

Report of Director of City Development & Assistant Chief Executive (Citizens & Communities)

Report to Executive Board

Date: 16th November 2016

Subject: Aireborough Leisure Centre Refurbishment

Capital scheme number: 32039 / AIR / 000

Are specific electoral wards affected? If relevant, name(s) of ward(s): Guiseley & Rawdon	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The purpose of this report is to request authority to spend £1.2m on proposed refurbishment works at Aireborough Leisure Centre which include creation of a Community Hub in the Centre.
2. To note that the Guiseley Library will relocate into the Aireborough Leisure Centre which will enable the library building to be sold generating a capital receipt of £200k. Asset Management Board recommended on 6th October that the capital receipt be ring fenced and used to fund the works required for the relocation of the Library and creation of a Community 'Super' Hub with café facility.
3. The Best Council Plan update of 2016/17 sets Council outcomes, including:
 - 3.1. Enjoy happy, healthy, active lives; the provision of leisure facilities enhances access to activities and programmes to allow people to enjoy healthy and active lives.
 - 3.2. Enjoy greater access to green spaces, leisure and the arts; by enhancing the facilities within Aireborough Leisure Centre, access will be improved physically – by including a changing places facility, family-friendly changing and open, friendly reception area. In addition, by enhancing the façade of the facility and reorienting the entrance to face the district centre, it will be made more open and welcoming to the local community.

4. A number of priorities have been identified which support these outcomes, including:
 - 4.1. Supporting communities and raising aspirations; by improving a 50 year old facility, the centre is more able to cater for the needs of the present diverse community. Specifically, as identified in the Improvement Fund bid for the facility.
 - 4.1.1. 14-25 age range

Consultation with youth groups has shown that young people find swimming can be difficult to engage in due to confidence and body issues. Therefore the provision of private cubicles and showers is proposed. Additionally, vanity areas are being upgraded to allow the area to be more welcoming and allow people to get ready in some comfort. Reception improvements will ensure the area is more open and welcoming should they need to speak to a member of staff and feel confident entering the centre. Family cubicles have been included to cater for young families. Timing of activities is key to participation, so swimming sessions open to this age group are planned around the youth activity already on site.
 - 4.1.2. Adult population

This is one of the key sites for provision of activities through Leeds Let's Get Active which encourages inactive people to exercise through offering free sessions. Adults only swim sessions are also available at the site. A more modern and welcoming centre will encourage people to attend more. By refurbishing the pool hall and changing rooms, the areas will look clean and fresh, making them more appealing to users.
 - 4.1.3. People with disabilities

Includes easier access and design, access improved reception, 'changing places' facility, easier to use changing rooms and improved pool hall. This enables access and integration into public swim sessions; therefore into community activities. Through partnership with Adult Social Care, new users with learning disabilities use the centre on a daily basis with access to sports activities – many for the first time. Consultation with ASC and disability groups, plus experience from our own recently opened sites has indicated requirements for a less clinical environment with more colour and improved signage, as well as well trained staff.
 - 4.2. Prolonging lives through the provision of facilities and programmes that encourage more active lifestyles, thus contributing to the 2016/17 priority of preventing people dying early.
 - 4.3. Promoting physical activity through the provision of more welcoming and accessible facilities.
 - 4.4. Supporting healthy aging through the provision of more welcoming and accessible facilities, with facilities that are easier to use, with provision for carers where needed.
 - 4.5. Enhancing the quality of our public realm and green spaces; through enhancing the façade and front entrance to connect Aireborough Leisure Centre to the district centre of Guiseley.

