

SUBJECT: Monmouth Leisure Centre Redesign and Swimming Pool Feasibility Study

MEETING:	Cabinet
DATE:	11th January 2017
DIVISION/WARDS AFFECTED:	Monmouth

Appendix 2 and 3 should be treated as exempt from publication as described in paragraph 10.5 of part 4 of schedule 12 to the Local Government Act 1972.

1. PURPOSE:

- 1.1 To set out the outline business case for the commissioning of relevant design and feasibility work to provide for an enhanced leisure offer and new pool provision at Monmouth Leisure Centre, linked to the co-located development of the new 'Future School'.

2. RECOMMENDATIONS:

- 2.1 To invest the required £204,050 from identified under spends within the Future Schools' Programme to undertake the detailed design work which will convert the outline business case into a full business case, establishing the cost certainty needed to develop the leisure offer, including a new pool, in full.

3. KEY ISSUES:

- 3.1 Set within the context of the Future Schools programme and the comprehensive re-development of Monmouth School, the original proposal for the wider 'campus-style' development included replacement of the swimming pool within the curtilage of the school building. At its meeting on 25 June 2015, Council approved the establishment of a £5.168m budget for the new pool facility. This comprised £4m provision from the Future Schools programme and £1.168m of Prudential Borrowing serviced through the additional income raised through the new and enhanced leisure facility.
- 3.2 Given the centrality of the pool to both school and public life within the town, industry specialists were engaged to look at the potential to optimise re-provision. The brief for the specialists included capability for market competitiveness, attentiveness to current and future demographic and wider trends and development of a sustainable Unique Selling Point. The conclusions drawn from this initial scoping work clearly state that a better site layout, maximising access and use for the school, vis-à-vis developing wider commercial opportunity, is critical. The specific recommendation is to achieve optimal layout through removing the Sports' Hall facility from the Leisure Centre and re-siting within the new school, thus, freeing up the required space within the Leisure Centre for re-locating the swimming pool.
- 3.3 The detailed work undertaken by the leisure industry specialists engaged to provide advice on the project, included the carrying out of a feasibility assessment (appendix 2) on the re-development options for the pool and related leisure provision. Given the likely

knock-on effects of re-establishing the pool facility, it was deemed appropriate for the specialists to consider the wider opportunities for enhancement of the overall leisure offer on the site. Building upon the specific segments of the analysis set out below, the feasibility assessment provided a comprehensive 5 year business forecast, which can be viewed alongside plans and costs to determine the commercial strength and affordability of the proposed refurbishment.

- **Competitor Analysis:**

- Limited competition for all types of leisure facilities within the area
- No competing national fitness chains or budget gyms in the town
- Limited alternative swimming pool provision – 30 min drive
- Two ten pin facilities just over 30 minutes away
- Nearest soft play facility is 17 minutes away
- No spa provision currently, although there is a proposal for a hotel spa offer to enter the market
- 1 x climbing facility within 30 mins and 3 just over 30 mins away

3.4 The recommendations from the market analysis included exploration of:

- Fitness expansion to 50 – 60 stations
- Soft play
- Toning
- Small boutique ten pin could be an option
- Small spa
- Provision of a pool within the main leisure complex on the site of the existing sports hall, with the sports hall being relocated within the confines of the school instead of a pool.

3.5 Seen as part of a wider package of measures to enhance leisure provision, the recommendations enable the Future Schools build programme at Monmouth to be considered comprehensively and in ways which optimise the school, community and commercial offer, whilst ensuring the overall scheme cost envelope remains affordable. The School and Leisure Centre are experienced in flexibly operating a dual-use site and central to the viability of the proposal overall is retention of the Sports Hall facility by Leisure. This would allow for a Sports Hall that can be used by the School during the core day; and a pool facility that whilst can still be accessed by the school for all curriculum related needs, provides increased flexibility around widening the market offer.

