

## ITEM NO:

**Report To:** EXECUTIVE CABINET

**Date:** 24 March 2016

**Executive Member / Officer:** Councillor Gerald Cooney - Executive Member (Health and Work)  
Angela Hardman - Director of Public Health

**Subject:** ACTIVE TAMESIDE – A BLUEPRINT FOR SUSTAINABILITY

**Report Summary:** Following previous reports to Executive Cabinet on 4 February 2015 and 16 December 2015 it was agreed that a series of proposals relating to the Tameside Leisure Estate would be made subject to Public Consultation.

This consultation ran from 17 December 2015 until 11 February 2016.

This report sets out proposals to ensure the provision of high quality sports and leisure facilities in Tameside, create a platform upon which to reduce Physical Inactivity, and develop a sustainable funding model in relation to Active Tameside.

This report details specific proposals in relation to:

- Changes to the existing Tameside Leisure Estate, including a programme of Capital Investment;
- Increasing commercially profitable activity;
- Growth in inward investment;
- Maintenance and Repairs.

The recommendations set out are those of the officers involved in the review, and Executive Cabinet clearly can choose to progress any alternative options or variations on the same.

The proposals identified within this report, if accepted in full by Executive Cabinet, will enable the Tameside Council Revenue Investment in Active Tameside to be reduced from £1.865 million in 2015/16 to £0.715 million by 2019/20 (a reduction of £1.150 million or 62%), and to £0.441 million by the end of the contract in 2023/24 (a reduction of £1.424 million or 76%).

The total proposed capital investment required by the recommended proposals is £20.400million. This potentially includes capital investment of £2.850 million required by Active Tameside, and which will be wholly repaid to the Council. The Council investment would be £17.550 million.

The total long term estimated cumulative savings associated with this proposed programme will be a minimum of £15.333 million.

It should be noted however that the estimated total cumulative savings would reduce to £5.333 million if the requirement to deliver annual recurrent Council savings of £0.350 million and the additional annual repair and maintenance sum of £0.050 million are included within the longer term calculation.

## Recommendations:

That Executive Cabinet approves the following recommendations:

1. To agree a programme of capital investment as per Table 3 (paragraph 14.12), or an alternative programme of investment should Executive Cabinet decide to take an alternative approach;
2. To replace the current Active Denton facility with a new Active Denton facility, as detailed in paragraph 8.5 and preferably at the location set out in **Appendix 3**;
3. To keep the current Active Ashton site open, with a view to either a refurbishment or replacement upon completion of the proposed developments at Denton, Dukinfield, Hyde and Longdendale, as detailed in paragraph 8.6.
4. To redevelop the existing Active Dukinfield site as a gym and fitness facility as detailed in paragraph 8.7;
5. To add a conventional swimming pool facility at the current Active Hyde site, as detailed in paragraph 8.8;
6. To agree to support (in principal) Active Tameside to develop an Active Play Centre at the existing Active Longdendale site during 2016/17 via the use of the Council's borrowing facility. The borrowing will be wholly repaid to the Council by Active Tameside as detailed in paragraphs 12.5 and 12.6.
7. To agree to support (in principal) Active Tameside to develop a commercial venture at the new Wellness Centre in Denton via the use of the Council's borrowing facility. The borrowing will be wholly repaid to the Council by Active Tameside as detailed in paragraphs 12.7 and 12.8.
8. To agree to support (in principal) Active Tameside to finance the fit out and equipment costs of the redeveloped Active Dukinfield site via the use of the Council's borrowing facility. The borrowing will be wholly repaid to the Council by Active Tameside as detailed in paragraph 8.7.
9. To approve the use of existing Public Health reserves in 2016/17 to offset the deficit between the previous proposed recurrent budget savings reduction of £0.350million 2016/17 and the new proposed budget reduction of £0.176 million for 2016/17 as set out in Table 1 (paragraph 14.2) and Table 2 (paragraph 14.4). If the officer proposals are accepted, the sum that would be required from the reserve is £0.174 million in the 2016/17 financial year. The sum thereafter to be financed from the savings realised from the reduction to the existing management fee as detailed in Table 1 paragraph 14.2.
10. To award a long term funding agreement to Active Tameside that is commensurate with the remaining lease, with indicative values, subject to Executive Cabinet acceptance of these proposals, as set out in Table 1 (paragraph 14.2), and subject to annual agreement as part of the core Council budget-setting process. This funding agreement should take the form of a continuation of the existing Management Fee arrangements for

2016/17, to be replaced with an Outcome Based performance arrangement from 2017/18.

11. To agree proposals to increase the annual Council revenue budget for maintenance and repairs by £0.050 million on a recurrent basis from 2016/17 (to a total of £0.100 million) as detailed in paragraph 13.10.2. The additional £0.050 million to be financed via the use of existing Public Health reserves in 2016/17. The sum thereafter to be financed from the additional savings realised from the reduction to the existing management fee as detailed in Table 1 paragraph 14.2.
12. To approve the carry forward of any residual balance within the 2015/16 capital programme approved sum (£0.150 million) which relates to the replacement boiler scheme at the Active Copley site.
13. To approve a new programme of repairs and maintenance totalling £0.576 million, as per paragraph 13.10.1.

**Links to Community Strategy:** Active Tameside positively contributes to the following themes of the Community Strategy:

**Healthy Tameside** – Increasing the number of people participating in sport and physical activity and encouraging lifelong participation.

**Safe Tameside** - Provide a welcoming and safe environment for people to participate in sport and physical activity.

**Supporting Tameside** – Supporting the work of voluntary clubs and volunteers.

**Attractive Tameside** - High quality sport and leisure facilities.

**Learning Tameside** - Coach education and sports specific development programmes.

**Prosperity** – Attracting inward investment.

**Policy Implications:** It is essential that any proposals relating to Active Tameside demonstrate value for money and makes a clear contribution to Council priorities.

**Financial Implications:** Sections 14.2 and 14.4 provide details of proposals to deliver a reduced revenue annual investment for the Council by 31 March 2020 and residual years thereafter.

**(Authorised by the Section 151 Officer)** Section 14.12 also provides details of proposed capital investment in the Tameside leisure estate.

Executive Members should note the following summary financial implications for the Council within this report:

1. As set out in the report from 16 December 2015, the Council will retain a responsibility for the existing outstanding debt liability of £4.826 million which will be wholly repaid by Active Tameside by 31 March 2025.
2. Sections 12.5 to 12.8 of the report provide proposed investment details for Active Longdendale and Active Denton on the basis of full cost recovery. Active Tameside will require initial investment from the Council

(via unsupported borrowing) to an estimated value of £1.850 million to progress these proposals. In addition Active Tameside will require unsupported borrowing to also support the proposed investment at Active Dukinfield (£1.000 million). Active Tameside will therefore require total unsupported borrowing of £2.850 million which they will wholly repay to the Council (including interest). At this point Members are being asked to give in principal approval to the proposed investment. A further report will be provided in due course to formally approve this investment.

3. Section 13.10.2 of the report proposes an increase to the existing annual revenue repair and maintenance budget for Active Tameside centres. The report proposes an increase of £0.050 million from 2016/17 and on a recurrent basis thereafter. The additional £0.050 million to be financed via the use of existing Public Health reserves in 2016/17. The sum thereafter to be financed from the additional savings realised from the reduction to the existing management fee as detailed in Table 1 paragraph 14.2. and **Appendix 5**
4. Delivery of a £0.350 million reduction in the Active Tameside revenue investment in 2016/2017 was approved in the 2015/2016 Budget report. Sections 14.2 and 14.4 of this report provide details of options to deliver savings of £0.176 million in 2016/17 which leaves an undelivered residual sum of £0.174 million. It is proposed that this residual sum is financed via existing Public Health reserves during 2016/17. The sum thereafter to be financed from the savings realised from the reduction to the existing management fee as detailed in Table 1 paragraph 14.2. and **Appendix 5**
5. Section 14.12 (Table 3) provides details of the proposed level of capital investment in the Council's leisure estate by both the Council and Active Tameside (wholly repaid to the Council). The Council investment (via unsupported borrowing) is estimated to be £17.550 million. A capital programme sum of £16.811 million was previously approved on 23 February 2016 by Full Council. An additional unsupported borrowing sum of £0.739 million (£17.550 less £16.811 million) therefore requires approval to support the level of proposed investment by the Council. It should be noted that a sum of £0.150 million is currently approved in the 2015/16 capital programme for the Active Copley boiler replacement scheme. It is expected that this sum will not be incurred by 31 March 2016 and will therefore need to be carried forward to 2016/17. This sum is in addition to the £17.550 million stated previously.
6. The repayment of the unsupported borrowing of £17.550 million will be an annual revenue cost to the Council's Public Health Directorate. The repayments of £0.986 million per annum will be financed by the proposed reducing level of revenue management fee investment as outlined in **Appendix 5**. It should be noted that the

temporary use of reserves will be required over the medium term of the 25 year repayment period to ensure a balanced annual budget is delivered as the cumulative impact of savings from this investment will not be realised until the later period of this term. This is due to the requirement to deliver annual recurrent Council savings of £0.350 million (as approved in the 2016/17 Council Budget) and the additional annual repair and maintenance sum required of £0.050 million which are included within the longer term calculation as stated in **Appendix 5**.

7. Recommendation 2 states a proposed re-location of Active Denton. Initial estimates indicate that any receipt generated by the sale of the existing site will be offset by related site clearance expenditure. However any residual balance remaining will reduce the level of unsupported borrowing required stated in financial comment 6 above.
8. The level of unsupported borrowing required may also reduce if any external grant or partner contributions are received towards the sum of capital investment proposed.
9. It should be noted that the capital investment proposals will reduce the existing backlog maintenance liability of the estate from £4.181 million to £1.800 million – a reduction of £2.381 million.

**Legal Implications:  
(Authorised by the Borough  
Solicitor)**

The recommendations within the report have been designed to take into account complex legal and financial issues such as public law, procurement, property and state aid.

Public Law

The Council needs to ensure that where it invests in the provision for sport and health and wellbeing across the borough it is both sustainable and that it will have a significant impact on addressing health inequalities. There is a statutory duty to address health inequalities and powers to provide sports facilities.

To do this it will be necessary to look at the complex existing infrastructure that needs to be balanced financially in light of significant budget cuts taking into account that the Council owns valuable assets but neither the Council or Active Tameside (a charity), which operate those facilities under leases with less than 25 years has the revenue to maintain them to deliver the increased levels of activity required to have a sustained impact on health.

The service has undertaken consultation and engagement with those currently affected as set out in the report. Members will need to consider and take into account any feedback which may affect the making of the decision or require moderation. The proposals presented within this report have developed from the original proposals presented for consultation which have taken account of feedback received from consultees.

Members will also need to ensure they read and take into account the Equality Impact Assessment before making their decision, as case law now requires them to do so to mitigate the risk of challenge. It is not sufficient to simply read the summary.

The Council has power under s19 (1) of the Local Government

(Miscellaneous Provisions) Act 1976 to provide recreational and leisure facilities and under s19(3) to contribute by way of grant or loan towards the expenses incurred or to be incurred by any voluntary organisation in providing those facilities. Active Tameside constitute a voluntary organisation for the purposes of the act.

The report seeks in principal approval for unsupported investment into Active Tameside. This will be subject to consideration of and approval of a business case from Active Tameside to ensure that risk to the Council is mitigated.

### Procurement

At the time the Trust was created, the Council relied upon the grant funding regime provided under sections 19(1) and 19(3) of the Local Government (Miscellaneous Provisions) Act 1976. As the grant funding agreement included contractual provisions it was subject to the procurement requirements in force at that time which gave the Council discretion to make a direct award. Those procurement requirements have however become more onerous. The proposed arrangements amount to a service concession contract which is a contract under which the consideration given consists of or includes the right to exploit the service or services to be provided under the contract. Regulation 117 of the Public Contracts Regulations 2015 excludes Service Concession Contracts from the application of the normal public contract requirements involving an OJEU notice and a complete exercise. Where the Council wishes to let a concession contract which affects cross boarder activity, it is required to comply with its obligations under the EC Treaty and let the public services concession contract in an open transparent and fair manner. As the current arrangement with Active Tameside does not involve a cross boarder activity no such obligation arises.

To exercise an option for a longer terms contract, the Council would need to act promptly as the Government intends to implement European Directive 2014/23/EU on the award of concession contracts (OJ 2014 L94/1) into national law by 18 April 2016 by bringing into force the Concession Contracts Regulations 2016. Following the coming into force of the Regulations, a procurement exercise will be required involving an open transparent procurement advertised through OJEU.

Any works which arise out of these proposals must be let in accordance with the Council's Procurement Standing Orders and the Public Contracts Regulations 2015.

### Property

Whilst Active Tameside has a lease of a number of sports centres, the terms of that lease are fairly onerous in putting ultimate responsibility for repair of the centres on the Council. The terms of the lease need to be considered when deciding on the future sports offering and it should be noted that the Council can terminate the lease on 6 months' notice (at any time) if to do so would be in the best interests of citizens.

The proposals involve the development of a new Active Denton wellbeing facility. The Council must be mindful of its statutory duty under section 123 of the Local Government Act 1972 that

except with the consent of the Secretary of State, a council shall not dispose of land under this section, otherwise than by way of a short tenancy (a term not exceeding 7 years), for a consideration less than the best that can reasonably be obtained. This will require any new development to be operated by Active Tameside by way of a licence as opposed to a lease which creates a separate legal estate.

It is understood that a communication in the form of a blog has been identified which intimated that the Dukinfield Swimming Pool was built utilising money given to the Council's predecessor authority on trust. Given the lateness that this correspondence has been brought to the attention of legal services it has not been possible to fully determine the impact or significance of this letter (if any). Property and financial records held by the Council do not support the existence of a trust which would affect the Council's ability to make decisions about the building.

#### State aid

As the majority of the proposed investment will be utilised to develop or renovate Council owned assets there are no state aid implications which arise.

The granting of loans to Active Tameside could fall within the definition of state aid however through decided case law the European Commission has found that a swimming pool providing recreational in a small community is not likely to have an effect on European Trade. Effect of trade is a mandatory requirement for state aid to be present. Given Active Tameside restrict their operations to the Borough of Tameside there is unlikely to be an effect on cross border trade.

#### **Risk Management:**

Active Tameside is currently facing significant financial, operational and reputational risks and the proposals within this report aim to mitigate against these.

The facilities within the Tameside Leisure Estate which are a focus of this report are ageing and in a state of decline.

This report sets out proposals to rectify this situation.

The proposals identified in this report will be progressed via a Transformation Board with robust governance.

#### **Access to Information:**

The background papers relating to this report can be inspected by contacting Angela Hardman, Director of Public Health.

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## 1. INTRODUCTION

- 1.1 If exercise were a pill, it would be one of the most cost-effective drugs ever invented.
- 1.2 However, the level of physical inactivity in Tameside (32.81%) is significantly worse than the national average (28.95%) and amongst the worst in the country, contributing to poor health and early deaths.
- 1.3 Only 50.7% of adults in Tameside undertake 150 minutes of physical activity per week, compared to a national average of 57%.
- 1.4 Increasing levels of physical activity could generate significant savings across Local Government and the wider Health, Social Care and Welfare system.
- 1.5 As such, reducing Physical Inactivity is a key objective within the Care Together programme and is being driven through the Healthy Lives work stream, under the leadership of the Director of Public Health.
- 1.6 Active Tameside are a key partner in responding to this challenge and moving increasing numbers of people from being inactive, to being active.
- 1.7 However, as a result of reducing revenue, increasing overhead and maintenance costs, and a changing marketplace, they have become financially unsustainable, and some of the existing asset portfolio is in an increasing state of disrepair.
- 1.8 This report builds upon the following reports previously presented to the Tameside Executive Cabinet:
  - Executive Cabinet (February 2015)
  - Executive Cabinet (December 2015)
- 1.9 This report builds upon the 1018 responses that were received during a public consultation which ran from 17 December 2015 until 11 February 2016.
- 1.10 A copy of the Consultation Report is included as **Appendix 2**.
- 1.11 The proposals within the report which relate to proposed changes to the configuration of the Tameside Leisure Estate have been subject to extensive analysis and assessment through a robust Equality Impact Assessment.
- 1.12 A copy of the Equality Impact Assessment is included as **Appendix 1**.
- 1.13 This has been underpinned by a wide range of data which is collated within a Supporting Datapack.
- 1.14 A copy of the Supporting Datapack is available as a separate document.
- 1.15 The proposals contained within this report have been developed from the initial proposals that have been subject to Public Consultation and have been fully cognisant of the feedback received, analysis contained within the Equality Impact Assessment, and independent expert advice and guidance.
- 1.16 The proposals within this report are those of the officers involved. However, Executive Cabinet may choose to take alternative decisions in those scenarios where a range of options exist.



- 1.17 The proposals identified within this report, if accepted in full by Executive Cabinet, will enable the Tameside Council Revenue Investment in Active Tameside to be reduced from £1.865 million in 2015/16 to £0.715 million by 2019/20 (a reduction of £1.150 million or 62%), and to £0.441 million by the end of the contract in 2023/24 (a reduction of £1.424 million or 76%).
- 1.18 The proposals, if accepted in full, will reduce the backlog maintenance liability from £4.181 million to £1.800 million – a reduction of £2.381 million (57%).
- 1.19 The proposals, if accepted, will increase the provision of sports and leisure, thus providing a robust platform upon which to support more local residents to become more active, more often.
- 1.20 The proposals, if accepted in full, would increase the overall available water space for swimming within Tameside from 2,286 to 2480 square metres, thus enabling an increase in swimming participation in the form of learn to swim, school swimming, general swimming and club activity.
- 1.21 These proposals, if accepted, will result in a leisure estate which will be the envy of many across Greater Manchester, create a financially resilient leisure provider, and provide a solid platform upon which to encourage wider health investment in reducing physical inactivity as a means of reducing avoidable health harms, and health and social care costs.

## **2. THE CASE FOR CONTINUED INVESTMENT IN SPORT AND PHYSICAL ACTIVITY AND COMBATING INACTIVITY IN TAMESIDE**

- 2.1 Investment in Sport and Physical Activity is an ‘invest to save’ opportunity which directly impacts upon the health and wellbeing of the local population and reduces the demand for more costly health and social care services.
- 2.2 Physical inactivity is the fourth leading cause of many of the most significant health problems in the UK today and 1 in 6 premature deaths are directly attributable to inactivity.
- 2.3 A wide body of research from within the UK and internationally unequivocally identifies that investment in encouraging and enabling participation in physical activity is a cost effective method of increasing population health and reducing avoidable demand and expenditure.
- 2.4 Sport England also provide a wide range of evidence of the positive economic, social, cultural and health impact of Sports and Physical Activity:

<https://www.sportengland.org/research/benefits-of-sport/>

- 2.5 It is estimated that in Tameside:
- Physical inactivity generates at least £21.5 million per year in terms of avoidable health, social care and economic productivity costs in Tameside.
  - A 1% reduction in physical inactivity would generate savings of approximately £0.65 million per year.
  - If Tameside were to shift from its current level (32.81%) to the national average (28.95%), this would result in annual savings of £2.6 million, or £59.8 million over the 23 year life of this project.
  - A total of 172 Tameside residents died in 2014 as a direct result of physical inactivity.

- If every adult in Tameside participated in 150 minutes of physical activity per week, we could annually prevent:
  - 1,344 new diabetes cases;
  - 60 new cases of breast cancer;
  - 21 new colorectal cancer cases;
  - 73 new case of Coronary Heart disease.

2.6 Physical Inactivity is directly correlated to deprivation levels, meaning that it is a significant factor in creating and maintaining health inequalities. Increasing participation amongst the most deprived is a vehicle for closing the health inequalities gap.

2.7 The impact of increasing physical activity in Tameside would be significant in terms of the health of the population, the demand and cost associated with ill health, and the contribution to economic growth within the Borough.

2.8 The presence of a high quality leisure estate, ran by a competent provider is a key prerequisite to realising this ambition.

### **3. CURRENT RISKS**

3.1 As a result of a reduction in revenue funding, increasing overheads, a deteriorating estate and a changing marketplace, Active Tameside is financial unsustainable and operationally vulnerable.

3.2 Active Tameside is currently operating with a c.£0.200 million annual budget deficit, has no reserves, and is at acute risk of being financially unviable if there were to be only a minor deterioration in its market position.

3.3 The Tameside Leisure Estate has elements which are at catastrophic risk of failure, and has a significant and unsustainable maintenance backlog.

### **4 AREAS FOR CONSIDERATION FOR A FINANCIALLY AND OPERATIONALLY SUSTAINABLE LONG-TERM BUSINESS MODEL**

4.1 A range of options have been considered against their potential to contribute towards the achievement of the following outcomes:

- Significantly reduce the subsidy provided, in the form of a Management Fee, for the operation of the Council's leisure facilities;
- Reduce or eliminate the Council's short and medium term liabilities associated with the maintenance of the leisure centre estate;
- Reduce or eliminate the risks associated with the sustainability of the operator;
- Transform the Tameside physical activity 'offer' to deliver significant sustained health outcomes for the borough where it is most needed;
- Continue to offer a safe, high quality and high impact sports and leisure provision.

