

CHELTENHAM BOROUGH COUNCIL

BUILT LEISURE AND SPORTS FACILITIES STRATEGY

APRIL 2017

Integrity, Innovation, Inspiration

Quality assurance	Name	Date
Report origination	David McHendry	02.06.2016
Quality control	John Eady	02.06.2016
Client comments	Steering group	Sept 2016
Final draft	David McHendry	15.01.2017
Quality control	John Eady	16.01.2017
Final approval	Steering group	April 2017

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INTRODUCTION

This is the Cheltenham Built Leisure and Sports Facilities Strategy for the ten year period 2017 – 2027. The strategy recommendations are drawn from the Assessment Report, researched and prepared initially between January – May 2016 by specialist sport and leisure consultancy, Knight Kavanagh and Page Ltd (KKP). The Assessment Report and Strategy have been prepared in accordance with Sport England's ANOG (Assessing Needs and Opportunities for Indoor and Outdoor Sports Facilities) guidance and in consultation with Cheltenham Borough Council, Sport England, national governing bodies of sport (NGBs), local sports clubs and key stakeholders.

The Assessment Report is a joint analysis across the Cheltenham and Tewkesbury joint planning area; however, given the challenges facing the individual areas there has been a need to develop bespoke strategy documents.

Cheltenham has an aspiration, and need, to consider its facilities planning particularly in the context of an aging stock of leisure facilities; future growth needs; changing economic and demographic profile of the area.

The focus of this Strategy is to provide clear direction to all partners so that together they can plan and develop a more modern, efficient and sustainable range of Community based Sport and Leisure facilities that Cheltenham requires. This will ensure residents have the opportunity to be physically active and healthier and where appropriate develop their sporting ambitions within their local community.

The consultant team is grateful to the project management and leadership of Cheltenham Borough Council and the contribution from all other stakeholders to the development of this Strategy.

Strategic context summary

This Built Leisure and Sports Facilities Strategy sets out the facility infrastructure requirements needed within Cheltenham to enable the Council to deliver its strategic aspirations and objectives as set out within its various joint strategic planning documents and Council based documents. The key strategic statement which drives this strategy is taken from the Cheltenham Leisure and Culture Review: *"More people are inspired to be physically, socially and mentally active and are able to live life to the full"*

A further key consideration for the Council, its partners and stakeholders is to deliver on its vision for health and wellbeing within the Gloucestershire Joint Health and Wellbeing Strategy. The strategy focuses on strengthening health and wellbeing and preventing ill health in Gloucestershire. It is underpinned by the following principles:

- ◆ Supporting communities to take an active role in improving health.
- ◆ Encouraging people to adopt healthy lifestyles to stop problems from developing.
- ◆ Taking early action to tackle symptoms or risks.
- ◆ Helping people to take more responsibility for their health.
- ◆ Helping people to recover quickly from illness and return home to their normal lives.
- ◆ Supporting individuals or communities where life expectancy is lower than the county average or where quality of life is poor.

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Sporting Future: A new strategy for an active nation

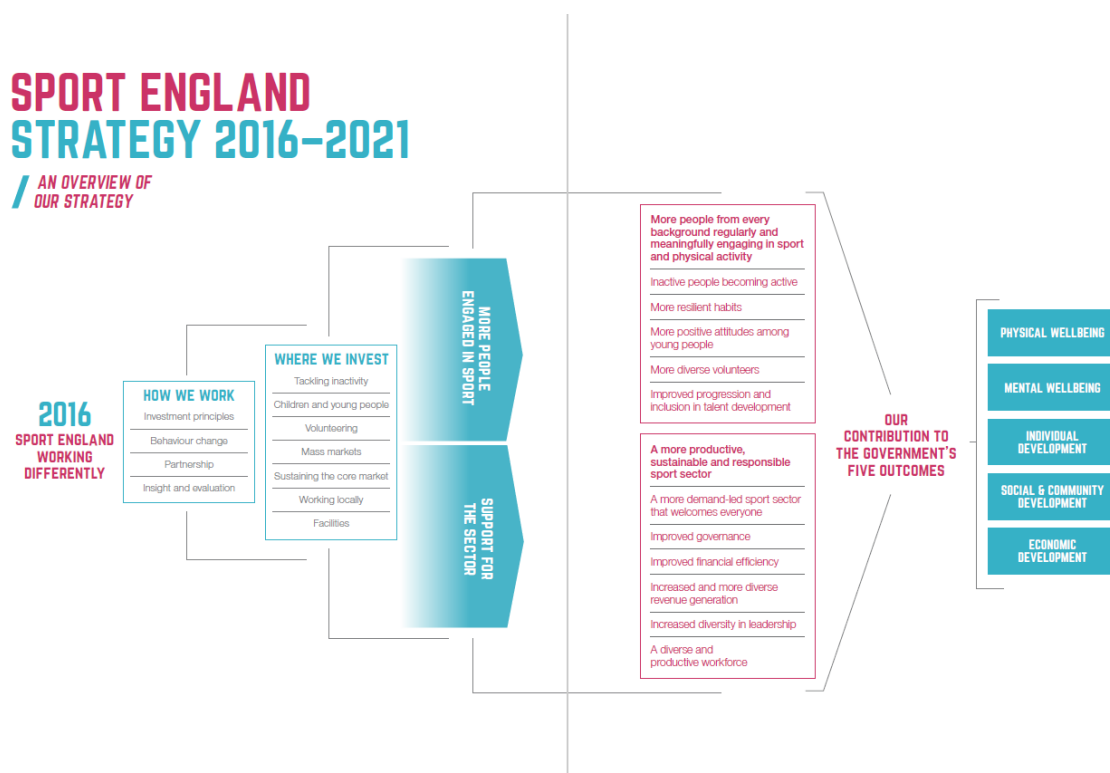
The Government published its strategy for sport in December 2015. This strategy confirms the recognition and understanding that sport makes a positive difference through broader means and that it will help the sector to deliver five simple but fundamental outcomes: physical health, mental health, individual development, social and community development and economic development. In order to measure its success in producing outputs which accord with these aims it has also adopted a series of 23 performance indicators under nine key headings, as follows:

- ▶ More people taking part in sport and physical activity.
- ▶ More people volunteering in sport.
- ▶ More people experiencing live sport.
- ▶ Maximising international sporting success.
- ▶ Maximising domestic sporting success.
- ▶ Maximising the impact of Major Events.
- ▶ A more productive sport sector.
- ▶ A more financially and organisationally sustainable sport sector.
- ▶ A more responsible sport sector.

Sport England: Towards an Active Nation

Sport England's response to the Government's strategy was to develop Towards an Active Nation:

Figure 1 Sport England Strategy 2016-2021



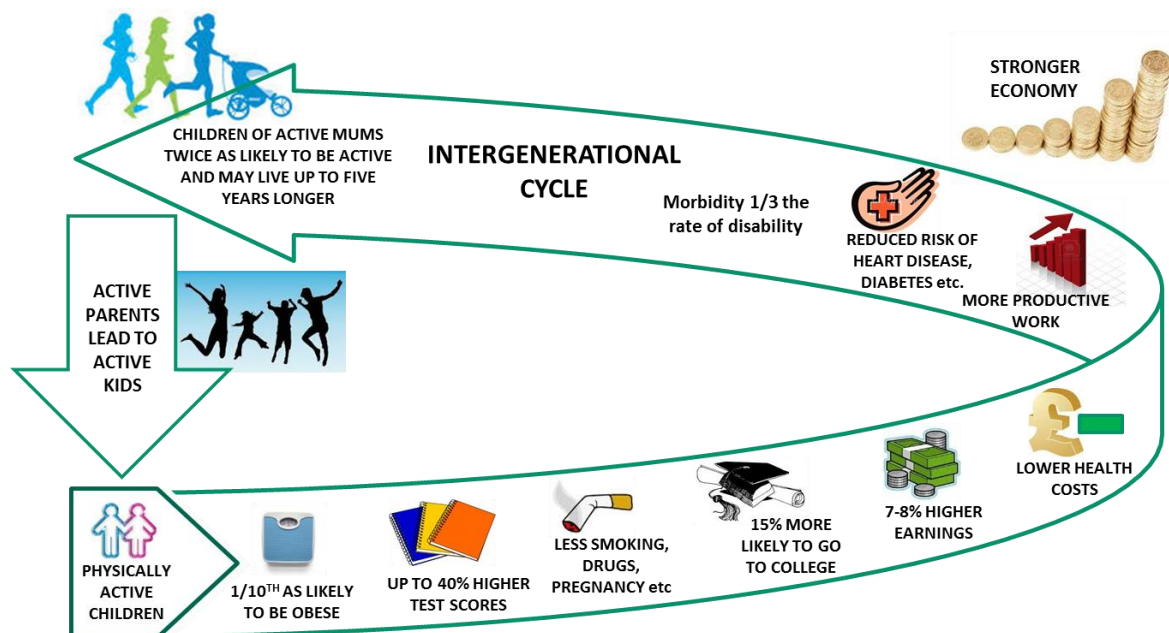
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Sport England has identified that it will invest in:

- ▶ Tackling inactivity
- ▶ Children and young people
- ▶ Volunteering – a dual benefit
- ▶ Taking sport and activity into the mass market
- ▶ Supporting sport's core market
- ▶ Local delivery
- ▶ Facilities

It is clear that increasing participation in sport and physical activity and the health and wellbeing benefits that this delivers is the key driver for Cheltenham Council and its partners. This is particularly important in the context of getting the inactive to become active and ensuring that interventions are targeted at underrepresented groups. The wider benefits derived from having a more active population are highlighted in the following intergenerational cycle which clearly demonstrates the impact beyond the sports field.

Figure 2: Intergenerational cycle



Based on 'Designed to move' © Nike Inc.

It is clear that having high quality and appropriate 'places to play sport and be physically active' are an integral part of the mix that delivers health and wellbeing benefits as well as wider economic gains to Cheltenham and as such should be viewed and valued within this context. It is also clear that this links into Sport England's new strategy 'Towards an Active Nation' which sets out the following vision:

'We want everyone in England regardless of age, background or level of ability to feel able to engage in sport and physical activity. Some will be young, fit and talented, but most will not. We need a sport sector that welcomes everyone – meets their needs, treats them as individuals and values them as customers'.

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Sport England has identified that its highest priority for investment will be tackling inactivity. In addition to this it will continue to invest in facilities, but that there will be a focus on multi-sport and community hubs which bring together other services such as libraries and doctor's surgeries.

Therefore, high quality and appropriate 'places to play sport and be physically active' are important in delivering increased participation in sport and physical activity which is part of the foundation of improving health and wellbeing among Cheltenham's residents. However, it is not enough just to have the right facilities in the right places, they also need to be animated, programmed and priced appropriately to ensure that activities are appropriate for specific target groups and that cost is not a barrier to access.

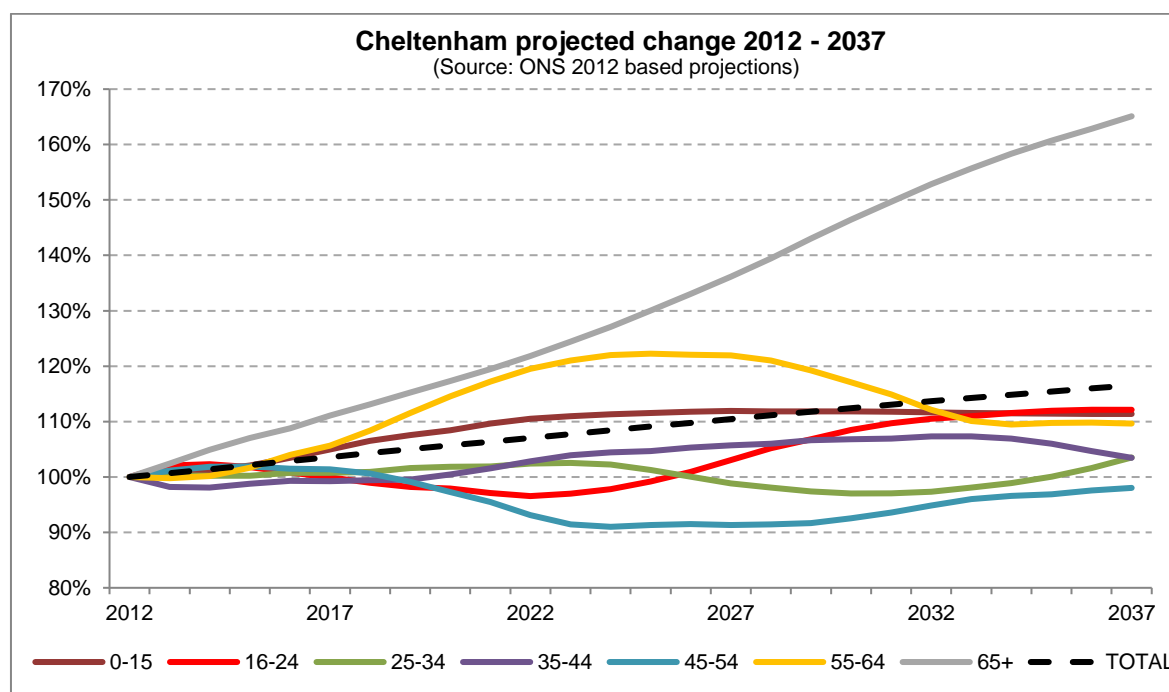
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About Cheltenham

The current resident joint population across Cheltenham and Tewkesbury is 203,671¹. By 2037 the population is projected to increase to 238,255 which is an increase of 34,584 (or equivalent to a percentage increase of (17%) according to ONS data. In order to determine the breakdown by specific age groups the 2012 base population for Cheltenham is projected forward to 2037 which identifies significant change to the population base, especially in relation to the growth in the 65+ age group.

Figure 3: Projected population change to 2037



Cheltenham's changing population will have implications for the Council and its partners in the delivery of physical activity opportunities and health and wellbeing programmes. The key changes include a 65% increase in the 65+ age group, decreases in the 45 – 54 age group and key fluctuations in all other age profiles.

The main characteristics of Cheltenham can be summarised as follows:

- ✦ **Total income:** As an average across each of Cheltenham's 15 MSOAs², household income ranges from £546 to £993. None of MSOAs are in the lowest income band nationally and only two are in the best two groups.
- ✦ **Unemployment and earnings:** Unemployment is below the national rate and slightly above the regional average. Earnings are 3.1% above national and 8.8% above regional averages.
- ✦ **Economic impact and value:** Sport England's economic impact model shows an overall impact of £36.4m (£27.5m participation, £8.8m non-participation related).

¹Data Source: Mid-2015 Lower Layer Super Output Area population estimates for England and Wales

² Medium (sized) super output areas

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- ◆ **Health:** Avoidable ill health cost to the NHS (due to physical inactivity) is estimated to be £1.7m; this is 20.4% and 17.7% below the respective national and regional averages (per 100,000).

Some of Cheltenham's key challenges rest around health and wellbeing and inactivity levels of its residents and the impact this creates. Even though Cheltenham is generally better than the regional and national benchmarks these are still challenges.

The annual cost to the National Health Service (NHS) of physical inactivity in Cheltenham is estimated at £1,656,179 (which is £1,446,503 per 100,000 population). Even at this level Cheltenham is 20.4% below the national and 17.7% below the regional averages; however this is likely to increase as residents become increasingly sedentary and overweight.

Adult and child obesity rates in Cheltenham are currently standing at 21.8% and 15.2% respectively.

The childhood obesity rate increases significantly the older a child gets, with 6.7% and 14.6% of Cheltenham's reception year children measured as obese and overweight respectively. By year 6 these figures have risen to 15.2% being obese and 15.2% being overweight. In total, by Year 6, almost one third of children in Cheltenham are either overweight or obese.

However, Cheltenham performs above national and regional activity targets.

