

 Executive – 26th September 2018		Agenda Item No. 4
Title	Leisure Development Programme Phase Two – Kenilworth Facilities	
For further information about this report please contact	Andrew Jones Andrew.jones@warwickdc.gov.uk Rose Winship Rose.winship@warwickdc.gov.uk Paddy Herlihy Paddy.herlihy@warwickdc.gov.uk	
Wards of the District directly affected	Kenilworth Abbey Kenilworth Park Hill Kenilworth St Johns Stoneleigh and Cubbington Arden All district – indirect impact	
Is the report private and confidential and not for publication by virtue of a paragraph of schedule 12A of the Local Government Act 1972, following the Local Government (Access to Information) (Variation) Order 2006?	No	
Date and meeting when issue was last considered and relevant minute number	Executive November 2015 (Leisure Development Programme) Executive November 2014 (Sport and Leisure – Vision and Principles) Executive February 2018 (Leisure Development Phase 2 (Kenilworth))	
Background Papers		

Contrary to the policy framework:	No
Contrary to the budgetary framework:	Yes
Key Decision?	Yes
Included within the Forward Plan? (If yes include reference number)	Yes Ref No: 938
Equality Impact Assessment Undertaken	No
No decisions being taken on detail at this stage. The EIA will be undertaken at the appropriate stage as the project and design develops.	

Officer/Councillor Approval		
Officer Approval	Date	Name
Chief Executive/Deputy Chief Executive		Chris Elliott/Andrew Jones
Head of Service		Rose Winship
CMT		Chris Elliott/Andrew Jones/Bill Hunt
Section 151 Officer		Mike Snow

Monitoring Officer		Andrew Jones
Finance		Mike Snow
Portfolio Holder		Cllr Coker
Consultation & Community Engagement		
Stakeholder and public consultation will be undertaken at two stages during the design process, as described in the report and Appendix B to this report. The purpose of this report is to agree what the content of such public consultation should be. The list of stakeholders to be consulted as part of this process is included as Appendix C to this report.		
Final Decision?		No
Suggested next steps (if not final decision please set out below) The report proposes that the next steps are to consult with the public on the broad content of the redevelopment of the Castle Farm Recreation Centre and the Abbey Fields Swimming Pool. Following this consultation and further financial modelling the conclusions reached will be reported back to Executive in December 2018 in order to move forward to RIBA stage 2 design.		

1. Summary

Phase 1 of Leisure Development Programme is now very nearly completed. The initial public reaction to the new-look Leisure Centres at Newbold Comyn and St Nicholas Park has exceeded expectations and financial performance is also exceeding initial expectations.

It was agreed at the start of the Leisure Development Programme in 2015 that Kenilworth facilities would form a Phase 2 of the Leisure Development Programme, once the Local Plan gave more certainty as to the future development of the town. The Local Plan is now in place (see paragraph 4 below) and so it is now appropriate to begin Phase 2 of the Leisure Development Programme.

This report seeks the approval of the Executive for the various options to be presented to stakeholders and members of the public as part of a RIBA stage 1 consultation.

Once the initial consultation has been completed a further report will be provided to the Executive in December 2018 to report back on the consultation, to detail the financial position on the project and to identify the proposed design option to be taken forward into the RIBA stage 2 design process.

2. Recommendations

- 2.1 To agree the stakeholder and public consultation process to be undertaken for the RIBA stage 1 consultation process for Phase 2 of the Leisure Development Programme, as shown in Appendix B of this report, including the design options to be presented as part of this consultation process, as shown in Appendix A of this report.
- 2.2 To note the programme timetable for Phase 2 of the Leisure Development Programme, as shown as Appendix D of this report.