4.2 The key areas that have been explored within this report are:

- Review of the Leisure estate;

- Match funding opportunities / inward investment;
- Investment in Commercial Ventures;

4.3 The following areas were explored in the Executive Cabinet Report from 16 December 2016 and will not be revisited in this report:

- Review of existing debt liabilities;
- Asset Transfer / Lease arrangements;
- Opportunities for Partnering

4.4 The primary vehicle for achieving the stated outcomes under 4.1 is the review of the existing leisure estate.

4.5 The remaining considerations identified in 4.2 cumulatively allow for a gradual reduction in the subsidy but are marginal compared to the impact of the estate proposals.

## **5. ASSESSMENT OF THE 'AT RISK FACILITIES'**

5.1 Independent expert assessments of the current condition of the Tameside Leisure Estate identified Dukinfield, Denton and Ashton as being the 3 sites which have the greatest operational challenges allied to a backlog maintenance liability of £2.381 million (which is 57% of the estate-wide liability).

### **5.2 Active Ashton**

- 5.2.1 The current Active Ashton site has backlog maintenance liabilities totalling £0.571 million.
- 5.2.2 It has been independently assessed that the Ashton site has a having a realistic remaining life expectancy of 8 years.
- 5.2.3 Refurbishing this building would cost approximately £2.15million.
- 5.2.4 The gradual decline of the building has underpinned a reduction in membership, a lack of market competitiveness and an emergence of this as a loss making facility.
- 5.2.5 A failure to remedy the situation, will ultimately lead to the permanent loss of members and a deteriorating financial situation.

### **5.3 Active Dukinfield:**

- 5.3.1 The current backlog maintenance liabilities for the Active Dukinfield site totals £0.923 million.
- 5.3.2 It has been independently assessed that the current facility is no longer fit for purpose.
- 5.3.3 It has been independently assessed that the realistic life expectancy of the Dukinfield site has now lapsed

- 5.3.4 It has been independently assessed that a refurbishment of this site in its current form would not provide value for money and is not a viable option to progress.
- 5.3.5 It has been independently assessed that this site is in very poor condition throughout, does not fully comply with a range of statutory requirements, and is at ongoing high risk of failure at a building, mechanical and electrical level.
- 5.3.6 Refurbishing this building in its current form would cost approximately £2.76million, would only give limited future life to the buildings and facilities, would not meet the future expectations of members and would not facilitate the development and delivery of a transformational approach focussed upon 'wellness' and improving the health of the local population.
- 5.3.7 This site is at an ongoing risk of catastrophic failure which could render this building and / or the facilities unusable either for a significant period of time or permanently, without an alternative provision being in place.

#### **5.4 Active Denton:**

- 5.4.1 The current Active Denton site has backlog maintenance liabilities totalling £0.887 million.
- 5.4.2 It has been independently assessed that the current facility is no longer fit for purpose, has no meaningful future, and is reaching the end of its design life.
- 5.4.3 It has been independently assessed that the Denton site has a realistic life expectancy of 3 years
- 5.4.4 Independent experts have concluded that:
- Active Denton is constrained by its location and any future refurbishment would not deal with infrastructure and building footprint issues.
  - The cost of refurbishment would be approximately £2.8million and would not provide value for money as it would not increase participation significantly due to the constraints identified above.
  - Refurbishing this building would only give limited future life to the buildings and facilities, would not meet the future expectations of members, and would not facilitate the development and delivery of a transformational approach focussed upon 'wellness' and improving the health of the local population.
- 5.4.5 This site is in very poor condition throughout, does not fully comply with a range of statutory requirements, and is at ongoing high risk of catastrophic failure at a building, mechanical and electrical level.
- 5.4.6 The ongoing risk of catastrophic failure could render this building and / or the facilities unusable either for a significant period of time or permanently, without an alternative provision being in place.

## **6. PUBLIC CONSULTATION**

- 6.1 Tameside Council undertook a full public consultation from 17 December 2015 until 11 February 2016.

- 6.2 This sought views on a series of proposals relating to the future of the Tameside Leisure Estate, namely:
- The closure of Active Ashton;
  - The closure of Active Denton;
  - The closure of Active Dukinfield;
  - The development of a Wellness Centre at a new location;
  - The extension of Active Hyde to include a more conventional swimming pool.
- 6.3 There were 1018 responses to the consultation.
- 6.4 The responses received were largely opposed to the proposals that were being made.
- 6.5 The key themes that emerged from the consultation were:
- The potential impact on access to facilities;
  - The loss of swimming provision;
  - The impact on the health of the population;
  - The specific impact upon:
    - Children
    - Older Adults
    - Individuals with Disabilities
- 6.6 A full consultation report is included as **Appendix 2**.

## **7. EQUALITY IMPACT ASSESSMENT**

- 7.1 A full Equality Impact Assessment (EIA) has been completed and is included as **Appendix 1**.
- 7.2 It is underpinned by a wide range of data and information which is included in a Supporting Datapack which is available as a separate document.
- 7.3 The EIA was also supported by the findings of numerous reports from Independent Specialists and by open source materials such as the Census 2011 and the Tameside Joint Strategic Needs Assessment (JSNA).
- 7.4 The EIA considered the impact of the proposal on:
- Equality
  - Distance and Access
  - Deprivation and Health
- 7.5 Given the level of concern expressed within the Public Consultation around access to swimming provision, specific analysis was also undertaken in relation to this issue.
- 7.6 The EIA in relation to Proposal 1 (original proposal) concluded that:

- Proposal 1 was acceptable in terms of access to alternative facilities.
- Proposal 1 would have an adverse impact on equalities which varied dependent on where a new facility would be situated, with the impact being greatest if there was a loss of provision at Ashton, followed by Denton and then Dukinfield.
- Proposal 1 would increase the existing deficit between the supply of water space for swimming and the demand for water space for swimming, which would inevitably lead to a reduction in the availability of swimming in Tameside.

7.7 As a result, an alternative proposal (Proposal 2) was developed, which was as follows:

- The existing Active Denton site would close, and a new Active Denton facility would be built at an alternative site.
- The current facility in Ashton (including the swimming provision) would be retained, with a view to either a full refurbishment or a replacement facility at an alternative site, at a later date.
- The existing Active Dukinfield site would be retained and would be redeveloped as a health and fitness facility, but without a swimming provision.
- Active Hyde would either be extended (Proposal 2a) or would not be extended (Proposal 2b)

7.8 The EIA, in relation Proposal 2 (alternative proposal), concluded that:

- Proposal 2 has no adverse impact in terms of access, other than for those who currently walk to access swimming at Active Dukinfield, although there is good access to alternative swimming provision.
- Proposal 2 has a very limited adverse impact in terms of equalities which is specifically in relation to under 15's who access school swimming or swimming lessons at Active Dukinfield.
- Proposal 2 has a positive impact in terms of reducing inequalities, tackling deprivation and improving health in Ashton, Denton and Dukinfield due to the retention of facilities, or the provision of new and better facilities and services.
- Proposal 2a has the greatest positive impact in terms of equalities and access, due to the opening up of a conventional swimming offer to Hyde, Hattersley and the Southeast section of the Borough, which is currently amongst the most undersupplied areas in Tameside in terms of available water space.
- Proposal 2a would increase the overall available water space for swimming within Tameside from 2,286 to 2480 square metres.
- Proposal 2b was an acceptable proposal in terms of avoidance of adverse impact, but did not enable the level of positive impact that was afforded by Proposal 2a.

7.9 As such, Proposal 2(a) is being proposed to Executive Cabinet for approval. However, Executive Cabinet may choose to adopt an alternative approach in relation to the decisions where a range of options exist.

7.10 Under Proposal 2(a) leisure facilities would continue to exist in all 3 localities, one locality (Dukinfield) would no longer retain a swimming pool, and the swimming provision at Active Hyde would be extended to incorporate a conventional swimming pool.

## **8. REVIEWING THE TAMESIDE LEISURE ESTATE: A “WELLNESS OFFER” FOR TAMESIDE RESIDENTS**

8.1 Physical Inactivity is a significant contributor to poor health amongst Tameside residents and high levels of demand and cost in relation to health and social care services.

8.2 The review of the Tameside Leisure Estate is intended to serve as a catalyst to mobilise local people and to reduce the levels of physical inactivity which generate significant avoidable health harms and social care costs within the Borough.

8.3 It is our vision that all of the Tameside Leisure Estate, whether existing, refurbished or new, is able to provide an offer which directly contributes towards improving the health of the local population and reducing inactivity.

8.4 Within the consultation the views of the public were sought around the concept of a ‘Wellness Centre’, and specific work has also been undertaken with key partners. From this work, it could be summarised that all of the Tameside Leisure Estate (to varying degrees depending on scale and nature of facility) should seek to pursue the following ‘Wellness Centre’ principles:

- Focussed upon reducing physical inactivity as a means of improving physical health, mental health and emotional wellbeing.
- Welcoming and easy to access
- Affordable and good value for money.
- Linked into assets within the wider community, offering available space to community groups, and delivered alongside an extensive community – based service.
- Provides opportunities for Fun and Social Interaction.
- Incorporates opportunities for the co-location of a wide range of other services who have a shared ambition of improving the health of local residents.
- Able to provide specialist support to those with long term conditions.
- Has a strong early years offer.
- Has a meaningful schools health and wellbeing offer that goes beyond school swimming.
- Is cognisant of the needs of those with specific conditions such as those with a physical disability or those with dementia.
- Creates opportunities for volunteering, training and development.
- Provides specific targeted support to group who are under-represented or who might find accessing service particularly challenging.
- Makes the most of functional outside spaces.
- Well connected to public transport, walking and cycling routes.

### **8.5 Active Denton**

8.5.1 Finding a permanent solution at Denton is time critical given the existing risk of catastrophic failure of the current site, the impact this would have on centre users, and the significant adverse financial impact that this site currently has on Active Tameside.

8.5.2 The constraints on this site, as identified in section 5.4, mean that refurbishment is not an option.

8.5.3 As such, there are two options at this site:

- Close Active Denton with no replacement
- Replace the current Active Denton facility with a new facility at an alternative site
- It is the assessment of the officers involved in this review, that the preferred option would be to replace the current Active Denton facility with a new facility at an alternative site

8.5.4 If Executive Cabinet chose to accept the proposal as set out in 8.5.4, it is proposed that the new facility is developed to the western end of the former Oldham Batteries site in Denton (see **Appendix 3**).

8.5.5 Preliminary work has been undertaken in partnership with the land owners which has confirmed that this site is of sufficient size, is in a suitable location, and that development of a facility of this kind is feasible.

8.5.6 The acquisition and development of this land will be undertaken in a manner which is commensurate with relevant procurement guidance and legislation, but remains subject to this proposal being accepted as the one to progress by Executive Cabinet.

8.5.7 If this proposal is accepted, work could commence on developing this site immediately with a projected completion date of September 2018.

8.5.8 If this proposal is accepted, it is planned that the new Active Denton facility will consist of:

- An 8 Lane x 25 metre competition standard main swimming pool with spectator area;
- A 17x10 metre learner pool with moveable floor;
- 60 station gym suite;
- Sauna and Steam Room;
- Available office space, hot-desking areas, 1 to 1 treatment rooms and teaching / group work space for partners and community groups;
- A soft play facility and multi-sensory suite;
- A café concession.

8.5.9 The total cost of constructing this facility is projected to be **£13.674 million**.

8.5.10 There remains a risk that the existing site could fail during the development of a new facility.

## 8.6 Active Ashton

8.6.1 The loss of a facility in Ashton would have a significant adverse impact on local residents.

8.6.2 Resolving the issues with the current site is less time critical than at either Denton or Dukinfield given that the site is at lesser risk of catastrophic failure and has a longer life expectancy.

8.6.3 A specific plan for Ashton will be required due to the constraints upon the existing site and the reducing life expectancy



8.6.4 There are 6 primary options available to the Council in relation to Active Ashton

- Close Active Ashton now with no replacement
- Close Active Ashton at a later date with no replacement
- Refurbish Active Ashton now
- Refurbish Active Ashton at a later date
- Replace the current Active Ashton facility now with a new facility at an alternative site (c.£7.5-10.5 million)
- Replace the current Active Ashton facility at a later date with a new facility at an alternative site (c.£7.5-10.5 million)

8.6.5 Closure at any point in time without a replacement would have a significant and adverse impact on local residents.

8.6.6 It is the proposal of the officers involved in this review that the current Active Ashton facility remains open, and that a further piece of work is undertaken to assess the relative benefits of refurbishment or replacement at Active Ashton, with a view to a final decision at a later date and the commencement of any work upon the completion of the proposed works in Denton, Dukinfield, Hyde and Longdendale.

8.6.7 However, it remains within the gift of Executive Cabinet to take any of the courses of action identified in 8.6.4.

## 8.7 Active Dukinfield

8.7.1 The redevelopment of Active Dukinfield is time critical given the existing risk of catastrophic failure of the current site, and the significant adverse financial impact that this site currently has on Active Tameside.

8.7.2 Refurbishment of this site in its current form does not represent a viable option.

8.7.3 There are 3 primary options that should be considered in relation to this site:

- Close Active Dukinfield with no replacement
- Close Active Dukinfield and develop a new facility at an alternative site
- Redevelop Active Dukinfield with an alternative 'offer'

8.7.4 The officers involved in this review would propose that the current Active Dukinfield site is redeveloped as a high quality, high volume, health and fitness facility.

8.7.5 It is proposed that the redeveloped Active Dukinfield facility consists of:

- A significant gym and fitness suite consisting of c.200+ stations
- A crèche and soft play facilities
- A café concession

8.7.6 The cost of this redevelopment is projected to be **£2.3 million**, with £1.3million being funded by the Council, and £1.0 million being fully recovered from Active Tameside via unsupported investment provided by the Council.

8.7.7 This redevelopment has three main benefits:

- It creates a high capacity, low cost gym and fitness provision in the heart of the Borough specifically aimed at young people aged 18-35 and young families, although available and accessible to anyone.

- It provides a specific offer to those local residents who are not currently accessing Active Tameside provision and are seeking their gym services elsewhere.
- It generates sufficient income to build greater financial stability into the entire model

8.7.8 This redevelopment should not be a one-off investment, but should serve as the catalyst for a wider programme of future investment in a 'Dukinfield Sports Village' involving a range of key local stakeholders in building a wide-ranging community based sporting infrastructure throughout Dukinfield.

8.7.9 If accepted by Executive Cabinet, it is proposed that work commences on this site immediately to reduce the likelihood of unplanned catastrophic failure, with a planned completion date of October 2016.

8.7.10 It is recognised that the temporary closure of the facility for redevelopment will create a temporary reduction in available waterspace in Tameside whilst the pool extension at Active Hyde is being completed. However, Active Tameside have confirmed that suitable alternative provision can be provided to ensure a continuation of the school swimming, learn to swim, club swimming and general swimming that currently takes place at this site. The mitigation identified in the EIA will also be initiated to minimise the impact of the temporary closure and the permanent loss of swimming provision at Active Dukinfield.

## 8.8 Active Hyde

8.8.1 There are two primary options at this site:

- Do nothing
- Extend the existing swimming provision to add a conventional swimming pool.

8.8.2 The officers involved in this review would propose that an extension is approved by Executive Cabinet due to the significant benefits identified within the EIA in relation to access in the south east of the Borough and the overall availability of water space for swimming.

8.8.3 The redevelopment of Active Hyde is not time critical due to any risk of failure, but it is time critical in terms of enabling the implementation of the plans under 8.7 with minimal impact on available water space, and maximising the opportunity to have a positive impact in the southeast of the Borough.

8.8.4 As such, it is proposed that these plans are progressed immediately with an estimated completion date of March 2017.

8.8.5 The projected cost of this extension is **£2.0 million**.

8.9 The overall projected timescales, if the proposals of the officers involved in the project are accepted, are set out in Appendix 4.

## 9. PUBLIC HEALTH REVENUE INVESTMENT

9.1 At present, in addition to the subsidy, the Council invests £400,000 per year towards Active Tameside to enable a transformational shift towards utilising sports and physical activity as a means of improving population wide health and reducing health inequalities.

- 9.2 It is proposed that from 2017/18, the current separate Management Agreement and Public Health Contract are merged into a single Outcome Based Contract with Active Tameside tied to the improvement of population wide health through the provision of high impact sports and leisure services via the local leisure estate.
- 9.3 Key elements of such a contract would relate to:
- Improvements in the levels of activity amongst the Tameside population;
  - Reductions in the levels of inactivity amongst the Tameside population;
  - Impact on the activity levels and health of the most deprived Tameside communities;
  - Impact relating to early years, long term conditions and older adults.
- 9.4 The Council has power under s19 (1) of the Local Government (Miscellaneous Provisions) Act 1976 to provide recreational and leisure facilities and under s19(3) to contribute by way of grant or loan towards the expenses incurred or to be incurred by any voluntary organisation in providing those facilities. Active Tameside constitute a voluntary organisation for the purposes of the act.
- 9.5 Services linked to the current leisure estate paid under powers of s19 will amount to a services concession contract, the letting of which is detailed in paragraph 10 below.
- 9.6 It is also proposed that this Public Health investment in Sports and Physical Activity be incorporated into the pooled budget arrangements underpinning the emergent Integrated Care Organisation with a view to enabling the future maintenance or increase of investment through the sharing of the investment across Tameside and Glossop Clinical Commissioning Group and Tameside Foundation Trust. This will be subject to separate governance.
- 9.7 Such a step would represent a fundamental progression towards the transformation of Active Tameside and the role it plays as an enabler of positive health and preventer of ill health across the Tameside community.
- 9.8 It is assessed that Active Tameside are in a strong position to work with the Council to deliver this transformational agenda.

## **10. PROCUREMENT OPTIONS**

- 10.1 When Tameside Sports Trust was created in 1999 the Council granted a 25 year lease of various leisure facilities. In addition to the leases the Council provided a subsidy in reliance of sections 19(1) and 19(3) of the Local Government (Miscellaneous Provisions) Act 1976. This enabled a local authority to provide recreational and leisure facilities and to contribute by way of grant or loan towards the expenses incurred or to be incurred by any voluntary organisation in providing those facilities. The Council recognised that the funding arrangements equated to the provision of services for VAT purposes.
- 10.2 At the time the Trust was created, the Council relied upon the grant funding regime provided under sections 19(1) and 19(3) of the Local Government (Miscellaneous Provisions) Act 1976. As the grant funding agreement included contractual provisions it was subject to minimal procurement requirements. The Public Services Contracts Regulations 1993 which were replaced in 2006 by the Public Contracts Regulations 2006 both classified leisure services as Part B Services meaning they were not subject to the full EU procurement regime. The Council could therefore make a direct award by way of annual funding agreement. On 26 February 2015 the Public Contracts Regulations 2015 came into force.

The 2015 regulations introduced a light touch regime in place of part B services which requires any contract for Social or Other Services, a definition which includes leisure services, to be let following an advert in the Official Journal of the European Union and for there to be an award process which accords with the principles of transparency and equal treatment of economic operators.

### **10.3 Retain the relationship with Active Tameside and develop a financially and operationally sustainable long-term business model.**

10.3.1 The Council has a longstanding relationship with Active Tameside which has developed over many years. The relationship with Active Tameside is well developed with performance being good despite financial difficulties as a result of the financial climate, the fact that the Active Tameside only holds one local authority contract preventing it from reducing overheads and despite an aging leisure estate.

10.3.2 The nature of the current arrangements involve in part a service concession which is a contract under which the consideration given consists of or includes the right to exploit the service or services to be provided under the contract. In this case that is members of the public paying to attend the leisure centres. Regulation 117 of the Public Contracts Regulations 2015 specifically excludes Public Services concessions from the application of the regulations. Whilst the contract is not subject to the 2015 rules, the Council must act in accordance with its obligations under the EC Treaty and let the public services concession contract in an open transparent and fair manner. The Council can argue that the arrangements for its leisure estate do not involve cross border activity and therefore the EC treaty obligations do not arise. To exercise this option the Council would need to act promptly as the Government is currently undertaking consultation on a new Concession Contract Regulations which are to come into force from April 2016. This will require a procurement exercise to be undertaken.

### **10.4 Procure a leisure and/or provider of wellbeing services**

10.4.1 In accordance with the requirements of the light touch regime under the Public Contracts Regulations 2015 the Council could undertake a procurement exercise or exercises to procure a service provider to provide the services. Active Tameside would be entitled to participate in the procurement exercise, and being the incumbent supplier would be a strong contender however its current financial standing, and position as a smaller voluntary sector operator, may be detrimental to its chances of success. The Council would need to exercise the break clause in the lease which requires either party to give the other 6 months' notice.

10.4.2 Discussions have been had with another AGMA authority that has recently undertaken such a procurement exercise following rationalisation of its leisure estate. The lessons learnt are that such a procurement exercise was both time consuming and resource intensive. The local trust was the successful tenderer and resulted in limited investment and a better contractual arrangement.

### **10.5 Conclusion of procurement options**

10.5.1 Based upon the above options, it is recommended that the Council award a long term contract to Active Tameside for a period co-terminus with the leases.

10.5.2 Whilst the eventual term of the contract would be long term it would be subject to an annual review of the subsidy payable, performance obligations and the usual termination provisions.

