

**Name of meeting:** Cabinet  
**Date:** 21<sup>st</sup> August 2018  
**Title of report:** The new Spen Valley Leisure Centre

**Purpose of report**

This report will update on progress to date on the new Spen Valley Leisure Centre and seek Cabinet approval to move to the detailed design stage of the proposed £15m new build facility.

<b>Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?</b>	Yes  This will impact on more than two wards and will involve the commitment of up to £15m of capital investment.
<b>Key Decision - Is it in the <a href="#">Council's Forward Plan (key decisions and private reports?)</a></b>	Yes  16 / 02 / 2018
<b>The Decision - Is it eligible for call in by Scrutiny?</b>	Yes
<b>Date signed off by <a href="#">Strategic Director</a> &amp; name</b>  <b>Is it also signed off by the Acting Service Director for Finance IT and Transactional Services?</b>  <b>Is it also signed off by the Service Director for Legal Governance and Commissioning Support?</b>	Karl Battersby - 10.08.2018  Eamonn Croston - 10.08.2018  Julie Muscroft - 10.08.2018
<b>Cabinet member <a href="#">portfolio</a></b>	Cllr Graham Turner – Corporate Cllr Masood Ahmed – Learning and Aspiration Cllr Musarrat Khan – Health

**Electoral wards affected:** Cleckheaton, Heckmondwike, Liversedge and Gomersal, Mirfield

**Ward councillors consulted:** None

**Public or private:** Public

**1. Summary**

- 1.1 As previously established, the existing Spenborough Pool and the associated Peak Fitness gym complex are nearing the end of their economic life and are in need of replacement. So that Spen Valley residents can be supported to be more active and therefore lead healthier lives, the council has made a commitment to build a modern leisure facility in collaboration with Kirklees Active Leisure (KAL), its leisure operator.
- 1.2 An options appraisal has identified that the most suitable location for a new leisure facility is the site of the current swimming pool. This will mean the closure of the existing pool facilities for approximately two years which will have an impact on schools,

Spenborough Swimming Club, the public and KAL. Plans are being developed to mitigate this short term negative impact. The long term impact will be very positive financial, health and social outcomes for the Spen Valley.

- 1.3 Cabinet is being asked to approve a capital budget of £15m for the construction of a new Spen Valley Leisure Centre on the existing site; authorise detailed design and implementation to commence; note the impact of the closure for approximately two years on current users; and request that officers and KAL develop detailed plans to engage stakeholders and mitigate the impact during the closure period.

## 2. Information required to take a decision

### *Existing facilities*

- 2.1 Spenborough Pool was opened in 1969 and is a reinforced concrete framed building with non-load bearing masonry panel infills and glazing around the façade above the external ground level. The swimming pool walls and the perimeter walls around the building façade below ground level are continuous reinforced concrete.
- 2.2 Due to the high temperatures and humidity levels in swimming pool halls, this creates one of the most aggressive atmospheres to be found in any building environment which, over time, leads to corrosion of steel and steel reinforcement within concrete. After nearly 50 years of use, the building is showing signs of marked deterioration which will require very significant intervention in the coming years. In essence, it is rapidly approaching the end of its economic life and will eventually close itself due to the deteriorating condition of the structure.
- 2.3 The adjacent Peak Fitness complex dates from the 1960s, with a modular extension added in 2016. Whilst it is in a better condition, the building is separated from the swimming pool facilities which makes the delivery of an integrated leisure offer difficult to achieve.
- 2.4 One of Kirklees' outcomes is to ensure that "*people in Kirklees are as well as possible for as long as possible.*" It is therefore important that the pool and fitness facilities are replaced so that residents in the Spen Valley can "... *have access to opportunities to improve their health and well-being*" (Kirklees Council's Corporate Plan 2018-20). The new facility will also provide opportunities for employment and social interaction plus support local primary schools to meet their statutory obligation to ensure Key Stage 1 and 2 pupils can learn to swim.

