

SUBJECT: Investment Proposal Monmouth Leisure Centre

MEETING:	County Council	
DATE:	27 Th July 2017	
DIVISION/WARDS AFFECTED:	Monmouth	

1. PURPOSE:

- 1.1 The purpose of this report is to re-present the Business Case for the replacement pool and the significant redesign of Monmouth Leisure Centre, following cabinet approval to spend £204,000 to identify cost certainty in January 2017. Cost certainty has now been established at £6,989,109 for the main build.
- 1.2 To provide the school and community with a temporary structure and negate the loss of the sports hall facility during the build. The building costs including the temporary structure increase to a maximum of £7,404,539 depending on site logistics on known information. However the most likely scenario is the total cost would be £7,276,704. The additional site closure will result in the loss of a net revenue figure of £146,486.
- 1.3 To consider the four options volunteered as a way to progress the project, listed in 3.5, recommending the most pragmatic (option 2) for approval.

2. RECOMMENDATIONS:

- 2.1 To approve the overall funding envelop of £7,404,539 to deliver the new pool and building re-design as indicated in the resources section. This includes the following:
 - Additional funding from the S106 agreement has been confirmed at £985,000 from the Wonastow Road Development.
 - There is also £1,928,000 that has been confirmed by Welsh Government, which is committed to the project.
 - The income assumptions from having new and different facilities is anticipated to be sufficient to support £3,580,000 of the capital expenditure necessary.
 - The council will borrow the remainder, appreciating an allowance was made by Members during budget setting process 2017-18 to create £500k headroom in Council's treasury budget, to support 5 particular policy commitments, of which this was one.
 - There could be potential of further funding depending on developments from section 106 in the local area (but this is not included in the calculations).

For this investment the community will be benefiting from a state of the art facility in response to the Well-being and Future Generations (Wales) Act 2015 including:

- A 5 lane 25 metre swimming pool
- 50-60 station fitness facility and additional studios
- A large adventure play facility with café

Please refer to page 7 of the Final Business Case for further information on facilities included.

2.2 To approve option 2 with the installation of a temporary structure of 700 metre squared to replace the existing sports hall whilst the works are being completed at a minimum cost of £287,595 and a maximum cost of £415,430 pending suitable planning and a flood consequences survey.

3. KEY ISSUES:

- 3.1 Cost certainty on the Leisure facility has resulted in an increased figure to £6,989,109 through price inflation and a client risk contingency sum, which identified a number of additional costs associated with the scheme in liaison with our Property Services and the Contractors. Such areas as ground conditions, IT requirements and out of hour's security all contributed to this figure.
- 3.2 Following the demolition of the swimming pool in March 2016 Council agreed to re-provide the facility and the community continue to engage with Leisure Services on the proposed date for completion. Expectations are high from within the community but the improved offer should more than satisfy demand for future generations.
- 3.3 Following consultation with the school it has been identified that the closure of the Sports Hall will lead to on-site PE provision no longer being available. Furthermore, disruption to exam timetabling due to lack of suitable on-site amenities could have a detrimental impact on student attainment and safeguarding. This could impact on students' future career pathways and the continued improvement of outcomes in Monmouth Comprehensive School.
- 3.4 Planning has since been granted for the building proposal as mentioned in the Cabinet report presented in January 2017.
- 3.5 As a result four options have been identified to mitigate any issues this may cause:
 - Option One Reinstate refurbishment of Leisure Centre and new pool, leaving the school without any Sports Hall provision (cost certainty option);
 - **Option Two** Reinstate refurbishment of Leisure Centre and new pool with temporary sports hall type structure with a caveat that the Sports Hall in the Leisure Centre will remain open until the temporary structure is in place;
 - Option Three Delay whole Leisure Centre build project until school site is complete;
 - Option Four Build Leisure Centre now resulting in Sports Hall remaining open until School build is complete and then convert the existing sports hall into a swimming pool.

