

Report sponsor: Deputy Chief Executive and
Strategic Director for Communities and Place
Report author: Area Leisure Centre Manager

Vision and Strategy for Derby's Built Indoor Leisure Facility Provision

Purpose

- 1.1 The purpose of this report is to seek approval on the vision and strategy for Derby's built indoor leisure facilities. The built Indoor Leisure Facilities Strategy (LFS) forms part of the Council's evidence base for physical activity and sport within the city.
- 1.2 The refreshed LFS, provides an opportunity to think differently about future indoor built provision and roles in which the Council, in partnership with others, should take to maximise the opportunities across the city to provide an active city for all, improving health and quality of life.
- 1.3 The LFS also frames the priorities for future investment and the continued development of built leisure facilities across Derby. The evidence base created will be utilised when considering planning applications in consultation with Sport England as a statutory consultee, who in turn will consult with National Governing Bodies of Sport (NGB's) as appropriate.
- 1.4 Whilst the analysis within the LFS will assist in determining the priorities for investment, any developments will still be subject to sources of funding being made available. Any development or disposal will also be subject to a clear business case, impact assessment and where appropriate a funding application.
- 1.5 An initial strategy document was completed in 2018 and in 2021 the Council refreshed the strategy providing a further informed position of facility supply and demand in key areas of swimming pools and sports hall provision. The opening of Moorways Sports Village (MSV) in 2022, would further assist the identification of key issues and gaps in provision. This would support the Council in a strategic and reasoned approach to be taken when considering future provision.

Recommendation(s)

- 2.1 To approve the adoption of the Derby City Built Indoor Leisure Facilities Strategy as appended to the report at Appendix 1, covering the period 2018 - 2028 in line with the Local Plan.
- 2.2 To approve the undertaking of a strategic review of swimming pool provision in circa three years' time to assess the impact of Moorways Sports Village, the swimming provision at the time, and the city's recovery and growth following the Covid-19 pandemic.

- 2.3 To note that a Built Indoor Leisure Facilities Strategy action plan will be produced, covering the period 2021 - 2028 to enable the delivery of the Strategy's recommendations within an appropriate timeframe.
- 2.4 To note the Built Indoor Leisure Facilities Strategy will be used to inform the development and review of local development documents as well as support external funding bids, developer discussions around Community Infrastructure Levy (CIL) and Section 106 contributions as well as guide the future decisions on built leisure facilities in the City.

Reason(s)

- 3.1 To guide future provision of built leisure facilities within the City in the context of national planning guidelines and local need.
- 3.2 To support future external funding bids to support the development of built leisure facilities within the City.
- 3.3 To guide and support planning officers in their discussion with housing developers and neighbouring authorities around CIL and Section 106 contributions, both within and external to the City, where housing developments would impact on City provision.
- 3.4 To guide and support planning officers to respond to future planning applications for built indoor leisure facilities within the City.

Supporting information

- 4.1 The Council's current LFS was completed in 2009 and adopted by the City Council in 2010.
- 4.2 The 2010 Strategy detailed that the existing facilities, with the exception of Springwood Leisure Centre, were ageing, in poor repair due to lack of investment over many years and are no longer fit for purpose. As such it proposed a new "hub" and "spoke" model of built leisure facility provision for the City.
- 4.3 Since its adoption, there have been several significant changes to the built leisure facility provision within the City, including the closure and demolition of Moorways Sports Centre and Swimming Pool, the building and opening of the Derby Arena, and the Council's decision to proceed with the development of Moorways Sports Village. In addition, there has also been a number of other built facility developments including the new University of Derby sports facilities as well as the increase in private sector health and fitness and swimming provision.
- 4.4 In 2017, the Council appointed FMG Consulting to undertake an audit of sports facilities in the City and update the current LFS to cover the period 2018 – 2028. Further work has been undertaken in 2021 to refresh the information relating to sport hall and swimming provision within the City.

