option C

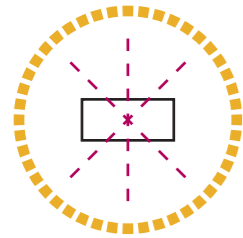


Proposed Framework

10 Things to Consider

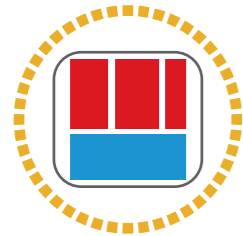
■ Embodied Carbon ■ Operational Carbon

In order to positively step towards the Net Zero Emissions goal for any project, the following areas were identified as the key building strategies that have the greatest impact on the whole life carbon. These will inform the Key performance Indicators (KPI's) for the options previously outlined. Circles indicate the aspect of the carbon that is impacted.



Building Orientation & Compact Form

Proper orientation impacts the heating & cooling loads and helps to balance where areas of glazing are useful for the internal room use.



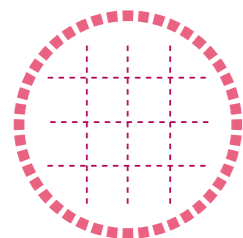
Thermal Zoning

Properly distributing hot - cold zones through the building reduces the temperature differential between spaces. This helps mitigate unwanted internal heat gains and reduces overall system demand



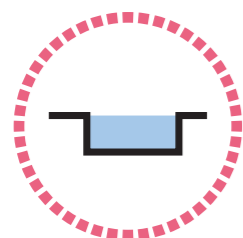
Building weight & Substructure Design (Below Ground)

Reducing the building weight (swapping heavy floor/wall constructions for timber, hybrid timber/steel frame) creates a lighter building and therefore a much reduced foundation solution. Less structure = Less embodied carbon



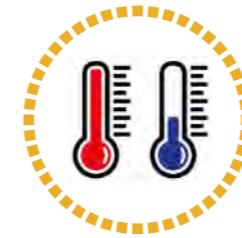
Building Structure (above Ground)

Steel and concrete contain large amounts of carbon, while timber is considered carbon zero. The choice of frame has a large impact on the embodied carbon.



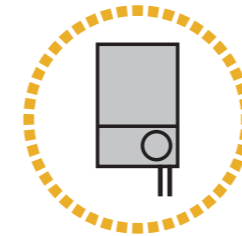
Pool tank construction

Stainless steel pool tanks provide a circa. 40% reduction in embodied carbon over a traditional concrete tank as well as steel can more easily be recycled. However advances in concrete can dramatically reduce the carbon content. Careful analysis of the most optimal solution is required per project.



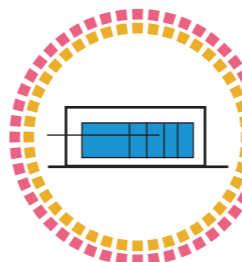
Operational Temperatures & Water Use

Every $\pm 1^{\circ}\text{C}$ has a significant effect of the overall energy demand. Small changes to operating temperatures can have a significant impact on the sizing and specification of heating / cooling systems. Setting these early are a key factor for energy optimisation.



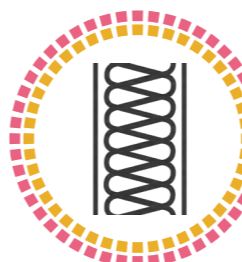
Heat & Power Source

The heat and power source directly impacts the amount of carbon used during the life of the building. Marginal gains in efficient systems provide significant savings on energy over the building life cycle. This also includes Pool filtration.



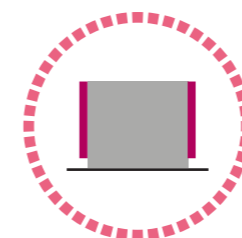
Building Glazing & Shading

Optimising both glazing ratios & shading factors can greatly effect both energy demand and load. Proper design should balance the right amount of solar gains across the year, maximising the low winter sun to reduce heating, and minimising excess gains in summer.



U-Values & Air Tightness

Both factors directly influence the heating & cooling requirements of the building. While increased U-values marginally increase the embodied carbon (additional insulation thickness), the payback period on reduced operational energy / carbon can offset this as quickly as 12 months.



External Material Choices

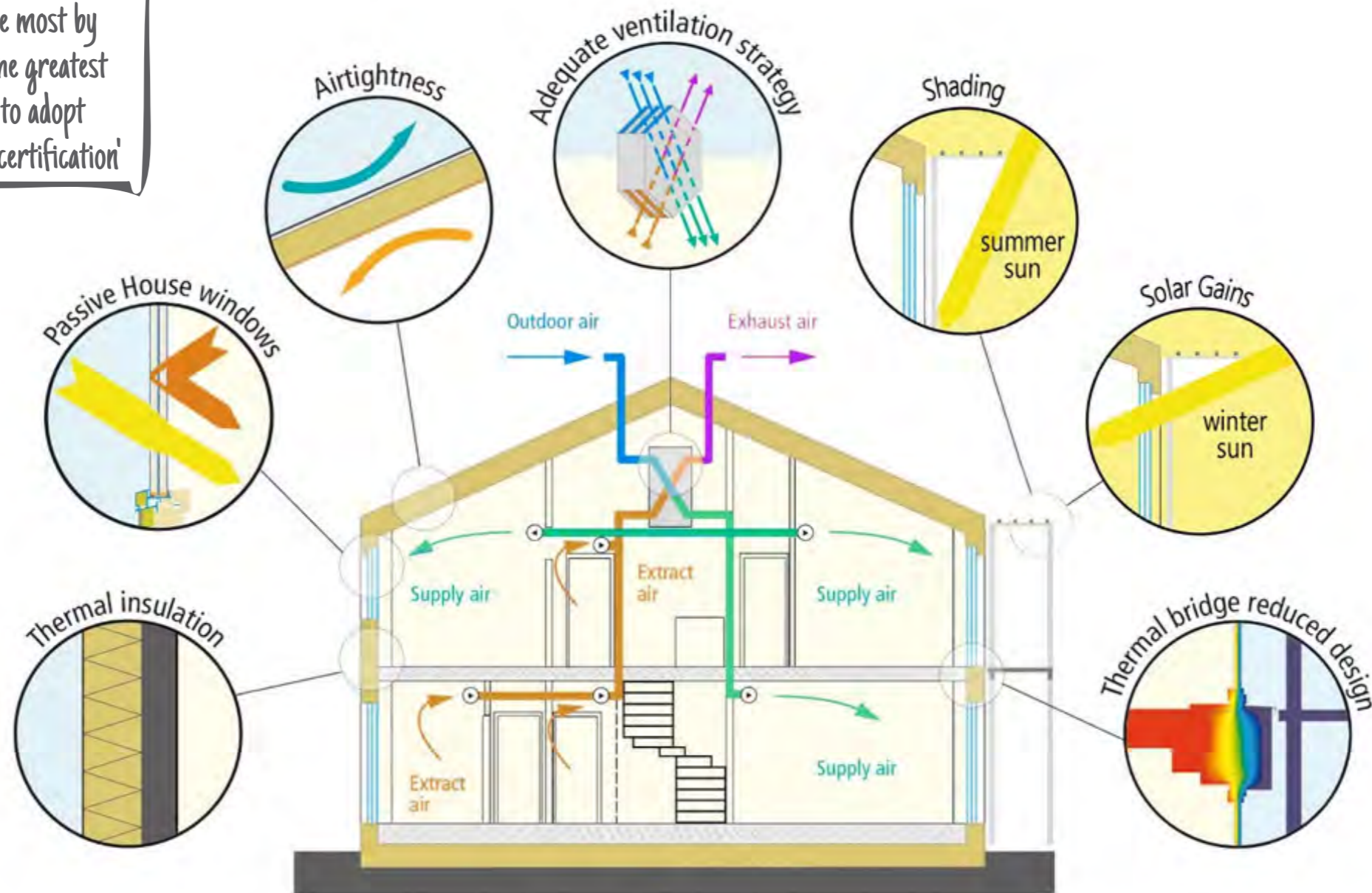
The overall impact of the external façade finish is marginal, Different cladding & envelope solutions have different amounts of embodied carbon, and heavier elements also require additional structure to support.

Proposed Framework 'Passive Principles'



The 10 things to consider collectively form the principles of Low Carbon Design. By following the 'Passive Principles' every project will make meaningful steps towards optimising the building performance, bringing the carbon emissions down, and be closer to Net-Zero

The ratio of carbon is influenced the most by the **operational** carbon. Therefore, the greatest impact on the **whole life carbon** is to adopt 'Passive principles' or full 'Passivhaus certification'



While a building can be **operationally** net zero (utilising sustainable power sources), the reality is no building can be **embodied carbon** zero, as current construction materials all have some carbon content. To achieve **whole life carbon zero**, the approach should be to **minimize the carbon as much as possible** and then **offset the remainder**.

