

 <b>EXECUTIVE</b> <b>6<sup>th</sup> March 2019</b>		<b>Agenda Item No.</b> <h1 style="text-align: center;">10</h1>
<b>Title</b>	Indoor Sports Strategy (2018)	
<b>For further information about this report please contact</b>	Rose Winship <a href="mailto:Rose.winship@warwickdc.gov.uk">Rose.winship@warwickdc.gov.uk</a> 01926 456223	
<b>Wards of the District directly affected</b>	All district	
<b>Is the report private and confidential and not for publication by virtue of a paragraph of schedule 12A of the Local Government Act 1972, following the Local Government (Access to Information) (Variation) Order 2006?</b>	No	
<b>Date and meeting when issue was last considered and relevant minute number</b>	March 2015 – Minute 137	
<b>Background Papers</b>	N/A	

<b>Contrary to the policy framework:</b>	No
<b>Contrary to the budgetary framework:</b>	No
<b>Key Decision?</b>	Yes
<b>Included within the Forward Plan? (If yes include reference number)</b>	Yes Ref: 994
<b>Equality &amp; Sustainability Impact Assessment Undertaken</b>	No

<b>Officer/Councillor Approval</b>	<b>Date</b>	<b>Name</b>
Chief Executive	12 <sup>th</sup> Feb 2019	Chris Elliott
CMT	12th Feb 2019	Chris Elliott, Bill Hunt, Andrew Jones
Section 151 Officer	12th Feb 2019	Mike Snow
Monitoring Officer	12th Feb 2019	Andrew Jones
Head of Service	12th Feb 2019	Rose Winship
Portfolio Holder(s)	18 <sup>th</sup> Feb 2019	Councillor Coker
<b>Consultation &amp; Community Engagement</b>		
Sports clubs, schools private operators and National Governing Bodies of Sport (NGBs)		
<b>Final Decision?</b>	Yes	

## **1 SUMMARY**

- 1.1 In 2015, the Council adopted its first Indoor Sport and Leisure Strategy based on 2014 data, which set the direction and approach that the Council would take in planning and delivering provision of indoor sport across the district. It is intended that any Indoor Sports Strategy includes all indoor sports provision, not only that provided or managed by the Council, and seeks to enable a joined up approach to delivery, thus ensuring the most effective use of resources, and the most appropriate mix of facilities in the district. There are two distinct elements to Indoor Sports provision, namely Sports Halls and Swimming Pools.

## **2 RECOMMENDATIONS**

- 2.1 Members note the evidence base and the outcomes of the most recent Sport England Facilities Planning Model used to inform the Indoor Sport and Leisure Strategy 2018 (Appendices 1a and 1b).
- 2.2 Members approve the Indoor Sport and Leisure Strategy (2018) (Appendix 2)
- 2.3 Members note that the equivalent revised Playing Pitch Strategy, including an Athletics Needs Assessment, will be brought a future Executive meeting in July 2019.

## **3 REASONS FOR THE RECOMMENDATIONS**

### 3.1 Recommendation 2.1

- 3.11 The Indoor Sport and Leisure Strategy 2018 updates the previous 2014 Indoor Sport and Leisure Strategy. The 2014 Strategy was based on detailed needs and evidence work at the time, and was produced in line with the National Planning Policy Framework (NPPF) at the time. The NPPF was updated in 2018, and sets out the requirement for Local Plans to ensure that there is proper provision of community and cultural facilities to meet local needs.

- 3.12 The new NPPF's expectations for the development of local planning policy for sport and physical activity/recreation is set out in paragraphs 96 and 97, which require there to be a sound (i.e. up-to-date and verifiable) evidence base underpinning policy and its application.

- 3.13 Paragraph 96 indicates that:

'Access to high quality open spaces and opportunities for sport and recreation and physical activity is important for the health and well-being of communities. Planning policies should be based on robust and up to date assessments of the need for open space, sports and recreation facilities (including qualitative or quantitative deficits or surpluses) and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sports and recreational provision is needed, which plans should then seek to accommodate.'

- 3.14 Paragraph 97 states that:

'Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.'

3.15 The 2018 Strategy is the result of a refresh of the 2014 evidence base, reflecting changes that have taken place over the last 4 years across Warwick District. The Strategy reflects the results of the updated Sport England Facilities Planning Model (FPM), the significant investment in Council owned indoor facilities in Leamington Spa and Warwick, recognises a range of current leisure facility projects that are already underway, and whilst it firmly remains a district wide document, it has a focus on the Kenilworth area in recognition of the large number of residential and leisure based projects that are in an initial phase in this area. Appendix 3 shows the changes in priorities between the 2014 Strategy and the 2018 Strategy.

