Lee Valley Regional Park Authority

LEE VALLEY REGIONAL PARK AUTHORITY

EXECUTIVE COMMITTEE

25 APRIL 2019 AT 11:30

Agenda Item No:

5

Report No:

E/618/19

LEE VALLEY ICE CENTRE: NEXT STAGE DETAILED DESIGN AND PLANNING APPLICATION

Presented by the Head of Sport & Leisure

EXECUTIVE SUMMARY

This paper updates Members on the Ice Centre twin pad development project which has now reached the end of Royal Institute British Architecture (RIBA) Stage 2 and seeks approval to release £1.75million of funding from the capital programme to progress the design to the next stage and submission of the planning application.

The Ice Centre twin pad design has progressed well over the past six months bringing the project costs down from c£40million (the original twin pad design) to c£30million, whilst retaining the key business and income critical areas from the original design. Gross Internal Area (GIA) was the key to this, reducing the GIA of the original design from 10,450m² to 8,330m² a reduction of 2,170m² (21%). This has been achieved largely by reducing the spectator capacity of the main arena from 2,500 to 800.

Funding for the main project build remains an ongoing area of work and this paper outlines the work undertaken to date and the plan for the coming months to try and secure external funding for the project. The London Boroughs of Waltham Forest and Hackney have both, in recent weeks, engaged positively on exploring options for investment in the new Ice Centre. Both Boroughs have committed funding to the socio-economic impact study which will hopefully provide the evidence they need to make the case for a funding commitment.

The Leisure Services Contract re-procurement process allows for the current indicative business plan assumptions to be market tested. At the variant bid stage in August / September 2019 the bidders will have an opportunity to submit a variant bid specifically for the operation of the new facility.

The current facility (which even after its recent investment) also requires further investment this financial year to continue operating in the medium term. This paper also seeks approval of £130,000 of capital funding to purchase equipment vital to its continued operation. Any such investment will be transferrable to a new venue.

Officers believe that the project now reflects the minimum level of Gross Internal Area to achieve a viable twin pad of the quality required. The project's momentum is vital, whilst further work is undertaken on the funding package for the scheme in parallel with the next stage of detailed design and planning.

RECOMMENDATIONS

Members Note

- (1) the project's next stage timeline as set out in paragraph 29 of this report;
- (2) the financial risks set out in paragraphs 44 and 45 of this report;
- (3) the process for procuring an operator and achieving an actual revenue position for a new Ice Centre:

Members Approve:

- (4) the allocation of £1.75million from the capital programme to fund the works detailed within paragraph 34 of this report; and
- (5) the allocation of up to £130,000 from the capital programme for ice related equipment as detailed within paragraph 42 of this report.

BACKGROUND

Members approved in July 2018 (paper E/571/18) the release of £325,000 from the capital programme to progress a re-designed more affordable and flexible twin pad Ice facility to Royal Institute British Architecture (RIBA) stage 2.

The original Ice Centre twin pad project had progressed well but the project cost of c£40million proved too challenging with uncertainty around funding options posing a significant risk to the project. The current facility (which even after its recent investment) also requires further investment to continue operating in the medium term.

Officers investigated an alternative approach to delivering the aspiration of a twin pad ice facility, allowing a more flexible delivery but at a much reduced budget of c£30million.

Over the past six months the alternative Ice Centre twin pad project has reached stage 2 of the 7 stage RIBA process. The RIBA Plan of Work organises the process of briefing, designing, constructing and operating building projects into seven stages and details the tasks and outputs required at each stage, stage 5 being the start of construction.

The project has progressed very well with a developed stage 2 design completed as detailed within this report.

The Members of the Ice Centre Working Group have positively reinforced the aspiration for the Authority to redevelop the current Ice Centre and the benefits a twin pad brings remains very strong, whilst recognising the Authority has no statutory obligation to do so.

The current Ice Centre, whilst still well used and delivering an operational surplus (circa £230,000), is coming ever closer to the end of its operational life. Small unplanned shut-downs due to ice resurfacing equipment and a range of unplanned maintenance issues have become more frequent in recent months.