10.5.3 Whilst 10.5.1 and 10.5.2 are the preferred options of the Council, if the terms or value of the contract are not acceptable to Active Tameside then the Council, in accordance with the requirements of the light touch regime under the Public Contracts Regulations 2015, could undertake a procurement exercise or exercises to procure a service provider to provide the services.

## **11. MATCH FUNDING OPPORTUNITIES / INWARD INVESTMENT**

- 11.1 Until a Key Decision is taken, it is not been feasible to formally secure match funding, but there is an aspiration to diversify the sources of investment into Active Tameside, thus further reducing the long term Council revenue commitment.
- 11.2 There would be an increased expectation that Active Tameside, supported by the Council, takes responsibility for increasing inward investment from other sources.
- 11.3 There remains the opportunity from Sport England or other national funding bodies, who have been involved in the development of these proposals, and this will be actively pursued following the final decisions outlined in this report.
- 11.4 There is also a growing evidence base nationally of Clinical Commissioning Group and Hospital Trust investment in Sports and Physical Activity given the clear impact upon both popular wide health and specific conditions – particularly Long Term Conditions, Mental Health and Falls Prevention. It should be our aspiration to pursue this opportunity through the new Tameside Integrated Care Organisation as part of a system wide strategic response to maximising the role of Sports and Physical Activity in preventing ill health.
- 11.5 Within another AGMA authority, a new Sports Facility is being developed by a housebuilder as part of a large housing development, and at no cost to the Council. The facility once developed will transfer to the local Sports and leisure provider. Given the ambitions that Tameside have in relation to housing growth, this is an option that could be further explored in the future.
- 11.6 As a registered charity, Active Tameside should be more ambitious in its approach to attracting inward investment from a wider range of sources and this is reflected within the proposed subsidy reduction plan detailed in paragraph 14.4 (Table 2).
- 11.7 It is unlikely once the costs associated with demolition and disposal are met, that the closed site at Denton will generate a significant residual capital receipt for the Council.

## **12. COMMERCIAL OPPORTUNITIES**

- 12.1 The recent Sky High Development at Active Medlock has highlighted the opportunity to promote sustainability through the investment in new developments which can generate a commercial return on investment.
- 12.2 Such opportunities require a good understanding of the current marketplace, an awareness of emerging trends and the use of the Active Tameside infrastructure to deliver new developments.
- 12.3 The Council should retain a position whereby it supports such growth as an enabler of both financial sustainability and wider health improvement.
- 12.4 Active Tameside have identified two possible early implementer projects.

- 12.5 The first is an Active Adventure Play Centre and Golf Driving Range at the closed Active Longdendale site which would cost £0.800 million to mobilise, but would generate a significant return on development which would be removed from the subsidy as detailed in paragraph 14.4 (Table 2).
- 12.6 The cost of mobilisation at Active Longdendale would be met via financing provided by the Council to Active Tameside. It should be noted that this investment will be wholly repaid to the Council by Active Tameside.
- 12.7 The second is the addition of a commercial provision at the new Active Denton site, should a decision be taken as per paragraph 8.5.4. £1.050 million has been earmarked for this and £0.160 million per year has been removed from the subsidy as detailed in paragraph 14.4 (Table 2).
- 12.8 The cost of a commercial provision at Active Denton would be met via financing provided by the Council to Active Tameside. It should be noted that this investment will be wholly repaid to the Council by Active Tameside.
- 12.9 In addition, it is proposed that Active Tameside take more proactive steps to increase their school and college portfolio although this has not been factored into the future revenue reduction proposals due to this type of activity being more about health impact and profile, than about income generation.
- 12.10 Proposed timescales for implementing 12.5 and 12.7 are set out in Appendix 4.

### **13. MAINTENANCE OF THE REMAINING ESTATE**

- 13.1 Under the terms of the existing lease, the Council's only covenants are to allow Active Tameside quiet enjoyment of the properties and not to elect to waive the exemption in respect of VAT. The onerous aspect of the lease is that although the tenant occupies the entirety of the property they are only required to repair internal parts. Active Tameside is not responsible for the structure of the buildings and whilst there is a covenant to repair plant and machinery this does not extend to replacing those items.
- 13.2 During 2016/17, 2017/18, and 2018/19 (and if the full proposals are accepted by Executive Cabinet) there will be a requirement to continue to undertake routine maintenance at Active Ashton and, to a lesser extent, Active Denton. This will take place within the existing annual maintenance budget and will enable essential maintenance and backlog repairs to take place, but will not resolve the outstanding maintenance and repair issues that could lead to catastrophic failure at Active Denton. It is therefore important to note that these sites may experience such failure at any time during this transformation project leading to enforced closure ahead of schedule.
- 13.3 Whilst the proposals detailed in this report provide opportunities to reduce the subsidy provided by the Council to Active Tameside, there is also a need to ensure adequate continued investment to enable the maintenance of the remaining estate which, whilst leased to Active Tameside, remains a Tameside Council asset and with the Council continuing to exercise landlord responsibilities as set out within the lease arrangements.
- 13.4 The remaining estate is in significantly better condition than Dukinfield, Denton and Ashton, and has a significantly long life expectancy.
- 13.5 However, the lack of reserves within Active Tameside, and the financial challenges facing the Council, have generated a cumulative backlog of repairs and maintenance for the remaining sites totalling an estimated £1.800 million.

13.6 The current annual revenue budget allocated for ongoing maintenance and repairs of the leisure estate is £0.050 million which is insufficient to meet the most basic routine maintenance activity, and does not enable responsiveness to new repairs or larger scale challenges.

13.7 Without an increase in the annual revenue budget, the backlog maintenance will continue to escalate, and the risk of failure at the remaining sites will increase.

13.8 Some of the backlog maintenance requirements reflect routine maintenance and refurbishment, but some is for more significant repairs which, if not undertaken, jeopardise the future functionality and profitability of the remaining facilities. Examples of this include the Wave Machine at Active Hyde, the synthetic pitch surfaces at Active Copley, the final two stages of the Boiler replacement scheme at Active Copley, and the need for a replacement roof at Active Medlock.

13.9 Failure to invest at this stage would be counter-productive as it will store up more significant and potentially catastrophic problems for the future, and jeopardise the future of these facilities.

13.10As such, two steps are being proposed:

13.10.1 A 2016/17 programme of new capital investment totalling £0.576 million is proposed to enable:

- The replacement of the synthetic pitch surfaces, repairs to pitch drainage and upgrading the astroturf fence panels at Active Copley (£0.177 million)
- Completion of the Active Copley boiler replacement scheme (£0.219)
- The replacement of the roof at Active Medlock (£0.120 million)
- The replacement of the wave machine at Active Hyde (£0.060 million)

13.10.2 To increase the annual revenue repair and maintenance budget, managed by the Council, to £0.100 million (from £0.050 million) from 2016/17 on a recurrent basis.

#### 14. FINANCIAL MODELLING

14.1 The officer proposals identified within this report, if accepted by Executive Cabinet, would enable the Tameside Council Revenue Investment to be reduced from £1.865million in 2015/16 to £0.715 million by 2019/20, to £0.441 by 2023/24, which is when the proposed contract with Active Tameside would terminate.

14.2 **Table 1** provides details of the proposed reducing level of revenue investment over the 8 year period of the proposed funding agreement.

**Table 1**

Year	Estimated Revenue Investment To Active Tameside (£ million )	Reduction to existing revenue investment baseline : £1.865 million (£ million)
2016/17	1.689	0.176
2017/18	1.433	0.432

2018/19	1.124	0.741
2019/20	0.715	1.150
2020/21	0.715	1.150
2021/22	0.665	1.200
2022/23	0.665	1.200
2023/24	0.441	1.424

14.3 Members should additionally note that from 2023/24 the vast majority of the remaining subsidy simply covers the remaining debt liabilities that Active Tameside would have in relation to previous borrowing from the Council.

14.4 **Table 2** provides details of the means of delivering the reducing revenue investment over the 8 year proposed lifetime of the contract, and also sets out the impact of 13.3 in 2024/25 and 2025/26. These projections are based upon the officer proposals being accepted in full, and will vary should Executive Cabinet seek to progress alternative options.

**Table 2**

Revenue Investment Reduction – Delivery Proposals	16-17 £ m	17-18 £ m	18-19 £ m	19-20 £ m	20-21 £ m	21-22 £ m	22-23 £ m	23-24 £ m	24-25 £ m	25-26 £ m
Reduction of Council investment by value of lapsed debt liabilities.	-	-	-	-	-	-	-	0.224	0.449	0.580
Active Play Centre (Active Longdendale) – Projected Surplus	0.040	0.090	0.090	0.090	0.090	0.090	0.090	0.090	0.090	0.090
Denton Site – Savings on Closure	-	-	0.049	0.098	0.098	0.098	0.098	0.098	0.098	0.098
Dukinfield Site – Net impact of refurbishment	0.086	0.172	0.272	0.372	0.372	0.372	0.372	0.372	0.372	0.372
Project surplus generated by new Active Denton facility			0.080	0.160	0.160	0.160	0.160	0.160	0.160	0.160
Projected surplus generated by commercial provision at Active Denton			0.080	0.160	0.160	0.160	0.160	0.160	0.160	0.160
Projected increased surplus from Active Hyde extension		0.070	0.070	0.070	0.070	0.070	0.070	0.070	0.070	0.070
Inward Investment	0.050	0.100	0.100	0.200	0.200	0.250	0.250	0.250	0.250	0.250
<b>Total Revenue Reduction against 2015/16 baseline</b>	<b>0.176</b>	<b>0.432</b>	<b>0.741</b>	<b>1.150</b>	<b>1.150</b>	<b>1.200</b>	<b>1.200</b>	<b>1.424</b>	<b>1.649</b>	<b>1.780</b>
<b>Remaining Council Revenue Contribution</b>	<b>1.689</b>	<b>1.433</b>	<b>1.124</b>	<b>0.715</b>	<b>0.715</b>	<b>0.665</b>	<b>0.665</b>	<b>0.441</b>	<b>0.216</b>	<b>0.085</b>
<b>Approved Council Efficiency Savings Required</b>	<b>0.350</b>	-	-	-	-	-	-	-	-	-
<b>Balance of Recurrent Efficiency Savings Required from Public Health Reserves</b>	<b>0.174</b>	-	-	-	-	-	-	-	-	-

14.5 The proposed 2016/17 repairs programme is projected to total **£0.576million**.

14.6 If Executive Cabinet choose to progress the full set of proposals suggested by the officers involved, the proposed capital investment programme payable by Tameside Council is projected to total **£16.974million**.



- 14.7 If the full proposals are accepted by Executive Cabinet, it is proposed that the total of paragraphs 14.5 and 14.6 (a total of **£17.550million**) are financed via use of the Council borrowing facility over a 25 year time period with a projected annual repayment figure of £0.986 million.
- 14.8 The proposed capital investment programme repayable by Active Tameside is projected to be **£2.850million**, analysed as follows:
- Redevelopment of Active Longdendale - £0.800 million
  - Redevelopment of Active Dukinfield - £1.000 million
  - Denton Commercial Venture - £1.050 million
- 14.9 It is proposed that this is financed via the Council borrowing facility, but with full cost recovery from Active Tameside over an 8 year period. The annual repayment figure required from Active Tameside would be £0.391 million.
- 14.10 The total investment in the Tameside Leisure Estate, should Executive Cabinet accept the full proposals being put forward in this report by Officers, would be **£20.400million**.
- 14.11 Elected Members are reminded that the 2016/17 Council budget approved on 23 February 2016 included a capital programme investment of £16.811 million to provisionally progress the proposals set out in the report to Executive Cabinet of 16 December 2015. An additional unsupported borrowing sum of £0.739 million (£17.550 less £16.811 million) therefore requires approval to support the level of proposed investment by the Council. It should be noted that a sum of £0.150 million is currently approved in the 2015/16 capital programme for the Active Copley boiler replacement scheme. It is expected that this sum will not be incurred by 31 March 2016 and will therefore need to be carried forward to 2016/17. This sum is in addition to the £17.550 million stated previously.
- 14.12 **Table 3** provides a summary of the overall capital investment proposals should Executive Cabinet choose to accept the recommendations of the officers involved in this review:

**Table 3**

Area of Investment	Total Projected Cost	Payable By The Council	Payable By Active Tameside
	£ m	£ m	£ m
New Active Denton Facility	13.674	13.674	0
Extension to Active Hyde	2.000	2.000	0
Maintenance and Repairs 2016/17	0.576	0.576	0
Refurbishment of Active Dukinfield	2.300	1.300	1.000
Redevelopment of Active Longdendale	0.800	0	0.800
Installation of a commercial offer at the New Active Denton facility.	1.050	0	1.050
<b>Total</b>	<b>20.400</b>	<b>17.550</b>	<b>2.850</b>

- 14.13 These proposals, if accepted in full by Executive Cabinet, will reduce the backlog maintenance liability from **£4.181** million to **£1.800** million – a reduction of **£2.381 million**.

- 14.14 Over the lifespan of the project, the financial impact of the proposed reduced annual management fee when compared to the existing fee and after accounting for the annual borrowing repayments will deliver an estimated cumulative saving to the Council of **£12.952 million** as set out in **Appendix 5**.
- 14.15 The total cumulative savings (over a 25 year period) that can be apportioned directly to this programme by combining paragraphs 14.13 and 14.14 is **£15.333 million**.
- 14.16 It should be noted that the estimated cumulative savings would reduce to a total sum of **£5.333 million** if the requirement to deliver annual recurrent savings of £0.350 million and additional annual budget provision of £0.050 million to finance repair and maintenance costs of the estate are included within the calculation. The sum of £5.333 million is calculated via the revised cumulative programme saving of £2.952 million (**as stated in Appendix 5**) and the reduction to the backlog maintenance liability (£2.381 million) as stated in paragraph 14.13.
- 14.17 In addition, it is worth reiterating that physical inactivity in Tameside costs at least **£21.5 million** per year in terms of ill health, avoidable social care need, and a loss of economic productivity. Utilising an improved estate to enhance the local physical activity 'offer' and move Tameside to the national average for physical activity would generate estimated savings of £2.6 million per year, £20.8 million during the 8 year contract duration, or £65 million over the 25 year borrowing period

## **15. RECOMMENDATIONS**

- 15.1 As detailed on the report cover

## APPENDIX 1 – EQUALITY IMPACT ASSESSMENT

<b>Subject / Title</b>	<b>TAMESIDE LEISURE ESTATE</b>
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Service Unit	Service Area	Directorate
Public Health	Public Health	Public Health

Start Date	Completion Date
June 2015	February 2016

<b>Lead Officer</b>	Angela Hardman – Director of Public Health
<b>Service Unit Manager</b>	David Boulger – Strategic Public Health Manager
<b>Assistant Executive Director</b>	N/A

EIA Group (lead contact first)	Job title	Service
David Boulger	Strategic Public Health Manager	Public Health, TMBC
Jody Stewart	Policy, Research and Improvement Manager	Policy and Communications, TMBC
Lyndsey Sims	Business Director	Active Tameside
Dan Clark	Programme Officer	Public Health, TMBC
Katie Flynn	Programme Officer	Public Health, TMBC
Roger Greenwood	Facilities Development Manager	Public Health, TMBC
Jonathan Lees	Graduate Trainee Officer	Policy and Communications, TMBC
Jacqui Dorman	Public Health Intelligence Manager	Public Health, TMBC
Annette McCarthy	Programme Manager	Public Health, TMBC

## PART 1 – INITIAL SCREENING

<b>1a.</b>	<b>What is the project, policy or proposal?</b>	Review of the Tameside Leisure Estate to potentially include the closure of some sites and the development of new facilities.
<b>1b.</b>	<b>What are the main aims of the project, policy or proposal?</b>	Reduce expenditure Improve Facilities Improve impact on Health and Social Care outcomes

**1c. Will the project, policy or proposal have either a direct or indirect impact on any groups of people with protected equality characteristics?**

**Where a direct or indirect impact will occur as a result of the policy, project or proposal, please explain why and how that group of people will be affected.**

Protected Characteristic	Direct Impact	Indirect Impact	Little / No Impact	Explanation
Age	<u>x</u>			<p>These proposals have the potential to impact – either adversely or positively – on people and this protected characteristic could be affected directly.</p> <p>In terms of age, these proposals are likely to have the greatest impact on 0-15's due to the potential impact on swimming lessons and schools swimming, 22-50's as they make up the majority of Active Tameside fitness members, and over 60's for whom these facilities perform a vital health and social function,</p>
Disability	<u>x</u>			<p>These proposals have the potential to impact – either adversely or positively – on people and this protected characteristic could be affected directly.</p> <p>In terms of disability, the impact is most likely to be on the ability of individuals to access facilities, if the one they currently use is closed.</p>
Ethnicity	<u>x</u>			<p>These proposals have the potential to impact – either adversely or positively – on people and this protected characteristic could be affected directly.</p> <p>In terms of ethnicity, this is most significant in terms of the potential impact caused by the closure of Active Ashton, or the potential benefit from extending Active Hyde.</p>
Sex / Gender	<u>x</u>			<p>These proposals have the potential to impact – either adversely or positively – on people and this protected</p>

				characteristic could be affected directly. In terms of gender, these proposals have a greater impact on females who make up the majority of Active Tameside members.
Religion or Belief			<u>x</u>	
Sexual Orientation			<u>x</u>	
Gender Reassignment			<u>x</u>	
Pregnancy & Maternity		<u>x</u>		These proposals have the potential to impact – either adversely or positively – on people and this protected characteristic could be affected directly. In terms of gender, this impact would be felt by those who access services at a centre that closes, or by those who benefit from enhanced services at new centres.
Marriage & Civil Partnership			<u>x</u>	

**Are there any other groups who you feel may be impacted, directly or indirectly, by this project, policy or proposal? (e.g. carers, vulnerable residents, isolated residents)**

Group (please state)	Direct Impact	Indirect Impact	Little / No Impact	Explanation
Communities affected by multiple deprivation	<u>x</u>			These proposals are intended to improve the health of the local population and this is intrinsically tied to deprivation and the wider determinants of health and wellbeing. The proposals have the potential to have either an adverse or positive impact, and to varying degrees, depending upon the option that is taken.

1d.	Does the project, policy or proposal require a full EIA?	Yes	No
		x	

<b>1e.</b>	<b>What are your reasons for the decision made at 1d?</b>	<p>The potential changes have far reaching implications for the future of the Tameside Leisure Estate.</p> <p>They have the potential to impact upon levels of access to services and facilities, which could directly impact upon local residents, including those who fall within protected equality characteristics.</p> <p>The contentious nature of the review warrants the completion of a full EIA to ensure that any final decision is underpinned by a clear and robust evidence base.</p>
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## PART 2 – FULL EQUALITY IMPACT ASSESSMENT

### 2a. Summary

#### Overview

This EIA is designed to help inform decision makers and the public as to the potential impact of the Proposals being proposed for the future configuration of the Leisure Estate in the Borough.

There are a number of factors that support the need for a full review of the Tameside Leisure Estate, and these are summarised for the purpose of this report below:

- The age and condition of the current estate;
- The subsidy cost of maintaining the current estate;
- The risk of operational failure at 3 specific sites;
- The inability of the current estate to generate sufficient levels of physical activity amongst local residents;
- The current estate is unsuitable to support a new offer focused upon wellness and reducing health and social care need / demand.

The Proposals considered within this EIA are linked to the proposal that was put to public consultation between 17 December 2015 and 11 February 2016.

**Proposal 1 (*Original proposal*)** included 3 actions:

- Close the existing Ashton, Denton and Dukinfield sites.
- Open a single new facility.
- Extend the current provision in Hyde

The findings of the Equality Impact Assessment, further independent analysis and consultation feedback have resulted in the development of a revised proposal (Proposal 2)

**Proposal 2 (*Alternative Proposal*)** has two potential variables dependent on whether or not it includes an extension to the existing facilities at Hyde:

**Proposal 2 (a):**

- Close the existing Active Denton site.
- Retain the current Active Ashton site.
- Open a new facility (including a swimming pool) in Denton.
- Refurbish the existing Dukinfield Site (without a swimming pool) and with a focus on a high quality, high volume gym and fitness provision.
- Extend the current provision in Hyde

**Proposal 2 (b):**

- Close the existing Active Denton site.
- Retain the current Active Ashton site.

- Open a new facility (including a swimming pool) in Denton.
- Refurbish the existing Dukinfield Site (without a swimming pool) and with a focus on a high quality, high volume gym and fitness provision.

The impact of both Proposal 1 and Proposals 2(a) and 2(b) have been considered in terms of:

- Accessibility and Distance;
- Equality Impact;
- Health Impact;
- Deprivation Impact;
- Swimming Supply and Demand.

This EIA should be read in conjunction with:

- Tameside Leisure Estate Review - Consultation Report (Appendix 2);
- Tameside Leisure Estate Review – Supporting Data Pack (Appendix 3);

**The EIA concludes that Proposal 2(a) will have the least adverse impact, and that any adverse impacts can be outweighed by potential positive impacts and specific mitigating actions.**

**Proposal 2 (a) will be progressed for approval by the Executive Cabinet of Tameside Council on 23<sup>rd</sup> March 2016.**

## **2b. Issues to Consider**

### **Financial Context**

Tameside Council, like most other Local Authorities, must deal with a significant reduction in funding over the coming years.