### *Site search*

- 2.5 An initial search in 2015-16 for potential sites in the Spen Valley area for the construction of a new Spen Valley Leisure Centre did not identify any deliverable sites due to issues such as ownership, planning and/or legal constraints and Sport England concerns about other sporting facilities. A detailed options appraisal was therefore commissioned to evaluate potential locations on the existing Spenborough Pool site, with the locations considered shown on the plan attached at **Appendix A**.
- 2.6 The appraisal concluded that the most appropriate site for the new build Spen Valley Leisure Centre was on the site of the existing swimming pool building. This was because of its frontage onto Bradford Road (Location 1) and its deliverability in planning terms compared to the un-deliverability of the other locations on site.

- 2.7 The playing field at the rear of the existing pool (Location 2) is recognised as a flood plain and given appropriate protection from development by the Environment Agency; the playing fields known as Princess Mary playing fields and stadium were ruled out due to Sport England concerns and the cost of finding and creating replacement provision elsewhere (Location 3); whilst the temporary car park (Location 4) was found to be too small. The site of the existing Peak Fitness and Playing Field Pavilion buildings was eliminated due to planning constraints relating to the adjacent residential properties and the size / shape of the land available (Location 5).

*The new facilities*

- 2.8 The proposed new Spen Valley Leisure Centre will contain the following facilities mix:
- Eight lane 25 metre x 16.5 metre main swimming pool;
  - Five lane 20 metre x 10 metre learning pool with moveable floor;
  - A Fitness Gym (Approximately 600m<sup>2</sup>);
  - Two Exercise Studios (Approximately 245m<sup>2</sup> and 152m<sup>2</sup>);
  - A Spin Studio (Approximately 75m<sup>2</sup>);
  - Seating Gallery to observe the main swimming pool for around 90-100 people;
  - Changing Village (Wet side) that enables public and school swimming to occur simultaneously;
  - Changing facilities (Dry side) for the users of the gym and studios;
  - A Changing Places compliant facility for users with complex needs as well as other appropriate toilets and changing facilities for people with disabilities;
  - Large foyer and seating with refreshment facilities for customers;
  - Appropriate administrative and support space for KAL staff.

This brief was developed in conjunction with the Council's Sports and Physical Activity Team and KAL.

- 2.9 In late 2016, following a tender process, White Young Green Consultancy, supported by Ellis Williams Architects, was appointed to lead the development of an initial design for the new Spen Valley Leisure Centre on the site of the existing building to be delivered within a budget of £15m as set by Council in February 2017.
- 2.10 Following an iterative design process involving KAL, the Council's Culture and Vibrancy Service and the Capital Delivery team, a proposed internal and external layout for the new Leisure Centre has been developed and is attached at **Appendix C**, alongside indicative visuals at **Appendix B**.
- 2.11 The visuals show a building of merit and high quality that integrates well with the existing retained site features and surrounding context. The building is two storey in height and will be fully accessible and inclusive for all. The key internal spaces are all accessed from the main double height foyer which acts as the fulcrum for the building. From this space, users will find easy access to the ground floor where the new swimming pools, wet changing facilities and a refreshments / seating area will be. A staircase and lift in the foyer will provide direct access upstairs to a mezzanine floor where the extensive, state of the art fitness facilities and dry changing provision will be located, alongside spectator seating for the main pool below.
- 2.12 The proportions of the double height foyer and the plentiful natural daylight will create a light, airy and spacious feel to the new Spen Valley Leisure Centre which will be clearly visible from Bradford Road. The rectilinear footprint provides an efficient design but a striking appearance will be achieved through the use of carefully selected

materials and the articulations of the elevational treatment that will further enhance the attractiveness of the design. A large canopy over sailing the entrance and piazza areas will provide a clearly identifiable entrance whilst creating shelter for customers. The new car park will significantly increase the amount and quality of parking available compared to the existing centre.

- 2.13 The design of the new Spen Valley Leisure Centre is currently indicative and will be developed further during the Stage 3 detailed design process. The proposed layout is DDA compliant but will be further enhanced, for example, through widened pool surrounds to ensure that users with complex needs, for example from the Council’s Day Centres, will be able to use the facilities. The building will also be designed to be Dementia Friendly and inclusive for all.