3.6 The indicative project costs for the enhanced leisure offer, including a new pool, total some £6.68m. This sum is clearly significantly higher than the estimated £5.168m in the original proposal to re-site the pool within the school curtilage. However, the revised proposal:

- Takes opportunity to inject investment in enhanced facilities now, at a time when wider work is being undertaken, to maximise economies of scale;
- Significantly enhances the potential and capacity to generate increased income that will service the additional capital investment required.
- Will broaden market appeal and in the light of the gaps in current provision and the favourable market analysis, enable the facility to be sustainable in the medium and long-term
- Will also seek to draw on S106 monies arising from the recreation contributions on the Wonastow Road development, to make a contribution of c£500k to the additional cost.

- 3.7 The proposals are at the stage of outline business case (appendix 3) and this report seeks to give effect to the commissioning of the full business case works required to provide cost certainty. The cost associated with this is £204,050. The indicative timescale for the commissioning and undertaking of this work, including planning requirements, is estimated as 20 weeks.
- 3.8 To ensure this ambitious timeframe is achieved and that value for money is demonstrated at every step of the way, an independent assessment of cost, delivery and quality will also be commissioned, as is standard in projects of this kind.

4. REASONS:

- 4.1 The rationale and principle around replacing Monmouth Pool as part of the Future Schools Build programme, has already been established. The original proposal was for 'like for like' replacement of the pool, but within the curtilage of the school building.
- 4.2 Following the commissioning of a feasibility and optimisation assessment by external industry specialists, the proposal outlined in this report, to enhance and future-proof provision, optimising layout and usage capability for the school, community and wider public, has been developed. The additional cost of £1.5m will be part met through strategic investment of S106 funds and through additional borrowing to be borne by Leisure and afforded through the optimisation of income now brought about by strengthened and augmented facilities.

5. RESOURCE IMPLICATIONS:

- 5.1 The indicative costs for the enhanced whole-site offer, including the re-provision of the pool within the Leisure Centre site and the re-siting of the Sports Hall within the new school building and the optimisation of leisure facilities through which to optimise income potential is £6.68 million. The cost and funding implications for the revised proposal will need to be the subject of a future report to Council once full business case work is commissioned and completed.
- 5.2 The funding package initially identified to finance the £6.68m indicative costs comprises:
- Prudential Borrowing specifically serviced from the additional income generation through take-up of the enhanced offer;
 - S106 monies arising from the Wonastow Road site; and
 - Cost savings and efficiencies being targeted within the Future Schools programme

Any financing shortfall will be proposed to be met via general Prudential Borrowing, the impact needing to be managed as part of the Authority's ongoing revenue budget.

- 5.3 Currently provision is made within the Leisure budget for the loss of income resulting from the period during which the pool is decommissioned and not operational. In the light of this revised proposal, there will now be a likely gap in provision arising from the re-location and re-operation of the Sports Hall. An initial and early estimate of the financial loss to leisure during this interim period is circa £200,000 and it is proposed that reserve cover is made available to compensate for this. This will be better understood as the full business case is developed. Further disruption is also likely to be caused to the school during this period. The Future Schools Programme Manager is liaising with the school and wider Council to develop plans to mitigate this impact.

5.4 The direct cost implication associated with this report, at this stage, is the £204,050 needed to establish the full business case and thus, cost certainty on all of the above. This will be drawn from the Future Schools' Programme though under spends that have been identified. The £204,050 will provide cost certainty for the whole project and ensure that the Council has clear visibility on cost (revenue and capital) and crucially before any commitment to construction is made, which given the project's size and significance is seen as a priority. This is included within the total project costs and not additional to the project.

6. FUTURE GENERATIONS ASSESSMENT AND EQUALITY IMPLICATIONS:

6.1 The equality impacts identified in the Future Generations Assessment Appendix 1.

7. SAFEGUARDING AND CORPORATE PARENTING IMPLICATIONS:

7.1 The provision of the enhanced facilities including the new pool, makes a significant contribution to the ability of children, young people and the wider community to access modern, safe and compliant facilities through which to safeguard their wellbeing.