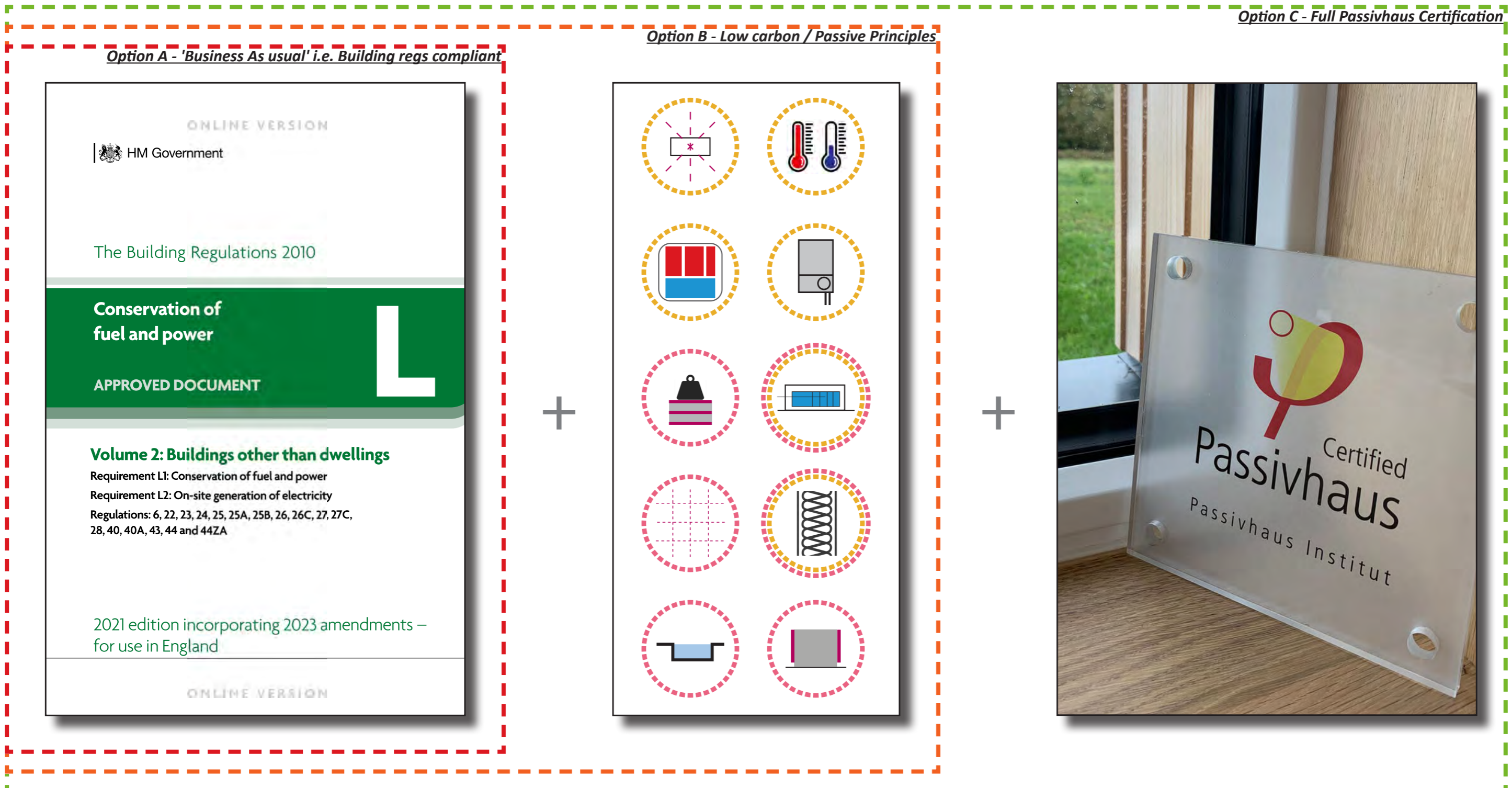
3 • Project Options

Stage 2 Brief Output

The 3 Project Options



For the purpose of the following exercises, there are 3 sustainability options proposed, each tackling with increasing levels of efficiency and carbon reduction. This can then be further used to cost each option for the project.



BREEAM is a further accreditation that is a holistic approach to sustainability. Many Local Authorities use it as a benchmark as it covers a wider spectrum of sustainability including: Energy, Land use and ecology, Water, Health and well-being, Pollution, Transport, Materials, Waste & Management. It provides a broad approach to construction and is recognised internationally as a sustainability standard, however it does not directly target carbon or energy, as it only accounts for a small amount of the overall credits / score.



Proposed Framework

Key Performance Indicators (KPI's)



In all 3 options, the primary difference is in the fabric performance. Below is the key 7 things that differ between them to inform that capital cost uplift and payback exercise. It can also form the KPI's for taking the project into the technical design phases.

	Option A - 'Business as Usual'	Option B - Low carbon / 'Passive Principles'	Option C - Passivhaus Certified
U-value External Wall	$\leq 0.26 \text{ W/m}^2\text{K}$ (As per part L) 100mm Insulation (mineral wool type)	$\leq 0.15 \text{ W/m}^2\text{K}$ 200mm Insulation (mineral wool type)	$\leq 0.125 \text{ W/m}^2\text{K}$ 300mm Insulation (mineral wool type)
U-value Floor	$\leq 0.18 \text{ W/m}^2\text{K}$ (based on P/A ratio) 100mm Insulation (rigid board Type)	$\leq 0.15 \text{ W/m}^2\text{K}$ (based on P/A ratio) 150mm Insulation (rigid board Type)	$\leq 0.15 \text{ W/m}^2\text{K}$ (Whole Floor) 250mm Insulation
U-value Roof	$\leq 0.18 \text{ W/m}^2\text{K}$ (As per part L) 200mm Insulation (rigid board Type)	$\leq 0.125 \text{ W/m}^2\text{K}$ 250mm Insulation (rigid board Type)	$\leq 0.125 \text{ W/m}^2\text{K}$ 350mm Insulation (rigid board Type)
U-value Window & Doors	$\leq 1.6 \text{ W/m}^2\text{K}$ (As per part L) Double glazed	$\leq 1.2 \text{ W/m}^2\text{K}$ Premium glazing + Superior frames	$\leq 0.85 \text{ W/m}^2\text{K}$ Triple glazed + Superior Frames + Superior Spacers
Air Tightness	$\leq 8.0 \text{ m}^3/\text{m}^2\cdot\text{h}$ (As per part L)	$\leq 3.0 \text{ m}^3/\text{m}^2\cdot\text{h}$	$\leq 0.4 \text{ m}^3/\text{m}^2\cdot\text{h}$ $\leq 0.6 \text{ ach}$ building to achieve both values
Internal Thermal Separation	Only wet side to remaining facilities 100mm Insulation (mineral wool type)	Only wet side to remaining facilities 100mm Insulation (mineral wool type)	All spaces with $\pm 4^\circ\text{C}$ temp. difference 150mm Insulation (mineral wool type)
Thermal Bridging	No requirement for quantification - design to reduce where possible	Some quantification - design to reduce where possible	All thermal bridges quantified & reduced

Payback Periods

Cost & Carbon

AREA : 9,950m²

Cost Per kWh : £0.165/kWh

Carbon Conversion Rate : 0.281 (kgCO₂/kWh)Embodied Carbon Target Intensity : 800 (kgCO₂/m²)

	<i>Option A - 'Business as Usual'</i>	<i>Option B - Low Carbon / 'Passive Principles'</i>	<i>Option C - Passivhaus Certified</i>
Capital Cost	£49,450,000.00	£54,855,000.00	£57,614,000.00
Capital Cost Increase	-	£5,405,000.00	£8,164,000.00
Uplift Percentage from baseline	-	+10.93% (over Option A)	+16.51%
Embodied Carbon Intensity (per m² upfront)	800 (kgCO ₂ /m ²)	800 (kgCO ₂ /m ²)	800 (kgCO ₂ /m ²)
Total Expected Embodied Carbon	7,960.00 (tonnes CO ₂)	7,960.00 (tonnes CO ₂)	7,960.00 (tonnes CO ₂)
Operational Carbon (per m²)	224.80 (kgCO ₂ /m ²)	112.40 (kgCO ₂ /m ²)	33.72 (kgCO ₂ /m ²)
Total Operational Carbon (60 years)	134,205.60 (tonnes CO ₂)	67,102.80 (tonnes CO ₂)	20,130.84 (tonnes CO ₂)
Whole life carbon estimate (excl. Demolition)	142,165.60 (tonnes CO ₂)	75,062.80 (tonnes CO ₂)	28,090.84 (tonnes CO ₂)
Whole life carbon saving	-	-67,102.80 (tonnes CO₂)	-114,074.76 (tonnes CO₂)
Whole life carbon (per m²)	14.29 (tonnes CO ₂ /m ²)	7.54 (tonnes CO ₂ /m ²)	2.82 (tonnes CO ₂ /m ²)
Lifetime Carbon Saving	-	47.20% (Whole Life Carbon Saving)	80.24% (Whole Life Carbon Saving)
Energy Use Intensity (EUI)	800 (kWh/m ² .year)	400 (kWh/m ² .year)	120 (kWh/m ² .year)
Yearly Energy Demand	7,960,000 (kWh/year)	3,980,000 (kWh/year)	1,194,000 (kWh/year)
Estimated Operational Cost (per Year)	£1,312,604.00	£656,302.00	£196,890.60
Operational Cost Savings (per Year)	-	£656,302.00 (Saving per year)	£1,115,713.40 (Saving per year)
Payback Period	-	8.24 (years)	7.32 (years)
Operational Cost (per month)	£109,383.67 (month)	£54,691.83 (month)	£16,407.55 (month)
Operational Cost (per m²)	£131.92/m ²	£65.96/m ²	£19.79/m ²

Assumptions made for the basis of the calculations:

- All electric power and electric rates (Advised by Hydrock)
- Does not include future inflations of energy prices
- Assumed 60 year life for calculating the operational energy as per BS EN 15978 & leti guidance
- Embodied Carbon Option B (achievable based on Spelthorne Leisure Centre) & Operational Energy Targets set previously within this document.
- Conversion rate of conversion rate of 0.281 KgCO_{2,eq} = 1kWh - European Environment Agency 2016 (latest) Data - www.eea.europa.eu/data-and-maps/daviz/co2-emission-intensity

Payback Periods

Summary

Leisure facilities are high energy consumers and can be prone to comfort and overheating issues. Temperatures are maintained at high levels with plant operating continuously 24 hours a day over 365 days a year. Space heating and hot water loads are higher than any other building type. In addition, electrical energy demand is high due to pool water filtration processes, and fan power and pump power loads, not to mention fit out items such as gym and catering equipment.