3.16 As was the case in 2014, it is essential that the Council has a robust evidence base to support any requests for developer contributions towards indoor sport in the district in the coming years. The FPM is the recognised methodology for establishing demands for various sports facilities, based on the population and demographics of an area. Appendices 1a (sports halls) and 1b (swimming pools) show the demand analysis generated by the latest FPM runs for 2017 and 2029. Experience from the last 4 years has shown that requests for s106 contributions, supported by FPM data, have generally been successful and rarely challenged by developers. Therefore, it is essential that the Council has an up to date Strategy supported by current data.

### 3.2 Recommendation 2.2

3.2.1 The updated 2018 Strategy ensures that the long term sports facility needs for the district to 2029 are identified, and ensures that the Council is in a position to deliver not only on sporting provision but also on the Council's health and well-being, and economic priorities. The Strategy has been updated to reflect the latest supply of leisure facilities, including council owned facilities, private facilities, schools and universities. It also factors in projections for population growth and the associated demographics up to 2029 in order that future plans, by all leisure providers can reflect the needs of the district residents as it continues to grow.

3.2.2 A significant change since the 2014 Strategy has been the refurbishment of Warwick District Council's own leisure assets. The 2014 Strategy recommended investment in the Council's leisure centres, and this became the trigger for the implementation of the Leisure Development Programme and the Phase I projects at St Nicholas Park and Newbold Comyn leisure centres. The re-run of the FPM in 2018 acknowledges the expansion of these two centres, and of other changes in leisure provision in the district and in neighbouring areas. For clarity the 2018 FPM also factored in the current ambitious sports facilities scheme nearing completion at Warwick University, and the construction of the new 50m swimming pool at the Alan Higgs Centre in Coventry which will ultimately replace the swimming pool complex at the Coventry Sports and Leisure Centre, Fairfax Street in the city centre which is due to close in the near future.

3.2.3 With specific reference to Appendix 1b (swimming provision), Members attention is drawn to the paragraphs 9.11, 9.17, 9.18 and 9.19 which address the 2 elements of provision. Paragraph 9.11 states that:

“ in overall terms, the findings are that Warwick has a sufficient quantity of water space to meet the Warwick demand for swimming up to 2029. There is no identified need for further swimming pool provision”.

However, it then goes on to say in paragraph 9.17 that:

“the conundrum from the FPM assessment is that (1) whilst the quantity of water space across the District is sufficient to meet projected demand to 2029 and (2) there is some unmet demand located outside the catchment area of a pool, this is insufficient to consider provision of further swimming pools”.

Paragraph 9.18 continues:

“However (3) the distribution of demand is such that the public swimming pool sites are very busy pools and (4) there is limited scope to re-distribute demand from public pools to other pools .....

Paragraph 9.19 states:

“Further modernisation of Abbey Fields pool site may be needed to ensure the building can accommodate the projected higher levels of usage.”

3.2.4 In simple terms, the above paragraphs are identifying the fact that whilst according to the model the district has sufficient water space to see it through to 2029, the fact that all the district’s public pools are being so heavily used, means that there is insufficient spare capacity in these pools for the anticipated new customers in the district. Therefore, the only way to address this is to provide additional water space in Council owned pools. This is confirmed in KSP2 and SP3 in the Indoor Sports Strategy.

3.2.5 Paragraphs 7.7 and 7.8 of Appendix 1b detail the levels of use of the three swimming pools in Warwick district. At the time that the FPM was run (2017), all exceeded the 70% “comfort” benchmark set by Sport England. Table 7.2 in Appendix 1b shows the levels of use in all the pools in the district, and highlights the comparative % between the public pools and those that are private/membership only pools, It should be noted that the average % usage level across the district is 61%, clearly within the Sport England guidelines, but this is significantly skewed by the low levels of the private/membership only pools. The proposals to expand the swimming provision at Abbey Fields will increase the water space accessible by local residents; without the extra water space local residents would have to use what are already busy public pools, or join private clubs to enjoy uncrowded water space.