- Tameside Council has lost £104million from its budget since 2010 due to Government cuts.
- A further £90million is expected to be cut by 2020, creating a total budget reduction of £194million over a decade – or £2000 per household.

In 2015/16, Tameside MBC provided £1,465,000 to Active Tameside to run local leisure facilities on behalf of the Council, and a further £400,000 to provide services to improve population health and the health of those with Long Term Conditions.

The age and condition of a number of the TMBC leisure facilities mean that they are expensive to maintain and repair, and that they have a significant and unaffordable maintenance backlog which increases the risk of operational failure.



## **Tameside Leisure Context (Estate)**

Tameside Council currently has 9 leisure facilities, which are operated on behalf of the Council by Active Tameside.

They are:

- Active Ashton
- Active Copley
- Active Denton
- Active Dukinfield
- Active Etherow
- Active Hyde
- Active Ken Ward
- Active Medlock
- Active Oxford Park

Of the current sites, the following sets out the availability of swimming provision at the 6 sites with swimming pools:

<b>Site</b>	<b>Swimming Provision</b>
Active Ashton	Main Pool Learning Pool
Active Copley	Main Pool Learning Pool
Active Denton	Main Pool Learning Pool
Active Dukinfield	Main Pool
Active Hyde	Attraction Pool
Active Medlock	Main Pool

However, Tameside has an ageing estate, especially in relation to swimming provision.

The average age of TMBC swimming pools is considerably higher than the national average.

The oldest current sites are:

- Dukinfield (built 1965) – 51 years old
- Denton (built 1975) – 41 years old
- Ashton (built 1975) – 41 years old

The age of these sites, and the associated problems and constraints that this brings has caused Tameside Council and key stakeholders to explore the feasibility of a range of Proposals since 2012, and to work with various specialist independent consultants to explore the impact of potential solutions.

The findings of independent reports into these three sites can be summarised as follows:

**Active Ashton:**

- The current Ashton site has backlog maintenance liabilities totalling **£0.571 million**.
- The Ashton site has a realistic life expectancy of 8 years.
- Refurbishing this building would cost (approx. **£2.15million**), is likely to only give limited future life to the buildings and facilities, and would struggle to facilitate the development and delivery of a transformational approach focussed upon 'wellness' and improving the health of the local population.
- The gradual decline of the building has underpinned a reduction in membership, a lack of market competitiveness and an emergence of this as a loss making facility.
- A failure to remedy the situation will ultimately lead to the permanent loss of members and a deteriorating financial situation.

**Active Dukinfield:**

- The current backlog maintenance liabilities for this site total **£0.923 million**.
- The current facility is no longer fit for purpose and has no meaningful future in its current form.
- The Dukinfield site has surpassed its projected life expectancy.
- Refurbishment of this site in its current form would not provide value for money and is not a viable proposal to progress.
- This site is in very poor condition throughout, does not fully comply with a range of statutory requirements, and is at ongoing high risk of catastrophic failure at a building, mechanical and electrical level.
- Refurbishing this building in its current form would be costly (approx. **£2.76million**), would only give limited future life to the buildings and facilities, would not meet the future expectations of members and would not facilitate the development and delivery of a transformational approach focussed upon 'wellness' and improving the health of the local population.
- This site is at an ongoing risk of catastrophic failure which could render this building and / or the facilities unusable either for a significant period of time or permanently.

**Active Denton:**

- The current site has backlog maintenance liabilities totalling **£0.887 million**.
- The current facility is no longer fit for purpose has no meaningful future, and is reaching the end of its design life.
- The Denton site has a realistic life expectancy of 3 years.
- The current Active Denton is constrained by its location and any future refurbishment would

not deal with infrastructure and building footprint issues.

- The cost of refurbishment would be approximately **£2.8million** and would not provide value for money as it would not increase participation significantly due to the constraints identified above, would only give limited future life to the buildings and facilities, would not meet the future expectations of members and would not facilitate the development and delivery of a transformational approach focussed upon 'wellness' and improving the health of the local population.
- The site is in very poor condition throughout, does not fully comply with a range of statutory requirements, and is at ongoing high risk of failure at a building, mechanical and electrical level.
- This site is also at an ongoing risk of catastrophic failure which could render this building and / or the facilities unusable either for a significant period of time or permanently.

The closure of these existing sites has been recommended by the independent consultants whose advice was sought by the Council.

However, Tameside is keen to develop new facilities that increase local participation and reduce inactivity within the Borough.

As part of the proposed redesign, there is an understanding that any remaining and new leisure facilities will:

- Seek to continue to offer the broadest and most comprehensive coverage possible across the borough as a whole;
- Remain physically accessible in terms of their location, and the design of the buildings themselves;
- Expand the range of services that are available at leisure facility sites in order to provide a more wide-ranging 'wellness' offer.

### **Tameside Leisure Context (Activity)**

Current membership levels across existing sites is as follows:

	Active Ashton	Active Copley	Active Denton	Active Dukinfield	Active Hyde	Active Ken Ward	Active Medlock	Active Oxford Park	Grand Total
Fitness member	1639	2054	168	130	1032	444	1444	243	7154
Gymnastics member	8	110	23	4	2	1346	36	3	1532
Junior member	149	153	13	26	134	9	174	4	662
Live Well member	67	81	2	2	102	9	44	27	334
Sports club/casual member	9	75	8	12	1	131	67	52	355
Swimming Lesson member	1085	1046	994	578	296	33	613	1	4646
Casual member	4721	7894	3709	2825	2426	3447	5386	1229	31637
Disability member	1					4	34		39
<b>Grand Total</b>	<b>7679</b>	<b>11413</b>	<b>4917</b>	<b>3577</b>	<b>3993</b>	<b>5423</b>	<b>7798</b>	<b>1559</b>	<b>46359</b>

The most utilised sites are Active Copley, Active Medlock and Active Ashton.

The least utilised sites are Active Oxford Park and Active Dukinfield.

An overview of the current estate wide 'offer' is set out in the supporting datapack.

## **The Health of the Tameside Population**

Overall, Health and Wellbeing in Tameside is worse than England with cardiovascular disease, respiratory disease, cancer and liver disease being significant issues.

Within Tameside there are significant inequalities in health outcomes with the wards of Ashton St. Peters, Ashton Hurst, Ashton St. Michael's and Hyde Godley having some of the worst outcomes in the Borough.

Some key facts are as follows:

- Life expectancy at birth and healthy life expectancy for both males and females is lower than the England average (76.9 years males, 80.3 years females).
- Life expectancy locally is 7.9 years lower for men and 7.3 years lower for women in the most deprived areas of Tameside compared to the least deprived areas.
- Healthy life expectancy at birth is currently 57.9 years for males in Tameside and 58.6 years for females in Tameside. This is significantly lower than the England averages.
- For overall premature deaths, Tameside is ranked 142<sup>nd</sup> out of 150 Local Authorities in England (<75 years)
- For premature deaths from Cancer, Tameside is ranked 133<sup>rd</sup> out of 150 Local Authorities in England
- For premature deaths from heart disease and stroke, Tameside is ranked 148<sup>th</sup> out of 150 Local Authorities in England
- Deprivation levels are high in Tameside with around 9,950 children living in poverty
- In year 6, 33.3% of children are classified in the excess weight category, GCSE attainment, under 18 alcohol specific hospital admissions, hospital admissions for self-harm and injuries, breast feeding initiation and at 6 to 8 weeks and smoking in pregnancy are all significantly worse than the England average.
- Rates of smoking related deaths and hospital admissions for alcohol harm are significantly higher than the England average.

Health and Wellbeing across Tameside varies with wide inequalities existing across the borough with regard to health and wellbeing outcomes.

For example, life expectancy in Tameside as a whole is 78.6 years, but males in Ashton St Peters have a life expectancy that is 9.8 years less than a male from Denton West.

Similarly, a female from St Peter's has a life expectancy that is 7.1 years less than a female from Stalybridge South.

For the Electoral Wards with the greatest potential to be adversely impacted by the proposed changes to the Tameside Leisure Estate under Proposal 1, the following key health and well-being issues are worth consideration:

### **Ashton St Peter's**

- Most deprived ward in the borough.
- Lowest life expectancy for both males and females in the borough.
- 2nd highest rate of self-reported poor health and limiting long term conditions or disability.

- Highest level of under 75yrs CVD mortality in the borough.

#### Dukinfield

- Life Expectancy is the 3<sup>rd</sup> lowest in Tameside.
- Under 75yrs CVD mortality is similar to the Tameside average.
- 21% of the population have a limiting long term condition or disability.

#### Denton North East

- 5 year old good level of development is lower than the Tameside average.
- Similar levels of limiting long term conditions and disability as the Tameside average.
- 4<sup>th</sup> lowest rate of under 75yrs CVD mortality in the Borough.

### **The Tameside Physical Inactivity Challenge**

The review of the Tameside Leisure Estate is one component part of a much larger piece of work aimed at reducing physical inactivity in Tameside and enhancing the role that physical activity can play in improving the health of the local population, reducing avoidable demand for health and social care services, and contributing to economic growth and prosperity in the Borough.

Investment in Sports and Physical Activity is an 'invest to save' opportunity which directly impacts upon the health and wellbeing of the local population and reduces the demand for more costly health and social care services.

Physical inactivity is the fourth leading cause of many of the most significant health problems in the UK today.

The National Institute for Health and Clinical Excellence (NICE) have assessed brief interventions for physical activity as costing between £20 and £440 per Quality Adjusted Life Year which is significantly below the £30,000 per intervention threshold applied by NICE to determine cost effectiveness and led to physical inactivity being assessed by the Department of Health as providing "exceptional value for money".

A wide body of research from within the UK and internationally unequivocally identifies that investment in encouraging and enabling participation in physical activity is a cost effective method of increasing population health and reducing avoidable demand and expenditure.

Sport England also provide a wide range of evidence of the positive economic, social, cultural and health impact of Sports and Physical Activity: <https://www.sportengland.org/research/benefits-of-sport/>

The estimated cost of physical inactivity in Tameside is at least £21.5million per year in terms of avoidable health, social care and economic productivity costs.

A 1% reduction in physical inactivity would generate savings of approximately £0.65 million per year and if Tameside were to shift from its current level (32.81%) to the national average (28.95%), this would result in annual savings of approximately £2.6 million per year, or £52 million over a 20 year period.

Only 50.7% of adults in Tameside undertake 150 minutes of physical activity per week, compared to a national average of 57%.

It is estimated that in Tameside:

- Physical inactivity is directly responsible for 1 in 6 premature deaths each year – a total of 172 people in Tameside in 2014.
- If every adult in Tameside participated in 150 minutes of physical activity per week, we could annually prevent:
  - 1,344 new diabetes cases;
  - 60 new cases of breast cancer;
  - 21 new colorectal cancer cases;
  - 73 new case of Coronary Heart disease.

Physical Inactivity is directly correlated to deprivation levels, meaning that it is a significant factor in creating and maintaining health inequalities. Increasing participation amongst the most deprived is a vehicle for closing the health inequalities gap.

In terms of market segmentation, Tameside has an older sporting participation profile with none of the top 5 segments in population numbers being below the age of 36. However, these top 5 segments with the largest population numbers have average or below average rates of sports and physical activity participation. The reasons for these 5 segments participating tend to be recreational, social and with a strong personal health motivation. This is significant because any future leisure estate offer needs to be cognisant of these motivating factors to ensure it optimises the opportunity to impact upon rates of inactivity.

The impact of increasing physical activity in Tameside would be significant in terms of the health of the population, the demand and cost associated with ill health, and the contribution to economic growth within the Borough.

The presence of a high quality leisure estate, ran by a competent provider is a key prerequisite to realising this ambition.

### **Legal Considerations**

Under the Health and Social Care Act 2012, each Local Authority has a statutory responsibility to improve the health and wellbeing of the local community.

Tameside Council has powers under section 19 of the Local Government (Miscellaneous Provisions) Act 1976 to provide recreational facilities ourselves or to contribute to the costs of doing so by a voluntary organization.

Tameside Council also has power under section 1 of the Localism Act 2011 to do anything that individuals generally may do which could include the provision to operate Sports and Leisure facilities and activities.

Under section 507A of the Education Act 1996 the Council has a duty to ensure that facilities for primary and secondary education include adequate facilities for recreation and social and physical training for children who have not attained the age of 13 and under section 507B of the Education Act 1996 where a local authority in England must, so far as reasonably practicable, secure for qualifying young persons in the authority's area access to– (a) sufficient educational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities; and (b) sufficient recreational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities. “Qualifying young persons”, for the

purposes of this section, are– (a) persons who have attained the age of 13 but not the age of 20; and (b) persons who have attained the age of 20 but not the age of 25 and have a learning difficulty.

These duties are discharged as part of the education function of the Council and are not directly within the leisure services function.

Under the public sector equality duty (Section 149 of the Equality Act 2010) Tameside Council are required, as part of any decision to amend or alter a service, practice or provision, to pay due regard to the need to:

- a) Eliminate discrimination, victimisation & harassment;
- b) Advance equality of opportunity;
- c) Foster good relations, in respect of the nine protected characteristics of race, age, gender, disability, sexual orientation, religion or belief, gender reassignment, pregnancy & maternity, and marriage & civil partnership.

### **Public Consultation**

Through the Tameside Council 'Big Conversation' website we have consulted with a large number of local residents and stakeholders.

The consultation took place between 17 December 2015 and 11 February 2016.

It was available online and in paper format, and was promoted within Leisure Centres by staff.

In total, 1018 responses were received in this, together with responses through other channels such as emails, letters, via Elected Members, and the Council's 'Customer Relationship Management' (CRM) system. Full details of these are available within the Consultation Report (Appendix 2)

The consultation offered respondents the opportunity to answer in free form text on a number of questions in relation to their views on specific elements of the proposals set out within the consultation documents.

Each individual response was read and coded, and from these responses a number of common themes were identified.

The recurrent themes identified as part of the subjective comment analysis undertaken were broken down as follows:

- Distance and Access
- Impact on Health
- Impact on Children, Older Adults and Individuals with Disabilities
- Swimming Provision

A detailed breakdown of these is available in the 'Consultation Report' (Appendix 2)

## **Mitigation**

Mitigation will continue to be put into place to help alleviate and lessen any impact for affected individuals, groups and communities in as much as this is possible. This is set out further in the final sections of this EIA.

## **2c. Impact**

### **OVERVIEW**

During the consultation, 2 key recurrent themes emerged which warrant a specific mention prior to exploring the impact of individual proposals, these being:

- Distance and Accessibility.
- Swimming Provision in Tameside.

### **DISTANCE AND ACCESSIBILITY**

Extensive analysis has been undertaken as part of this EIA to identify the implications of each Proposal in terms of distance and accessibility for local residents. This has included analysis of:

- Driving times.
- Public transport and / or walking times.
- Public transport route accessibility.
- Car ownership data.

Proposal 1 would adversely impact upon accessibility to varying degrees dependent on the location of the sites which would close.

Analysis within this report has indicated that the adverse impact would be greatest in Ashton, and would be least impacting in Dukinfield.

Proposals 2(a) and 2(b) would see centres retained in all three localities thus considerably minimising issues relating to accessibility and distance.

However, the loss of swimming at Dukinfield under Proposal 2(a) and 2(b) would affect current users of Active Dukinfield, with that impact being most acutely felt by those who walk to Active Dukinfield in order to swim.

Analysis has shown that for those who drive or use public transport, the impact would be minimised as alternative provision could be accessed within a reasonable distance and timescale.

Specific steps will be identified to mitigate the impact on those who walk, and these are set out in the relevant section of this EIA.

Proposal 2(a) would also increase access to a conventional swimming offer to residents of Hyde, Hattersley and the wider South East segment of the Borough.



## **SWIMMING IN TAMESIDE – SUPPLY AND DEMAND ANALYSIS**

One of the strongest recurrent themes within the public consultation was the potential negative impact of the proposals on the availability and accessibility of water space to provide:

- General Swimming;
- School Swimming;
- Learn to Swim sessions;
- Club Swimming;
- Club Diving;
- Club Underwater Hockey / Octopush.

As such, a specific piece of specialist analysis was undertaken by independent consultants to explore the impact of the proposals on the supply of water space in Tameside, and the demand to use it.

This analysis utilised previous report findings, including the use of the Sport England Facilities Planning Model.

The key findings from this independent analysis are as follows:

### **Membership and Accessibility:**

- The current catchment membership for the 3 sites (Ashton, Denton and Dukinfield) is geographically clustered around the sites themselves which is likely to correlate with a strong sense of local ownership and loyalty to a local pool.
- Any reduction in the number of pools will inevitably mean that the most regular users of the current pools, in the localities which do not receive a new facility, will inevitably have to travel further.
- 71% of all current pool visits to these 3 sites are made by car, with 18% made by walking and 11% by public transport.
- For car based travel there is very good accessibility to alternative pool provision both within the borough and in neighbouring boroughs with a choice of at least 5 pools across the entire Borough, and up to 15-20 pools in most areas of the borough, within a 20 minute drivetime.

### **Market Segmentation:**

- Swimming is cited as a sport / activity of interest by 9 of the 19 market segments which are present in Tameside.
- These 9 segments represent 37.5% of the Tameside population, or approximately 84,000 local residents.
- This indicates that a large percentage of borough residents are interested in swimming, but do not swim at present.
- A high quality, modern facility can help to mobilise these people, with the Amateur Swimming Association estimating that a new facility can generate an increase in attendance of 40% above the rates achieved at older facilities.

### **The Current Swimming Estate:**

- The existing pool stock in Tameside is considerably older than regional or national averages.

- Pools of this age and condition are a barrier to participation.
- The existing pool stock requires attention.

#### The Current Swimming Offer:

- In spite of the age and condition of the pool stock, the swimming offer provided by Active Tameside and the various clubs within Tameside is extensive and has been the key to retaining the level of swimming participation in Tameside over recent years.

#### Supply and Demand:

- Supply and Demand was modelled using 2024 projected population figures (240,164) to ensure that any new investment was designed to meet future demand pressures.
- The current supply of available water space in Tameside is not sufficient to meet current or future demand.
- The demand for swimming in Tameside is 15,340 visits per week.
- To meet this level of demand would require 2,543 square metres of water.
- The current level of supply is 2,286.65 square metres of water – a net deficit of 256.80 square metres (*as a comparative measure, a standard 25m x 4 lane pool is 212 square metres*)
- Proposal 1 would exacerbate this discrepancy between supply and demand.
- The level of supply under the proposal set out as Proposal 1 is 2,092 square metres of water – a net deficit of 451 square metres.
- The level of supply under the proposal set out as Proposal 2(a) is estimated to be 2,480 square metres – a continued net deficit of 63 square metres, but an improvement of over 193 square metres on the current supply of water in Tameside.
- Proposal 2(a) could potentially achieve a supply / demand balance through increased opening hours across all sites and the flexibility that would be afforded by a 25m x 8 lane pool at one of the new sites.
- The level of supply under the proposal set out as Proposal 2(b), which does not involve extending the current swimming provision at Active Hyde, is estimated to be 2,143 square metres. Whilst this would represent an improvement of 51 square metres over Proposal 1, it is a reduction of 143.65 square metres on the current level of supply, and leaves net deficit of 400 square metres on the level of supply required to meet the level of demand, although some of this space deficit could be offset through increased opening hours, and the greater flexibility afforded by a 25m x 8 lane pool at one of the sites.
- The current estate is nearing capacity in relation to swimming demand at all sites except Copley. By 2024 it is projected that all sites except Copley (60%) and Dukinfield (83%) will be operating at 100% used capacity.

Site specific findings of the analysis will be reported in the assessment below.

#### **IMPACT OF SPECIFIC PROPOSALS**

To ensure coherence, this section will be broken down into 2 parts:

- Proposal 1 (Original Proposal)
- Proposals 2 (a) and 2(b) (Alternative Proposals)

The main issues explored will be the impact upon:

- Equalities (including Deprivation).
- Accessibility and Distance.
- Swimming Provision.

## **Proposal 1**

### **Introduction**

Proposal 1 involves the following 3 core elements:

- Close the existing Active Ashton, Active Denton and Active Dukinfield sites.
- Open a single new facility.
- Extend the current swimming provision at Active Hyde

### **Impact of the closure of Active Dukinfield**

#### **Equalities Impact:**

##### **Gender**

56.2% of Fitness Members at Active Dukinfield are female compared to 43.8% who are male.

53.3% of Swimming Lesson members at Active Dukinfield are female compared to 46.7% who are male.

As such, these proposals would have a greater impact on female members than male members.

However, this impact would be less than at Active Ashton and Active Denton given the lower centre usage figures.

##### **Age**

There is no reliable data pertaining to the age profile of members at specific sites, and so this section is reliant on data for the entire leisure estate and Active Tameside membership.

Under Proposal 1, there is a likely adverse impact on 0-15 year olds who make up the overwhelming majority (99.9%) of Swimming Lesson demand due to the reduction in available water space. This impact, based upon numbers, would be greatest at Active Ashton, followed by Active Denton. The least impact would be at Active Dukinfield.

The majority of Active Tameside fitness members (63.4%) are aged 22-50 and so any reduction in facilities is likely to impact upon them. This impact, based upon numbers accessing the centres, would be greatest at Active Ashton, followed by Active Denton. The least impact would be at Active Dukinfield.