5. Within leisure centres it is recognised that customers look for a good standard of facilities and when facilities fall below standard, the number of users to a facility reduces; this in turn results in lower user numbers due to lower customer satisfaction and therefore lowers the impact of that centre on the outcomes highlighted above.
6. In 2009, Aireborough Leisure Centre was recognised through the 'Vision for Leisure Centres' as requiring refurbishment due to its age, design and strong location.
7. A successful bid was made to the Free Swimming capital modernisation fund to complete these works. However, the funding was withdrawn as part of the Comprehensive Spending Review in 2010.
8. On 14th February 2014, Executive Board approved the Council's budget for 2014/15 including the capital programme for the year. The capital programme included an injection of £1.5m of funding for the maintenance of sports facilities throughout the city, acknowledging that 'this programme is necessary to ensure the ongoing protection of income levels; this being £500k for each of the three years.
9. The funding spread over three years has been used to make improvements on a number of leisure centres.
10. In 2015, the Sport & Active Lifestyles Service submitted an application to the Sport England Improvement Fund for £500k, matched with £500k from the capital programme and £50k property maintenance revenue.
11. The application has been successful and now the council has £1.05m available to refurbish the swimming changing rooms, pool hall, pool plant, reception and frontage of the leisure centre.

Recommendations

12. Executive Board is recommended to:
 - i) Agree the design proposals for the proposed improvement and refurbishment of Aireborough Leisure Centre;
 - ii) Approve the ring fencing of the capital receipt for Guiseley Library circa £200,000 to fund the relocation of the Library and creation of a Community 'Super' Hub with café facility;
 - iii) Approve the authority to spend and funding of £1.2M for the proposed improvement and refurbishment of Aireborough Leisure Centre;
 - iv) To note that the Chief Officer for Culture and Sport is responsible for the implementation of these proposals.

1 Purpose of this report

1.1 The purpose of this report is to:

1.1.1 Highlight the refurbishment works due to be carried out at Aireborough Leisure Centre to the value of £1.2M.

1.1.2 Seek authority to spend £1.2M from capital scheme number: 32039 / AIR / 000 to carry out the proposed refurbishment works to Aireborough Leisure Centre.

1.1.3 To note that the Guiseley Library will relocate into the Aireborough Leisure Centre which will enable the library building to be sold generating a capital receipt of £200k. Asset Management Board recommended on 6th October that the capital receipt be ring fenced and used to fund the works required for the relocation of the Library and creation of a Community 'Super' Hub with café facility.

2 Background information

2.1 In August 2009, Executive Board approved the Council's 'Vision for Leisure Centres'. Within this there was approval for: 'Modernisation and improvement to the quality of the facilities provided at the following sites Kirkstall, Rothwell, Aireborough, Otley Chippendale Pool, Bramley, Pudsey, Scott Hall* (*scheme currently being delivered) and Wetherby with a commitment to deliver and resource this work up to 2020.' Aireborough Leisure Centre was recognised as requiring refurbishment due to its age, design and strong location. A successful bid was made to the Free Swimming capital modernisation fund to complete these works. However, the funding was withdrawn as part of the Comprehensive Spending Review in 2010.

2.2 The centre remains a major facility within the Leeds City Council portfolio, both for meeting the council's own specification of having a centre based in a town or district centre and as identified through the Sport England Facility Planning Model (FPM) for swimming pools run in 2009 and again in 2014 to take into account housing developments up to 2024.

2.3 The 2014 FPM noted:

- Demand for pools per head of population in Leeds is above the national average due to the city's young demographic profile.
- Demand for pools is forecast to increase by 3% by 2024.
- The city has a relatively old public pool stock, with 10 of the council operated pools being built over 30 years ago (including Aireborough).
- Current pool provision is able to meet most demand (91% can be met) but there is considerable demand pressure on facilities with most pools needing to operate at or very close to maximum capacity to meet demand; many beyond what is considered to be a comfortable level.
- Many of the pools which need to operate at or close to capacity were built in the 1970s or earlier and are relatively unattractive to users; this combination of

unattractive facilities, yet still relatively busy, is likely to deter many potential pool users and depress participation in swimming.

