

Item: 7

Education, Leisure and Housing Committee: 16 February 2022.

Proposed Facility Development.

Report by Executive Director of Education, Leisure and Housing.

1. Purpose of Report

To consider the development of a covered synthetic training pitch and interconnected gymnastics hall.

2. Recommendations

The Committee is invited to note:

2.1.

That, on 13 September 2017, the Education, Leisure and Housing Committee recommended approval of the Orkney Islands Sports Facilities Strategy, incorporating the Playing Pitch Strategy, the Built Facility Strategy and Executive Summary, in so far as it related to the remit of the Council and with recognition of the limitation of current resources.

2.2.

That the Orkney Islands Sports Facilities Strategy, referred to above, identified a number of built facility recommendations including:

- Work with other relevant local, regional and national partners to develop a purpose-built gymnastics provision, or secondary hall at the Pickaquoy Centre which can be used predominately for gymnastics.
- Increase the provision of 3G artificial grass pitch provision across Orkney with the development of a full-size pitch suitable for competitive rugby and football.

2.3.

The proposal to develop a covered synthetic training pitch suitable for rugby, football and other sports, interconnecting to a separate gymnastics hall, at an estimated construction cost of £3 million.

2.4.

The limited capacity at Kirkwall Grammar School and the Pickaquoy Centre, especially during the winter months, to offer indoor space which results in waiting lists for a number of events/clubs.

2.5.

That **sportscotland** has worked with the Council to engage with sports and communities within Orkney with regard to facility requirements.

2.6.

That **sportscotland** has indicated a willingness to move away from its previous application-based funding model for facility investment to a more strategic approach with the Council.

2.7.

That **sportscotland** has indicated a minimum capital investment of £500,000 towards the project to develop a covered synthetic training pitch and interconnecting gymnastics hall.

2.8.

That Scottish Government officials tasked with delivering the National Islands Plan have indicated a maximum capital investment of £500,000 towards the project to develop a covered synthetic training pitch and interconnecting gymnastics hall, however, there is potential for this project to attract further funding from the Scottish Government.

2.9.

That, although the proposed facility would support staging of the 2025 International Island Games, its impact to the community will be felt well beyond the 2025 Games by sustaining such sport into the future.

It is recommended:

2.10.

That the Executive Director of Education, Leisure and Housing should continue to progress the proposal to develop a covered synthetic training pitch suitable for rugby, football and other sports for training, interconnecting to a separate gymnastics hall, through the Capital Project Appraisal process.

3. Background

3.1.

Sport and leisure activities have always and will continue to play a significant part in Orkney life, with high participation rates across a wide range of sports and activities.

3.2.

Orkney is exposed to long dark winters that hinder the development of outdoor sports with a specific impact on football. Weather and ground conditions also limit outdoor contact training opportunities for rugby and create a less than appealing environment for mini rugby.

3.3.

As Orkney continues to recover from the COVID-19 pandemic, health and well-being is a key focus both locally and nationally and the provision of quality sport and leisure facilities in Orkney will play a key role in supporting that focus.

3.4.

On 13 September 2017, the Education, Leisure and Housing Committee recommended approval of the Orkney Islands Sports Facilities Strategy, incorporating the Playing Pitch Strategy, the Built Facility Strategy and Executive Summary, in so far as it related to the remit of the Council and with recognition of limitation of current resources.

3.5.

The Orkney Islands Sports Facilities Strategy, together with Orkney being awarded the 2025 International Island Games, has led to continued dialogue with **sportscotland** to explore opportunities for capital development that will support delivery of the games but more importantly have a lasting impact on the Orkney community through greater access to an enhanced provision of facilities.

3.6.

The Council and **sportscotland** have had a strategic partnership since 2004, with **sportscotland** investing in and contributing to a range of facility development projects, sports development, people development and athlete development programmes over that period. In addition, **sportscotland** has provided ongoing support to the Council's Active Schools and Community Sports Hub programmes.

3.7.

Discussions between the Council and **sportscotland** have indicated a willingness from **sportscotland** to move away from its previous application-based funding model for facility investment, to one where a more strategic approach is adopted with the Council, with a real focus on developing facilities aimed at significantly improving the quality of life of people and communities in Orkney.