Of all building types, applying the proven and tested low energy Passivhaus standard to Leisure Facilities makes most sense.

A high performing thermal envelope along with thermal bridge free details and triple glazing, coupled with airtight construction, will mitigate against rising energy costs, and will also better protect the fabric. Air tightness, will reduce the risk of warm moist air migrating into the fabric due to unwanted infiltration. Triple glazing and high insulation levels will reduce condensation risk.

A Passivhaus optimised design that focuses on orientation, glazing ratios, internal thermal zones layout, low energy services design and making the most of heat recovery processes to move energy between zones, all can result in significant energy savings when compared to standard new build designs.

By following the Passivhaus approach, minimum energy savings in the region of 50-60%+ can be easily realised vs CIBSE benchmarks

The dramatically reduced energy consumption is through a number of factors including reduced heat loss, reduced pool water evaporation, reduced air change rate and fan power, reduced water heating loads.

4 • Analysis

Building Strategy

Site, Climate & Comfort

Aside from the obvious benefits of low energy buildings having lower operational costs and carbon emissions, an unknown fact is that the higher levels of insulation also protect from overheating in the summer as well as increases user comfort. This is a direct result of building physics as more insulation generally creates warmer surface internally.

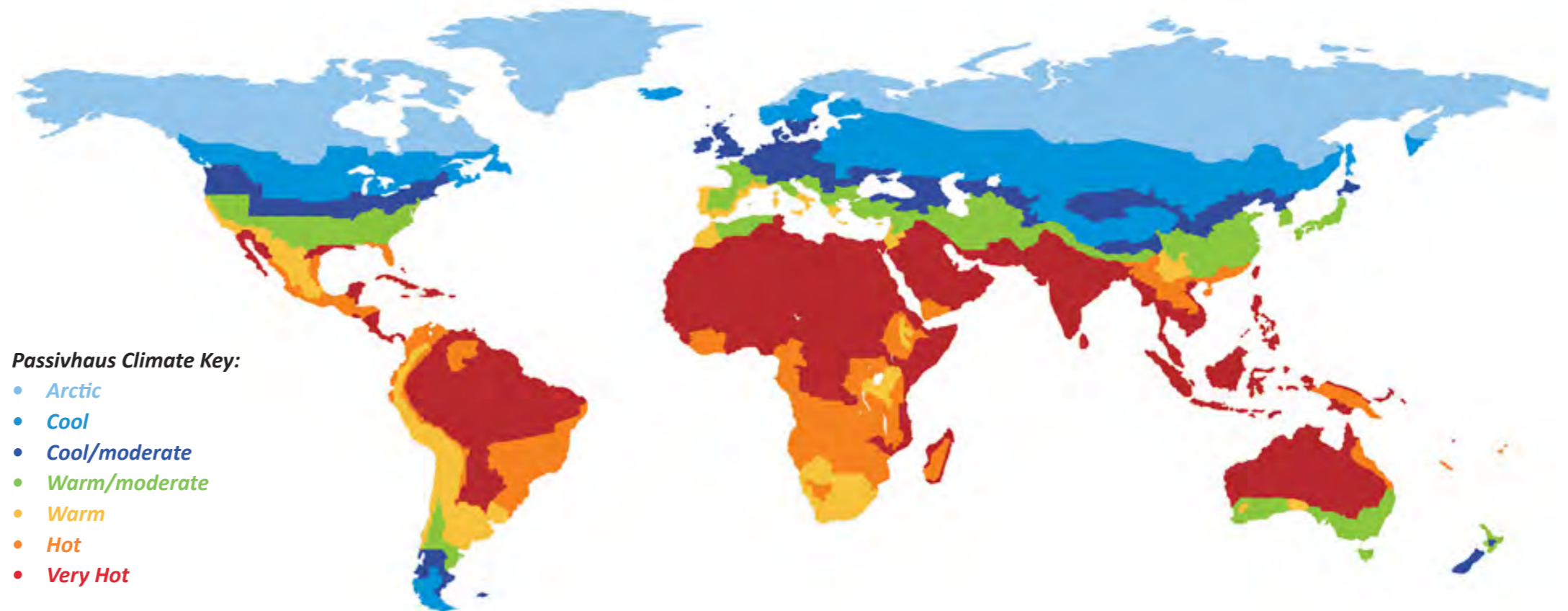
Generally buildings in the UK have a standard assessment method - known as CIBSE TM59, which feeds into SAP and SBEM modelling - and this is applicable as standard for calculations for Option A & Option B. This then produces the EPC rating of the building.

"To achieve consistency across the country, SAP [and SBEM] models every building in the centre of the country (East Pennines) so that the climate conditions are always the same.

*-----
This means that if you built two houses to exactly the same specification, one in Cornwall occupied by a family of four who are out during the day and one in Scotland with a single occupant working from home, you would get the same EPC rating – which is exactly what SAP is supposed to deliver. However, in reality, the actual energy use of each property is likely to be different." - EPCs as Efficiency Targets, Passivhaus Trust 2020 - www.passivhaustrust.org.*

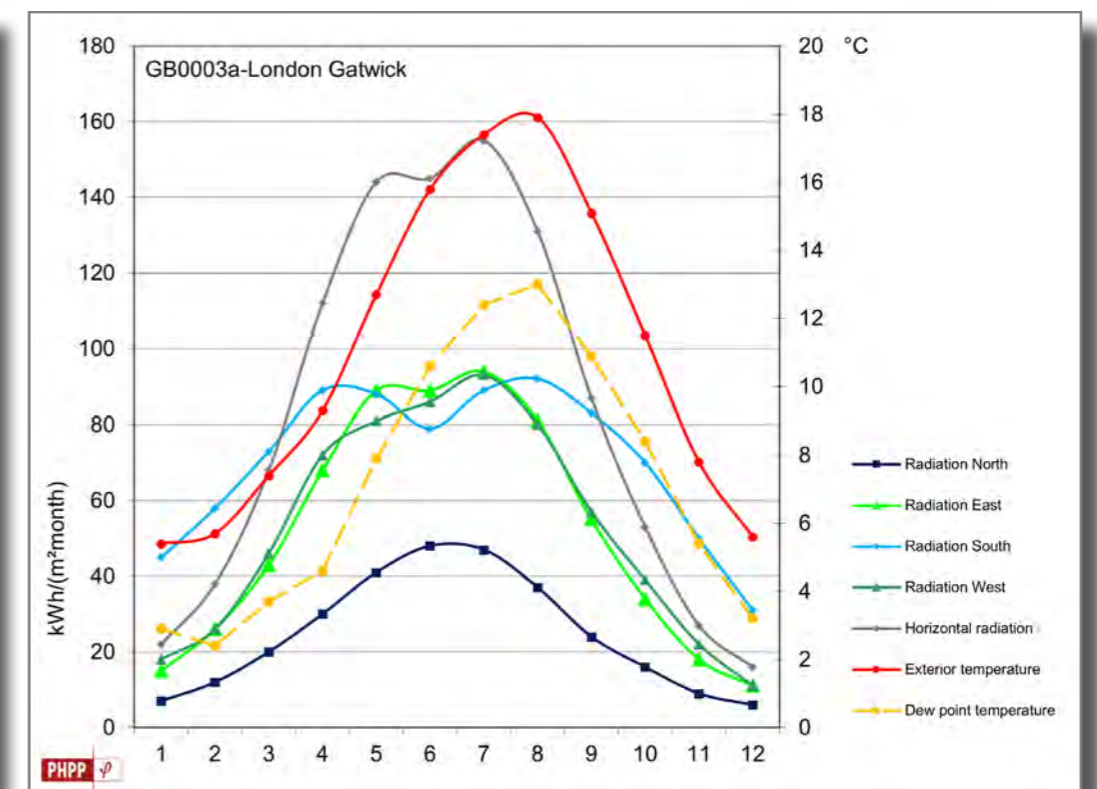
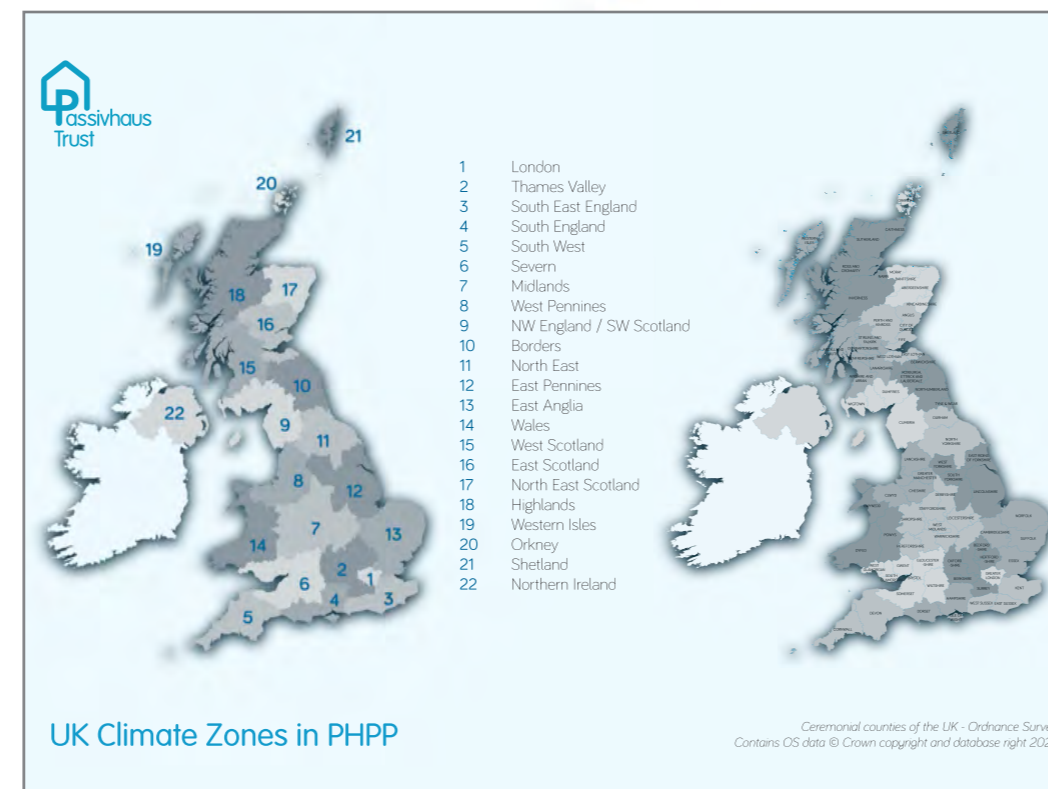
"The Passivhaus standard includes an overheating criterion which requires that the building, as a whole, spends less than 10% of the year at temperatures of 25°C or above...It should also be noted that the Passivhaus modelling system uses local climate data rather than the generic mid-UK location used by SAP & SBEM in support of Building Regulation compliance" - Avoiding summer overheating - Passivhaus Trust 2021 - www.passivhaustrust.org.