- 2.4 The FPM explored various closures of pools in the city to determine the demand for pool space in those areas. The role of Aireborough Leisure Centre pool is supported through the FPM to meet demand for swimming in the west/north-west part of the city.
- 2.5 There are other health and fitness private facilities with swimming pools within the catchment of leisure centre with access to the facilities via a membership only option. Holt Park Active is the nearest other council leisure centres which is over 6.5 miles away.
- 2.6 None of the facilities in the catchment area are available casually: these include the following facilities:

Location	Postcode	Distance from Aireborough LC (Miles)	Facilities
Nuffield Health, Otley Road	LS20 8LY	0.8 miles	Gym, Swimming Pool, Sauna/Steam, Fitness Studio
DW Fitness Yeadon	LS19 7EN	1.2 miles	Gym, Swimming Pool, Sauna/Steam, Fitness Studio
Nuffield Health, Guiseley	BD17 7HE	3.3 miles	Gym, Swimming Pool, Sauna/Steam, Fitness Studio
Chevin Country Park Spa	LS21 3NU	2.9 miles	Spa, Gym, Pool, Sauna/Steam, Fitness Studio.
Woodhouse Grove School	BD10 ONR	2.9 miles	Swimming pool, Gym, Astro Turf Pitch
Marriot - Hollins Hall	BD17 7QW	1.5 miles	Spa, Swimming Pool, Gym, Fitness Studio

- 2.7 The Strategy for Sporting Facilities in Leeds (developed in partnership with Sport England and Sport Leeds in 2015) notes: ‘...Retention and modernisation of the City Council swimming pool stock is essential to meet the demand for swimming across the City as Leeds City Council is the main provider.’ In terms of the pools for potential redevelopment the needs and evidence supports the potential to look at 6 centres including Aireborough.
- 2.8 The facility already has a partnership with Adult Social care that enables people with learning disabilities to access the centre and has strong partnerships with the swimming and diving clubs. The facilities proposed are a result of consultation with these groups and therefore reflects the needs of the local community.
- 2.9 On 14th February 2014, Executive Board approved the Council’s budget for 2014/15 including the capital programme for the year. The capital programme included an injection of £1.5m of funding for the maintenance of sports facilities throughout the city,

acknowledging that ‘this programme is necessary to ensure the ongoing protection of income levels.’

2.10 This funding has allowed the service to complete medium sized refurbishment works to changing rooms and reception areas at a number of leisure centres including John Charles Centre for Sport and Garforth, Pudsey, Wetherby Leisure Centres. These have allowed the customers to change in fit for purpose facilities and the reception areas have been opened out to make them more welcoming and accessible.

2.11 Following the withdrawal of the Free Swimming Capital funding, minor works have been carried out, but following an options appraisal on the site the following options were identified:

- Replacement: Although building a new centre would be the preferred option for customers and staff alike, the project team cannot ignore the size (4,598m²), good position and condition of the current centre and therefore replacement would not be seen as best use of limited resources when assessing the whole council portfolio.
- Do Nothing: To do nothing would also not be seen as a viable option as, although saving capital funding, the building was erected in 1967 and therefore has ongoing maintenance liabilities and will inevitably become less attractive to the community over time, both reducing throughput and inevitably the income associated with this that is required to sustain the facility.
- Refurbish: To refurbish will take advantage of a facility in a good location with easy access for the local community, plus be able to develop some of the spaces into more efficient and welcoming ones at a lower capital outlay than new build.

2.12 Consequently a bid was made to the Sport England Improvement fund to secure £500k, matched by £550k Leeds City Council funding (£500k sport maintenance within the capital programme and £50k taken from property maintenance revenue).

2.13 In June 2016, we were informed that the funding bid was successful and have been working with Sport England, Asset management and NPS to develop a scheme for the site.