- 4.5 An initial strategy document was completed in 2018 and in 2021 the Council refreshed the strategy providing a further informed position of facility supply and demand in key areas of swimming pools and sports hall provision. This refreshed strategy, and the opening of Moorways Sports Village in 2022, would further assist the identification of key issues and gaps in provision in the City. This would support the Council taking a strategic and reasoned approach when considering future provision.
- 4.6 The scope of the LFS work was to focus geographically on all local provision in the Derby City Council (DCC) area, including both public and private ownership and control in the City relating to club, education, voluntary sector and industrial ownership. The Strategy will also consider any cross boundary need and demand for sports facilities from DCC local authority neighbours. The work specifically addressed the following sports provision:
- Swimming Pools.
 - Sports Halls.
- 4.7 As part of this refresh, Sport England was commissioned to undertake their Facility Planning Model (FPM) assessment for the need for sports halls and swimming pool provision in Derby. The assessment was undertaken in June 2021 and the final report issued to the Council in September 2021.
- 4.8 The FPM is a Sport England planning tool that provides an overview of the current and future level of provision of sports facilities for swimming pools, sports halls and artificial turf pitches over a given period of time for a current and a set date in the future.
- The assessment considers total supply of the provision, total demand, how much of the demand is satisfied and how much remains unmet and considers the impact of changes in the supply of pools in neighbouring authorities. It also considers population changes and housing growth over the given period.
- 4.9 In developing the LFS, Officers requested that FMG consider the following.
- The Council's aspirations for its' built leisure provision.
 - The Facility Planning Model 2021 - Strategic Assessment of Need for Sports Hall and Swimming Pool Provision in Derby.
 - The outcomes and recommendations of the Derby Physical Activity and Sport Strategy (PASS).
 - The work taking place for the Playing Pitch Strategy (PPS).
 - Housing developments within the city boundary and external to the City boundary, that has the potential to impact on the City's built leisure provision.
 - Government Strategies relevant to the scope of this work.
 - The findings from the Facility Planning Model 2013 - Strategic Assessment of Need for Sports Hall and Pools Provision in Derby.
 - The findings from the Facility Planning Model 2015 - Strategic Assessment of Need for Pools Provision in Derby.

- 4.10 Officers also identified that a key outcome from the Strategy should be that it provides the strategic context for built leisure facilities in the City that can be used to:
- Aid decision making by Councilors and Officers
 - Support external funding applications
 - Support developer discussions around CIL and S106 contributions
 - Support potential work with neighboring authorities
 - Link appropriately to the Local Plan.

- 4.11 The headline findings relating to the facility provision covered by the assessment are below:

Sports Hall provision

- 4.12 The FPM assessment for Derby focused on the need for sports hall provision over the period 2021 to 2028 considering the current and expected future supply and location of swimming facilities, current and expected future demand for swimming as well as changes in population, housing growth in and bordering the City, accessibility and changes in adjacent local authority provision.

The FPM undertook two scenario test runs for Derby:

- Scenario test run one provides the current picture in 2021.
- Scenario test run two provides the future picture in 2028 and included the Derby Cathedral School sports hall due to open in 2022.

The scenario test runs are detailed in Appendix 2.

- 4.13 Based on the findings of the FPM assessments, the quality of sports hall provision in Derby City is very good. The Derby demand for sports halls can be met by the current and proposed supply of sports halls.
- 4.14 The demand for sports halls in 2021 and 2028 equates to 77 badminton courts. Its available supply of sports halls equates to 88 badminton courts in 2021 and increases to 91 badminton courts by 2028.
- 4.15 Sports halls are located in the right places and there is a very close correlation between the location/catchment area of the Derby sports halls and the location of the Derby residents' demand for sports halls. However, it should be noted that there is some unmet demand, in both 2021 and 2028 and this equates to six badminton courts. This demand is located outside the catchment area of a sports hall, mainly from residents who do not have access to a car and is not due to a lack of sports hall capacity. This demand is not concentrated in one area of the City.
- 4.16 The majority of Derby sports halls (16) are owned by educational establishments. As such, any reduction in community use at these facilities will have a significant impact on the overall supply and demand balance. Educational sports halls are more likely to provide for organised use by sports clubs or community groups with regular bookings, rather than providing opportunities for casual users.
- 4.17 Although there are sufficient sports halls to meet demand, the age of these facilities is of some concern. In 2021, the average age of sports halls is 30 years, with only nine of the 15 opened before 2000 having been modernised.

- 4.18 One of the key actions for the Council is how to maintain access for community use at the educational venues, as these are the dominant supplier and operator of sports halls for community use in the city.

Swimming Pool provision

- 4.19 The FPM assessment for Derby focused on the need for swimming pool provision over the period 2021 to 2028 considering the current and expected future supply and location of swimming facilities, current and expected future demand for swimming as well as changes in population, housing growth in and bordering the City, accessibility and changes in adjacent local authority provision.

The FPM undertook three scenario test runs for Derby:

- Scenario test run one provides the current picture in 2021.
- Scenario test run two provides the future picture in 2028 and included the Moorways Sports Village opening in 2022.
- Scenario test run three provides the future picture in 2028 and included the Moorways Sports Village opening in 2022, and the exclusion of Queen's Leisure Centre and Lonsdale Swimming Pool Swimming Pool.

The scenario test runs are detailed in Appendix 3.