*Key delivery milestones*

- 2.14 An indicative delivery programme has been developed based on Cabinet approval to proceed being provided on 21<sup>st</sup> August 2018 and commencement of Stage 3 detailed design in September 2018. The following broad timeline is suggested:

<b>Key Activity</b>	<b>Start Date</b>	<b>Finish Date</b>
Detailed Design	September 2018	February 2019
Planning Application process	March 2019	August 2019
Tender / Contractor appointment	March 2019	August 2019
Closure of the existing pool	September 2019	
Demolition	October 2019	March 2020
Construction	April 2020	August 2021
Fit and opening for the new Spen Valley Leisure Centre	September 2021	
Demolition of Peak Fitness buildings	September 2021	November 2021

This programme will be developed in greater detail as we progress through the design and planning application processes. At tender stage, potential bidders for the project will be asked to provide their optimum programme, as well as an alternative programme based around accelerated demolition and construction (if possible). Any possible alternative programme may well be at an additional capital cost which would need to be considered by the Council in due course.

- 2.15 It is proposed that the project will be tendered via the Yorkshire and Humberside YorBuild regional framework which is a construction framework developed by local authorities in the region to provide an efficient and collaborative approach to the procurement of major construction projects.

*Closure of the existing swimming pool*

- 2.16 Regrettably, it is inevitable that the existing swimming pool will need to be closed in order to allow the demolition of the building and its replacement with a new leisure centre. There are currently approximately 1300 school children using Spenborough Pool each week; a major swimming lesson programme delivered by KAL; use by the Kirklees Swim Performance Programme; use by Spenborough Swimming Club; together with significant use by KAL fitness members and the general public. Existing

users will need to be displaced to other leisure facilities in North Kirklees and, potentially, into nearby facilities in surrounding local authority areas.

- 2.17 Essential swimming services, such as the School Swimming Programme, will be prioritised by KAL when re-programming their water space across North Kirklees, with some pool space also needed to be found for the swimming club that uses the Pool at present. Overall, this would mean reduced opportunities for public swimming across North Kirklees, though this could be offset, to a degree, by longer opening hours in some of the remaining facilities, especially at Batley Baths and Recreation Centre. The impact of the closure has been assessed through an Equality Impact Assessment (EIA). The EIA undertaken in relation to the new build demonstrates that this short term negative impact during closure will result in a very positive long term gain for the Spen Valley. Further details about the EIAs are included at point 3.7.
- 2.18 A detailed stakeholder engagement plan will be developed and delivered by Officers, working closely with our partners in KAL, to ensure that all relevant user groups are engaged and involved in discussions to understand the impact on their usage and the potential alternative provisions that could be made available. A detailed communications plan will also be developed as the changes to the swimming programme will need to be widely and successfully communicated to residents, members and all other interested parties.
- 2.19 The closure for approximately two years will have an impact on the revenue position of KAL. An initial financial modelling exercise based on an assumed reduction in income from the loss of the existing pool and from other KAL run leisure facilities elsewhere in North Kirklees, which will be impacted as their existing swimming programmes will be disrupted by the closure, has indicated that the current surplus for the Spenborough Pool and Peak Fitness complex would turn into a three year deficit (two years without the swimming facilities and one year of the new operation getting back up to speed and winning back lost custom) before returning to a surplus in Year 4.
- 2.20 Officers from the Council's Culture and Vibrancy Service and Strategic Finance will work in partnership with KAL in the coming months to understand and support KAL as they model in detail the financial impact of the closure. They will develop proposals to mitigate and lessen the impact on KAL.
- 2.21 It should be noted that the adjacent Peak Fitness building will be retained and remain open for customers to use during the construction period though it is likely that car parking for this facility will need to transfer to the car park adjacent to the Princess Mary Playing Fields.