Community Hubs

2.14 Executive Board have received a number of reports in relation to Community Hubs, which have established and reported progress on the delivery of the work being progressed to address poverty and deprivation across the city (latest report 22nd June 2016 – Phase 2 Community Hubs). Four propositions were agreed by members, brought together under the banner of Citizens@Leeds, in order to achieve the following outcomes:

- providing more accessible and integrated services
- helping more people out of financial hardship
- helping more people into work
- being responsive to the needs of local communities.

- 2.15 Guiseley Library has been identified as a site to be considered under Phase 3 of the Community Hub Programme 2017/18. Currently, the existing Library is in poor state of repair and has some structural defects and 'backlog maintenance' is estimated at £70k (based on 2002 report) and circa £130k at 2016 prices. In addition to the backlog maintenance, there would be significant additional refurbishment costs to bring the facility up to current standards. A recent valuation of the existing building for disposal is £200k.
- 2.16 The proposal to create a Community Hub in the Leisure Centre will provide access to the relocated new library facilities, new self-service/public access PC's, Hotlines to Contact Centre, WIFI, Social Zones, customer wc's, café and outdoor terrace with seating. It is anticipated that Money Buddies, JobShop, Welfare Advice sessions etc will be held at the new Hub.
- 2.17 The opportunity to Co-locate within the Leisure Centre provides an opportunity to release an outdated library building in poor state of repair and enables the creation of a Community Hub in partnership with the Leisure facilities to enable a vibrant 'Super Hub' to be formed. It is financially advantageous to carry out the works along with the Leisure Centre refurbishment under a single contract. Therefore, it is proposed that the existing Library will remain open until the Leisure Centre works are completed. Sale of the Library can commence in 2017, subject to approval.
- 2.18 The funding to enable the creation of the new Hub would be via ring fenced capital receipt from future sale of the existing Library Building, estimated to be £200k.

3 Main issues

3.1 Design proposals and full scheme description.

3.2 **Programme** - If Executive Board is minded to support progressing the works, the indicative development programme for the proposed improvement and refurbishment works which remains subject to change pending the full tender process is as follows:

- Executive Board endorse RIBA Stage 2 design and cost proposals September 2016
- Submit full planning October 2016
- Invite tenders January 2017
- Award contract March 2017
- Start works on site March 2017
- Complete works on site September 2017

3.3 Full scheme description –

3.3.1 The proposed works for the refurbishment include:

- Swimming changing rooms - enhance access and include cubicles and improved shower / toilet facilities within a 'village' style change area

- Pool hall – retiling the pool deck and improving the walled areas
- Reception – making it modern and welcoming
- Exterior – reorienting the entrance to link to the car park and improving the façade of the building, to include an outdoor terrace with seating.
- Relocating the Library into the Leisure Centre to create a Community Hub with a new Café facility. The Café outlet is to be managed by the LCC Catering section.

3.3.2 A further detailed cost plan will be produced prior to the tender process.

3.3.3 The project is currently on programme, with the internal provider being appointed to deliver plans which are being developed in close partnership with the client and Sport England.

4 Corporate considerations

4.1 Consultation and engagement

4.1.1 The Executive Member for Resources and Strategy has been consulted and is supportive of the proposals.

4.1.2 Members for Guiseley and Rawdon ward have been consulted.

4.1.3 Users of Aireborough Leisure Centre have been consulted through forums, displays, social media and direct contact with clubs.

4.1.4 Local people have been consulted via newsletter and contact with ward members.

4.1.5 Information has been displayed on the Leeds City Council website with requests for feedback from members of the public.

4.1.6 Further consultation has been held with:

- Equality groups;
- Aspire;
- Leeds Disability Sports Youth Panel;
- Access Officer – to ensure the improved facilities are accessible;
- Legal – to ensure the Sport England agreement reflects the requirements of both Sport England and the Council;
- PPPU – to ensure correct procurement processes are being followed.

