



Rushcliffe
Borough Council

Community Development Group

21 February 2017

Leisure Facilities Strategy

5

Report of the Executive Manager - Communities

1. Summary

- 1.1. Cabinet resolved in March 2016 to delegate responsibility to the Community Development Group to review the current Leisure Facilities Strategy and report back to Cabinet with a recommendation of an updated Strategy.
- 1.2. The Community Development Group has over the last 10 months received a number of presentations and considered detailed investigation work to support the development of an updated Strategy.
- 1.3. This report contains a summary of the main elements of the new draft Strategy namely a refreshed vision, guiding principles and strategic objectives. The full **working draft** of the Strategy is attached at **appendix 1**.
- 1.4. Councillors are requested to provide comments on the draft Strategy particularly in relation to the vision, guiding principles and strategic objectives.

2. Recommendation

It is RECOMMENDED that the Group:

- a) Provide comments on the draft Strategy;
- b) Approve the draft Strategy for wider consultation (subject to amendments arising from the meeting); and
- c) Delegate authority to the Executive Manager - Communities in consultation with the Portfolio Holder for Communities and the Chairman of the Community Development Group to make final amendments to the draft Strategy arising from the consultation prior to recommendation to Cabinet.

3. Reasons for Recommendation

- 3.1. This is the last meeting scheduled within the work programme for the Community Development Group to consider the Leisure Facilities Strategy and as such provides the final opportunity for comment on the draft Strategy which is substantially complete.
- 3.2. In order to meet the commitment to consult key stakeholders, and support buy-in to the Strategy, the comments of wider partners will be sought before the detailed content of the Strategy is finalised. Consultation with the following partners is proposed to include:

- NHS Rushcliffe Clinical Commissioning Group
- Nottinghamshire County Sport Partnership
- Neighbouring Local Authorities
- Rushcliffe Town and Parish Councils
- Rushcliffe Secondary Schools
- Sport England
- West Bridgford Local Area Forum.

3.3. It is not envisaged that the outcome of the stakeholder consultation will significantly change the main strategic principles or objectives of the Strategy. However, providing delegated authority to a small 'executive group' to approve any amendments required provides due diligence prior to submission of the final Strategy to Cabinet.

4. Supporting information

4.1 The Strategy will guide leisure provision in Rushcliffe over the next 10 years, but will receive a light touch refresh after 5 years. The document has been written as a concise summary and will be underpinned by more detailed implementation action plans such as for playing pitches.

4.2 Care has been taken to ensure that the Strategy supports and contributes towards the Council's goals, core values and priorities for improvement as embodied within the Corporate Strategy.

4.3 The key sections within the Strategy are the Council's vision for leisure provision, supported by four guiding principles and five overarching strategic objectives, each of which are detailed in the paragraphs 4.4 to 4.13 below.

Vision

4.4 "To provide high quality, cost effective leisure facilities to support Rushcliffe residents to enjoy healthy, active lives"

Guiding principles

4.5 The Guiding principles are:

- To protect and enhance facilities where there is strong evidence of need
- To invest in major facility enhancements only where a business case demonstrates on-going revenue efficiencies
- To work in partnership to meet the needs of communities
- To focus provision on improving community health and wellbeing.

Strategic Objectives

4.6 The Strategic Objectives are:

- To retain the current five indoor leisure facilities and ensure that they are fit for the future by:
 - i) Developing a business case for capital investment in Bingham Leisure Centre within five years
 - ii) Maintaining the quality of provision at the four other sites by producing a prioritised capital programme based on condition surveys.
- To support partners to secure external funding to deliver the priority projects identified within the playing pitch Strategy.
- To address inequalities in participation.
- To review and develop working partnerships with local health services focussing on getting the 'inactive' into regular activity.
- To maintain the existing spatial standards for provision of children's play and allotments.

5. Risks and uncertainties

- 5.1 It is important that the Council has an up to date Leisure Facilities Strategy in order to guide and help support future provision. Without such a Strategy there is a risk that investment associated with housing development may not be realised and that over time facilities will fall short of the needs of residents.

6. Implications

6.1. Finance

There are no direct financial implications of this report. The outcome of the Leisure Strategy review itself may result in financial implications which would need to be factored into the Council's Medium Term Financial Strategy.

6.2. Legal

There is no statutory requirement to produce a Leisure Facilities Strategy and there are no legal implications arising from this report.

6.3. Corporate Priorities

Leisure provision contributes directly to two corporate priorities, namely:

- Maintaining and enhancing our residents' quality of life
- Transforming the Council to enable the delivery of efficient high quality services.