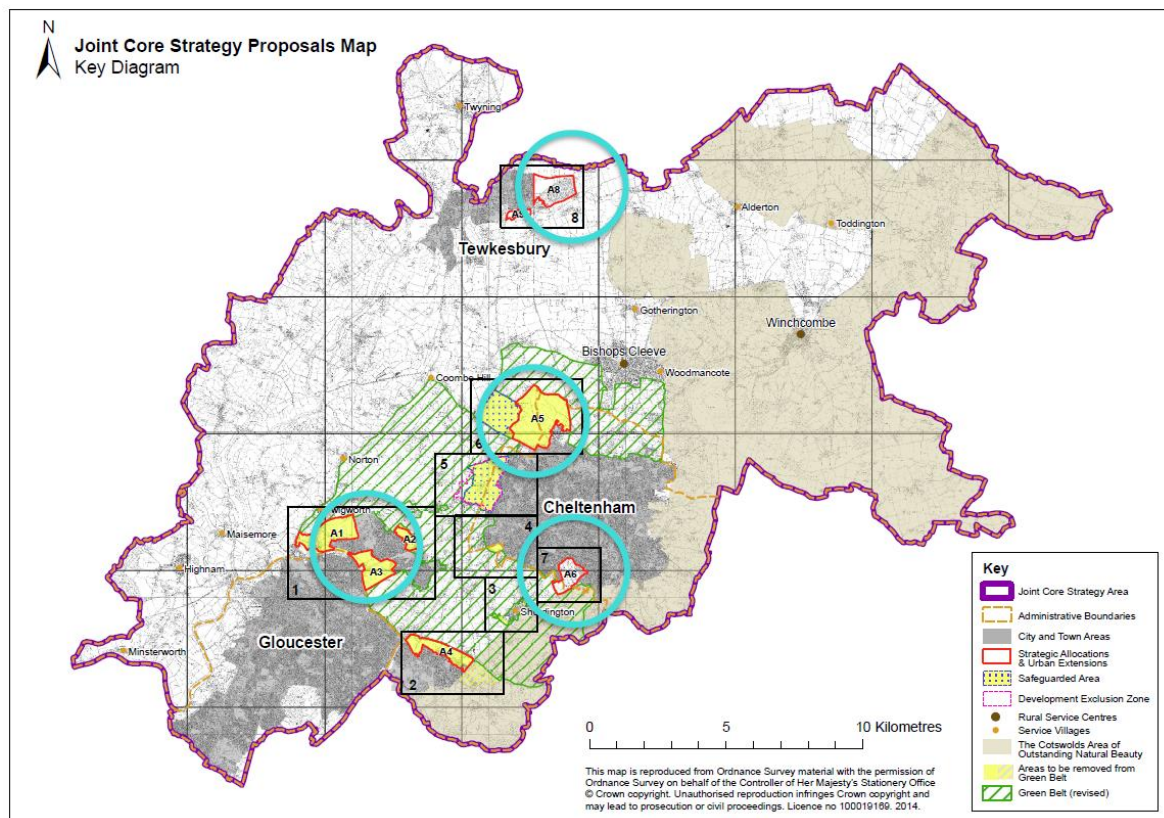
- ◆ 38.5% of adults participated in at least 1 x 30 minutes moderate intensity sport per week.
- ◆ 24.3% of Cheltenham's residents are members of a sports club.
- ◆ 16.7% of Cheltenham's residents received tuition/coaching in the last 12 months.

Currently the most popular sports in Cheltenham are gym, swimming, athletics, cycling and fitness and conditioning. In all headline categories other than fitness and conditioning, Cheltenham performs above the national and regional averages for the percentages of residents participating in these sports.

The rationale for the Cheltenham and Tewkesbury Councils undertaking a joint assessment of need relates to the relationship developed in delivering a Joint Core Strategy across the three areas of Gloucester, Cheltenham and Tewkesbury. Figure 4 outlines the proposals contained within the Joint Core Strategy.

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Figure 4: Joint Core Strategy Proposals Map



However, the planned housing growth across Cheltenham and Tewkesbury requires both authorities to consider the strategic sporting need across both authorities. There is significant growth in and around Cheltenham which will affect the future demand for sports facilities in the area. The majority of this growth is centred in the North West Cheltenham development; which is split between Cheltenham and Tewkesbury Council areas. However, the strategic allocation at West Cheltenham has also emerged as a significant development and will also need to be taken into account.

RESEARCH FINDINGS

The research for this Strategic Plan was undertaken between January – May 2016 by specialist sport and leisure consultancy, Knight Kavanagh and Page Ltd (KKP). The research included the following key activities:

- ◀ Assessment of the quality, distribution and programming of facilities in the area.
- ◀ Consultation with facility owners and operators to identify needs and opportunities.
- ◀ Consultation with national governing bodies of sport, key stakeholders and clubs to determine the levels of demand for facilities in the area.
- ◀ Assessment of the strategic drivers and context for Cheltenham and its residents.
- ◀ Assessment of need and opportunity for new, refurbished and enhanced provision across the area.

Therefore, KKP's commentary on Cheltenham's sports facility infrastructure and the Strategy to improve on the current position is informed by a clear understanding of the community sport and physical activity sector and knowledge of innovative solutions to meeting the needs of communities.

Key findings

School sports facilities (especially the independent school network) play a key role in providing venues in which Cheltenham's residents can participate in indoor sports. In fact, the education sector supplies the majority of sports hall stock for the area. In general the stock of sports halls is relatively good with only four sports halls rated as below average. Given the location of sports halls, a limited number are available during the school day, which is when the increasing older population would wish to access facilities.

Additional sports hall provision will be required to accommodate the increase in population and the opportunity exists to develop some of this supply through the provision of new secondary schools in the area. It is also worth noting that community access to school sports facilities is not guaranteed (i.e. with a community use agreement) and presents an ongoing risk in relation to the supply of facilities. However, it is also worth noting that schools currently provide good levels of community access to their sports halls and that there is no known reason why this might change.

Cheltenham has a good sports club infrastructure and high participation rates which provides high levels of demand for sports halls. Consultation with NGBs and clubs has identified additional demand for sport hall space in the area. This is of particular relevance to badminton, netball and gymnastics. In relation to badminton there is a challenge for clubs in securing access to sports halls during peak times, whereas for gymnastics it is the provision of a dedicated facility (or facilities) in order that clubs can grow and meet the demand for the sports within the area.

The education sector provides four of the nine pools in Cheltenham, with three pools owned by the local authority on its Leisure@Cheltenham site and two commercial sector facilities at Fitness First and Sports Direct. Most of the swimming pool stock in Cheltenham is relatively old with most being over 40 years old, although these have been refurbished in some way in the last ten years.

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The majority of Cheltenham's residents live within a 1 mile radial catchment of a swimming pool. The area has significant demand for swimming with all pools delivering a substantial range of swimming lessons.

The FPM identifies that Cheltenham has sufficient water space to accommodate current demand. However, similarly to sports halls, a significant proportion of this supply is from the education sector which provided unsecured (i.e. with no community use agreement) access to pools for the community.

The Cheltenham Trust is currently developing plans to redevelop its Leisure@Cheltenham site. This will expand the health and fitness suite at the facility and improve the group fitness offer; but will result in the loss of two of the five squash courts. However, this is not considered a major hurdle by the Trust given the current level of demand and the retention of three courts coupled with the healthy supply of courts within the area.

The Prince of Wales Stadium is the key multi-sport stadium in the area and the Cheltenham Trust has aspirations to develop this in order to improve the quality of experience for participants and spectators.

Cheltenham has a wide range of community, faith and village hall facilities. The development of new housing will result in the need to provide localised facilities within these new communities in order to provide for the needs of local residents.