Analysis	Option One	Option Two	Option Three	Option Four
Pros	 Honours decision to return pool facility; Maintains leisure centre staff morale; Keeps leisure centre build project on financial target. 	 As per option one; Provides on- site Sports Hall like facility to address school issues. 	 School retains Sports Hall facility. 	 School retains Sports Hall facility; Community benefits from new leisure facilities.
Cons	 Fails to address school concerns as leaves school without Sports Hall provision; Plan are already in place to mitigate impact, school will therefore be compromised and will need review issues at a very late stage in proceedings. 	 Additional costs for structure; Potential Impact on school safeguarding; health & safety; timetabling; Will take time to address site issues e.g. flood assessment surveys, safety concerns, etc. 	 Additional financial costs due to inflation and additional loss of income; Continuing lack of leisure facilities, impact on community well-being; Broken promise to the community. 	 Additional financial costs due to inflation and additional loss of income; Doesn't solve pool delay, still no facilities for three and a half years, so still broken promise.
Risks	 Disruption to school management; Overall safety and well-being of students could be compromised 	Siting of temporary structure within timeframe proves to be impractical	 Increased impact on already constrained budgets; Reputational risk to the Authority. 	 Increased impact on already constrained budgets; Reputational risk to the Authority.

Table One – Situational Analysis of Four Options

3.7 Table Two below provides a detailed financial analysis of the four options:

	Option 1	Option 2	Option 3	Option 4
Options for the Redevelopment of Monmouth Leisure Centre	Refurbish Leisure Centre and New Pool £	Refurbish Leisure Centre and New pool with temporary structure £	Delay whole project until School build is complete £	Refurbish Leisure Centre now, build pool when school build complete £
Cost of Project				
Cost of Works	5,379,557	5,379,557	5,379,557	5,379,557
Contingency & risk allowance	290,250	290,250	290,250	290,250
Additional costs from phasing	0	0	0	371,137
Extra Inflation on works delay	0	0	375,000	50,000
Equipment etc.	1,319,302	1,319,302	1,319,302	1,319,302
Inflation on Equipment delay	0	0	98,000	0
Facility Costs Sub total	6,989,109	6,989,109	7,462,109	7,410,246
Temporary structure	0	287,595	0	0
If temporary structure needs to raised above 450mm		127,835		
Total Costs	6,989,109	7,404,539	7,462,109	7,410,246
Revenue impact				
Costs of Site Closure	146,486	146,486	146,486	133,157
Loss of additional surplus - 1 year	0	172,000	172,000	112,000
School Disruption Risk				76,000
Total	7,135,595	7,723,025	7,780,595	7,731,403
Net Additional Cost from option 1	0	459,595	645,000	595,808

Completion	Oct 2018	Dec 2018	July 2019	Other: May 2018
				Pool: April 2019
Planning delay		Jan 2019		

Based on 450mm

Based on 6 week delay risk should the programme be frustrated

through school programming

Worked through from existing budgets and best assumptions on projected lost income

- 3.8 Based on the above table and all considerations option two is the preferred option because it allows the school curriculum to continue whilst ensuring the Monmouth build is not further delayed impacting upon the community.
- 3.9 The project is expected to take 55 weeks and as it's on a dual use site that is also undertaking a school rebuild, it is anticipated an initial 31 week shut down. Week 32 could see part of the centre re-opened (play, cafe, health & fitness) with the exception of the pool that would open at the end of the build programme. Significant health and safety issues have been identified which would indicate that it may be in the best interests of MCC and the community to close the site for the whole period of the development.

4. REASONS:

- 4.1 The service has provided sound reasons for the Monmouth project in the attached business case. These are summarised below;
 - To meet the requirements of the Well-being and Future Generations (Wales) Act 2015 which seeks to improve the social, economic, environmental and cultural well-being of Wales. This project will play a fundamental role in ensuring we improve people's lives through health and well-being. The learning to swim programmes fit with Sport Wales strategic aspirations, which is that 'Every Child is Hooked on Sport for Life and every child a swimmer' and the second is for a 'Nation of Champions'.
 - The project also aims to react to the flat lining levels of sport participation and high levels of inactivity and to create a more physically active population where children and young people enjoy the best sporting opportunities available and people of all ages and backgrounds can enjoy the many benefits that sport and physical activity bring, at every stage in their lives.
 - It is recognised that 'sport' is no longer delivered solely for 'sport' sake and that increasing participation in sport and physical activity and reducing levels of inactivity are key to both local and national government to achieve outcomes in public health (physical and mental), adult social care and education.
 - 4.2 The new facility would meet current Amateur Swimming Association (ASA), Sport Wales, Curriculum and club requirements. It will also be DDA compliant, the revenue costs will be reduced and changing facilities would meet current requirements.