8. CONSULTEES:

Strategic Leadership Team
Cabinet Members
Head of Legal Services
Head of Finance
Assistant Head of Finance
Head of Planning
21st Century Programme Manager
Procurement Manager

9. BACKGROUND PAPERS:

Appendix 1 – Future Generations Evaluation
Appendix 2 – Monmouth Leisure Centre Feasibility Study 2016 [Exempt]
Appendix 3 – Outline Strategic Business Case – Monmouth Pool Build [Exempt]

10. AUTHOR:

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11. CONTACT DETAILS:

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Future Generations Evaluation (includes Equalities and Sustainability Impact Assessments)

<p>Name of the Officer completing the evaluation Ian Saunders Richard Simpkins Marie Bartlett</p> <p>Phone no: E-mail:iansaunders@monmouthshire.gov.uk</p>	<p>Please give a brief description of the aims of the proposal</p> <p>To seek approval for funds to complete cost certainty with Monmouth Leisure Centre Pool and Facilities</p>
<p>Name of Service</p> <p>Leisure</p>	<p>Date Future Generations Evaluation form completed</p> <p>10/12/2016</p>





NB. Key strategies and documents that may help you identify your contribution to the wellbeing goals and sustainable development principles include: Single Integrated Plan, Continuance Agreement, Improvement Plan, Local Development Plan, People Strategy, Asset Management Plan, Green Infrastructure SPG, Welsh Language Standards, etc


1. Does your proposal deliver any of the well-being goals below? Please explain the impact (positive and negative) you expect, together with suggestions of how to mitigate negative impacts or better contribute to the goal.

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
<p>A prosperous Wales Efficient use of resources, skilled, educated people, generates wealth, provides jobs</p>	<p>To ensure the facility at Monmouth continues to thrive and creates employment, wellbeing opportunities and learning opportunities for all</p>	
<p>A resilient Wales Maintain and enhance biodiversity and ecosystems that support resilience and can adapt to change (e.g. climate change)</p>	<p>The project will comply with planning regulations</p>	

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
A healthier Wales People's physical and mental wellbeing is maximized and health impacts are understood	To provide modern facilities where people can enjoy activity and it is promoted throughout local communities	Ensure regular updates are given especially as the project nears completion to ensure communities are aware of the improved offer and opportunities
A Wales of cohesive communities Communities are attractive, viable, safe and well connected	The centre will become more of a wellbeing hub with a variety of activities, families focused with a combination of sporting and play opportunities available	
A globally responsible Wales Taking account of impact on global well-being when considering local social, economic and environmental wellbeing	The Centre will provide part of Monmouthshires contribution to ensuring the Nation puts health and wellbeing at the centre of its forward planning as per the future generations act	
A Wales of vibrant culture and thriving Welsh language Culture, heritage and Welsh language are promoted and protected. People are encouraged to do sport, art and recreation	As per Welsh language act.	Staff are currently undergoing bespoke Welsh Language training
A more equal Wales People can fulfil their potential no matter what their background or circumstances	All communities will benefit from a variety of sporting and educational programmes	Clubs and societies are more aware of facilities and hard to reach groups are targeted through various programmes via Sports dev and youth services

2. How has your proposal embedded and prioritised the sustainable governance principles in its development?

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Long Term</p> <p>Balancing short term need with long term and planning for the future</p>	<p>The design for the new facilities will ensure the centre is updated, facilities are relevant for today's needs but also consider the longer term needs and ensure features can be well maintained</p>	<p>The project will need to work closely with the future schools programme to ensure disruption on site is kept to a minimum</p>
 <p>Collaboration</p> <p>Working together with other partners to deliver objectives</p>	<p>Working closely with community groups, Sport Wales, future schools and the Alliance Leisure team to ensure all stakeholders are aware of the need for partnership working and collaboration</p>	<p>Ensure the necessary project team are set up who met regularly and keep communication and consultation open</p>
 <p>Involvement</p> <p>Involving those with an interest and seeking their views</p>	<p>The manager at the site will ensure there is consultation and dialogue with community groups and also ensure groups are aware of project as it moves forward. It is essential that this project runs in conjunction with the future schools project</p>	
 <p>Prevention</p> <p>Putting resources into preventing problems occurring or getting worse</p>	<p>The project team will ensure relevant resources are flagged up and that necessary resources are made available</p>	