**If the project brief pursues Passivhaus Certification as per Option C, then the climate criteria set here are to be input as the nearest applicable data for the site. Graph taken from PHPP.*



Passivhaus Climate Key:

- Arctic
- Cool
- Cool/moderate
- Warm/moderate
- Warm
- Hot
- Very Hot



Building Strategy

Form Factor



Based on the current massing of Farnborough Leisure Centre, the form factors are favourable for the design of a low energy building and for achieving passivhaus certification. The form factors calculated are the same for all 3 options.

Heat will gradually make its way to the outside of the building through building's external faces (e.g. walls, roofs, terraces). The larger the area of external faces, the more place heat has to escape to the outside. In principle, to minimise heat transfer through the building's external faces, the building shape should be as compact as possible.

Form Factor is a useful tool for evaluating the relative compactness of a building and determining the feasibility of achieving low energy building performance, particularly for Passivhaus Certified Projects.

There are 2 main ways of evaluating the form factor for a building:

Heatloss form factor - external envelope : floor area
Achieving a heat loss Form Factors of ≤ 3 is a useful bench mark guide when designing Passivhaus buildings

A:V - Ratio of ventilated volume to external area
A favourable compactness ratio is considered to be one were the A:V ratio $\leq 0.7m^2/m^3$

On larger scale buildings such as leisure centres, the form factor is typically better than in small domestic properties. Even though the building as a whole is significantly larger, its relative compactness can be significantly lower.

Building envelope areas:

External walls $\approx 4,310m^2$
Roofs $\approx 5,396m^2$
Floor $\approx 4,644m^2$

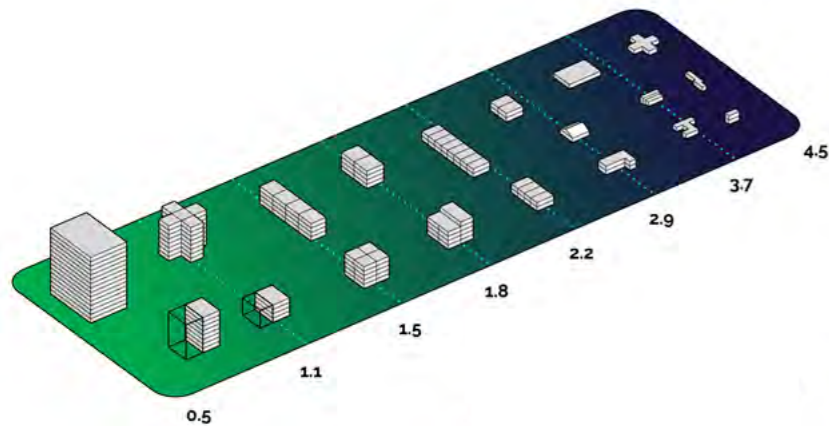
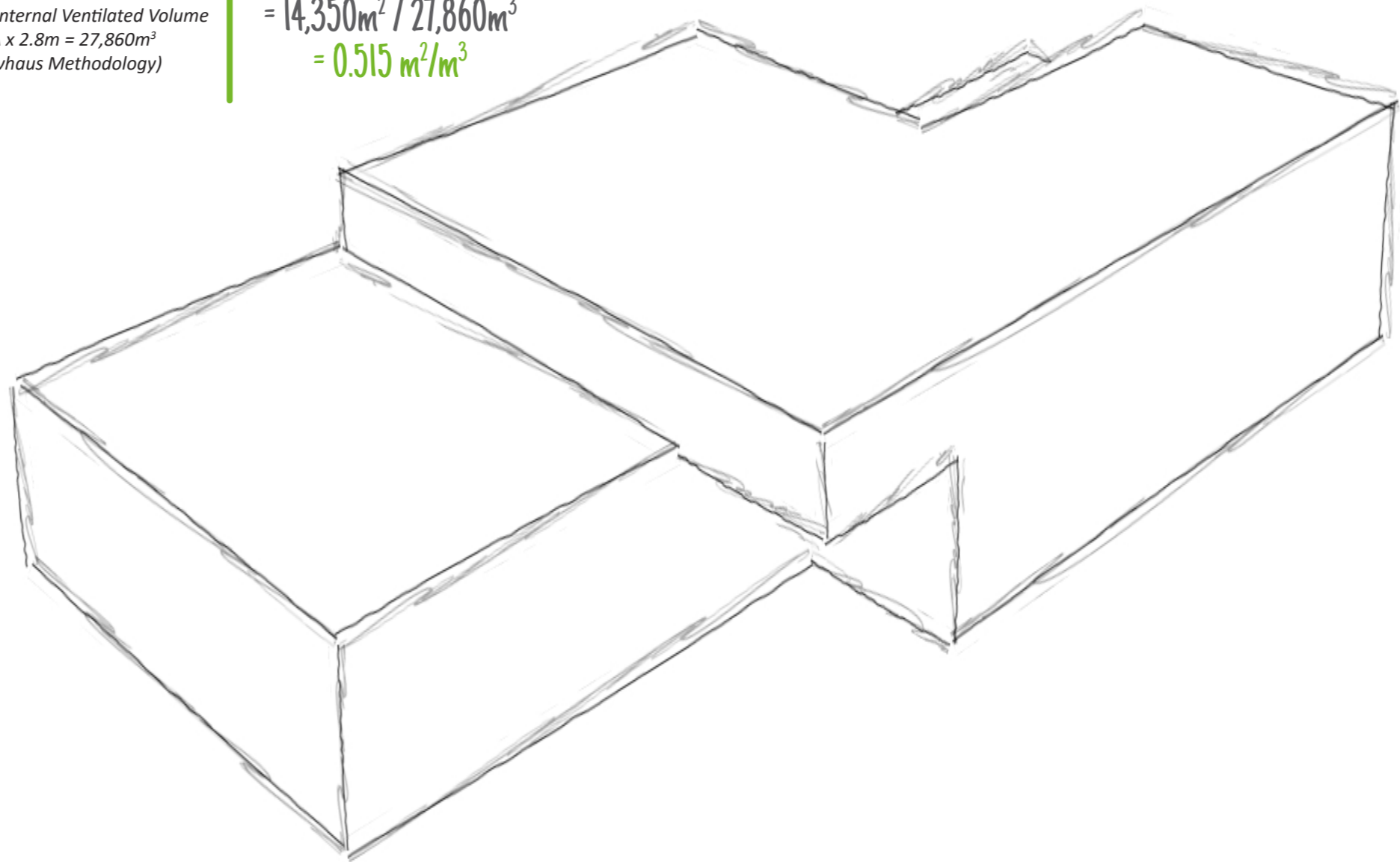
Total $\approx 14,350m^2$

Total GIFA = $9,950m^2$

Total Internal Ventilated Volume
= GIFA x 2.8m = $27,860m^3$
(Passivhaus Methodology)

$$\begin{aligned} \text{Heat loss form factor} & \\ &= 14,350m^2 / 9,950m^2 \\ &= 1.44 \end{aligned}$$

$$\begin{aligned} \text{Area : Volume ratio} & \\ &= 14,350m^2 / 27,860m^3 \\ &= 0.515 m^2/m^3 \end{aligned}$$



*The Form factor will be revisited at each stage to ensure any changes that are made do not have a significantly adverse effect to the overall ratio. It will also develop with a greater level of detail as the design develops.

Building Strategy

Air Tightness



From Option A-B there should be no additional systems to achieve the $\leq 3.0 \text{ m}^3/\text{m}^2.\text{h}$. - however to achieve the targets mandated for Passivhaus Certification, additional airtight systems are required. As they have such a small embodied carbon, they are insignificant in the embodied carbon of the building, but by drastically reducing the operational carbon, can have a significant impact on lifetime carbon.