5. **RESOURCE IMPLICATIONS:**

- 5.1 The full business case confirms the cost certainty for building a new 25m five lane swimming pool, removing the sports hall and adding and enhancing more commercial leisure activities such as adventure play, fitness suites, toning and spinning studio has been established at £6,989,000. This is the cost associated with commencing the project once the temporary structure is in place. The new temporary structure allows the school to best deliver its curriculum whilst balancing this against the need to re-provide the leisure facilities to the communities of Monmouth.
- 5.2 Option two in table 3.7 is the preferred option and details are provided for financial analysis. All proposals include an enhanced leisure provision to increase the capacity to generate income. The main difference in costs arise from the fact that inflation accrues if there are delays in starting the construction works.

- 5.3 Funding for the capital investment is as follows:
 - Extra income through additional usage of the new facilities by year 3 would improve the revenue position by £287,000, this extra income could fund £3.58m of the initial investment through prudential borrowing.(as per the Full Business case)
 - S106 funding Wonastow Road (£0.985m)
 - Funding released from the 21st century schools programme £1,928,000 less £204,000 cost of feasibility work previously agreed by Members. Written confirmation received from WG to indicate their endorsement to earmark this money to the pool reprovision.
 - The remaining gap, depending on which option is chosen, will need to be facilitated by additional borrowing funded by MCC, indicatively this would be capped at £1,115,539 for option 2 reflective of a worse case that the temporary structure needs to be raised and contingency and risk allowance is utilised in full.
 - 5.4 In terms of this balance of funding the current revenue budget for 2017/18 contains headroom in the Treasury budgets for additional borrowing to enable schemes that have been given political commitment to proceed. Indicatively of the £500k set aside for these particular commitments, the borrowing costs associated with this borrowing are circa £60k per annum. Opportunities to seek out alternative sources of funding will continue including any additional Section 106 monies should they arise which would offset the additional borrowing costs for the authority.
 - 5.5 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. The estimated financial loss to leisure during this interim period is estimated at £146,000 and it is proposed that the impact of this is built into the MTFP for the period required.

6 SUSTAINABILITY AND EQUALITIES IMPLICATIONS:

6.1 The significant equality impacts identified in the Equality Impact Assessment appendix.

SAFEGUARDING AND CORPORATE PARENTING IMPLICATIONS

6.2 There have been regular meetings between construction colleagues and Property Services to ensure any health and safety and safeguarding issues are identified and the risk managed appropriately.

7 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 Headteacher and Chair of Governors, Monmouth Comprehensive School

8 BACKGROUND PAPERS:

Business Case - Monmouth Pool Build (Appendix A)

9 AUTHORS:

Ian Saunders, Head of Tourism, Leisure, Culture and Youth Marie Bartlett, Finance Manager Richard Simpkins, Business Manager Tourism, Leisure, Culture and Youth

10 CONTACT DETAILS:

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Future Generations Evaluation

monmouthshire sir fynwy

(includes E qualities and Sustainability Impact Assessment s)

Name of the Officer completing the evaluation lan Saunders Richard Simpkins Marie Bartlett	Please give a brief description of the aims of the proposal To seek approval for funds to complete cost certainty with Monmouth Leisure Centre Pool and Facilities
Phone no:	
E-mail:iansaunders@monmouthshire.gov.uk	
Name of Service Leisure	Date Future Generations Evaluation form completed 15/05/2017

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?
A prosperous Wales Efficient use of resources, skilled, educated people, generates wealth, provides jobs		

A resilient Wales	The project will comply with all planning regulations. There	To ensure this happens there are close working
Maintain and enhance biodiversity and	will be limited opportunities to contribute to biodiversity,	relationships and regular meetings with the project Team
ecosystems that support resilience and can	due to the restrictions of the site, but opportunities to	Property Services and Asset Management as those service
adapt to change (e.g. climate change)	promote use of nearby green infrastructure will be taken by	areas need to assist with the planning regulations for the
	increasing the amount of cycle parking.	building.
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	The Centre will provide modern facilities where people can enjoy physical activity which will improve people's physical and mental health.	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	Provision of new leisure facilities locally will reduce the need to travel elsewhere, reducing pollution. Energy saving measures and renewable energy are being considered where practical, to reduce the carbon footprint of the build.	We will work with the contractor to ensure that, where possible, local materials and local labour are used, reducing the carbon footprint of the build.
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 the Welsh Language Measure, signage will be bilingual and reception staff will have some Welsh language training.The new facilities will provide an alternative venue for cultural events and activities.	Staff are currently undergoing bespoke Welsh Language training as part of an authority wide approach to ensure the expectations of the Welsh Language Measure are being met.
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 will be more aware of facilities and hard to reach groups will be targeted through various programmes via Sports Development and Youth Services.