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Emerging opportunities

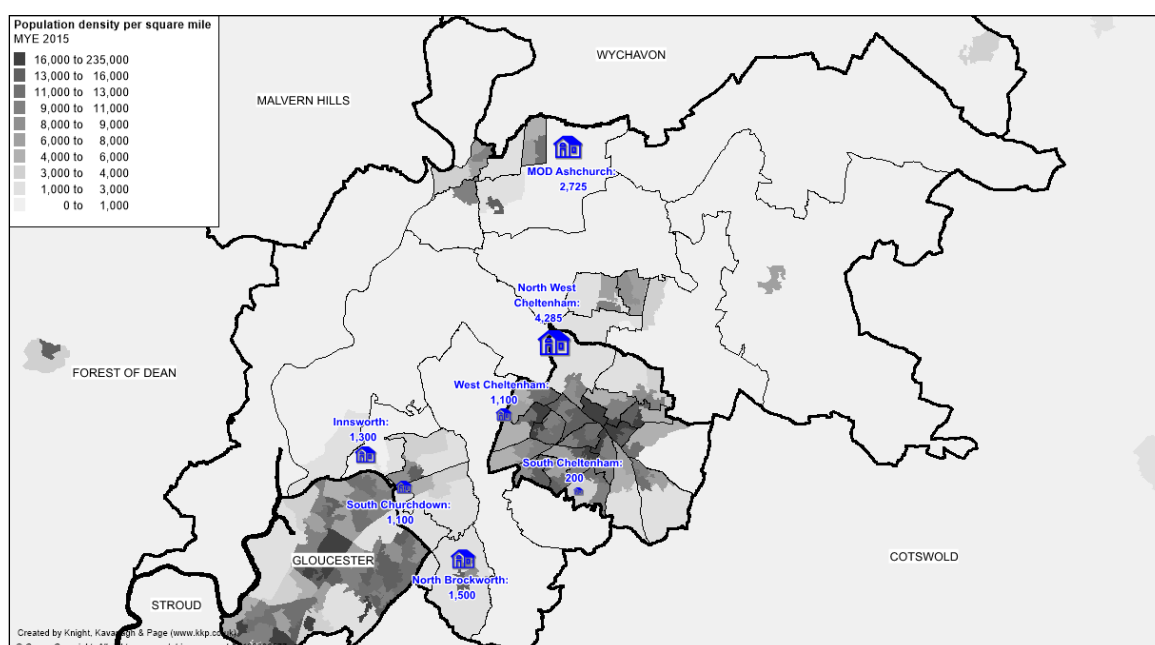
Cheltenham has a number of emerging opportunities from which to facilitate the development of new and improved sport and physical activity facilities.

New housing developments: Cheltenham will be developing approximately 3,500 new homes across three sites, the main one being North West Cheltenham. This increases to almost 5,600 if all housing in the North West Cheltenham site is included (i.e. those that sit over the border in Tewkesbury). Therefore, as part of these urban extensions and increased population, there is scope to use planning gain funding (i.e. Section 106 or Community Infrastructure Levy) to develop additional and improved sport and physical activity facilities.

New schools: Alongside new urban extensions and increased population comes the requirement to deliver new schools, especially secondary schools. The research findings have identified that there is considerable community use of the majority of schools in Cheltenham. Therefore, the opportunity exists to design new schools in such a way that community use is easily delivered or alternatively to expand the offering and develop community sport and leisure facilities alongside school sports facilities.

An outline of the projected housing growth in and around Cheltenham is identified within Figure 5.

Figure 5: Housing growth allocations across Cheltenham and Tewkesbury



Wider service integration: Cheltenham Borough Council has the same financial challenges as most other councils throughout the UK and will be seeking to minimise the number of buildings that it owns and manages. Therefore, the opportunity exists to integrate or co-locate services within a single venue. Services such as libraries, community police offices and community contact centres have successfully been integrated into leisure facilities throughout the country. It is also recognised that this will require co-ordination and planning with Gloucestershire County Council.

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MODERN LEISURE CENTRE DEVELOPMENT

In order to provide Cheltenham with a reference point of what other local authorities are developing in relation to their sports facilities networks, it is accurate to state that the majority are developing fewer, better quality facilities and are giving greater importance to the location and travel connections to facilities. Furthermore, many are looking to enhance their offer by developing a more 'commercial' range of facilities alongside a wider health and wellbeing service providers.

Recent developments of new community leisure facilities throughout the UK have followed three key themes within their design and offering, namely:

- ◀ Core facilities which meet local need and demand for sport and physical activity and enable the operator to deliver a cost effective service with minimal subsidy.
- ◀ Additional activity areas which provide a financial return by addressing a gap in the market or enhancing the core offer.
- ◀ Co-located with other service providers which enhances working relationships across 'civic' partners and improves service delivery to the community.

The following table identifies the types of facilities and activity areas included within each and the wider benefits that this delivers for the community.

Table 1: Modern leisure facility considerations

Core facilities	Additional activity areas	Co-located services
<ul style="list-style-type: none"> 6 lane 25 metre pool Teaching pool) Sports hall (size depends on demand and programming) 80 - 150 station fitness suite 1x large group fitness studio 1 x small group fitness studio Catering hub 	<ul style="list-style-type: none"> Floodlit 3G pitch 5-a-side pitches. Soft play Spa facilities Youth play facility (e.g. clip n' climb, interactive activity zones. High ropes 	<ul style="list-style-type: none"> Part of a school campus Library Health centre / GP surgery Pharmacy Police office Council contact point Meeting rooms
Benefits	Benefits	Benefits
<p>Enables operators to provide services at minimal subsidy by:</p> <ul style="list-style-type: none"> Maximising income from health and fitness. Maximising income from learn to swim. Offering a range of community based activities. <p>Enables operators to contribute to the wider physical activity and wellbeing agenda by:</p> <ul style="list-style-type: none"> Offering health based programmes within fitness suites & swimming pools Being a meeting point and social venue for outdoor physical activities. 	<p>Enables operators to maximise income to underpin the cost of the operation by:</p> <ul style="list-style-type: none"> Taking a more commercial approach to programming activity areas. Capturing data on users (e.g. parents) and using this as a way of cross selling core services (e.g. learn to swim). Providing a return on investment. 	<p>Creation of a leisure and community hub which enables operators to link with other services to contribute to wider physical activity and wellbeing agenda:</p> <ul style="list-style-type: none"> Offering a wider range of services under one roof. Reaching residents who would not otherwise enter a sports facility. Offering programmes and interventions for specific client groups with health and other partners. Cross marketing and sharing of information to address local needs.

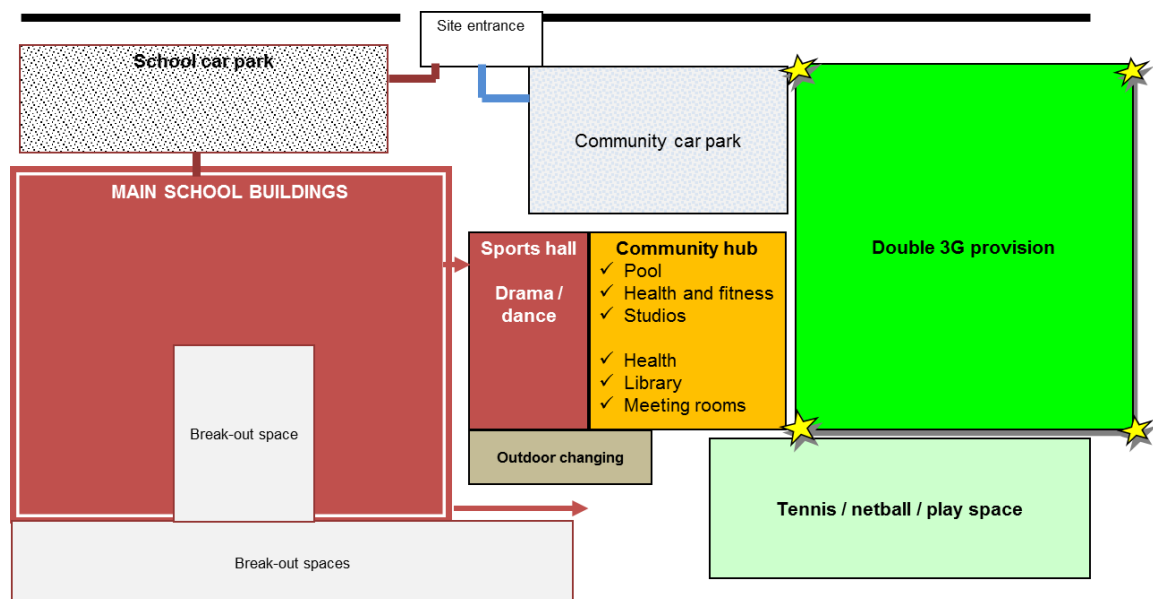
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Where facilities are developed as part of a wider school campus, consideration needs to be given to the layout, access arrangements and overall management of the site for the benefit of the school and community. The layout model below identifies the potential considerations within a co-located community hub on a school site. The main ethos behind this model is that alongside the core requirements for a school, the community hub can be expanded or contracted to meet the needs of the local community and partners.

