



## SHEFFIELD CITY COUNCIL

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**Report of:** Executive Director Place

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**Date:** 10 April 2013

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**Subject:** Stocksbridge Leisure Centre

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**Author of Report:** Paul Billington

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### Summary:

On January 10<sup>th</sup>, the City Council (SCC) wrote to Stocksbridge Town Council (STC) to alert them to the option of the potential closure of Stocksbridge Leisure Centre (SLC). The note confirmed that *'the City Council will consult and work with Stocksbridge Town Council'*. Consultation with STC and 4SLC (which defines itself as a *'non-political organisation that represents the community of Stocksbridge'* and set up during the consultation phase) has continued since January 10 and is summarised in this report.

On March 1<sup>st</sup> 2013, Sheffield City Council set its budget for 2013/14. This included the proposal to withdraw the annual funding from SLC. This report seeks a Cabinet decision on the funding of the centre and on possible next steps.

As part of the consultation process, the City Council and Sport England, in agreement with the Town Council, commissioned an independent consultants' report to review options for SLC and possible alternative options (see Appendix A). Whilst the report did *'not find anything which would challenge the City Council's assessment'* (of SLC) and recognised the Council's facility assessment as *'well formulated'*, it did acknowledge that *'the way forward is for a (new build) local pool of a (smaller) scale which meets the local needs of Stocksbridge'*. The report then assessed the cost and location of future options, including the continued operation of the existing facility. All these options required considerable capital and on-going revenue investment and the report concluded that continued operation or mothballing of the existing main pool at SLC could offer a short term solution whilst *'a new management solution and business plan'* be developed. However, it also concluded that refurbishing the existing facility was *'unlikely to offer value for money in the long term compared to a new pool elsewhere in the town'*.

The recommendations set out in this report reflect the conclusions of the consultants' report but also note the views of 4SLC which said (in a report to SCC and the consultants dated February 26 2013) that *'we recognise there is a budget deficit (on SLC) that is unsustainable'* and that *'the ideal longer term solution may to be (sic) a new build and more financially sustainable facility in Stocksbridge'*. 4SLC also called for SLC to be operated on a *'reduced cost basis for a short-term period'* to allow time to *'generate a full business plan'*.

On March 27, 4SLC submitted to SCC an *'outline business plan for the continued operation of SLC'* (report is dated March 25 2013). This calls for the continued operation of the whole centre but at a significantly lower operating cost. The report describes itself as a *'first step in producing a viable business plan'* but is not a *'fully detailed and extensively researched document'*. Whilst the headlines from the outline plan are included in this report, there has not been time prior to publication of this Cabinet report for SCC and 4SLC to meet and discuss the proposals in detail. This will be done at the earliest opportunity.

Should Cabinet agree to the recommendations in this report, a separate and subsequent report is to be submitted to the Cabinet in its capacity as trustee of the Oxley Park Charity, seeking approval to close and demolish Stocksbridge Leisure Centre, unless STC, 4SLC, STEP or another organisation present either a viable business case to operate the centre from May onwards or present a case for temporary mothballing of the centre up to the end of August to allow further time for STC, 4SLC, STEP or another organisation to develop a business plan.

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### **Reasons for Recommendations:**

Government has cut SCC funding over the last 2 years as part of its deficit reduction programme. At the same time, SCC has had to deal with rising costs and increasing demand for its services.

The combined impact of these changes has been significant and the Council has already had to find £130 million of savings to balance the books.

The Council has managed to find these savings without high profile and widespread service closures partly because it has cut back hard on administrative costs like ICT and training, reduced senior management costs, made savings on accommodation, and invested in preventative work that reduces demand for more expensive services.

Government announced before Christmas that public spending cuts would continue until 2018 and that SCC funding would continue to be cut for the next 2 years (at least).

In 2013/14, SCC needs to find £50 million of savings to balance the books, and the savings required to balance the budget in 2014/15 will probably be at least the same again.

The continued squeeze on budgets means that SCC has to make some very difficult choices. SCC priorities will focus on supporting those people who are most vulnerable; safeguarding children, adult social care and measures to support young people into employment. It is inevitable therefore that cuts to the city's sports facilities have to play a part in the Council's budget setting.

The City Council's analysis of facilities concluded that SLC is a large and expensive district facility with relatively low visit levels. To achieve a similar level of saving from alternative facility closures would impact on far greater numbers of people. For example the closure of similar sized/cost venues such as Concord Sports Centre and Hillsborough Leisure Centre would impact on 400,000 visits and 650,000 visits (respectively), as opposed to the 142,000 visits at SLC.

This citywide facility assessment has been endorsed by the independent consultants' report which did *'not find anything which would challenge the SCC (facility) assessment'* and which recognised the SCC assessment was based on making decisions *'which has (sic) the least adverse impact on the least number of residents'*. The report said that the way forward is for a new low cost pool to be built in Stocksbridge given that *'closure of SLC would still leave demands for a local replacement'*. Whilst the report concluded it *'will be very difficult, if not impossible, to operate the current SLC on a community basis'* it suggested that *'it seems prudent to first explore whether there are viable proposals and/or solutions emerging from the community'*. It therefore said that it *'may require a period of mothballing (of the existing centre) prior to a potential re-opening to allow a new management solution and business plan to be developed'*. The consultants also concluded that *'much of the dry side demand can be met from within alternative existing facilities'*.

It should be noted that during the consultation period to date, no alternative sources of revenue funding have been identified or forthcoming.

The recommendations set out in this report reflect the conclusions of the consultants' report and note the views of 4SLC which said (in a report to SCC and the consultants dated February 26 2013) that *'we recognise there is a budget deficit (on SLC) that is unsustainable'* and that *'the ideal longer term solution may to be (sic) a new build and more financially sustainable facility in Stocksbridge'*. The February report by 4SLC also called for SLC to be operated on a *'reduced cost basis for a short-term period'* to allow time to *'generate a full business plan'*.

The 4SLC report dated March 25 called for the continued operation of the entire centre whilst *'an alternative business structure'* is developed. It also indicated that in 2015 work should start on planning for *'a replacement sports and leisure centre in Stocksbridge'*.

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## **Recommendations:**

Cabinet is recommended:

1. to withdraw the £400,000 annual subsidy from Stocksbridge Leisure Centre and to serve notice to terminate the Charity Lease;
2. to direct that officers continue to work closely with all interested parties in seeking an affordable and sustainable solution for a new build pool in Stocksbridge and continue to work with user groups at Stocksbridge Leisure Centre to identify possible alternative venues in the area in advance of potential closure or mothballing of the venue;
3. to direct that officers urgently consider the outline business plan submitted by 4SLC in accordance with the authority delegated in accordance with Recommendation 6 and to invite Stocksbridge Town Council and other interested parties to indicate by no later than 19<sup>th</sup> April 2013 whether they wish to become the sole trustee of the Oxley Park Charity effective from 1<sup>st</sup> May 2013 (or the earliest feasible date thereafter); and if so:-
  - a. demonstrating a viable business case for the City Council to offer Stocksbridge Town Council or another interested party non-recurring revenue funding for Stocksbridge Leisure Centre in 2013/14 up to a maximum of £125,000 in order to fund EITHER the necessary security and safety arrangements required to mothball Stocksbridge Leisure Centre from 1<sup>st</sup> May 2013, through to a date no later than 31<sup>st</sup> August 2013 and to allow further time for Stocksbridge Town Council or another interested party to develop a viable business plan to operate the leisure centre from September 1<sup>st</sup> 2013, OR as a contribution to the costs of operating Stocksbridge Leisure Centre (in whole or part) from 1<sup>st</sup> May 2013 based upon the implementation of a viable business plan approved by the City Council prior to that date; and
4. to request that Cabinet, on behalf of the City Council acting in its capacity as Trustee of the Oxley Park Charity resolve, in the event that Stocksbridge Town Council or another interested party communicates a desire to become the sole trustee of the Oxley Park Charity and complies with Recommendation 3 and 3a, to appoint Stocksbridge Town Council or another interested party as a trustee of the Charity and for the Council to subsequently resign as trustee of the Charity.
5. In the event that Stocksbridge Town Council or any other interested party either states that it does not wish to become the sole trustee of the Oxley Park Charity or does not provide a viable business case in accordance with Recommendation 3 and 3a:-
  - a) to, in the event that Cabinet on behalf of the City Council acting in its capacity as Trustee of the Oxley Park Charity resolves to close Stocksbridge Leisure Centre and requests that the City Council

- b) to request Sheffield City Trust to conclude the necessary staff redundancy programme at the earliest opportunity with the City Council funding the redundancy payments for the relevant staff
6. to delegate to the Executive Director Place in consultation with the Director of Legal Services, Director of Finance and the Director of Property and Facilities Management and the relevant Cabinet member, the authority to:
- a) determine whether any written proposal put forward by STC or another interested party demonstrates a sufficient case to justify the City Council providing revenue funding to STC or another interested party for the purpose specified in 3 and 3a) above and if so;
  - b) enter into any necessary arrangements and documents to put into effect the outcomes in relation to the Recommendations above.

**Background Papers:**

Sheffield City Council Revenue Budget Report to Council, March 1 2013

Review of SLC – Neil Allen Associates (March 8 2013) (Appendix A)

4SLC Proposal for SLC (February 26 2013) (Appendix B)

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Equality Impact Assessment (Appendix C)

4SLC Outline Business Plan (March 25 2013 (Appendix D)

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**Category of Report:** OPEN

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## Statutory and Council Policy Checklist

<b>Financial Implications</b>
YES Cleared by: Paul Schofield
<b>Legal Implications</b>
YES Cleared by: Steve Eccleston
<b>Equality of Opportunity Implications</b>
YES Cleared by: Ian Oldershaw
<b>Tackling Health Inequalities Implications</b>
NO
<b>Human rights Implications</b>
NO
<b>Environmental and Sustainability implications</b>
NO
<b>Economic impact</b>
NO
<b>Community safety implications</b>
NO
<b>Human resources implications</b>
NO
<b>Property implications</b>
YES
<b>Community Assembly(s) affected</b>
North
<b>Relevant Cabinet Portfolio Leader</b>
Cllr Isobel Bowler

<b>Relevant Scrutiny Committee if decision called in</b>
Economic and Environmental Wellbeing
<b>Is the item a matter which is reserved for approval by the City Council?</b>
NO
<b>Press release</b>
YES

## 1 SUMMARY

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As part of the consultation process, the City Council and Sport England, in agreement with the Town Council, commissioned an independent consultants' report to review options for SLC and possible alternative options (see Appendix A). Whilst the report did *'not find anything which would challenge the City Council's assessment'* (of SLC) and recognised the Council's facility assessment as *'well formulated'*, it did acknowledge that *'the way forward is for a (new build) local pool of a (smaller) scale which meets the local needs of Stocksbridge'*. The report then assessed the cost and location of future options, including the continued operation of the existing facility. All these options required considerable capital and on-going revenue investment and the report concluded that continued operation or mothballing of the existing main pool at SLC could offer a short term solution whilst *'a new management solution and business plan'* be developed. However, it also concluded that refurbishing the existing facility was *'unlikely to offer value for money in the long term compared to a new pool elsewhere in the town'*.

The recommendations set out in this report reflect the conclusions of the consultants' report but also note the views of 4SLC which said (in a report to SCC and the consultants dated February 26 2013) that *'we recognise there is a budget deficit (on SLC) that is unsustainable'* and that *'the ideal longer term solution may to be (sic) a new build and more financially sustainable facility in Stocksbridge'*. 4SLC also called for SLC to be operated on a *'reduced cost basis for a short-term period'* to allow time to *'generate a full business plan'*.

On March 27, 4SLC submitted to SCC an *'outline business plan for the continued operation of SLC'* (report is dated March 25 2013). This calls for the continued operation of the whole centre but at a significantly lower operating cost. The report describes itself as a



*'first step in producing a viable business plan'* but is not a *'fully detailed and extensively researched document'*. Whilst the headlines from the outline plan are included in this report, there has not been time prior to publication of this Cabinet report for SCC and 4SLC to meet and discuss the proposals in detail. This will be done at the earliest opportunity.

Should Cabinet agree to the recommendations in this report, a separate and subsequent report is to be submitted to the Cabinet in its capacity as trustee of the Oxley Park Charity, seeking approval to close and demolish Stocksbridge Leisure Centre, unless STC, 4SLC, STEP or another organisation present either a viable business case to operate the centre from May onwards or present a case for temporary mothballing of the centre up to the end of August to allow further time for STC, 4SLC, STEP or another organisation to develop a business plan.

## **2 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE**

The independent consultants' report concluded that the withdrawal of funding from SLC and its potential subsequent closure *'would still leave demands for a local replacement'* and that this is best achieved via a local (new build) pool in the town. However, it also said *'we understand and agree with the SCC view that the Hillsborough, Chapeltown and Hoyland pools are accessible to the majority of Stocksbridge residents'* and that *'access to cars by households in the Stocksbridge area is much higher than the city average'* and *'the majority (74%) of visits to swimming pools are undertaken by car'*.

It is recognised that those households without a car are the most disadvantaged by any service closure and therefore SCC will continue to work on options to mitigate the impact of the potential closure of SLC on these households.

The independent study acknowledged that *'the SCC assessment is based on comparison using consistent data applied to all centres/locations and making choices and decisions based on a balancing of all factors to determine the best way forward..... which is beneficial to all residents. Whilst making choices and decisions in any reductions in provision which has the least adverse impact on the least number of people'*.

To achieve a similar level of saving, alternative facility closures would impact on far greater numbers of people and indeed on greater numbers of least mobile households i.e. those without a car.

In summary, therefore, the withdrawal of funding from SLC means that alternative facility closures which would adversely impact on

far greater numbers of Sheffield people can be avoided. However, work should continue to find an affordable and sustainable solution to providing a swimming facility in Stocksbridge in the form of a small scale, new build pool.

### 3 OUTCOME AND SUSTAINABILITY

The Oxley Park Charity cannot afford to operate SLC without significant financial support.

The independent study said that the current pool is *'unlikely to offer value for money in the long term compared to a purpose built, energy efficient new pool elsewhere in the town'*. . It concluded therefore that *'the way forward is for a (new build) local pool of a (smaller) scale which meets the local needs of Stocksbridge'*. The report then assessed the cost and location of future options, including the continued operation of the existing facility. All these options required considerable capital and on-going revenue investment and the report concluded that continued operation or mothballing of the existing main pool at SLC could offer a short term solution whilst *'a new management solution and business plan'* be developed.

SCC has continued to develop its Equality Impact Assessment (Appendix C). This concludes that the proposed closure of SLC would be 'equality neutral' by impacting the same on the community regardless of age, sex, race, faith, disability, sexuality etc. i.e. no disproportionate impact on any groups with protected characteristics. This could be compared for example with alternative facility closures in the city where there is a more significant usage by groups with protected characteristics. It also indicates the closure would impact on relatively low numbers of participants, a low number of households and relatively few schools. In particular, it would impact on relatively few non-car households (i.e. the least mobile households). It also points to the relatively high mobility of the local population i.e. relatively high car ownership in Stocksbridge (9<sup>th</sup> highest ward in the city) and 35% of households with 2 or more cars (compared to a city average of 24.5%).

### 4 OPTIONS

#### **Consultation**

SCC wrote to STC on January 10 informing them of the proposal to withdraw funding from SLC. Unfortunately, this followed a leaked BBC report on SLC funding on January 9. (The Director of Culture had called the Mayor of Stocksbridge the previous day to inform her about the impending news leak). SCC had planned to give STC prior notice of a scheduled start to public consultation (January 15).

The January 10 note confirmed that *'the City Council will consult*

*and work with Stocksbridge Town Council*'. Subsequently, STC called a major public consultation meeting on January 21<sup>st</sup> at the Venue. This was attended by around 500 local people and the Cabinet Member for Culture, Sport and Leisure, the Director of Culture and Environment and the Chief Executive of SIV attended. The Cabinet Member and Director presented the proposal and then (with the SIV CEO) answered public questions.

Subsequent to the public meeting, a working group was formed by the community – 4SLC. From this point onwards, SCC has focused its consultation on STC and 4SLC – the former offering a formal political interface with SCC and the latter offering an interface with an extensive community network/campaign. In addition, STEP (a local enterprise partnership) has played a key role in the consultation as part of the 4SLC network.

Following the meeting on January 21<sup>st</sup>, SCC also agreed to continue to fund the operation of SLC until April 30 in order to further extend the consultation period and allow additional time for the community to develop alternative operating models for the centre.

During the period since January, SCC has held two formal meetings with STC – February 1 and March 11. In addition, the Director of Culture attended a STC meeting on March 5 and was invited (but subsequently asked not to attend) on March 14. At the meeting on March 11, SCC suggested to the Town Council that they may have to be part of any future solution for SLC.

Independent consultants were engaged by SCC and Sport England and their brief was discussed and agreed with STC at the February 1<sup>st</sup> meeting. Their role was to consult with key stakeholders and develop options for SLC and other potential sites. They presented their findings to SCC and STC at the March 11 meeting.

The consultants, with the Director of Culture, met with 4SLC on February 12 and February 26. On February 12, meetings also took place between STC and the consultants and between the consultants (and the Director) and Dransfield Properties Limited and Stocksbridge High School. A further meeting took place of the consultants (and the Director) with a range of SLC user groups on February 26.

Further detailed consultation has taken place between the SLC manager/SCC officers with SLC user groups to update them on the proposal and to assist them in considering their future options. A total of 16 meetings have so far taken place with users. Discussions have also taken place with the local primary schools (in both Sheffield and Barnsley) which currently use the SLC pool.

SCC held citywide public consultation events on sports facilities budget proposals on January 23 and 24. These took place at Sheffield Town Hall. Further information explaining the Council's proposal has been available on the SCC website since January.

On February 7, the Director wrote to STC inviting them to submit 'a short written summary to the consultant on their key questions, concerns and possible solutions'. Subsequently, 4SLC submitted a report to SCC and the consultants (dated February 26) which accepted 'the deficiencies of the current building', the 'unsustainable' budget deficit on SLC and concluded that 'the ideal longer term solution may to be (sic) a new build and more financially sustainable facility in Stocksbridge'. However, they proposed that SLC be operated on a 'reduced cost basis' and that during this period 4SLC would 'generate a full business plan' with a long term goal of operating the 'centre as a community facility, fully independent of SCC and SIV'. They suggested that SLC (pool and 'more limited dry side' operation) could be operated by reducing costs by around £200K-£240K. The consultants' report said that the main pool could operate for between £130K-180K plus elements of required refurbishment, giving a total of between £207K and £257K.

Over and above the consultation meetings, extensive e-mail correspondence has taken place between the Director and STC and 4SLC primarily regarding requests for SLC data. Extensive information has therefore been provided covering budget actuals and forecasts; previous year budgets, visit data, energy costs, pay rates, staffing structure, capital investment requirements, condition surveys etc.

At the SCC/STC meeting on March 11, the offer for the Director to attend further consultation meetings was made. STC invited the Director to the March 14 STC meeting – but on the afternoon of the meeting, the Director was asked by the Town Clerk not to attend. No further invitations have been offered. The notes of the meeting on March 11 confirmed the request from SCC to STC to 'set out a formal proposal and options and/or a formal response to the SCC proposed withdrawal of funding'. This request was followed up by e-mail from the Director to STC on March 15 which confirmed a deadline for a written response from either the Town Council and/or 4SLC by March 25th. This would allow time for any views or options to be reflected in this Cabinet report. Alternatively (or in addition to), it was confirmed that STC has the option of making a short statement at the Cabinet meeting on April 10. A response from 4SLC was received by SCC on March 27. (report dated March 25)

On March 14, STC wrote to SCC to 'cease all further communications' citing an absence of 'meaningful consultation'.

SCC responded by confirming it remained '*committed to ongoing dialogue and communication*' with STC'. However on March 27, SCC received an outline business plan (dated March 25) from 4SLC for the continued operation of SLC. SCC agreed to meet 4SLC at the earliest opportunity to discuss the plan as part of the on-going consultation process.

SCC has answered a number of public requests for information and letters of complaint.

### **Independent consultants' report**

SCC and Sport England commissioned an independent study by Neil Allen Associates (a Sport England approved company) of the options for SLC. This was done in agreement with STC and they accepted the brief for the study and were sent the CVs of the individual consultants. STC met with the consultants on February 12. The consultants' findings were presented by the consultants to STC and SCC on March 11 2013 and the report was circulated to STC and 4SLC at the meeting.