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?
Long Term	Balancing short term need with long term and planning for the future	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.	The project will need to work closely with the future schools programme to ensure disruption on site is kept to a minimum and that health and safety is at the forefront of any decisions made regarding the ongoing works. Consideration is also being given to ensuring the building uses renewable energy and is of a sustainable construction maximising solar PV and solar thermal technology where possible.
Collaboration	Working together with other partners to deliver objectives	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. There are regular scheduled meetings with the project team and relevant MCC departments to ensure lines of communication are maintained and everybody is up to date on plans.	Ensure the necessary project team are set up who met regularly and keep communication and consultation open. The project team are also working very closely with our Property Services and Asset Management team to ensure consideration has been given to sustainability and energy efficiency for the building.
	Involving those with an interest and seeking their views	The manager at the site will ensure there is consultation and dialogue with community groups and citizens as the project progresses. There is also a swimming group who have been involved in assisting with the design of the changing areas.	It is essential that this project runs in conjunction with the future schools project.
Prevention	Putting resources into preventing problems occurring or getting worse	Investing in new and improved leisure facilities now will provide more and better opportunities for people of all ages to exercise. Encouraging exercise and healthy lifestyles now will prevent and reduce the number of health issues people face in the future, in particular conditions such as obesity, and Type 2 diabetes.	

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?
Integration Considering impact on all wellbeing goals together and on other bodies	This proposal will 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 remodelling provides the best opportunities for future generations to enjoy health and wellbeing opportunities. 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.	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.

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: <u>http://hub/corporatedocs/Equalities/Forms/AllItems.aspx</u> or contact Alan Burkitt on 01633 644010 or <u>alanburkitt@monmouthshire.gov.uk</u>

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?
Age	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. This will apply to all below characteristics	The facility will have disruption to normal service provision for the period of the build.	 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). 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. 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. There will be greater opportunity for our Primary and Secondary education school swim programme to access more sessions.

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	 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. New facilities would create an inclusive environment; reduce the potential of any barriers to access and provider an opportunity for all. A sensory room is also being incorporated as part of the plans for the site. Work is ongoing to promote our swimming inclusive offer through Monmouthshire sport developments aquatics plan and community club engagement plans.
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			Opportunities to develop and extend our pre and postnatal exercise provision to all leisure centres including dryside activities.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. The additional capacity will allow sessions in the daytime when new parents are mostly likely to access these sessions
Race			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.
Religion or Belief			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.

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

<u>http://hub/corporatedocs/Democratic%20Services/Safeguarding%20Guidance.docx</u> and for more on Monmouthshire's Corporate Parenting Strategy see <u>http://hub/corporatedocs/SitePages/Corporate%20Parenting%20Strategy.aspx</u>

	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.	As a result of the building works there will be disruption and displacement for children, young people and adults.	There are planned weekly meetings between the senior leadership of the school, MCC representatives and the 2 construction companies. These meetings will continue throughout the whole design and construction phase ensuring that two projects run seamlessly through into delivery.
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 now and in the future and ensure the centre continues to deliver high quality leisure facilities for the local communities. Where possible, the new building will minimise energy use, maximise energy generation and use sustainable construction, as well as maximise opportunities for community benefits. The service will work hard to minimize disruption to all service users. We will work closely with user groups and customers to ensure they 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	Regular meetings at Monmouth LC with stakeholders, contractors and MCC representatives	I.Saunders/Richard Simpkins/Marie Bartlett/Nick John	Ongoing
Update and review form in line for Council decision in March	Prepare paper to inform members	I.Saunders/Richard Simpkins/Marie Bartlett/Nick John	Complete
Continue to maintain open lines of communications with user groups and customers	As and when information is available	I.Saunders/Richard Simpkins/Marie Bartlett/Nick John	Ongoing

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:	Throughout and after the completion of the build

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
1	Cabinet	11 th January 2017 at Full Council	This will demonstrate how we have considered and built in sustainable development throughout the evolution of a proposal.
2	Full Council	20 th March 2017	Verbal comment on the commitment to the new swimming pool.