Therefore, not all hubs will be the same, but the access arrangements for the school and community will be set out and agreed prior to development. As such, serious consideration needs to be given to the potential to develop such a model in Cheltenham and maximise investment in community infrastructure as a result of housing growth and redevelopment of schools.

Figure 6: Co-located hub site model



The key features of the above model are as follows:

- ✦ School access is designed in such a way that it addresses safeguarding issues and facilitates community use of facilities when they are not required by the school, thus maximising community use and minimising the revenue burden.
- ✦ The activity areas are designed and operated as community facilities, with the new secondary school and local primary schools priority booking access as required.
- ✦ The building will operate as a stand-alone community health and wellbeing centre, with the school elements incorporated within this to facilitate community access at evenings and weekends.
- ✦ The Library, meeting rooms and health facility will be operated by their specific service areas; but it would be expected that joint working would be implemented to offer combined services and interventions as appropriate (e.g. targeted health promotion activities, etc.).
- ✦ In general, these types of facilities are located on or adjacent to arterial routes with good public transport access, significant visibility and presence within the area and seek to maximise the to and from work/education market.

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In addition to the above many local authorities are also employing the principles of active design in order that residents can be physically active in their daily lives the key principles of active design can be identified as follows:

- ◀ Activity for all
- ◀ Walkable communities
- ◀ Connected walking & cycling routes
- ◀ Co-location of community facilities
- ◀ Network of multifunctional open space
- ◀ High quality streets and spaces
- ◀ Appropriate infrastructure
- ◀ Active buildings
- ◀ Management, maintenance, monitoring & evaluation
- ◀ Activity promotion & local champions

Funding to implement the strategy

The Strategy has not addressed in detail how proposals and recommendations will be funded. It is anticipated that there will be no single funding source; rather a mix of sources and solutions will be required to deliver the vision and ambitions of the strategy. These solutions will include:

- ◀ Further development and implementation of the Cheltenham developer contributions process associated with the development of urban extensions.
- ◀ Use of capital receipts from land disposal, where applicable.
- ◀ Asset rationalisation and use of revenue saving and/or future liabilities to pay back borrowing aligned to capital investment in other sites.
- ◀ Prudential borrowing where an 'invest to save' justification can be made, particularly for longer-term proposals which may be considered in light of the Council's future borrowing strategy.
- ◀ External funding sources aligned to specific facilities and/or sports (e.g. Sport England funding, other charitable grant awards and funding streams).
- ◀ 3rd party borrowing where a suitable, robust business case exists (although this will be more expensive than prudential borrowing).

In general, the majority of new leisure centre developments have been undertaken on the basis of rationalising one or two existing facilities and developing a new larger, better quality facility which is more economical to operate. Furthermore, the new facility mix enables the operator to deliver revenue efficiencies (i.e. operate the facility at zero subsidy or better) which are often used to fund part or all of the capital repayment. A similar approach is undertaken for the refurbishment of existing facilities where increased income offsets the annualised cost of the refurbishment.

It is likely that a combination of the above approaches will be developed for the wide range of projects identified in Cheltenham. This will require a robust approach to business planning to ensure that all investment is financially sound.

STRATEGY VISION AND RECOMMENDATIONS

This is Cheltenham Borough Council's vision for sport and leisure provision in the area that builds on the conclusions identified in the Built Leisure and Sports Facilities Assessment Report. This Strategy sets the vision and objectives for Cheltenham's physical infrastructure for the period 2017 to 2027. It considers all of the area's community sport and leisure assets required to ensure Cheltenham has a 'fit for purpose' network of facilities to enable residents to be as physically active as possible.

The Strategy does not solely focus on the condition, replacement and refurbishment of various leisure assets in the area; it also considers how these should be put to the best use in order that they contribute to the vision in the Cheltenham Leisure and Culture Review: *"More people are inspired to be physically, socially and mentally active and are able to live life to the full"*, as well as the principles of the Gloucestershire Joint Health and Wellbeing Strategy

- ◀ Supporting communities to take an active role in improving health.
- ◀ Encouraging people to adopt healthy lifestyles to stop problems from developing.
- ◀ Taking early action to tackle symptoms or risks.
- ◀ Helping people to take more responsibility for their health.
- ◀ Helping people to recover quickly from illness and return home to their normal lives.
- ◀ Supporting individuals or communities where life expectancy is lower than the county average or where quality of life is poor.

The strategy drivers identified in the combined assessment of Cheltenham and Tewkesbury were as follows:

- ◀ *The need to ensure the area has a fit for purpose network of facilities which meets the needs of the local population.*
- ◀ *Given the reliance on education provision for the supply of sports halls, there will be a need to ensure that, where possible, all schools have signed up to a community use agreement to ensure continued access to sports halls.*
- ◀ *The need to consider additional sports hall provision in line with population increases.*
- ◀ *Where new secondary schools are developed, there is a need to ensure that a signed community use agreement is a planning condition of the development.*
- ◀ *The need to mitigate the potential loss of Bentham Domes and the ability to accommodate the provision of netball and tennis across other sites, many of which are used to capacity.*
- ◀ *Given the reliance on education provision for the supply of swimming pools, there will be a need to ensure that, where possible, all schools have signed up to a community use agreement to ensure continued access to pools.*
- ◀ *The need to increase the provision of swimming in line with population growth*
- ◀ *The need to increase the provision of health and fitness in line with population growth.*
- ◀ *The need to mitigate the potential loss of squash courts at Leisure@Cheltenham, potentially by improving quality elsewhere.*
- ◀ *Ensure the development proposals for the Prince of Wales Stadium, Cheltenham are appropriate for athletics as well as the other pitch sports accommodated on the site.*
- ◀ *The need to ensure that consideration is given to the development of appropriate community and faith facilities within new housing areas.*

In response to the above, a vision and set of strategic recommendations have been developed for Cheltenham to reflect the needs of its communities.

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Cheltenham's vision is:

To create a network of high quality, accessible and sustainable sport and leisure facilities, which offer inclusive services for all; enabling the inactive to become active and more residents to fulfil their potential by participating in sport and physical activity, thus improving their long-term health and well-being.

The strategic recommendations have been identified to deliver the above vision for the period 2017 – 2027. They provide strategic direction for Cheltenham Borough Council, its partners and stakeholders which provide facilities and opportunities for residents to pursue sport and recreation as a means to engage in physical activity. The strategic objectives are as follows:

- ◀ To develop a fit for purpose network of better quality leisure and sports facilities in strategic locations in order to meet the sport and physical activity needs of existing communities and new residents; maximising the following:
 - ◀ The planned refurbishment of Leisure@Cheltenham and the Prince of Wales Stadium to bring them up to modern day standards and improve their financial viability.
 - ◀ The potential sports facility development opportunities through Cheltenham's new school stock.
 - ◀ The opportunities to engage with other services and where possible create multi-agency hubs through the co-location of services.
 - ◀ The use of planning gain to develop new and contribute to the improvement of existing facilities in order that they serve the needs of new residents to Cheltenham.
- ◀ To work with state and independent schools to ensure that community use of schools can be secured for the longer term.
- ◀ To consider how community and faith facilities should be developed in line with new housing developments across the Borough.

Strategic objective 1: To develop a fit for purpose network of better quality leisure and sports facilities in strategic locations in order to meet the sport and physical activity needs of existing communities and new residents, maximising the following objectives:

The research has identified that Cheltenham has a significant mixed economy of sport and leisure providers and that many facilities are over 40 years old and although the majority offer extensive community use these are not secured through legally binding community use agreements. Therefore, there is a need to ensure that the quality of facilities improves and that as much of the existing and new stock developed in the area is secured for community use.

It is also relevant to point out that Cheltenham has a significantly ageing population which will be time rich and will also have the associated health challenges of the ageing process. Therefore, active living and opportunities to be physically active are an important contribution to the whole package of ensuring that residents remain as independent as possible for as long as possible, thus minimising their reliance on public and health services. As part of this it is important that the network of community sport and physical activity facilities are located in the right places to contribute to the overall quality of life of residents and to enable the inactive to become active and enjoy the wider benefits of a healthy lifestyle.