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Background papers Available for Inspection:	None
List of appendices (if any):	Draft Leisure Facilities Strategy 2017-2027

Appendix 1
**Leisure Facilities Strategy
2017-2027**



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Introduction

Rushcliffe is proud to be at the heart of Nottinghamshire sport, playing host to iconic facilities such as Trent Bridge Cricket Ground, Nottingham Forest's City Ground, Home Pierrepont National Water-sports Centre and Nottingham Rugby's 'Lady Bay' sports ground.

The Council recognises the value such facilities can play to inspire residents to take part in sport. Equally importantly we are committed to provide (directly and in partnership with others) leisure facilities to enable all of our community to lead healthy lives, by participating in a wide range of activities.

The opening of Rushcliffe Arena in January 2017 represented a significant step forward in the quality of our indoor leisure portfolio and was a major achievement identified within our first leisure strategy.

This document sets out the councils' vision and key strategic objectives over the next 10 years. It forms part of the suite of local plan documents which will guide future leisure requirements arising from housing growth across the borough. The strategy has been written as a concise summary to aid usability and will be underpinned by more detailed implementation plans such as for outdoor playing pitches.

We have considered a range of evidence and responses to consultation which highlighted the main national and local issues this strategy should seek to address.

Finally, as Portfolio Holder for Communities I am delighted to have overseen the development of this important strategy and look forward to seeing it come to fruition.

I wish to record my personal thanks to the members of Rushcliffe Borough Councils' Community Development Group and all others involved for their dedication and hard work over a period of twelve months to guide the production of the strategy.



Cllr John Cottee
Portfolio Holder Communities

Executive Summary

This document sets out the vision, key strategic objectives and a framework of principles for the Council to ensure leisure provision meets the needs of our residents over the next 10 years and beyond. Care has been taken to ensure that the strategy supports and contributes towards the Council's goals, core values and priorities for improvement as embodied within the Council's Corporate Strategy. The leisure facilities strategy forms part of a suite of local plan documents which will help guide future leisure requirements arising from housing growth across the borough.

The strategy covers indoor leisure facilities directly provided by Rushcliffe Borough Council as well as outdoor playing pitch facilities owned by a range of providers across the borough such as Town and Parish Councils, schools and community sports clubs.

Extensive stakeholder consultation was undertaken as well as a comprehensive assessment of the quantity, quality and accessibility of existing provision. In addition to this, research into a range of national, regional and local strategic influences has informed the final content of the strategy.

**Our
vision:**

“To provide high quality, cost effective leisure facilities to support Rushcliffe residents to enjoy healthy, active lives”



Our guiding principles



- To protect and enhance facilities where there is strong evidence of need
- To invest in major facility enhancements only where a business case demonstrates on-going revenue efficiencies
- To work in partnership to meet the needs of communities
- To focus provision on improving community health and wellbeing

Our five objectives



- To retain the current five indoor leisure facilities and ensure they are fit for the future by:
 - a. Developing a business case for capital investment in Bingham Leisure Centre
 - b. Maintaining the quality of provision at the four other sites by producing a prioritised capital programme based on condition surveys
 - c. Include anything significant from the Facilities Planning Model
- To support partners to secure external funding to deliver the priority projects identified within the Playing Pitch Strategy
- To address inequalities in participation – specifically amongst residents with a disability and lower socio-economic groups
- To review and develop working partnerships with local health services focussing on getting ‘the inactive’ into regular activity
- To maintain the existing spatial standards for wider leisure provision for children’s play and allotments

Why and how was the strategy developed?

Context

Rushcliffe Borough Council produced its' first leisure facilities strategy in 2006, which was subsequently updated in 2011. The original strategy was written to guide the provision and development of leisure facilities over a period of 10 years. It resulted in some significant changes to leisure provision and management across the borough.

Key achievements include:

- 
 Transfer of the management of five leisure centres to Parkwood Community Leisure delivering significant revenue savings for the Council
- 
 Realisation of the vision to rationalise leisure centre provision in West Bridgford from two dated facilities into one state of the art new facility at Rushcliffe Arena
- 
 Renegotiation of the contract with Parkwood Community Leisure for Rushcliffe Arena resulting in significant financial savings
- 
 East Leake Leisure Centre – on-going contract negotiation of the PFI arrangement with Carillion
- 
 Partnership working with other public sector bodies to open 'Gresham Sports Park' which includes a top quality 3G synthetic turf sports pitch, grass football pitches and changing pavilion
- 
 Rebuilt the dilapidated Alford Road changing facility into a new pavilion with 6 changing rooms, kitchen servery, staff office and dedicated storage
- 
 Developed new and enhanced children's play facilities across the borough based on the adopted 'spatial standards of provision'



The Rushcliffe 10k



Nottinghamshire Sport Awards

Why was the strategy developed?