Similar to carbon ratios described earlier in this report, Air tightness can be a significant amount of the overall energy loss of a building. Hence, for low energy optimised designs, a clear, concise and considered airtightness strategy is required.

Research suggests that up to 40% of all energy usage in a building is through unwanted air infiltration; either through hot air leaking out of the building causing more energy use to reheat the inside space, or through hot air coming in the building causing more energy usage to cool the space. By increasing the air tightness of the building, those losses can be reduced significantly.

Air leakage is not only direct heat loss, but air movement through insulating components which can reduce their effectiveness by up to a factor of 5.

UK Building Regulations express air tightness as the volume of air that escapes per m^2 of external surface area per hour, this is referred to as Air Permeability ($\text{m}^3/\text{m}^2.\text{h}$), and for large scale projects aiming for Passivhaus Certification, it must also achieve a specific Air Change Rate (ACH).

Simplicity is key in airtightness design. The fewer junctions, balconies, & other features, the simpler the airtightness design & delivery will be.

Below is an excerpt from the 'Good Practice Guide to Airtightness' from the Passivhaus Trust 2020. www.passivhaustrust.org.uk/news/detail/?nid=900

Relative air leakage per m^2 of external envelope (1:1 @ A4)

Passivhaus 0.6 ACH & $0.4 \text{ m}^3/\text{m}^2.\text{h}$ [Option A]

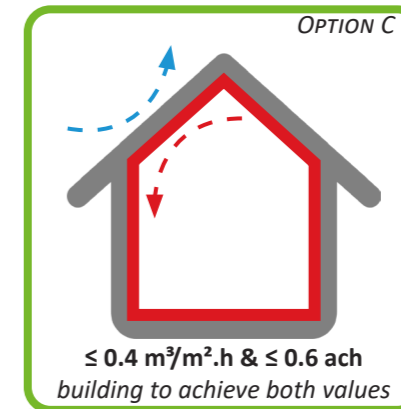
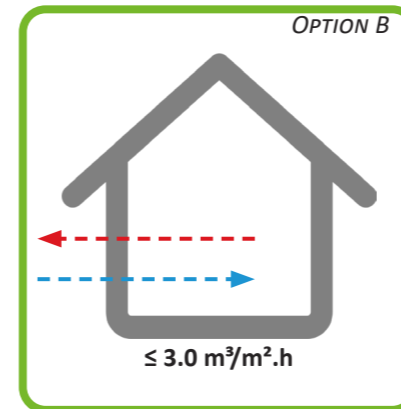
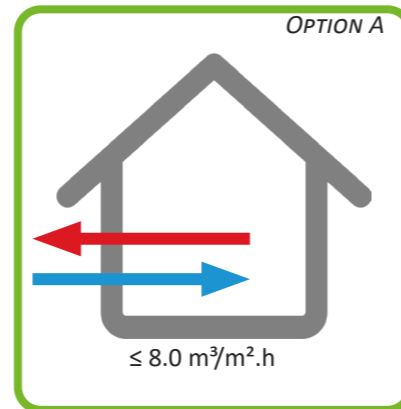
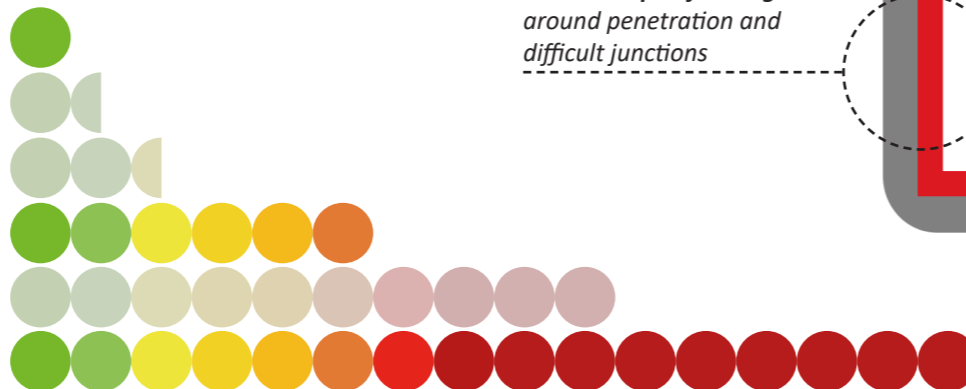
EnerPhit 1.0 ACH

AECB 1.5 ACH

$3 \text{ m}^3/\text{m}^2.\text{h}$ [Option B]

Building Regs 'good practice' $5 \text{ m}^3/\text{m}^2.\text{h}$

Building Regs backstop $8 \text{ m}^3/\text{m}^2.\text{h}$ [Option C]



In the case of Farnborough Leisure & Culture Hub, the Air tightness strategy is to use a series of membranes (mostly on the external façade) to form a complete system in combination with the general construction. Some materials used in construction can form part of the air barrier even though they are not marketed as such and these include: Concrete cast in situ, screed, plaster > 5mm depth, EPDM's & glazing/doors > class 3.

Below is an overview of a tried and tested system (Proctors Wraptite system) that can form the air tightness barrier - If the project brief is to achieve Passivhaus Certification then these items will form part of the NBS specification. <https://proctorgroup.com/products/wraptite>



Building Strategy

Shading & Temperature Zones

Overheating needs to be considered from the start of a project. This is becoming more and more important as that overall global temperature is rising and we are collectively facing warmer summers. This means that suitable shading strategies are considered from the start of the Farnborough Leisure centre design process.

"The building orientation should be optimised as far as possible to benefit from the opportunity of solar gains in the winter without the risk of too much gain in the summer. The ideal situation is a north-south orientation with daylight-optimised glazing on the north façade and somewhere between 15 and 25% glazing on the south façade" - Avoiding summer overheating - Passivhaus Trust 2021 - www.passivhaustrust.org.

The above ratio is true for typical spaces that have a set temperature range similar to a domestic space. For Sport & Leisure however, it is important to maximise the solar gains in the highest temperature zones such as the *Pool Hall's, to do this it is recommended that adjustable internal shading is used as this maximises the solar gain year round by letting the light (and heat in), while also preventing spectral reflection (glare) on the pool water.

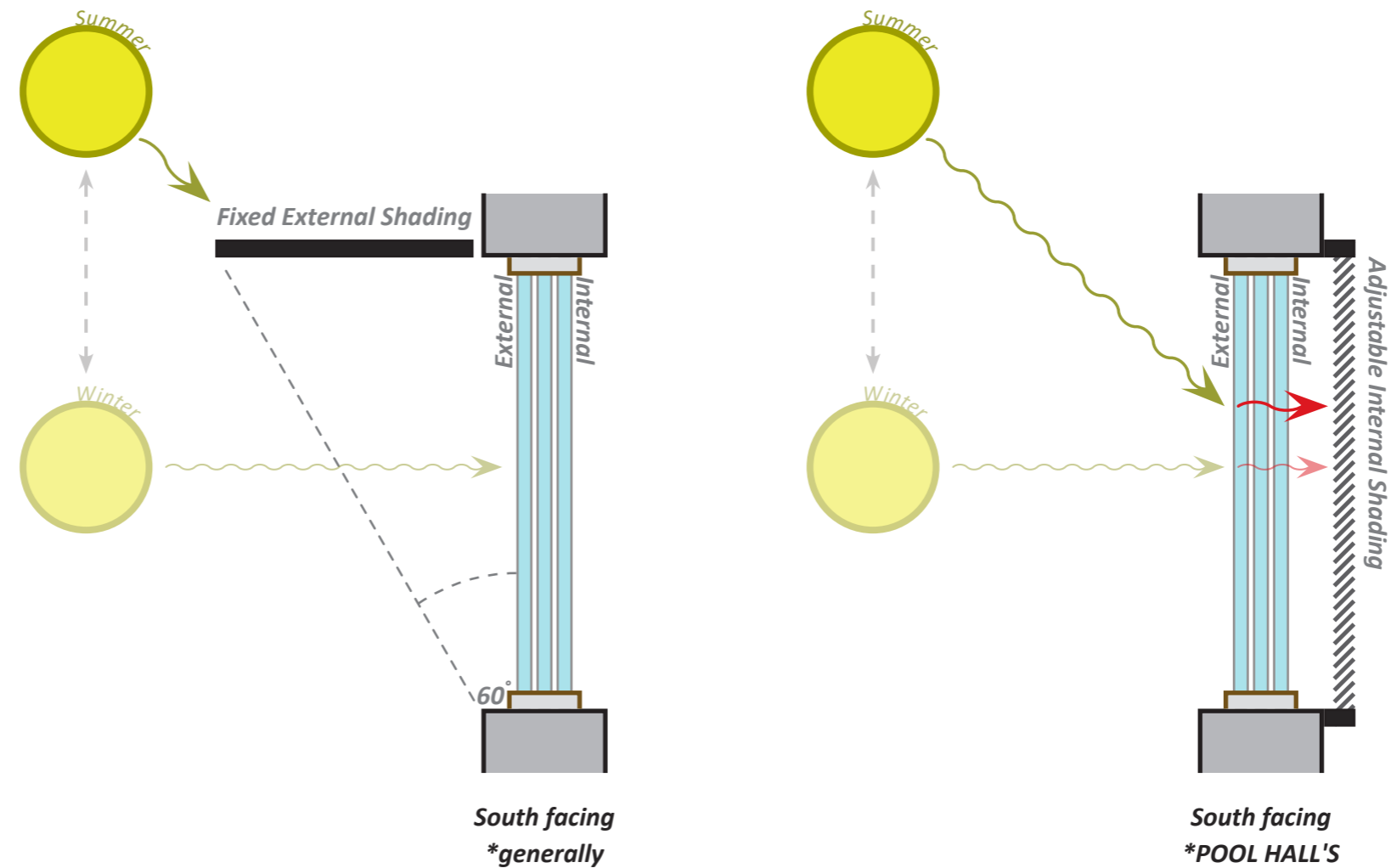
Pool Halls should be orientated towards the south & south-west in the FLCH design where possible, and cooler spaces towards the north & east.