Based on the report and the consultants' presentation of their findings (on March 11), a summary of the study's conclusions is as follows:

- From a citywide perspective, SLC closure would have least impact on the least number of people – compared to alternative facility closures to achieve the same level of saving
- '*Hillsborough, Chapeltown and Hoyland pools are accessible to the majority of Stocksbridge residents*' and that '*access to cars by households in the Stocksbridge area is much higher than the city average*' and '*the majority of visits to swimming pools are undertaken by car*'.
- SLC is of 'district' scale in terms of size and cost – but 'local' in terms of reach, visit levels and catchment
- However, displacement of SLC usage – particularly swimming – would place further pressure on the 3 nearest pools. The extra demand can be absorbed but these facilities are already busy – including Hillsborough LC
- There would be no major unmet demand if the current sports hall had to close. (*'much of the dry side demand can be met from within alternative existing facilities'*)
- There is no easy replacement for the specialist bowls facility. Unfortunately dedicated bowls centres are usually not viable. Alternatives for SLC bowlers would have to be long/short mat bowls at other venues – in the town or beyond
- Closure of the pool would leave outstanding demand from local people for a (small) local pool serving the town and immediate area
- A new build pool @ 25M x 4 lane would be the best pool

- The gym at SLC is under-utilised and there is likely to be a commercial budget gym as an alternative at the Fox Valley development
- No capital grants are currently available to fund a new facility – including Sport England. So any new build has to carry the ‘cost of capital’ as well as running costs
- Options were examined at High School, Fox Valley and the Venue
- For all new pool options – the full cost would be between 200K-300K per annum (covering the cost of capital and running costs)
- Existing pool option – main pool only would still require allowance for some on-going repairs etc. Estimate of 207K-£257K – including running costs of between £130K-£180K
- All cost estimates are presented on a range of low to high. The low figure based on a community management model and the high based on a more traditional public sector model
- There could be an interim option of closing and later re-opening the existing main pool under a new business model to allow time to further pursue new build options for a pool. This would require a pool closure and mothballing period and the re-opening would have to be operated as a new business. However, the consultants also noted that it would be *‘very difficult if not impossible’ to operate the current SLC on a community basis’*.

It should be noted that the 4SLC report dated March 25 regards the consultants’ conclusions and recommendations as *‘seriously flawed’*

## 5 PROPOSAL

In considering the conclusions of the consultants’ report and the consultation response presented to SCC by 4SLC (February 26 and March 27), the following approach is proposed and is reflected in the report recommendations:-

a) The SCC assessment, endorsed by the independent consultants’ study and recognised by 4SLC is that the budget deficit at the current centre is unsustainable. The study also concluded that from a city perspective, the closure of SLC would have the *‘least adverse impact on the least number of people’*. The facility is over-sized in scale and cost for the local community it serves and the consultants said refurbishment is *‘unlikely to offer value for money in the long term compared to a purpose built, energy efficient new pool’*. The consultants therefore concluded there is a need for a *‘right size pool in the right location to meet*



*local demand* and that *'the scale of swimming pool to meet this demand is a 25Mx 4 lane tank. . They also concluded that 'dry side demand can be met from within alternative existing facilities'*. The proposal therefore is to withdraw the £400K subsidy from SLC but for all parties to continue to work together to examine alternative options at the existing centre and new build options within Stocksbridge. To date, no alternative sources of revenue funding have been identified or forthcoming.

b) Both the consultants and 4SLC indicated there may be value in supporting SLC for an *'interim period'* on a *'reduced cost basis'* to allow time to generate a business plan for its future operation. Therefore, if STC, 4SLC or STEP request a further period of time (beyond April 30) to develop a viable business plan for the existing centre, then this should be considered by SCC and temporary financial support (from the SCC allocated 13/14 revenue budget for SLC) be offered for mothballing costs to cover this period.. Equally, if STC, 4SLC, STEP or another organisation came forward with a viable business plan to continue the operation of the centre from May 1<sup>st</sup>, this should also be considered with temporary SCC financial support (also from the SCC allocated 13/14 revenue budget for SLC). The outline plan submitted by 4SLC on March 25 calls for the continued and full operation of the centre at reduced cost. Further early discussion is scheduled to assess the detail of this plan.

c) given that current SCC funding terminates on April 30, if by April 19 a viable business plan is not forthcoming or a request is not made for a reasonable but limited period of additional time to develop a viable plan, SCC's capital allocation for SLC should be used for demolition of the centre and the reinstatement of the site to parkland. The staff redundancy costs relating to closure prior to demolition or closure prior to mothballing will be met by SCC

## **6 BENEFITS**

The proposal focuses on continuing to explore a new build option for a pool. It also offers potential additional time and financial support (for mothballing) for STC, 4SLC, STEP or another organisation to produce a viable business plan for the existing centre. If this proves achievable, then SCC can offer the balance (after meeting initial mothballing costs) of its available revenue support for SLC in 13/14 to contribute towards potential operating costs for the remainder of 13/14. If all options fail, then SCC can meet demolition costs and any necessary staff redundancy costs.

## **7 RISKS**

There are a number of risks:-

- a) STC, 4SLC, STEP or another organisation by April 19 do not present a viable business plan or request a reasonable

- b) STC, 4SLC, STEP or another organisation request a mothballing period beyond April 30, but are subsequently unable to produce a viable business plan. In this case, the centre would be demolished after August 31<sup>st</sup>
- c) No viable plan is found to develop an affordable and sustainable new pool in the town and the existing centre also closes. In which case SLC customers would be required to travel to alternative facilities.

## **8 FINANCIAL IMPLICATIONS**

Government has cut SCC funding over the last 2 years as part of its deficit reduction programme. At the same time, SCC has had to deal with rising costs and increasing demand for our services.

The combined impact of these changes has been significant and the Council has already had to find £130 million of savings to balance the books.

The Council has managed to find these savings without high profile and widespread service closures partly because it has cut back hard on administrative costs like ICT and training, reduced senior management costs, made savings on accommodation, and invested in preventative work that reduces demand for more expensive services.

Government announced before Christmas that public spending cuts would continue until 2018 and that SCC funding would continue to be cut for the next 2 years (at least).

In 2013/14, SCC needs to find £50 million of savings next year to balance the books, and the savings required to balance the budget in 2014/15 will probably be at least the same again.

The continued squeeze on budgets means that SCC has to make some very difficult choices. SCC priorities will focus on supporting those people who are most vulnerable; safeguarding children, adult social care and measures to support young people into employment. It is inevitable therefore that cuts to the city's sports facilities have to play a part in the Council's budget setting.

The saving to SCC from closing SLC is £400K. These savings are recurrent in future years, so for example, the saving in the first 5 years will be £2M. In the first year of closure, SCC will meet one-off closure costs of redundancy (estimated at £200K) and an estimated one-off capital cost of demolition of £105K. The latter will be met from the Council's Corporate Resource Pool. If a mothballing period is agreed with STC, 4SLC, STEP or another



organisation, then mothballing costs will be incurred up to a date no later than August 31 2013. These will be met by the retained revenue to cover mothballing for SLC in 13/14.

In addition, SCC's agreement to fully operate SLC to the end of April 2013, will cost up to £40K. This will be met either from any unallocated retained revenue for SLC or will be managed from within the wider 13/14 Place Portfolio budget.

To date, no alternative sources of revenue support have been identified or forthcoming.

## **9 LEGAL IMPLICATIONS**

There isn't a formal Statutory obligation to provide leisure centres or swimming pools such as Stocksbridge. However, in making a decision to reduce or stop funding such discretionary facilities, the council must have due regard to S149 The Equality Act 2010 ("The Public Sector Equality Duty" (PSED)).

In particular, have due regard to the need to:

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

By S149(3), having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to— .

- (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
- (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low

By S149(7) the relevant protected characteristics are: age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

The Council delivers such obligations through the preparation of its Equality Impact Assessment (EIA) which is attached. This must be considered and taken account of by Cabinet in making its decisions.

There is no Statutory obligation to consult with leisure centre users and interested parties in relation to the decisions about leisure centres but it is considered good practice to do so. The results of consultation and dialogue in respect of Stocksbridge Leisure Centre are contained within this report and should be taken account of by Cabinet in reaching its decision.

The City Council holds part of the Leisure Centre site pursuant to the Charity Lease. This lease is a business tenancy governed by the provisions of the Landlord and Tenant Act 1954 (“the LTA 1954”). Although the fixed term of the Charity Lease has expired, it continues, by virtue of the provisions of Section 24 of the LTA 1954, until terminated by notice given by either party. Pursuant to Section 27 of the LTA 1954, the City Council, as tenant, is entitled to terminate the Charity Lease, at any time, upon the giving of not less than 3 months’ notice.

It is not considered that the funding to be granted amounts to state aid in contravention of Article 107(1) of the Treaty on the Functioning of the European Union. However, in the event that the funding is determined to be state aid, the funding to be granted is de minimis aid pursuant to EC Regulation 1998/2006.

## **10 PROPERTY IMPLICATIONS**

The property implications from this report are the subject of a separate report to the Oxley Park charity. However should they request the support of the Council re demolition or disposal this report seeks permission to provide such support.

By virtue of an historical anomaly, the City Council hold part of the Leisure Centre site on under a lease from the Oxley Park Charity (“the Charity Lease”) and hold the remainder of the site as trustee of the Oxley Park Charity. The fixed term of the Charity Lease has expired and the City Council is holding over. This means that the Lease can be terminated at any time upon the giving of three months’ notice.

## **11 ALTERNATIVE OPTIONS CONSIDERED**

The Council has assessed all facilities in terms of potential savings and the impact of any closures across the city. The conclusions of this citywide analysis match those of the consultants i.e. that alternative facility closures (to SLC), to achieve a similar level of saving would impact on a far greater number of people and therefore have greater impact on sports participation and health.

In addition, the independent consultants’ report examined all options for alternative provision of facilities within the town. It concluded that a new build, (small) lower cost pool would be the best way forward. It also recognised that mothballing or temporary operation of the existing centre for a limited period to allow further

time for development of a business may be an option.

4SLC has also reviewed options. It concluded in its report (February 26) that the budget deficit on SLC is '*unsustainable*' and that the '*ideal longer term solution may to be (sic) a new build and more financially sustainable facility in Stocksbridge*'. 4SLC also called for SLC to be operated on a '*reduced cost basis for a short-term period*' to allow time to '*generate a full business plan*'. The 4SLC report (dated March 25) offered an '*outline business case*' which concluded that SLC should remain open and could be operated at a considerably reduced cost. It proposes that SIV remain as the operator, with community management taking over within 2 years.

The report acknowledged that it was a '*first step in producing a viable business plan*' and '*did not set out to be a fully detailed and extensively researched document*'. SCC has agreed to meet 4SLC at the earliest opportunity to discuss the plan as part of the on-going consultation process.

It should be noted that the consultation period has so far not identified any alternative revenue funding to support SLC. SCC suggested to the Town Council at the March 11 meeting that they may have to be part of any future solution for SLC. To date there has been no offer of potential financial support from the Town Council.

## **12 REASONS FOR RECOMMENDATIONS**

Government has cut SCC funding over the last 2 years as part of its deficit reduction programme. At the same time, SCC has had to deal with rising costs and increasing demand for its services.

The combined impact of these changes has been significant and the Council has already had to find £130 million of savings to balance the books.

The Council has managed to find these savings without high profile and widespread service closures partly because it has cut back hard on administrative costs like ICT and training, reduced senior management costs, made savings on accommodation, and invested in preventative work that reduces demand for more expensive services.

Government announced before Christmas that public spending cuts would continue until 2018 and that SCC funding would continue to be cut for the next 2 years (at least).

In 2013/14, SCC needs to find £50 million of savings to balance the books, and the savings required to balance the budget in

2014/15 will probably be at least the same again.

The continued squeeze on budgets means that SCC has to make some very difficult choices. SCC priorities will focus on supporting those people who are most vulnerable; safeguarding children, adult social care and measures to support young people into employment. It is inevitable therefore that cuts to the city's sports facilities have to play a part in the Council's budget setting.

The City Council's analysis of facilities concluded that SLC is a large and expensive district facility with relatively low visit levels. To achieve a similar level of saving from alternative facility closures would impact on far greater numbers of people. For example the closure of similar sized/cost venues such as Concord Sports Centre and Hillsborough Leisure Centre would impact on 400,000 visits and 650,000 visits (respectively), as opposed to the 142,000 visits at SLC.

This citywide facility assessment has been endorsed by the independent consultants' report which did *'not find anything which would challenge the SCC (facility) assessment'* and which recognised the SCC assessment was based on making decisions *'which has (sic) the least adverse impact on the least number of residents'*. The report said that the way forward is for a new low cost pool to be built in Stocksbridge given that *'closure of SLC would still leave demands for a local replacement'*. Whilst the report concluded it *'will be very difficult, if not impossible, to operate the current SLC on a community basis'* it suggested that *'it seems prudent to first explore whether there are viable proposals and/or solutions emerging from the community'*. It therefore said that it *'may require a period of mothballing (of the existing centre) prior to a potential re-opening to allow a new management solution and business plan to be developed'*. The consultants also concluded that *'much of the dry side demand can be met from within alternative existing facilities'*.

It should be noted that during the consultation period to date, no alternative sources of revenue funding have been identified or forthcoming.

The recommendations set out in this report reflect the conclusions of the consultants' report and note the views of 4SLC which said (in a report to SCC and the consultants dated February 26 2013) that *'we recognise there is a budget deficit (on SLC) that is unsustainable'* and that *'the ideal longer term solution may to be (sic) a new build and more financially sustainable facility in Stocksbridge'*. The February report by 4SLC also called for SLC to be operated on a *'reduced cost basis for a short-term period'* to allow time to *'generate a full business plan'*.

The 4SLC report dated March 25 called for the continued operation of the entire centre whilst '*an alternative business structure*' is developed. It also indicated that in 2015 work should start on planning for '*a replacement sports and leisure centre in Stocksbridge*'.

### 13 RECOMMENDATIONS

Cabinet is recommended:

1. to withdraw the £400,000 annual subsidy from Stocksbridge Leisure Centre and to serve notice to terminate the Charity Lease;
2. to direct that officers continue to work closely with all interested parties in seeking an affordable and sustainable solution for a new build pool in Stocksbridge and continue to work with user groups at Stocksbridge Leisure Centre to identify possible alternative venues in the area in advance of potential closure or mothballing of the venue;
3. to direct that officers urgently consider the outline business plan submitted by 4SLC in accordance with the authority delegated in accordance with Recommendation 6 and to invite Stocksbridge Town Council and other interested parties to indicate by no later than 19<sup>th</sup> April 2013 whether they wish to become the sole trustee of the Oxley Park Charity effective from 1<sup>st</sup> May 2013 (or the earliest feasible date thereafter); and if so:-
  - a) demonstrating a viable business case for the City Council to offer Stocksbridge Town Council or another interested party non-recurring revenue funding for Stocksbridge Leisure Centre in 2013/14 up to a maximum of £125,000 in order to fund EITHER the necessary security and safety arrangements required to mothball Stocksbridge Leisure Centre from 1<sup>st</sup> May 2013, through to a date no later than 31<sup>st</sup> August 2013 and to allow further time for Stocksbridge Town Council or another interested party to develop a viable business plan to operate the leisure centre from September 1<sup>st</sup> 2013, OR as a contribution to the costs of operating Stocksbridge Leisure Centre (in whole or part) from 1<sup>st</sup> May 2013 based upon the implementation of a viable business plan approved by the City Council prior to that date; and
4. to request that Cabinet, on behalf of the City Council acting in its capacity as Trustee of the Oxley Park Charity resolve, in the event that Stocksbridge Town Council or another

5. In the event that Stocksbridge Town Council or any other interested party either states that it does not wish to become the sole trustee of the Oxley Park Charity or does not provide a viable business case in accordance with Recommendation 3 and 3a:-
  - a) to, in the event that Cabinet on behalf of the City Council acting in its capacity as Trustee of the Oxley Park Charity resolves to close Stocksbridge Leisure Centre and requests that the City Council demolish the buildings and restore the site, arrange and fund the demolition and the reinstatement of the site to parkland;
  - b) to request Sheffield City Trust to conclude the necessary staff redundancy programme at the earliest opportunity with the City Council funding the redundancy payments for the relevant staff
6. to delegate to the Executive Director Place in consultation with the Director of Legal Services, Director of Finance and the Director of Property and Facilities Management and the relevant Cabinet member, the authority to:
  - a) determine whether any written proposal put forward by STC or another interested party demonstrates a sufficient case to justify the City Council providing revenue funding to STC or another interested party for the purpose specified in 3 and 3a above and if so;
  - b) enter into any necessary arrangements and documents to put into effect the outcomes in relation to the Recommendations above.

# APPENDIX A

## Review of Stocksbridge Leisure Centre

# Assessment of Demand and Subsequent Options Appraisal for Provision of Indoor Sports Facilities

8 March 2013

*Neil Allen Associates Registered Office:  
20 Brook Road, Lymm, Cheshire, WA139AH*

*A limited company, registered in  
England and Wales no. 616528*





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## **Appendices**

Appendix One: Summary of key factors relating to the Stocksbridge Leisure Centre SCCI

Appendix Two – Summary of Facility Options

# 1. Introduction

## Introduction

1. Sheffield City Council (SCC) and Sport England commissioned Neil Allen Associates Ltd to undertake an independent review of the Stocksbridge Leisure Centre. The purposes of the review are to consider the rationale and evidence base assessment of the demand for the centre. Based on the demand assessment review and if this shows there is an evidence based case for an indoor sports centre facility in Stocksbridge then what are the options to meeting this provision? This report sets out the findings from this independent review.
2. The report contains the following sections:
  - Context for the study;
  - Assessment of demand for the Stocksbridge Leisure Centre or sports facilities located in Stocksbridge (key findings for this section are presented in boxed summaries; and
  - Options appraisal.
3. Neil Allen Associates (NAA) is an independent sports consultancy. It has been appointed by Sport England onto its Framework Agreement for sports consultancies to provide clients with strategic planning advice and sports facility project appraisals for all types of indoor and outdoor sports and recreational facilities.

## Context for the Project

4. The brief provided by the City Council and Sport England takes as its starting point that the City Council has decided it can no longer continue to provide the financial subsidy to maintain the Stocksbridge Leisure Centre (SLC) from end of April 2013 onwards. The estimated and budgeted financial support to the SLC from the City Council in financial year 2012 – 2013 is £400,000.
5. The purposes of this independent review are not to review the City Council's decision but to consider if there are options other than direct support from the City Council to maintain the SLC, or, develop an indoor sports facility in Stocksbridge, if there is an identified demand?
6. This could be: retention of the existing centre as is; retention of the existing centre in some modified form; development of alternative existing alternative venues within Stocksbridge, acknowledging there are no other existing alternative swimming pools in the Stocksbridge area; development of new indoor sports facilities of a scale to meet the sports facility demands of the Stocksbridge population.
7. Any option appraisal has, however, to first be based on an assessment of demand, simply to establish if there is a demand for a sports facility in Stocksbridge – not just assume.

8. It has been said to us many times there is a demand for a Stocksbridge indoor sports facility, however when we have challenged on what this is – namely which are the core facilities, where and how could this be met there are then variations in the responses.
9. Establishing a clear demand and agreed brief on the fundamental type/scale of sports facilities required and which meets the sporting and recreational participants is the start point. Then assess what are the options to meet this demand, at what cost, who provides and how is it managed to achieve what outcomes
10. It is recognised and has been said to us many times “the SLC is a district wide centre in terms of its scale and range of actual sports facilities but it serves a local Stocksbridge catchment area and population” This is a broad description but it does encapsulate the dimensions of a city wide perspective on the SLC and another perspective which is Stocksbridge based.
11. It is not the role or remit of this independent study to start from a complete assessment of the sports and recreational facility demands of indoor sports and recreational facilities in Stocksbridge and assess the role the existing SLC plays in meeting those demands.
12. It is the role of this study to review the findings of the City Council and the local Stocksbridge view of how demands have been assessed. It is recognised that the City Council facility assessment, including that of SLC is: well formulated; based on a financial case; does consider and identifies alternative venues to meet the needs of Stocksbridge residents - all based on the City Council decision to withdraw funding for the SLC from the end of April 2013.
13. It is also recognised that residents of Stocksbridge, the Stocksbridge Town Council, the 4 Stocksbridge Leisure Centre organisation and representatives of user groups from individual sports and activities at SLC have their own views on the needs for indoor sports facilities in Stocksbridge, many of these views do coalesce.
14. We do consider it is important to “play back” these differing dimensions because it does present a more rounded case of the assessment of demand for sports facilities in Stocksbridge. This is not done to challenge the City Council decisions reached – at all. It is done to present a wider perspective on these decisions and this is very useful in developing a more rounded assessment of the type and scale of sports and recreational facilities needed in Stocksbridge in the future.
15. Even more importantly the “Stocksbridge perspective” provides important context and content for some of the future options and, in particular how sports facilities could be financed and managed. These are important dimensions to integrate into the development of viable future options for the demand, scale, location, financing and operation of a Stocksbridge indoor community sports facility.