##### **Disability**

Disability information is not a mandatory requirement of the Active Tameside membership form and there is no meaningful data pertaining to the number of current members who have a disability either by specific site or across the entire membership cohort.

However, 142 consultation respondents identified themselves as having some form of disability or

limiting health condition, although only 36 identified it as being a condition which limited them 'a lot'.

Of these 94.3% had used an Active Tameside Centre in the last 12 months with the majority using Ashton (59.7%) followed by Dukinfield (37.31%) and Denton (25.37%).

General Swimming was used by 76.5% of respondents.

As such, Proposal 1 could adversely impact upon this group due to the loss of facilities.

#### Race / Ethnicity

The closure of Active Dukinfield would have a far less significant impact than the closure of Active Ashton, but a greater impact than the closure of Active Denton.

Ashton has the most diverse membership profile of the sites considered under these proposals with 11.8% of fitness members and 16.5% of swimming lesson members coming from a non-White British background.

This compares to 1.2% (fitness) and 2.4% (swimming lessons) for Denton and 7% (fitness) and 8.3% (swimming lessons) for Dukinfield.

5.6% living within a 1 mile radius of Active Dukinfield are from a non-white background, compared to 20.42% for Active Ashton and 4.76% in Denton.

#### Sexual Orientation

There is no evidence that Proposal 1 would adversely impact on individuals or groups by sexual orientation as a result of proposed changes.

#### Religion and Belief

There is no evidence that Proposal 1 would adversely impact on individuals or groups by Religion or Belief as a result of proposed changes.

#### Pregnancy/Maternity

The potential undersupply of swimming pools and the reduction in the overall number of local facilities could potentially impact upon the accessibility of leisure provision for pregnant women in Dukinfield. The enhanced prenatal, postnatal and early years offer within the new facilities would positively impact upon this group amongst those who access the new provision.

#### Marriage/Civil Partnership

There is no evidence that Proposal 1 would adversely impact on individuals or groups by Marriage / Civil Partnership as a result of proposed changes.

#### Transgender / Gender Reassignment

There is no evidence that Proposal 1 would adversely impact on individuals or groups by who are transgender or who have undertaken (or are undertaking gender reassignment) as a result of proposed changes.

#### Deprivation

Whilst Dukinfield remains a relatively deprived community, the level of deprivation is far less significant than in Ashton for reasons set out in the section relating to the closure of Active Ashton.

As such, the overall impact of closing Dukinfield would be considerably less than closing Ashton in terms of the impact on health and deprivation.

### Distance and Accessibility Impact:

In relation to the potential closure of Active Dukinfield, analysis has been undertaken to identify:

- Alternative accessibility by drive time (peak and off peak driving times).
- Alternative accessibility by public transport and / or walking (peak centre usage times).
- Impact on those who walk.

Summary findings are as follows:

If Active Dukinfield was closed, in Off Peak (0900-1600hrs) conditions, users of the current Active Dukinfield site who drive could access the following alternative sites within 25 minutes:

- Active Ashton (5-10 minutes).
- Active Hyde (10-15 minutes).
- Active Ken Ward (10-15 minutes).
- Active Oxford Park (10-15 minutes).
- Active Denton (10-15 minutes).
- Active Medlock (15-20 minutes).
- Active Copley (15-20 minutes).
- Broadway Leisure Centre (New Moston) (15-20 minutes).
- 11 leisure facilities in other Boroughs (20-25 minutes).

NB – It is accepted that Active Ashton and Active Denton would close under Proposal 1, but they are included here for completed.

In Peak (0700-0900 and 1600 – 1900) conditions, users of the current Active Dukinfield site who drive could access the following alternative sites within 25 minutes:

- Active Hyde (10-15 minutes).
- Active Denton (15-20 minutes).
- Active Oxford Park (15-20 minutes).
- Active Ashton (15-20 minutes).
- Active Ken Ward (15-20 minutes).
- Active Copley (20-25 minutes).
- Broadway Leisure Centre (New Moston) (20-25 minutes).

Users of the current Active Dukinfield site could access alternative facilities within 30 minutes using a mixture of Public Transport and Walking at peak usage times. This is set out as maps in the supporting datapack, and as follows:

Alternative Site	0900-1100 Weekdays (minutes)	1600-1800 Weekdays (minutes)	1800-2000 Weekdays (minutes)	0900-1100 Saturday (minutes)	0900-1100 Sunday (minutes)
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Ashton	19.06	18.56	14.56**	19.06	18.33
Copley	16.93**	15.93**	15.93	16.93**	15.93**
Denton	N/A	N/A	28.77	N/A	29.22
Hyde	21.52	25.07	21.93	21.52	22.93
Oxford Park	N/A	N/A	28.49*	N/A	N/A

Non-swimming site accessed in shortest time\*

Swimming site access in shortest time\*\*

Sport England mapping of swimming facilities both within and outside Tameside (including private sector facilities) indicate that there are 20-25 swimming pools within a 25 minute drive of the current Active Dukinfield site.

If Active Dukinfield closed, there would not be a facility within 1 mile of the existing Active Dukinfield site, thus impacting upon those who might choose to walk. If the 18% walking figure were applied to Dukinfield core members this would be 128 individuals – the lowest of the three main affected sites. If the 18% walking figure were applied to casual attendees, this would be 509 individuals – the lowest of the three sites. Car ownership in this 1 mile area (68.8%) is marginally lower than the Tameside average (70.37%), but significantly higher than the areas with the least level of car ownership, such as in the 1 mile around Active Ashton (58.61%) and the 1 mile around Active Ken Ward (Hattersley) (61.45%). As such, it could be hypothesized that the actual affected figure would be slightly more than the 128 and 509 projected, but would remain less than the numbers affected at Denton and significantly less than the numbers affected by the closure of Active Ashton.

### **Swimming-Specific Impact:**

If Active Dukinfield were to close, an adverse impact would be felt by residents of Dukinfield who would have to travel further to access swimming provision.

The impact would be less than at Active Denton or Active Ashton due to lower usage numbers.

The impact on residents of Dukinfield is mitigated by:

- The average level of car ownership in this area making a large number of swimming facilities accessible within a 25 minute drive time.
- The accessibility of alternative provision during peak usage times via Public Transport (see above).

Those most impacted would be residents who currently walk to Dukinfield and who do not have access to a car (see above).

In terms of the numbers affected, the impact at Dukinfield would be less than either Ashton or Denton.

### **Impact of the closure of Active Ashton**

### **Equalities Impact:**

## Gender

56% of Fitness Members at Active Ashton are female compared to 44% who are male.

55.1% of Swimming Lesson members at Active Ashton are female compared to 44.9% who are male.

As such, these proposals would have a greater impact on female members than male members, and this number impact would be far greater at Active Ashton, than Active Denton or Active Dukinfield due to the significantly higher membership numbers.

## Age

There is no reliable data pertaining to the age profile of members at specific sites, and so this section is reliant on data for the entire leisure estate and Active Tameside membership.

Under Proposal 1, there is a likely adverse impact on 0-15 year olds who make up the overwhelming majority (99.9%) of Swimming Lesson demand, due to the reduction in overall water space. Based upon usage numbers, this impact would be greatest at Ashton, followed by Denton and then Dukinfield.

Overall, the majority of Active Tameside fitness members (63.4%) are aged 22-50 and so any reduction in facilities is likely to impact upon them. This impact would be greatest at Active Ashton followed by Active Denton and then Active Dukinfield.

It is also worth looking at the wider population around the existing sites to understand potential locality specific age impact.

Ashton has a higher prevalence of under 18's (22.93%) than the Borough average (22.11%), Denton (21.06%) or Dukinfield (22.47%) indicating a potential disproportionately negative impact on under 18's from the Ashton area.

## Disability

Disability information is not a mandatory requirement of the Active Tameside membership form and there is no meaningful data pertaining to the number of current members who have a disability either by specific site or across the entire membership cohort.

However, 142 of consultation respondents identified themselves as having some form of disability or limiting health condition, although only 36 identified it as being a condition which limited them 'a lot'.

Of these 94.3% had used an Active Tameside Centre in the last 12 months with the majority using Ashton (59.7%) followed by Dukinfield (37.31%) and Denton (25.37%).

General Swimming was used by 76.5% of respondents.

As such, Proposal 1 could adversely impact upon this group due to the loss of facilities and overall water space.

Ashton has the highest level of health harms in the Borough and the closure of Active Ashton is likely to have the greatest adverse impact on health and disability.

## Race / Ethnicity

The closure of Active Ashton would have a significant adverse impact in relation to Race / Ethnicity.

Ashton has the most diverse membership of the sites that are being considered under this

proposal with 11.8% of fitness members and 16.5% of swimming lesson members coming from a non-white background. This compares to 1.2% (fitness) and 2.4% (swimming lessons) for Denton and 7% (fitness) and 8.3% (swimming lessons) for Dukinfield.

The potential loss of the diverse membership of Active Ashton would lead to the core Active Tameside membership no longer being representative of the wider Tameside population. It could be argued that the diversity of the Ashton membership is what enables the core Active Tameside membership to be representative of the wider Tameside population, although it remains considerably below the wider representative rate, as 20.42% of people living within a 1 mile radius of the current Active Ashton site are from a non-white background compared to a Tameside average of 9.09%, 5.6% in Dukinfield and 4.76% in Denton.

#### Sexual Orientation

There is no evidence that Proposal 1 would adversely impact on individuals or groups by sexual orientation as a result of proposed changes.

#### Religion and Belief

There is no evidence that Proposal 1 would adversely impact on individuals or groups by Religion or Belief as a result of proposed changes.

#### Pregnancy/Maternity

The potential undersupply of swimming pools and the reduction in the overall number of local facilities could potentially impact upon the accessibility of leisure provision for pregnant women in Ashton. The enhanced prenatal, postnatal and early years offer within the new Wellness Centre would positively impact upon this group amongst those who access the new provision.

#### Marriage/Civil Partnership

There is no evidence that Proposal 1 would adversely impact on individuals or groups by Marriage / Civil Partnership as a result of proposed changes.

#### Transgender / Gender Reassignment

There is no evidence that Proposal 1 would adversely impact on individuals or groups by who are transgender or who have undertaken (or are undertaking gender reassignment) as a result of proposed changes.

#### Deprivation

The closure of Active Ashton would have the greatest impact of any site closures in terms of deprivation.

According to the 2015 Indices of Multiple Deprivation, Ashton St Peters (the location of Active Ashton) is amongst the worst 5% areas nationally in terms of Multiple Deprivation, Income Deprivation and Health Deprivation. It is also encircled by other areas of deprivation which fall into the worst 10% and worst 25%.

Within Tameside, Ashton St Peters Ward is ranked:

- 1st of 19 for Male Life Expectancy in Tameside (1 = lowest level of life expectancy);
- 1st of 19 for Female Life Expectancy (1 = lowest level of life expectancy);
- 4th of 19 for Childhood Obesity (Reception) (1 = highest level of obesity);
- 1st of 19 for % of ESA claimants for MSK conditions. (1 = highest % of ESA claimants for MSK conditions);
- 2nd of 19 for Predicted Coronary Heart Disease (1 = highest % of ESA claimants for



MSK conditions);

- 1st of 19 for Deprivation (IMD) (1 = Most Deprived);
- 1st of 19 for Unemployment rates (1= Highest Unemployment Rate);
- 1st of 19 for GCSE attainment (1 = lowest level of GCSE attainment).

Not retaining a leisure facility in this area would have a significant adverse impact on levels of deprivation and the health of the local population.

Dukinfield and Denton incorporate areas of deprivation, but to a lesser overall extent than Ashton.

#### **Distance and Accessibility Impact:**

To assess the impact of closing Active Ashton on distance and accessibility, analysis has been undertaken to identify:

- Alternative accessibility by drive time (peak and off peak driving times).
- Alternative accessibility by public transport and / or walking (peak centre usage times).

Summary findings are as follows:

Sport England mapping of swimming facilities both within and outside Tameside (including private sector facilities) indicate that there are more than 25 swimming pools within a 25 minute drive of the current Active Ashton site.

If Active Ashton were to close, in Off Peak (0900-1600hrs) conditions, users of the current Active Ashton site who drive could access the following sites within 25 minutes:

- Active Oxford Park (0-5 minutes).
- Active Denton (5-10 minutes).
- Active Dukinfield (5-10 minutes).
- Broadway Leisure Centre (New Moston) (5-10 minutes).
- Active Hyde (10-15 minutes).
- Active Ken Ward (10-15 minutes).
- Active Medlock (10-15 minutes).
- 4 leisure facilities in other Boroughs (10-15 minutes).
- Active Copley (15-20 minutes).
- 9 leisure facilities in other Boroughs (15-20 minutes).
- 8 leisure facilities in other Boroughs (20-25 minutes).

In Peak (0700-0900 and 1600 – 1900) conditions, users of the current Active Ashton site who drive could access the following sites within 25 minutes:

- Active Oxford Park (5-10 minutes).
- Active Dukinfield (10-15 minutes).
- Broadway Leisure Centre (New Moston) (10-15 minutes).
- Active Denton (10-15 minutes).

- Active Ken Ward (15-20 minutes).
- Active Hyde (15-20 minutes).
- Active Medlock (15-20 minutes).
- 4 leisure facilities in other Boroughs (15-20 minutes).
- Active Copley (20-25 minutes).
- 5 leisure facilities in other Boroughs (10-15 minutes).

If Ashton were to close, users of the current Active Ashton site could access alternative facilities within 30 minutes using a mixture of Public Transport and Walking at peak usage times as follows:

Alternative Site	0900-1100 Weekdays (minutes)	1600-1800 Weekdays (minutes)	1800-2000 Weekdays (minutes)	0900-1100 Saturday (minutes)	0900-1100 Sunday (minutes)
Copley	21.33	21.33	17.33	22.33	16.33**
Denton	22.50	24.82	18.91	22.50	19.91
Dukinfield	17.38**	21.51	16.38**	17.38**	18.32
Hyde	29.98	N/A	26.98	26.98	26.98
Medlock	18.95	19.95**	18.95	18.95	18.95
Oxford Park	12.25*	12.25*	11.25*	11.25*	11.25*

Non-swimming site accessed in shortest time \*

Swimming site access in shortest time \*\*

If Active Ashton closed, there would not be a facility within 1 mile of the existing Active Ashton site, thus impacting upon those who might choose to walk. If the 18% walking figure were applied to Ashton members this would be 492 individuals – the highest of the three main affected sites. If the 18% walking figure were applied to casual attendees, this would be 850 individuals – the highest of the 3 affected sites. Car ownership in this 1 mile area (58.61%) is significantly lower than the Tameside average (70.37%) and amongst the worst in Tameside. As such, it could be hypothesized that the actual affected figure would be significantly higher than the 492 and 850 projected and would be significantly higher than Active Denton and Active Dukinfield.

### Swimming-Specific Impact:

Overall, this Proposal would leave a significant deficit between the supply of water space in Tameside and the demand to utilise it.

This deficit would be greater than is currently the case.

This would lead to a reduction in capacity for all core swimming activity, but specifically:

- School swimming.
- Learn to swim.
- General Swimming.
- Club Swimming and Diving.

The impact of closing Active Ashton would be compounded by:

- The relatively low level of access to a car in Ashton restricting the accessibility of alternative swimming provision across a large range of sites within a 20 minute drive time
- The finding of the independent supply and demand analysis that not locating a pool facility in Ashton would have the greatest adverse impact on:
  - Reducing the level of resident access to swimming pools (especially for those without access to a car);
  - Creating a localised imbalance between supply and demand;
  - Displacing demand that could not be absorbed elsewhere.

The impact on Ashton would be mitigated by:

- The accessibility of alternative swimming provision at Denton, Copley or Medlock at peak usage times via Public Transport.

Those most impacted would be residents who currently walk to Ashton and who do not have access to a car.

### **Impact of the closure of Active Denton**

#### **Equalities Impact:**

##### Gender

56% of Fitness Members at Active Denton are female compared to 44% who are male.

53.7% of Swimming Lesson members at Active Denton are female compared to 46.3% who are male.

As such, these proposals would have a greater impact on female members than male members. Based upon centre usage numbers, this impact would be less than at Active Ashton, but more than at Active Dukinfield.

##### Age

There is no reliable data pertaining to the age profile of members at specific sites, and so this section is reliant on data for the entire leisure estate and Active Tameside membership.

Under Proposal 1, there is a likely adverse impact on 0-15 year olds who make up the overwhelming majority (99.9%) of Swimming Lesson demand, due to the reduction in overall available water space. This impact would be greatest at Active Ashton, followed by Active Denton and then Active Dukinfield.

The majority of Active Tameside fitness members (63.4%) are aged 22-50 and so any reduction in facilities is likely to impact upon them. This impact would be greatest at Active Ashton which has a fitness membership (1639), followed by Active Denton (168) and then Active Dukinfield (130).

It is also worth looking at the wider population around the existing sites to understand potential locality specific age impact.

Denton specifically has an older age profile with 24.11% of those living in a 1 mile radius of the current site being aged 60 and over, compared to a Borough average of 22.76% and figures of

19.25% around Ashton and 20.85% around Dukinfield. This group of Denton residents aged 60+ would be adversely impacted if this site were to close, and this is significant given the demand that this group potentially generate for health and social care services if they are unable to remain physically active.

#### Disability

Disability information is not a mandatory requirement of the Active Tameside membership form and there is no meaningful data pertaining to the number of current members who have a disability either by specific site or across the entire membership cohort.

However, 142 of the consultation respondents identified themselves as having some form of disability or limiting health condition, although only 36 identified it as being a condition which limited them 'a lot'.

Of these 94.3% had used an Active Tameside Centre in the last 12 months with the majority using Ashton (59.7%) followed by Dukinfield (37.31%) and Denton (25.37%).

General Swimming was used by 76.5% of respondents.

As such, Proposal 1 could adversely impact upon this group due to the loss of facilities and overall waterspace.

#### Race / Ethnicity

The closure of Active Denton would have limited impact in relation to Race / Ethnicity compared to the other two centres included in Proposal 1.

The numbers of non-white members at Active Denton are lower than Active Dukinfield and significantly less than Active Ashton.

4.76% of people living within a 1 mile radius of the current Active Denton site are from a non-white background, compared to a Tameside average of 9.09%, 5.6% in Dukinfield and 20.42% in Ashton.

#### Sexual Orientation

There is no evidence that Proposal 1 would adversely impact on individuals or groups by sexual orientation as a result of proposed changes.

#### Religion and Belief

There is no evidence that Proposal 1 would adversely impact on individuals or groups by Religion or Belief as a result of proposed changes.

#### Pregnancy/Maternity

The potential undersupply of swimming pools and the reduction in the overall number of local facilities could potentially impact upon the accessibility of leisure provision for pregnant women in Denton. The enhanced prenatal, postnatal and early years offer within the new Wellness Centre would positively impact upon this group amongst those who access the new provision.

#### Marriage/Civil Partnership

There is no evidence that Proposal 1 would adversely impact on individuals or groups by Marriage / Civil Partnership as a result of proposed changes.

#### Transgender / Gender Reassignment

There is no evidence that Proposal 1 would adversely impact on individuals or groups by who are transgender or who have undertaken (or are undertaking gender reassignment) as a result of

proposed changes.

Deprivation

Whilst there are areas of considerable deprivation within Denton, the impact of closing Active Denton would be significantly less than the impact in Ashton which is the most multiply-deprived area of the Borough.

**Distance and Accessibility Impact:**

To understand the impact of closing Active Denton on distance and accessibility, analysis has been undertaken to identify:

- Alternative accessibility by drive time (peak and off peak driving times).
- Alternative accessibility by public transport and / or walking (peak centre usage times).

Summary findings are as follows:

If Active Denton closed, in Off Peak (0900-1600hrs) conditions, users of the current Active Denton site who drive could access the following sites within 25 minutes:

- Active Hyde (5-10 minutes).
- Active Oxford Park (5-10 minutes).
- Active Ken Ward (5-10 minutes).
- Active Medlock (10-15 minutes).
- Active Dukinfield (10-15 minutes).
- Broadway Leisure Centre (New Moston) (10-15 minutes).
- 9 leisure facilities in other Boroughs (15-20 minutes).
- Active Copley + 5 leisure facilities in other Boroughs (20-25 minutes).

In Peak (0700-0900 and 1600 – 1900) conditions, users of the current Active Denton site who drive could access the following sites within 25 minutes:

- Active Hyde (10-15minutes).
- Active Oxford Park (10-15 minutes).
- Active Ken Ward (10-15 minutes).
- Active Dukinfield (15-20 minutes).
- Active Medlock (15-20 minutes).
- Broadway Leisure Centre (New Moston) (15-20 minutes).
- 8 leisure facilities in other Boroughs (20-25 minutes).

If Active Denton closed, users of the current Active Denton site could access alternative facilities within 30 minutes using a mixture of Public Transport and Walking at peak usage times as follows:

Alternative Site	0900-1100 Weekdays (minutes)	1600-1800 Weekdays (minutes)	1800-2000 Weekdays (minutes)	0900-1100 Saturday (minutes)	0900-1100 Sunday (minutes)
Ashton	21.68	23.82	19.68**	21.68	19.68

Dukinfield	29.53	29.53	27.53	29.53	N/A
Hyde	20.54**	21.54**	20.54**	17.54**	17.54**
Ken Ward	24.45	26.45	21.45	20.45	20.45
Oxford Park	16.49*	18.49*	15.49*	16.49*	15.49*

Non-swimming site accessed in shortest time \*

Swimming site access in shortest time \*\*

Sport England mapping of swimming facilities both within and outside Tameside (including private sector facilities) indicate that there are more than 25 swimming pools within a 25 minute drive of the current Active Denton site.