3.8.

The emergence of the National Islands Plan and a specific outcome that "islanders of all ages understand the benefits of being physically active by planning and developing sports facilities that islanders need and to encourage islanders to use and enjoy these facilities", has led to positive conversations with the Scottish Government and a commitment of funding towards this project.

4. Identification of Potential Projects

4.1.

The Orkney Islands Sports Facilities Strategy, referred to at section 3.4 above, identified a number of built facility recommendations including:

- Work with other relevant local, regional and national partners to develop a purpose-built gymnastics provision, or secondary hall at the Pickaquoy Centre which can be used predominately for gymnastics.
- Increase the provision of 3G artificial grass pitch provision across Orkney with the development of a full-size pitch suitable for competitive rugby and football.

4.2.

sportscotland has worked with the Council officials to engage with sports and communities within Orkney regarding requirements in terms of staging the International Island Games and facilities that could have a significant impact on sport and activity levels in Orkney.

4.3.

A range of facility needs were identified and placed in three categories:

- Island Games specific facility projects.
- Potential strategic facility projects.
- Other sports facility projects.

4.4.

It has been suggested that Island Games specific facility projects will be progressed by individual sports clubs and associations, the 2025 Island Games Organising Committee and individual governing bodies using external funding.

4.5.

Potential strategy facility projects identified included the development of a specific gymnastics' facility and a multi-sport facility.

5. Existing Facility Usage

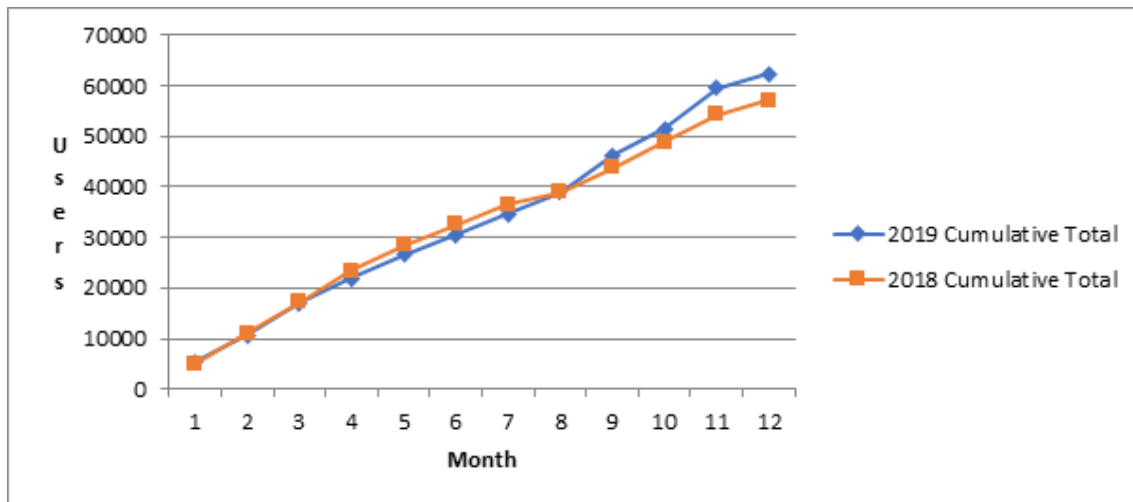
5.1.

Ensuring quality and specific training facilities are in place for Orkney's athletes to prepare for the 2025 International Island Games is key not only to their performance at the games, but the ongoing development and growth of sport and activity levels in Orkney.