### **3. Implications for the Council**

#### **3.1 Early Intervention and Prevention**

In the short term, there will be a negative impact whilst swimming provision in North Kirklees is disrupted and reduced by the temporary loss of the Spenborough Pool facilities. In the medium and long term, the new Spen Valley Leisure Centre will comfortably re-accommodate all the displaced swimming groups as well as provide enhanced provision for swim, gym and fitness users. International research has demonstrated that physical activity improves people's physical and mental health; prevents the development of many illnesses and health conditions; and can help those

with long term conditions to manage their own health. The new leisure centre will ensure that in the long term, residents in the Spen Valley will be able to access opportunities to improve their health and well-being.

### 3.2 Economic Resilience

The construction of the new Spen Valley Leisure Centre will generate employment and supply opportunities for local labour and businesses with the successful contractor being required to achieve targets for local employment. The new centre will, when established, positively impact on the business plan for KAL, helping secure the future viability of facilities within its portfolio.

### 3.3 Improving Outcomes for Children

The replacement of the existing antiquated Spenborough Pool with a modern leisure centre providing an integrated offer of high quality swimming and fitness provision that can be accessed by school pupils in North West Kirklees, community swimming clubs and the KAL Swim Performance Programme for the next 60 years will have a positive health benefit for generations to come. It will support primary schools to achieve their statutory obligation to ensure pupils in Key Stage 1 or 2 can learn to swim.

### 3.4 Reducing the Demand for Services

In the medium to long term, there should be health related benefits for the Council and wider public services such as the NHS as the new Leisure Centre will comfortably re-accommodate all existing users as well as providing enhanced opportunities for swim, gym and fitness users. In addition, the improved accessibility and facilities such as Changing Places and a Dementia Friendly design should encourage more residents in North Kirklees to make greater use of the new Centre, thereby helping to produce increased physical and mental health outcomes.

### 3.5 Financial

#### (a) Capital

The anticipated capital budget requirement for the new build Spen Valley Leisure Centre is £15m. This is profiled within the July 2019 Council Capital Plan as follows:

Source	Spent	FY 18/19	19/20	20/21	21/22	22/23	Total
Council Borrowing	£518K	£500K	£1500K	£8000K	£3500K	£232K	£14,250K
KAL Contribution						£750K	£750K
<b>Total</b>	<b>£518K</b>	<b>£500K</b>	<b>£1500K</b>	<b>£8000K</b>	<b>£3500K</b>	<b>£982K</b>	<b>£15000K</b>

As this project is to be funded primarily from Council borrowing, the revenue impact of funding £14.25m equates to £897,750 per annum revenue finance charges at 6.3% for a period of 20 years. The Council will also incur £750,000 capital expenses through prudential borrowing on behalf of KAL, which KAL have agreed to provide to the Council as a capital contribution towards the new centre. The repayment terms for KAL equates to £47,250 per annum over a 20 year period. In total, the £945,000 per annum is funded within the Council's Medium Term Financial Plan (MTFP).

#### (b) Revenue

As outlined previously in paragraph 2.19 of this report, there will be a revenue impact on KAL due to the closure of the swimming provision at Spenborough Pool and the subsequent knock on impact on other leisure facilities in North Kirklees. Further work between the Council and KAL will occur to fully understand the implications of this for both parties and to ensure that the Council effectively supports KAL's revenue position during this period.

In addition, it is anticipated that other revenue costs will potentially arise over the coming 1-4 years relating to the delivery of this project. For example, extensive stakeholder engagement and communication plans will be required, marketing activities and potential relief support for some existing users. This is difficult to estimate at this juncture but a suggested total revenue allowance of £100k over the next four financial years starting 2019/20 should be sufficient.

### 3.6 Communications and Stakeholder engagement

As stated in paragraphs 2.17, the closure for approximately two years of swimming provision will impact on schools, the local swimming club and the public. The impact will be felt throughout the existing leisure facilities in North Kirklees as the current swimming programmes will need to be redrafted to take account of school and club swimming displaced from Spenborough. There will be a reduction in the availability of public swimming in North Kirklees during the closure period.

