

Agenda Item No:	7	
Committee:	Cabinet	
Date:	20 November 2023	
Report Title:	Leisure Centre Facility Strategy – informing future capital requirements	

1 Summary - Developing a Leisure Facility Strategy to inform capital investment required in years 0 – 5

- 1.1 This report highlights steps that the Council can take to ensure that FDC plans for the future of the 3 elderly leisure centres that will require significant investment in the near term. The Portfolio Holder has asked that officers assess the facilities and develop a planned investment programme to ensure that the facilities are fit for purpose for the next decade and further into the future.
- 1.2 This briefing note covers an approach to the development of a strategic leisure facilities document that maps out the future for the leisure centres, and their associated capital costs. This work is necessary due to the age of the facilities and customer expectations.
- 1.3 For the purpose of this paper Chatteris Leisure has not been considered as it is a modern building with expected ongoing maintenance costs for the next decade to be limited.

2 Key Issues

- 2.1 Fenland has three elderly leisure centres. To ensure that the facilities are fit for the future and continue to attract users, supporting their health and wellbeing, as well as strengthening our local communities, a strategic approach to maintaining the facilities is required.
- 2.2 A 2021 conditions survey assessment of the facilities has identified standstill costs of approximately £8.455m (adjusted for inflation) in the short term (0-5 years) as set out in Schedule 1. Additionally a further £2.060m has been identified after year 5.
- 2.3 This paper highlights steps to develop a plan to further understand the requirements, develop costed plans for those requirements and offer options to incorporate opportunities to improve the facilities, whilst carrying out necessary works.

3 Recommendations

- 3.1 That Cabinet authorises officers to proceed to procure the services required to develop the information detailed in 6.1 and for Cabinet to delegate to the Leader of the Council and Section 151 to determine the funding source for these works which will cost approximately £100,000.

Wards Affected	All		
Forward Plan Reference	KEY/24AUG23/02		
Portfolio Holders	<table> <tr> <td>Cllr Alex Miscandlon Cllr Chris Boden Portfolio</td> <td>Portfolio Holder for Leisure Leader of the Council and Holder for Finance</td> </tr> </table>	Cllr Alex Miscandlon Cllr Chris Boden Portfolio	Portfolio Holder for Leisure Leader of the Council and Holder for Finance
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Background Papers	CIPFA Conditions survey, 2021		

1 BACKGROUND AND INTENDED OUTCOMES

- 1.1 Fenland has three elderly leisure centres. To ensure that the facilities are fit for the future and continue to attract users, supporting their health and wellbeing, as well as strengthening our local communities, a strategic approach to maintaining the facilities is required.
- 1.2 A 2021 conditions survey assessment of the facilities has identified standstill costs of approximately £8.455m (adjusted for inflation) in the short term (0-5 years). Additionally a further £2.060m has been identified after year 5.
- 1.3 This paper highlights steps to develop a plan to further understand the requirements, develop costed plans for those requirements and incorporate opportunities to improve the facilities whilst carrying out necessary works.

2 Maintaining and modernising the George Campbell, Manor and Hudson Leisure Centres

- 2.1 The three larger centres are all of a significant age and as such, despite ongoing maintenance and some investment from time to time, are showing that age. Work was last carried out to modernise them approximately 9 years ago. Despite this work, they are falling behind what the community expects of a modern facility.
- 2.2 Building ages
- 2.3 Hudson:
 - Pool build date 1974
 - Sports hall mid-1970's
 - Gym section (formally the indoor bowls hall) 1980's
- 2.4 George Campbell (GCLC):
 - Pool and current older gym section and spinning room 1960's