4.1.7 With regard to the Community Hub, the Lead Member for Citizens and Communities, together with Members for Guiseley and Rawdon Ward, have been consulted about the proposals for Guiseley Library and the provision of a

Community Hub within Aireborough Leisure Centre and the members supported the proposal.

4.1.8 Public consultation was carried out during September 2016 alongside staff consultation and engagement.

4.2 Equality and diversity / cohesion and integration

4.2.1 A full screening (attached as an appendix) has been carried out with main findings being:

- The facilities need to reflect the needs of the users;
- Current facilities have access issues such as poor changing and access to the pool;
- Consultation and information to users needs to be on an ongoing basis;
- Pool and facility closures need to be kept to a minimum to ensure continuity of provision;
- Where closures are deemed necessary, then staff will work with users to find alternative facilities where necessary;
- Support for the village change, with provision for male and female separate toilets and some shower areas.

Community Hubs

4.2.2 An Equality, Diversity, Cohesion and Integration Screening has been carried out for the Community Hubs. The screening demonstrates how the impact of the proposals on equality, diversity, cohesion and integration have been considered and outlines the actions that have been taken / are being taken to mitigate the impact.

4.2.3 The key points of the screening illustrate the positive impact the community hub developments have on resolution at first point of contact, accessibility, welfare benefits & poverty, social exclusion, reading and lifelong learning, tailoring services to local communities.

4.3 Council policies and the best council plan

4.3.1 The Best Council Plan 2015 – 20, updated for 2016/17 underlines the aim of the city to tackle poverty and reduce inequalities. The role of a leisure centre is clear in the reduction of the health inequalities found across the city and the participation in sport and active lifestyles being a contributing factor to reducing this gap. The health cost of inactivity is estimated to cost the city £10.95m per annum (Sport England), with particular correlations between levels of inactivity and obesity and distinct inequalities in participation in different areas of the city. Reducing these health inequalities is a major priority within the city to which sport and active lifestyles can contribute. Outcomes included in the Best Council Plan include:

- Enjoy happy, healthy, active lives
- Enjoy greater access to green spaces, leisure and the arts

4.3.2 These objectives are supported through the improvements at Aireborough Leisure centre by ensuring the longevity of the facility for the north west of the city and by providing light, airy and welcoming spaces that people want to use and exercise in and that provide accessible spaces to people who currently cannot use the centre due to its outdated design.

4.3.3 This in turn also supports the following 2016/17 priorities:

- Supporting communities and raising aspirations
- Preventing people dying early
- Promoting physical activity
- Supporting healthy aging
- Enhancing the quality of our public realm and green space

Community Hubs

4.3.4 Addressing poverty and deprivation, helping people into work and tackling social isolation are key priorities for the Council and make a significant contribution to our Strong Economy and a Compassionate City agenda as set out in the Best Council Plan 2016/17. The activities set out in this report contribute to the delivery of the Best Council Plan outcomes for everyone in Leeds to 'Earn enough to support themselves and their families' and this year's Best Council Plan priorities around 'supporting economic growth and access to economic opportunities', 'providing skills programmes and employment support' and 'helping people adjust to welfare changes'. The Citizens@Leeds agenda also plays a key role in supporting delivery of the Safer and Stronger Communities Plan, the Children's and Young People's Plan, the Child Poverty Action Plan and the Leeds Joint Health and Wellbeing Strategy all of which have a strong focus on addressing debt, maximising income through helping people into work, moving people and families out of poverty and providing facilities and services which help address social isolation.

4.4 Resources and value for money

Full scheme estimate

4.4.1 The budget available for the project is £1.2m capital, with additional plant room works for £50k being from the revenue maintenance budget. The whole project including surveys, fees, contingencies, preliminaries, design works and construction therefore need to be from within this budget as any overspend under the finance agreement with Sport England, will be the responsibility of Leeds City Council to fund. To this end, the project team continue to work closely with NPS, asset management and Sport England to ensure the costs are kept within this budget.