As a consequence, council and KAL officers will need to develop a detailed stakeholder engagement plan as Spenborough is currently used by 26 primary schools for swimming lessons, Spenborough Swimming Club, KAL Fitness members and the general public who undertake a range of swimming programmes such as Aquatic Fitness, Ladies / Sitara sessions and Learn to Swim at this site and other centres that will be impacted across North Kirklees.

A detailed communications plan will also need to be developed to alert users and residents throughout North Kirklees to the changes to the swim programme during the closure period but also to develop awareness of the fantastic new facilities that will be available once construction of the new Spen Valley Leisure Centre is completed.

Cabinet Members and Local Ward Members will need to be actively engaged in the process to ensure community support for this once in a generation opportunity to make a step change in the leisure facilities available in North West Kirklees.

### 3.7 Equalities Impact Assessment

The Equality Act 2010 places the Council under a duty - the Public Sector Equality Duty - to have due regard to the need to achieve equality objectives when carrying out its functions. Members are reminded that before making any decisions that they have a legal duty to consider the **Equality Act 2010 - Section 149**, which introduced a public sector equality duty that the Council must, in the exercise of their functions, have due regard to the need to:

- eliminate discrimination, harassment and victimisation;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

Officers have produced three Equality Impact Assessments (EIA) as follows:

- A Stage 1 EIA for the new build Spen Valley Leisure Centre which indicates a positive impact of the new facilities;
- A Stage 1 EIA for the up to two years period whilst the existing pool is demolished and the new pool built. This indicates a negative impact on protected characteristic groups;
- A Stage 2 EIA that assesses the impact on the affected groups and the measures that will be developed to mitigate the impact.

The EIAs for this project can be found at:-

[http://www.kirklees.gov.uk/you-kmc/deliveringServices/impactAssessments/impactAssessmentEvaluations/03\)%20Economy%20&%20Infrastructure/Economy,%20Regeneration%20and%20Culture/Spen%20Leisure%20Centre%20-%20EIA%20Stage%201%20-%20Closure%20period.xlsm](http://www.kirklees.gov.uk/you-kmc/deliveringServices/impactAssessments/impactAssessmentEvaluations/03)%20Economy%20&%20Infrastructure/Economy,%20Regeneration%20and%20Culture/Spen%20Leisure%20Centre%20-%20EIA%20Stage%201%20-%20Closure%20period.xlsm)

[http://www.kirklees.gov.uk/you-kmc/deliveringServices/impactAssessments/impactAssessmentEvaluations/03\)%20Economy%20&%20Infrastructure/Economy,%20Regeneration%20and%20Culture/Spen%20Leisure%20Centre%20-%20EIA%20Stage%202%20-%20Closure%20period.doc](http://www.kirklees.gov.uk/you-kmc/deliveringServices/impactAssessments/impactAssessmentEvaluations/03)%20Economy%20&%20Infrastructure/Economy,%20Regeneration%20and%20Culture/Spen%20Leisure%20Centre%20-%20EIA%20Stage%202%20-%20Closure%20period.doc)

[http://www.kirklees.gov.uk/you-kmc/deliveringServices/impactAssessments/impactAssessmentEvaluations/03\)%20Economy%20&%20Infrastructure/Economy,%20Regeneration%20and%20Culture/Spen%20Leisure%20Centre%20-%20EIAStageOneForm%20-%20new%20build.xlsm](http://www.kirklees.gov.uk/you-kmc/deliveringServices/impactAssessments/impactAssessmentEvaluations/03)%20Economy%20&%20Infrastructure/Economy,%20Regeneration%20and%20Culture/Spen%20Leisure%20Centre%20-%20EIAStageOneForm%20-%20new%20build.xlsm)

Members should have due regard to the Equality Impact Assessments when considering the proposals outlined in this report.

#### 4. **Consultees and their opinions**

The Portfolio Holders for Corporate, Learning and Aspiration and Health and the current and previous Leaders of the Council have been regularly briefed on the development of this exciting project over the past 18 months.