- Pool covered and reception area added in 1984
 - Gym changing rooms early 1990's
 - New pool changing rooms 2013
- 2.5 Manor Centre – consisting of 2 buildings, 30m apart
- Dryside building; (hall and soft play) built 1974
 - Swimming pool building; open air pool built 1966
 - Pool covered in 1984
- 2.6 Chatteris Leisure:
- Modern 10-year-old building, fit for purpose.
- 2.7 A conditions survey of the sites undertaken by CIPFA (The Chartered Institute of Public Finance and Accountancy) in 2021 has identified required works - to stand still - in the short term and the Council has a capital budget in place to carry out some of these works. Some work has commenced, such as the leisure centre roofing project, some limited electrical works and the refurbishment of the GCLC gym changing rooms.
- 2.8 This paper highlights the 2021 prices for standstill costs for the older leisure buildings. An additional inflationary estimate of 35% – 40% added to these prices will bring them up to 2024 estimates. Please note that estimates from qualified Quantity Surveyors have recently not been sufficiently reliable and that the Council should only consider costs firm at procurement stage, or RIBA Stage 4 'cost certainty' stage.
- 2.9 The annual breakdown of stand still maintenance requirements may be found in **SCHEDULE 1**, with a summary below;

	0-5 year costs	5 year+ cost	Total
George Campbell	£1.06m	£426,000	£1.486m
Manor	£3.268m	£515,000	£3.783m
Hudson	£2.127m	£585,000	£2.712m
Total	£6.455m	£1.526m	£7.981m
Less;			
Leisure roofing works	(£0.644m)		(£0.644)
GCLC dryside changing	(£0.100m)		(£0.100)
Est. inflation @ 35%	£2.000m	£0.534m	£2.534m
Est. inflation adj. total	£7.711m	£2.060m	£9.771m

- 2.10 As highlighted above, FDC has spent approximately £644,000 on the leisure centre roofs in the past three years. It should be noted that work has **NOT** been carried out on the Manor sports hall roof, pending decisions regarding the future of the building due to the building's short term (0-5 year) maintenance costs, as well as the £500,000 estimate for this roof's repair / replacement.

3 Reassessment – an opportunity to move forwards and not just stand still

- 3.1 To further develop the standstill work and consider possible improvements to the facilities to make them suitable and more viable for the next 2 decades, a further comprehensive suite of surveys including mechanical and structural assessments, architectural assessments and demand analysis work is required. This work will highlight improvements to the facilities that are necessary above the standstill element in order to offer facilities to the Fenland community that will be fit for the future, continue to attract customers, grow the income base and support the Council's aspirations to help our communities become healthier.
- 3.2 The cost for this work is in the region of £100,000.
- 3.3 This work will give **Cost Confidence** (RIBA stage 2 / 3). This stage requires a relatively low proportion of fees (compared to any final total project value). This approach provides a robust projection of costs of the eventual contract sum, to be confirmed following detailed design.
- 3.4 A Stage 3 Interim Report provides an interim step **before** any commitment to full 'Cost Certainty' which includes detailed design work and further surveys and detailed costings and entails additional fees. At the completion of the **Cost Confidence** work, the Council will receive indicative layout designs for the facilities (informed by the surveys carried out), itemised estimated build cost plans, total estimated project costs, essential survey reports, equipment designs, and project visuals.
- 3.5 A report regarding this work would be anticipated to be presented to Cabinet in late Spring 2024 if a decision to commit capital funding of £100,000 to the project was made in November 2023.
- 3.6 Following Cabinet and Council's consideration of the report produced in Spring 2024, further work to mitigate the potential of the 'cost confidence' stage mismatching a 'cost certainty' stage, would then be undertaken. This **Cost Certainty** stage (RIBA Stage 4) would progress projects selected by the Council in Spring 2024 to be taken to the final pre-construction gateway, developing proposals to a stage of 'Cost Certainty'.
- 3.7 **Cost Certainty** delivers the following:
Full issue of development and contractor proposals, including, but not limited to:
- Detailed layouts / designs (informed by surveys) Itemised build cost plan (informed by surveys)
 - Risk Register
 - Total Project Costs, giving a fixed contract sum to take forwards
 - Reports from further Survey work
- 3.8 This will give the Council all of the information required to make an informed decision to progress any selected projects into the construction phase.

4 Works that require action in the short term from FDC's capital programme;

- Building Energy Management System panel replacement; January 2024
- Hudson re-wiring; date TBC
- Hudson fire alarm replacement; January 2024
- GCLC failed pool filter replacement; December 2023
- GCLC replacement pool boilers x 2; December 2023
- Manor Combined Heating and Power unit replacement; January 2024
- FDC is currently undertaking a reinforced autoclaved aerated concrete assessment (RAAC) of the leisure centres to identify if RAAC has been used in their construction. Any RAAC discovered may have a significant impact on useability of the facilities, as well as ongoing capital costs for remediation.