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- ✦ ***The planned refurbishment of Leisure@Cheltenham and the Prince of Wales Stadium to bring them up to modern day standards and improve their financial viability.***

Leisure@Cheltenham

The Cheltenham Trust has an aspiration to re-develop the Leisure@Cheltenham facility as a sport and play destination. The development will seek to maximise the facility's location within Pittville Park, ensuring there is greater connection with it as an informal recreation facility. Plans for the redevelopment of the facility have yet to be refined and discussed with the Borough Council.

Although the quality of the component parts of Leisure@Cheltenham have been identified as above average and good, the facility has been incrementally increased throughout its lifetime and could be described as a bit of a rabbit warren. Therefore, any redevelopment should seek to resolve some of these issues and better connect activity areas and the flow through the facility.

The Trust's plans for the facility include:

- ✦ Increase the size of the health and fitness facility by circa 30 to 40 stations to allow the development of an improved functional training area.
- ✦ The development of new group fitness facilities through the loss of two of the five squash courts.
- ✦ The development of a children's splash pad located within the existing health suite area.
- ✦ The development of the café on the first floor.
- ✦ The use of the existing reception area as a play facility and relocating reception to the other end of the building.

In principle the Trust's plans appear to be sensible and realistic in order to increase income and improve the quality of the facility. However, consideration will need to be given to the following:

- ✦ The location of reception in relation to car parking.
- ✦ The connectivity of the facility to Pittville Park and the potential for two access points into the facility (i.e. security, controlled access, usage statistics, etc)
- ✦ The extension of the café into the first floor area, when the majority of leisure centre cafes have relocated from the first floor to the ground floor reception area.

In addition to the physical changes to be delivered at the facility, the operator also needs to ensure that physical activity opportunities and programmes are delivered for the increasingly ageing population. This has increased significance for Leisure@Cheltenham given that it is the main facility which is available during the day to serve a population base which will become increasingly time rich and available during these off-peak hours.

Prince of Wales Stadium

In relation to the Prince of Wales Stadium, the Trust has had a feasibility study undertaken on the site and would appear to be considering realigning the focus of the stadium to be football, rugby and events. The Trust has mooted that it may consider relocating the athletics track within this context in order that the playing area is closer to spectators. As such the

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stadium would become a pitch sports venue rather than an athletics venue and would potentially be a venue for professional sport in the area (e.g. Cheltenham Town FC).

In KKP's opinion this would be to the detriment of athletics and the wider community in general. The Trust should consider the provision of a football and rugby compliant 3G pitch in the athletics track infield (similar to the development at Scotstoun Stadium to accommodate Glasgow Warriors) which would increase its capacity to accommodate sporting events and to accommodate a wider range of both football and rugby training and fixtures.

It is noted that the above solution would require the Trust to develop a specialist throwing zone outside of the perimeter of the stadium. This is done at other (higher grade) athletics stadia including Gateshead International Stadium and at Scotstoun.

In summary, it is clear that as a result of quality issues and financial pressures, the Cheltenham Trust needs to invest in Leisure@Cheltenham and the Prince of Wales Stadium. However, at this stage plans are insufficiently developed and no clear consultation has been undertaken with Cheltenham Borough Council in order to progress with the investment. Therefore, there is a need for both stakeholders to develop a joint strategy to progress with this. This should also consider any wider opportunities to co-locate complementary services within either facility.

◀ ***The potential sports facility development opportunities through Cheltenham's new school stock.***

As part of its housing growth, Cheltenham will require at least one new secondary school within the coming years. It will also require additional primary school provision. The secondary school development presents an opportunity to provide additional community sport and physical activity provision, as well as wider community provision on the same site (e.g. library, health centre, retail, etc).

It is anticipated that the location of the new secondary school provision will be within the North West Cheltenham housing growth area. Therefore, there is an opportunity to consider how this facility could be developed in order to provide sport and physical activity opportunities for both new residents in North West Cheltenham as well as existing residents within the area.

The key findings identified the need for an additional 6 badminton court sports hall to serve the needs of residents to 2025 and then an additional 4 courts thereafter. Therefore, the new sports hall provision in North West Cheltenham should be a 6 court sports hall and should have secured community use. This community use should also extend, where possible, to daytime use of facilities in order to accommodate the needs of an increasingly ageing population which is time rich, especially during the day.

It is also relevant to note that in order to ensure financial sustainability of provision there will be a need to consider key income generating facilities that will also be located on the school site (e.g. the size and scale of health and fitness provision, 3G pitches, etc.). In order to maximise income, health and fitness facilities should be available during all available hours (e.g. 6.30am until 9.30pm) with no restrictions during school hours. Therefore, there will be a need to consider the size and scale of fitness provision as well as the clustering and location of sports facilities on the school site. Ideally these should reflect the good practice identified earlier within this strategy document.

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- ◀ ***The opportunities to engage with other services and where possible create multi-agency hubs through the co-location of services.***

As identified previously, one of the key principles of Active Design is the potential to co-locate sports facilities alongside other community facilities such as schools, libraries, health centres, etc.. This is also a key driver for the current Sport England Strategy: Towards an Active Nation which advocates co-location with other services as this is where the greatest impact on participation levels has been achieved. This is especially relevant when seeking to get the inactive active or accommodating the needs of an ageing population.

Therefore, there will be a need for the Council and its partners (e.g. the Cheltenham Trust, North West Cheltenham developers, etc.) to consider how existing and new facilities should be designed and/or redeveloped to ensure that residents have the opportunity to be physically active while accessing other services. This not only makes it easier for residents to access services, but it also provides a platform for stakeholders to develop joint interventions for specific priority groups.

Therefore, the concept of multi-agency hubs and the co-location of services should be a consideration in the development of new housing growth areas as well as in the redevelopment and refurbishment options for existing facilities.

- ◀ ***The use of planning gain to develop new and contribute to the improvement of existing facilities in order that they serve the needs of new residents to Cheltenham.***

It is important that Cheltenham Borough Council Planning Department develops robust planning policies that set out an approach to securing sport and recreational facilities for the longer term, where appropriate via new developments in the area. Guidance should form the basis for negotiation with developers to secure contributions to develop new provision and/or the enhancement of existing indoor facilities.

Section 106 contributions or CIL (the Community Infrastructure Levy) should be used to improve the quality and scope of existing indoor facilities to enable increased capacity and use to be accommodated, enhancing the operator's ability to increase participation at relevant centres. Consideration should also be given to applying such funds to improve the quality of school sports facilities, where they enhance and extend the community use of schools.

Cheltenham Borough Council needs to protect the existing supply of sports facilities where they are needed to meet current or future needs. Local plan policies should protect facilities to safeguard their long term use for the community; this should encompass strategically significant facilities as well as access to school sports facilities.

In relation to its new housing developments in West Cheltenham and North West Cheltenham the increased demand generated

Cheltenham housing growth scenario

The current resident population across Cheltenham is 116,495. By 2037 the population is projected to increase to 135,261 which is an increase of 18,766 (or equivalent to a percentage increase of 16%) according to ONS data. This level of future demand has already been factored into the calculation to identify shortfalls in provision.

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It is important that the Council secures appropriate contributions from all new developments to provide for the sporting needs arising from the residents of that development. However, as part of the Joint Core Strategy (JCS) a number of 'Strategic Allocations' are proposed, falling with Cheltenham. The proposed number of new homes at each of these allocations is set out below:

Location	Number of new homes	Associated population increase ³
Land at West Cheltenham	1,100	2,475
North West Cheltenham	4,285 (total) 2,225 (within Cheltenham) 2,060 (within Tewkesbury)	9,641 (5,006 in Cheltenham)
South Cheltenham	200	450

Using the Sport England sports facility calculator it is possible to estimate the likely minimum level of provision to be generated from each development. However, this calculation only applies to the provision of swimming pools and sports halls.