## The Sheffield City Council Case and Stockbridge Case - Comparisons and Absolutes

16. In summary and shorthand terms, the City Council decision is based on visitor numbers, demographics and cost comparisons of existing sports centres. Then making decisions on changes in provision based on the least impact on the least residents. Acknowledging explicitly that SCC does not want to reduce sports provision for its residents at all but it has to make savings to balance the City Council budget in 2013 – 2014 and beyond. (Appendix 1 to this report sets out the SCC headlines facts and figures for the comparisons of visitor numbers, costs comparisons and demographics for each sports and leisure centre in the city).
17. Our independent assessment of the City Council review and data applied does not identify anything which would challenge the City Council assessment – from its city wide responsibilities to all residents. However we do consider there is another perspective and context in which the decisions have an impact and we consider the Stocksbridge perspective does need to be considered alongside the City wide perspective.
18. In summary terms, the City Council assessment is based on comparisons, using consistent data applied to all centres/locations and making choices and decisions based on a balancing of all factors to determine the best way forward, in providing sports and recreational facilities and a service which is beneficial to all residents. Whilst making choices and decisions in any reductions in provision which has the least adverse impact on the least number of residents.
19. The Stocksbridge assessment (to use a collective term for all Stocksbridge groups) is an absolute perspective; it is more than about comparisons and alternative venues. The Stocksbridge assessment is that there is a continuing demand for this facility. Closure of SLC would still leave demands for a local replacement. This in terms of meeting the Stocksbridge demands for the range of facilities provided by SLC. The Stocksbridge views about the alternatives identified by SCC are that: there longer travel times to the alternative venues (especially for those households without a car) than those identified by SCC; the cost of car travel is not factored in, bus trips are at least 2 buses and do not take participants to the actual venues and so the travel times to and back are an under estimate; the programming times for activities at other venues may not be the same as at SLC, plus and probably more importantly, can these other venues absorb the SLC uses in any case. This is particularly the case for swimming club use, lane/fitness swimming and for gymnastics. Finally there are not purpose built/dedicated alternative venues for a particular sport (indoor bowls).
20. It is a practical assessment and view that there is a continuing demand for an indoor sports centre in Stocksbridge and the challenges to travel/reach the alternative venues within the travel times identified. Plus meet the travel cost and time, gain access for the types and range of activities at alternative venues that are provided at SLC. In short it is a local perspective of demand in every sense, coupled with a view about the high occupancy of all the city pools, including in the north of the city, means there are concerns as to whether these pools can absorb the Stockbridge swimming range of uses

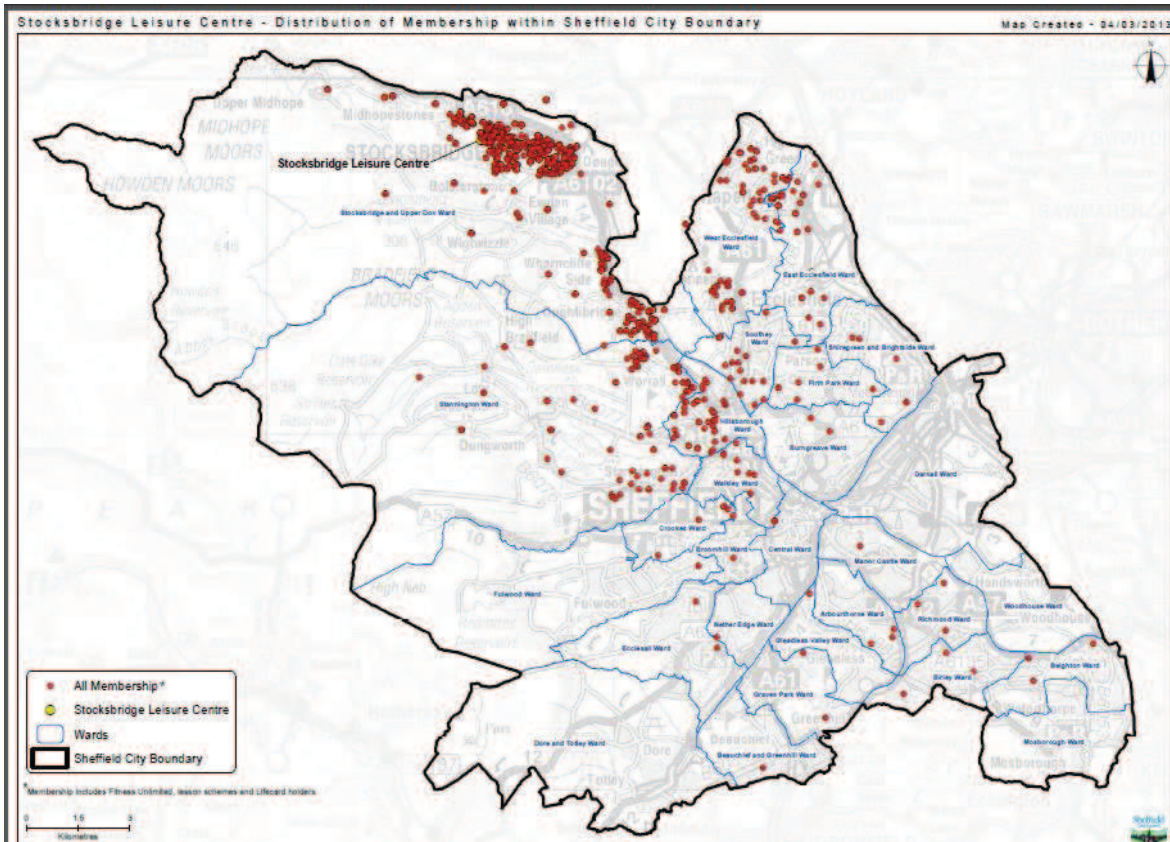
21. Our approach has been to consider both perspectives not to arbitrate between them but to assess if there is a local case for a local sports facility to meet the local demands of Stocksbridge. Local centre for local purposes not a district wide centre which serves a local catchment. There has to be a demand case identified – type and scale of core facilities - on which to base the options and then determine how it can be provided.
22. In a measured study our approach to establishing whether this demand exists would be to consider hard evidence findings and then undertake structured local consultations to review hard evidence findings alongside local consultations and assessment. To understand what the hard evidence is saying and then review alongside the local perspective – what the demands are, the types of uses of the centre, costs, programming, access, barriers and motivations to increase sports participation and physical activity. Then provide through hard evidence projections of future trends in demographics and sports participation what the future sports facility demands are – define a future core facility types, scale and location. This is the demand assessment case before defining the project brief content.
23. This overall approach takes quite a time and is outside the remit of this study but we have had the opportunity to meet with the user groups of the SLC, the Stocksbridge Town Council and the 4 SLC organisation. Plus there are representatives of the 4 SLC on the project group for the independent study which provides the local perspective.
24. In order to try and achieve some balanced assessment within our study we have reviewed the key headline findings from both the City Council and Sport England hard evidence on sports facility demands. Then reviewed these findings against the commentary from the local Stocksbridge perspective.
25. The City Council has made it clear that they wish this study to ensure this wider perspective is reviewed and tested. The objective being to see if we can identify an evidence case for a local sports facility in Stocksbridge. Most importantly if there is then does this have to be met by the SLC, or, could it be met by increasing access to what already exists in Stocksbridge and at other venues. The outcomes of this assessment are then developed into specific options which are then appraised.

#### SLC Membership and postcode locations of members

26. One message we have received very clearly from the Stocksbridge groups is that the SLC is a local centre for local people – from an historical, funding and customers of the centre perspective. One way of assessing the extent of SLC as a local centre is to plot the home location of the SLC membership by postcode. This has been undertaken and is shown in maps 1 and 2 below. Map 1 is the postcode location for the SLC membership distributed within Sheffield and Map 2 is the postcode location of the SLC membership outside the SCC boundary.
27. Overall within the Sheffield boundary there are about 2353 members and approximately 1404 from outside the Sheffield boundary. As map 1 show there is indeed a main cluster of membership immediately within the location of the SLC itself and this does predominate. There is then a smaller cluster of members in the Oughtilbridge area and still within the Stocksbridge and Upper Don Ward. There are also smaller clusters of members within the Stannington and Hillsborough wards.

28. Overall though within the Sheffield boundary the predominance of membership is immediately around the centre itself. Probably these findings are no surprise but it does provide verification of the view expressed about a local centre for local people.

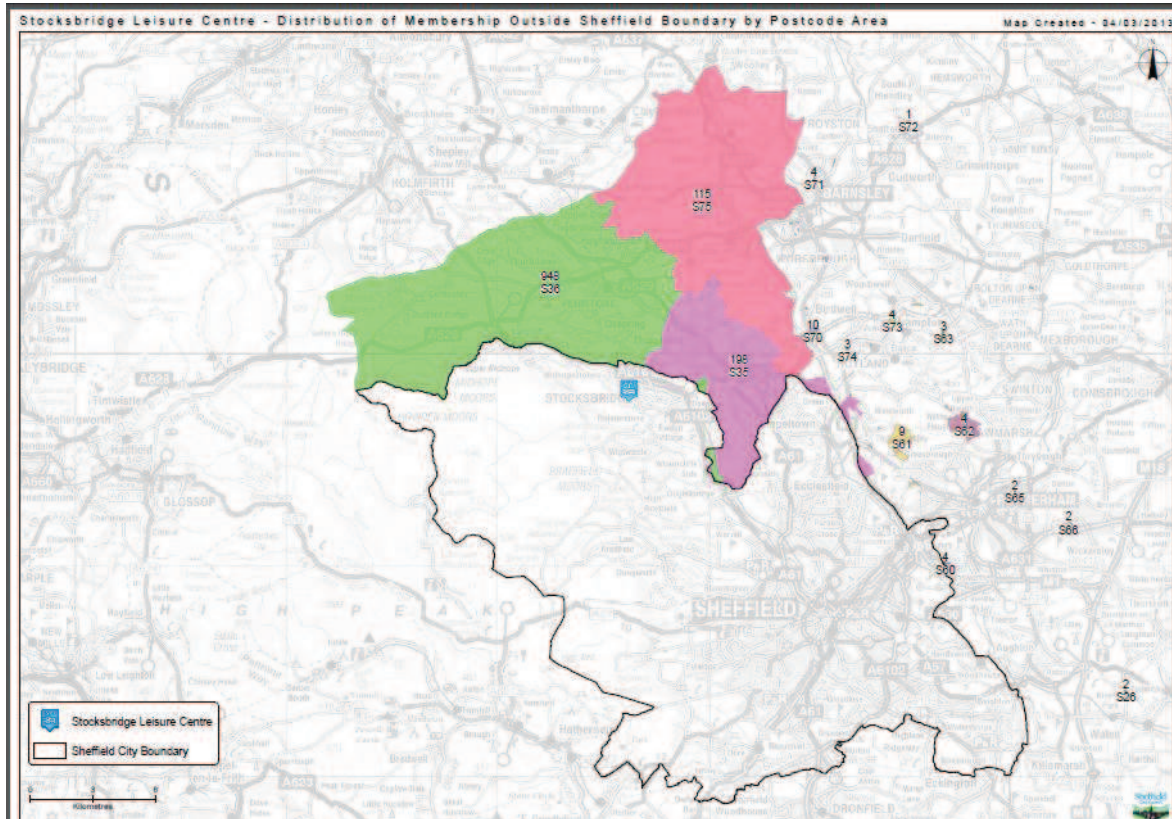
**Map 1: Stocksbridge Leisure Centre Distribution of Membership within the Sheffield City Boundary**



29. Map 2 shows the location of the SLC membership for postcodes located outside the Sheffield City boundary. In total this is for 1,404 members, although not all are included in the map because they extend beyond the boundaries of the map, a few (probably swim club members) as far as Huddersfield or even Leeds. What is noticeable from map 2 is, the total 1,261 members in the three postcodes to the north of the centre. This total is some 53% of the total Sheffield City residents who are members of the SLC. So Map 2 does further reinforce the SLC is a local centre for local people, albeit these local people are residents living outside the Sheffield City boundary.



**Map 2: Stocksbridge Leisure Centre Distribution of Membership by Postcode outside the Sheffield City Boundary**



**Assessment of need for swimming pools**

- 30. In 2012 Sport England undertook an assessment of the supply and demand for swimming pools across Sheffield and the wider area of local authorities which border Sheffield, acknowledging that some users of Sheffield's pools will be from outside the city and vice versa some Sheffield residents will use pools in neighbouring authorities.
- 31. The overall summary of the Sport England supply and demand assessment is that the pools available for community use have a combined capacity (or supply) of 50,000 visits in the weekly peak period.
- 32. The total peak period demand for pool usage in Sheffield is estimated to be 36,650 visits in the same weekly peak period. Based on these figures, the estimate is that 70% of swimming pool space is being used - in short the Sheffield pools are busy, but with some limited spare capacity. This is higher than both the regional figure (66%) and the national figure (64%).

### How full are the swimming pools?

33. When looking at individual pools the amount of pool space used varies depending on each pool's location, size, attractiveness and the character and size of population within their catchment. The effect of this is that across Sheffield, three pools, Westfield, Springs Leisure Centre and Heeley Baths, are estimated to be operating at near to 100% capacity. However, the capacity of these pools is limited as they are small pools and in the case of Springs and Westfield have restricted opening hours. They cannot, therefore, accommodate as many visits as the larger, more modern pools.
34. Of the remaining nine public/voluntary sector pools, seven are estimated to be operating at 70% or over of their capacity and so are considered to be busy/very busy. Only Stocksbridge Leisure Centre is operating well below its capacity; it is estimated that some 46% of its available capacity is used. From a review of SCC throughput data on existing pools the figures do correlate. In summary there is an agreement that the Sheffield city pools which have public use are busy and experience high demand and usage, with the exception of SLC, which has the lowest annual throughput and is decreasing.
35. (Our comment) based on this city wide assessment, which is undertaken applying a consistent methodology across all the pools in the city, where there is community use, is there is a case for not retaining the SLC, IF and this is the important point, its comparative low usage can be accommodated at other pools. Despite the remaining pools already being busy and based on the City Council rationale of having to make savings which have the least impact on the least number of residents.
36. Sport England subsequently assessed if the SLC pool was not available how would this impact on the supply and demand for swimming pools which are accessible to the Stocksbridge area, notably Hillsborough and Chapeltown pools, It is acknowledged that Stocksbridge is comparatively isolated and there is limited choice of other accessible pools (more on access in the next section).
37. The findings on these supply and demand assessments are that most of the impact is felt at Chapeltown where the percentage of the pool space which is used at peak times rises from 88% to 99% so the pool is virtually full. At Hillsborough the percentage of pool space used increases to 82% of total pool capacity – so it is also very full.
38. (Our comment) we have reviewed and agree with the Sport England assessment. The comparative low usage of the SLC pool in comparison to other pools in the city means that it is valid in the light of all the other factors that the City Council has to consider to accommodate the SLC swimming use and programmes at other pools.
39. However, it is very important to note the Sport England assessment that the other pools are already estimated to be busy and the re-distributed SLC pool usage makes these other pools even busier. So whilst the usage can be accommodated the other pools are then effectively full. Furthermore, there are particular types of use which have to be accommodated, notably more pool time for club use. If the pools are



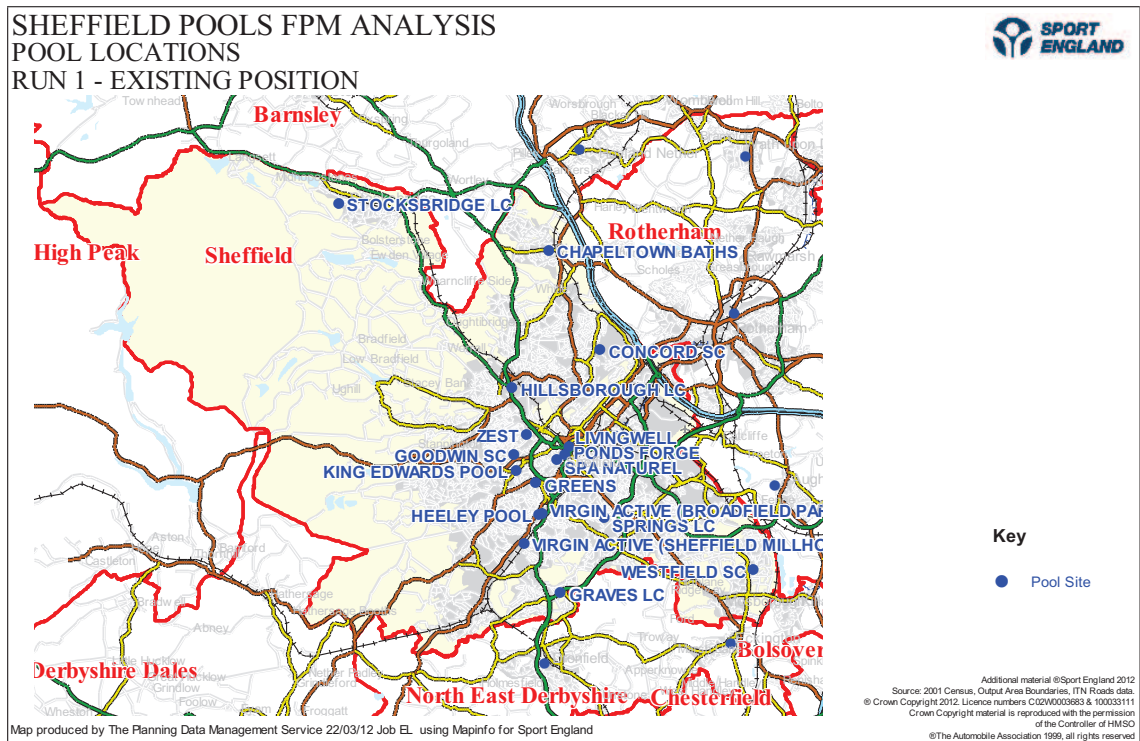
40. effectively full then the scope to change the programming to accommodate more specific uses is very difficult
41. Also it does not allow any headroom for increases in swimming participation at these other venues and does restrict the scope and capacity to change the programmes at other pools. It is a particular concern of the Stocksbridge groups as to whether these other pool venues can accommodate the Stocksbridge pool usage not just in capacity terms but in terms of programmed time for swimming club usage, access to lane swimming at peak times and swimming lessons. The findings from this assessment do give support to that view and ideally therefore a replacement local pool in Stocksbridge would be desirable. The City Council has already acknowledged the capacity assessment via its announced investment in the south of the city at Graves and the emerging analysis around a strategic district facility in the north of the city.

#### Access to other swimming pool venues

42. Again it has been said to us many times by the Stocksbridge groups that for a variety reasons the alternative pool venues are not accessible. We understand and agree with the SCC view that the Hillsborough, Chapeltown and Hoyland pools are accessible to the majority of Stocksbridge residents, based on a 20 minute drive time catchment(20 minutes is the nationally accepted measure of travel time to swimming pools based on car travel by Sport England). Also that access to cars by households in the Stocksbridge area is much higher than the city average of access to cars. Plus the majority of visits to swimming pools are undertaken by car (Note: City Council statistics are set out in Appendix 1).
43. We also understand this is very much contested by Stocksbridge residents as to whether these pool locations are accessible by car in 20 minutes. Also the presumption appears to be that cars themselves are accessible for swimming trips and this is most likely now precluded given the drive times to/from other pools and the other uses of a car by a one car owning family. Plus there is the cost of travel to other pools.
44. In terms of public transport, the Stocksbridge view is that the time/cost/number of bus changes to access the other venues, plus the overall trip time with the actual use of the pool included means that the alternative venues are not accessible by public transport.
45. We have tried to asses these differing views – how accessible are other pools to Stocksbridge residents and how does this compare to access to pools for other areas of the city?
46. Car travel is the predominate choice of travel to pools and this is supported by extensive research by Sport England which can be applied to the population of any area and the number of households that have access to a car. The Sport England estimate is that across Sheffield some 66% of all visits to pools are by car, 15% are by public transport and 20% are by walking. SCC data and evidence is that car ownership in Stocksbridge is 10% above the city average that means that 74% of households in Stocksbridge have access to at least 1 car. The Stocksbridge ward has the 9th highest car ownership rate out of the City's 28 wards. Plus, it is relevant to note that 35% of households in the Stocksbridge ward have 2 or more cars, compared to the city average of 24.5%

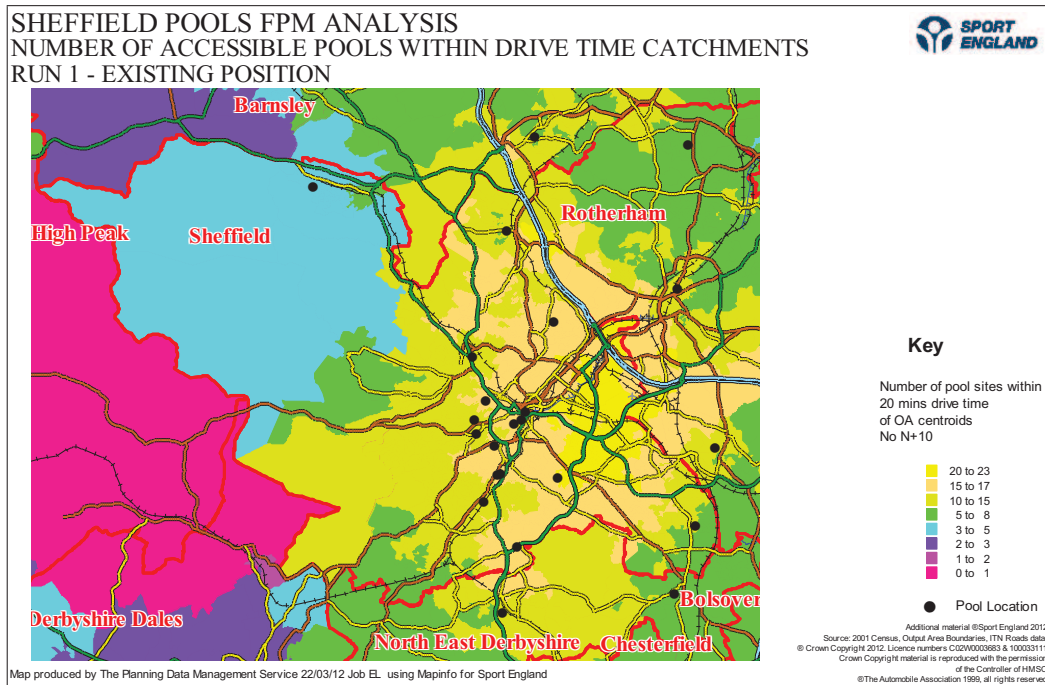
47. Sport England has mapped the location and access to swimming pools by car travel. Map 3 below shows the location of the swimming pools in Sheffield and it is noticeable that the Stocksbridge pool location is isolated in comparison to other pools in the city, with the exception of Chapeltown in the north and Westfield in the south.