5 Work already undertaken to support future assessment of the facilities

Manor centre latent demand analysis – memberships

5.1 This work has been completed and identifies that currently the membership at the centre only has a potential to grow by an additional 100 members. This analysis highlights that the current capacity of the gym and exercise studios is sufficient for the catchment of the centre and still has headroom for increased housing growth in the area. An increased capacity is not required in the facility.

5.2 An assessment of the demand for pool use has not been completed as yet.

High Level Facility assessment – the ‘art of the possible’ with the current facilities

5.3 A third party firm has visited all three leisure centres and, using their expertise and an in-house architect, has assessed the facilities and highlighted what each facility is likely to require in the shorter term in terms of making them fit for purpose going forwards for the next decade, as well as increasing the likelihood of them continuing to attract higher footfall. This is un-costed work.

5.4 A second third party firm has assessed the Manor sports hall facility in terms of its removal, and has costed necessary additions to the Manor poolside facility should the sport hall's facilities be removed.

5.5 Manor Facility;

- Cost to demolish dryside building; £787,500 + £200,000 asbestos removal contingency
- Cost to demolish rifle range building; £122,625

5.6 Cost to reconstruct the following spaces added to the existing pool building once the dryside building was removed:

- Studio
- Dance Studio

- Staff Office
- Reception
- Changing Rooms
- Plant Room

The total area of new accommodation would be 992m².

5.7 Cost; approx. £5,097,000 (including the demolition costs highlighted above)

5.8 To add in a soft play facility, the floor area increases to 1,383m².

Cost; approx. £6,409,000 (including the demolition costs highlighted above)

Caution; These costs assessments are estimates based limited research and information.

6 REASONS FOR RECOMMENDATIONS

6.1 To develop an informed, reasoned approach to the ongoing capital requirements of three elderly, complex facilities, specialist advice and support is required.

7 CONSULTATION

N/A

8 ALTERNATIVE OPTIONS CONSIDERED

8.1 The recommendation in this report will lead the Council to potential options. At this stage the Council has a professional assessment of the facilities stating considerable sums to standstill. Further, more in depth assessments, will allow exploration of other options and approaches that may be more cost effective and beneficial in the longer term than the standstill approach.

9 IMPLICATIONS

Legal Implications

9.1 Fenland has a contractual obligation with Freedom to maintain non wear and tear aspects of our leisure facilities. If facilities are not fit for use, then Freedom may have cause to seek an alteration of the payment made to FDC annually for managing the facilities.

Financial Implications

9.2 At this stage, the financial commitment of approximately £100,000 to carry out further assessment works of the three older facilities.

Equality Implications

9.3 N/A

10 SCHEDULE 1

2021 condition survey. Minimum costs - at 2021 prices – for the leisure centres to ‘stand still’

UPRN : FDC022

Property Name : George Campbell Leisure Centre

Element	2021	2022	2023	2024	2025	Post 2025	Total
Ceilings	£1,060.05	£15,623.90	£11,493.37	£192.81	£11,950.62	£0.00	£40,320.75
Electrical	£15,765.60	£39,947.20	£65,450.20	£3,353.60	£126,529.10	£106,063.30	£357,109.00
External Areas	£9,477.00	£11,216.80	£6,200.00	£6,200.00	£32,066.10	£55,143.00	£120,302.90
External Walls Windows & Doors	£575.00	£7,178.20	£2,900.00	£3,450.00	£0.00	£0.00	£14,103.20
Fixed Furniture	£850.00	£4,693.55	£38,128.39	£0.00	£0.00	£0.00	£43,671.94
Floors And Stairs	£651.67	£37,485.20	£77,028.78	£0.00	£16,665.75	£24,144.87	£155,976.27
Internal Walls & Doors	£2,171.72	£27,477.82	£135,863.34	£0.00	£0.00	£867.58	£166,380.46
Mechanical	£11,160.20	£15,050.00	£10,300.00	£1,100.00	£226,780.00	£118,880.00	£383,270.20
Redecorations	£1,614.60	£11,538.30	£28,758.00	£8,550.00	£3,863.00	£52,863.98	£107,187.88
Roofs	£1,600.00	£1,600.00	£1,978.96	£1,600.00	£1,600.00	£66,570.00	£74,948.96
Sanitary Services	£434.16	£7,240.26	£10,306.20	£0.00	£0.00	£715.18	£18,695.80
Total	£45,360.00	£179,051.23	£388,407.24	£24,446.41	£419,454.57	£425,247.91	£1,481,967.36

