

Report of: Director of City Development

Report to: Executive Board

Date: 20 September 2017

Subject: The New Leisure and Wellbeing Centre for East Leeds

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|---|---|--|
| Are specific electoral wards affected? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| If relevant, name(s) of ward(s): Gipton and Harehills Killingbeck and Seacroft Temple Newsam | | |
| 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? | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |
| If relevant, access to information procedure rule number: Appendix number: | | |

Summary of main issues

1. In December 2016, Executive Board agreed to an updated long term "Vision for Leisure and Wellbeing centres" which helps to ensure that the leisure and wellbeing centres meet the needs of the residents of Leeds within budget parameters.
2. This report recognises the inner east of Leeds has pronounced levels of deprivation, specifically in terms of prevalent health and wellbeing issues.. Fearnville Leisure Centre is the only leisure centre serving the Inner East Leeds area currently. The centre opened in 1980 and is in need of vast modernisation in order to ensure the area has a high quality leisure and wellbeing provision, which is fit for purpose to meet the needs of the area.
3. Subject to Executive Board support to the recommendation of the existing Fearnville Leisure Centre and surrounding site coming forward as the new Leisure and Wellbeing Centre for inner east Leeds, the Council will undertake public consultation to seek views on what the potential facility provision at the new centre could be and to comment on the site proposal. This will be used to inform the design brief for the feasibility study to be commissioned as part of the next stage of scheme development.
4. The site also provides the opportunity to consult on the proposal for a new secondary school for East Leeds. The school places consultation would be run in conjunction with the Leisure & Wellbeing Centre consultation, although neither are

mutually reliant on the delivery of the other – economic benefits and cost savings may be available should both proposals progress.

5. The December 2016 Executive Board report provided a high level budget for the anticipated scope of works of £10-14m this budget will be assessed during the feasibility study which is the next stage of design development. This study will consider a number of options to deliver the requirements set out in the Fearnville Project Brief, considering in more detail how site-wide issues will be addressed whilst providing a validated funding envelope for full scheme delivery. The anticipated cost of proceeding to the next stage is £300k which will cover the professional fees and surveys.
6. This budget will also be subject to the outcomes of the proposed consultation exercise which is planned to take place between October and December 2017 and the project's detailed Feasibility and subsequent design stages and will be reassessed at the end of each RIBA design stage finally culminating in the submission of a scheme specific Design and Cost Report to Executive Board currently anticipated to be November 2018. Subject to approval to proceed it is proposed that Members receive a report back on the outcomes of the feasibility study. It will be at that time that the full detail and mix of funding for the capital element of the project will have been determined.

Recommendations

7. Executive Board is recommended to:
 - i. Approve the site for the new inner east Leeds Leisure and Wellbeing Centre to be within the boundary set out in Appendix A;
 - ii. Subject to Executive Board's approval to the Council bringing forward the above site for the new Leisure and Wellbeing Centre in inner east Leeds, approval of the commencement of public consultation, the outcome of which will be used to inform the future facility mix of the new centre and to comment on the site proposal;
 - iii. Following conclusion of the consultation, to approve authority to spend of £300k to commission a feasibility study to develop design proposals for a new Leisure and Wellbeing centre at a new location within the existing Fearnville Leisure Centre and surrounding site;
 - iv. Note the position regarding progress on the wider Vision for Leisure & Wellbeing Centres programme and note that further updates will be brought back to Executive Board for consideration in February 2018 ; and
 - v. Note that the Head of Sport and Active Lifestyles will be responsible for implementation

1. Purpose of this report

- 1.1 The purpose of this report is to update Executive Board on progress that has been made in developing proposals for a new leisure and wellbeing centre for inner east Leeds and to agree the preferred site for consultation and further feasibility works.

2. Background information

- 2.1 Members will recall that in December 2016, Executive Board agreed to an updated Vision for Leisure and Wellbeing Centres. A key recommendation brought forward was that the Director of City Development be requested to bring forward detailed proposals in 2017 for two new Wellbeing Centres to be built: one in Inner East Leeds and one in Rothwell. The subject for this report is the development of the site for inner east Leeds.

- 2.2 It was confirmed that the new vision would be guided by the following principles:

- (a) That a long term vision to secure a network of high quality, affordable, accessible and financially sustainable leisure and wellbeing centres (in particular public swimming pools) for the benefit of all the people of Leeds, be endorsed;
- (b) That the principles for determining the location of leisure and wellbeing centres be agreed, as follows:-
 - (a) on a main arterial route;
 - (b) in a town or district centre; and
 - (c) co-located and in partnerships with schools, health services, day centres, libraries or other complementary community facilities;

- 2.3 The vision report also covered four main proposals which are summarised below:

Proposal 1 Development of 2 new leisure and wellbeing centres one located in the Inner East on a site to be determined with the second in the outer South at Rothwell. Both developments will seek to integrate/collocate services and continue the step change in provision developing the successful model of Holt Park Active.