3. Reasons for the Recommendations

- 3.1 The public's reaction to the nearly completed facilities at Newbold Comyn and St Nicholas Park Leisure Centres has been very good, and income and

attendance levels are both exceeding expectations. Sport England (who provided grant funding for both schemes) have decided that both Centres represent examples of best practice. It was agreed in 2015, at the beginning of the Leisure Development Programme, that the facilities in Kenilworth would be Phase 2 of the Programme, which would be commenced when the Local Plan was completed, as this would set the context for the work in Kenilworth. The Local Plan has now been adopted, and a number of other planning documents are being prepared, as shown in paragraph 4 of this report.

- 3.2 It is now time to commence Phase 2 of the Leisure Development Programme. It is important that Kenilworth should have the same sort of aspirational, successful and modern facilities as the Council has provided at Newbold Comyn and St Nicholas Park. The community in Kenilworth will be encouraged by such excellent facilities to adopt an increasingly healthy lifestyle. The Council can renegotiate the concession fee from Everyone Active in light of the improved facilities and therefore will receive an improved concession fee as attendance and income will rise. The newly constructed or refurbished facilities will be up to modern design standards, making them more environmentally friendly and cheaper to run. The facilities will be prepared for use for another 30 years.
- 3.3 Castle Farm Recreation Centre and Abbey Fields Swimming Pool between them provide the majority of the general sports and leisure provision in Kenilworth. The Meadow Community Sports Centre at Kenilworth School is open to the public during non-school hours and also provides a valuable resource for sport and leisure in the town. This provision, and its potential move with the school to a new location, will be factored into considerations of sport and leisure in the town and the north of the District. Local Sports Clubs are vitally important to sports provision in the town and they also form an important part of the strategic planning for sport. The Castle Farm and Abbey Fields facilities are geographically close together and they offer complimentary and non-conflicting activities. It is therefore appropriate to consider the re-design of the two sites as one project, as any design decision made at either site will influence the demand and facility provision at the other.
- 3.4 Members will be aware that the Kenilworth Wardens Community Sports Club is intending to sell its current site for development and move to land next to the Castle Farm Recreation Centre. Officers have been working closely with Wardens to consider how the two projects can be delivered in a co-ordinated way with minimum disruption to residents and users of the facilities. The proposed move is being factored into the design process for the Castle Farm site in terms of traffic, parking, site layout, impact on the Green Belt and so on.
- 3.5 Sport England's Facility Planning Model is the accepted modelling tool to enable Local Authorities to predict the likely demand for sports and leisure facilities in any given community. This model also allows for future growth in population. This model has been applied to Kenilworth and the north of the District and it has identified two relevant short-falls in provision for the population expected in the area by the end of the current Local Plan period in 2029 (see section 4 of this report). It states that there will be a need for sports hall space equivalent to two badminton courts and also a need for additional water space which is the equivalent of 1.8 lanes of a 25 metre swimming pool. This can be provided in a number of ways. Both of these elements are included in the new Indoor Sports Strategy that was completed in the summer of 2018 and which will be brought to members together with the updated Playing Pitch Strategy in early 2019.