4.4.2 The cost of the moving the Library into the Leisure Centre and forming the Community Hub will be £200k including furniture and shelving.

Capital funding and cash flow

4.4.3 £500k is available from the Sport England Improvement Fund and was injected into the capital scheme in June 2016.

4.4.4 £500k has been identified from the Sport Maintenance budget which was injected into the capital programme in February 2014.

4.4.5 £200k for the Hub will be funded from capital receipt generated by the sale of the existing Guiseley library.

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2016 £000's	FORECAST				
			2016/17 £000's	2017/18 £000's	2018/19 £000's	2019/20 £000's	2020 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	1020.0		0.0	920.0	100.0		
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	180.0		25.0	155.0			
OTHER COSTS (7)	0.0						
TOTALS	1200.0	0.0	25.0	1075.0	100.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2016 £000's	FORECAST				
			2016/17 £000's	2017/18 £000's	2018/19 £000's	2019/20 £000's	2020 on £000's
LCC Supported Borrowing	500.0		25.0	475.0			
Sport England Grant	500.0		0.0	400.0	100.0		
Ringfenced capital receipt	200.0		0.0	200.0	0.0		
Total Funding	1200.0	0.0	25.0	1075.0	100.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Parent scheme number : 32039/AIR/000

Title : Aireborough Leisure Centre Refurbishment

Revenue effects

4.4.6 Within the Sport England Bid LCC provided for a contribution to revenue works of £50k for ongoing maintenance. Any other revenue effects will be found from existing revenue budgets.

4.5 Legal implications, access to information and call-in

4.5.1 It is recognised that the Sport England funding has a number of conditions relating to the continued use of the facility as a leisure centre. These have been assessed by the project team and agreed with Sport England through the Council's legal team.

4.5.2 The legal team have also conducted all relevant searches on the facility prior to commencement of refurbishment works.

4.6 Risk management

4.6.1 A risk register is being maintained for this project and will be updated as necessary.

4.6.2 As highlighted in the customer satisfaction survey, and from experience in leisure centres, to do nothing will result in the continued decay of the Council leisure centre stock and therefore the continued reduction in user numbers and income for the Council. To capitalise on the Sport England funding allows the council to further develop a key leisure centre.

4.6.3 The works will protect income and enhance the facilities for users as well as attract further users in the future.

4.6.4 Aireborough was selected for refurbishment as it is a key leisure centre for the city and has been highlighted in the 2009 Vision for Leisure Centres and subsequent Sport England Facility Planning models.

4.6.5 The project has achieved stage 2 and the team are now working on stage 3, which has included a Value Engineering workshop to significantly reduce the estimated costs. The current estimated costs are slightly over the available budget, so the focus is on reducing these costs. In the event of an overspend, the team will have to decide whether to exclude an element of the project to bring it within budget or Sport & Active Lifestyles and Citizens and Communities will have to fund the additional costs for their elements of the project from within their own budgets.

4.6.6 The site is a key Adult Social Care day facility and talks are currently being carried out with other services to consolidate services on this site to ensure its future viability both financially and as a resource for the local community.

5 Conclusions

5.1 Aireborough Leisure Centre is a key site within the leisure portfolio and the additional Sport England funding is an opportunity to enhance the facilities for the local community and ensure its financial viability for the future.

6 Recommendations

6.1 The Executive Board is recommended to:

- i) Agree the design proposals for the proposed improvement and refurbishment of Aireborough Leisure Centre;
- ii) Approve the ring fencing of the capital receipt for Guiseley Library circa £200,000 to fund the relocation of the Library and creation of a Community 'Super' Hub with café facility;
- iii) Approve the authority to spend and funding of £1.2M for the proposed improvement and refurbishment of Aireborough Leisure Centre;

- iv) To note that the Chief Officer for Culture and Sport is responsible for the implementation of these proposals.

7 Background documents¹

7.1 None.

¹ The background documents listed in this section are available for download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.