**Map 3: Location of swimming pools with public use in Sheffield 2012**



48. Map 4 below shows the outcomes of the accessibility analysis of comparing where pools are located and based on their 20 minute drive time catchment area how many pools residents of Sheffield can access. The colour coded key for the number of pools which are accessible is on the right hand side of the map.

**Map 4: Number of accessible swimming pools based on a 20 minute drive catchment area for pools with community use in Sheffield 2012**



49. The areas shaded green through to the two shades of yellow are the areas with the highest accessibility to pools ranging from between 5 – 23 pools which are accessible based on a 20 minute drive time catchment area (not all pools are within the City Council boundary) The areas shaded red - to purple - to blue are the areas with the least access to pools with between 1 – 2 pool (red) to 3 pools (purple) to 3 – 5 pools (shaded blue) based on car drive time catchments. The black dots are the swimming pool locations.
50. As can be seen from map 4 the areas of Sheffield with the highest access to the most number of pools are located in the eastern and southern sides of the City. The north of the city has overall lower accessibility, and for Stocksbridge, there are 3 alternative pools within the travel time of 20 minutes. There is not mapped data/evidence on accessibility to swimming pools by public transport.

## Summary of findings on the review of the demand assessment for swimming in Stocksbridge

The comparative analysis of swimming pool catchment areas, accessibility and capacity of the pools does show that closure of the Stocksbridge pool would require the City Council to consider at least a strategic district pool solution for the north of the city and consider a local pool solution for Stocksbridge.

The overall assessment is that there is demand for a local swimming pool in Stocksbridge because the existing pools in the city are busy and will become very busy in the absence of a future district solution for the north. Closure of Stocksbridge will push the pool space used at other venues to very high levels. Plus the ability to absorb the SLC swimming programme of use at other venues will be challenging in terms of pool capacity to absorb club swimming, swimming lessons and casual swimming use from SLC.

Resulting from closure of the SLC, the percentage of the pool space used at peak times increases at both Chapeltown and Hillsborough. In the absence of a new district pool solution for north of the city, then at Chapeltown the estimate is that it rises from 88% to 99% of pool space used. At Hillsborough the estimate is that 82% of swimming pool capacity is used. Some SLC swim usage will also relocate to Hoyland LC.

Finally there is the Stocksbridge perspective that access to other pools is limited – less number of pools and further away than for other areas of the city - so reduced access for Stocksbridge residents. The Stocksbridge view is that it is also impractical to reach these three other pools in the travel times identified. Plus there is the time and cost of travel and can these venues accommodate the swimming programmes in any case. The demand assessment reflects and supports these views.

The way forward is for a local pool of a scale which meets the local needs of Stocksbridge. The City Council view is that the north area of the city also needs a strategically located district facility to serve the wider area. However there is also the demand for a local pool in Stocksbridge to serve the local demand and of a scale required for Stocksbridge. Such provision will reduce the operating subsidy and the economic performance of such a pool should be comparable to other pools in other areas of the city. In short the right size pool in the right location to meet a local demand.

The scale of swimming pool to meet this local demand is a 25 metre x 4 lane tank some 210 sq metres of water. This is however much smaller than the SLC main pool of 313 sq metres of water and the learner pool of 100 sq metres of water.

Finally, the significant factor and overriding these supply/demand and accessibility findings is however the cost of maintaining the SLC. The level of overall subsidy at the centre is budgeted at £400,000 for 2012/13 and the cost per visit is £3 per visit, compared with 50p at Hillsborough and around £1 at Concord. These financial factors are the key factors and have to be overcome to ensure compatibility between supply/demand, access and finance – to ensure a swimming pool can be retained and or a new one developed and which is viable in Stocksbridge.

This challenge is taken forward under the options appraisal - to develop a swimming pool option which meets this demand but is also viable and sustainable in terms of financing and operation. It has to be achievable in financial term as well as meet the assessment of demand case. The complete package is required.

## Assessment of demand for the SLC sports hall

51. The other two main sports facility types at SLC are the sports hall and indoor bowls hall. The sports hall is a 5 badminton court size main sports hall and the indoor bowls hall is a 4 rink bowls halls.
52. The sports hall can accommodate the full range of indoor hall sports at recreational and community level of activity. Sport England unlike with the swimming pools assessment, did not undertake a specific assessment of need for sports halls in Sheffield in 2012. However Sport England do undertake a national supply and demand assessment for sports halls across England and this national assessment does produce an evidence base for sports halls in every local authority, produced each year for every local authority.
53. The basis of the analysis is to compare the supply of sports halls above 3 badminton court size which are available for public use to the demand for community level sports participation by residents across the full range of indoor hall sports and activities. The extract of the key findings for Sheffield based on the 2012 supply and demand analysis for sports halls are set out below in table 1.

**Table 1: Headline findings on the 2012 supply and demand for sports halls in Sheffield**

<b>Supply of Sports Halls</b>		<b>Sheffield</b>
Number of sports halls in Sheffield with some community use		53
Supply of badminton courts for public use in peak hours		170.9
Supply of total hall space in visits in the weekly peak period		34612
<b>Demand for Sports Halls</b>		<b>Sheffield</b>
Population		562500
Demand for sports halls in visits per week in the weekly peak period		26994
Equivalent in courts		166.63
<b>Satisfied Demand for Sports Halls</b>		<b>Sheffield</b>
Total number of visits which are met		24540
% of total demand satisfied		90.9
% of demand satisfied who travel by car		66
% of demand satisfied who travel by foot		19.9
% of demand satisfied who travel by public transport		14.2
<b>Unmet Demand for Sports Halls</b>		<b>Sheffield</b>
Total number of visits in the peak, not currently being met		2454
Unmet demand as a % of total demand		9.1
Equivalent in badminton courts		15
% of Unmet Demand due to ;		
Lack of Capacity -		4.7
Outside Catchment -		95.3
<b>Used Capacity of Sports Halls</b>		<b>Sheffield</b>
Total number of visits used of current capacity		25870
% of overall capacity of sports halls used		74.7
% of visits made to halls by walkers		18.8
% of visits made to halls by road (car and public transport)		81.2
As a % of used capacity		88

54. Table 1 shows that the total supply of the 53 sports halls across Sheffield which have some community use is 34,600 visits (rounded) in the weekly peak period. The total demand for sports halls in the same weekly peak period is 27, 000 visits (rounded). So supply is greater than demand by some 7,600 visits.
55. Of this total demand some 91% is located within the catchment area of a sports hall and there is enough capacity at the sports halls to meet the demand within the catchment area (known as satisfied demand).
56. There is some 9% of the total demand which is unmet demand and this totals 15 badminton courts. Unmet demand is defined as either the sports halls are too full to accommodate all of the demand and there is a lack of capacity (which is shown as 5 % of the unmet demand and is in the sub table 4). Or the demand is located outside the catchment area of a sports hall and is then classified as unmet demand (the sub table 4 shows this to be 95% of the unmet demand, or, put another way some 14 of the 15 badminton courts which are unmet demand).
57. How much of the available sport hall space for public use is used? This is defined as used capacity and sub table 5 shows this to be some 75% of the total sports hall space is used capacity.
58. In summary, the Sport England 2012 analysis is showing that across Sheffield there are enough sports halls and space within the sports halls to meet the demand for sports halls by Sheffield residents – across the city. There is an unmet demand for 15 badminton courts and Sheffield has 171 badminton courts available for public use in 2012. Furthermore 14 of these courts/unmet demand is because the demand is located outside the catchment area of a sports hall, it is not because of lack of capacity at the sports halls, this amounts to 1 badminton court city wide. In terms of how full the sports halls are, the estimate is that the sports halls are on average across the city some 75% full, so there is some spare capacity.
59. The caveats to this analysis are that:
  - It is an estimate which is prepared by Sport England each year. It is however based on the same methodology applied to all local authority areas at the same time – so it is consistent by time and method and is based on the population and hall sports participation rates applied to the local population in each area. It is not some notional nationally applied standard.
  - There will of course be variations to this city wide assessment and there will be examples of individual sites where the use profile and sports hall capacity does vary from this city wide average of 75% full. The estimate for the SLC sports hall is that 38% of the sports hall space is used at peak times. The estimate of the used capacity of the sports hall at Stocksbridge High School for the hours it is available for public use is 39% of the capacity is used. However this, to repeat is an estimate and should be used as the start point for local assessments. Plus if and when there are any free hours of community use available at the High School and at what cost.
60. As with swimming pools, these hard evidence city wide findings have also to be considered alongside the evidence findings from the Stocksbridge perspective. The



actual programming of the SLC sports hall shows that it is programmed for use by badminton 2 clubs on 1 weekday night using the full sports hall. There are then casual activities programmed for basketball, five a side football and table tennis. The bowls hall is used for gymnastics, tang so do and jujitsu all year round and for indoor bowls from the end of September through to March.

61. Total casual use attendance figures for the first 10 months for the 2012 – 13 total 19,100 visits (rounded) with the peak attendance months being period 7 – 10, over the winter months. Casual usage includes indoor bowls in the bowls hall and is the main contributory factor in the period 7 – 10 increase.
62. The coached activity use of the sports hall is for trampolining, this attendance data also includes gymnastics but this is usage in the bowls hall. Attendances for both trampolining and gymnastics were recorded under lessons from period 6. The coached and lesson activity visit numbers total 7,000 (rounded) and peak in periods 7 - 10 in the 2012 – 13 year to date.
63. Other activities programmed for the sports hall are for club use which is predominately the badminton clubs, junior football club training and model car club use, all of which total 6,100 visits rounded.
64. There is then schools use of the sports hall which totals 1,000 visits and occurred in the first 3 monthly period of 2012 – 13.
65. So, in summary, the total visit numbers for the sports hall, bowls hall and squash courts for the first 10 months of the 2012 – 13 year from all uses are 33,200 visits (rounded). This compares with a projected annual throughput for the SLC sports hall based on the Sport England model of 29,500 visits but for the full year and is for the main sports hall. The SLC sports hall would appear to be performing in line or slightly better than the Sport England assessment of its estimated projected annual throughput.
66. This will increase the used capacity of the sports hall projected and identified by Sport England above the 38% of capacity used. However even with another 2 months to be added to the actual visit numbers for 2012 – 13 and if this is at a pro – rata rate, it provides a projected annual throughput of around 38,600 visits across the indoor dry side facilities. This could increase the used capacity based on the Sport England assessment to around 50% of the total sports hall capacity being used. This does mean there is still considerable unused capacity of the SLC sports hall.

## Summary of findings on the review of the needs assessment for a sports hall in Stocksbridge

The Sport England 2012 analysis is showing that across Sheffield there are enough sports halls and space within the sports halls to meet the demand for sports halls by Sheffield residents – across the city. There is an unmet demand for 15 badminton courts and Sheffield has 171 badminton courts available for public use in 2012. Furthermore 14 of these courts/unmet demand is because the demand is located outside the catchment area of a sports hall, it is not because of lack of capacity at the sports halls, this amounts to 1 badminton court city wide. In terms of how full the sports halls are, the estimate is that the sports halls are on average across the city some 75% full, so there is some spare capacity.

The local assessment of the programme of use at the SLC shows that the numbers for the sports hall for the first 10 months of the 2012 – 13 year from all uses and including the bowls hall and squash courts are 32,200 visits. This compares with a projected annual throughput for the SLC based on the Sport England model for the sports hall of 29,500 visits but for the full year. The SLC sports hall would appear to be performing in line or slightly better than the Sport England assessment of its estimated projected annual throughput.

The level of use for the full 2012 – 13 year will increase the used capacity of the sports hall projected by Sport England above the 38% of capacity used, to around 50% of the total sports hall capacity being used. This does mean there is still considerable unused capacity of the sports hall based on both the Sport England assessment and the usage profile figures and profile of activities at the SLC sport hall and other indoor dry side facilities.

The challenge is if the SLC sports hall remains open is there scope to increase the range of activities and sports played - across ALL types of use - and with a broader based programme so as to significantly increase the take up of the sports hall space and make it more cost effective and viable. For this to happen it can only be progressed through the option of retaining the SLC as is and this is developed as one of the options in the next section of this report

The alternative is can the existing programme of activities be met by provision elsewhere? We understand that discussions are underway to establish alternative local venues for the range of indoor hall sports activities. Of note (although in the time available it has not been possible to investigate) is that the Sport England assessment of the community hours of use at the Stocksbridge High School is 39% of total sports hall capacity is used. IF this is correct then there is scope to accommodate more community use in a modern sports hall at an accessible location.

Overall in reviewing all aspects of the sports assessment of the SLC sports hall, the level of projected use, the range of activities and programmers means that the way forward is to pursue the (1) the option of retaining the sports hall as an integral part of the SLC under a new business case and model or (2) the option of developing this programme of use at alternative venues, if the option of retaining the SLC is not viable in every sense.

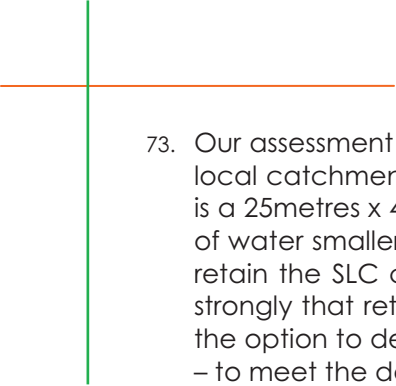


## Assessment of need for the indoor bowls hall

67. There is not a published evidence base from Sport England for indoor bowls as there is for swimming pools and sports halls. It is not the remit of this study to generate its own evidence base for indoor bowls. It is possible to do this assessment based on other Sport England planning tools and techniques. We understand there are no purpose built indoor bowling venues which are accessible to Sheffield itself let alone Stocksbridge. We understand the nearest alternative purpose built venues for indoor bowls are in Doncaster and Mansfield. The club at SLC has an extensive programme of use with over 15 other indoor bowling clubs from the local area. In addition, the programme of club competition does attract teams for seasonal competitive fixtures from other parts of the city.
68. We also understand the indoor bowls hall is used for other sports and activities. There are coached activities for gymnastics, yoga, martial arts, and young at heart fitness classes. In short whilst being a purpose built venue for indoor bowls it also meets the specific needs of several other sports and activities. It has a comparable and possibly broader based programme of use than the sports hall. We also understand the importance of the venue for social, recreational and creating a healthy lifestyle for the bowling community.
69. In effect there are no purpose built alternatives to the indoor bowling venue at SLC. We understand that alternative venues for indoor bowling are being considered at both long mat options at Concord Sports Centre (11 miles from Stocksbridge) and Hillsborough Leisure Centre (8 miles from Stocksbridge). We do understand the limitations of this alternative offer – in all terms, the types of use, access to the venues, time and costs of travel.
70. In summary there is not an existing hard evidence base assessment as the start point for the demand assessment for indoor bowling, as there is for swimming pools and sports halls. It is not possible in the time or remit of this study to develop this assessment.
71. There are two options for the indoor bowls hall venue. It is either as retention as part of the overall SLC, which is considered as one of the options in the options appraisal. If this is not a viable option to retain the complete SLC then it is the access and use of the alternative venues identified. It is understood completely that these are not purpose built indoor bowls venues. Plus there is the time and cost of travel to these alternative venues.

### Overall summary of findings on the assessment of demand

72. The assessment of demand has within the scope, remit of the study and time available tried to review the hard evidence findings for the main sports facility types located at SLC. This has focused on where there is a hard evidence base which is specific to the Sheffield population and is externally produced by Sport England. The demand assessment has then tried to overlay these hard evidence findings with the Stocksbridge perspective. We have listened to the views expressed in consultation with the Stocksbridge groups and tried to assess these views against the hard evidence findings, especially in terms of travel times, catchment areas, access to alternative venues and realistic use of the alternative venues.

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73. Our assessment is that there is a demand for a local swimming pool facility to meet a local catchment area of Stocksbridge. Our assessment is that the scale of this facility is a 25metres x 4 lane pool, which is 210 sq metres of water and is some 200 sq metres of water smaller than the combined SLC main pool and learner pool. If the option to retain the SLC centre is achievable then the assessment of demand would suggest strongly that retaining the main pool is the preferred option – in terms of demand. If the option to develop a new swimming pool is achievable then the pool requirement – to meet the demand is as we say a 25mtere x 4 lane pool.
74. In terms of the sports hall the assessment of demand is that there is not a strong case for a main sports hall of 4 – 5 badminton court size. The hard evidence data for Sheffield shows the sports halls to have an estimated high level of usage but there is some unused capacity. The SLC centre has a lower level of used capacity than the City average, albeit higher than the Sport England estimate would project. The range of programmed activities is not extensive.
75. If the option to retain the SLC centre is achievable then the focus for the sports hall is to increase the range of activities and sports played to develop a more rounded programme of use. From our local consultations there is a view that there is a latent demand for a more extensive range of indoor hall sports activity. The assessment of demand shows there is considerable scope to achieve that in terms of sports hall capacity.
76. Finally these assessment of demand findings have to be placed in the context of the start point of our study and the given, namely that the City Council has decided to withdraw funding support for the SLC in the financial year 2013 -14. The options appraisal takes this start point and the assessment of demand findings into the identification and assessment of each option.

## Options Appraisal – Facility Provision

77. The options appraisal has been informed by the supply and demand assessment which has identified a latent demand for some local wet and dry sports provision to serve the needs of the Stocksbridge community.
78. It is our view that much of the dry side demand can be met from within alternative existing facilities, if the first option to assess of the complete SLC under local management is not progressed. This would be primarily at Stocksbridge High School which has a refurbished sports hall and gymnasium and a new dance studio. This would allow most dry side users to continue to use facilities in the town. The school is unlikely to be able to accommodate all the dry side users from SLC and some usage will need to relocate to the Venue and to facilities outside of Stocksbridge. This should be possible as according to the Sport England facility planning model assessment sports halls in Sheffield are not operating at full capacity.
79. There would also remain the demand for a small community pool (25 metre 4 lane) and a fitness facility of circa 40 stations within Stocksbridge.
80. There are proposals to secure a commercial 'budget' gym operator as part of the Fox Valley development in the town. If this went ahead it would meet much if not all of the latent demand for fitness within the town and remove the need to provide a separate publicly funded community gym, as a budget gym would be considered affordable and have similar pricing to the current SLC fitness offer. However it should be noted that the income generated from the provision of fitness in a community facility can help offset the running costs of a swimming pool and hence a pool only solution will find it harder to cover its operating costs.
81. The appraisal has identified five options for future community leisure provision within Stocksbridge that could meet the identified local latent demand in addition to the Council's current option:
  - The current option of closing SLC completely and decanting users to other leisure centres elsewhere in the town and within Sheffield;
  - The retention of the wet side facilities at SLC and the decommissioning of the dry side facilities and decanting of provision to the existing sports facilities at Stocksbridge High School and elsewhere;
  - The closure and decommissioning of SLC and the development of a new swimming pool extension to the existing sports facilities at Stocksbridge High School;
  - The closure and decommissioning of SLC and the development of a new swimming pool as part of the commercial development proposed in the Fox Valley Development in Stocksbridge
  - The closure and decommissioning of SLC and the development of a new swimming pool extension to the Venue in Stocksbridge

- The development of a new swimming pool on the site of the existing SLC

82. A summary of each option together with the pros and cons and financial implications of each is set out in Appendix 2.