- 3.6 The project will follow the Royal Institute of British Architects (RIBA) project stages model, in order to manage resources effectively and report back throughout. The model is shown as Appendix E to this report. The professional services and design team has been procured and Mace have been appointed as Project Managers with Darnton B3 as the architects. The proposed programme is shown as Appendix D to this report.
- 3.7 The design processes involved in RIBA stage 1 (Preparation and Brief) have been completed. This process included a matrix analysis of the various options available. This assessed such elements as the design quality, flexibility, customer requirements, operational effectiveness and value for money. This led to the rejection of a refurbishment option at Castle Farm Recreation Centre because the existing building has a number of severe design constraints. These include –
- The floor to ceiling heights are too low for installing studios and gyms, and so these would need to be in new wings alongside the old, and levels would not be the same.
 - The structure of the pillars in the 4 court sports hall means that it would not be possible to create one 6 court hall, as proposed. It would be necessary to retain the current 4 court sports hall, which is smaller than current Sport England standards, and then build a separate 2 court sports hall alongside, which restricts operational flexibility.
 - The substantial oak tree to the north east of the current building would restrict the construction of a larger refurbished building on the same footprint, and would need to be incorporated into the design.
 - Sticking to exactly the same location may reduce the flexibility to improve vehicle movements around the site.
 - The fabric of the existing building is not up to contemporary insulation and environmental standards and this could not be corrected in a refurbishment.
 - Anticipated costs of substantial refurbishment are less than 3 per cent lower than the anticipated cost of re-building, but the outcomes are substantially less appropriate.
- 3.8 The RIBA stage 1 design process also rejected any large scale expansion at the Abbey Fields Swimming Pool site. This site is extremely sensitive as it is part of the Scheduled Ancient Monument of the Kenilworth Abbey Fields. Any large scale expansion of the footprint of the existing building would run the considerable risk of damaging archeological remains. Historic England will be consulted closely on this site, and will have a view as to the appropriateness of any proposed development.
- 3.9 A number of options have emerged from the stage 1 design process and matrix analysis. The resultant drawings are presented as Appendix A of this report. One of the purposes of the proposed public consultation exercise is to establish the public appetite for introducing each of these potential options.
- 3.10 At Castle Farm, there is one main proposal. This is to demolish the current Castle Farm Recreation Centre and replace it with a brand new 'dryside' facility. A dryside facility is a sports centre with sports hall, gym, studios and other facilities but no swimming pool. At Castle Farm this would be likely to constitute a sports hall large enough for 6 badminton courts (a '6 court hall'), a gym with perhaps 80 'stations' or items of fitness equipment and one or two studios for dance, fitness and other exercise. Other facilities could be added as identified by current demand and through the public consultation. The increase in the size of the sports hall from 4 to 6 badminton courts fulfils the local requirement for

additional courts, as identified by the Sport England Facility Planning Model (see paragraph 3.5 above).

- 3.11 The main choice to be made at Castle Farm is whether or not the Scouts organisation should be located on the same site or a different one. As the Recreation Centre will be rebuilt the current facility for the Scouts will no longer be available. It would be possible to build a new, purpose-built building on the Castle Farm site for the Scouts and associated organisations. This would have the benefit of meaning that the Scouts and the Leisure Centre could function independently. Alternatively, the Scouts could be accommodated on a different site within the town. The Council is committed to ensuring that the Scouts retain a facility within the town.
- 3.12 At Abbey Fields the proposal is to retain the existing 25 metre indoor swimming pool. However, there two main options for the remainder of the site. Firstly, it would be possible to replace the current outdoor fun pool and paddling pool with an indoor teaching pool that could be used to teach swimming to children and adults all year round. This would increase the number of people who can learn to swim, and increase revenue. It would also provide formal water space equivalent to 1.8 lanes of a 25 metre pool. This additional amount of formal water space is needed to cope with additional demand created by an increased population, as identified by Sport England's Facility Planning Model (see paragraph 3.5 above).
- 3.13 Alternatively, it would be possible to retain the existing outdoor fun pool and paddling pool at the site. This would therefore continue to provide a venue for recreational swimming outdoors. Unfortunately, outdoor pools do not count towards the Sport England Facilities Planning Model as their use is largely seasonal in nature.
- 3.14 Whether an indoor teaching pool or an outdoor fun pool is selected, there are also opportunities to remodel and refurbish existing parts of the building to optimise the use of the building, to maximise income, to ensure that the building is up to modern standards and that it is ready for another 30 years of use.
- 3.15 It is proposed to consult stakeholders and the public on these potential options and to ask them what facilities they would like to see included within these options. The process to be used for this stakeholder and public consultation is shown as Appendix B. The purpose of this public consultation is to establish the views of stakeholders and the public on the options available. It will be made clear to all consultees that the results of the consultation will be considered carefully by officers and Members, and will be an integral part of the decision as to which options to select. However, it will be made equally clear that the results of the consultation will not be binding on the Council, who may decide not to select the option that receives the most support during the consultation, if there are good reasons for selecting a different option.
- 3.16 The stakeholder and public consultation will not include a discussion of the costs of the various options. Work on the likely costs of each option is being conducted at the moment as part of the work of Mace Cost Consultancy, who are a part of the professional services team. Once the public have indicated their views of the options presented, this will be combined with the results of the current costing exercise in order to advise Members on the two options (one for each site) to take forward to the next stage of the design process. Clearly,