- 4.20 Based on the findings of the FPM assessments, scenario test run three, with Moorways Sports Village open and Queen's Leisure Centre and Lonsdale Swimming Pool Swimming Pool excluded, best meets the demand for swimming pools in Derby.
- 4.21 The location and scale of Moorways Sports Village, with its very extensive swimming activities offer, can meet the projected demand for swimming by Derby residents. Moorways Sports Village will accommodate the demand for swimming if Queen's Leisure Centre and Lonsdale Swimming Pool Swimming Pool were to close.
- 4.22 However, it should be noted that the Moorways location does improve accessibility for residents in the south of Derby, where accessibility to swimming pools is currently the lowest. The potential closure of Queen's Leisure Centre, and Lonsdale Swimming Pool Swimming Pool, reduces accessibility for residents where these sites are nearest to where residents live. To help address this, the new partner operator for Moorways Sports Village will be asked to work with public transport providers and promote active travel routes to the site to.
- 4.23 The total demand for swimming by Derby residents is projected to be almost unchanged between 2021 and 2028. The reason for this is that although the population is expected to increase by 1.6% over the period, there are fewer residents in the main age band for swimming, creating a slightly lower demand.

4.24 The percentage of Derby 'satisfied demand' for swimming is very high at 83% in both scenario test runs 1 and 3 and increases only slightly to 90% in scenario test run 2. With regards to the Derby 'unmet demand' the vast majority of this is due to demand located outside the catchment area of the pools and is not due to the capacity of the pool. In terms of this unmet demand, this equates to 479 square metres in scenario test run three.

4.25 The table below shows the projected usage of the pools during the weekly peak period.

Pool	Run 1	Run 2	Run 2
Queen's Leisure Centre	100%	45%	Excluded
Moorways Sports Village	Not open	100%	100%
Lonsdale Swimming Pool Swimming Pool	100%	40%	Excluded

4.26 Based on the FPM findings, the impact of opening MSV is that it is estimated that the used capacity at both Queen's Leisure Centre and Lonsdale Swimming Pool in the weekly peak period will reduce by up to 60%. A large part of their usage is transferred to Moorways, which can be accommodated though the pool is then estimated to be full. There is some loss of access for residents whose nearest pool is either Queen's Leisure Centre or Lonsdale Swimming Pool because of the location of the Moorways site and the need to travel further to swim. Despite this, the Moorways site is located in an area of the city where there is least access to swimming pools and the site does improve accessibility for residents in the south of the city.

4.27 In 2021, there is 1,883 square metres of water space in the city, this is estimated to increase to 3,565 square metre of water space, when MSV open in spring 2022, and Queen's Leisure Centre and / or Lonsdale Swimming Pool remain open. However, should both these swimming pools close, leaving just MSV open, water space per square metre in the City will be 2,589 square metres. This is 706 square metres more than the current 2021 position.

4.28 Taking in to account the above, it is recommended that the Council undertakes a strategic review in three years' time to consider the impact of MSV opening. This should assess if is consistently operating at maximum capacity and whether there are sustained issues of lack of access to swimming pools for residents who currently use Queen's Leisure Centre and Lonsdale Swimming Pool. The review would also be able to consider the city's recovery and growth from the pandemic.

Health and Fitness

4.29 The supply and demand assessment for health and fitness facilities with the Derby City catchment areas has been based on a comparison over the past three years November 2018 to November 2021, to take account of the changing health and fitness market. Moorways Sports Village has been included in the November 2021 calculation as it will open by Spring 2022.

- 4.30 The assessment has shown that there is an increasing range of fitness facilities available for Derby residents. The number of stations in Derby, November 2021, is 1,540. The number of stations per 1,000 population is above average in relation to neighbouring authorities in the East Midlands. Despite this, the number of stations is below comparable cities and large settlements in the East Midlands including Leicester, Northampton and Nottingham.
- 4.31 There are only two Council operated health and fitness suites in Derby and out of the 17 sites in the City; only six sites offer pay and play usage. Despite this, the inclusion of low-cost budget gyms has helped to improve availability and accessibility. Furthermore, the continually changing market and proposed new facilities will continue to ensure quality remains high in Derby.

Community Centre

- 4.32 In terms of Community Centre provision all 35 facilities have some form of 'hall' provision, with over half providing opportunities for activity across the week. This information is based on the 2017 assessment of Community Centre provision.

Athletics

- 4.33 Overall, the analysis suggests Moorways Stadium meets the needs of the residents and local clubs in terms of outdoor provision.
- 4.34 Consultation has suggested that there may be demand for an indoor training facility in the City. Currently athletes have to travel to Nottingham, Loughborough or Sheffield to access an indoor training facility.
- 4.35 An opportunity could exist to develop an indoor training facility in partnership with other sports thus creating a potentially sustainable operating model helping to support increased participation.