This strategy aims to build on and refresh the previous strategy to reflect the current operating environment which has changed significantly since 2006. Major contemporary influences on leisure provision include a prolonged period of public sector austerity which has put increasing pressure on revenue budgets and the adoption of an approved core strategy by Rushcliffe Borough Council which details the growth areas for 13,000 new homes by 2028.

A new strategy is therefore required to ensure that the Council has clear objectives and priorities to ensure that future leisure facility provision continues to meet the changing needs of residents within a sustainable business model which includes contributions from housing development.

The Government's National Planning Policy Framework (NPPF) is clear about the role that sport plays in delivering sustainable communities through promoting health and well-being. Local authorities are therefore required to plan and provide accordingly through policy and development management.

This is aligned with the local policy, 'Spatial Planning for the Health & Wellbeing of Nottinghamshire' which Rushcliffe Borough Council signed up to in 2016. The document intends to make Nottinghamshire a place that improves the mental and physical wellbeing of residents, reduces health inequalities and promotes the use of Health Impact Assessments (HIAs), where appropriate.

The NPPF (paragraph 73) explicitly notes that: "Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area".

Sport England guidance, in line with the NPPF (paragraph 73) advocates that planning for sport in communities should be based on a clear strategy which sets out the case to protect, enhance and provide facilities (see right).



Figure 1: Sport England Strategic Planning Model

How was the strategy developed?

Rushcliffe Borough Council Cabinet delegated responsibility to the cross-party Community Development Scrutiny Group to oversee the development of the updated strategy.

The Community Development Scrutiny Group agreed the scope of the strategy and considered detailed investigation work over a period of 12 months. This consisted of an analysis of supply (quality, quantity and accessibility), needs assessment, physical activity participation trends, leisure industry trends and stakeholder consultation findings.

The methodology adopted followed Sport England's "Assessing needs and opportunities guide for indoor and outdoor sports facilities". The quality of the indoor leisure stock of the Council was assessed through an independent condition survey undertaken in November 2016 (incorporating both the fabric of the buildings and mechanical and electrical services).

Sport England was commissioned to undertake a detailed evaluation of the demand, quantity and accessibility of provision using sophisticated facilities planning model software. Two scenarios were tested. This consisted of a baseline assessment for 2016 and a forward looking assessment for the year 2028 to model the impact of the significant enhancement of Rushcliffe Arena, closure of Rushcliffe Leisure Centre and changes to population through housing growth and demographic factors such as population ageing.

Specialist playing pitch consultants Knight, Kavanagh and Page were commissioned to undertake an audit, condition survey and stakeholder consultation to develop the outdoor leisure element of the strategy. This involved a detailed assessment of the number and quality of sports pitch sites as well as consultation meetings and surveys of both pitch providers and users.

Stakeholder consultation consisted of a survey of all sports clubs using RBC indoor facilities a survey of all secondary schools within the Borough, consultation workshops at two Rushcliffe Town and Parish Council forums, a survey of Town and Parish councils, written consultation of other



stakeholders and promotion of the opportunity for leisure centre users to provide their views through the customer comments process.

Scope and vision of the strategy

Scope

The strategy will cover a ten year period from 2017 onwards. However given the on-going changes in the operating environment a structured review and refresh will be undertaken after five years. The strategy by its very nature provides high level direction of the Councils ambitions. The strategic recommendations will therefore be supported by more detailed implementation plans which will follow the production of this document.

The strategy focuses on indoor leisure centres directly provided by Rushcliffe Borough Council and will consider wider cross local authority boundary facility provision and citizen demand. The strategy does not cover community halls, golf and countryside / natural resources such as facilities for sailing or rowing.

The Playing Pitch element of the strategy focuses geographically on all local provision including

- both public and private ownership and control relating to club, education and industrial ownership, as follows:

- Football pitches (including grass and 3G pitches)
- Rugby union pitches (including grass and 3G pitches)
- Cricket pitches
- Artificial grass pitches (AGPs)
- Outdoor tennis
- Outdoor bowls
- Athletics
- Outdoor netball

The inclusion of non-pitch sports i.e. tennis, bowls, netball is covered by separate guidance (Sport England Assessing Needs and Opportunities Guide - ANOG). Thus, where applied, the approach to assessing non-pitch venues is a supply/demand assessment based on a 'light touch' approach.



The Hook skate park

The study also includes mapping and assessments of skate park provision across the Borough.