this decision will need to take into account affordability. The professional services and design team will then draw up one final recommended scheme for each site in order to conclude RIBA stage 1 (Preparation and Brief). RIBA stage 1 drawings illustrate the general layout of the proposed building, but do not present any detail of the building. These proposals will be reported back to the Executive in December 2018 for approval. Once final approval of the RIBA stage 1 drawings has been given, the design team will begin RIBA stage 2 (Concept Design), which considers the designs in much more detail, including construction methods and details of the various spaces within the building.

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. To that end amongst other things the FFF Strategy contains several Key projects. This report shows the way forward for implementing a significant part of one of the Council's Key projects.

The FFF Strategy has 3 strands – People, Services and Money and each has an external and internal element to it. The table below illustrates the impact of this proposal if any in relation to the Council's FFF Strategy.

FFF Strands		
People	Services	Money
External		
Health, Homes, Communities	Green, Clean, Safe	Infrastructure, Enterprise, Employment
<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
Impacts of Proposal		
Impressive cultural and sports activities Cohesive and active communities Increased physical activity for all the community	Area has well looked after public spaces Safe and vibrant town centres where the community feel comfortable at all times	Dynamic and diverse local economy Increased employment and income levels
Internal		
Effective Staff	Maintain or Improve	Firm Financial Footing

	Services	over the Longer Term
<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
Impacts of Proposal		
The proposal will further enhance the experience of the LDP team in managing large scale capital schemes	Focusing on our customers' needs The management of this project will assist us to continue to improve our management of large scale capital schemes	Better return/use of our assets – the new facilities will improve the Council's revenue position and assist us in delivering best value for money

4.2 Supporting Strategies

Each strand of the FFF Strategy has several supporting strategies and the relevant ones for this proposal are explained here:

4.2.1 Local Plan

The Warwick District Local Plan 2011-2029 was adopted in September 2017 allocating land south of Coventry and in Kenilworth for development. Around 2,000 dwellings are allocated within Kenilworth and around 4,400 south of Coventry, with a significant proportion of the latter to come forward beyond the current plan period. The Local Plan will be a key document in defining the future of Kenilworth, as well as the rest of the District. It has been necessary to get the Local Plan in place before deciding on the future of leisure provision in Kenilworth, as the changes introduced by the Local Plan will affect demand for sports and leisure facilities.

4.2.2 Development Brief for land east of Kenilworth

Warwick District Council is also leading on the preparation of a Development Brief for land east of Kenilworth covering the strategic housing and education sites. A public consultation on the Development Brief is expected in November-December 2018 with a view to adoption around March 2019. Officers are working closely with landowners, promoters and other key stakeholders including Warwickshire County Council and Kenilworth Town Council in preparing the Brief. Planning applications are anticipated to be received for sites relating to land east of Kenilworth once the Development Brief has been adopted or when it is closer to adoption. A planning application for 640 dwellings has however already been submitted in late August 2018 for much of site H40.

4.2.3 Neighbourhood Plan

Kenilworth Town Council has led on the preparation of a Neighbourhood Plan covering the whole town. The emerging Plan has been through public consultation and an independent examiner has undertaken a review of the submission plan and responses received to the consultation. He has submitted his final report on the Plan and finds that it meets all legal requirements, and that subject to a number of recommended modifications, the plan may proceed to referendum. The qualifying body will now consider the necessary modifications and it is anticipated a referendum will take place soon.