### **Option One – Close SLC and relocate users elsewhere**

83. The current option would consist of the closure, decommissioning and demolition of SLC with current users being decanted to surrounding leisure centres, including Stocksbridge High School, Hillsborough, Concord, Hoyland and Chapeltown. This option is the only one which would not require any ongoing financial support from any organisation, other than the City Council's one off decommissioning costs associated with staff redundancies and demolition.

84. Whilst the demand analysis has indicated that most displaced dry side demand can be accommodated locally, there is likely however to be a negative impact on Stocksbridge residents who swim. This is because alternative swimming pools are towards the limits of accepted drive times for car users and public transport for those without a car to these pools is restricted. Furthermore there are very real concerns as to whether all the current swimmers could be accommodated within existing pools for the full range of uses (club swimming, fitness/lane swimming and casual pay as you swim participation), given the identified alternative pools at Hillsborough, Hoyland and Chapeltown would move towards capacity if SLC swimmers relocate.

85. As a result of these concerns other options have been identified and considered that would retain some swimming provision within Stocksbridge itself. This would address the issues of access to other already busy pools by providing a facility scaled to meet local needs in the form of a 25 metre four lane pool. This should also be seen in the context of the potential for a strategic district facility serving the north of the city.

86. The community in the form of 4SLC have expressed an interest in operating community leisure facilities within Stocksbridge, both existing and any new provision. This issue is dealt with later on in under the management and options section. We would suggest that prior to any final decision to proceed with Option One the community is given time to consider taking over the management and operation of those facilities proposed for closure, on the understanding that there would be no ongoing financial support from the City Council and any facility retained buildings liabilities. Preferably, the venue would continue to operate during this period; as a fallback, the City Council should consider a mothball option to safeguard the opportunity for a future re-opening. Our view is that it will be very difficult if not impossible to operate the current SLC on a community basis but it seems prudent to first explore whether there viable proposals and/or solutions emerging from the community or sports clubs.

### **Option Two – Retain some swimming provision at SLC and demolish the dry side**

87. The first alternative option considered is the scope to retain some of the current wet side provision and decommissioning the dry side provision. This option could be the cheapest alternative solution as it would not involve any new build. However it would still require some ongoing revenue support and capital investment to address backlog maintenance and repairs and ensure the pool could continue to operate safely for the foreseeable future.

88. The original figure for backlog works was estimated to be just under £1.1m. This is broken down over a three year period of works, with £431,000 in year 1, £255,000 in year 2 and £410,000 in year 3. It is not set out as to what works are considered essential and to what degree they would extend the life of the pool although it would appear that much of the proposed spend would have long term impact. Essential maintenance over anything less than 5 years is unlikely to offer value for money.
89. The likely net revenue costs of a pool only option would range from £130K-£180k per annum depending on the operating model used and scale of future provision. There may be scope for the community to fund the ongoing revenue costs through a rise in the Town Council Precept of between £12.50 - £22.50 per annum (based on 8,000 residential properties). The potential Town Council contribution could be up to £100,000 per annum, but this is likely to need the support of local people via a referendum.
90. The disadvantages of this option are that it would only be a relatively short to medium term solution, the costs of essential works and refurbishment are uncertain, the facility would still retain some major design constraints in terms of it being more than 40 years old with poor disabled access and energy efficiency. Also there would be an interim period of 3-6 months when the pool would be unavailable during refurbishment.
91. There is an option to redevelop the wet side accommodation to create a new fitness suite and dance studio alongside the main pool at a cost of c£500k. The initial figures suggest that such a development would reduce the net running costs of Option Two to around £40k - £92k (including servicing the financing costs of the investment). This would require a significant reduction in staff numbers and ideally a change in the staff operating model. This would make this option much more financially sustainable and raise the prospects of a community funded facility operating without any financial support from SCC. However, the budget gym proposal at Fox Valley, if it proceeded, would make the fitness development unviable as there is insufficient latent demand to support two fitness facilities. It should also be recognised the considerable location advantages a gym in the Fox Valley project would enjoy.

### **Option Three - Build pool extension to Stocksbridge High School**

92. Option Three consists of creating a larger dual use sports centre at Stocksbridge HS by adding a pool extension to the existing sports hall. This option has been explored previously and there is an outline design for a pool that indicates that a pool could fit onto the site.
93. The estimated costs of a pool extension are c£3m (based on the Sport England Affordable Pools Model) which would incur a financing cost of c£192k<sup>1</sup> per annum. We estimate that a pool in this location would have a net revenue cost of £50k - £100k per annum, based on a very low level of staffing and a highly energy efficient building. This would mean a net cost including financing of £242k - £292k per annum.

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<sup>1</sup> Based on a 25 year PWLB loan at 4% on an annuity basis

94. A pool extension at the school has the advantages of being a little closer to the town and hence more accessible (albeit it is not currently on a bus route) and dual use can be a very efficient form of provision.
95. The disadvantages of this option are that public access can be constrained during the school day and some users are less inclined to use facilities perceived to be school assets. Parking is also restricted, especially during the school day. From the outline designs we have seen with some amendments to the car parking provision it should be possible to increase provision to closer to 100 parking spaces outside of school hours. This is still less than ideal, given the topography of the location (at the top of a steep hill) which may discourage non-car users.

#### **Option Four - Build new pool as part of Fox Valley development**

96. The opportunity has arisen to include a community pool within the retail elements of the Fox Valley development. Initial designs indicate that a small 25 metre four lane pool could be accommodated within a unit below a budget gym operation. We have assumed the build costs would be less than Sport England's affordable pool model and the costs of a new pool would be circa £2.5m.
97. If capital funds were available, the Council would have the option of funding the construction costs through traditional staged payments or a turnkey option. However, we understand the Council currently has no capital funding available. The developer is also offering a rental option whereby it would fund the upfront construction costs of the pool in return for a 30 year rental fee. The indicative rental cost is £165k per annum for a 25m 4 lane pool which based on a yield of 6% and a cost of capital of 6% would suggest a build cost of around £2.3m. In addition there would be a service charge of around £30k per annum to cover the maintenance and upkeep of the external areas.
98. Given the proposed budget gym above the pool any dry side provision has been excluded from this option given the advantage of the capital cost being met commercially. Whilst eliminating the upfront capital costs, it would impact on the net revenue costs. We estimate that a pool in that location would have a net revenue cost of £50k - £100k per annum, based on a very low level of staffing and a highly energy efficient building. Together with the rental costs this would mean a net cost of £245k - £295k per annum.
99. The advantages of a pool in the Fox Valley Development are that this would be the most prominent and accessible location within the town with ample parking, and hence is likely to generate the most visits as the development has a catchment extending well beyond Stocksbridge. Although for retail purposes, as distinct from more infrequent destination trips, the developer has identified a tighter 15 – 20 minutes drive time catchment, which corresponds for drive time catchments for swimming pools for the majority of car travel to pools.
100. The developer would be able to offer significant economies of scale and savings in the construction costs as is suggested by the rental costs. There may also be scope to offer synergies with the budget operator around joint memberships and some shared services. A new pool here could be delivered relatively quickly (around 2 years from commitment) and design, construction and delivery risk would be transferred to the developer.

101. The disadvantages are that it will require a long term commitment from the Council or other partner such as the Town Council by way of a 30 year lease, plus there would be ongoing service charges to cover the shared areas. The lease would have five yearly upward only reviews so there is a degree of risk in terms of future rental costs rising above inflation. However given a pool would have a life well beyond 30 years then any new pool is seen as a long term commitment anyway.

#### **Option Five - Build new pool linked to the Venue**

102. The existing Venue in Stocksbridge offers another accessible town centre site with parking provision. The option would be to add a 25m 4 lane pool extension to the building either at the front or rear of the existing Venue building.
103. This option has the advantages of shared management and staffing arrangements, assuming it would be operated by STEP who currently manage the Venue and which would bring some efficiency savings and could deliver a revenue neutral pool operation (£0 - £50K). There would not be any site acquisition costs.
104. The net revenue and financing costs would be similar to those as the school extension option, with an efficiency saving from a shared management and reception function. We estimate a net cost including financing of £192k-£242k per annum.

#### **Options Appraisal – Management and Operations**

105. In addition to the options for future facility provision within Stocksbridge, there are a number of potential management solutions to consider that will have a major bearing on the affordability and viability of any future facility.
106. The main issue to contend with in our view is that of staffing levels and costs. Staffing accounts for more than the income generated at SLC and needs to be reduced significantly (as a proportion of income) if any future option is going to be viable. Given all the proposed facility options involve a significantly scaled down level of provision, income is likely to reduce considerably and therefore staffing will inevitably have to be reduced.
107. At the moment the majority of SLC staff are former SCC employees who TUPE'd over to SIV when they started to operate the centre. The staff remain on SCC terms and conditions which are significantly better than those of SIV or typically any other commercial leisure operator, in terms of pay, benefits and pension arrangements. SIV would employ any new staff on their own terms and conditions and over time as the original staff left the overall costs of staffing would fall. To give an indication of the potential scale of savings from moving staff onto SIV terms and conditions, SIV estimated that it would save around 18% on current overall staff costs.
108. Changes to staff terms and conditions are allowed for economic, technical or organisational (ETO) reasons, provided it is not linked to a TUPE transfer. It could be argued that the decision to remove SCC funding and reduce the scale of facilities creates an ETO case that the staff terms and conditions need to be changed.
109. Given the affordability gap of the proposed alternative options it a change to staff contracts is essential in trying to deliver a viable scheme. This would help save a



considerable number of the current SLC posts, as without a viable solution emerging the centre will close and all the staff will lose their jobs anyway. To avoid linking the ETO rationale to a TUPE transfer the changes to contracts need to be made prior to any alternative operator coming on board.

#### **SIV/Seven Hills**

110. SIV (via its operating arm of Seven Hills) currently operate SLC under a management agreement with SCC. As an experienced leisure operator with good track record in the City they would appear to be a safe, low risk option for managing any future leisure provision within Stocksbridge. They also offer a tax efficient structure and as a not for profit offer scope to access funds not available to SCC.
111. However given the scale of savings required to be achieved to bring any future facility within a reasonable affordability envelope, it is uncertain as to whether they would be the most appropriate long term operator. For instance SIV do not currently use volunteers and have no plans to do so therefore this option would not be available as an efficiency measure. Furthermore given the local community nature of any future facility there may be less need for the level of corporate support and associated costs in areas such as marketing, branding, ICT, etc.
112. In the very short term however it may be sensible to continue with SIV if they are willing and able to make the personnel changes required to deliver a leaner, more efficient operation prior to transferring the staff to another operator. However, SIV has made it clear that any strategic change to staff terms and conditions at SLC, would have to be replicated across the company and this would pose major and possibly insurmountable challenges.

#### **4SLC**

113. The local community have recently established a charitable trust with the aspiration of taking over SLC by way of a community asset transfer. This is a fairly common model in the UK in response to proposals from local councils to withdraw funding from community leisure facilities, usually swimming pools.
114. There is clearly a high level of community support for retaining SLC (in some form or another) and the progress made in setting up the group and submitting initial proposals is admirable. It is sensible to harness this support and energy although there are obvious concerns about the experience and capacity of a community group such as 4SLC to run a leisure facility. However 4SLC could outsource the direct operational management to an experienced leisure operator.
115. The management and operation of any leisure facility within Stocksbridge would be tax efficient if set up correctly. The use of volunteers could reduce paid staff costs (lifeguarding, reception, coaching, etc).

#### **STEP**

116. STEP is a locally established social enterprise which manages other community assets within Stocksbridge, such as the Venue. STEP is an organisation who, with community backing, could take over the running of a scaled down SLC facility and are working closely with 4SLC. There is scope for them to operate SLC on behalf of 4SLC and this

model has been applied elsewhere in the UK and can be an extremely tax efficient structure (in terms of NNDR and VAT).

117. STEP as a social enterprise would have scope to access other funds available to promote community assets transfers and mutual management. It is unclear how much leisure management experience STEP has and there would have to be a confidence that they have sufficient financial capacity and robustness.

### Stocksbridge High School

118. The school currently manage their sports facilities which are made available to the community outside of school hours. They could continue with this approach with much of SLC's current dry side provision decanting to the school. However, discussions with the Headteacher confirm that there will need to be further consideration of the management and budgetary impact of a major shift in usage to the school

119. Whether they would wish to operate a new pool (if it was on their site) would have to be determined. There are examples of schools managing quite large wet and dry dual use centres directly. There could be concerns over capacity and experience but again they could outsource the operational management to another organisation.

120. There would be TUPE considerations if remaining SLC staff transfer back to the Council (particularly around the harmonisation of T&Cs including pensions). This alone may make a directly managed school leisure centre unviable given the need to make the operations more efficient.

### Funding Issues

121. Table 1 set summarises the costs of each of the alternative options. None of the alternative options can operate without some form of on-going revenue subsidy and an upfront capital investment. Only the full closure option would offer the scale of savings sought by the Council.

**Table 2 – Costs of alternative pool solutions**

	Option 2 – retain existing main pool	Option 3 – High School	Option 4 – Fox Valley	Option 5 – the Venue
Operational Costs <sup>2</sup>	£130k -£180k	£50-£100k	£80k-£130k	£0-£50k
Financing/Rental Costs	£77k	£192k	£165k	£192k
<b>Net Costs</b>	<b>£207k-£257k</b>	<b>£242k-£292k</b>	<b>£245k-£295k</b>	<b>£192k-£242k</b>

<sup>2</sup> Includes all management fees and service charges

122. However the alternative options would deliver a local community leisure facility that, in terms of direct operating costs, compares well in net cost terms to other SCC pool-only facilities. On that basis, putting aside financing/rental costs, there is an argument that a smaller appropriately scaled local facility operating at a greatly reduced subsidy would offer good value for money to local taxpayers. Therefore it would seem sensible for the revenue costs to be financed locally either through the council tax and/or the town council precept.
123. Funding the required capital for the alternative options poses a real challenge given the financial constraints the Council faces. A small community facility by its nature cannot generate sufficient revenue to cover its operating costs and the financing costs of investment.
124. External funding is limited and the Council has been given a clear steer that the most likely source of funding (Sport England) would not support a local facility project in Stocksbridge at this time. This view may change in time as a community led scheme that removes the need for significant ongoing public revenue subsidies is an innovative and replicable solution.
125. There may be scope to secure funding associated with supporting community asset transfers and social enterprises, although this is likely to be limited to short term revenue to support set up costs.
126. The existing site of the leisure centre is unlikely to have significant development value. There may be scope, subject to a view from planning, for some residential development. However once demolition costs are taken into account the net receipt is unlikely to exceed £500k.
127. The potential for community share ownership has been considered. This would involve the public and community groups being offered shares in a social enterprise that would own the leisure centre. The model allows people to buy up to £25k in shares and each shareholder has an equal vote in how the enterprise operates. The shares carry a small dividend, usually around 3%-5%, and the organisation can buy back the shares after a period (usually at least three years) to allow individuals to withdraw their investment. The community shares model does carry a degree of risk for investors as it operates outside FSA regulations, the dividend is not guaranteed and investors may lose some or all of their investment.
128. The community shares model has been used to successfully raise funds for a range of community based ventures, such as local renewable energy schemes. There is also a successful leisure scheme where FC United of Manchester recently raised £1.7m to develop a new community stadium.
129. To fund a new swimming pool a community share offer would need to raise c£3m which would equate to each household in Stocksbridge buying £375 of shares. In order to pay just a dividend of say 3% the pool would need to generate a net surplus of at least £90k. A share buyback of say 5% a year would add another £150k of costs. We cannot therefore foresee a scenario whereby a community run asset with user charges set at current levels would be able to generate a net surplus of £90k per annum to allow it to pay a dividend.

130. A community shares model is only likely to be viable as part of a wider funding package whereby grants and public sector funds were the primary sources of funds. Community investment could only be a minor source of funding in order to keep any dividend payment at a viable level. Given a significant operating surplus is unlikely it may be more realistic and efficient for community investment to be raised by way of charitable donations in order to benefit from tax relief.

## **Way Forward**

131. Potential solutions are emerging which offer scope to deliver a value for money solution to meet a clear local community demand for local wet and dry sports facilities within Stocksbridge. However it has to be emphasised that it is highly unlikely that any of the alternative options could be delivered at no cost to SCC. There may be scope for Stocksbridge residents to fund much of the costs of any future local facilities (though user charges and/or the local tax precept) but some may consider it unreasonable and inconsistent for the local community to carry all of the costs including those associated with capital investment, given the history of the centre and how other SCC community facilities are treated. Further work is required to confirm the costs of refurbishing SLC as a wet side only facility but it is unlikely to offer value for money in the long term compared to a purpose built, energy efficient new pool elsewhere in the town.

132. Therefore a potential solution could be to continue to operate the current SLC until a new pool can be developed within the town. This may require a period of mothballing prior to a potential re-opening to allow a new management solution and business plan to be developed and to allow for any necessary refurbishment. The existing main pool could be managed as standalone facility by SIV at a cost of up to £180k per annum excluding redundancy and any costs associated with moving entrances and reception areas. SIV would no longer operate the dry side facilities (sports hall, gym and bowls rink) and these would be expected to close allowing SIV to make significant savings on staff and premises costs.

133. However whilst much of the dry side programme could relocate to Stocksbridge High School (which may well result in a need for investment in better storage and parking provision) we would expect there to be some residual demand to remain that could or would not wish to relocate elsewhere.

134. We would suggest that prior to permanent closure the community and/or sports clubs are given an opportunity if they so wished to take over responsibility for the dry side facilities on the basis that no revenue or capital funding would be made available to support continued usage of these facilities and that continued use could be done so safely and securely. There would need to be an agreement between any user groups to pay SIV a fee to cover any premises costs (such as heating and lighting).

135. The pool only option would be a short term (up to 6 months) solution (either via continued operation or mothballing) by which time a decision could be taken on whether any of the refurbishment or new build options is deliverable, how they would be funded and who would be the preferred future operator. Assuming there is a viable option a decision would need to be taken as to the future operation of the remaining SLC facilities in the 18-24 month period until a new pool opened, on the basis that SCC would withdraw or at least reduce its financial support.

## **Appendix One: Summary of key factors relating to the Stocksbridge Leisure Centre from Sheffield City Council**

Comparative low visit numbers to SLC, some 142,000 in 2012, compared to similar size facilities. At the Concord Centre, 400,000 visits and the Hillsborough Centre 650,000 visits. Also there has been a downward trend in visit numbers at SLC in recent years.

There is a comparatively high cost of subsidy at SLC of £300,000 - £400,000 in 2012/13 when compared with other centres. The subsidy is £3 per visit at SLC, compared to 50p at Hillsborough and around £1 at Concord. Also the SLC needs around £1m capital investment over next 3 years to maintain the centre.

There is a comparative low impact of closure\_(based on the City Council equalities assessment) from closure of SLC on less people than alternative venue closures. This results from the comparatively lower visitor numbers at SLC and the comparatively small catchment population served by the SLC when compared to other centres. For example, there are 3,700 households within 1 mile of the SLC compared to: 7,800 households within a mile of Chapeltown; 15,000 households within a mile of Concord sports centre; 8,700 households at Graves; 20,000 households at Heeley; 16,000 households at Hillsborough; 20,000 households at Ponds Forge; 19,000 households at Springs; 24,000 households at Upperthorpe and 8600 households at Westfield.