Proposal 2 Reduce the hours of operation at Kippax to 58 from the 1st April 17. Explore re-provision of a swimming pool in this area to meet projected demand up to 2024.

Proposal 3 Investment strategies in existing leisure facilities to provide a good rate of return and supporting the budget strategy 2017-2020.

Proposal 4 Annual programme of maintenance work to maintain the buildings in good working order.

- 2.4 This new Vision for Leisure and Wellbeing Centres focuses on what defines a modern-day Local Authority leisure centre and therefore is based on the principles of further integration, colocation and coproduction and building on the success of Holt Park Active. It will align closely with health, social care and wellbeing outcomes, as well as working in partnership with other services and stakeholders.

- 2.5 Co-location of facilities and their contribution to wider social outcomes and tackling physical inactivity is at the heart of the new Sport England Strategy (Towards an Active Nation 2016) and therefore underpins Sport England's capital investment strategy.
- 2.6 The service has, and continues to; work closely with Sport England and funding was initially awarded by them to assist with the production of an updated Vision for Leisure Centres, building on an earlier iteration of Sport England's Facility Planning Model (FPM). This new work included a detailed review of current and future demand and supply as well as an exploration of what options exist for the existing stock to ensure they are fit for purpose whilst also identifying possible options to develop income streams to support the revenue budget. One of the particular focuses of that work was around the potential to replace the existing Fearnville Leisure Centre.
- 2.7 In addition, in June 2017 Executive Board received a Learning Places Programme – Capital Programme update that identified the need for additional secondary school places in the East of the City. Current projections are forecasting an increasing demand for secondary school places that will require a new secondary school in the area.

3. Main issues

- 3.1 This report focuses in detail around Proposal 1 and in particular the development of the new Leisure and Wellbeing Centre for Inner East Leeds and the consultation on a potential new secondary school for East Leeds.
- 3.2 The Fearnville Leisure Centre site is 28.45 hectares in size and is located between Foundry Lane and South Parkway to the south, Oakwood Lane to the west and Wykebeck Valley to the east. The site is one of the city's largest areas of green space with 8 playing fields allocated to local teams and clubs (Leeds Maccabi juniors, Gipton Juniors and Shadwell Juniors), a full size all-weather pitch (now defunct), a large multi-use games area (MUGA) and tennis court area, a skate park, bowling greens (leased to a local club), a new bike hub with large BMX track, allotments and of course Fearnville Leisure Centre.
- 3.3 Fearnville Leisure Centre is located in the western corner of the site behind the properties along Oakwood Lane and the 2 bowling greens. Its access is from Oakwood Lane which is a relatively busy route; however the Leisure Centre suffers significantly from a lack of street presence and frontage. It is not well signed and has seen a significant drop in its customer numbers.
- 3.4 Despite ongoing measures to reduce costs and subsidy the centre is currently running a projected deficit of just over £200k for 2016/17. It has moved from being the most popular leisure centre 20 years ago to one of the least popular today. There are many reasons for this (growth of the private leisure industry/gyms etc) but two main factors are the condition of the current building and the expectations of users who use them. The adoption of a new Wellbeing model for the provision a new generation of sports facilities (which has seen the delivery of Holt Park, Armley and Morley), that are more efficient and support to reduce revenue subsidy is now seen as the future blueprint for development.

- 3.5 Fearnville has continued to serve the people of Inner East Leeds since 2009, with the nearest alternative centres being John Smeaton (3 miles away) and Scott Hall (3.3 miles away), each with their own distinct communities. Despite the increasingly ageing condition of the facility, it still had 175,869 visits in 2016/17. Although this is low compared to the newer leisure sites, it is testament to the important role the existing centre plays in its local community from the health and wellbeing perspective as shown through Community committee data for the Inner east as;
- 88% of population are classed as being within the top quintile of deprivation. The remaining 12% are classed within the next quintile.
 - Higher levels of BAME 21% compared to Leeds average 8%
 - All-cause mortality for both men and women under 75s is significantly above the Leeds average and the area is the highest of all in Leeds.
 - Smoking, obesity and diabetes rates are all significantly above the Leeds average, and higher than all other Community Committee areas (it is estimated that 40% of all early mortality is due to lifestyle factors)
 - National Child Measurement Programme data shows obesity rates in the Inner East cluster are higher than the Leeds average and by year 6 the area has obesity rates of 23.5%, compared to 15.6% in the most affluent areas of the city.
- 3.6 Fearnville Leisure Centre currently provides a main and learner pool, a sports hall, a dance studio/multi use room and squash courts along with associated changing provision and car parking. It also provides a base for Aspire a learning disability group supported through Adults and Health. The current leisure centre already provides swimming lessons for 25 local schools as well as swimming lessons for 735 children out of school, as well as being a base for activity for national Governing Bodies of Sport for triathlon and cycling. The centre is currently used as a day care facility for Aspire and sessions are being developed to deliver weight Management / Heart Watch and Cancer Rehabilitation through links with Leeds Rhinos. Through the development of the site it will provide greater opportunities to grow these further.
- 3.7 The recommendation by Executive Board to bring forward detailed proposals in 2017 for a new Wellbeing Centre in inner east Leeds recognised the requirement for the Council to overhaul its existing Leisure Centre stock on the basis of the new Wellbeing model to meet modern day expectations and to be able to be more sustainable in an increasingly challenging market, more especially budget gyms. However it also recognised that the population dynamics of east Leeds, with the proposed east Leeds extension and other wider developments increased the pressure on the Council to provide the new Wellbeing centre in the right location to serve the needs of its existing and new customers in and around the wider Fearnville catchment area.
- 3.8 Therefore the proposal to replace the existing Fearnville Leisure Centre with a new leisure and wellbeing centre is being brought forward as it:

- Provides the residents of inner east Leeds with a modern leisure and wellbeing centre and;
- Provides a more efficient facility with the potential to increase income and therefore reduce the subsidy to run the facility.

3.9 Site Option Appraisal

3.9.1 A site option appraisal has been undertaken in order to determine what potential sites may be available for consideration for the location of the new Inner East Wellbeing Centre. The exercise considered 14 sites around the inner east area of the city using criteria such as size of site, potential for street frontage and potential for external sports provision including grass and all weather pitches. An initial review removed 9 of the sites as they had either existing development proposals already being brought forward on them, were privately owned and would be too costly to purchase, were ecologically sensitive or had significant access issues which make any proposals undeliverable. Five of the sites were then considered in more detail. These were:-

- Seacroft Crescent (located behind Seacroft District Centre)
- Cartmell Drive South (on the fringe of Halton Moor)
- Killingbeck Police Station
- Land at the junction of Selby Road and York Road
- the existing Fearnville Leisure Centre site (and the King George V playing fields)

3.9.2 Seacroft Crescent

The site consists of former Labour Club, Library which is to be relocated into Deacon House (new Community Hub) and adjacent cleared land. To the south of the site is the Green Residential Care Home with the new Grange Care Home to the east. The site is located adjacent to Seacroft District Centre offering opportunities to strengthen the district centre. It is easily accessible (subject to appropriate directional signage) from the A64 and Ring Road offering opportunities for multi-purpose journeys reducing travel demand. In addition the District centre has a bus interchange served by a range of cross city/ local/ longer distance bus services.

However this site has been discounted works may be required within the district centre and around it, to reduce the risk of visitors to the centre driving through residential areas to access the facility, the site is 'hidden' to the rear of the district centre and therefore lacks profile and there is no scope to develop outdoor sport provision either through grass pitches or all-weather pitches which are an essential requirement for the business case of the future Leisure and Wellbeing Centre.

3.9.3 Cartmell Drive South (on the fringe of Halton Moor)

The site is on the southern fringe of Halton Moor/ immediately to the north of the Enterprise Zone and is proposed to be allocated for housing in the Site Allocation

Plan. It is a large site which could be brought forward for a leisure centre alongside other uses (housing). A Leisure Centre here could generate demand from employees of the adjacent Leeds Enterprise Zone and the site could be developed to incorporate an outdoor sport element.

However Access to the site is poor both by car and by public transport, the location of centre here would increase traffic within the Halton Moor residential area and the site would not appropriately serve the wider inner east Leeds area and therefore on that basis it has been discounted.

3.9.4 Land at the Junction of Selby Road and York Road

The site is located between two large east Leeds transport links. It has planning permission granted for a mixed use scheme and the site is in private ownership. It is a large site which could accommodate a leisure centre alongside other commercial/ residential uses. A centre could have profile on York Road/ Selby Road and would be easily accessible by car and a range of bus services.

The site is narrow when access is taken into account which will constrain the design of a leisure centre. The site would also need to be bought in and owner has previously indicated an intention to retain ownership and there is limited opportunity to create outdoor leisure (pitches etc). On the basis outlined above this site has been discounted.

3.9.5 Killingbeck Police Station

Killingbeck Police Station is currently operational but uses are gradually being decanted and it is due to become vacant and put on market in late 2017. The site could accommodate a standalone leisure centre and any centre could have profile on York Road with easy access by car and a range of bus services.

However the site would need to be bought at market value and demolition cost of existing buildings could potentially be quite high. In addition there is limited opportunity to create outdoor leisure (pitches etc) and on the basis outlined this site has been discounted.