The two main things that effect the amount of solar gain in an internal space are:

- G-value of glass - the percent of heat let through - this will be between 25% and 65% (covered in the nbs specification)
- Shading - internal vs external

**The recommendation for Farnborough generally based on the orientation and internal facilities are recommended here, however at stage 3 there will be a further study on a room by room basis to evaluate the effectiveness of the shading strategy and implications on optimising the solar gain to heat loss ratio*

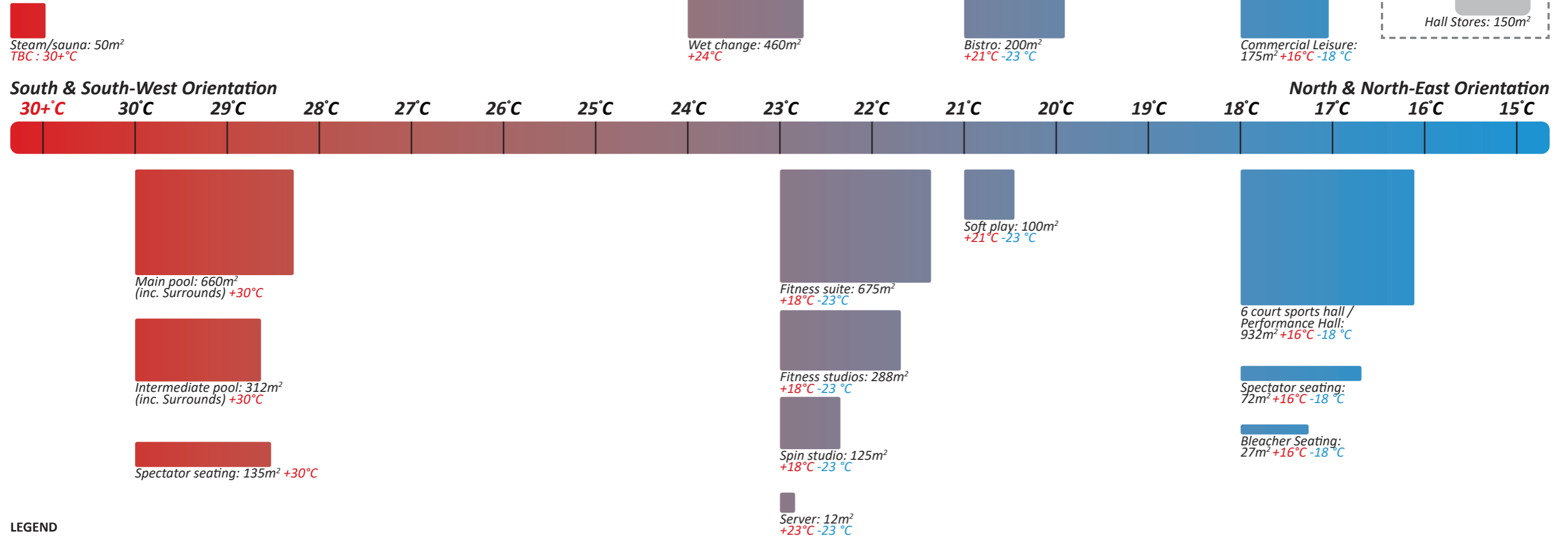
**The current building design is still under design development. During stage 3 (for all options) a further analysis will be done on the shading extents and types, as well as a review of the orientation.*



Building Strategy

Shading & Temperature Zones cont.

This chart has been presented using the heating and cooling set points of the spaces for the **Leisure facilities only** from the graphic brief (the office facilities are the same temperature and generally no special provision would be required for Passivhaus). This then informs the orientation and relationship of spaces to maximise Passivhaus Principles. Note that some spaces do not have a cooling set point meaning that no mechanical cooling is expected for this space and heat only is supplied. The set points for both heating & cooling are required per room if the project Brief required Passivhaus Certification.



LEGEND

- +X°C = Heating Set Point
- X°C = Cooling Set Point

Building Strategy

Filtration, Hot & Cold Water

One of the primary energy users in any building is the hot and cold water, not only in the volume of the water being used, but also where long runs of pipework pass through cool spaces and lose heat to their surrounding, thus overheating the space.

Additionally in the case of Leisure Centres with water facilities (any type i.e. standard pools, splash water, steam rooms etc), there is a significant amount of energy used to both heat the water required. Further, the evaporation of the water increases the heating demand on the building.

For context, Spelthorne Leisure Centre & St.Sidwells Point (both Passivhaus Project) has almost 35% of the total energy of the building to heat the water and the pools.

BREEAM water category credits address the distribution and usage of domestic. It is then split into 3 sections: domestic water consumption, water metering and further evaluation of other water uses (i.e. pool filtration). By specifying low flow devices with 50% reduction of water use, installing a water meter, and evaluating sand vs micro-filtration, 7/10 credits are achievable in any of the options which is the equivalent of excellent rating for water use as required in the local Plan.

Aside from the volume of water used, hot and cold water distribution and heating should form a key part of the energy strategy. The strategies and suggestions shown here can also be used to address the WAT03 category for BREEAM as above.

The pros vs cons of micro-filtration vs standard sand filtration can be found on the FTLeisure website (manufacturer & consultants). Further information can also be found in the document below. - ftleisure.co.uk/pool-design-and-build/water-technology/ftmicron4-ceramic-membrane-filtration-system/



Our recommendation is to use micro-filtration system for the pool water regardless of the option selected. It is a tried & tested solution both in general projects & in Passivhaus certified Projects, successfully being used in St.sidwells point & Spelthorne Leisure Centre.



Design challenges:

- Plantroom space for filters and future replacement.
- Plantroom height, typically 3.5m minimum.
- Logistics/access during install and future maintenance.
- Structural loading – up to 20 tonnes operational weight.
- Drainage systems for backwashing – up to 50ltrs/sec.

Operational challenges:

- Ensuring correct backwash flowrates.
- Manual backwashing and air scouring processes.
- Ensuring PAC dosing system is correct.
- Media replacement every 7-10 years.
- Steel filter shotblasting and relining.
- GRP filter replacement.



Benefits of Micro-filtration for the Building:

- 40% Less plantroom footprint than media bed filters
- Greater flexibility on location of filtration plant
- Only 2.5m plantroom height required
- No backwash attenuation tank required
- Less drainage infrastructure
- Smaller balance tanks for level deck pools
- Less structural load on plantroom slab
- Reduced access requirements
- Lower mains power supply

Benefits for the Operator:

- Up to 40% less absorbed power – as a result of the regular washing process, the friction loss across the membranes is kept to a minimum. Pumps can therefore be designed with as low as 12m head (against 18m head for a media bed filtration system).
- Up to 40% less water – microfiltration removes more particulate than media bed filtration, thereby helping keep TDS levels under control. Microfiltration pools can operate using only 15-20ltrs per bather dilution.
- Less heating and chemicals – the potential to reduce water consumption leads to a reduction in the amount of chemicals and heat load.
- Less operator time – a completely automated and remotely monitored systems. No manual operations.

Building Strategy

Filtration, Hot & Cold Water Cont.

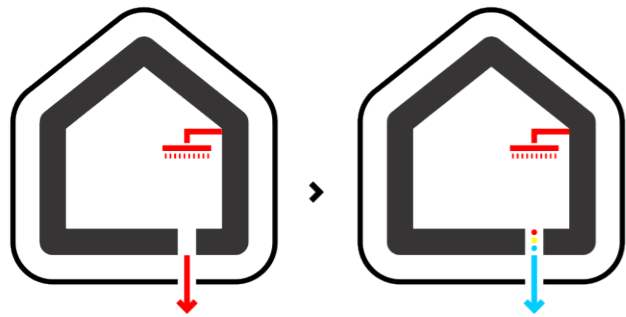


Significant amounts of water and energy is used (and subsequently wasted) in Leisure Centre Facilities from showering both pre and post swim. This is from water being heated, travelling a long distance through cold zones, coming out of the shower and directly down the drain. A simple rethink of this process can save significant amounts of energy by heating water at the shower, and then recovering the heat within the drainage channel before existing to drain.