The greatest impact of any facility closure is on those households without a car (least mobile). A relatively small number of non-car households will be affected by the proposed closure of SLC because car ownership/access is high and for those with a car which is 74% of households in the Stocks ward and above average households with 2 or more cars, there will remain alternative sports facilities within a reasonable drive time

Schools swimming - over current school year (Sept 12 - July 13) has a city average number of classes per pool (excluding Stocksbridge) = 20.7. The average falls to 19.5 if the Stocksbridge pool is included. The number of classes at SLC this year is estimated at 8

The Stocksbridge ward is comparatively mobile. Car ownership is 10% above the City Average that is 74% of households have access to at least 1 car (9th highest out of the City's 28 wards)

## Appendix Two – Summary of Facility Options

### Stocksbridge Leisure Centre

Option	Financials	Pros	Cons	Interim	Affordability
<b>1 - Close SLC and relocate users elsewhere</b>	Net savings of c£200k in 13/14 including £120k redundancy allocation and £80k demolition costs and £400k thereafter.	Delivers highest tangible saving Majority of users in theory can go elsewhere Creates opportunity to better utilise other assets (school, venue, etc) for sport Creates development site or brings back park	Impact on those without access to a car especially swimmers FPM suggests relocated users will not easily access other sites which are operating at capacity hence argument for retaining a local facility Wider economic impact on town of loss of a significant business	Would need to find space at other centres to cater for displaced users and clubs - especially swim club and swim school at other pools. Is this possible?	Will generate the largest tangible financial saving
<b>2 - Demolish dry side and refurbish wet side with new gym/studio</b>	Pulse fund gym and with staff restructuring would result in a net revenue subsidy of £40k-£70k per annum. Excludes £1m costs of pool refurb (c£64k per annum). Scope to hand dry side over to another operator otherwise demolition costs to factor in addition to redundancy costs.	Retains main pool and provides new gym so site has a medium - long term future. Cost ratios would be similar to other SCC community venues Retains wet side provision in town and allays concerns about capacity elsewhere	Loss of sports hall and bowls but capacity exists elsewhere in town and beyond Refurbishment of 40 year old centre has inherent design constraints and VFM issues. Loss of learner pool. Temporary pool closure (min 6 months) Will need an ongoing revenue subsidy and a capital injection	Interim period – close pool for 6 months for gym investment and ideally pool refurbishment Decant some of swim programme to other pools Remaining staff costs during closure?	Probable c£106k per annum subsidy requirement could be financed through Town Council precept (c£13 pa).
<b>3 - Build pool extension to Stocksbridge High School sports centre</b>	Create new 25m pool plus fitness at cost of c£3-£4m. Indicative net revenue costs	Integrated new wet and dry centre Retains pool Dual use efficient form of	Constrained site with lack of parking (60-100 spaces) could restrict access. Leisure centre	Scope to keep pool open on skeleton provision until new centre built (c2 years)	Assuming £100k limit on Town Council precept funding means up to

Option	Financials	Pros	Cons	Interim	Affordability
	of £30k-£60k per annum excluding any financing costs.	provision	will have poor visual presence Will need revenue subsidy and capital	or immediate closure	£3m funding shortfall or £192k per annum
<b>4 - Build new pool as part of Fox Valley development.</b>	Create 25m pool plus fitness and studio at cost of £3m-£4m. Revenue costs c£20k-£40k (excluding finance costs)	Likely to be cheapest build option (part of bigger contract). Scope for commercial funding but higher finance costs Transfer construction and operation risk Busy football location	Will require long term commitment (25 year lease) plus ongoing site management fees Will need revenue subsidy and capital	Scope to keep pool open on skeleton provision until new centre built (c2 years) or immediate closure	
<b>4 - Build new pool linked to the Venue</b>	Create 25m pool plus fitness and studio at cost of £3m-£4m. Revenue costs c£30k-£60k (excluding finance costs)	Integrated facility brings efficiency savings. Town centre location with parking	Is site suitable? Will need revenue subsidy and capital funds	Scope to keep pool open on skeleton provision until new centre built (c2 years) or immediate closure	

Neil Allen Associates Registered Office:  
20 Brook Road, Lymm, Cheshire, WA139AH

A limited company, registered in  
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# APPENDIX B



**Proposal to Maintain Sport and Leisure Facilities  
for the Community in Stocksbridge**

**Prepared for Sheffield City Council and Sport  
England**

**26<sup>th</sup> February 2013**

## Introduction

This proposal has been prepared by the 4SLC Committee on behalf of the community of Stocksbridge to support Sheffield City Council (SCC) and Sport England (SE) in their future decisions regarding sport and leisure facilities in the Stocksbridge area.

This proposal was presented at the meeting between SCC, SE, 4SLC and Step Development Trust (STEP) that took place on 26<sup>th</sup> February 2013 at Stocksbridge Leisure Centre.

## Executive Summary

The future of the sporting and leisure facilities in Stocksbridge is an emotive issue and the community care passionately about having appropriate facilities available for their use at a reasonable cost and travelling distance. The debate since the announcement was made in January 2013 has become increasingly political and difficult for all parties to resolve.

4SLC, as a non-political organisation that represents the community of Stocksbridge is ready to work with all parties on finding a sustainable solution that meets the needs of the community. It is recognised that this may involve a shorter-term option of continuing the operation of the existing facilities whilst the parties work upon a more sustainable longer-term option.

Closure of the existing Stocksbridge Leisure Centre would result in a loss of participation in sport by the Stocksbridge community, as there are no suitable alternatives available as a result of travelling time, cost or physical space at other facilities within Sheffield or Barnsley. It will be difficult to regain the current level of participation in sport if the current facilities are simply closed on 30<sup>th</sup> April 2013.

Consequently, in the short term it is believed by 4SLC that it is in the best interests of the community of Stocksbridge to maintain the existing facilities in operation, with every effort made to decrease the subsidy required to operate. This will provide the time that all parties require to undertake due diligence and build a financially sustainable plan for sport and leisure facilities in the Stocksbridge area.

Given the deadline on 30<sup>th</sup> April 2013 it is unlikely that a new operator would be able to undertake the necessary due diligence and complete the legal process before the closure date. Therefore it is recommended that SiV/7 Hills Trust continue to operate the facilities for the foreseeable future, with input from 4SLC to improve the current viability resulting in a reduced subsidy requirement from SCC.

4SLC recognise that the longer-term option may involve operating the existing Stocksbridge Leisure Centre on a different and financially viable basis or other alternative options such as a new facility in Stocksbridge. As the voice of the community of Stocksbridge 4SLC seek the opportunity to be part of these discussions and to work in partnership with all parties to achieve this.



## Background

Stocksbridge Leisure Centre was established in 1970 on land bequeathed to the people of Stocksbridge and surrounding areas to be used for leisure activities. The facility is currently operated by Sheffield International Venues and is part funded by Sheffield City Council.

In January 2013 Sheffield City Council revealed it was withdrawing £400,000 of funding from SIV's 2013 / 14 budget, and this funding would be withdrawn specifically from Stocksbridge Leisure Centre. As a result, they announced that the site would close on 31<sup>st</sup> of March 2013.

This provoked a passionate response from the users of Stocksbridge Leisure Centre, who organised a protest in support of the Leisure Centre to call for this funding decision to be reversed. Sheffield City Council announced they would extend funding for the site by one extra month in recognition of this strength of feeling and community desire to retain the leisure centre.

4SLC was founded by the residents of the North Sheffield area who recognise the vital part Stocksbridge Leisure Centre plays in the health and wellbeing of our isolated community.

## About 4SLC

4SLC is an open membership community group representing the views of the residents of Stocksbridge and the Upper Don Valley.

*The aim of the Group shall be to continue to provide facilities for Sport and Leisure in the valley for the wider community by keeping Stocksbridge Leisure Centre open as a vibrant facility.*

4SLC has a broad membership of c. 60 local individuals, an approved Constitution, a Committee and a number of dedicated working groups that focus on particular themes such as fundraising, communications, legal and finance. To date a significant number of hours (probably in the thousands) have been volunteered to support the aim.

The Committee on behalf of the community group has formed a Company Limited by Guarantee with Charitable Status and is seeking Registered Charity Status.

4SLC are ready and able to be part of finding a solution for the long-term sustainable future for sport and leisure facilities in Stocksbridge. 4SLC will work with all interested parties to ensure that the needs of the community are met.

## Context

Stocksbridge Leisure Centre is used by the residents of North Sheffield and West Barnsley. Local schools are dependent on the centre to provide curricular mandatory swimming lessons to their pupils. The nearest alternative public leisure facility in Sheffield is Hillsborough Leisure Centre, over 10 miles away.



Map of Stocksbridge Leisure Centre and locations of alternative public leisure facilities

The remote location of Stocksbridge Leisure Centre makes it ideally situated to serve outlying towns on the North Sheffield / West Barnsley border and is a vital leisure facility in an otherwise deprived area.

## Usage figures

Even with minimal marketing activities, Stocksbridge Leisure Centre still attracts 148,315 visits per annum. This is despite the local catchment area of Stocksbridge and Deepcar having a population of ~ 15,000.

The wet side of the Leisure Centre attracts 68,419 visitors per annum. Of these visitors, 29,626 are lessons and school visits. Without a local alternative pool in such a remote catchment area there would be no viable alternative for children to learn these vital skills, or for schools to fulfil their obligations to provide swimming lessons.



The dry side of the Leisure Centre attracts 79,231 visitors per annum from a range of different user groups. From gymnastics to 5-a-side, martial arts to racket sports, Stocksbridge Leisure Centre hosts a diverse range of sporting activities. The remote catchment area the centre serves, coupled with poor public transport links to credible alternatives will result in the current users of the Leisure Centre having no feasible alternative, leading to a decrease in sport and wellbeing activities and the inherent social and physical impact this will have on the populace.

Many of the user groups currently based at Stocksbridge Leisure Centre have made investigations of alternative facilities for post closure. They have identified that even if they had the money to pay for travel and the time to travel there are no physical places available at other facilities for activities such as gymnastics or swimming lessons. Therefore closure of the current facilities is likely to lead to an immediate reduction in the participation in sport.

## Challenge

4SLC is working to ensure the continued provision of Leisure Facilities for Stocksbridge and the surrounding areas. We have been challenged to develop a business case to run the centre within two months. It is unrealistic to expect that any new organisation could complete the necessary financial and legal due diligence in order to be in a position to accept a transfer of the centre by 30<sup>th</sup> April 2013 and therefore more time is required.

The budget provided by SiV supports the claim that SLC is run at an annual deficit of £400,00 p.a. However, SiV has only provided budget forecasts for 2012/13 with no supporting actual spending. We recognise that there is a budget deficit that is unsustainable and seek to engage with SCC and SiV to construct a full and feasible business case to ensure this vital sport and leisure facilities can be retained in Stocksbridge.

4SLC on behalf of the community are ready to work in partnership with SCC, SiV, STEP, SE and any other relevant parties to develop new alternative options that will continue to provide sport and leisure facilities in our area.

We recognise the SCC commitment to sport as demonstrated by investment in world-class facilities and we know SCC recognise the importance and understand the benefits sport brings to creating healthy thriving communities. The National Centre for Sport and Exercise Medicine (£10m 2012 Olympic Legacy Project) demonstrates the commitment by SCC, Sheffield Teaching Hospitals Trust (STHT) and the two city universities, and recognises the impact that sport and exercise can have on health outcomes.

Steve Brailey, Chief Executive of Sheffield International Venues, which operates 19 sport, leisure and entertainment venues in Sheffield and North Derbyshire, said: "This is a hugely important project for the people of Sheffield. I don't think it could happen in any other city in the country. It builds on the unique strengths Sheffield has in all aspects of sport and exercise and we are genuinely excited at the prospect of working with our health care, local government, academic and business partners to create a truly meaningful legacy from London 2012."

Extract from STHT announcement 10<sup>th</sup> July 2012  
<http://www.sth.nhs.uk/news/news?action=view&newsID=399>



4SLC believe there is the potential in Stocksbridge, given the right encouragement, linking better with the schools and particularly community sports users to maintain a vibrant and financially sustainable sport and leisure centre in Stocksbridge. This will impact positively on sport participation and health outcomes including the current high levels of cardio-vascular disease and obesity within this community.

However, if the facility is closed, it will be gone forever and prevents any chance of us developing the current sport base within the community or increased participation in sport.

We also believe full closure does not make economic sense - not just because there is a local affinity with the building, but;

- a. The cost of mothballing or closure will be very expensive (min £200k - £300k)
- b. The cost of demolition and remedial works will be high (£200k redundancy, £100k immediate closure costs plus demolition £100's k)

4SLC believe that it is in the best interest of all parties for SLC to remain open for the foreseeable future to allow time for the community and other parties to establish a robust and viable business plan and for all of the alternatives to be fully explored. In that way that current level of participation in sport can be maintained, whilst the future plans are worked upon.

## Ambition

4SLC aim to engage in a dialogue with Sheffield City Council, SiV, SE, STEP and any other relevant parties to create a sustainable and financially viable leisure facility for Stocksbridge. It is critical that the community of Stocksbridge are allowed their views to be considered and to have the opportunity to input into the future plan for sport and leisure facilities in Stocksbridge.

4SLC wish to undertake further financial and legal due diligence on Stocksbridge Leisure Centre based on the full financial accounts and other information to produce a detailed and feasible business plan. This will take longer than the closure deadline of 30<sup>th</sup> April 2013, hence the request for the centre to continue in operation for the short term beyond the planned closure date.

This would require SiV continuing to operate the Centre on an interim basis, but working closely with 4SLC on a managed reduction of unviable services (days, opening times, availability of facilities) to enable a reduction in costs, particularly staffing & energy to be achieved – working towards a break even position. Through working 4SLC it may be possible to identify other income generating or maximising opportunities, as there are large parts of the existing schedule with little or no activity taking place at the centre.

This would safeguard the operation of the existing facilities, ensure we did not lose the existing users and allow time to develop other strategies to achieve a net increase in sport participation, as the precursor to establishing a stronger business case for capital investment in either the current facilities or a new build facility within Stocksbridge.

We believe we have the skills within our group to do this - we have many professionals within our group covering Financial and Management Accountancy, HR, IT, Law, Marketing and Publicity skills from a variety of sectors (Public/Private/VCS) - many of whom are experienced managers in organisation, development and business planning - and all of whom are willing and able to devote time and energy to this process.



## Proposal

There are a number of long-term options available for the continued provision of leisure facilities in the Stocksbridge area. These range from the continued operation of Stocksbridge Leisure Centre in a financially viable capacity to the development of a new purpose built leisure centre.

We accept given all the deficiencies of the current building (*due to condition, age, poor disabled access, energy inefficient, no lift*) that the ideal longer term solution may be a new build and more financially sustainable facility in Stocksbridge – based on a much higher level of users and a stronger business case. This will require making any future long-term option attractive to current non-users and to work with the NHS and other agencies to achieve this.

In the interim period we propose Stocksbridge Leisure Centre is operated on a reduced cost basis – potentially keeping the wet side open and operating a more limited dry side with reduced staffing. During this period every effort should be made to retain current users of the Centre and to attract new users.

Information provided by Stocksbridge Leisure Centre estimate this would reduce overheads by ~ £200,000 per annum. We have identified further potential savings based on the actual energy bills against budgeted energy bills of c. £30k to £40k and believe there is further potential for cost savings to be made.

Operating the Centre on a reduced cost basis for a short-term period would therefore cost less than the current basis and would be a significant saving against the forecasted costs of mothballing and demolishing the site.

During this period 4SLC will generate a full business plan with any other interested parties, supported by a full release of actual costs and information from Stocksbridge Leisure Centre. Our longer-term goal would be to run this to attempt to operate the Centre as a community facility, fully independent of Sheffield City Council and SiV. In tandem 4SLC will work with all relevant parties to establish the potential viability of developing a new facility in Stocksbridge in the event that this may be the more financially viable option.

This would ensure that the people of Stocksbridge and surrounding areas continue to enjoy sport and leisure facilities so vital to our area. These facilities are integral to the on-going plans for the regeneration of our area, the development of new housing estates and the health and wellbeing of current and future generations.

# APPENDIX C

# Sheffield City Council Equality Impact Assessment



[Guidance for completing this form is available on the intranet](#)

Help is also available by selecting the grey area and pressing the F1 key

**Name of policy/project/decision:** Potential closure of Stocksbridge LC

**Status of policy/project/decision:** New

**Name of person(s) writing EIA:** Paul Billington

**Date:** March 2013

**Service:** Culture and Environment

**Portfolio:** Place

**What are the brief aims of the policy/project/decision?** To inform a potential decision on the proposed closure of Stocksbridge LC - part of the budget saving measures 2013/14

**Are there any potential Council staffing implications, include workforce diversity?** No. However, there may be staffing implications for our partner SIV. They will follow their procedures for this.

Under the [Public Sector Equality Duty](#), we have to pay due regard to: "Eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations." [More information is available on the council website](#)

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Age	Negative	Low	Some impact on a small number of local primary schools who currently use SLC. Plus impact on swimming lessons. Also some impact on bowlers who tend to be older people.
Disability	Neutral	-Select-	No specific impacts - the centre is not currently fully accessible and major works are identified as part of the centre's major investment plan (subject to funding)
Pregnancy/maternity	Neutral	-Select-	No specific impacts
Race	Neutral	-Select-	No specific impacts
Religion/belief	Neutral	-Select-	No specific impacts
Sex	Neutral	-Select-	No specific impacts
Sexual orientation	Neutral	-Select-	No specific impacts
Transgender	Neutral	-Select-	No specific impacts
Financial inclusion, poverty, social justice cohesion or carers	Negative	Low	Some potential impact on low income families living close to SLC - who would be required to travel further to their next nearest facility. However, Stocksbridge

<b>Areas of possible impact</b>	<b>Impact</b>	<b>Impact level</b>	<b>Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)</b>
			and Upper Don ward is above the city average for household income
<b>Voluntary, community and faith sector</b>	Negative	Low	A number of sports clubs will be affected by the proposed closure.
<b>Other/additional: Mobility/accessibility</b>	Negative	Low	The proposal is based on the relatively low numbers of people using the centre and the relatively low number of households being served by the centre - therefore the impact of the closure being less than alternative closures. The core catchment (within 1 mile) includes 3700 households (HH) compared to for example 7800 HH within a mile of Chapeltown, almost 15,000 HH within a mile of Concord SC and 16000 for Hillsborough etc. In particular, we recognise that the greatest impact of any facility closure is on those households without a car. Our assessment shows that a relatively small number of non-car households will be affected by the proposed closure of Stocksbridge and for those with a car (74% of HH), there will remain alternative facilities within a reasonable drive time
<b>Other/additional:</b>	-Select-	-Select-	

**Overall summary of possible impact (to be used on EMT, cabinet reports etc):**

Fundamentally this proposal is equality neutral, impacting most people the same regardless of age, sex, race, faith, disability, sexuality, etc. However, there are some potential negative impacts in relation to age (young and elderly), plus voluntary groups and financial inclusion. Mitigating actions for these impacts include working closely with those groups/organisations affected (e.g. schools and sports clubs) to find alternative provision/opportunities - where possible within Stocksbridge.

In summary, the wider impacts can be summarised as follows:-

1. visitor impact - there are fewer visits affected by closure of SLC - compared to alternative closures required to achieve the same level of saving, which would have an impact on visit levels that are 3 or 4 times greater
2. population impact - relatively low number of households being served by the centre. For example, low number of households living within the core catchment of the centre

3. schools impact - fewer primary schools use SLC for swimming than primary school usage of other city pools. High School GSCE usage of pool and sports facilities is optional
4. the number of least mobile households - the greatest impact of any facility closure is on households without a car. A relatively small number of non-car households will be affected by the proposed closure - compared to alternative closures
5. mobility - car ownership (74% of HH) in the Stocksbridge and Upper Don ward is 9<sup>th</sup> highest in the city and so choice remains for the majority of households to travel to other facilities within a reasonable drive time. In addition, 35% of households in the ward have 2 or more cars, compared to the city average of 24.5%

If you have identified significant change, med or high negative outcomes or for example the impact is on specialist provision relating to the groups above, or there is cumulative impact you **must** complete the action plan.

**Review date:** 20/03/13    **Q Tier Ref** /                      **Reference number:** /

**Entered on Qtier:** Yes                                      **Action plan needed:** Yes

**Approved (Lead Manager):** Paul Billington    **Date:** March 2013

**Approved (EIA Lead person for Portfolio):** Ian Oldershaw    **Date:** March 2013

**Does the proposal/ decision impact on or relate to specialist provision:** no

**Risk rating:** Low

## Action plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
Age	Primary schools - work with affected schools to offer suitable alternative pool space Work with bowlers to identify suitable alternative venues. Offer alternative options for swimming lessons and explore options for other opportunities for older people activity programmes	SCC - working with pool and venue providers with monthly reviews
Financial Inc	Review alternative SCC and community provision of physical activity in Stocksbridge to offer opportunities to low income HH - including for older people and people with disabilities	SCC - monthly reviews
Other	Mobility and accessibility - identify alternative venues and conduct independent study to examine options for alternative swimming and sports provision in the town. Re-examine public transport options	SCC - study complete by early March monthly reviews thereafter

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
VCF	A number of sports clubs will be affected by the proposed closure. SCC and SIV will work with clubs to discuss next best alternative venues. We recognise there is a particular challenge with the swimming club and detailed discussions are already underway to examine options. We recognise the club may not find the same level of access to an alternative pool	SCC and SIV - monthly reviews
-Select-		
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**Approved (Lead Manager): Paul Billington Date:** March 2013

**Approved (EIA Lead Officer for Portfolio): Ian Oldershaw Date:** March 2013



# APPENDIX D



## **Outline Business Plan for the Continued Operation of Stocksbridge Leisure Centre**

**Prepared for Sheffield City Council**

**25<sup>th</sup> March 2013**

4SLC For Stocksbridge Leisure Centre Trust  
(A Company Limited by Guarantee with Charitable Status – Company Number 08413664)

## EXECUTIVE SUMMARY

The options appraisal report prepared by Neil Allen Associates on behalf of Sheffield City Council and Sport England showed a need and demand for an indoor Sports and Leisure facility within Stocksbridge. It particularly stated the need for a swimming pool facility to be maintained in Stocksbridge whilst noting that a pool of the size presently available in Stocksbridge was needed in North Sheffield. The only option not fully explored was of keeping the present Leisure Centre open in its entirety even though the conclusions reached by that report's authors indicate this to be a viable option. Exploration of the findings of those authors indicate that the retention of the existing Stocksbridge Leisure Centre appears to be the most viable solution with operating costs similar to other options but with an approximate £1million spend on maintenance and enhancement over the next three years to give the Leisure Centre a further life in excess of ten years. A new build facility would be a very basic small swimming pool at an immediate capital cost in excess of £3million.