3.2.6 Since 2017, the Newbold Comyn and St Nicholas Park leisure centres have both enjoyed significant refurbishment and are both enjoying increased attendances, and consequently it is likely that the % usage figures for swimming at these sites will have increased. The pool at Abbey Fields has traditionally been very heavily used by a range of customers. There is a very loyal customer base including families, older people, and children. Local primary schools use the pool on a regular basis and there are 3 swimming clubs using the pool as their base. The swimming lesson programme at this pool is very popular and a

recent piece of work has identified a latent demand of approx. 1400 children per annum by 2029. Abbey Fields % usage has increased since Everyone Active took over the running of the pool in June 2017 and attendance figures have increased.

	<b>2017 weekly peak pool capacity %</b>	<b>Comparison to Sport England 70% "comfort level"</b>	<b>Anticipated 2029 weekly peak pool capacity %</b>	<b>Comparison to Sport England 70% "comfort level"</b>
Abbey Fields Swimming Pool	73	+3	81	+11
Newbold Comyn Leisure Centre	72	+2	79	+9
St Nicholas Park Leisure Centre	78	+8	81	+11

3.2.7 Officers have identified an inconsistency in the Strategic Assessment report (Appendix 1b) and should point out that the 73% quoted in the table above and in Table 7.2 of Appendix 1b is the correct figure, rather than the 77% quoted in paragraphs 7.7 and in the Summary of Key Findings in Section 9 of Appendix 1b. Officers have spoken to the author of the report and confirmed that 73% is the figure calculated by the data, and is the figure used as the basis for the calculations and the conclusions in the report. The 2029 figure of 81% does not change, and therefore the conclusion that there is a need for more water space to accommodate the growing population by 2029 remains sound. The author of the Strategic Assessment summarised the position as follows: "In short, the FPM findings are that, Abbey Fields is a busy pool in 2017 and will become even busier by 2029. By then it is projected to be 11% above the Sport England benchmark measure, of a pool being comfortably full, at 70% of capacity used at peak times."

3.2.8 Paragraphs 9.13 – 9.16 of Appendix 1b highlight the relationship between provision in Coventry and Warwick district. Given the proximity of Kenilworth to large residential areas of Coventry, there is a particular relevance when we consider the future provision in Kenilworth. It is also crucial to note that Abbey Fields pool currently operates at 73% of pool capacity, anticipated to grow to 81% by 2029. These figures exceed the Sport England benchmark capacity of 70%, and highlight that the Abbey Fields pool is already a very well used pool, with little spare capacity for new users. If there is new demand from Kenilworth residents and further imported demand from Coventry, then the pool will not be able to accommodate this extra demand unless more water space is provided. The point is also made by the consultant who carried out the Strategic Assessment for provision of Swimming Pools in Warwick District Council, that the location of the current pool is the best option in terms of accessibility for the local population both at the present time and following the expansion of the town by 2029.

3.2.9 Members will be aware of the work that is underway to confirm the development of sports facilities in Abbey Fields and Castle Farm in Kenilworth. The initial scoping of both projects was based on the 2017 FPM evidence base and the subsequent 2018 Strategy that is being discussed in this report. Whilst at the start of the Kenilworth Leisure project the Strategy was yet to be

adopted, the FPM was essential in confirming where there were existing gaps in provision and where demand would outstrip supply in the life of the current Local Plan ie to 2029.

3.2.10 Within the 2018 Strategy there are a number of priorities identified that have a direct bearing on the emerging Leisure Development Programme. In terms of swimming provision, Members should note KSP2 which recommends for Abbey Fields that “ in order to find increased swimming capacity in the district, further modernisation of the Abbey Fields site should be explored to ensure the centre can accommodate projected higher levels of usage. This will need to include options for increasing water space at the site .....”. Priority SP3 also states that “ As part of any swimming pool refurbishment programmes the Council will seek to increase the amount of water space through modernisation and the configuration of new layouts. Priority in Kenilworth in line with KSP2”

3.2.11 The new Strategy identifies a priority for the Council to continue its investment in sports halls, with KSP2 recommending that “the redevelopment of Castle Farm Recreation Centre should consider increasing the size from a 4 court badminton court sports hall to a 6 or even 8 court hall”. This is backed up by SH3 and SH4 which refer to the Castle Farm refurbishment and any opportunities that emerge as part of the new school proposals in Kenilworth. There is also reference to the principle of protecting any existing community use agreements for school sports halls, and to ensure that any new sports halls should comply with the latest Sport England dimensions (SH5).