Location	Sports hall requirement	Cost / Contribution	Swimming pool requirement	Cost / Contribution
Land at West Cheltenham	0.7 of a badminton court	£376,997	26 m ² of water space (0.5 lane)	£452,610
North West Cheltenham (CBC Only)	1.41 badminton courts	£762,524	53.5 m ² of water space (1 lane)	£915,461
North West Cheltenham (Combined)	2.7 badminton courts	£1,468,537	103.11 m ² of water space (2 lanes)	£1,763,075
South Cheltenham	0.1 of a badminton court	£68,545	5 m ² of water space (0.1 lane)	£82,293

It is also worth noting that the sports facilities calculator also provides a budget estimate to provide this level of provision. This cost should form the basis of future discussions and negotiations with developers on the respective sites. Where on-site provision is proposed (e.g. on a school site) it will be important that additional funding is provided to enhance this provision in order to maximise its community benefit (e.g. design, size and scale, equipment, etc.).

Alternatively, if off-site provision is considered appropriate (e.g. enhance or enlarge existing provision) the identified contribution should form the basis of future negotiations. Given the contribution that the education sector makes to the supply of sports facilities in Cheltenham, consideration should be given to improving this provision as long as it enhances community use.

North West Cheltenham is the main strategic housing allocation and generates additional community demand for a three court sports hall (combined) as well as the need for a new school (all through school). Therefore, there is the potential to combine the school and community requirements and provide an enhanced facility which addresses any shortfall in provision in the area. As such there is an opportunity to develop a 6 court sports hall at the school, ensuring it is appropriately designed and accessible to the local community. It is unlikely that the Council would want to build a two lane swimming pool on the site, especially

³ Using the occupancy rate as included within the JCS, 2.25 persons per household.

given the current level of supply. However, there is an opportunity to fund off-site pool improvements which improve the quality of the existing supply.

Strategic objective 2: To work with state and independent schools to ensure that community use of schools can be secured for the longer term.

A key finding from the assessment report is that Cheltenham relies significantly on the independent schools sector for part of its leisure provision, especially sports halls and swimming pools. However, this is not significantly different from other parts of the country which rely on state education provision in a similar way. This is on the basis that many state schools have become academies; therefore, their degree of control and autonomy is similar in some respects to an independent school.

However, it does not negate the fact that local residents are reliant on the goodwill of the independent school sector for much of its community accessible sports provision. Therefore, this provision is more susceptible to the school withdrawing community access as a result of changes in its governance arrangements (e.g. new head teacher, new governors) or as a result of misuse of the facilities or equipment (e.g. damage or vandalism).

Therefore, there is a need for the Council to work with both state and independent schools in the area to ensure that community use of facilities can be secured. Ideally schools will sign up to a community use agreement which secures community access for the longer term.

It is also recognised that some school sports facilities are in need of investment. Therefore, the opportunity exists to link the potential use of planning gain to improve the quality of school sports facilities for the community alongside schools committing to the longer term community use of their facilities.

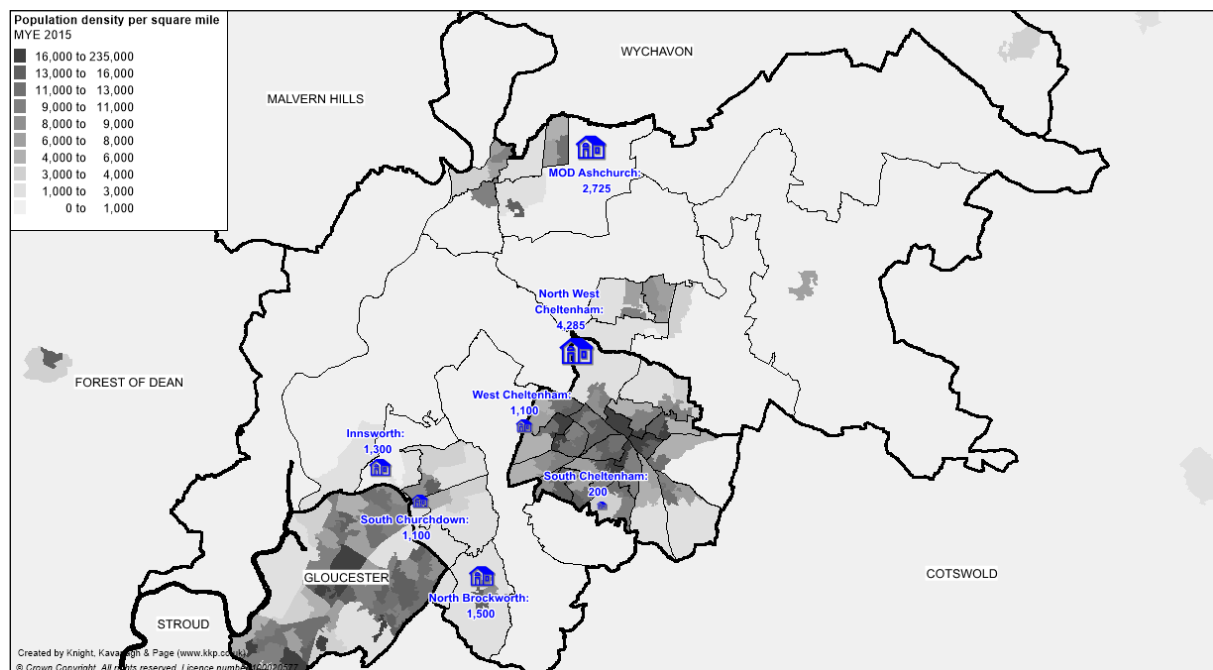
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Strategic objective 3: To consider how community and faith facilities should be developed in line with new housing developments across the Borough.

It is clear from the assessment report that Cheltenham has a wide range of community and faith facilities. However, given the potential growth areas, it is clear that there will be a need for additional provision to serve these new communities. The following map (figure 7) identifies the strategic housing allocations across Cheltenham and Tewkesbury

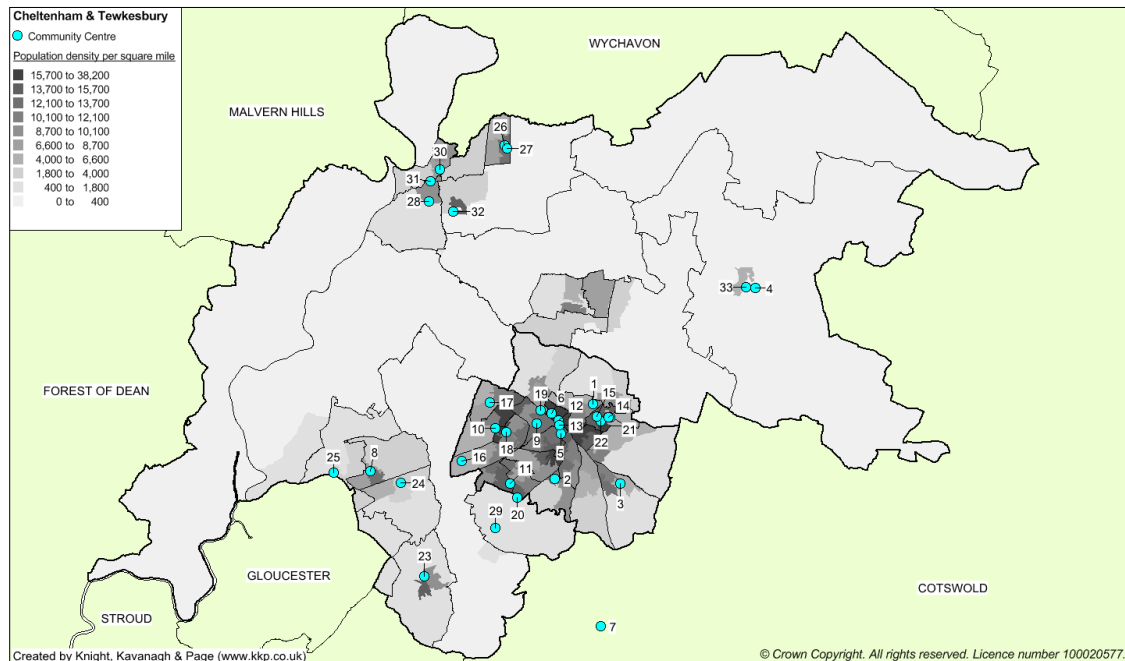
Figure 7: Housing growth allocations across Cheltenham and Tewkesbury



The current provision of community centres clearly identifies that there will be a gap in provision in the West Cheltenham and North West Cheltenham housing allocations. The closest community centres to the West Cheltenham allocation are Hesters Way and Springbank Community Resource Centres. Both of these are serving existing communities and are a significant walking distance from the new housing area. In relation to North West Cheltenham the closest community centre to it is St. Peter's Church - The Rock Community Centre, which is similarly a significant distance from the new housing.