- 4 Members approved in May 2017 (Paper E/502/17) to undertake a £500,000 refurbishment of the current Ice Centre in the summer of 2017 to the ice pad, cooling and barrier system, which were items identified as at a high risk of failure. The works were finished in September 2017, following an 8 week closure, with all the new systems installed having the capability to be moved to a permanent rink in the future. This includes the extra pad and barrier elements for a 60x30 ice pad (current pad is 56x26) that are in storage awaiting a final project decision.
- The chillers, the building's mechanical and electrical plant and building structure are the next high risk items and in all likelihood require investment to maintain a fully operational facility. The costs could range between £1million and £5million depending on what works are undertaken.
- The total cost of works to date is £1.225million with £50,000 funding received from the London Borough of Waltham Forest to support the initial twin pad development project plans:
 - twin pad development to RIBA stage 2 £400,000;
 - twin pad development to RIBA stage 2 (alternative approach) £325,000;
 - new ice pad, cooling system and associated barrier replacement £500,000.

THE DESIGN - RIBA STAGE 2 THE PROCESS TO DATE

- 7 The re-designing process started by identifying the key aspects for the project which were:
 - the budget, set at £30million;
 - the Gross Internal Area (GIA) of the building could not be above 8,400m² to make it affordable;
 - · the need for continuity of ice (in some form);
 - the key business critical areas such as the gym, dance studio and ice pads must remain the same size (two 60x30 Olympic size) and specification as per the previous scheme;
 - a building orientation that opened up views of the marsh from Lea Bridge Road; and
 - the venue and its landscape to be more sensitive of its surrounding and be more outward facing serving users of the marsh.

Underpinning these parameters was the need to respond to informal 'pre application' advice received from the London Borough of Waltham Forrest planning team. These areas have been fed into the above along with the original key project principles which remained:

- an ice focused facility;
- · world class ice:
- · regionally and nationally significant;
- · good quality design;
- · create a surplus greater than the current venue;
- · open systems that are economical to run and maintain; and
- a sustainable venue with a BREEAM rating of very good.
- The GIA was the key and to achieve the 8,400sm² a fundamental review was undertaken of all the areas to ascertain what could be reduced in size that did not compromise any of the detail in paragraph 7 above. The majority of the GIA

saving has come from reducing the spectator capacity of the main arena from 2,500 to 800 (500 seated) which in turn also saved on toilets and circulation area. This area was seen as the main focus because the major events programme is not a big income generating area, most of the ice related events will require support/funding and the seating capacity now scoped still caters for smaller international, national championships and regionally significant events in all the ice disciplines.

- 9 Following this process the next step was to focus on the building's orientation, the lessons learnt following the previous scheme and feedback from the London Borough of Waltham Forest planning department. Appendix A to this report details the optimal orientation which has received positive initial feedback from the London Borough of Waltham Forest planners during the preapplication meeting which is explained in more detail later in this report.
- 10 The orientation has allowed for the existing building to remain during the first phase of construction:
 - Phase 1 construct the north ice building, pad and associated plant whilst operating the existing venue;
 - Phase 2 demolition of the existing facility, complete the phase 1 building and set up temporary support facilities. This will require a period of no ice of up to three months. After this period ice activity re-starts but in the newly constructed north pad; and
 - Phase 3 construct the south pad and main support facilities (the central core). Move all operations into the new facility and complete the external works.

This phasing does come at a cost which is estimated to be c£500,000 and more detailed planning work will be undertaken during the next stage. The current continuity of ice and associated phasing plan is covered in more detail within paragraphs 13 and 14 of this report.

- The site's designation as Metropolitan Open Land (MOL) requires the proposed scheme to be integrated into its landscape. The proposed venue's reduced footprint has allowed it to be located further west than the previous scheme, enabling views from Lea Bridge Road up to Leyton and Walthamstow Marshes. Other features include swales and the selection of native plant species. This will extend the green landscape around the venue including the car park which will have swales and tree planting, see Appendix B to this report which gives an overview of the current concept plans.
- 12 The headline cost of the project at the end of this stage is as per the table below.

Description	Cost Estimate
Ice Area Building	£19,800,000
External Works and Services	£2,000,000
Total Construction Cost	£21,800,000
Professional Fees	£2,700,000
Loose FF&E	£900,000
Contingency (15%)	£3,600,000
Inflation	Excluded
Estimated Total Project Cost	£29,000,000

The design team have scrutinised each area of the cost plan in detail, inflation is excluded at this stage due to the uncertainty around Brexit which could work for or against the project in relation to cost. This is one reason why officers' position is to keep the contingency at 15% and not reduce further until the end of the next stage.