Tennis

- 4.36 There are currently two indoor tennis centres in Derby; Derby Tennis Centre and David Lloyd Centre, which are accessible to all residents of the City in terms of travel times, but the David Lloyd Centre is a membership only facility and this has a significant impact on availability. Therefore, there is a significant lack of publicly accessible indoor court space in Derby, with the closest pay and play facilities located in neighbouring Erewash and Nottingham.
- 4.37 Both centres are likely to require refurbishment soon, and Derbyshire Tennis Centre is currently looking to sell their land and re-locate presenting an opportunity for new provision in the City.
- 4.38 Sport England and Lawn Tennis Association (LTA) data has highlighted a potential for up to 6,000 people to play tennis once a month. However, LTA analysis has identified a lack of indoor courts and a below average number of outdoor floodlit courts in the City. This poor provision results in restrictions to court access and availability particularly in the evening and winter months.

- 4.39 The Strategy therefore recommends, when feasible, that a publicly accessible community indoor tennis facility of 3-4 courts is developed in partnership with Derbyshire Tennis Centre to meet the needs of the population.
- 4.40 To ensure the LFS is a live document, the assessment findings have been used to develop a number of strategic objectives and an action plan.
- These are detailed within section 9 of the LFS, which is appended at Appendix 1.
- 4.41 Based on the headline findings and facility recommendations the following overarching aims and their associated recommendations are considered key.
- These are based on three Sport England aims:
- **Protect** sports facilities from loss because of redevelopment,
 - **Enhance** existing facilities through improving their quality, accessibility and management accountability.
 - **Provide** new facilities that are fit for purpose to meet demands for participation now and in the future.
- The ‘protect, provide and enhance’ provides a framework for developing the City-wide priorities for facility provision.
- 4.42 The LFS seeks to provide guidance for maintenance/management decisions and investment made across Derby. By addressing the issues identified in the Assessment Report and using the strategic framework presented in the Strategy, the current and future sporting and recreational needs of Derby can be satisfied.
- 4.43 It is important that there is regular six-monthly monitoring and review against the actions identified in the Strategy. This monitoring will be led by the Leisure Service, supported by all relevant sections of the Council. As a guide, if no review and subsequent update has been carried out within three years, Sport England and the NGBs would consider the LFS and the information on which it is based to be out of date.
- 4.44 Once the Strategy is adopted by the Council, it will be monitored, delivered and updated by the Leisure Service.

Public/stakeholder engagement

- 5.1 As part of the initial work undertaken to develop the LFS, consultation was undertaken with local sports clubs and relevant council officers. These are detailed within the LFS, at Appendix 1.
- 5.2 Consultation will be undertaken with appropriate stakeholders, as required, as part of the ongoing delivery of the strategy action plan.

Other options

- 6.1 Not adopting the LFS. This would impact on the Council’s ability to successfully apply for external funding from Sport England, NGB’s and developers to support its’ facility development aspirations

- 6.2 Furthermore, this would leave services without a clear rationale for allocation of budget/resources and a plan against which external agencies such as NGBs can be engaged.

Financial and value for money issues

- 7.1 There are not any general financial implications for the Council in relation to implementation of the strategy; however, if there are specific implications in individual cases, these will be considered in determining the way forward and consideration given on a case-by-case basis to how any financial issues will be funded.
- 7.2 In implementing the Strategy, it will enable the Council to support more targeted and effective deployment of DCC resources as well as a prioritisation for attracting and supporting external funding including s106 monies.

Legal implications

- 8.1 There are no general legal implications for the Council in relation to implementation of the strategy.

Climate implications

- 9.1 There are no general climate implications for the Council in relation to implementation of the strategy.

Other significant implications

- 10.1 **Planning implications**
As detailed in paragraphs 3.3 and 3.4, the adoption of the Strategy will assist planning officers in their discussion around CIL and Section 106 contributions, as well as responding to, built leisure facilities planning applications.

This report has been approved by the following people:

Role	Name	Date of sign-off
Legal	Olu Idowu – Head of Legal Services	16 November 21
Finance	Janice Hadfield - Head of Finance – Peoples Services	17 November 21
Service Director(s)	Claire Davenport - Director of Leisure, Culture and Tourism	29 November 21
Report sponsor	Rachel North - Deputy Chief Executive and Strategic Director for Communities and Place	29 November 21
Other(s)	Duncan Cowie – Head of Parks and Active Living	16 November 21

Background papers:

List of appendices:

1. Derby City Built Indoor Facilities Strategy 2018 - 2028 (refreshed November 2021)
2. Sport England Strategic Assessment for Provision of Sports Halls (September 2021)
3. Sport England Strategic Assessment for Provision of Swimming Pool (September 2021)