The greatest access impact amongst would be felt amongst those who currently walk to Active Denton. If the 18% walking figure were applied to Denton core members this would be 213 individuals. If the 18% walking figure were applied to Denton casual attendees this would be 668 individuals. Both of these figures are higher than Dukinfield, but lower than Ashton. However, it is of note that the level of car ownership in this 1 mile area (71.01%) is higher than the Tameside average (70.37%), and significantly higher than the areas with the least level of car ownership, such as in the 1 mile around Active Ashton (58.61%) and the 1 mile around Active Ken Ward (Hattersley) (61.45%). As such, it could be hypothesized that the actual affected figure would be slightly less than the 213 and 668 projected, but would still be higher than the numbers affected at Dukinfield.

### Swimming-Specific Impact:

Overall, this Proposal would leave a significant deficit between the supply of water space in Tameside and the demand to utilise it.

This deficit would be greater than is currently the case.

This would lead to a reduction in capacity for all core swimming activity, but specifically:

- School swimming.
- Learn to swim.
- General Swimming.
- Club Swimming and Diving.

The impact on residents of Denton is mitigated by:

- The relatively high level of car ownership in this area making a large number of swimming facilities accessible within a 20 minute drive time.
- The accessibility of alternative provision during peak usage times via Public Transport albeit these journey would be longer than those experienced by Ashton or Dukinfield residents.

Those most impacted would be residents who currently walk to Active Denton who do not have access to a car.

The proposal to extend Active Hyde opens up a new conventional swimming facility within an accessible distance to the current Active Denton facility.

### **Impact of Extending the Swimming Provision at Active Hyde**

This Proposal, through the extension to Active Hyde, would also open up a conventional swimming offer to residents of Hyde, Hattersley and the Southeast of the borough who are currently amongst the most undersupplied with swimming provision in the entire borough.

### **Equality Impact**

#### Gender

This part of proposal 1 would enhance the availability of swimming provision to residents of Hyde, Hattersley and the southeast of the Borough, thus having a positive impact on both male and female residents from those areas.

#### Age

There is no reliable data pertaining to the age profile of members at specific sites, and so this section is reliant on data for the entire leisure estate and Active Tameside membership.

Under this part of Proposal 1, there is a likely positive impact on 0-15 year olds who make up the overwhelming majority (99.9%) of Swimming Lesson demand due to the provision of greater swimming capacity in this part of the Borough.

These proposals would enhance the swimming offer to all ages in the Hyde area and would create an accessible core swimming offer to residents of Hattersley and the southeast of the Borough, who currently have amongst the least access to swimming provision.

This is significant because the area within a 1 mile radius of the current Active Hyde site has a disproportionately high level of under 18's (23.23% against a Borough Average of 22.11%) within the population who would be positively impacted by this proposal.

Within a 1 mile radius of the existing Active Ken Ward (Hattersley) facility, which does not have a swimming provision, there are disproportionately high levels of both under 18's (24.02% against a Borough Average of 22.11%) and over 60's (22.76% against a Tameside average of 21.91%), both of whom are key demographics in improving population health and reducing health and social care demand.

#### Disability

These proposals would enhance the swimming offer to disabled residents in the Hyde area and would create an accessible core swimming offer to disabled residents of Hattersley and the southeast of the Borough, who currently have amongst the least access to swimming provision.

#### Race / Ethnicity

This feature of Proposal 1 would have a positive impact in relation to Race / Ethnicity.

These proposals would enhance the swimming offer to the Hyde area and would create an accessible core swimming offer to residents of Hattersley and the southeast of the Borough, who currently have the amongst the least access to swimming provision. This is significant because Hyde is one of the most ethnically diverse areas of Tameside, with 13% of residents within a 1 mile radius of Active Hyde coming from a non-White British background.

### Sexual Orientation

There is no evidence that Proposal 1 would impact on individuals or groups by sexual orientation as a result of proposed changes.

### Religion and Belief

There is no evidence that Proposal 1 would impact on individuals or groups by Religion or Belief as a result of proposed changes.

### Pregnancy/Maternity

The enhanced prenatal, postnatal and early years offer within the new Wellness Centre would positively impact upon this group amongst those who access the new provision.

### Marriage/Civil Partnership

There is no evidence that Proposal 1 would adversely impact on individuals or groups by Marriage / Civil Partnership as a result of proposed changes.

### Transgender / Gender Reassignment

There is no evidence that Proposal 1 would adversely impact on individuals or groups by who are transgender or who have undertaken (or are undertaking gender reassignment) as a result of proposed changes.

### Deprivation

Hattersley is amongst the worst 5% areas of England in terms of Multiple Deprivation, Income Deprivation and Health Deprivation. Creating additional opportunities to access alternative leisure provision, through the addition of a conventional swimming offer at Active Hyde could contribute to reducing this level of deprivation, particularly in relation to Health.

### **Distance and Access**

The addition of a conventional swimming facility will improve access for Hyde residents.

The addition of a conventional swimming offer would also open up access to a conventional swimming provision for residents of Hattersley and the south east segment of the Borough which is currently amongst the most under-supplied in the Borough for accessible waterspace.

The addition of a conventional swimming facility at Active Hyde will place conventional swimming within 5-10 minutes during peak driving time for residents of Hattersley, whereas it is currently 10-15 minutes to access Glossop Pool (non-Active Tameside site) and 15-20 minutes to access the nearest Active Tameside facilities.

Current access to conventional swimming sites from Active Ken Ward (Hattersley) via a mix of walking and Public Transport is as follows:

Conventional Swimming Sites	0900-1100 Weekdays (minutes)	1600-1800 Weekdays (minutes)	1800-2000 Weekdays (minutes)	0900-1100 Saturday (minutes)	0900-1100 Sunday (minutes)
Denton	30.51	30.51	23.51		20.51
Dukinfield	34.21	34.05	28.03		34.21



Copley	30.17	36.17	30.17		37.17
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Under Proposal 1 it would be as follows:

Conventional Swimming Sites	0900-1100 Weekdays (minutes)	1600-1800 Weekdays (minutes)	1800-2000 Weekdays (minutes)	0900-1300 Saturday (minutes)	0900-1300 Sunday (minutes)
Hyde	21.52	19.47	18.33		18.33

### **Proposal 1 Summary**

- Overall, Proposal 1 would lead to a greater deficit between the supply of swimming and the demand for swimming which would inevitably lead to a significant reduction in swimming based activity.
- There is sufficient accessible alternative provision in place to justify the closure of any of the 3 main affected sites within these proposals.
- The greatest adverse impact in terms of equalities, deprivation, swimming provision and current membership would be felt through the closure of Active Ashton, followed by Active Denton and then Active Dukinfield.
- The extension to Active Hyde would have a significant positive impact for residents of Hyde, Hattersley and the southeast segment of the Borough who are currently amongst the most undersupplied in terms of available water space.

### **Proposal 2**

#### **Proposal 2(a):**

- Close the existing Active Denton site.
- Retain the existing Active Ashton site.
- Open a new facility (including a swimming pool) in Denton.
- Refurbish the existing Dukinfield Site (without a swimming pool) and with a focus on a high quality, high volume gym and fitness provision.
- Extend the current provision in Hyde.

#### **Equalities Impact:**

##### Gender

The majority of Active Tameside members are females.

As such, these proposals would have a greater impact on female members than male members.

However, this impact could be positive due to the overall increase in available water space and the enhanced provision that will be delivered from the new facility, including gender-specific activity, and provision for pregnancy, postnatal and early years.

## Age

There is no reliable data pertaining to the age profile of members at specific sites, and so this section is reliant on data for the entire leisure estate and Active Tameside membership.

Under Proposal 2(a), there is a likely positive impact on 0-15 year olds who make up the overwhelming majority (99.9%) of Swimming Lesson demand due to the provision of greater swimming capacity, and the provision of 2 new facilities at Denton and Hyde.

Overall, the majority of Active Tameside fitness members (63.4%) are aged 22-50 and so any reduction in facilities is likely to impact upon them. Under Proposal 2(a) the overall increase in water space, the development of 2 new facilities and a refurbished site could have an overall positive impact on this cohort.

It is also worth looking at the wider population around the existing sites to understand potential locality specific age impact.

Denton specifically has an older age profile with 24.11% of those living in a 1 mile radius of the current site being aged 60 and over, compared to a Borough average of 22.76% and figures of 19.25% around Ashton and 20.85% around Dukinfield. This group of Denton residents aged 60+ would be positively impacted under Proposal 2(a).

Ashton has a higher prevalence of under 18's (22.93%) than the Borough average (22.11%), Denton (21.06%) or Dukinfield (22.47%) indicating a potential positive impact on under 18's from the Ashton area through the retention of the existing centre.

There are no age demographic groups in Dukinfield that stand out as being specifically outside the Tameside norm, thus warranting specific attention, with the proportion of over 60's (20.85%) being less than the Tameside average (21.91%) and the proportion of under 18's (22.47%) being broadly similar to the Tameside average (22.11%).

These proposals would enhance the swimming offer to all ages in the Hyde area and would create an accessible core swimming offer to residents of Hattersley and the southeast of the Borough, who currently have amongst the least access to swimming provision. This is significant because the area within a 1 mile radius of the current Active Hyde site has a disproportionately high level of under 18's (23.23% against a Borough Average of 22.11%) within the population who would be positively impacted by this proposal.

Within a 1 mile radius of the existing Active Ken Ward (Hattersley) facility, which does not have a swimming provision, there are disproportionately high levels of both under 18's (24.02% against a Borough Average of 22.11%) and over 60's (22.76% against a Tameside average of 21.91%), both of whom are key demographics in improving population health and reducing health and social care demand.

## Disability

Disability information is not a mandatory requirement of the Active Tameside membership form and there is no meaningful data pertaining to the number of current members who have a disability either by specific site or across the entire membership cohort.

However, 142 of the consultation respondents identified themselves as having some form of disability or limiting health condition, although only 36 identified it as being a condition which limited them 'a lot'.

Of these 94.3% had used an Active Tameside Centre in the last 12 months with the majority using Ashton (59.7%) followed by Dukinfield (37.31%) and Denton (25.37%).

General Swimming was used by 76.5% of respondents.

As such, the overall increase in water space under Proposal 2(a) would be more beneficial overall than Proposal 1, but would potentially impact upon disabled existing members from Dukinfield.

These proposals would enhance the swimming offer to disabled residents in the Hyde area and would create an accessible core swimming offer to disabled residents of Hattersley and the southeast of the Borough, who currently have amongst the least access to swimming provision.

#### Race / Ethnicity

Proposal 2(a) would have a positive impact in relation to Race / Ethnicity.

Ashton has the most diverse membership profile of the sites considered under these proposals with 11.8% of fitness members and 16.5% of swimming lesson members coming from a non-White British background.

This compares to 1.2% (fitness) and 2.4% (swimming lessons) for Denton and 7% (fitness) and 8.3% (swimming lessons) for Dukinfield.

20.42% of people living within a 1 mile radius of the current Active Ashton site are from a non-white background compared to a Tameside average of 9.09%, 5.6% in Dukinfield and 4.76% in Denton.

As such, the retention of the facility at Ashton is important.

These proposals would enhance the swimming offer to the Hyde area and would create an accessible core swimming offer to residents of Hattersley and the southeast of the Borough, who currently have the amongst the least access to swimming provision. This is significant because Hyde is one of the most ethnically diverse areas of Tameside, with 13% of residents within a 1 mile radius of Active Hyde coming from a non-White British background.

#### Sexual Orientation

There is no evidence that Proposal 2(a) would adversely impact on individuals or groups by sexual orientation as a result of proposed changes.

#### Religion and Belief

There is no evidence that Proposal 2(a) would adversely impact on individuals or groups by Religion or Belief as a result of proposed changes.

#### Pregnancy/Maternity

The enhanced prenatal, postnatal and early years offer within the new Wellness Centre would positively impact upon this group amongst those who access the new provision, and especially for Ashton and Denton residents living in close proximity to the new facilities.

#### Marriage/Civil Partnership

There is no evidence that Proposal 2(a) would adversely impact on individuals or groups by Marriage / Civil Partnership as a result of proposed changes.

#### Transgender / Gender Reassignment

There is no evidence that Proposal 2(a) would adversely impact on individuals or groups by who are transgender or who have undertaken (or are undertaking gender reassignment) as a result of proposed changes.

#### Deprivation

According to the 2015 Indices of Multiple Deprivation, Ashton St Peters, the location of Active

Ashton is amongst the worst 5% areas of England in terms of Multiple Deprivation, Income Deprivation and Health Deprivation. It is also encircled by other areas of deprivation which fall into the worst 10% and worst 25%.

Within Tameside, Ashton St Peters Ward is ranked:

- 1st of 19 for Male Life Expectancy in Tameside (1 = lowest level of life expectancy).
- 1st of 19 for Female Life Expectancy (1 = lowest level of life expectancy).
- 4th of 19 for Childhood Obesity (Reception) (1 = highest level of obesity).
- 1st of 19 for % of ESA claimants for MSK conditions. (1 = highest % of ESA claimants for MSK conditions).
- 2nd of 19 for Predicted Coronary Heart Disease (1 = highest % of ESA claimants for MSK conditions).
- 1st of 19 for Deprivation (IMD) (1 = Most Deprived).
- 1st of 19 for Unemployment rates (1= Highest Unemployment Rate).
- 1st of 19 for GCSE attainment (1 = lowest level of GCSE attainment).

Retaining a leisure facility in this area is essential in terms of reducing levels of deprivation and tackling existing health challenges.

Dukinfield incorporates areas of deprivation, but to a lesser overall extent than Ashton.

Denton incorporates areas of deprivation, but to a lesser overall extent than Ashton.

Hyde incorporates areas of deprivation, but to a lesser overall extent than Ashton.

Hattersley is amongst the worst 5% areas of England in terms of Multiple Deprivation, Income Deprivation and Health Deprivation. Creating additional opportunities to access alternative leisure provision, through the addition of a conventional swimming offer at Active Hyde could contribute to reducing this level of deprivation, particularly in relation to Health.

### **Distance and Accessibility Impact:**

Under Proposal 2(a) no facilities would close and so there would be no impact on accessibility.

However, there would no longer be a swimming pool at Dukinfield and the impact of this is explored in the 'swimming-specific' section below.

The impact of the addition of a conventional swimming facility at Active Hyde is captured under Proposal 1.

The summary conclusions for Proposal 2(a) in relation to distance and accessibility are as follows:

- Under 2(a) there would be no adverse impact on accessibility as all of the key affected towns would retain a leisure facility.
- The loss of swimming provision at Active Dukinfield could be mitigated for those who drive or can utilize public transport as both Active Ashton and Active Copley can be accessed within acceptable timescales.

- There would be a positive impact in terms of access to swimming for residents of Hyde, Hattersley and the wider southeast area of the Borough.

**Swimming-Specific Impact:**

This Proposal, whilst retaining a small deficit between supply and demand, represents an improvement on the current situation and builds in greater flexibility around pool usage, thus creating the opportunity to significantly increase swimming participation numbers in Tameside.

In proposal 2(a), the primary adverse impact would be felt by residents of Dukinfield who would lose the existing swimming pool.

Under Proposal 2(a), in Off Peak (0900-1600hrs) conditions, users of the current Active Dukinfield site who drive could access the following Tameside swimming sites within 20 minutes:

- Active Ashton (5-10 minutes).
- Active Denton (10-15 minutes).
- Active Hyde (10-15 minutes).
- Active Medlock (15-20 minutes).
- Active Copley (15-20 minutes).

Under Proposal 2(a), in Peak (0700-0900 and 1600 – 1900) conditions, users of the current Active Dukinfield site who drive could access the following swimming sites within 20 minutes:

- Active Hyde (10-15minutes).
- Active Ashton (15-20 minutes).
- Active Denton (15-20 minutes).

Under Proposal 2(a), users of the current Active Dukinfield site could access alternative swimming facilities within 30 minutes using a mixture of Public Transport and Walking at peak usage times as follows:

Alternative Site	Swimming	0900-1100 Weekdays (minutes)	1600-1800 Weekdays (minutes)	1800-2000 Weekdays (minutes)	0900-1100 Saturday (minutes)	0900-1100 Sunday (minutes)
Ashton		19.06	18.56	14.56**		18.33
Denton		N/A	N/A	28.77		29.22
Copley		16.93**	15.93**	15.93		15.93**
Hyde		21.52	25.07	21.93		22.93

**Swimming site accessed in shortest time \*\***

Sport England mapping of swimming facilities both within and outside Tameside (including private sector facilities) indicate that there are 20-25 swimming pools within a 25 minute drive of the current Active Dukinfield site.

Under Proposal 2(a) there would not be a swimming facility within 1 mile of the existing Active

Dukinfield site, thus impacting upon those who might choose to walk. If the 18% walking figure were applied to Dukinfield core members this would be 128 individuals – the lowest of the three main affected sites. If the 18% walking figure were applied to casual attendees, this would be 509 individuals – the lowest of the three sites. Car ownership in this 1 mile area (68.8%) is marginally lower than the Tameside average (70.37%), but significantly higher than the areas with the least level of car ownership, such as in the 1 mile around Active Ashton (58.61%) and the 1 mile around Active Ken Ward (Hattersley) (61.45%). As such, it could be hypothesized that the actual affected figure would be slightly more than the 128 and 509 projected. This total figure of 627 is less than a scenario where Denton has no facility (881 individuals) or Ashton has no facility (1342 individuals).

The overall impact on Dukinfield is mitigated by :

- The average level of car ownership in this area making a large number of swimming facilities accessible within a 20 minute drive time.
- The accessibility of alternative provision at Ashton, Hyde, Denton or Copley during peak usage times via Public Transport.
- Proposals to provide a free shuttle bus service to Active Ashton and Active Copley during peak usage times.

As explored in Proposal 1, the extension to Active Hyde would also open up a conventional swimming offer to residents of Hattersley and the Southeast of the borough who are currently unable to access an Active Tameside swimming facility via public transport within an acceptable time period and who are amongst the most undersupplied with swimming provision in the entire borough.

### **Proposal 2(b)**

- Close the current Active Denton site.
- Retain the existing Active Ashton.
- Open a new facility (including a swimming pool) in Denton.
- Refurbish the existing Dukinfield Site (without a swimming pool) and with a focus on a high quality, high volume gym and fitness provision.

### **Equalities Impact:**

#### **Gender**

As proposal 2(a), however, proposal 2(b) would not realise the positive impact in Hyde and the southeast of the Borough that Proposal 1 and Proposal 2(a) would deliver.

#### **Age**

There is no reliable data pertaining to the age profile of members at specific sites, and so this section is reliant on data for the entire leisure estate and Active Tameside membership.

Under Proposal 2(b), there is a likely adverse impact on 0-15 year olds who make up the overwhelming majority (99.9%) of Swimming Lesson demand due to the loss of overall water space compared to the current situation and Proposal 2(a), but which would be less of a reduction than under Proposal 1. This could be mitigated to some extent through the provision of longer opening hours and more flexible swimming capacity in the new facilities.

Overall, the majority of Active Tameside fitness members (63.4%) are aged 22-50 and so any

reduction in facilities is likely to impact upon them. The retention and growth of fitness facilities at all sites (including in new facilities) should mean that this impact is positive.

Proposal 2(b) would not realise the positive impact in Hyde and the southeast of the Borough that Proposal 1 and Proposal 2(a) would deliver.

#### Disability

Disability information is not a mandatory requirement of the Active Tameside membership form and there is no meaningful data pertaining to the number of current members who have a disability either by specific site or across the entire membership cohort.

However, 142 of the consultation respondents identified themselves as having some form of disability or limiting health condition, although only 36 identified it as being a condition which limited them 'a lot'.

Of these 94.3% had used an Active Tameside Centre in the last 12 months with the majority using Ashton (59.7%) followed by Dukinfield (37.31%) and Denton (25.37%).

General Swimming was used by 76.5% of respondents.

The loss of water space under Proposal 2(b) would potentially adversely impact this group, especially in the Dukinfield area. This could be mitigated to some extent through the provision of longer opening hours and more flexible swimming capacity in the new facilities.

The adverse impact would be less than Proposal 1, but could still be negative.

#### Race / Ethnicity

Proposal 2(b) would have no meaningful adverse impact in relation to Race / Ethnicity.

Proposal 2(b) would not realise the positive impact in Hyde and the southeast of the Borough that Proposal 1 and Proposal 2(a) would deliver.

#### Sexual Orientation

There is no evidence that Proposal 2(b) would adversely impact on individuals or groups by sexual orientation as a result of proposed changes.

#### Religion and Belief

There is no evidence that Proposal 2(b) would adversely impact on individuals or groups by Religion or Belief as a result of proposed changes.

#### Pregnancy/Maternity

The enhanced prenatal, postnatal and early years offer within the new Wellness Centre would positively impact upon this group amongst those who access the new provision, and especially for Denton residents living in close proximity to the new facilities.