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Considering impact on all wellbeing goals together and on other bodies</p>	<p>To allow the Council to move forward with cost certainty in the project and ensure the swimming facility at Monmouth is replaced and ensuring the subsequent remodeling provides the best opportunities for future generations to enjoy health and wellbeing opportunities</p> <p>During the period of closure the service will work hard to ensure where possible service can continue with a phased modelling of re-design and building works</p>	<p>The service has worked with local schools to re-provide swimming lessons elsewhere. The project manager for Future Schools is leading work regarding disruption for the comprehensive school during the period of rebuilding the site facilities</p>

3. Are your proposals going to affect any people or groups of people with protected characteristics? Please explain the impact, the evidence you have used and any action you are taking below. For more detailed information on the protected characteristics, the Equality Act 2010 and the Welsh Language Standards that apply to Monmouthshire Council please follow this link: <http://hub/corporatedocs/Equalities/Forms/AllItems.aspx> or contact Alan Burkitt on 01633 644010 or alanburkitt@monmouthshire.gov.uk

Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?

<p>Age</p>	<p>The closure of aspects of facilities during design and implementation of the project will negatively impact on all protected characteristics during that time. However the service will look to re-provide where possible with other local pools and our own facilities. We have around 50,000+ visits recorded to the pool per year excluding primary and secondary schools. More detailed analysis of the impact to the whole Leisure facility will come forward when cost certainty for the scheme is known.</p> <p>This will apply to all below characteristics</p>	<p>The facility will have disruption to normal service provision for the period of the build.</p>	<p>During closure period the service will work hard to ensure where possible as many services and facilities can remain open however during certain stages closure of services is inevitable for a period of time. As per the closure for the pool the service will do what it can to ensure users are kept informed and are aware of alternative facilities (although realising this may not be a local solution).</p> <p>As facility plans are completed then more opportunities to develop bespoke packages for younger people through our aquatic pathways. The new 50 week swim lesson format will give further opportunities for young people to learn to swim and continue to swim on a weekly basis.</p> <p>The vision for Wales is for every young person to become a swimmer. The new provision will give access and increased opportunity to ensure children in Monmouthshire are not left behind.</p> <p>There will be greater opportunity for our Primary and Secondary education school swim programme to access more sessions.</p>
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Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?
			Other facilities incorporated into the redesign include additional play opportunities and health and wellbeing facilities that will assist in improving health, physical activity and social integration.
Disability	All facilities will be DDA compliant	The service will consult with groups	<p>One of only a small number of Local Authorities recognised for insport Bronze accreditation. Recently been identified by Disability Sport Wales as part of a National pilot of insport facility.</p> <p>New facilities would create an inclusive environment; reduce the potential of any barriers to access and provider an opportunity for all.</p> <p>Work is ongoing to promote our swimming inclusive offer through Monmouthshire sport developments aquatics plan and community club engagement plans.</p>
Gender reassignment			
Marriage or civil partnership			

Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?
Pregnancy or maternity			<p>Opportunities to develop and extend our pre and postnatal exercise provision to all leisure centres including dryside activities.</p> <p>Currently Monmouth has no ante natal wet side provision however through our links with Health and our partners in Early Years we know that there is a need.</p> <p>The additional capacity will allow sessions in the daytime when new parents are mostly likely to access these sessions</p>
Race			<p>Overall the proposals will have a positive impact by providing facilities that are DDA and BS8300, improve access to education and training for pupils and community. The facility will have changing rooms that are of modern design which will meet all cultural, ethical and personal requirements.</p>
Religion or Belief			<p>Overall the proposals will have a positive impact by providing facilities that are DDA and BS8300, improve access to education and training for pupils and community. The facility will have changing rooms that are of modern design which will meet all cultural, ethical and personal requirements.</p>

Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?
Sex			As above statement
Sexual Orientation			Ensure sport development and youth service who are working across groups make everyone aware of the project.
Welsh Language	Opportunity to ensure all signage and plans comply with act.		