CONTINUITY OF ICE

As detailed within this report the project is proposed to be phased to allow for a continuity of ice. The detail in this section is the early stage 2 workings and the detail will be revised and scrutinised further during the next stage. For the purpose of this stage, below are the construction periods used based on the current feedback received from the design team.

Task Name	Duration	Start	Finish
Contractor start on site	0 days	Thu 11/02/21	Thu 11/02/21
Construction 1	12 mons	Thu 11/02/21	Wed 12/01/22
Demolition	4 mons	Thu 13/01/22	Wed 04/05/22
Construction 2	12 mons	Thu 13/01/22	Wed 14/12/22
Operator fit out	10 wks	Thu 15/12/22	Wed 22/02/23

- 14 The continuity of provision uses the following assumptions:
 - current operation is based off the latest three year operational average of the facility;
 - demolition of the existing and construction of the new facility is completed within 2 years;
 - no allowance is made for staff redundancy during the construction period, if required at all;
 - remaining operating position figures are as per business plan previously submitted/presented; and
 - operational maturity reached in year 5 of full operation.

The design team have compared non-continuity and continuity business plan assumptions. This initial business planning work requires further investigation at the next stage but it is indicating that continuity will leave the Authority no worse off financially and the majority of the current £230,000 surplus would be protected.

PLANNING

The redevelopment proposed raises many of the same environmental and planning issues which the previous scheme raised given the site's location in MOL. Officer level advice from both the GLA and the London Borough of Waltham Forest indicate support in principle, but the case still has to be made on the 'very special circumstances' for an exception to adopted policies designed to protect openness and landscape.

Any application for planning permission would have to be accompanied by a range of other studies which at the least would include a design and access statement, and assessment covering environmental impact, transport impact and landscape impact. In particular, the challenge of re-configuring the site's

redevelopment around the existing venue maintaining sufficient space for the construction programme will be a challenge.

- Given the challenges, the Authority in partnership with its planning consultants for the project, undertook a formal pre-application planning meeting with the London Borough of Waltham Forest in January 2019 to ascertain 'in principle' feedback on the suggested design.
- 17 The meeting and subsequent response letter was more encouraging than previous meetings with a clear statement of 'corporate support' and in summary the pre-application advice was as follows:
 - broad agreement around the 'very special circumstances' which would enable a large scheme on land designated as MOL. These include the Authority's statutory remit which includes the provision of venues designed for a regional catchment, the scheme's proposed design and landscape. It is acknowledged that the scheme would have considerable socio-economic advantages for the area. These will be investigated through a further piece of work which will be shortly commissioned;
 - · they were supportive of the building orientation;
 - pleased we have taken into account the comments from the previous scheme around size, impact and connectivity;
 - acknowledged that the redevelopment proposals would provide a significantly enhanced facility for the borough, wider London area and the South East;
 - other comments related to the need to demonstrate why this site has been selected and a requirement for further information on the site selection process. Officers are confident that this can be provided to substantiate the Authority's case at a further meeting in advance of the formal submission of the application.

Constructive comments were made on the design team's approach to addressing BREEAM requirements and the scheme includes innovations including the recycling of 'grey water' from the ice surface into swales around the building.

Additional parking spaces will not be allowed and policy from both Transport for London (TFL) and the Council may insist on a reduction in spaces.

Officers have confirmed that they would be willing to engage with the London Borough of Waltham Forest's Design Advice Panel at the next stage, but officers have also commented that the 'exceptional' quality of design quoted was not realistic on the project's budget and that 'good' quality design was the project's aim.

BUSINESS PLAN

- Further detailed but indicative business planning work has been undertaken throughout stages 0, 1 and 2 to reflect the changes to design but to also start understanding what the venue can produce from an income perspective during the proposed phased works. The current provisional business plan surplus for the venue is £1,200,000 in a mature year (year 5 of operation post completion).
- The business plan is indicative at this stage and should Members approve the recommendations within this paper the Leisure Services Contract (LSC) variant bid stage in August / September 2019 will produce a business plan that the

market believes is achievable. Clearly what comes out of this will feed directly into the funding model for the venue and the project's overall viability.