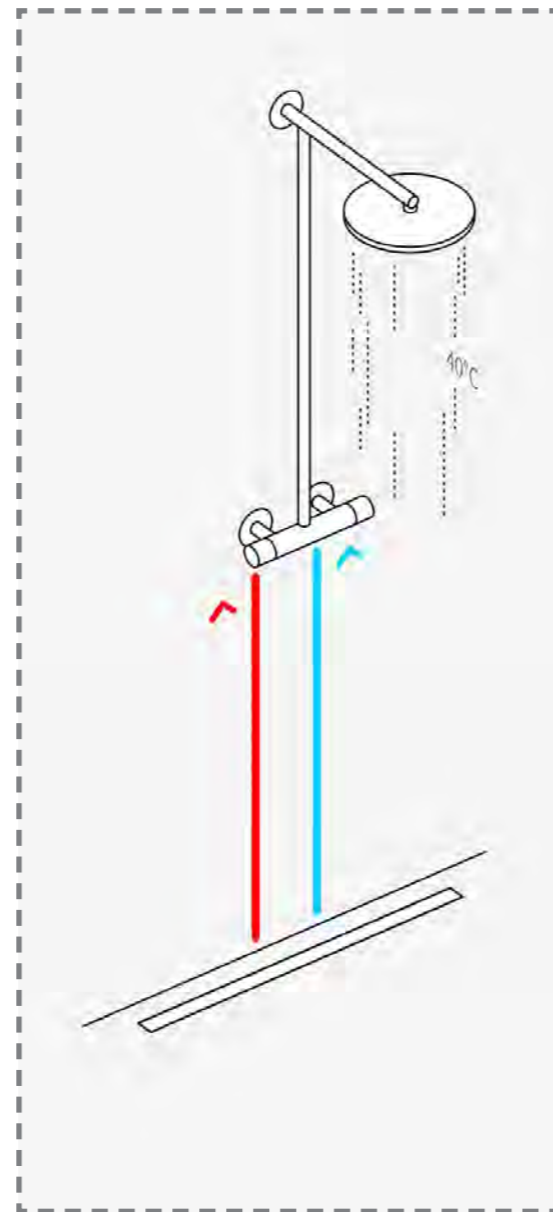
Up to 15% of the overall energy use of a Passivhaus building can be attributed to heating hot water, and in domestic projects can be as much energy as heating the rest of the building. In the case of Leisure Centres, it makes sense to invest in drain heat recovery systems regardless of which Option (A/B/C) if chosen for this project.

There are a number of products on the market that can recover heat from showers, all with varying degrees of efficiency. The Passivhaus Institute actively promote efficiency and have pre-certified a number of products. This means that the efficiency is already calculated so inclusion is straight forward for PH projects. The products can be used on any of the options, the certification simply streamlines the process to Passivhaus Certification.

*Images and information are based on the 'Joulia' product line, which achieves a 60% measured heat recovery rate - <https://joulia.com/en/>

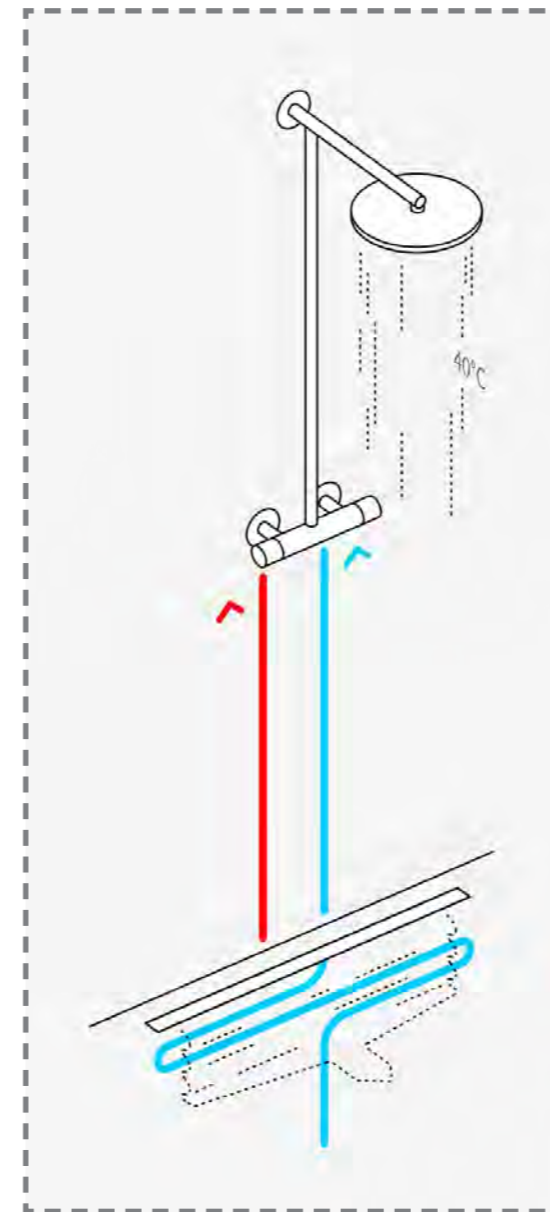


'Business As Usual' Recovered heat



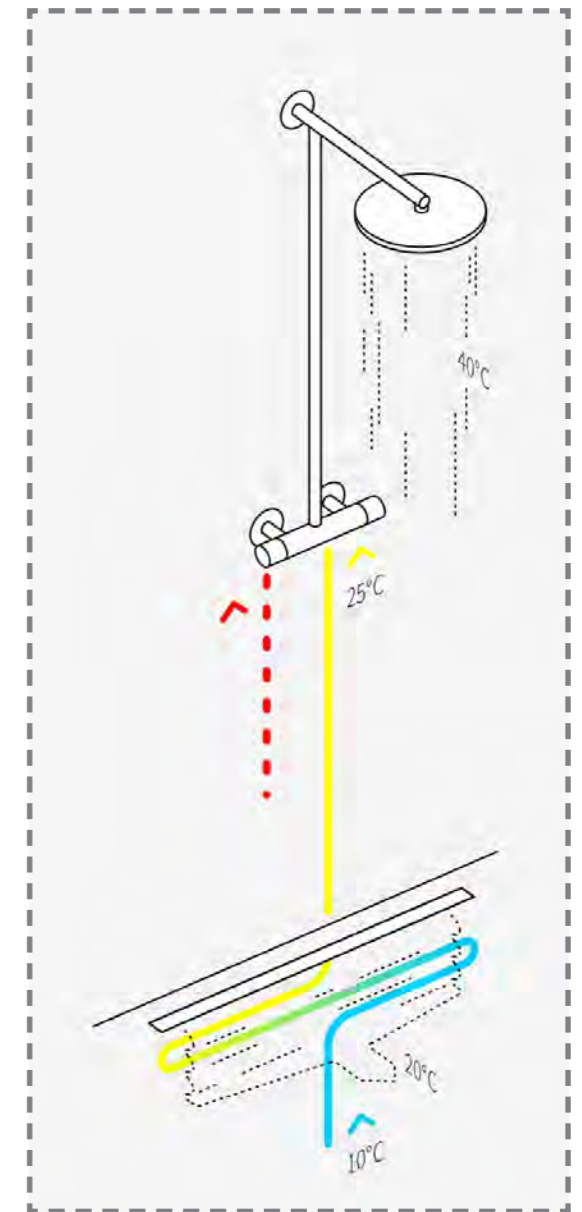
'Business As Usual'

Hot & Cold water directly connect to the mixing valve, flows out of the shower and directly into the drain



Re-directed water supply

The cold water is redirected through the drainage channel prior to reaching the mixing valve.



Recovered Heat

The hot shower waste water is directed over the cold water, up to 60% of that heat is extracted and used to warm the new incoming cold water, creating significant savings on hot water heating energy

5 • Conclusions & Further Information

Conclusions

Summary & key findings

The aim of this report was to establish 3 options for costing and review based on a series of key performance indicators and existing Sport and Leisure performance data.

With a distinct lack of sector specific data regarding embodied carbon and operational carbon limits in Sports & Leisure, the benchmarks set were based on the CIBSE guide F values, Passivhaus and a middle ground (option B).

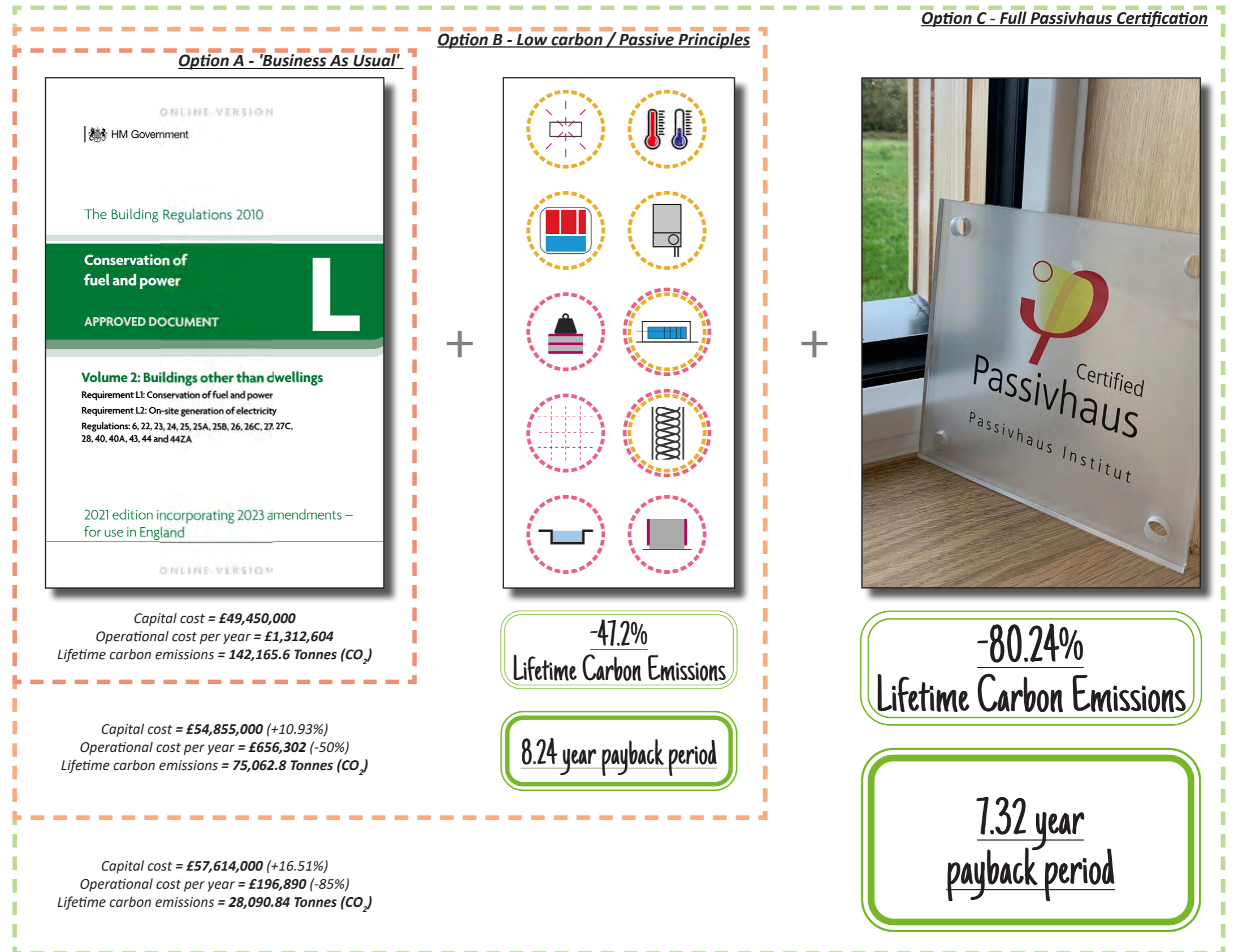
Once the benchmarks were set, these were then used for the basis of the calculations to identify the below for each option:

- Capital Cost
- Operational Cost per year
- Lifetime Carbon emissions

These were then used to calculate the relative carbon emissions as well as the payback period. This page summarises the Key findings from this exercise.

Subsequent analysis on the design of Farnborough culture and leisure hub, concluded that should the client wish to pursue full Passivhaus Certification [Option C] as the most ambitious strategy, then this should be achievable.

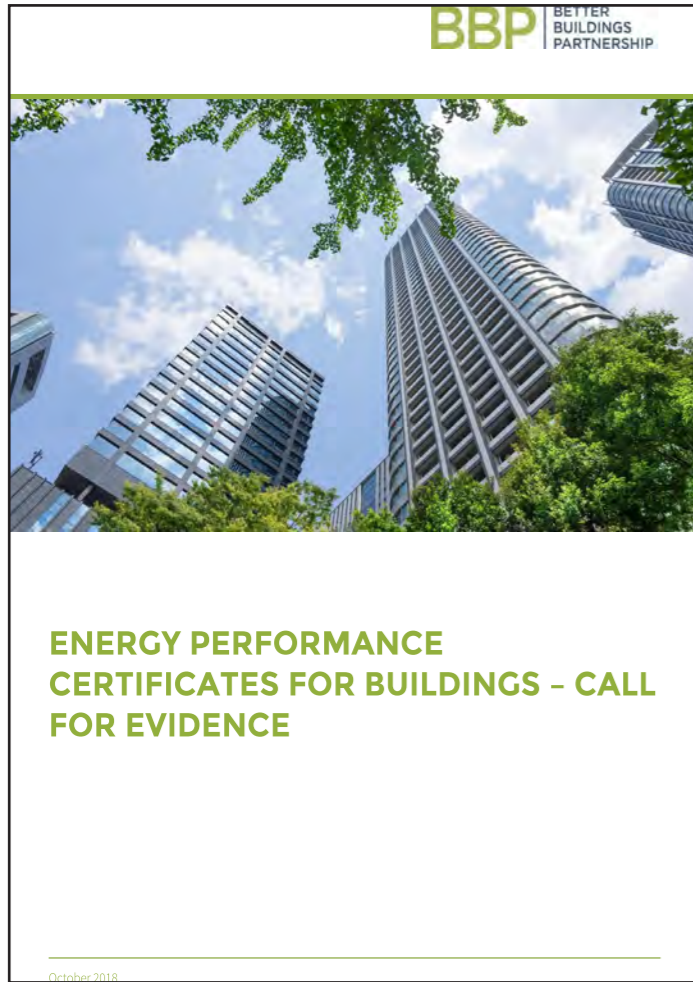
As such, it is important that the document is reviewed and signed-off by the Client (or their advisors) so that the project team can proceed with confidence into the next stages of the project on the chosen sustainability strategy.



Appendix

Further Reading

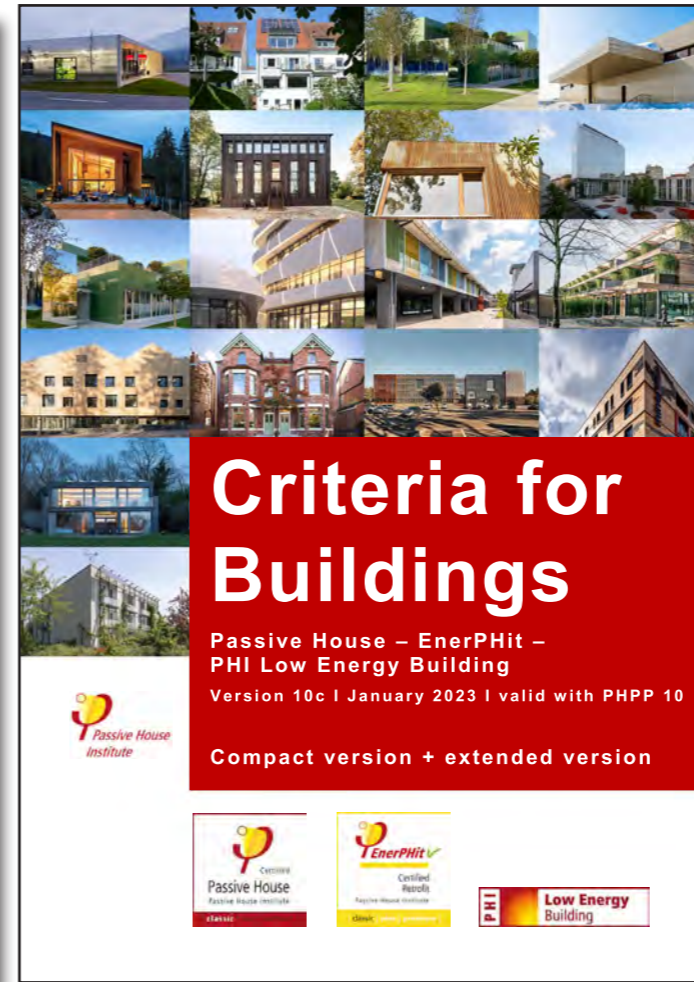
The below are a series of useful reads that elaborate further on the wide ranging topics of sustainability and Passivhaus for both clients and contractors. Snippets have been used throughout this report and credited as necessary.



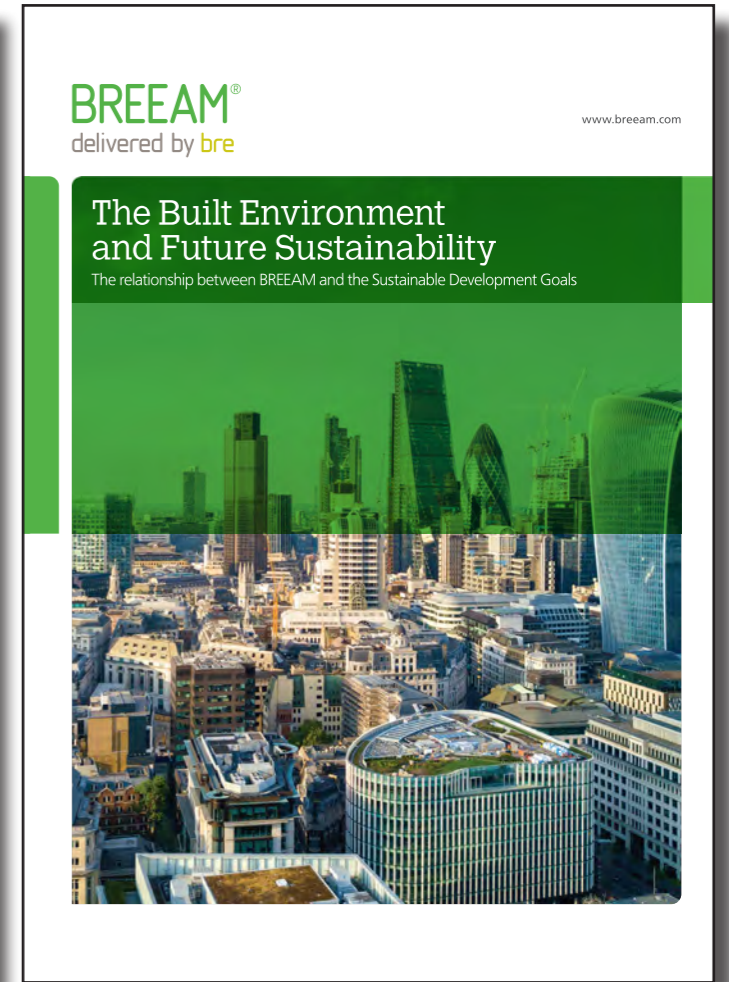
www.betterbuildingspartnership.co.uk/energy-performance-certificates-buildings-%E2%80%93-call-evidence



www.passivhaustrust.org.uk/guidance_detail



www.passiv.de/en/03_certification/02_certification_buildings/08_energy_standards/08_energy_standards



www.bregroup.com/products/breem/sustainable-development-goals/



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