Keeping the present Stocksbridge Leisure Centre would negate the need for a new build large swimming pool elsewhere in North Sheffield; however operational costs would need to be drastically reduced. It is argued, though, that rather than reduce services an emphasis should be placed on retrieving those lost patrons and then increasing patronage by investing in the maintenance and enhancement of the facility and by providing a programme of activities wanted by the community.

This outline business plan is intended as a springboard for further development dependent on the provision of more detailed and accurate information, on an audit and analysis of the needs and desires of present and potential users of the leisure centre, and of a relatively small investment in the viability of the structure of the existing Leisure Centre.

The community of Stocksbridge want to maintain "their" leisure centre and there is nothing in the Neill Allen report that indicates that this should not be a viable option. Indeed some of the costs identified as a short to medium term requirement for keeping Stocksbridge Leisure Centre open appear to be dramatically overstated.

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## **INTRODUCTION**

This report has been prepared as the first step in producing a viable business plan for the operation of Stocksbridge Leisure Centre as a Community managed facility on behalf of the people of Stocksbridge and surrounding area. It does not set out to be a fully detailed and extensively researched document but lays the foundation for such a document. The timescales involved and lack of detailed historical and pertinent information means this has to be the case. Nevertheless the objective is to provide a substantial vehicle to aid the continuation of Stocksbridge Leisure Centre.

It is recognised that Sheffield City Council has to find savings in its budget and it is the Council's opinion that to remove its current subsidy approximating to £400,000 annually is the "least worst option" for the residents of the City of Sheffield. However the people of Stocksbridge feel unfairly treated by such a decision, which would effectively close the Leisure Centre, as they feel no consideration had been taken into account in that determination of the remote and rural location of Stocksbridge and its consequent poor transport links, especially by public transport. Map 3 on page 11 of the recently published report by Neil Allen Associates on behalf of Sheffield City Council and Sport England indicates the location of swimming pools in Sheffield, many of which have attached dry sports facilities like Stocksbridge, which clearly demonstrates the remoteness of Stocksbridge.

The community feel strongly that the sports and leisure facilities presently on offer should not be diminished and are determined to work with all interested parties to ensure sustainability of such facilities for the indefinite future. As a minimum it is expected that Sheffield City Council support the continuing operation of Stocksbridge Leisure Centre to allow for an alternative business structure to be developed.

## **BACKGROUND**

News was leaked in January 2013 that as one of many options for budget savings in the 2013/14 financial year the subsidy estimated by Sheffield International Venues to approximate to £400,000 annually for Stocksbridge Leisure Centre should be removed. The subsidy removal would result in closure of the Leisure Centre. Subsequent discussions between representatives of the Stocksbridge Community, Sport England, SIV and SCC resulted in a study being commissioned by SCC and Sport England to determine the options or alternatives to the course of action proposed by SCC. This study was completed by Neil Allen Associates whose report was presented on 11<sup>th</sup> March 2013. In the meantime an SCC budget meeting on 1<sup>st</sup> March 2013 ratified the decision to remove the subsidy to SIV which they apportioned to Stocksbridge Leisure Centre from 30<sup>th</sup> April 2013.

The community of Stocksbridge will not accept that its Leisure Centre must close and are actively engaged in providing a solution to prevent such closure.

It is anticipated that the planned Sheffield City Council meeting for April 10<sup>th</sup> should change this decision.

## NEILL ALLEN ASSOCIATES REPORT

The report presented on 11th March provides some interesting conclusions but quite naturally there could be no rigour in testing these conclusions due to the extremely tight timescale.

There were many findings from the report which did not appear to be fully reflected in the conclusions when the options were considered.

The swimming pools' capacity was utilised at just 46% thereby justifying their replacement with a "local" facility of a single 25m, 4 lane pool. The utilisation of such a pool would therefore exceed 75% (loss of two lanes and the small pool) and would also be unable to cope with the proposed increase in population following current development proposals. Further the report states that North Sheffield requires a "district pool" of 25m and 6 lanes with a proposal that a new one is built in Chapeltown. It seems rather bizarre to decommission a serviceable "district" pool in Stocksbridge when Chapeltown is already served by a "local" pool and is less than five miles distant from Concord Sports and Leisure Centre which has a 6 lane, 25m pool.

The sports hall is estimated to be used at 50% capacity which is above Sport England's assessment for the use of such facilities nationally. Again it seems bizarre to decommission a facility with usage above the national average.

The report also states that there are no purpose built alternatives to the bowls hall provision locally with the nearest in Doncaster and Mansfield, which are both not in areas under SCC control, and not considered of a similar high quality.

The report submitted five options:

1. Close Stocksbridge Leisure Centre and decant all users to other facilities.  
Costs incurred would be for demolition and for staff redundancies.
2. Retain the main pool (possibly still managed by SIV), decommission the small pool and decant all dry side users to other facilities.  
Costs incurred would be for demolition of dry side, relocation of fitness suite, decommissioning of small pool, and for staff redundancies. Some further injection of finance would be needed to tackle the neglected maintenance issues.
3. Build a 25m 4 lane pool as an extension to Stocksbridge High School, close SLC and decant all users to this and other facilities.  
Costs incurred would be as for option 1 and the Capital new build cost.  
Further consideration would be the limited availability to the general public of the facilities and of the staffing and parking implications.
4. Build a 25m 4 lane pool as part of the Fox Valley development, close SLC and decant all users to this and other facilities.  
Costs incurred would be as for option1 and the capital new build cost.  
Further consideration would be the capacity to absorb the proposal within the scheme and on whether a commercial return was required from the investment.

5. Build a 25m 4 lane pool alongside The Venue, close SLC and decant all users to this and other facilities.

Costs incurred would be as for option 1 and the capital new build cost.

Further consideration would be the removal of substantial parking on the present site to accommodate the new build.

The capital investment for each of options 3, 4 and 5 has been stated as approximating £3.5million. It is suggested this estimate might be low. It is also known that there will be no Sport England funding available for any new build in Stocksbridge.

The costs for decommissioning the present Leisure Centre have been estimated as £250,000. A figure closer to £2million is suggested for demolition and reparation of the site.

The investment needed to remedy the backlog of maintenance works and to ensure a further extended lifespan for the present wet side facilities is estimated at £1million over the next three years. It is suggested this estimate is high.

The estimates made for running costs for options 2, 3, 4 and 5 are similar.

Much is made of the higher than average car ownership rates in and around Stocksbridge. Factor in the isolated location of the town and the poor public transport provision then such a situation is not surprising.

Page 6 of the report details how Neill Allen Associates would conduct a “measured study” by establishing hard evidence findings of demand and then undertaking structured local consultations to test those hard evidence findings. With this evidence and projections of future trends in demographics and sports participation a future core facility type, scale and location can be defined. “This is the demand assessment case before defining the project brief content”. The report goes on to state “this overall approach takes quite a time and is outside the remit of this study”.

It can only be concluded that as this approach was not adopted then the conclusions reached and recommendations made by Neill Allen Associates are seriously flawed. There appears to be total acceptance of the financial figures proposed by SCC/SIV with no questioning of the current situation, reasons behind it, or regard for potential development or growth.

## **THE COMMUNITY PROPOSAL**

The Neill Allen Associates report indicates a need for a “district” swimming pool in North Sheffield. It states that one already exists.

The Neill Allen Associates report indicates a level of expectation for the use of a sports hall. It states that the Sports Hall at Stocksbridge Leisure Centre exceeds that level of expectation.



The Neill Allen Associates report indicates that Stocksbridge Leisure Centre's bowls hall is the only viable facility of its kind in Sheffield.

It is known that SCC had allocated £300,000 for remedial and upgrade works to Stocksbridge Leisure Centre in 2012. This money was not spent on Stocksbridge but it is understood that £200,000 was allocated to another leisure centre. It is unknown what happened to the balance.

The one option that the Neill Allen Associates report did not propose was that Stocksbridge Leisure Centre remains open in its entirety. With the statements made within that report and the conclusions made it would appear this was a viable option. By keeping Stocksbridge Leisure Centre open there would then be no need for a new "district" pool to be built in Chapeltown and dependent on the condition of the existing Chapeltown pool there may be no need even to build a new "local" pool in that location.

The proposal is that Stocksbridge Leisure Centre remains open in its entirety with the eventual removal of SIV as the managing agent. On removal of SIV the community would take over management of the facility. It is anticipated this will be achieved within two years. The present aquatic facility should be modernised and enhanced to provide the required "district" facility. The new Chapeltown facility, should it be found to be needed, should be a 25m 4 lane "local" facility.

With the present constraints on both capital and revenue expenditure then this proposal presents the least cost option. It requires approximately £1million expenditure over three years. This figure may be reduced after rigorous analysis of requirements and of the latest condition survey reports for both the buildings and services. There will be a necessity for subsidy although demolition or mothballing costs can be offset.

Rather than reduce services it would be the intention to increase footfall and customer base by use of improvements to those activities and services presently on offer and by adopting a robust and effective marketing plan. Although not ideal a period of reduced operations might be acceptable in order to consolidate a sustainable long term offer.

## **ADVANTAGES OF MAINTAINING STOCKSBRIDGE LEISURE CENTRE**

1. The people of Stocksbridge fulfil their desire to keep a sport and leisure facility.
2. A 6 lane 25m pool facility is maintained in North Sheffield.
3. There is no need to provide a new 6 lane 25m pool facility elsewhere in North Sheffield.
4. There is no necessity to provide an additional 4 lane 25m pool facility elsewhere in North Sheffield.
5. The present pool meets the current need for aquatic activity in and around Stocksbridge.

6. The present pool has enough capacity to cater for the future aquatic activity needs in and around Stocksbridge.
7. The City of Sheffield retains its one and only purpose built indoor bowls hall.
8. An indoor sports facility used in excess of Sport England's guidelines is maintained.
9. The present dry side facilities meet the current need in and around Stocksbridge.
10. The present dry side facilities have enough capacity to cater for the future needs in and around Stocksbridge.
11. Retention of dry side facilities at the Leisure Centre will obviate the need to absorb the present activities with associated access and logistic problems to other local providers.
12. Retention of the present Leisure Centre has been shown by the Neill Allen report to be the lowest cost option in the short to medium term for sports and leisure provision in Stocksbridge.
13. Retention and enhancement of the present Leisure Centre may prove to be the lowest cost option in the long term.
14. Retention of Stocksbridge Leisure Centre allows a strategy to be developed for new replacement sports and leisure facilities on a planned basis with full consultation with all interested parties and stakeholders.

## **ACTION PLAN**

### **2013/14**

Commission a full and detailed buildings survey with full and detailed fault reporting, budget costings for repair, time constraints for repair and on risks for failure to implement those repairs. Include within that report any evidence of asbestos if a previous asbestos audit cannot be located.

Complete those tasks identified on the Mechanical and Electrical Services report identified as energy saving measures, will extend the life of existing equipment, will enhance efficiency and effectiveness of operations or are necessary to comply with present and imminent legislation.

Conduct a survey of present and potential users as a basis for determining an effective and efficient event programme for both wet and dry side activities.

Commission an independent leisure centre operator to review the present activity programmes and, with regard to the results of the user survey, propose a more effective activity programme.

Develop a staffing structure based on that programme.

Negotiate with utility suppliers in order to reduce utility bills where possible.

Renegotiate all service and supplies contracts with existing or alternative suppliers.

Develop a planned maintenance programme for plant, equipment, buildings and grounds to minimise risk of critical resource failure and maximise use of all resources.

Develop a volunteer programme.

Develop relationships with local Community Enterprises to promote commonality of suppliers where appropriate to achieve financial economies of scale.

Develop relationships with local Community Enterprises.

Develop a training programme.

Maintain the present customer base ensuring loyalty and ensure improvement on it.

Ensure present quality assurance procedures are appropriate and investigate alternatives if appropriate.

Develop quality assurance procedures for volunteer programme.

Continue to develop the Business Plan as further information, more detailed information and more accurate information is made available.

## **2014/15**

Maintain all the initiatives developed in the previous year.

Investigate the viability of installation of energy conservation measures.

Investigate the viability of installation of energy generation measures.

Review legislation for DDA compliance and make appropriate building and access modifications.

Review all community services provided for the people of Stocksbridge and its surrounding area.

Develop any required replacement or enhancement at SLC and explore other synergistic activities.

## **2015/16 onwards**

Maintain all the initiatives developed in the previous years.

Ensure awareness of the changing local demographic.

Ensure awareness of changes in both the local and national economic outlook.

Ensure awareness of changes in both the local and national strategies for sport and leisure provision.

Start the consultation and planning process for a replacement sports and leisure centre in Stocksbridge.

It is likely that a further Mechanical and Electrical Plant survey will be needed around 2012 and a Buildings survey in 2023.

## **MARKET**

The existing market includes all residents of Stocksbridge and surrounding areas. This will also include those that are not Sheffield residents and will include those from neighbouring authorities such as Barnsley and Kirklees. The market will also include local schools and some cross border schools as well as specific sports clubs and societies.

Over recent years user numbers have declined probably due to lack of investment in both the maintenance and enhancement of the facilities and a lack of marketing activity. Additionally the programme offered has not adapted to meet the need of the modern demographic.

With the present uncertainty over the future of the Leisure Centre further losses of patronage is inevitable and sports clubs using the centre are reporting loss of membership.

Once the future of the Leisure Centre is secured an effective marketing plan can be developed to increase market share for all activities. It must be recognised it could take a considerable time (estimated at in excess of 12 months) just to overturn the effects of the recent closure announcements. Thereafter it is suggested use of the Leisure Centre will increase and an estimated increase in turnover year on year of 10% is envisaged.

Further pockets of unmet demand have already been identified that would drive participation up if incorporated.

## **OPERATIONS**

The Leisure Centre is open from 7.00a.m. until 10.00 p.m. Monday to Friday and from 8.00a.m until 2.00p.m at weekends with the swimming club having exclusive use from 2.00p.m until 4.00p.m. and monthly use by the sub-aqua club after this time.

The pools have a high proportion of non-programmed activities resulting in high levels of over capacity with consequent loss of income. Research has shown that to maximise revenue a full programme of scheduled activities is required. It is suggested that a review of the present programme is undertaken and a new one developed by an independent sports and leisure provider. As an addition to this review would be the development of a staffing rota to administer the proposed programme.

Funding has already been sourced to allow an appraisal of the present activity programme at the Leisure Centre to be independently assessed and for one with a greater revenue generating capacity to be proposed.

It is bizarre that the Leisure Centre is unavailable to the public at the times when they are most able to use it. Weekend opening hours will need to be extended and negotiation will need to take place with user groups in order that they should, where possible, use "off peak" times for their specific activities.

There are guidelines for the operation of swimming pools. It is anticipated that Normal Operating Procedure, Emergency Action Plan and activity specific risk assessments presently in operation will remain in force. Further guidance is to be found in HSE document HSG179 Managing Health and Safety in Swimming Pools.

## **STAFFING**

The present staffing numbers and structure are unavailable but projected direct costs for 2012/13 are £450,572 with a 12.78% supplement for employment charges giving total staffing costs of £508,172. The present staff are employed on long standing SCC contracts of employment. Transfer to SIV contracts and conditions would result in a saving of 18% (as stated in the Neill Allen report) of £91,471.

For operation of a swimming pool it is a requirement that it is observed by correctly and adequately trained lifeguards. Numbers of lifeguards is dependent on the activity within the pool, the relevant risk assessment and the number of participants. It is also good practice that lifeguards, at the very least, change stations every 30 minutes. The statutory pool manning requirement will dictate staffing numbers.

Investigations at another Leisure Centre which has two pools like those at SLC, two sports halls, a bowls hall, three squash courts, a 60 station fitness suite and sauna and steam rooms indicates an operational requirement of three leisure attendants and one supervisor/manager per shift. These three front line staff are supplemented according to the programme on offer in various parts of the complex.

Swimming teachers would need to be employed for all swim teaching activities either as part of the schools programme or as part of programmed activities. Although not good practice teachers who are also lifeguard trained can perform lifeguard duties whilst teaching.

In the interests of reliability it is suggested that core lifeguard cover should be by paid employees. Volunteers could be used for ancillary tasks such as reception, cleaning, administrative support and general and grounds maintenance.

Dry side activity staffing should ordinarily be minimal. Fitness suite equipment induction is the only envisaged requirement. Activity leaders might be required for school holiday programmes and

possibly occasional weekend programmes. A large amount of volunteer labour could be used for these additional activities.

Investigations with other leisure centre operators have shown staffing costs to be less than 50% of income. The 2012/13 projections for Stocksbridge Leisure Centre indicate income of £501,715 with staffing costs of £508,172 which is 101%. Savings of over £257,000 should be achievable but will require contract changes for all staff. Such savings will be helped by the use of volunteer labour wherever appropriate.

It is essential that any new management regime starts with no legacy of previous employment regimes. All present staff will need to have their present contracts terminated with the consequent costs of such termination borne by Sheffield City Council.

## **BUILDINGS**

The latest known building survey was conducted in 1997. That report detailed a number of defects to the building fabric which it must be assumed have been addressed. Not to have done so is likely to have seen serious degradation of the building fabric. Unless a buildings survey, which should be somewhat more detailed than that of 1997, has been carried out within the last five years and any recommendations addressed, then it would be imperative to commission a buildings survey as a matter of urgency.

The buildings were constructed in the 1970s when standards of thermal insulation were much lower than those which are specified today. The buildings were constructed in such a fashion to allow for many energy conservation and energy generation measures to be introduced. Such measures should provide a relatively short payback for any capital expenditure due to the operation of a swimming pool being a relatively energy intense activity.

The results of any asbestos surveys have been requested. Although there has been no response to such request it is probably unlikely to indicate the presence of asbestos as none was highlighted in the 1997 buildings survey or the more recent mechanical and electrical survey. There is, though, still a possibility there may be some present.

The Neill Allen Associates report indicated a requirement for an approximate £1million spend over the next three years which it will be assumed is for both buildings and for Mechanical and Electrical Services. With the budget costs associated for M and E Services to approach £0.5million it would be assumed that £0.5million had been allocated to building repairs. There is presently no detail to assess the accuracy of the present budget forecast.

## **MECHANICAL AND ELECTRICAL SERVICES**

It is assumed the latest known Mechanical and Electrical survey was completed in 2012. The survey indicates that in general the services are in reasonable condition with service items subject to maintenance contracts operated by SIV.

The report states that the fire alarm system within the building is obsolete and recommends replacement at a budget cost of £18000. A further recommendation is that the emergency lighting system be replaced with a modern and current legislation compliant system although the present system is perfectly adequate and likely to remain so for some time. Other recommendations for the electrical equipment appear as contingency items which result in a budgeted expenditure of £175,870 over the next five years. The budget attached to the survey has apportioned an expenditure of £109,870 over the next three years. It is felt that only some of this expenditure is absolutely necessary and the necessary expenditure can be spread over five years. No item should be removed from the budget that will compromise safety, effective and efficient operations or be in contravention of existing and future legislation.

The report also makes recommendations that consideration be given to replacement mechanical services within the next five years. The budgeting for such replacements has been front loaded to the next two years. Most of the budgeted £300,033 can be deferred for at least five years. Again such deferment must not compromise safety, effective and efficient operations or be in contravention of existing and future legislation.

A further observation on the Mechanical and Electrical Services budget is the inclusion of a 10% uplift for preliminaries, a 10% uplift for contingency and a 12.5% uplift for fees. Removal of these uplifts could see a potential saving on the budget figures of £116,793.

On the assumption that Neill Allen Associates had access to this recent Mechanical and Engineering Services report it would be understandable that the headline figures as presented in the summary budget spreadsheets would be taken as a true representation. These costs should have been interpreted, in the main, as contingencies with the majority unlikely to be needed in the next five years. With the removal of a vast amount of these costs the viability of retaining the present Stocksbridge Leisure Centre increases.