4.2.3 Indoor Sports Facilities Strategy and Playing Pitch Strategy

These strategies were initially established in 2015, having carried out comprehensive audits of local provision and needs. The Council formally adopted the Strategies which now form part of the base for development of the District's sporting provision. They have been key evidence documents for the Local Plan, in securing s106 contributions from developers to date and in establishing robust relationships with Sport England and national governing bodies of sport. It is essential that these documents remain up to date and at present work is underway to refresh the data that underpins the strategies and refresh them where appropriate. This work will be completed shortly and reported to members in early 2019.

4.3 Changes to Existing Policies

None

4.4 Impact Assessments

Impact assessments will be a vital part of the design process for any facilities constructed through Phase 2 of the Leisure Development Programme. Initial considerations of accessibility and other impacts are part of the ongoing process of good design. Specific assessments will be made at several times during the design process, but they are not recommended at this stage in the process. However, it has already been agreed that enhanced changing facilities for customers with profound needs will be included in the new designs. The 'Changing Places' initiative will be used as an inspiration to ensure that those with profound needs will be able to use the new facilities.

5. Budgetary Framework

- 5.1 At this stage in the design process it is impossible to closely define the likely costs of any proposed construction. Before the buildings are designed in detail it is not possible to do more than to estimate the costs of each element of the proposed design on a 'cost per square metre' basis. Further to this, some of the largest costs of any construction project relate to ground conditions and other external influences, and it is even harder to assess these costs before the relevant surveys and investigations have taken place. Work on costs is continuing and will be developed further following the public consultation, when the design team will have more information about which options to work up and cost in more detail (see paragraph 3.14 above).
- 5.2 The work to date, and the consultation, will be funded out of the £100,000 agreed as part of the Budget report in February 2017 for leisure feasibility work in Kenilworth.

6. Risks

- 6.1 A Project Risk Register has been established for the early stages of the project. The Risk Register will be kept up to date throughout the project, and its content monitored regularly in order to manage risk within the project. Risks at this stage of the project include:
- Work does not proceed and so Kenilworth has facilities that are not the equal of facilities in Warwick and Leamington
 - Ongoing maintenance issues of existing buildings
 - Loss of income from not improving buildings
 - Public consultation does not want to see change
 - The consultation process could raise expectations with the local public which subsequently prove to be unaffordable
 - Designs are not what are required
 - Heritage, car parking and other constraints limit development choices
- 6.2 A full Risk Workshop will be undertaken with the professional services and design team at the beginning of the RIBA stage 2 design process, once the options for each site have been decided, but before detailed design has commenced. The Risk Register will be completely updated after this Risk Workshop.

7. Alternative Option(s) considered

- 7.1 It would be possible to not undertake any improvements to the facilities at Castle Farm and Abbey Fields. If this decision was to be made Kenilworth would not have the same sort of aspirational, successful and modern facilities as the Council has provided at Newbold Comyn and St Nicholas Park. The community in Kenilworth would not be encouraged by such excellent facilities to adopt an increasingly healthy lifestyle. Income from the contract with Everyone Active would not be increased because attendance and income would not be enhanced. The opportunity would be lost to bring the buildings up to modern design standards, making them more environmentally friendly and cheaper to run. The buildings would not be prepared for use for another 30 years.
- 7.2 Some design options for the sites were rejected as part of the design process in RIBA stage 1. These are discussed more fully in paragraphs 3.7 and 3.8.

APPENDICES:

- A: The design options for Castle Farm Recreation Centre and Abbey Fields Swimming Pool as Phase 2 of the Leisure Development Programme
- B: The stakeholder and public consultation process to be undertaken for the RIBA Stage 1 consultation process for Phase 2 of the Leisure Development Programme
- C: List of stakeholders to be consulted as part of the RIBA Stage 1 consultation process for Phase 2 of the Leisure Development Programme
- D: The programme timetable for Phase 2 of the Leisure Development Programme
- E: The Royal Institute of British Architects Plan of Work - (the RIBA stages of a project)