CS Fiveyear Element Breakdown

UPRN : FDC023

Property Name : Manor Leisure Centre and Pavilion

Element	2021	2022	2023	2024	2025	Post 2025	Total
Ceilings	£3,981.91	£6,476.29	£0.00	£4,504.57	£0.00	£24,782.24	£39,745.01
Electrical	£13,545.00	£35,467.60	£365,610.75	£6,242.00	£57,766.80	£141,380.80	£620,012.95
External Areas	£21,651.00	£111,217.32	£13,103.70	£11,509.20	£27,126.00	£36,000.00	£220,607.22
External Walls Windows & Doors	£21,357.83	£34,627.24	£0.00	£0.00	£451,606.00	£0.00	£507,591.07
Fixed Furniture	£1,000.00	£7,979.54	£62,049.89	£0.00	£16,545.70	£22,035.25	£109,610.38
Floors And Stairs	£18,516.98	£31,441.49	£130,157.03	£4,520.98	£29,162.99	£84,049.67	£297,849.14
Internal Walls & Doors	£2,708.79	£63,631.88	£129,186.42	£0.00	£7,759.20	£1,735.16	£205,021.45
Mechanical	£9,392.00	£74,819.00	£51,724.75	£9,230.00	£35,886.29	£85,070.00	£266,122.04
Playing Fields	£0.00	£48,371.40	£0.00	£0.00	£0.00	£0.00	£48,371.40
Redecorations	£3,510.76	£22,494.51	£46,241.95	£29,977.32	£19,928.48	£119,294.22	£241,447.24
Roofs	£32,623.30	£1,190.00	£0.00	£4,638.60	£1,159,671.41	£0.00	£1,198,123.31
Sanitary Services	£0.00	£14,612.64	£4,308.00	£0.00	£6,386.98	£1,295.94	£26,603.56
Total	£128,287.57	£452,328.91	£802,382.49	£70,622.67	£1,811,839.85	£515,643.28	£3,781,104.77

CS Fiveyear Element Breakdown

UPRN : FDC025

Property Name : Hudson Leisure Centre

Element	2021	2022	2023	2024	2025	Post 2025	Total
Ceilings	£8,586.37	£0.00	£97,320.33	£2,145.50	£21,847.89	£5,570.33	£135,470.42
Electrical	£5,687.00	£134,472.40	£447,000.20	£3,997.00	£7,517.80	£114,712.00	£713,386.40
External Areas	£21,700.00	£44,209.20	£125,184.80	£8,000.00	£8,000.00	£0.00	£207,094.00
External Walls Windows & Doors	£15,013.86	£13,048.85	£29,009.00	£0.00	£13,200.00	£71,631.90	£141,903.61
Fixed Furniture	£2,285.00	£805.00	£33,271.00	£2,350.00	£18,787.69	£57,372.81	£114,871.50
Floors And Stairs	£44,851.70	£776.88	£68,653.61	£1,818.88	£53,175.98	£103,665.31	£272,942.36
Internal Walls & Doors	£7,501.44	£2,685.83	£148,838.37	£3,880.76	£16,326.97	£12,104.58	£191,337.95
Mechanical	£8,166.60	£26,590.00	£33,155.00	£1,275.00	£95,599.47	£79,125.00	£243,911.07
Redecorations	£1,212.81	£29,047.62	£59,290.47	£55,603.02	£21,592.49	£125,945.37	£292,691.78
Roofs	£2,668.48	£200,332.00	£9,446.20	£160,441.20	£1,500.00	£0.00	£374,387.88
Sanitary Services	£2,265.32	£0.00	£0.00	£434.16	£5,384.98	£14,435.30	£22,519.76
Total	£119,938.58	£451,967.78	£1,051,168.98	£239,945.52	£262,933.27	£584,562.60	£2,710,516.73