## **UTILITIES**

There is little scope to make savings in the electricity budget. Changing provider may see some small savings which are likely to be offset as wholesale oil price rises and should sterling continue its fall against the dollar. Any scope for savings will be by automation of lighting with the installation of time switches and light and motion sensors. The recent Mechanical and Electrical Services report has also indicated that as pumpsets become due for renewal they should be replaced by more energy efficient units.



As with electricity there may be some saving to be gained by changing gas provider. As gas is the power source for both water and space heating, gas consumption and therefore cost is very much dependent on climate and therefore impossible to accurately forecast. Savings will be achieved by the adoption of building related energy saving measures such as the installation of cavity wall insulation and by replacement of glazed areas with double (or even triple) glazing.

It is understood Sheffield City Council investigated the implementation of renewable energy measures approximately two years ago and concluded they would prove to be uneconomic. With energy costs rising and such measures now more affordable they should be reconsidered. Whilst not limiting any further feasibility study to just solar energy Stocksbridge Leisure Centre has already been identified for a possible research project by Sheffield and Durham Universities entitled "Solar Energy in Future Societies". In parallel to this initiative it would be intended to liaise with bodies such as Carbon Trust and Energy Saving Trust to secure funds for such energy saving schemes.

Water usage will increase with the increase in Leisure Centre usage. It may be possible to offset some of this extra usage by the use of more sophisticated swimming pool maintenance procedures.

## **QUALITY ASSURANCE**

There are quality assurance protocols and procedures specifically developed for the operators of sports and leisure facilities. It is understood that one of the major schemes is QUEST. It is unsure whether SCC or SIV subscribe to this scheme or another similar scheme. In either case it would be the intention to continue with the present scheme if there is one in place.

It would also be appropriate to invest in those schemes which enhance the reputation of the Leisure Centre such as "Investor in People" and any other particularly regarding volunteer programmes and management.

## **GOVERNANCE AND ACCOUNTABILITY**

Governance of the business operations of Stocksbridge Leisure Centre is still to be developed. The exact details will be determined when the future of Stocksbridge Leisure Centre is secured, an action plan agreed and the type of funding sought for the Leisure Centre determined.

4SLC has been formed as a grass roots community body with the sole intention of safeguarding leisure and sports facilities for Stocksbridge and surrounding districts.

It is a company limited by guarantee (company no 08413664) and has also applied for charitable status.

It has an open community membership of around 150 and rising, and has nominated eleven members to serve on its Management Committee. The Management Committee has a nominated

Chair, Vice Chair, Secretary and Treasurer, and has established a company bank account. The Chair and Vice Chair of 4SLC are currently the Directors of 4SLC Trust, and the Secretary of 4SLC is currently the Secretary of 4SLC Trust.

The committee is supported by a variety of working groups covering Legal Matters, Finance & Business Planning, Fundraising and Events, Marketing & Publicity (including IT services). Support thus far has been received from STEP Development Trust in so far as the current Chair of STEP Trustees serves as a Committee member and Chairs the Business Planning Group and the STEP CEO serves on the Business Planning Group.

All services are provided on a purely voluntary basis - there are currently no paid officers.

Looking forward the support of STEP Development Trust would be seen as being a positive advantage in so far as they have experience of managing community buildings, a track record of successful community development and can act as a vehicle to access funding via LOCALITY, (the national body created following the merger of The British Association of Settlements and Social Action Centres (BASSAC) and the Development Trusts Association (DTA).

4SLC has an agreed constitution which was voted on and accepted by the full membership and conducts itself in accordance with that constitution.

With regard to the future operational management of SLC, we concur with Neil Allen Associates regarding this being continued by SIV for the foreseeable future but with a view to 4SLC taking over this responsibility as a community owned facility at a future date.

In the meantime, 4SLC will actively investigate the potential for another experienced operator to provide this service for an agreed period, with a view to 4SLC ultimately doing this itself, once it is confident it can do so. It is envisaged that 4SLC will at some point be in a position to oversee the governance of the Leisure Centre operations and management.

It is likely such governance could be heavily influenced by the experiences of STEP Development Trust and the two organisations could work closely with each other on this. The co-operation and involvement of STEP should be actively encouraged.

## **FINANCIAL INFORMATION**

With limited information forthcoming it is difficult to understand the business operation and costs presently associated with Stocksbridge Leisure Centre. The information that has been made available has often been found to be insufficient (e.g. staffing), incomplete (attendance), inconsistent (financial reports) or conflicting (floor areas, energy costs). With such deficiencies it is impossible to provide an accurate financial forecast. Many assumptions had to be made in developing the 5 year financial forecast as detailed in Appendix 1. It is intended that the forecast be remodelled as accurate information becomes available.

Income is assumed to be directly related to footfall with the projections for 2012/13 as a base with no uplift on numbers for 2013/14 but with an annual 10% increase thereafter. Introduction of new and different income generating activities could well see a further increase.

With staffing being the most significant cost some research has been undertaken to determine how it can be reduced. Other institutions have staffing costs of lower than 50% of revenue leading to the use of this figure for the staffing forecast for 2014/15 onwards. For 2013/14 a ratio of 60% has been used to allow for some transition. Use of unpaid volunteers to supplement the core staff would have considerable impact on reducing staffing costs.

Given the information available and researched the only other areas for which reasonably accurate forecasting could be achieved was for Utilities and for the Mechanical and Electrical Services. Deduced information was used for the Buildings budget forecast.

All other areas of the five year forecast, by necessity, had to be calculated estimates. It would be hoped that many of these costs could be minimised by implementing , for instance, energy efficiency measures already identified by SIV where there is potential for some “quick wins , by using low energy lighting and variable speed drives on the pumps”. Other cost saving measures would include the review of current suppliers with renegotiation of terms and conditions.

## **FUNDING**

As with virtually all leisure centres some funding will be necessary over and above that generated by its normal sports and leisure provision. It is envisaged that as time progresses and the “offer” from the Leisure Centre more closely matches what the public want then that subsidy will reduce.

All avenues of funding will be investigated from local fundraising events through to local, national and EU grants. Organisations and their initiatives already identified as possible sources of finance are Sport England’s Improvement Fund and Inspired Facilities Fund, BiG Lottery Awards 4 All and Reaching Communities Fund, NHS Health and Wellbeing Trust, Carbon Trust and Viridor Tax Credits. It is envisaged that some level of subsidy, although much lower than the present annual £400,000 will need to be realised from Sheffield City Council.

The Neill Allen Associates report makes reference to the possibility of raising capital via a community share issue but dismisses the option as the ability to pay a share premium would be unlikely. This conclusion was made on the basis of trying to raise £3million to build a new pool. With the retention of the present pool and the plan to undertake the life extending upgrading at a much lower capital cost (under £1million) then raising a smaller level of capital contribution via a community share issue may have real merit and will be pursued.

The Neill Allen report also suggests raising funds by way of an addition to the Stocksbridge Town Council precept. Although discounted as it is felt it would not receive support from all residents discussions continue to be held with the Town Council to explore other ways in which they can provide funding.

4SLC have the ability to access sources of funding which SCC and, in many cases SIV, cannot around Community Asset Transfer such as The Social Investment Business for pre-feasibility grants up to £10,000 (for internal capacity building) and feasibility grants up to £100,000 (mix of capital/revenue for investment), and the Adventure Capital Fund.

## **CONCLUSION**

A major factor in deciding that it should be Stocksbridge Leisure Centre that should close was that its subsidy per participant was the highest of all leisure centres in Sheffield. Analysis of the operations and costs of Stocksbridge Leisure Centre and comparisons with other similar and dissimilar operations indicate that costs are out of control and the management regime ineffectual. The activity programme presently on offer is uninspiring and is also one that does not seek to maximise revenue.

Reducing staffing costs closer to the industry norm are shown to halve the subsidy (£1.34 per visit in 2013/14) even without an increase in visitor numbers. The impact of increasing visitor numbers dramatically decreases this subsidy and it becomes similar to both Hillsborough and Concord Leisure Centres. With no current definitive schedule for building maintenance requirements estimates have been included in the forecast process which might impact on that subsidy (positive or negative).

The Neill Allen Associates report prepared for Sheffield City Council and Sport England found a demand for sport and leisure facilities in Stocksbridge and in particular it identified that there was a definite need for a swimming pool. The conclusions drawn from the information detailed in that report appear to be flawed leading to incongruous recommendations. In the present economic climate it seems perverse that a perfectly serviceable Leisure Centre is recommended for closure and demolition, to be replaced by facilities offering less to the users, and in locations already better served with alternative facilities than for the people of Stocksbridge.

The recommendations that emanate from this report are:

1. Keep Stocksbridge Leisure Centre open in its entirety.
2. Install a more effective management regime.
3. Reduce staff numbers and costs.
4. Investigate whether Chapeltown actually needs a 6 lane 25m “district pool” and build appropriately.

It is envisaged that some level of subsidy, although much lower than the present annual £400000 will need to be realised from Sheffield City Council.

The people of Stocksbridge have made it quite clear that they wish to retain “their” leisure centre and this report indicates that there is no reason why they shouldn’t.

## APPENDIX 1 - FIVE YEAR FINANCIAL FORECAST

	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
	projection	forecast	forecast	forecast	forecast	forecast
Footfall	148,315	148,315	163,147	179,461	197,407	217,148
<b>INCOME</b>						
General admissions	138,066	138,066	151,873	167,060	183,766	202,142
Coached admissions	169,313	169,313	186,244	204,869	225,356	247,891
Discount cards	789	789	868	955	1,050	1,155
Life cards	5,507	5,507	6,058	6,663	7,330	8,063
Merchandise	5,849	5,849	6,434	7,077	7,785	8,564
Till surplus	45					
Revenue grant	2,660					
Fitness memberships	101,769	101,769	111,946	123,140	135,455	149,000
Area hire	52,808	52,808	58,089	63,898	70,287	77,316
Equipment hire	615	615	677	744	819	900
SIV staff use	273					
Vending sales	24,038	24,038	26,442	29,086	31,995	35,194
<b>INCOME TOTAL</b>	<b>501,732</b>	<b>498,754</b>	<b>548,629</b>	<b>603,492</b>	<b>663,842</b>	<b>730,226</b>
<b>EXPENDITURE</b>						
Sponsorship	18					
Member/discount card	510	960	1,056	1,162	1,278	1,406
Merchandise	2,662	2,250	2,475	2,723	2,995	3,294
Membership charges	3,213	3,004	3,304	3,635	3,998	4,398
Vending & catering	13,530	13,463	14,809	16,290	17,919	19,711
Catering hire	1,200					
Cleaning	9,392	1,342	1,500	1,500	1,500	1,500
Credit card charges	1,548	1,548	1,703	1,873	2,060	2,266
Cash collections	2,113	2,113	2,113	2,113	2,113	2,113
Office equipment	2,905					
Office equipment hire	5,371	5,371	5,371	5,371	5,371	5,371
Sport equipment	15,974	10,000	10,000	10,000	10,000	10,000
Staffing	508,172	299,252	274,315	301,746	331,921	365,113
Spa	129					
First Aid	144	144	158	174	192	211
Pool consumables	1,273	1,273	1,400	1,540	1,694	1,864
Licences	3,379	3,379	3,379	3,379	3,379	3,379

	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
	projection	forecast	forecast	forecast	forecast	forecast
Marketing	8,002	8,000	8,000	8,000	8,000	8,000
Telecommunications	3,300	2,500	2,500	2,500	2,500	2,500
Computer maintenance	10,500	10,500	10,500	10,500	10,500	10,500
Computer software	2,092					
Computer hardware	543					
Meetings	456	400	400	400	400	400
Postage	206	200	200	200	200	200
Stationery	1,045	1,000	1,000	1,000	1,000	1,000
Subscriptions	644	644	644	644	644	644
Building maintenance	18,808	100,000	100,000	100,000	100,000	100,000
Electrical maintenance	8,586	19,800		29,700		
F&F maintenance	2,631					
Grounds maintenance	182	182	182	182	182	182
Mech maintenance	11,830	3,300	14,300			138,600
Security maintenance	414	414	414	414	414	414
Electricity	60,205	60,205	60,205	60,205	60,205	60,205
Gas	96,188	96,188	98,112	100,074	102,075	104,117
Water	11,657	11,657	11,890	12,128	12,371	12,618
Uniforms	1,566	1,566	1,500	1,500	1,500	1,500
Training	1,664	1,664	1,500	1,500	1,500	1,500
Payroll	1,141	1,141	1,000	1,000	1,000	1,000
Occupational health	560	560	250	250	250	250
CRB checking	484	300	300	300	300	300
Travel	3,328	2,000	2,000	2,000	2,000	2,000
Staff rewards	765					
Insurance	17,980	17,980	17,980	17,980	17,980	17,980
Professional fees	300					
Bank charges	2,020	2,020	2,020	2,020	2,020	2,020
Rates	11,816	11,816	11,816	11,816	11,816	11,816
Head office recharge	53,752					
<b>EXPENDITURE TOTAL</b>	<b>904,198</b>	<b>698,136</b>	<b>668,297</b>	<b>715,819</b>	<b>721,277</b>	<b>898,372</b>
<b>PROFIT/LOSS</b>	<b>-402,466</b>	<b>-199,382</b>	<b>-119,667</b>	<b>-112,327</b>	<b>-57,436</b>	<b>-168,146</b>
<b>SUBSIDY PER VISIT</b>	<b>2.71</b>	<b>1.34</b>	<b>0.73</b>	<b>0.63</b>	<b>0.29</b>	<b>0.77</b>

## APPENDIX 2 - BUILDINGS

With no definitive information of how the present estimates for buildings expenditure has been determined the £0.5million estimate will be apportioned equally across five years.

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/2024
Buildings	100000	100000	100000	100000	100000	0
TOTAL	100000	100000	100000	100000	100000	0



### APPENDIX 3 - MECHANICAL AND ELECTRICAL SERVICES

The following is a budget forecast for those items identified in the Mechanical and Electrical Services report assumed to have been conducted in 2012. The timescales identified take account of the recommendations made but accept that much of the report identified contingencies rather than definite need.

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/24
ELECTICAL						
Pool						
LV distribution			15000			
Lighting						25000
LV power						10000
Emergency lighting						18000
Fire alarm	10000					
Dry side						
LV distribution			12000			
Lighting						25000
Emergency lighting						17000
Fire alarm	8000					
Sub Total	18000		27000			95000
MECHANICAL						
Pool						
Upgrade water inlet	750					
Specialist clean DHWS PHE					500	
Thermal insulation	1500					
Replace AHU					75000	
Space heating systems						45000
Extract fan replacement		3000				
Water services system					25000	
Refurbish disabled change area		2000				
Dry side						
Upgrade water inlet	750					
Specialist clean DHWS PHE					500	
Space heating system						40000
WC ventilation		2000				
Replace WC extraction		3000				
Replace general extraction		3000				
Water services system					25000	
Sub total	3000	13000			126000	85000
Contingency 10%	2100	1300	2700		12600	18000
TOTAL	23100	14300	29700		138600	198000

#### **APPENDIX 4 - OUTLINE JOB DESCRIPTIONS**

Leisure Centre Manager: strategy, profit and loss, personnel, pool programme, dry side programme, health and safety, training, volunteer programme, security, communication to include public relations, marketing, contract preparation and negotiation, staff development, volunteer development, quality assurance.

Shift Manager/Supervisor: staffing, customer relations, pool safety, dry side safety, first aid, staff qualification, volunteer training, volunteer deployment, volunteer retention.

Leisure Attendant: lifeguard qualified (STA or RLSS), customer safety, customer relations, customer education, volunteer education, site cleanliness, dry side set up.

Aquatics Teacher: as for Leisure Attendant plus ASA Level 2 or STA equivalent teaching qualification, national aquatics teaching strategies, progression routes for participants.

Gym Instructor: advances in gym equipment, advances in accepted techniques, progression routes for participants, customer safety, customer relations, customer education, volunteer education, site cleanliness, dry side set up.

Dry side Instructor: as for Gym Instructor, specific sports and activities strategies, progression routes for participants.

Receptionist (probably a majority volunteer role): customer safety, customer relations, customer education, site cleanliness, administration.

## APPENDIX 5 - SPECIMEN PROGRAMME

MAIN POOL	SMALL POOL	DRY SIDE
Monday		
0730-0930 - lane swim		1000-1700 - badminton
0930-1200 - public swim	0930-1200 – family fun	1000-1200 – junior gym
1200-1400 - lane swim		1200-2200 - bowling
1400-1600 – over 50s	1400-1600 - aquamed	1700-2000 – gymnastics
1600-1830 – junior lessons	1600-1900 – junior lessons	2000-2200 – 5-a-side
1830-2030 - pentaqua	1900-2000 – FU aqua	1930-2030 – bodypump
2030-2200 – public/lane swim	2000-2100 – Aqua Zumba	
Tuesday		
0730-0930 – lane swim		1000-1800 – 5-a-side
0930-1200 - schools	0930-1200 – schools	1000-2200 – bowling
1200-1400 – lane swim		1800-2200 - trampolining
1400-1600 – ladies only	1400-1600 – aquababies	1930-2030 – pilates
1600-1830 – junior lessons	1600-1900 – junior lessons	
1830-2030 - pentaqua	1900-2000 – adult lessons	
2030-2200 – triathlon/lanes		
Wednesday		
0730-0930 – lane swim		1000-1800 - badminton
0930-1200 - schools	0930-1200 - schools	1000-1200 – junior gym
1200-1400 – lane swim		1200-2200 - bowling
1400-1600 – over 50s	1400-1600 – parent and baby	1800-2200 – circuits
1600-1830 – junior lessons	1600-1900 – junior lessons	
1830-2030 - pentaqua	1900-2000 – Aqua Zumba	
2030-2200 – public/lane swim	2000-2100 – FU aqua	
Thursday		
0730-0930 – lane swim		1000-1800 – 5-a-side
0930-1200 - schools	0930-1200 - schools	1800-2000 - gymnastics
1200-1400 – lane swim		2000-2200 - badminton
1400-1600 – ladies only	1400-1600 - aquamed	1000-2200 – bowling
1600-1830 – junior lessons	1600-1900 – junior lessons	1930-2030 – bodypump
1830-1930 - development		
1930-2030 – adult lessons		
2030-2200 – public/lane swim		
Friday		
0730-0930 – lane swim		1000-1800 – badminton
0930-1200 – public swim	0930-1200 – family fun	1000-1200 – junior gym
1200-1400 – lane swim		1200-2200 – bowling
1400-1600 – over 50s	1400-1600 – parent and baby	1800-2200 – 5-a-side
1600-1830 – junior lessons	1600-1900 – junior lessons	1930-2030 – pilates
1830-2030 – pentaqua	1900-2000 – FU aqua	
2030-2200 – public/lane swim	2000-2100 – Aqua Zumba	

Saturday		
0730-0930 - pentaqua		0900-1200 - gymnastics
0930-1200 – junior lessons	0900-1200 – junior lessons	1200-1400 – junior 5-a-side
1200-1400 – lane swim	1200-1800 – family fun	1400-1700 – badminton
1400-1800 – fun swim		1700-2000 – bowling
1800-2000 – sub aqua		
Sunday		
0730-0930 – pentaqua		0900-1200 – trampolining
0930-1030 – rookie lifeguards	0930-1130 – junior lessons	1200-1400 – junior badminton
1030-1130 - development		1400-1600 – circuits
1130-1300 – adult lessons	1130-1600 – family fun	1600-2100 – 5-a-side
1300-1600 – fun swim		0900-2100 – bowling
1600-1800 – private hire	1600-1800 – private hire	
1800-1930 – mainly ladies		
1930-2100 – lane swim		

## APPENDIX 6 - MEMBERS OF THE BUSINESS PLANNING AND FINANCE GROUP OF 4SLC

CLARKE, Andrew ACIS	Chartered Secretary, Chief Executive, Managing Director, Company Secretary, Special Projects Manager
ECKFORD, Andrew	Chartered Accountant, Board Governor at Barnsley College, Director Wellspring Academy Trust
FOWLER, Trevor B.Sc., D.M.S.	Project Manager, Building and Engineering Services Manager, SME Proprietor; Sports Coach, Official, Administrator
HOUSEDEN, Martyn	Penistone and District Community Partnership, Penistone Leisure Centre Management Committee
ORAM, Michael B.Sc., MRICS	General Practice Surveyor
RALPH, Andrew B.A., NPQH	Teacher, Headteacher, School Governor; Sports Coach, Administrator
SENIOR, Adam Ph.D.	Sales and Development Manager
SILVERWOOD, Graham	STEP Development Trust Chair, East Peak Innovation Partnership Vice Chair, Deepcar Village Community Association Chair
SMITH, Elaine B.A., Cert Ed.	Teacher, Quality Framework Reviewer and Developer, Qualifications Regulation and Awarding Organisations Manager
WILKINSON, Julian	
WILLIAMS, Alison	Chartered Accountant

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