KAL is working collaboratively with the council and has been involved at all stages of the project. The organisation has commented that, "KAL is delighted that the Council is looking to move forward with the development of a fantastic new leisure centre in Spenborough. The planned fitness and swimming facilities within the new site will be able to offer a huge range of activities for local people to become more active, healthier and happier. Whilst there will be some disruption caused by having no swimming pool for up to 2 years, KAL is confident that we can work with our customers and user groups

to reduce the impact, with the reward of a brand new £15m leisure centre to look forward to.”

## 5. **Next steps**

If approved, Officers will instruct commencement of Stage 3 Detailed Design and will begin work to submit a planning application for the new build Spen Valley Leisure Centre, work up and submit tender documentation and prepare the project for implementation. Detailed stakeholder engagement and communications plans will be developed for future consideration and agreement with Cabinet Members before being implemented. Future update reports will be brought back to Cabinet at appropriate points in the project.

## 6. **Officer recommendations and reasons**

Members are requested to:

- Approve a capital budget of £15m for the delivery of the new Spen Valley Leisure Centre and the associated revenue financing costs;
- Note that there will be a financial impact on KAL of a closure for approximately two years but that Officers will work with KAL to understand this impact and to support KAL to develop mitigation measures that will lessen the impact on the Council and KAL;
- Note the requirement for a cumulative £100K revenue budget over the next four financial years starting in 2019/20 for additional Council costs for marketing, communications, stakeholder engagement and potential relief support costs;
- Authorise officers to move the project into the detailed design, planning application and tender stages;
- Request officers to develop detailed stakeholder engagement and communications plans for future consideration by Members;
- Note that future reports will be brought back to Cabinet as the project develops to keep Members informed of progress.

Officers make these recommendations as the existing Spenborough Swimming Pool complex is at the end of its economic life and will eventually close unless significant capital investment occurs. The current building is showing marked signs of deterioration and needs replacing with a new build Spen Valley Leisure Centre that will replace the existing swimming pool complex and the adjacent but detached Peak Fitness building. This will enable the delivery of an integrated swim, gym and fitness offer from one facility that will provide a step change in the quality of provision for residents in North West Kirklees and the wider area and support their management of their physical and mental health.

## 7. **Cabinet portfolio holder’s recommendation**

The Joint Portfolio Holders for Health, Corporate and Learning and Aspiration warmly welcome the proposed £15m investment to construct a new Leisure Centre to serve the Spen Valley.

This striking, modern new building will provide a step change in the quality of leisure, health and well-being facilities available for local people. The existing antiquated swimming pool will be swept away and replaced by a new Leisure Centre that is fully inclusive, provides state of the art facilities and which makes a statement about the importance and positive impact that fitness can have on residents. There will inevitably be some challenges and disruption during the two year period that it will take to remove the old complex and build the new Spen Valley Leisure Centre but the overwhelmingly positive benefits of the new building and its wonderful facilities will make these initial difficulties worthwhile.

8. **Contact officer**

David Martin – Head of Capital Delivery and Facilities Management – [david.martin@kirklees.gov.uk](mailto:david.martin@kirklees.gov.uk)

Adele Poppleton – Head of Culture and Vibrancy – [adele.poppleton@kirklees.gov.uk](mailto:adele.poppleton@kirklees.gov.uk)

9. **Background Papers and History of Decisions**

None

10. **Strategic / Service Director responsible**

Karl Battersby – Strategic Director for Economy and Infrastructure – [karl.battersby@kirklees.gov.uk](mailto:karl.battersby@kirklees.gov.uk)

Joanne Bartholomew – Service Director for Commercial, Regulatory and Operational Services – [joanne.bartholomew@kirklees.gov.uk](mailto:joanne.bartholomew@kirklees.gov.uk)

11. **Appendices**

Appendix A - Locations considered for new Leisure Centre on existing site.

Appendix B - Indicative visuals of the new Spen Valley Leisure Centre.

Appendix C - Indicative internal and external layouts of the new Spen Valley Leisure Centre.





For illustrative purposes only.



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For illustrative purposes only.