3.9.6 In the locality of the existing Fearnville Leisure Centre site

The site of the current Fearnville Leisure Centre is a large 28ha site and includes a number of facilities including playing pitches, BMX track, tennis courts and bowling green. It is currently accessed from Oakwood Lane. The site can be easily accessed from A64 and A58, it is large enough to accommodate complementary uses alongside leisure centre and has adjacent to playing pitches which could be enhanced as part of overall project. It is well connected with green infrastructure (Wyke Beck Valley) which creates links to Roundhay Park to North and A64 to south with spurs into adjoining residential areas and sits between Killingbeck & Seacroft ward and Gipton & Harehills ward, providing the opportunity for site to look towards both communities (strengthened if providing alongside other community facilities such as school). Two cross-city bus services pass the site.

Although the current Leisure Centre lacks frontage to the communities that it serves, this can be addressed through the potential relocation of the Leisure

provision within the existing Fearnville site, which ward members were very supportive of during discussions.

3.9.7 It has been demonstrated through the site option appraisal that there are significant benefits to the retention and reprovision of a new Leisure and Wellbeing Centre on the existing surrounding Fearnville site. On this basis the outcome of the assessment was discussed with Gipton & Harehills, Killingbeck & Seacroft and Temple Newsam ward members who were supportive of the outcome (the Fearnville site sits in Gipton & Harehills ward but the ward boundary between Gipton & Harehills and Killingbeck & Seacroft runs across the northern and eastern boundary of the site. Discussions with members highlighted a preference for to the Wellbeing Centre to be towards the south east of the site as shown in Appendix A.

3.9.8 The site also provides the opportunity to consult separately on the proposal for a new secondary school for East Leeds. There is a continuing growing demand for secondary school places in East Leeds, as the birth rate growth that has seen significant growth in Primary school place requirement begins to impact on Secondary school places. The site is very well located to meet the area of increasing demand for secondary school places. Whilst the school places consultation would be run in conjunction with the Leisure & Wellbeing Centre consultation, neither are mutually reliant on the delivery of the other – although economic benefits and cost savings may be available should both proposals progress.

3.10 Considerations for the Fearnville Leisure Centre site – Site Constraints

3.10.1 To assess whether the existing Fearnville Leisure Centre site is technically deliverable, a viability study was commissioned to assess the risks and issues of development whilst gaining a high level understanding of the overall cost envelope and potential programme for delivery.

3.10.2 The brief for the viability study reviewed existing site constraints, gathered information for a 3D massing study, developed an indicative accommodation schedule along with zoning plans and block massing studies, commentary on the potential key risks and issues in developing the site and comparative costs and programme for delivery of a number of potential options. Consideration was also given within the study to how the site could act as an integrated community facility taking forward the Holt Park Wellbeing model. Subject to Executive Board recommending the Fearnville Leisure Centre site for the new Leisure and Wellbeing Centre for Inner East Leeds, this work needs to move forward into the feasibility stage so that any site constraints, conditions, requirements etc can be reviewed and assessed as to their likely risk to the deliverability of the scheme.

3.10.3 The Fearnville site has a number of site constraints that will need to be explored during the feasibility study. These include:-

- flood risk and flood alleviation
- dedication of the land as a King George V Playing Field
- site access and egress

- impact on the Wyke Beck nature reserve and site ecology

3.10.4 To gain greater understanding of the risks and issues these site constraints pose, preliminary work has either been completed and or commissioned for each.

3.10.5 **Flood Risk and flood alleviation** – An internal Flood Risk Assessment (FRA) has been commissioned to investigate the extent of any potential flood risk and the impact to any flood alleviation works, existing and proposed, to ensure this does not preclude development of the facilities to the south of the site, the current preferred location. The FRA is now complete and confirms that the Wellbeing Centre proposals sit outside of the Wyke Beck flood extent and do not increase flood risk elsewhere. Therefore the Wellbeing Centre should be safe from fluvial flooding for the lifetime of its redevelopment. Based on the finding of the FRA it is considered that there are no constraints that would preclude the proposed development of the Wellbeing Centre no grounds for objection to the proposed redevelopment on the basis of flood risk. Sustainable drainage systems will be incorporated into the design of the redevelopment, as recommended, mitigating the impact of the project.

3.10.6 **Fields in Trust** – The land was dedicated through a deed of dedication by King George V in 1925 through the National Playing Fields Association. This deed of dedication means that the site is protected by Fields in Trust – a national charity (formerly the National Playing Fields Association) to ensure that everyone – young or old, able or disabled and wherever they live – should have access to free, local outdoor space for sport, play and recreation. The effect of this covenant and with particular reference to this proposal would be to ensure that should the new Wellbeing Centre be located within the red line boundary of the deed of dedication (which it is as proposed), agreement would need to be sought from Fields in Trust to vary the agreement. This would be forthcoming on the basis of the existing leisure centre being demolished and returned to green space use. Following this the red line boundary of the deed of dedication could be redrawn to accommodate the new site layout.