Proposal 2(b) would not realise the positive impact in Hyde and the southeast of the Borough that Proposal 1 and Proposal 2(a) would deliver.

#### Marriage/Civil Partnership

There is no evidence that Proposal 2(b) would adversely impact on individuals or groups by Marriage / Civil Partnership as a result of proposed changes.

#### Transgender / Gender Reassignment

There is no evidence that Proposal 2(b) would adversely impact on individuals or groups by who are transgender or who have undertaken (or are undertaking gender reassignment) as a result of proposed changes.

### Deprivation

Proposal 2(b) would not realise the positive impact in Hyde and the southeast of the Borough that Proposal 1 and Proposal 2(a) would deliver.

### **Distance and Accessibility Impact:**

As per Proposal 2(a)

### **Swimming-Specific Impact:**

The level of supply under the proposal set out as Proposal 2(b), which does not involve extending the current swimming provision at Active Hyde, is estimated to be 2,143 square metres.

Whilst this would represent an improvement of 51 square metres over Proposal 1(all variables), it is a reduction of 143.65 square metres on the current level of supply, and a net deficit of 400 square metres on the level of supply required to meet the level of demand.

Some of this deficit could be offset through longer opening hours and more flexible use of the large pool facility, but there could be a reduction in capacity for all core swimming activity, and specifically:

- School swimming.
- Learn to swim.
- General Swimming.
- Club Swimming and Diving.

In this specific Proposal, the primary adverse impact would be felt by residents of Dukinfield who would lose the existing swimming pool. This impact is explored in detail under Proposal 2(a).

This Proposal would not open up a conventional swimming offer to Hattersley and the Southeast of the borough who are currently unable to access an Active Tameside swimming facility via public transport within an acceptable time period and who are amongst the most undersupplied with swimming provision in the entire borough

### **Protected Characteristics – Recurring Themes**

#### Gender

Female Active Tameside Members are more likely to be affected than male Active Tameside members.

52.9% of Active Tameside Fitness Members are female compared to 47.1% who are male.

53.1% of Active Tameside Fitness Members are female compared to 46.9% who are male.

However, this should be mitigated by the ambition for this review to be the catalyst for the development of a much more wide-ranging and meaningful 'offer' for all members and all residents.

The impact is likely to be most adverse in Proposal 1 and most positive in Proposal 2(a)



## Age

Under Proposal 1, there is a likely adverse impact on 0-15 year olds who make up the overwhelming majority (99.9%) of Swimming Lesson demand due to the loss of available water space.

Under Proposal 2(a), 0-15 year olds should benefit from greater swimming capacity in new facilities.

Under Proposal 2(b), there is a likely adverse impact on 0-15 year olds who make up the overwhelming majority (99.9%) of Swimming Lesson demand due to the loss of available water space.

Overall, the majority of Active Tameside fitness members (63.4%) are aged 22-50 and so any reduction in facilities is likely to impact upon them. The greatest impact would be under Proposal 1 and would be most acute at Active Ashton followed by Active Denton and then Active Dukinfield. Proposals 2(a) and 2(b) would positively impact on this group through the retention of sites and the improvement in facilities.

Proposal 2(a) would create the greatest benefits in terms of increasing opportunities for participation amongst under 18's and over 60's which is key to improving population health and reducing health and social care demand.

## Disability

Disability information is not a mandatory requirement of the Active Tameside membership form and there is no meaningful data pertaining to the number of current members who have a disability.

However, 142 of consultation respondents identified themselves as having some form of disability or limiting health condition, although only 36 identified it as being a condition which limited them 'a lot'.

Of these, 94.3% had used an Active Tameside Centre in the last 12 months with the majority using Ashton (59.7%) followed by Dukinfield (37.31%) and Denton (25.37%).

General Swimming was used by 76.5% of respondents.

As such, Proposal 1 could adversely impact upon this group due to the loss of facilities and overall water space.

Proposal 2(a) should benefit this group overall, although the closure of the pool facilities at Dukinfield could have an adverse impact upon a small number which could be mitigated through the provision of shuttle bus facilities at peak times to Active Ashton and Active Copley.

## Race / Ethnicity

Information relating to the ethnicity of current Active Tameside members is limited as it is not a mandatory field on the application form. As such ethnicity information is only available for 1761 / 7154 (24.6%) of fitness members and 1577 / 4646 (33.9%) of swimming lesson members.

However, from this information we are able to conclude that the Active Tameside membership is broadly similar to the wider Tameside population in terms of ethnicity and that overall there should be no specific adverse impact on any group as a result of their ethnicity.

The figures are as follows:

<b>Ethic Group</b>	<b>Fitness Members (n=1761 where ethnicity is</b>	<b>% of Fitness Members</b>	<b>Swimming Lesson members (n=1577) where ethnicity is</b>	<b>% of Swimming Lesson</b>
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	recorded)		recorded	Members
White British	1629	92.5%	1443	91.5%
White (Other)	27	1.5%	14	1.0%
Asian (All Categories)	52	3.0%	43	2.7%
Black (All Categories)	9	0.5%	19	1.2%
Mixed Heritage (All Categories)	14	0.8%	18	1.1%
Other (All Categories)	30	1.7%	40	2.5%

Retaining a provision in Ashton and extending the existing facilities at Active Hyde will maximise the opportunity to increase engagement and participation across the Tameside BME community.

Having no facility in Ashton would have a significant adverse impact upon the provision of Sport and Leisure services to BME communities in Tameside.

Proposal 2(a) would have the most positive impact.

#### Sexual Orientation

There is no evidence to show there would be any impact on individuals or groups by sexual orientation as a result of proposed changes,

#### Religion and Belief

There is no evidence to show there would be any impact in relation to race or ethnicity.

#### Pregnancy/Maternity

There is no evidence to show there would be any impact on pregnancy / maternity as a result of proposed changes. It is worth noting that this is a potential area of improvement as the deliver ambition within the proposed new centre will have a strong antenatal, post-natal and early years offer, which will represent a considerable improvement on the current offer.

It is not anticipated that there will be an impact on this protected characteristic group as a result of the proposed changes. No responses alluded to impact on individuals or groups by marriage/civil partnership

#### Transgender / Gender Reassignment

There is no data available to indicate the degree to which people of transgender identity are resident in the Borough, and similarly the use of the Leisure Estate by this particular group. Furthermore, no issues in this category were raised in the consultation

#### Deprivation

Tameside is a multiply deprived Borough with pockets of acute deprivation within the worst 5% nationally.

The most deprived area of Tameside is in Ashton and, more specifically, Ashton St Peters. The

loss of provision in this area could have a significant detrimental impact on the health and wellbeing of that community.

Proposal 2(a) would have a positive impact on deprivation as it would retain facilities in all areas, including a new and increased swimming offer, and would increase swimming accessibility to the Hattersley area which is also within the 5% most deprived areas nationally.

Proposal 2(b) would have a less adverse impact on deprivation than Proposal 1, but would have less of a positive impact than Proposal 2(a).

## **SUMMARY OF IMPACT OF PROPOSALS**

### **Proposal 1**

#### **Introduction**

Proposal 1 involves the following 3 core proposals:

- Close the existing Ashton, Denton and Dukinfield sites.
- Open a single new facility at a new site.
- Extend the current provision in Hyde.

#### **Equality Impact**

- The closure of any facility will have an adverse impact on the affected locality.
- The greatest impact would be felt through the closure of Active Ashton, followed by Active Denton and then Active Dukinfield.
- The extension to Active Hyde will have a positive impact in Hyde, Hattersley and the wider south east section of the Borough.

#### **Distance and Accessibility:**

- There is sufficient alternative accessible provision to enable any of the sites to be closed.

#### **Swimming:**

- None of the 3 models within Proposal 1 would provide sufficient available water supply to meet the demand for swimming in Tameside and Proposal 1 would lead to an undersupply of available water space and a reduction in the availability of swimming in Tameside.
- This could directly impact upon levels of participation, physical inactivity rates and the health of the local population.

### **Proposal 2**

#### **Introduction**

Proposal 2 has two potential models depending on whether an extension to Active Hyde is included or not:

#### Proposal 2(a):

- Close the current Active Denton site.
- Retain the existing Active Ashton site.
- Open a new facility (including a swimming pool) in Denton
- Refurbish the existing Dukinfield Site (without a swimming pool) and with a focus on a high quality, high volume gym and fitness provision.
- Extend the current provision in Hyde.

#### Proposal 2(b):

- Close the current Active Denton site.
- Retain the current Active Ashton site.
- Open a new facility (including a swimming pool) in Denton.
- Refurbish the existing Dukinfield Site (without a swimming pool) and with a focus on a high quality, high volume gym and fitness provision.

#### **Proposal 2(a)**

##### **Equalities**

- Proposal 2(a) would have no specific negative impact in terms of equalities.
- Proposal 2(a) would provide an enhanced offer to some of the most deprived communities in Tameside (Ashton and Hattersley), one of the most diverse communities in Tameside (Hyde), and the communities with highest levels of under 18's (Ashton), and high levels of over 60's (Denton).
- Proposal 2(a) would create an excellent platform upon which to develop a new service offer which is more wide-ranging, targeted, and focussed upon health and wellbeing.
- Proposal 2(a) would also retain provision in the most diverse, deprived and unhealthy area of Tameside (Ashton) and enhance the accessible provision for another area with high levels of deprivation and poor health (Hattersley).

##### **Accessibility**

- Proposal 2(a) would have limited impact in terms of overall accessibility as all locations would retain a facility.
- Proposal 2(a) would increase access to swimming for residents of Hyde, Hattersley and the south east of the Borough.

##### **Swimming**

- Proposal 2(a) would increase overall available water space in Tameside and creates an opportunity to have a level of supply that meets projected demand.
- Proposal 2(a) would require mitigation to minimise the potential adverse impact on:
  - People who walk to swim at Active Dukinfield.
  - Schools who undertake swimming lessons at Active Dukinfield.
- Proposal 2(a) would also increase conventional swimming accessibility to residents of

Hyde, Hattersley and the south east area of the Borough, which is currently undersupplied.

## **Proposal 2(b)**

### **Equalities**

- Proposal 2(b) would have no specific negative impact in terms of equalities.
- It would retain provision in one of the most deprived communities in Tameside (Ashton), one of the most diverse communities in Tameside (Ashton), and the communities with high levels of under 18's (Ashton), and high levels of over 60's (Denton).
- Proposal 2(b) would create an acceptable platform upon which to develop a new service offer which is more wide-ranging, targeted, and focussed upon health and wellbeing.
- Not increasing accessibility to conventional swimming to residents of Hyde and Hattersley mean that that the potential positive impact would be less than in 2(a).

### **Accessibility**

- Proposal 2(a) would have limited adverse impact in terms of overall accessibility as all locations would retain a facility.

### **Swimming**

- Proposal 2(b) would reduce overall available waterspace in Tameside, but the impact would be less significant than Proposal 1, and could be mitigated through longer opening hours and a more flexible 8 lane x 25m pool at one of the new facilities.
- Proposal 2(b) would require mitigation to minimise the potential adverse impact on:
  - People who walk to swim at Active Dukinfield
  - Schools who undertake swimming lessons at Active Dukinfield.
- Proposal 2(b) would not increase conventional swimming accessibility to residents of Hyde, Hattersley and the south east area of the Borough, and this area would remain undersupplied.

## **OVERALL CONCLUSIONS**

	<b>Equalities</b>	<b>Accessibility</b>	<b>Social / Health</b>	<b>Swimming Demand</b>
<b>Proposal 1</b>	No	Partial	No	No
<b>Proposal 2(a)</b>	Yes	Yes	Yes	Yes
<b>Proposal 2(b)</b>	Yes	Yes	Partial	Partial

Proposal 2(a) will:

- Provide a Leisure Estate with sufficient supply to meet demand (including swimming).
- Retain provision in all existing areas where a site exists.
- Ensure that residents of Dukinfield who drive or use public transport have reasonable access to alternative swimming provision.

- Have the least overall impact on those who walk to go swimming.
- Put in place mitigation to support those who walk to Dukinfield to access swimming at alternative sites.
- Increase access to a core swimming offer in Hattersley and to southeast of the Borough.

**Proposal 2(a) will form the basis for the proposal to be taken to the Councils Executive Cabinet on 24 March 2016.**

**2d. Mitigations** *(Where you have identified an impact, what can be done to reduce or mitigate the impact?)*

Loss of access for people who walk to swim at Dukinfield	Provide of a free shuttle bus service to alternative swimming sites at Ashton and Copley for a pilot period of time to assess level of demand.
Loss of access for schools who swim at Dukinfield	Develop and implement proposals to ensure that feasible alternative provision is available for schools that use the Active Dukinfield facility for swimming lessons.
Anxiety amongst current Active Dukinfield Members about accessing swimming facilities at unfamiliar sites	Develop and implement supported visits to alternative swimming facilities for Active Dukinfield members who would benefit from additional support.

**2e. Evidence Sources**

An extensive supporting data pack is available which underpins the key findings within this document.

In addition, the following sources of information and data were utilised in developing this Equality Impact Assessment:

- Big Conversation Public Consultation 17/12/15 to 11/2/16
- Census 2011
- Tameside Joint Strategic Needs Assessment 2015
- Rapid Health Needs Assessment (Leisure Estate)
- TfGM Mapping of Public Transport / Walking Times
- TMBC Analysis of Drive Times
- An Assessment of the Tameside Leisure Estate (DTZ)
- Facilities Planning Model – Swimming Supply and Demand analysis (Sport England)
- Tameside Swimming Supply and Demand Analysis (V4 Consultancy)
- Needs and Evidence Base for Swimming in Tameside (Neil Allen Associates)
- Active Tameside membership data
- Experian Active Tameside Membership Mapping (Micromarketer)

<b>2f. Monitoring progress</b>		
<b>Issue / Action</b>	<b>Lead officer</b>	<b>Timescale</b>
Provide of a free shuttle bus service to alternative swimming sites at Ashton and Copley for a pilot period of time to assess level of demand.	Angela Hardman Mark Tweedie	Prior to the closure of swimming provision at Active Dukinfield
Develop and implement proposals to ensure that feasible alternative provision is available for schools that use the Active Dukinfield facility for swimming lessons.	Angela Hardman Mark Tweedie	Prior to the closure of swimming provision at Active Dukinfield
Develop and implement supported visits to alternative swimming facilities for Active Dukinfield members who would benefit from additional support.	Angela Hardman Mark Tweedie	Prior to the closure of swimming provision at Active Dukinfield

<b>Signature of Service Unit Manager</b>	<b>Date</b>
<b>D. Boulger</b>	<b>25/2/16</b>
<b>Signature of Assistant Executive Director</b>	<b>Date</b>
<b>A. Hardman</b>	<b>25/2/16</b>

# APPENDIX 2 – CONSULTATION REPORT

## TAMESIDE LEISURE REVIEW

### CONSULTATION REPORT

#### 1. Background

- 1.1 A Public Consultation around the future of the Tameside Leisure Estate took place from 17 December 2015 until 11 February 2016.
- 1.2 The consultation relating to a set of indicative proposals that were taken to the Tameside Council Executive Cabinet on 16 December 2015.
- 1.3 The survey was delivered online via the Big Conversation, part of the Council website.
- 1.4 In addition we received:
  - 65 letters from members of the public (including 29 letters from pupils at Heys Primary School and 31 letters from pupils at Denton West Primary School)
  - 2 submissions from Elected Members
  - 1 written response from Active Tameside
  - 4 contacts via the Tameside Council CRM system
  - 2 paper copies of the consultation papers which were then uploaded onto the online version.
- 1.5 This report focuses on the results of the online questionnaire on the Council website, feedback from CRM requests, and incoming letters / emails.
- 1.6 We are aware of a number of online petitions, but these have not been submitted to the Council.



## 2.0 Response Rate / Demographics

2.1 In total, 1018 responses were received to the Big Conversation survey online.

2.2 In terms of demographics, of those who provided details the sample can be broken down as follows:

Demographic Group	Tameside Population	Achieved Sample
<b>Gender</b>		Total Completed = 739 (72.6%)
Male	49.1	26.25 (n=545)
Female	50.9	73.75% (n=194)
<b>Age*</b>		Total Completed = 687 (67.5%)
18 and Under	23.3	5.8% (n=40)
19-29	13.7	16.6% (n=114)
30-39	12.3	29.4% (n=202)
40-49	14.6	22.4% (n=154)
50-59	13.4	13.7% (n=94)
60-69	11.2	8.7% (n=60)
70+	11.4	3.3% (n=23)
<b>Ethnicity</b>		Total Completed= 715 (70.2%)
White British	90.9	93.29% (n=667)
Other BME	9.1	6.71% (n=48)
<b>Disability or Health Problem</b>		Total Completed = 716 (70.3%)
Yes	20.9	19.69% (n=141)
No	79.1	81.31% (n=575)
<b>Carer</b>		Total Completed=718 (70.5%)
Yes	11	24.09% (n=173)
No	89	75.91% (n=545)

\* Source for Age is Nomis mid-year population estimates 2014. Other data in the above table is sourced from Census 2011.

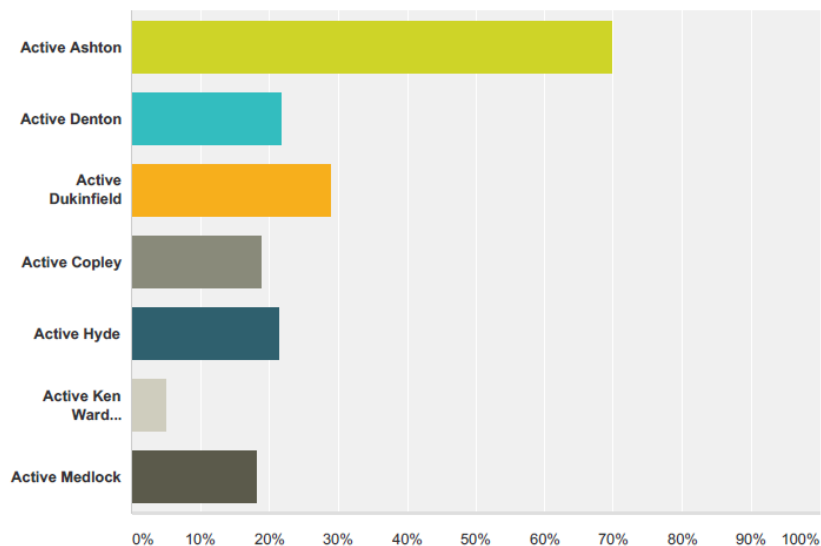
2.3 The majority of respondents (81.27%) described themselves as 'members of the public'. The second most popular response (7.28%) was 'other' which primarily consisted of Elected Members, Club members and individuals who defined themselves in a specific family role.

**3. Question 2 – Have you used an Active Tameside Centre in the last 12 months?**

- 3.1 97.5% (n=993) of respondents answered this question.
- 3.2 92.85% of respondents stated that they had used an Active Tameside Centre in the last 12 months.
- 3.3 There was a very low response rate from non-Members of Active Tameside.

**4. Question 3 – Please indicate which of the following core centres you have used during this time.**

- 4.1 47.8% (n=487) of respondents answers this question.
- 4.2 69.82% of respondents had used Active Ashton over the past 12 months. This was considerably more than any other Centre as set out in the chart below:



Answer Choices	Responses	
Active Ashton	69.82%	340
Active Denton	21.77%	106
Active Dukinfield	28.95%	141
Active Copley	18.89%	92
Active Hyde	21.56%	105
Active Ken Ward (Hattersley)	4.93%	24
Active Medlock	18.07%	88
<b>Total Respondents: 487</b>		

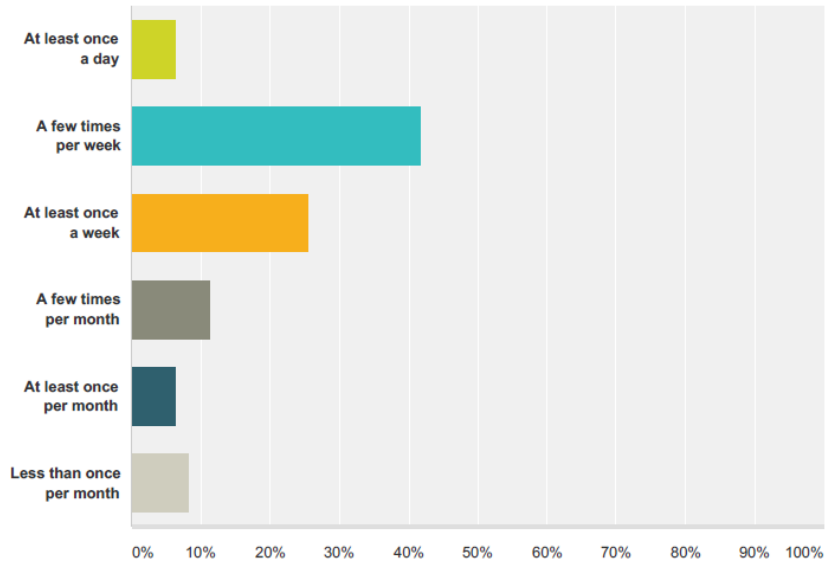
- 4.3 Unsurprisingly, the 4 centres that are potentially the most affected by these proposals are the ones that have generated the greatest number of responses.
- 4.4 The high prevalence of responses from Ashton reflects the fact this is the busiest of the main affected sites, with the highest number of members.