Vision

Based upon the Sport England ANOG guidance the key outcomes identified for the needs

● assessment were agreed as:

- Contributing to aims and objectives for improving health and wellbeing and increasing participation in sport
- Developing a priority list of deliverable projects which will help to meet any current deficiencies; provide for future demands and feed into wider infrastructure planning work
- Providing evidence to help protect and enhance existing provision
- Providing evidence to help secure internal and external funding

Ensuring the most efficient management and maintenance of sports facility provision in response to identified pressures such as budgetary pressures



Strategic context summary

Background

Rushcliffe lies immediately south of the City of Nottingham and the River Trent and extends across towards Newark in the North East and Loughborough in the South West. Rushcliffe covers 157 square miles (around 400 sq km) and the circumference of the Borough is 123.3km.

Although parts of the Borough lie close to Nottingham, Rushcliffe has a strong identity of its own. The main centre of population is West Bridgford, where around 41,000 of the Borough's 111,100 population live. West Bridgford is also the home of Trent Bridge Cricket Ground and the City Ground, home of Nottingham Forest Football Club.

There are six other large settlements – Bingham (population: 9131), Radcliffe-on-Trent (8205), Cotgrave (7203), Keyworth (6733), Ruddington (7216) and EastLeake (6337) – and a large number of smaller villages dispersed throughout the remainder of the Borough, which is largely rural in character.

There are 55 parish/town councils covering Rushcliffe, some of which own and manage playing pitch provision and small activity halls.

Rushcliffe's population is also notable for its more elderly profile. There is a lower percentage of 25-29 year olds in Rushcliffe than is generally the case in the rest of the country and an above average proportion of adults aged over 45 years.

Rushcliffe health and activity profile

Although deprivation is lower in Rushcliffe than the England average 7.3% of children live in poverty. Life expectancy in areas of Rushcliffe with highest deprivation is 6.1 years (men) and 6.3 years (women) lower than in the least deprived areas.

9.7% of children in year 6 are classified as obese – the figure for adults is 19.1%

Out of the 32 indicators which make up the Rushcliffe Health Profile (compiled by Public Health England) Rushcliffe are significantly better than the England average in 27 but within this predominantly positive picture there are pockets of deprivation and health inequalities which require a targeted approach.

Rushcliffe has the most active population in Nottinghamshire with 63% of residents aged over 16 years taking part in 150+ minutes of activity each week. The levels of physical inactivity (less than 30 minutes per week), are better than the England average of 27.7% but still represent more than one in five people (22.3%). Investigating the Rushcliffe data in more detail highlights increased levels of inactivity by specific sectors; namely people with a limiting disability, lower socio-economic groups (NSEC 5-8) and females.

Health guidelines

The four home Countries' Chief Medical Officers report evidence showing that physical activity has a range of health benefits, recommending;

Adults should aim to be active daily. Over a week, activity should add up to at least 150 minutes of moderate intensity activity in bouts of 10 minutes or more. Alternatively similar benefits can be obtained through 75 minutes of vigorous intensity activity.

Children and young people should engage in moderate to vigorous intensity physical activity for at least 60 minutes and up to several hours every day.

People of all ages should minimise the amount of time spent sedentary (sitting) for extended periods.

Policy

A broad range of national, regional and local policy documentation has been reviewed to provide the context for the strategic framework:

- National Planning Policy Framework 2012
- Sporting Future – A New Strategy for an Active Nation 2016
- Sport England – Towards an Active Nation 2016-2021
- Childhood obesity: a plan for action – U.K. Government (updated Jan 2017)
- Nottinghamshire Health and Wellbeing Strategy 2014-2017
- Nottinghamshire Tackling Excess Weight Action Plan 2016/17
- Spatial Planning for the Health & Wellbeing of Nottinghamshire 2016
- RBC Corporate Strategy – Building on Firm Foundations 2016-2020
- Rushcliffe Borough Council – Local Plan Part 1: Core Strategy adopted 2014
- Rushcliffe Health Partnership Action Plan 2016-17
- Active Rushcliffe Action Plan 2016-17

In general terms, these identify a broad set of aims and objectives to encourage:

- Planning for healthier communities and environments
- Residents to be physically active through any means, not just playing sport
- Increasing activity levels of all groups within society, but with a focus on the 'inactive'
- Physical activity to be introduced from an early age and become a lifelong habit
- Awareness amongst residents of the threat that a poor diet and lack of exercise can pose to their physical and mental health
- The leadership role that local councils play in the provision of leisure participation opportunities
- Co-location of services, flexible multi-sport hubs and partnership working

Current provision

Current provision – map(s) to be provided through sport England/FPM

Condition survey summary

A condition survey was undertaken in November 2016 for the leisure centres in Bingham, Cotgrave and Keyworth. Other sites were not included - East Leake has a separate PFI contract including maintenance, Rushcliffe Leisure Centre closed in December 2016 and Rushcliffe Arena opened in January 2017.