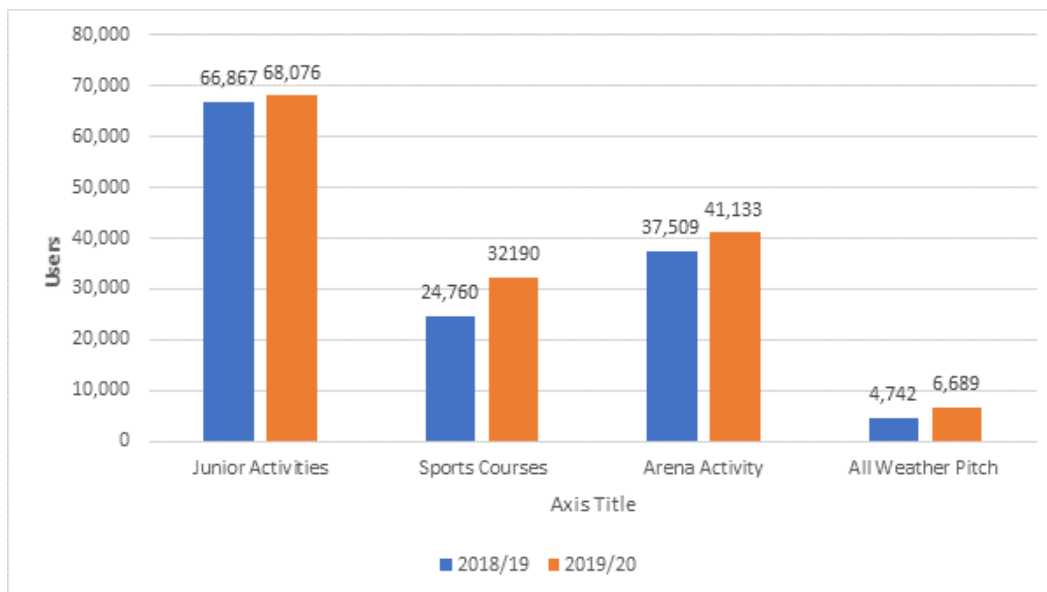
5.2.

Graphs 1 and 2 below show that in normal times both Kirkwall Grammar School (KGS) and the Pickaquoy Centre have limited capacity, especially during the winter months, to offer more indoor space and on the existing synthetic surfaces resulting in waiting lists in place for sports.

Graph 1



Graph 2



5.3.

Booking requests of 31 hours for the existing KGS Synthetic pitch for the period January to April 2022 was greater than the available time of 17.5 hours, with a large majority of booking requests being for half the pitch.

6. Orkney Gymnastics

6.1.

Orkney Gymnastics Club was formed in 2017 and used to operate from the Pickaquoy Centre. In order to grow and introduce new disciplines the club moved to rented facilities in 2020 where it has a two-year lease.

6.2.

Orkney Gymnastics Club has indicated the current facility is already restrictive in terms of providing additional training hours and increasing athlete numbers and as a result it has 120 people waiting to join, resulting in young people waiting up to two years to get an opportunity take part in the sport.

6.3.

Currently there are 290 people between an age range of 1–17 years old regularly attending gymnastic classes, as follows:

- 78 x pre-school (18 months to 5 yrs old).
- 140 x recreational (5 – 16 yr olds).
- 72 x squads split in to:
 - 7 x mini development squad.
 - 16 x mini two-piece squad.
 - 11 x mini 4-piece squad.
 - 22 x senior two-piece squad.
 - 16 x senior four-piece squad.

6.4.

In addition to its focus on the 2025 International Island Games, Orkney Gymnastics Club wishes to increase the number of classes it offers while providing outreach programmes for communities on the outer isles, working more with people with additional support needs and developing closer links with schools.

6.5.

Having a purpose-built facility which would allow the Orkney Gymnastics Club to grow for the future and beyond has always been the club's ultimate goal.

7. 2025 International Island Games Gymnastics

7.1.

Gymnastics is one of the 13 sports that participants will compete in at the 2025 International Island Games.

7.2.

In order that the sport of gymnastics continues to grow in Orkney and that Orkney's gymnastics team are prepared for this and future International Island Games there is a need for a facility where the necessary apparatus can be located, providing unlimited access leading up to, during and beyond the Games.

7.3.

The estimated cost to rent the gymnastics equipment necessary for delivery of gymnastics at the 2025 International Island Games is £50,000, with a purchase price of £100,000. The purchase of equipment would require a facility to locate it leading up to and beyond the 2025 games.

7.4.