3.10.7 However, if the land take required by the new Wellbeing Centre is greater than that returned to recreational land and proposals for the development of a new secondary school on the site are brought forward there would be a net loss of recreational land. This would need to be addressed and discussions with Fields in Trust over previous amendments to Deeds of Dedication have sometimes required the designation of additional sites. This would need to be given some consideration as proposals progress and an active dialogue with Fields in Trust. Discussions have commenced with Fields in Trust but these are at an early stage. However Sport England who are a statutory consultee on planning applications for the development of playing field land have been very supportive of the proposals as they have developed and they will play a key role in negotiations on the Council's behalf.

3.10.8 **Development access and egress** – The viability study produced to inform early thinking on the site constraints considered access via a new junction on South Parkway Approach. However during preliminary discussions, highways

and transportation have highlighted potential issues with this approach and have a preference for an access from the existing roundabout at South Parkway and South Parkway Approach to be explored to minimise impact on traffic flows. This option would require a new bridged access road over the Wyke Beck and is expected to have an impact on cost. As a result a small site access study has been commissioned to explore and compare both deliverability and costs associated with both options. A transport assessment is also being commissioned to evaluate the impact of the proposals on the surrounding network.

- 3.10.9 **Impact to Wyke Beck, Nature reserve and trees** – An ecology study and a tree survey is being commissioned to understand the issues and minimise impact, this will also inform the feasibility for a bridged access over the Beck.
- 3.10.10 Subject to Executive Board approving the existing Fearnville Leisure Centre site as the new Wellbeing Centre for Inner East Leeds, it is proposed that a consultation exercise is undertaken to engage and seek stakeholders and user views on the likely facility mix to be provided. It is anticipated that the new Wellbeing centre scope is likely to include swimming pools, general sports halls, studios and gym along with a catering area to better serve the community, a primary schedule of accommodation has been created to inform the viability studies impact assessment on site constraints this will be developed and refined as part of the proposed consultation process to ensure it fully meets stakeholder needs. The consultation is proposed to take place between October and December 2017.
- 3.10.11 Separately, it is proposed to consult on the need for a secondary school on the same site, adjacent to the Leisure & Wellbeing Centre. Although not mutually dependent, if both proposals progress it is anticipated some economic benefits and cost savings may be available.
- 3.10.12 Subject to the outcome of the secondary school consultation, the Council would seek to run a Free School Presumption and invite interested sponsors to express their interest to operate the new school.
- 3.10.13 The viability study has provided a high level budget for the anticipated scope of works provided, based on delivery in late 2020. A fully inclusive budget including all surveys, fees, off site highways works and a proportionate level of client held contingency to deal with identified potential risks and site abnormalities could be in excess of the £10-14m identified in the Vision for Leisure Centres report in 2016. This budget is subject to the outcomes of the consultation exercise and the outcome of the projects detailed Feasibility Study.
- 3.10.14 In order to start to define the budget and cost envelope of the scheme Sport and Active Recreation need to commission the Feasibility Study; the anticipated cost of this is £300k.
- 3.10.15 The indicative programme for scheme development will be:
- Consultation complete December 2017

- Complete feasibility – January 2018
- Detailed design complete - April 2018
- Submit planning application - May 2018
- Approve contract award - Nov 2018
- Start on Site - Jan 2019
- Completion on site Sept 2020
- Existing Centre demolition and clearance - Feb 2021.

3.11 Financial Delivery Model

3.11.1 Prior to the commissioning of the feasibility, consideration has been given to the potential financial delivery model that could be developed to support the scheme business case. Currently Fearnville Leisure Centre operates at a subsidy of just over £200k per annum. Potentially, and subject to the facility provision in the new Leisure and Wellbeing centre, the new centre could improve its net operating position by £300k per annum, moving its operating costs from a £200k subsidy to a £100k surplus. This is partly informed by the other Wellbeing Centres – such as Holt Park whose income generation and use has increased significantly following the opening of its new Wellbeing Centre, with the number of visits at the site rising from 186k in 2011/12 (Old Centre) to 310k in 2016/17 (New Centre), a 66% increase in use as well as a gross increase in income of over £350k. The new approach has resulted in people who would have never stepped in to a leisure centre environment now doing so on a regular basis and the range of new partnerships that have developed from this have been impressive. The wellbeing centres are encouraging a broader range of people to be more active and enjoy the social, health and wellbeing benefits all in one place. They also provide opportunities for the council to reduce costs of services by collocating them in one place as well as the opportunities to reach more people who wouldn't normally engage with other services.