The condition surveys assessed the buildings structure and fabric, internal and external finishes and mechanical and electrical services. Estimated costs cover essential health and safety and the maintenance of acceptable operational and quality standards but not improvements in layout, car-parking or additional sports capacity.

Works were categorised as short-term (0-5 years), medium-term (5-10 years) and long-term (10-15 years). It is estimated that around £1.5M of works are recommended in the short term, rising to a total of £5M within the next 15 years.

Bingham Leisure Centre as the largest and oldest of the sites assessed unsurprisingly requires the most significant works in the short, medium and long term. The cost of maintaining Bingham continues to increase within each five year time frame over the fifteen year period. This is in contrast to Cotgrave and Keyworth where initial investment in the short-term reduces costs required in the medium and long term.

Bingham therefore is highlighted as a priority site for replacement/substantial improvement.

Assessment of needs

Facilities Planning model key findings

Feedback from consultation

Leisure Centre Clubs – 25 clubs representing over 2,000 members across all centres responded to the survey. Overall 92% were satisfied or very satisfied with the leisure facilities provided. Half of the clubs stated that membership had increased over the previous 2 years and this was expected to continue, however despite this 80% were satisfied with the number of hours available to hire.

The key facilities issue for improvement was car parking (particularly at Bingham Leisure Centre).

Town and Parish Councils – consultation was undertaken through a workshop at the Parish Forum, attended by 40 delegates representing 17 Parish and Town Councils. This was built upon with a survey of all Town and Parish Councils and finally the draft strategy document was consulted upon. [Insert KKP Summary](#)

The key issues raised by Parish councils were the quality/accessibility of Bingham Leisure Centre, community demand for additional/improved quality of local provision in Radcliffe on Trent and concerns over rural transport.

Secondary Schools – All secondary schools (including Nottingham Emmanuel) were surveyed in November 2016. A total of 6 of the 7 schools responded, all of whom provided community access to their sports facilities. Four sites provide over 20 hours per week access and 90% report an increase in community use over the last 2 years. Half of the schools indicated more requests to hire than they can accommodate.

This highlights the important role of schools in the overall facility provision in the Borough. It is worthy of note that 2 of the schools who responded provide joint-use leisure facilities with the Council.

Other stakeholders – The following organisations were consulted on the draft strategy; [###list##](#).

The main messages arising were [#### tbc](#)

Strategic Objectives

1. Retain the current five indoor leisure facilities and ensure they are fit for the future:

Bingham Leisure Centre

- Develop a business case for capital investment for a major facility improvement
- Subject to the business case establish a site location
- Explore and develop a funding model

Cotgrave Leisure Centre

- Prioritise a programme of essential maintenance and incorporate into the medium-term financial plan
- Explore opportunities for internal reconfiguration following the relocation of other public sector partners to the new Cotgrave multi-service hub

East Leake Leisure Centre

- Review the PFI agreement with Carillion Leisure during 2021?

Keyworth Leisure Centre

- Prioritise a programme of essential maintenance and incorporate into the medium-term financial plan
- Explore the business case and options to enable an increase in exercise class provision

Rushcliffe Arena

- Assess the impact of the new centre establishing 'lessons learned' which will inform future facility improvements within the wider portfolio
- Support the maximum utilisation of all leisure centre facilities including the re-establishment of the Indoor Bowls Club

Include anything significant from the Facilities Planning Model

2. Support partners to secure external funding to deliver the priority projects within the Playing Pitch Strategy
 - o A detailed playing pitch strategy will follow in summer 2017 as an appendix to this strategy
 - o Support Radcliffe on Trent Parish Council to secure funding to redevelop the Wharf Lane skate-park
3. To address inequalities in participation
 - o Undertake a phased programme of disability inclusion audits across the leisure portfolio and produce an action plan to increase participation
 - o To review a package of measures (including pricing strategy, promotion and programming) to increase participation by residents in the lower (5-8) National Statistics Social Economic Classification groups
4. Review and develop working partnerships with local health services focussing on getting 'the inactive' into regular activity
 - o Review and re-launch the GP referral programme
 - o Develop a programme of activities for older people across all sites
 - o Based on Clinical Commissioning Group need, establish local connections with NHS services at Leisure Centre Manager level
5. Maintain the existing local spatial standards for provision of children's play and allotments as follows;
 - o Equipped children's play areas 0.25 hectares per 1,000 population
 - o Allotments 0.4 hectares per 1,000 population

Appendices



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