For a gymnastics facility to have any impact on Orkney's gymnastics athletes' performances at the 2025 International Island Games, it is suggested it would have to be operational by the summer of 2024.

7.5.

Beyond the hosting of the International Island Games, the proposed new facility would have a significant, wider and longer-term positive impact towards increasing participation in physical activity and sport for all of Orkneys communities.

8. Proposed Facility Development

8.1.

Focusing on existing facility usage information, feedback from sports clubs and recommendations in the Orkney Islands Sports Facilities Strategy, it is proposed that a covered synthetic training pitch suitable for rugby and football, with an interconnecting additional space for a gymnastics hall, be developed. This will enhance Orkney's existing suite of facilities allowing it to host more regional and national competitions and events, with a specific focus on gymnastics.

8.2.

The outline project proposal for such a facility, attached at Appendix 1 to this report, suggests the facility is located on what is currently the Kirkwall Grammar School pitch, given its proximity to Orkney's two biggest schools, and the potential benefits for pupils of having easy access to such a facility for PE, extra-curricular activities, and dry weather options for breaktime activities would be significant. An alternative location could potentially be as part of the Pickaquoy Trust estate. An options appraisal would be required to be carried out to establish the best location and operating model.

8.3.

Sprung structures similar to the one proposed are constructed of energy efficient materials including a lightweight aluminium substructure that minimises energy use during the manufacturing and delivery process, and is 100% recyclable. Sprung structures also deliver energy cost savings estimated at between 30–50% when compared to a conventional building.

8.4.

A structure similar to what is being proposed is typically delivered to site in three forty feet shipping containers and erected in 6 weeks, significantly reducing construction time.

8.5.

Additional information regarding the suggested environmental qualities a structure such as the one detailed above, including the potential use of UV panels to reduce ongoing energy consumption and the use of daylight panels to reduce lighting requirements, are attached as Appendix 2 to this report.

8.6.

Environmental sustainability of both the gymnastics hall and indoor synthetic pitch would be developed with input from **sportscotland** and other industry professionals to ensure the environmental impact of the proposal is limited and aligns with current industry recommendations and the Council's environmental policies and targets.

8.7.

Council Officials are currently in dialogue with the Scottish Government's Net Zero team investigating potential sources of funding to assist with reducing the environmental impact of the proposed structure as much as possible.

8.8.

Analysis of different Sprung structures, daily operating times, the number of people using the facilities, internal temperature requirement and local climate suggests a total energy cost in the range of £0.80 to £2.60 per square metre per month.

8.9.

Based on the proposed gymnastics facilities footprint of 875 square metres, depending on opening hours, internal temperatures, air change levels and lighting levels, it is estimated that monthly utility costs would range between £1,000 and £1,650.

8.10.

It has been suggested that utility costs for the proposed uninsulated 60m x 40m facility could vary depending on the HVAC (heating, ventilation and air conditioning) requirements; basic electric exhaust fan roof ventilation could be as low as £0.10 per square metre per month or £87.50 per month for a facility of the size being proposed. However, if a system is specified for frost prevention to maintain a minimum internal temperature, e.g 8 degrees, both the capital and utility costs would be higher.

8.11.

Utility cost estimates provided at sections 8.9 and 8.10 above are based on existing structures' utility costs, therefore do not account for the recent and expected rise in utility prices. If the recommendation is approved, further modelling will be carried out on utility costs as part of an overall options appraisal.

8.12.

As a result of aluminium being inherently corrosion and fatigue resistance, it is suggested that maintenance costs are reduced and come with a 50-year guarantee.

9. Equalities Impact

An Equality Impact Assessment has been undertaken and is attached as Appendix 3 to this report.

10. Links to Council Plan

10.1.

The proposals in this report support and contribute to improved outcomes for communities as outlined in the Council Plan priority of Quality of Life.

10.2.

The proposals in this report relate directly to Priority 5.17 We will work towards implementing the recommendations of the Sports Strategy of the Council Delivery Plan.

11. Links to Local Outcomes Improvement Plan

The proposals in this report support and contribute to improved outcomes for communities as outlined in the Local Outcomes Improvement Plan priority of Community Wellbeing.