FUNDING

- Originally funding for the new facility was mainly centred on the Authority attracting external funding and critically funding to be obtained from Authority assets as part of the Land & Property Strategy. External funding options are limited and with the Land & Property Strategy work still in progress, the total funding package for the scheme remains uncertain.
- 21 Positively Sport England has committed to reassessing the potential of funding for the project following the outcome of the socio-economic study. In addition, over recent weeks discussions with both the London Boroughs of Waltham Forest and Hackney have developed significantly with both recognising the value of the current facility to their boroughs and how a redeveloped venue could offer their residents much more.
- The next step is to agree a scope of works to undertake a social impact assessment of the current venue and what the new venue could bring in addition, both locally and for the wider region. Officers from the Authority are working closely with the senior teams at both the London Boroughs of Waltham Forest and Hackney to agree the scope and undertake the work in the coming months to inform not only the potential funding packages but also the planning process. The fees for this item have been included in the overall next stage costs detailed within paragraph 29 of this report and both the London Boroughs of Hackney and Waltham Forest have agreed to fund £30,000 (£10,000 from Hackney, £20,000 from Waltham Forest) towards this part of the project (c£50,000).
- There are also other forms of potential funding for the project either through the Authority's own reserves and/or borrowing. The package to achieve the c£30million budget requires further work in the coming months and officers will bring a paper back to Members once this is completed. No works other than that scoped within the report will be undertaken until Members have considered the approach to the overall project funding.
- Members approved a five year capital programme in December 2018 with a planned spend over the period of £50million (the majority being the Ice Centre), funded by existing reserves of £15million and revenue/capital fund and major repairs contributions of £7million. This left a funding gap of £28million to be bridged by potential surplus asset land sales estimated at £40million over the same five year period. To date two deals worth £1million in total are being finalised whilst a further sale of £3million may be delivered later in 2019.
- Public Works Loan Board (PWLB) borrowing rates are favourable at the moment and a fixed rate loan of £25million over 40 years at 2.64% would cost approximately between £1.1million and £1.3million a year (depending on repayments by annuity or equal instalments payment (EIP) method). The total cost of borrowing would be £38.5million (EIP) or £40.1million (annuity) over the 40 years.
- In addition, Members approved the Medium Term Financial Plan in January that estimated further on-going surpluses over the coming years alongside potential levy reductions. This provides a degree of confidence to manage the risk of borrowing in the short to medium term, covering the period it takes to realise

- sales estimated in the capital programme.
- 27 The certainty of these surpluses will be dependent on the successful tendering and delivery of the LSC, the development of the long-term plan for the campsites and the marinas, as well as the major developments at Picketts Lock and the Ice Centre itself.

STAGE 3+ AND ASSOCIATED FEES

- The works proposed within this section of the report is the stage where the design is finalised, planning is submitted and the tender process is started to appoint a principle contractor to undertake the construction.
- 29 Below is a table that details the headline work to be undertaken, the duration (in weeks) and the planned start and finish dates. These works are planned to start the day after approval is granted (if it is granted) through to October 2020.

Task Name	Duration	Start	Finish
Stage 3 Design	16 wks	Mon 29/04/19	Fri 16/08/19
Stage 3 Cost	2 wks	Mon 19/08/19	Fri 30/08/19
Finalise planning docs	3 wks	Mon 02/09/19	Fri 20/09/19
LVRPA Stage 3 approval	0 wks	Thu 19/09/19	Thu 19/09/19
Submit planning application	1 wk	Thu 19/09/19	Wed 25/09/19
Planning determination	24 wks	Thu 26/09/19	Wed 11/03/20
Stage 3+ (tender package)	12 wks	Thu 12/03/20	Wed 03/06/20
Tender period	12 wks	Thu 04/06/20	Wed 26/08/20
Tenderevaluation	6 wks	Thu 27/08/20	Wed 07/10/20
Contractor appointment	2 wks	Thu 08/10/20	Wed 21/10/20

- The consultants' fees are calculated from a percentage of construction costs, £22million (taken from the Stage 2 cost plan). If a large amount of the current contingency is moved to the construction cost during the proposed next stage the consultants' costs may rise and the need for an uplift in fees may be required. A contingency has been identified to deal with this potential eventuality.
- Officers have investigated splitting these works up to minimise initial costs but, due to the complex planning dimension, the approach to completing this next stage in one go ensures the project's robustness, responds to the planning issues, keeps the project's momentum and saves on any extra fees for splitting this stage up.