3.11.2 Using this new income generation potential, and working on the assumption that a new wellbeing centre at Fearnville would result in an improved operating position of £300k; should all these savings be used towards unsupported borrowing over a 30 year lifespan the prudential borrowing charge would be £5.9m. Subject to a successful bid Sport England could provide a grant towards the overall costs of the project of between £0.5m and £2m. This could potentially therefore provide funding of up to £7.9m towards the costs of the development. Based on the high level indicative figure of £10m-£14m included within the 2016 Vision for Leisure Centres report this leaves a shortfall of between £2.1m and £6.1m. However this figure may vary and potentially increase as a consequence of site constraints, unknown scheme parameters (ground conditions, planning requirements) and demolition costs of the existing Leisure Centre.

3.11.3 Members are asked to note that the council contribution to the development would be between £2m and £6m based on current funding estimates. However this will be subject to change as the project progresses.

3.12 **Vision for Leisure Centres – Wider Programme Update**

3.12.1 In addition to inner east Leeds, the report made the following proposals, which are briefly updated below, with the intention to bring more detail to future Executive Board reports and to update ward members on the outcomes of the proposed works:

3.12.2 **Proposal 1: Second Leisure and Wellbeing Centre – Rothwell Leisure Centre**

The second site proposed for a new Leisure and Wellbeing centre was the existing Rothwell Leisure Centre site, the original proposal envisaged that a new centre would be built whilst the existing was kept in operation.

Preparatory work has commenced, Stage 1 checks have been received which provide further detail on the existing ground conditions, drainage and topography of the site. Work is to be undertaken with colleagues in Urban Design to understand how the site may be planned to facilitate service continuity whilst providing appropriate construction access and site segregation to maintain user experience.

3.12.3 **Proposal 2: Reduce the hours of operation at Kippax to 58 from the 1 April 17. Explore re-provision of a swimming pool in this area to meet projected demand up to 2024.**

Opening hours have been reduced and the financial performance of the centre has consequently improved.

An initial site options appraisal has commenced and is being developed further. This will include reviewing the suitability of the existing site for redevelopment/improvements. This will be used to inform a feasibility study into the re-provision of a swimming pool within the catchment area as requested by Executive Board in December 2016.

3.12.4 **Proposal 3: Investment strategies in existing leisure facilities to provide a good rate of return and supporting the budget strategy 2017-2020.**

- **Aireborough Phase 1** - Phase 1 works includes improvements to the Swimming pool – retiling, improved plant room and new windows, Reception area – realigned to face the district centre, Pool changing rooms, Pool plant room, the inclusion of a community hub and improved, façade. The contract has been awarded to William Birch with the works commencing early August 2017 with an anticipated completion of 25th February 2018.
- **Aireborough Phase 2, Middleton and John Smeaton** – feasibility studies are being carried out to ascertain costs and deliverability of the proposals. Proposed facilities for these centres are:

| | |
|---------------------------|--|
| Aireborough phase2 | New gym, studio and multipurpose rooms as well as improved car parking |
| Middleton | New gym and studio |
| John Smeaton | Additional learner pool with associated changing room space and plant |

- **Pudsey** – a condition survey is being carried out prior to finalising facility requirements.

Ward members will be consulted on the outcomes of these feasibilities in due course.

4. Corporate Considerations

4.1 Consultation and engagement

- 4.1.1 The outcome of the site options appraisal for the location of the new Wellbeing Centre for inner east Leeds was reported to ward members for Gipton & Harehills, Temple Newsam and Killingbeck & Seacroft following its completion. All nine members were supportive of the outcome of the appraisal and the recommendation that the existing Fearnville Leisure Centre site should be the preferred site for the new Wellbeing Centre for Inner East Leeds.
- 4.1.2 This review of the vision for Leisure and wellbeing centres builds upon the previous comprehensive consultation that formed the basis of the original vision. The updated proposals have been developed in conjunction with Sport England and other key stakeholders. Subject to agreement of this report further consultation will take place in order to develop more detailed proposals for each individual development. A joint consultation working group has been established to coordinate and control the content and flow of information to the stakeholders.
- 4.1.3 The consultation plan covers engagement with ward members, community groups and local residents, national governing bodies of sport, current leisure centre users and park users and will work in tandem with the school consultation.
- 4.1.4 With Executive Board agreement, the consultation will commence at the beginning of October and will be completed by the end of December. The consultation will utilise a number of methods in order to make the process as accessible to the public as possible. This will encompass the use of social media, letters to organisations, drop-in sessions, one to one contact, displays in the centre and meetings with interested groups. A fuller plan is shown in Appendix C.