- 4. Council has agreed the need to consider the impact its decisions has on important responsibilities of Corporate Parenting and safeguarding. Are your proposals going to affect either of these responsibilities?** For more information please see the guidance <http://hub/corporatedocs/Democratic%20Services/Safeguarding%20Guidance.docx> and for more on Monmouthshire's Corporate Parenting Strategy see <http://hub/corporatedocs/SitePages/Corporate%20Parenting%20Strategy.aspx>

	Describe any positive impacts your proposal has on safeguarding and corporate parenting	Describe any negative impacts your proposal has on safeguarding and corporate parenting	What will you do/ have you done to mitigate any negative impacts or better contribute to positive impacts?
Safeguarding	All plans on site and ways of working will ensure safeguarding is considered and systems and procedures are in line with authorities safeguarding procedures.		
Corporate Parenting			

- 5. What evidence and data has informed the development of your proposal?**

A complete business feasibility exercise was undertaken to identify the following aspects:

- A full competitor analysis in the surrounding areas
- An analysis of local demographics
- A complete latent demand study identifying potential usage and growth within certain areas
- A 5 year profit and loss exercise
- Current performance and future opportunities analysis
- Capital cost projections

All of the above has assisted greatly in determining the proposed design and mixture of facilities required to ensure they provide opportunity for all and are built on a sound business case providing a resilient and sustainable model for future generations.

6. SUMMARY: As a result of completing this form, what are the main positive and negative impacts of your proposal, how have they informed/changed the development of the proposal so far and what will you be doing in future?

The cost certainty and opportunity to rebuild the swimming pool and realign other facilities will enable the site to deliver enhanced opportunities for health and wellbeing and ensure the centre continues to deliver high quality leisure facilities for the local communities. The service will work hard to minimize disruption to service users. The loss of facilities to the community and schools has already meant that other facilities or plans are being used as a temporary basis especially for wetside activities – the loss of dryside facilities will be treated in a similar fashion and where possible alternative temporary provision will be sought. We will ensure that user groups and customers are kept up to date with any developments as they happen.

7. ACTIONS: As a result of completing this form are there any further actions you will be undertaking? Please detail them below, if applicable.

What are you going to do	When are you going to do it?	Who is responsible	Progress
Ensure project team meet to move forward	Meeting planned on 17 th Jan at Monmouth LC with stakeholders	I.Saunders/Richard Simpkins	
Update and review form in line for Council decision in March	Prepare paper to inform members	I.Saunders/Rich Simpkins/Marie Bartlett	
Continue to maintain open lines of communications with user groups and customers	As and when information is available	I.Saunders/Rich Simpkins/Marie Bartlett	

8. MONITORING: The impacts of this proposal will need to be monitored and reviewed. Please specify the date at which you will evaluate the impact, and where you will report the results of the review.

The impacts of this proposal will be evaluated on:	After the cabinet on 11 th Jan 2017
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9. VERSION CONTROL: The Future Generations Evaluation should be used at the earliest stages of decision making, and then honed and refined throughout the decision making process. It is important to keep a record of this process so that we can demonstrate how we have considered and built in sustainable development wherever possible.

Version No.	Decision making stage	Date considered	Brief description of any amendments made following consideration
2	11th January 2017	11 th January 2017 20 th March 2017 at Full Council	This will demonstrate how we have considered and built in sustainable development throughout the evolution of a proposal.