12. Financial Implications

12.1.

Estimated construction costs are £3 million, as detailed in the cost indication report attached as Appendix 1 to the report, which may be impacted by site ground conditions and final designs and do not include the following exclusions:

- Site clearance.
- Earthworks and landscaping.
- Connections to services.
- Professional fees.

12.2.

sportscotland has indicated a minimum capital investment of £500,000 towards the project to develop a covered synthetic training pitch and interconnecting gymnastics hall.

12.3.

Scottish Government officials tasked with delivering the National Islands Plan have indicated a maximum capital investment of £500,000 towards the project, however, there is potential for this project to attract further funding from the Scottish Government.

12.4.

Before the project can proceed, in line with the Capital Project Appraisal (CPA) and Delivery Process, the following stages will require to take place:

- A Stage 1 CPA with an outline of the business case for making a capital investment will require to be prepared and presented to the Education, Leisure and Housing Committee.
- Thereafter, if the Stage 1 CPA is approved, the project will move to a Stage 2 CPA, providing a fully developed appraisal, including the capital and ongoing revenue implications of the project, which will require to be presented to the Policy and Resources Committee.

13. Legal Aspects

13.1.

Kirkwall Grammar School estate is owned by the Council so if the facility is built there, there are no ownership issues.

13.2.

The Pickaquoy estate is owned by the Council but leased to the Pickaquoy Trust. Therefore, if the facility was built there, consent of the Trust would be required.

13.3.

If built on the Pickaquoy estate there may be a requirement for a management agreement, similar to the one which is in place for the lifestyle project arrangement. The purpose of this would be to determine matters such as occupancy, permitted use, upkeep, maintenance and equipment.

13.4.

In terms of the Local Government and Planning (Scotland) Act 1982, section 14, the Council shall ensure that there is adequate provision of facilities for the inhabitants of their area for recreational, sporting, cultural and social activities.

13.5.

In terms of the Local Government and Planning (Scotland) Act 1982, section 15(2), the Council may provide or do or arrange for the provision of or doing of, or contribute towards the expenses of providing or doing, anything necessary or expedient for the purpose of ensuring that there are available, whether inside or outside their area, such facilities for recreational, sporting, cultural or social activities as they consider appropriate.

13.6.

Under Section 50A(4) of the Local Government (Scotland) Act 1973, the public should be excluded from the meeting in respect of any discussion relating to Appendices 1 and 2. Appendices 1 and 2 contains exempt information as defined in paragraph 6, 8 and 9 of Part 1 of Schedule 7A of the Act.

14. Contact Officers

James Wylie, Executive Director of Education, Leisure and Housing, Email james.wylie@orkney.gov.uk.

Frances Troup, Head of Community Learning, Leisure and Housing, Email frances.troup@orkney.gov.uk.

Garry Burton, Leisure and Culture Service Manager, Email garry.burton@orkney.gov.uk.

15. Appendices

Appendix 1: Cost Indication Report.

Appendix 2: Sustainability and Net Zero Report.

Appendix 3: Equality Impact Assessment.



Equality Impact Assessment

The purpose of an Equality Impact Assessment (EqIA) is to improve the work of Orkney Islands Council by making sure it promotes equality and does not discriminate. This assessment records the likely impact of any changes to a function, policy or plan by anticipating the consequences, and making sure that any negative impacts are eliminated or minimised and positive impacts are maximised.

1. Identification of Function, Policy or Plan	
Name of function / policy / plan to be assessed.	Proposed Development of a 60x40m covered synthetic training surface with interconnecting gymnastics facility.
Service / service area responsible.	Education Leisure & Housing / Leisure and Lifelong Learning.
Name of person carrying out the assessment and contact details.	Garry Burton Email: garry.burton@orkney.gov.uk Ext. 2440
Date of assessment.	26/01/2021
Is the function / policy / plan new or existing? (Please indicate also if the service is to be deleted, reduced or changed significantly).	New. The Service is not to be deleted, reduced or changed significantly. The proposal is to develop a new sport and leisure facility and in doing so enhancing the Councils estate.