4.2 Equality and diversity / cohesion and integration

- A full screening has been carried out with main findings being to: Keep communities consulted and updated on the projects as they come up.
- Allow people to express their opinions and include them in the planning of the developments.
- Ensure the positive aspects of the developments are understood and embraced by local communities.
- Promote the strong points of the centres e.g. at Holt Park, some sports facilities were reduced to allow for additional facilities to cater for Adult Social Care users. Keep staff training updated to ensure the wider range of groups are catered for in a safe and fair way – e.g. safeguarding, disability awareness, equality training etc.
- Ensure communications are clear and informative. Work to increase links between old and new facilities. Ensure transport links exist and are strong.
- Ensure communication with the Kippax area is strong and links with other facilities on offer. Keep informed of progress of the proposed new pool as further information is available.

A full report can be found in Appendix B.

4.3 Council policies and Best Council Plan

4.3.1 The Best Council Plan 2015 – 20, updated for 2017/18 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. Currently the cost of inactivity to Leeds annually is £10.95m.

4.3.2 Outcomes included in the Best Council Plan include:

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

4.3.3 These objectives are supported through the proposed improvements to the Leisure Centre stock by ensuring the longevity of the facilities in key locations across 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 centres due to their outdated design.

4.3.4 This in turn also supports the following 2017/18 priorities:

- Good Growth
- Health and Wellbeing
- Resilient Communities
- Child Friendly City

- Better Lives
- Transport & Infrastructure
- Low Carbon

- 4.3.5 The delivery of high quality wellbeing centre in the inner east will play a key role in the Councils breakthrough projects: early intervention and reducing health inequalities where Physical inactivity is one of 3 main strands of work, especially in the inner east area. This supports delivery of the Leeds Health and Wellbeing Strategy.
- 4.3.6 The proposal to consult on a potential secondary school supports the Best Council outcome to give everyone the chance to do well at every level of learning, gaining the skills they need for life. This proposal is being brought forward to meet the LA's statutory duty to ensure there are sufficient school places for all the children in Leeds. Providing places close to where children live allows improved accessibility to local and desirable school places, is an efficient use of resources and reduces the risk of non-attendance.
- 4.3.7 This proposal contributes to the city's aspiration to be the best council, the best city in which to grow up and a child friendly city. The delivery of pupil places through the Learning Places Programme is one of the baseline entitlements of a child friendly city. By creating good quality local school places we can support the priority aim of improving educational achievement and closing achievement gaps. In turn, by providing young people with the skills they need for life, these proposals provide underlying support for the council's ambition to produce a strong economy by compassionate means. A good quality school place also contributes towards delivery of our Child Friendly Leeds ambition and Best Council Plan priority, supporting our focus on children and young people's school attendance, social achievement and educational attainment.

4.4 Resources and value for money

- 4.4.1 To develop the proposals for a new Leisure and Wellbeing centre on the Fearnville site to the next stage will require the production of a feasibility study. This study will review a number of options to deliver the requirements set out in the Fearnville Project Brief, considering in more detail how site-wide issues will be addressed whilst providing a funding envelope for full scheme delivery. The anticipated cost of proceeding to the next stage is £300k which will cover the professional fees and surveys. Should the scheme not proceed the incurred costs will create a further budget pressure for the directorate.
- 4.4.2 Subject to approval to proceed it is proposed that Members receive a report back on the outcomes of the feasibility study. It will be at that time that the full detail and mix of funding for the capital element of the project will have been determined.
- 4.4.3 Service officers anticipate that the schemes detailed funding proposals will be based on a mix of:
- Partner funding;

- Council capital resources, if required officers will work during the design process to minimise the call on this source of funding; and
- Supported borrowing based on the reinvestment of revenue savings realised.

4.4.4 Sport England are engaged as a partner to the Council's proposals through the Sport Capital Programme Board and as a potential capital investor via their Strategic Facilities Fund. This fund is designed to support the sector to invest strategically to deliver the outcomes essential to local communities. Priority is given to projects that are identified through a strategic vision with cross sector shared priorities and outcomes, demonstrating how Sport England investment will have a direct impact on achieving these. Facilities that can provide co-location and/or service integration operating models are a focus for any potential Sport England investment. Sport England are not able to confirm a figure for the Fearnville proposal at this stage but their likely contribution, if successful, would be in the region of £0.5 to £2m.

4.4.5 As part of the development of the Leisure and Wellbeing Model it is anticipated that other services and facilities may choose to locate within or adjacent to the centre proposed. The costs associated with the additional accommodation will need to be fully funded by the relevant service area in line with the model developed at Holt Park.

4.4.6 **VAT Implications – VAT Recovery**

4.4.6.1 The council can reclaim the VAT on expenditure incurred on VAT exempt traded activities (e.g. sport, culture, land & property transactions and crematoria) as long as this does not exceed 5% of the total VAT incurred on all council revenue and capital expenditure.