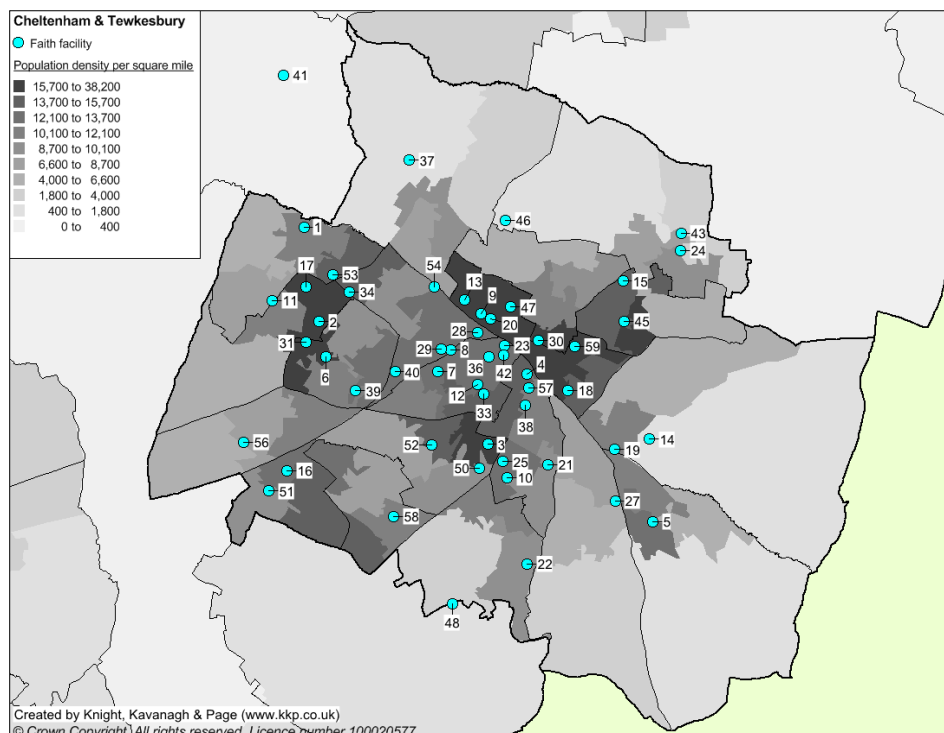
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Figure 11.1: Community centres in Cheltenham & Tewkesbury



The closest faith facility to West Cheltenham appears to be St Aidans Church (Ref 31). This is a significant distance from the housing growth area, so consideration will need to be given to providing an additional facility within the new housing development. In relation to North West Cheltenham, St Lawrence Anglican (Ref 37) and St Mary Magdalene (Ref 41) serve the area, but it will be a significant distance from the new housing development.

Figure 11.4: Faith facilities in Cheltenham



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In summary, community and faith facilities tend to serve a relatively localised catchment. It does not appear that there is sufficient provision within or adjacent to proposed housing developments to serve them. Therefore the Council and housing developer will need to develop a clear approach to providing access to appropriate faith and community facilities within new housing developments. In some instances these types of facilities are often co-located and inextricably linked, providing a range of services and programmes for the local community.

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PRIORITIES AND ACTION PLAN

The following action plan provides an overview of the priorities in Cheltenham and a framework for officers and members to work with in order to deliver a network of indoor sports facilities that contribute to meeting the wider needs of Cheltenham's residents:

Importance order	Recommendation	Action	Responsibility	Timescale
1	<p>Strategic objective 1:</p> <p>The planned refurbishment of Leisure@Cheltenham and the Prince of Wales Stadium to bring them up to modern day standards and improve their financial viability</p>	<ul style="list-style-type: none"> ◀ The Cheltenham Trust and Borough Council to agree the way forward on the redevelopment of Leisure@Cheltenham. ◀ Identify if there are any co-location opportunities within the redeveloped facility. ◀ Develop the capital and revenue business case for the redevelopment of the facility. ◀ Review the appropriate options for the redevelopment of the Prince of Wales Stadium. ◀ Consider the development of a 3G pitch in the track infield alongside the development of a floodlit throws area adjacent to the stadium. ◀ Consider the provision of an additional 3G pitch adjacent to the stadium, thus creating a football and rugby hub site for the Borough. ◀ Investigate the potential grant funding options for the redevelopment of facilities. 	Cheltenham BC The Cheltenham Trust Potential partners and funders	Short - medium
2	<p>Strategic objective 1:</p> <p>The use of planning gain to develop new and contribute to the improvement of existing facilities in order that they serve the needs of new residents to Cheltenham.</p>	<ul style="list-style-type: none"> ◀ Negotiate with developers at strategic housing locations to determine the sports facility, community centre and faith facility need aligned to each housing development. ◀ Where on-site accommodation is appropriate ensure that any design is appropriate and meets identified models of good practice. ◀ Where off-site accommodation is considered appropriate identify suitable improvements in order to meet the needs of the new community. 	Cheltenham BC Development partners The Cheltenham Trust	Short - medium

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Importance order	Recommendation	Action	Responsibility	Timescale
3	<p>Strategic objective 1:</p> <p>The opportunities to engage with other services and where possible create multi-agency hubs through the co-location of services.</p>	<ul style="list-style-type: none"> ◀ CBC and the Cheltenham Trust to identify opportunities for appropriate agencies to be located within or adjacent to the redevelopment of Leisure@Cheltenham and the Prince of Wales Stadium. ◀ CBC to work with Developers and other agencies to ensure that multi-agency hubs are developed within new housing growth areas. ◀ CBC to ensure that information governance and operational practices are considered and principles agreed at the outset of any hub development. 	Cheltenham BC Development partners The Cheltenham Trust Health County Council	Immediate
4	<p>Strategic objective 1:</p> <p>The potential sports facility development opportunities through Cheltenham's new school stock.</p>	<ul style="list-style-type: none"> ◀ Negotiate with developers and education partners to ensure that the new school in North West Cheltenham accommodates at least 6 badminton courts within its sports hall. ◀ Consider how the fitness offer at the school could be enhanced and enlarged to facilitate day time use by the community and help to underpin the financial performance of the facility. ◀ Ensure that the design of facilities is appropriate and that community use of indoor and outdoor facilities is easily managed. ◀ Consider the opportunities to link other service providers into the community use of new school developments. ◀ Agree the community use operating principles alongside the design of new school sports facilities. 	Cheltenham BC Development partners The Cheltenham Trust Health County Council	Short - medium

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Importance order	Recommendation	Action	Responsibility	Timescale
5	<p>Strategic objective 2:</p> <p>To work with state and independent schools to ensure that community use of schools can be secured for the longer term.</p>	<ul style="list-style-type: none"> Develop regular engagement with all schools across the Borough. Identify opportunities to get both state and independent schools to sign up to a community use agreement. Identify improvements to both state and independent school sports facilities which support community use as a justified recipient of planning gain funding. Align the requirement to establish a community use agreement to any investment in school sports facilities. Where appropriate, consider the use of planning gain funding (e.g. CIL, Section 106) to invest in school sports facilities where community benefit is demonstrated and appropriate community use agreements are implemented. 	Cheltenham BC Individual schools County Council	Immediate
6	<p>Strategic objective 3:</p> <p>To consider how community and faith facilities should be developed in line with new housing developments across the Borough.</p>	<ul style="list-style-type: none"> Negotiate with developers at strategic housing locations to determine the community centre and faith facility need aligned to each housing development. Where on-site accommodation is appropriate ensure that any design is appropriate and meets identified models of good practice. Where off-site accommodation is considered appropriate identify suitable improvements in order to meet the needs of the new community. 	Cheltenham BC Development partners The Cheltenham Trust	Short - medium