3.2.12 In the same way that the outcomes of the FPM and the Strategy have been used to support the development of the Council projects, officers have also shared the documents with Kenilworth School, and used them to inform the Community Stadium and the new secondary school on Oakley Wood Road projects. Whilst the Kenilworth Wardens and Kenilworth Rugby Club projects are largely focussed on outdoor sports, both have some element of indoor sport and therefore we have also shared the documents with these organisations in support of their ambitious projects.

### 3.3 Recommendation 2.3

3.31 Officers, working alongside WYG Environment Planning Transport Ltd, (previously Neil Allen Associates) are also in the process of updating the needs and evidence base for Playing Pitches and Outdoor Sport along with a new Strategy and Action Plan. Both pieces of work, ie the Indoor Strategy and the Playing Pitch Strategy, together provide a coordinated and long-term approach to sports facility provision and planning across Warwick district for both indoor and outdoor sport.

## **4 POLICY FRAMEWORK**

### 4.1 Fit for the Future (FFF)

The Council’s FFF Strategy is designed to deliver the Vision for the District of making it a Great Place to Live, Work and Visit. Amongst other things, the FFF Strategy contains Key projects.

The FFF Strategy has 3 strands – People, Services and Money and each has an external and internal element to it. The Council’s Service Area Plans are the

programme of work fundamental to the delivery of the strands described in the table below.

<b>FFF Strands</b>		
<b>People</b>	<b>Services</b>	<b>Money</b>
<b>External</b>		
<b>Health, Homes, Communities</b>	<b>Green, Clean, Safe</b>	<b>Infrastructure, Enterprise, Employment</b>
<u>Intended outcomes:</u> Improved health for all Housing needs for all met Impressive cultural and sports activities Cohesive and active communities	<u>Intended outcomes:</u> Area has well looked after public spaces All communities have access to decent open space Improved air quality Low levels of crime and ASB	<u>Intended outcomes:</u> Dynamic and diverse local economy Vibrant town centres Improved performance/productivity of local economy Increased employment and income levels
Evidence to support ambitious projects to improve the districts sporting facilities	Environmentally sensitive design to be used where viable	Modernisation of Council owned assets (leisure facilities), extending the life of the assets and reducing the ongoing maintenance liabilities.
<b>Internal</b>		
<b>Effective Staff</b>	<b>Maintain or Improve Services</b>	<b>Firm Financial Footing over the Longer Term</b>
<u>Intended outcomes:</u> All staff are properly trained All staff have the appropriate tools All staff are engaged, empowered and supported The right people are in the right job with the right skills and right behaviours	<u>Intended outcomes:</u> Focusing on our customers' needs Continuously improve our processes Increase the digital provision of services	<u>Intended outcomes:</u> Better return/use of our assets Full Cost accounting Continued cost management Maximise income earning opportunities Seek best value for money
Staff are clear about objectives and priorities for indoor sports provision	Services are designed and managed in a way that meets the needs of the community.	Opportunity to negotiate improved management fee from leisure operator for AF & CF leisure centres.

## **5 BUDGETARY FRAMEWORK**

- 5.1 The Council is committed to continuing its investment in its sports and leisure stock. In order to do so, developer contributions (s106 and CIL) are an essential source of funding. Phase I of the Leisure Development Programme (LDP) is now complete, and was funded in part by developer contributions

totalling a maximum of £3million. Phase II of the LDP will also rely on successfully negotiating developer contributions. The current "Reg 123 list" includes a £4.2mill CIL contribution for the Castle Farm project. An updated "Reg 123 list" is included elsewhere on the agenda for this meeting. Whilst it is intended that the Abbey Fields project will be part funded by significant s106 contributions; the precise value of s106 contributions for Abbey Fields is yet to be confirmed.

## **6 RISKS**

- 6.1 There is a risk that without an adopted Indoor Sports Strategy, the Council could be challenged by developers when requests are made for s106 contributions to sports projects and when indoor sports schemes are included in the Community Infrastructure Levy (CIL) Regulation 123 list.
- 6.2 There is also a risk, that without an adopted Strategy that looks across the whole district, and to neighbouring authorities, investment in sports provision could be uncoordinated, with the potential for duplication or gaps in provision. Whilst the Council cannot force partners or neighbouring authorities to recognise the Strategy, the existence of the document provides a framework for joined up and cooperative working.

## **7 ALTERNATIVE OPTIONS CONSIDERED**

- 7.1 The Council could have chosen not to update the 2014 evidence base and Strategy and continue to use the 2014 documents for forward planning purposes. This is contrary to the advice from Sport England and would leave the Council exposed to risk as outlined above. Therefore, it was not considered a viable option.