4.4.6.2 Consequently, this proposal for a new leisure and wellbeing centre will need to be carefully considered throughout each stage of development and will be highlighted in the next Executive Board report.

4.4.6.3 Members will need to be aware that the programme and timing of the proposals may be subject to change to enable the benefits of the VAT reclamation to be realised.

4.5 **Legal Implications, Access to Information and Call In**

4.5.1 There are no direct legal implications arising from the recommendations in this report.

4.6 **Risk management**

4.6.1 There are a range of risks on projects which are managed by the programme approach to the governance and funding of the schemes. Construction projects routinely carry a range of risks from their inception and the Council continues to review its approach to ensure risks are effectively managed.

- 4.6.2 A priced risk register will be developed for each individual scheme by Leeds City Council in conjunction with its partners to ensure all the risks for the project have been identified together with the relevant owner of the risk. The priced risk register has been used to inform the level of client contingency to be provided on a project by project basis.
- 4.6.3 On each individual project as it is brought forward an appropriate client held contingency commensurate with the value of the project will be included within the approval figure to address any risks that might occur during construction.
- 4.6.4 The proposed development works will protect income and enhance the facilities for users as well as attract further users in the future in order to ensure the viability of the service is secured. The proposals also help the service meet its health and safety obligations for customers and staff

5. Conclusions

- 5.1 The development of one new Leisure and wellbeing centre in inner east Leeds was identified within the 2009 Vision for Leisure Centre report, with the aim of the project for one centre to serve both the Fearnville and East Leeds Leisure centre. Following the introduction of Government austerity measures and the closure of the East Leeds leisure Centre, the development of a new centre stalled with there being limited future funding opportunities.
- 5.2 Fearnville has continued to serve the people of Inner East Leeds since 2009, with the nearest alternative centres being John Smeaton (3 miles away) and Scott Hall (3.3 miles away), each with their own distinct communities. Despite the increasingly ageing condition of the facility, it still had 175,869 visits in 2016/17. Although this is low compared to the newer leisure sites, it is testament to the important role the existing centre plays in its local community from the health and wellbeing perspective as shown through Community committee data for the Inner east as;
- 88% of population are classed as being within the top quintile of deprivation. The remaining 12% are classed within the next quintile.
 - Higher levels of BAME 21% compared to Leeds average 8%
 - All-cause mortality for both men and women under 75s is significantly above the Leeds average and the area is the highest of all in Leeds.
 - Smoking, obesity and diabetes rates are all significantly above the Leeds average, and higher than all other Community Committee areas (it is estimated that 40% of all early mortality is due to lifestyle factors)
 - National Child Measurement Programme data shows obesity rates in the Inner East cluster are higher than the Leeds average and by year 6 the area has obesity rates of 23.5%, compared to 15.6% in the most affluent areas of the city.
- 5.3 As illustrated, the Sport England Facility Planning Model for swimming, (updated in 2014) clearly identified a demand for swimming in the area of Fearnville, which is borne out in the 113,766 visits to the pools at Fearnville in 2016/17.
- 5.4 The preferred location is well placed to serve the residents of Temple Newsam, Killingbeck & Seacroft and Gipton & Harehills wards, being in an area with high

health inequalities and high levels of deprivation. There are good opportunities for the integration of services. The site as a whole provides a large amount of greenspace creating opportunities to explore further the synergy between the new facilities provided at a new wellbeing centre and the outdoor spaces within which that centre could be located. Furthermore the new wellbeing centre creates an opportunity to collocate adult social care services into it (as per Holt Park) as well as explore the opportunities that a new high school might afford if located in close proximity to the new wellbeing centre.

6. Recommendations

6.1 Executive Board is recommended to:

- i. Approve the site for the new inner east Leeds Leisure and Wellbeing Centre to be within the boundary set out in Appendix A;
- ii. Subject to Executive Board's approval to the Council bringing forward the above site for the new Leisure and Wellbeing Centre in inner east Leeds, approval of the commencement of public consultation, the outcome of which will be used to inform the future facility mix of the new centre and to comment on the site proposal;
- iii. Following conclusion of the consultation, to approve authority to spend of £300k to commission a feasibility study to develop proposals for a new Leisure and Wellbeing centre at a new location within the existing Fearnville Leisure Centre and surrounding site;
- iv. Note the position regarding progress on the wider Vision for Leisure & Wellbeing Centres programme and note that further updates will be brought back to Executive Board for consideration in February 2018; and
- v. Note that the Head of Sport and Active Lifestyles will be responsible for implementation.

7. Background Documents¹

7.1 None.

8. Appendices

- i) Appendix A Site Plan
- ii) Appendix B Equality Impact Assessment
- iii) Appendix C consultation plan

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