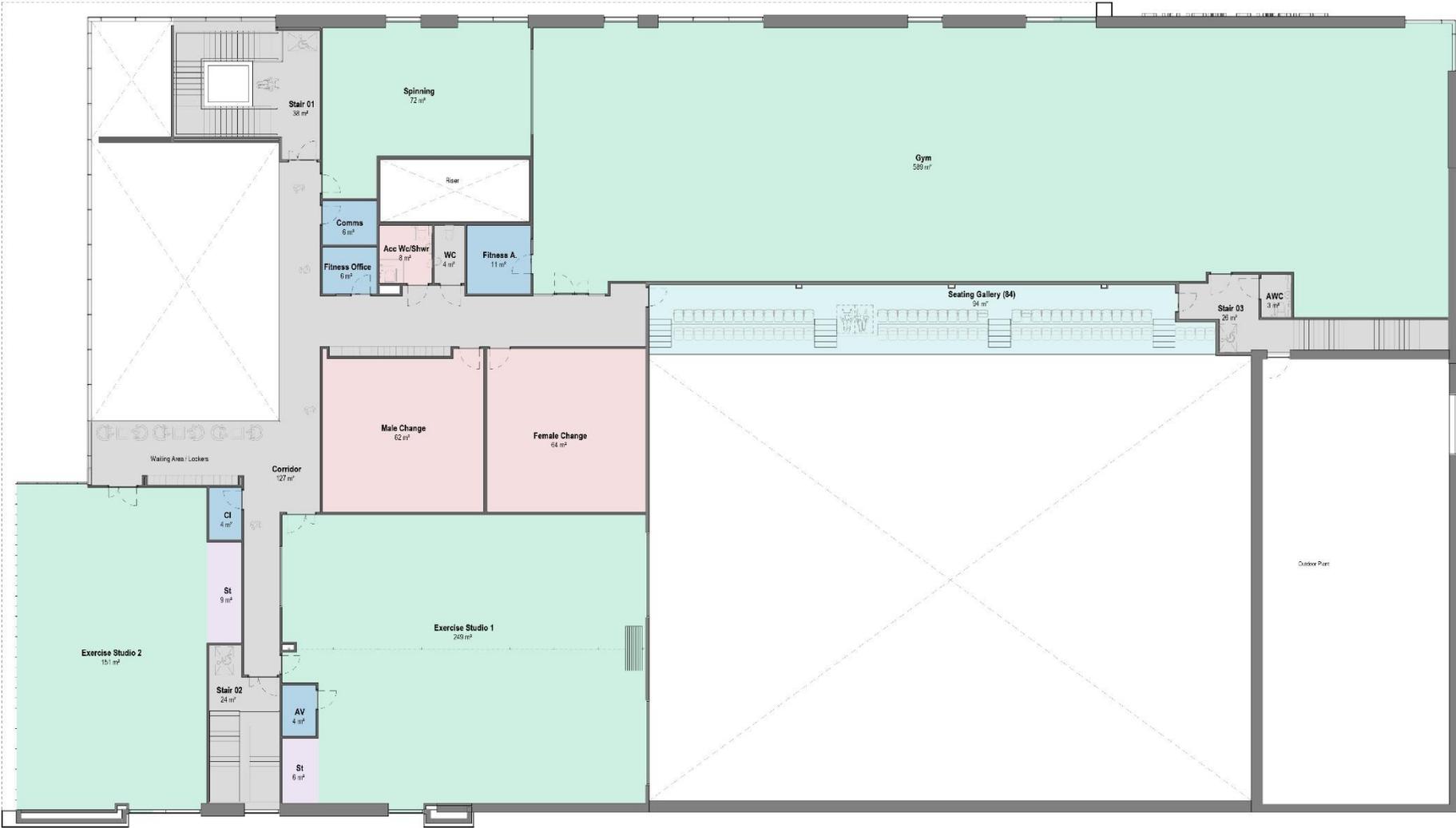
# Appendix C



## Department Title

- Pool Area
- Staff & Admin
- Storage
- Non-net
- Riser
- Dry Changing
- Wet Changing
- Adult Services
- Plant
- Gym / Studio

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