2. Initial Screening	
What are the intended outcomes of the function / policy / plan?	To provide a specific gymnastics facility for the development for the sport of gymnastics, to provide facilities for Orkneys athletes to train leading up to during and beyond the 2025 International Island Games, significantly reducing the number of children on the waiting list for gymnastics. Also providing additional training space for sports especially children and young people given the surface will be protected from the elements so providing a more enjoyable experience and meeting the additional demand for space in KGS Sports Centre and the Pickaquoy Centre.

<p>Is the function / policy / plan strategically important?</p>	<p>The project links to a number of strategic documents including, Orkneys Pitch and facilities strategy, its Physical Activity and Wellbeing strategy, Scottish Governments National Islands Plan, Sportscotlands corporate plan.</p>
<p>State who is, or may be affected by this function / policy / plan, and how.</p>	<p>All sports in Orkney as it will provide an additional space to train and compete. It will provide opportunities for increased/ alternative school use during the school day, the gymnastics club will extend its work to the outer isles providing outreach sessions and in doing so providing the opportunity to participate in gymnastics.</p>
<p>How have stakeholders been involved in the development of this function / policy / plan?</p>	<p>Council officers along with sportscotland staff have worked with sports clubs and organisations to establish facility needs.</p>
<p>Is there any existing data and / or research relating to equalities issues in this policy area? Please summarise. E.g. consultations, national surveys, performance data, complaints, service user feedback, academic / consultants' reports, benchmarking (see equalities resources on OIC information portal).</p>	<p>No. As Orkney continues to recover from the COVID-19 pandemic health and well-being is a key focus both locally and nationally and the provision of quality sport and leisure facilities in Orkney will play a key role in supporting that focus.</p>
<p>Is there any existing evidence relating to socio-economic disadvantage and inequalities of outcome in this policy area? Please summarise. E.g. For people living in poverty or for people of low income. See The Fairer Scotland Duty Guidance for Public Bodies for further information.</p>	<p>Orkney Islands Council is committed to providing access for all, working with partners to provide equal access to opportunities for all people including those living on the North and South Isles.</p>
<p>Could the function / policy have a differential impact on any of the following equality areas?</p>	<p>(Please provide any evidence – positive impacts / benefits, negative impacts and reasons).</p>
<p>1. Race: this includes ethnic or national groups, colour and nationality.</p>	<p>No</p>
<p>2. Sex: a man or a woman.</p>	<p>No</p>

3. Sexual Orientation: whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.	No
4. Gender Reassignment: the process of transitioning from one gender to another.	No
5. Pregnancy and maternity.	No
6. Age: people of different ages.	No
7. Religion or beliefs or none (atheists).	No
8. Caring responsibilities.	No
9. Care experienced.	No
10. Marriage and Civil Partnerships.	No
11. Disability: people with disabilities (whether registered or not).	No. Potential positive impact with an increased provision of Gymnastics programmes for people with additional support needs.
12. Socio-economic disadvantage.	Cost of access could potentially be a barrier. There will be a charge for the use of facilities such as the ones being proposed.

3. Impact Assessment

Does the analysis above identify any differential impacts which need to be addressed?	Potential barrier to access for certain individuals and groups due to cost.
How could you minimise or remove any potential negative impacts?	Working with other partners to provide discounted/free use of facilities, potentially developing existing leisure benefit schemes such as the ActiveLife Budget scheme, and youth rates.
Do you have enough information to make a judgement? If no, what information do you require?	Yes

4. Conclusions and Planned Action

Is further work required?	Yes
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What action is to be taken?	Work with partners to establish potential discounts rates for access.
Who will undertake it?	Sport and Leisure Service Team Leader and Leisure and Culture Service Manager
When will it be done?	It would form part of the work that will be carried out if the recommendations of this report are approved.
How will it be monitored? (e.g. through service plans).	Attendance information gathered for all clubs and individuals that use facilities.

Signature:



Date:26/01/2022

Name: GARRY BURTON

(BLOCK CAPITALS).

Please sign and date this form, keep one copy and send a copy to HR and Performance. A Word version should also be emailed to HR and Performance at hrrsupport@orkney.gov.uk