THE CONSULTANT TEAM

- The consultant team grows significantly at this stage. The core design team remains:
 - Wrenbridge Project Managers;
 - Faulkner Browns Architect & Principle Designers;
 - Core 5 Quantity Surveyors;
 - · Ice Tech Ice Specialists & Ice System Designers;
 - IPW Business planning;
 - Max Fordham Mechanical & Electrical Designers & Sustainability;
 - Expedition Engineering Structural Engineers;

- LDA Design Landscape Designers & Ecology;
- · Grayling Community Consultation; and
- Indigo Planning Consultants.

Specialists for the following areas will be added to the core team to undertake the stage 3 works required;

- Tricon Catering;
- ARUP Security;
- Ollson Fire & Risk Fire Engineer;
- Cole Easdon Transport:
- Mainer BREEAM:
- Max Fordham Acoustic, noise, vibration and lighting specialists (department of MF); and
- · Air Quality Consultants Air Quality.
- 33 Consultation and community communication will be vital at the next stage and the Authority has been undertaking a detailed review of its requirements for this with Grayling and the project managers Wrenbridge. A bespoke programme of consultation and communication is being finalised and will be able to be deployed swiftly if Members approve the recommendations within this paper.
- The estimated fee to undertake the works described within this section of the report is £1,750,000 which includes a contingency of £100,000 to deal with any potential uplift in fees as set out in paragraph 25 of this report.

THE CURRENT VENUE AND ASSOCIATED ISSUES

- The venue, now over 34 years old, continues to deteriorate and there has been 3 days of unplanned closures over the past two months due to venue related issues. The issues fall into four categories:
 - · the chillers;
 - the building structure;
 - · the building mechanical and electrical systems; and
 - the ice specialist equipment.
- The chillers are now of an age where the installers, maintenance contractor and suppliers will not underwrite their performance and parts are becoming increasingly difficult to obtain. The Authority's Asset Protection, Maintenance & Development (APMD) team are working with Lee Valley Leisure Trust Ltd (the Trust) on this matter to ascertain the best short term solution for the venue.
- 37 There continues to be ongoing structural issues and investigations continue into the subsidence of concrete slabs and severely cracked toilet walls in the east corner of the building which has resulted in these toilets becoming unusable.
- 38 The current Ice Machine is over 20 years old, was purchased second hand and has exceeded its life expectancy. The Ice Machine is a critical piece of equipment, the machine cuts the ice in between sessions and without it no ice activity can take place.
- 39 Due to the machine's age and condition there have been multiple breakdowns over the past few months which has resulted in three separate 24 hour shut downs. The time lost is mainly due to the distance engineers have to travel (due

- to its age and specialism) and the time it takes to get parts for such an out of date piece of equipment.
- 40 Modern Ice Machines are electric, more simple and far more reliable than the current machine the venue operates. The new facility proposed within this report will require two Ice Machines (one for each pad) and it is proposed that a procurement exercise is undertaken to secure one of the machines now to mitigate against the issues raised above.
- The specification for the tender has been prepared in full consultation with the current operators and with the number of suppliers now in operation compared to 20 years ago a competitive process can be undertaken.
- 42 Members are asked to approve the release of an additional £130,000 from the capital programme for a new Ice Machine.

ENVIRONMENTAL IMPLICATIONS

43 All the Environmental implications are included within the main body of the report.

FINANCIAL IMPLICATIONS

The funding for the recommendations within this report would revise the capital programme and require an additional £130,000 of resources to be allocated from capital reserves.

	Original 2019/20	Revised 2019/20	2020/21	2022/23	2023/24	Total
	£000	£000	£000	£000	£000	£000
Ice Centre*	1,675	1,750	19,000	8,425	0	29,500
lce machine	0	130	0	0	0	130
Total	1,675	1,880	19,000	8,425	0	29,630

^{*} the ice centre project estimate is re-phased but remains in total at £29.5m

The approach proposed within this report supports the venue to continue to deliver the current surplus.

HUMAN RESOURCE IMPLICATIONS

46 There are no human resource implications arising directly from the recommendations in this report.

LEGAL IMPLICATIONS

The Authority has an existing contract with Wrenbridge Land Ltd which went through an OJEU procurement process and covers all associated project management and design team work through RIBA stages 0-7. The Authority has termination rights in the contract to terminate the agreement at the end of stage 3. In regards to fees, which are not fixed as for stages 0-2, it is 1.3% of the (Estimated) Construction Cost as detailed in paragraph 26 of this report. As with stages 0-2 that have already been undertaken, the Authority would require collateral warranties from any additional sub-consultants engaged for the RIBA

stage 3 works onwards.

RISK MANAGEMENT IMPLICATIONS

- There are potential major financial risks that exist in relation to this project. Much of the funding proposed for the delivery of this project is predicated on achieving material capital receipts generated from surplus assets with a significant sum funded by borrowing in the short to medium term. This will have an impact on the levy and levy strategy.
- Any final decision to invest in the Ice Centre development would need to be taken after the proposed works are complete in the context of a detailed business plan (following the LSC variant bid process), the levy strategy and the desire for ongoing ice provision (not withstanding that if/when the existing Ice Centre operation fails the Authority is liable to incur significant one-off decommissioning costs of circa £0.5m to £1m).
- As set out within the main body of this report, the current venue generates a £230,000 surplus which is the average position for the past three financial years. Any closure, temporary or permanent, will affect the current levy strategy and the surplus generated would either have to be found elsewhere or saving in other areas would need to be found.
- 51 Common with all major projects in the Park, there are alternative views among some visitors as to how this space should be used in the future. Therefore there is likely to be criticism of the Authority from ice users if the scheme does not progress and from others if it does progress. The community and communications programmes will address these, but will not neutralise them.
- Interested parties may put forward alternative views on the development of this site which could ultimately lead to challenges being made and subsequently costs and or reputational issues may emerge as a result.
- The overriding risk to the Authority is the £1,750,000 of capital invested and the Authority does not achieve planning permission and/or the funding package required to deliver the project. Conversely with a successful project there will be an asset valued in the region of £30million, a sustainable income source at or above the £1.2million projected, alongside a local, regional and potentially national facility servicing 12 million plus visits over its life.

EQUALITY IMPLICATIONS

There are no equality implications arising directly from the recommendations in this report.

Author: Dan Buck, 01992 709 896, dbuck@leevalleypark.org.uk

PREVIOUS COMMITTEE REPORTS

Executive Committee	E/203/12	Review of the Lee Valley Ice Centre	19 April 2012
Executive Committee	E/404/15	Ice Centre Feasibility	21 May 2015
Executive Committee	E/431/15	Study – Phase 3 Ice Centre Feasibility	17 December 2015
		Study - Phase 3 Part1	

Authority	A/4228/16	Outcome of the Ice Centre Feasibility Exercise and Proposed Next Steps	16 June 2016
Executive Committee	E/502/17	Potential Ice Pad, Cooling System and Barrier repair	25 May 2017
Executive Committee	E/546/18	Lee Valley Ice Centre 2 Staged Twin Pad Option	22 February 2018
Executive Committee	E/571/18	Lee Valley Ice Centre Twin Pad Alternative Approach	26 July 2018

APPENDICES ATTACHED

Appendix A Appendix B Site Orientation

Landscape Master Plan

LIST OF ABBREVIATIONS

LVIC	Lee Valley Ice Centre
RIBA	Royal Institute British Architecture
the Trust	Lee Valley Leisure Trust Ltd (trading as Vibrant Partnerships)
GIA	Gross Internal Area
BREEAM	Building Research Establishment Environmental Assessment Method
MOL	Metropolitan Open Land
GLA	Greater London Authority
TfL	Transport for London
LSC	Leisure Services Contract
PWLB	Public Works Loan Board
EIP	Equal Instalments Payment
APMD	Asses, Protection, Maintenance & Development

Site Orientation



The above shows the existing building in light blue and in turquoise the proposed new building and its orientation. Below is a more detail plan which shows how this orientation best achieves the goals set out in this report, particularly the views.