**5. Question 4 – How often do you use Active Tameside Centres?**

5.1 48.1% (n=490) of respondents answered this question.

5.2 41.84% of respondents stated that they use a Centre a few times a week, which was the most popular response.

5.3 The full breakdown of responses to this question are set out in the chart below:



Answer Choices	Responses	
At least once a day	6.53%	32
A few times per week	41.84%	205
At least once a week	25.51%	125
A few times per month	11.22%	55
At least once per month	6.53%	32
Less than once per month	8.37%	41
<b>Total</b>		<b>490</b>

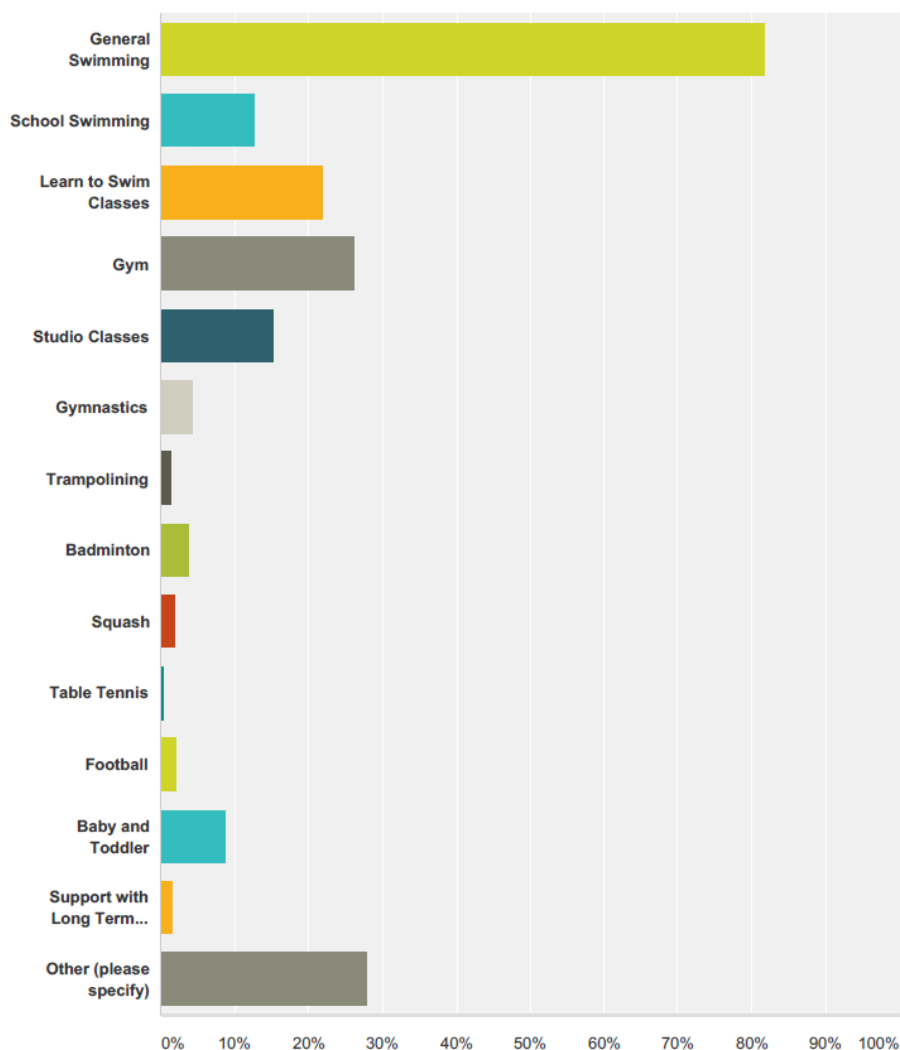
## 6. Question 5 – Which facilities do you use at the Active Tameside Centres?

6.1 47.9% (n=488) of respondents answered this question.

6.2 The overwhelming majority of respondents provided responses linked to swimming, with 'General Swimming' by far the most popular response (81.76%), with Learn to Swim (21.93%) and School Swimming (12.70%) also featuring prominently.

6.3 It is also worth noting that 28.07% of respondents replied 'other' and an analysis of the associated free text found that this is primarily driven by club swimming and underwater hockey / octopush.

6.4 The full breakdown of responses to this question is set out in the chart below:



6.5 Given the prominent role of swimming within the consultation, a specific piece of supplementary work was undertaken to fully understand the impact of these proposals on swimming supply and demand and the key findings from this have been incorporated into the Equality Impact Assessment, which should be read in conjunction with this report, and into the final proposals.

**7. Question 6 – Based upon the proposals, you have just read, what impact would the closure of the three Active Tameside sites (Ashton, Denton and Dukinfield) have on you?**

7.1 73.3% (n=746) of respondents answered this question making it the most responded to free text question.

7.2 This question required free text responses which were then coded to identify recurrent themes.

7.3 The most common recurrent themes were as follows:

Theme	Number who raised the theme	Proportion (%) of those who responded to this question who raised the theme	Proportion (%) of total respondents who raised this theme
Concern about needing to travel further	257	34.5%	25.2%
Concern about loss of swimming lessons	257	34.5%	25.2%
Concerns about transport needed to access facilities	196	26.3%	19.3%
Concern about the impact on the health and wellbeing of children	156	20.9%	15.3%
Concern about the negative impact that loss of facilities would have on communities	149	20.0%	14.6%
Would have to stop attending	140	18.8%	13.8%
Would lead to the respondent being less active	138	18.5%	13.6%

7.4 These could be grouped into 3 overarching concerns:

- Accessibility
- Health Impact
- Impact on Communities

**8. Question 7 – What alternative provision would you like to see provided in those areas where it is proposed an Active Tameside site will be closed?**

8.1 66.4% (n=676) of respondents answered this question.

8.2 This question required free text responses which were then coded to identify recurrent themes.

8.3 The most common recurrent themes were as follows:

Theme	Number who raised the theme	Proportion (%) of those who responded to this question who raised the theme	Proportion (%) of total respondents who raised this theme
Request for larger or more swimming facilities	156	23.1%	15.3%
Keep the current facilities as they are	146	21.6%	14.3%
No alternative provision required	118	17.5%	11.6%

8.4 These could be grouped as:

- A desire for any new facilities to have a strong aquatics offer
- A desire to retain the existing estate, either in its current condition or refurbished

8.5 Very few responses sought to identify meaningful and appropriate alternative provision for the potentially affected areas.

**9. Question 8 – Do you have any other comments you wish to make on the proposal to extend swimming facilities at Active Hyde?**

9.1 59.16% (n=602) of respondents answered this question.

9.2 This question required free text responses which were then coded to identify recurrent themes.

9.3 The most common recurrent themes were as follows:

Theme	Number who raised the theme	Proportion (%) of those who responded to this question who raised the theme	Proportion (%) of total respondents who raised this theme
Hyde is too far away from the potentially affected sites	122	20.3%	12.0%
There are transport issues in terms of getting to Hyde	118	19.6%	11.6%
There is not a proper pool at Hyde	117	19.4%	11.5%
Hyde is difficult to access	93	15.4%	9.1%

9.4 These themes could be grouped as concerns in relation to:

- Accessibility
- Suitability

9.5 Overall, there was limited support for this option if it was to be provided as a means to mitigate the loss of two existing centres primarily due to perceptions relating to accessibility and a lack of understanding that this extension would involve the provision of a conventional swimming pool at this site, and would also open up conventional swimming to residents in the southeast of the Borough.

**10. Question 9 – Please give us your views on what you think the new Tameside Wellness Centre should be like.**

10.1 48.7% (n=496) of respondents answered this question.

10.2 This question required free text responses which were then coded to identify recurrent themes.

10.3 The most common recurrent themes were as follows:

Theme	Number who raised the theme	Proportion (%) of those who responded to this question who raised the theme	Proportion (%) of total respondents who raised this theme
Should incorporate larger or more swimming facilities	123	24.7%	12.1%
Not needed – Keep facilities as they are	89	17.9%	8.7%
Should include a range of facilities, like at the existing centres	59	11.8%	5.8%
Should include fitness facilities	58	11.7%	5.7%

10.4 These responses could be grouped as follows:

- Desire for the new facility to have a strong aquatics offer alongside a range of other health and fitness facilities.
- A perception that this is not required and that the current facilities should be retained.

10.5 The low response rate to this question could indicate that we have not successfully articulated the ambitions around the proposed new centre and the benefits it would bring.



**11. Question 10 – Do you have any other comments you would like to make about the proposals set out in the report you have just read.**

11.1 44.6% (n=454) of respondents answered this question.

11.2 This question required free text responses which were then coded to identify recurrent themes.

11.3 The most common recurrent themes were as follows:

Theme	Number who raised the theme	Proportion (%) of those who responded to this question who raised the theme	Proportion (%) of total respondents who raised this theme
Don't close facilities	209	46.0%	20.5%

11.4 The over-riding theme in this section was a clear resistance toward the closure of any sites and a general opposition to the proposals.

## 12. Summary of recurrent overall themes within the consultation and TMBC response

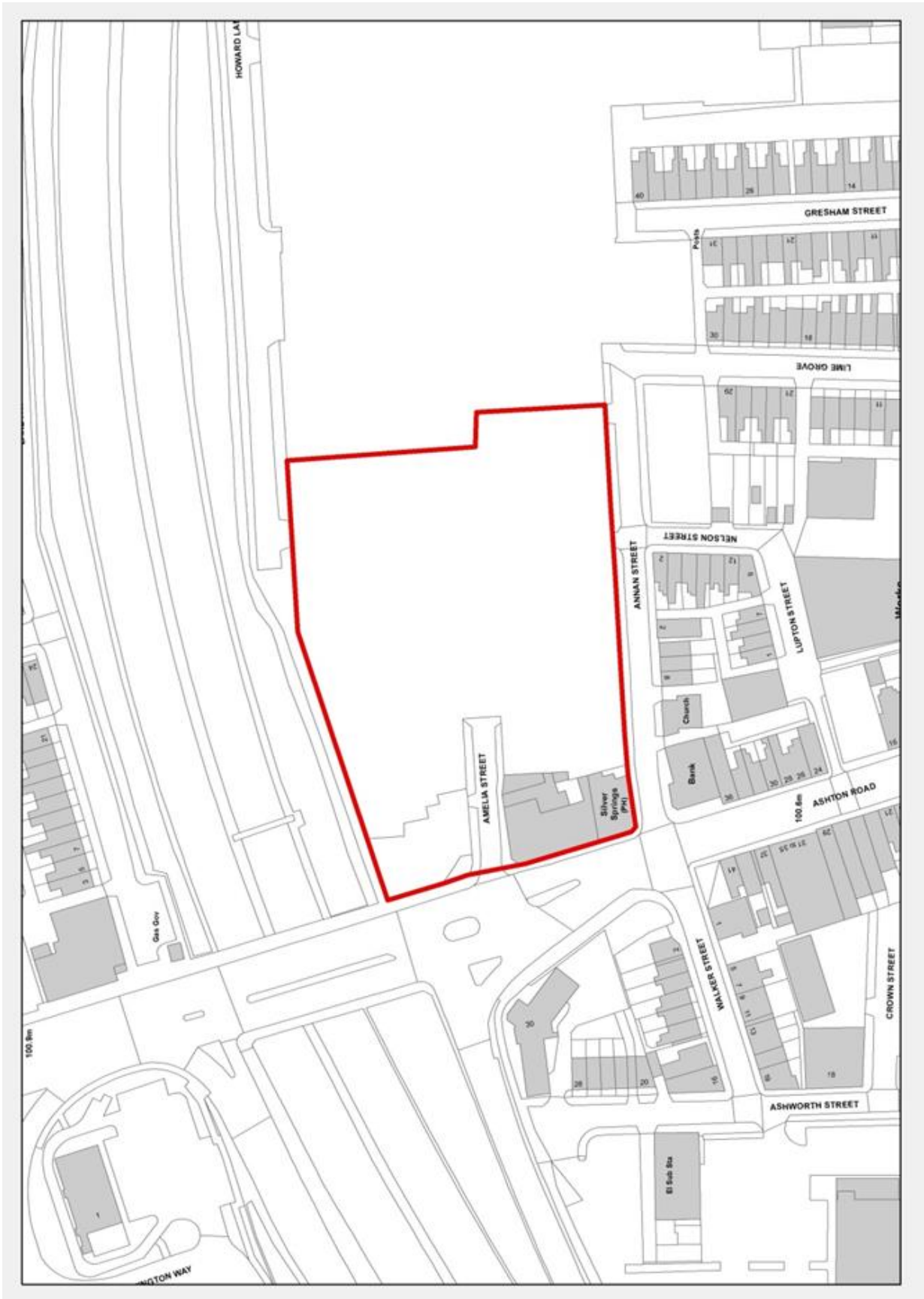
12.1 Below is a summary of the core themes that have been drawn from the narrative comments collated through the online consultation, the letters received and the comments provided on the TMBC CRM system.

CONSULTATION FEEDBACK THEME	TAMESIDE MBC RESPONSE
<p><b>1. GENERAL OPPOSITION</b></p> <ul style="list-style-type: none"> <li>• Don't close facilities.</li> <li>• Keep the leisure estate as it is.</li> <li>• Renovate the existing facilities.</li> </ul>	<p>The centres that are specifically affected by these proposals have been independently assessed by 2 separate specialist consultants who have concluded that they are no longer fit for purpose, that refurbishment would not be an effective or value for money option, and that they are at risk of catastrophic operational failure.</p> <p>This specifically applies to Denton and Dukinfield, whilst the identified potential lifespan is slightly longer at Ashton.</p> <p>Leaving the estate as it is or refurbishing these facilities does not represent a feasible option.</p> <p>However, the Council has looked again at the potential impact that closures would have on local communities and has changed the initial proposals to reflect a new model which is aimed at addressing the concern raised.</p>
<p><b>2. DISTANCE AND ACCESSIBILITY</b></p> <ul style="list-style-type: none"> <li>• Reducing the leisure estate by 3 facilities and adding 1 plus an extension at Hyde will reduce accessibility.</li> </ul>	<p>Extensive work has been undertaken to understand the impact of the proposals on accessibility and distance.</p> <p>This has including mapping a wide range of scenarios in terms of:</p> <ul style="list-style-type: none"> <li>• Driving Times</li> <li>• Public Transport</li> <li>• Walking</li> </ul> <p>Our conclusion is that the initial proposal would lead to a reduction in accessibility for those who walk to a Leisure Facility and that this impact would be most significant if the new facility was not in Ashton, followed by Denton and with the least impact felt at Dukinfield.</p> <p>For those who drive or use public transport, alternative provision would remain available within an acceptable timescale, although this is less so for Denton than for Dukinfield or Ashton.</p>

	<p>The proposals will increase accessibility to a conventional swimming offer for residents of Hyde and the south east of the Borough, including Hattersley.</p> <p>Due to the potential impact on accessibility and swimming provision, alternative proposals have been developed for progression and it has been assessed that they will have minimal impact on local residents, except for a specific impact on people who walk to swim at Active Dukinfield.</p>
<p><b>3. SWIMMING</b></p> <ul style="list-style-type: none"> <li>• The proposals will leave insufficient capacity for learn to swim, school swimming, club activities and general swimming.</li> <li>• Any final proposals should include a strong aquatics offer with larger pools.</li> </ul>	<p>Due to the significant emphasis on swimming within this consultation, a separate piece of specialist independent analysis was undertaken on behalf of the Council.</p> <p>It concluded that the initial proposals did leave insufficient water supply for swimming in Tameside.</p> <p>As a result, the initial proposals have been changed so that the final proposals reflect an increase in available water space, a new large pool, and a much stronger swimming offer than currently exists.</p> <p>The proposals will also increase accessibility to a conventional swimming offer for residents of Hyde and the south east of the Borough, including Hattersley.</p>
<p><b>4. IMPACT ON CHILDREN</b></p> <ul style="list-style-type: none"> <li>• The proposal will leave insufficient capacity for learn to swim and school swimming.</li> <li>• The proposals could reduce the potential of children to have access to facilities in their locality.</li> <li>• The proposals could harm the long term health of local children.</li> </ul>	<p>These proposals are intended to serve as a catalyst for increasing participation amongst children and young people in Tameside as a means of improving the long term health of the Tameside population.</p> <p>Due to the significant emphasis on school swimming and learn to swim sessions within this consultation, a separate piece of specialist independent analysis was undertaken on behalf of the Council.</p> <p>It concluded that the initial proposals did leave insufficient water supply for swimming in Tameside.</p> <p>As a result, the initial proposals have been changed so that the final proposals reflect an increase in available water space, a new large pool, and a much stronger swimming offer for children and young people than currently exists.</p>
<p><b>5. IMPACT ON OLDER ADULTS</b></p>	<p>These proposals are intended to serve as a catalyst for increasing participation amongst older adults in Tameside as a means of</p>

<ul style="list-style-type: none"> <li>• The proposals could reduce the potential for older adults to have access to facilities in their locality.</li> <li>• The proposals could harm the long term health of local older adults.</li> <li>• The proposals could increase social isolation and loneliness.</li> </ul>	<p>improving the health of the Tameside population.</p> <p>The amended proposals will not see any area lose a leisure facility, although there will cease to be a swimming pool at Dukinfield.</p> <p>The new facilities will be designed to better meet the needs of older adults and there will be an increase in the range of activities targeted specifically towards this group.</p>
<p><b>6. IMPACT ON DISABLED PEOPLE</b></p> <ul style="list-style-type: none"> <li>• The proposals could reduce accessibility for disabled people if facilities are placed a significant distance from where they live.</li> </ul>	<p>The facilities that are directly affected by the proposals do not currently meet the needs of disabled people in Tameside.</p> <p>These proposals are intended to serve as a catalyst for increasing participation amongst people with a disability in Tameside as a means of improving the health of the Tameside population.</p> <p>The amended proposals will not see any area lose a leisure facility, although there will cease to be a swimming pool at Dukinfield.</p> <p>As such, the new facilities will be designed to better meet the needs of people with a disability and there will be an increase in the range of activities targeted specifically towards this group.</p>
<p><b>7. IMPACT ON HEALTH</b></p> <ul style="list-style-type: none"> <li>• The proposals could adversely impact upon the health of the Tameside population.</li> </ul>	<p>These proposals are intended to serve as a catalyst for increasing participation in physical activity as a means of improving the health of the Tameside population.</p> <p>The levels of activity amongst Tameside residents is currently too low, and the level of physical inactivity is very high and generating significant levels of health harm and demand for health and social care services.</p> <p>The amended proposals will not see any area lose a leisure facility, although there will cease to be a swimming pool at Dukinfield.</p> <p>The final proposal, which have been fully cognisant of the feedback received during the consultation will provide a solid platform upon which we can realise our ambition of a healthy and active local population.</p>

# APPENDIX 3 – PROPOSED SITE OF NEW ACTIVE DENTON FACILITY



## APPENDIX 4 – PROPOSED IMPLEMENTATION TIMESCALES

PROJECT	PROPOSED START	PROJECTED COMPLETION
New Active Denton Facility	April 2016	September 2018
Extension To Active Hyde	April 2016	March 2017
Redevelopment Of Active Longdendale	April 2016	September 2016
2016/17 Repairs Programme	April 2016	March 2017
Redevelopment Of Active Dukinfield	April 2016	September 2016
New Or Refurbished Active Ashton Facility	September 2018	March 2019 (Refurbished) September 2020 (New Facility)



## APPENDIX 5 – LONG TERM FINANCIAL IMPACT

### Active Tameside Investment - Financial Impact

	£ m
2015/16 - Revenue Management Fee	1.865
Less - 2016/17 - Annual Savings - Recurrent	-0.350
Less - 2016/17 - Additional Revenue Repair & Maintenance - Recurrent	-0.050
<b>2016/17 - Revenue Management Fee Baseline</b>	<b>1.465</b>

### Appendix 5

Financial Year	Proposed Annual Revenue Management Fee	Annual Capital Borrowing Repayment	Total Annual Council Liability	Variation to 15/16 Management Fee Baseline	Cumulative
	£ m	£ m	£ m	£ m	£ m
2016/17	1.689	0.986	2.675	0.810	0.810
2017/18	1.433	0.986	2.419	0.554	1.364
2018/19	1.124	0.986	2.110	0.245	1.609
2019/20	0.715	0.986	1.701	-0.164	1.445
2020/21	0.715	0.986	1.701	-0.164	1.281
2021/22	0.665	0.986	1.651	-0.214	1.067
2022/23	0.665	0.986	1.651	-0.214	0.853
2023/24	0.441	0.986	1.427	-0.438	0.415
2024/25	0.216	0.986	1.202	-0.663	-0.248
2025/26	0.085	0.986	1.071	-0.794	-1.042
2026/27	0.085	0.986	1.071	-0.794	-1.836
2027/28	0.085	0.986	1.071	-0.794	-2.630
2028/29	0.085	0.986	1.071	-0.794	-3.424
2029/30	0.085	0.986	1.071	-0.794	-4.218

Variation to Baseline after Recurrent Savings and Additional Repair and Maintenance Requirement	Cumulative
£ m	£ m
1.210	1.210
0.954	2.164
0.645	2.809
0.236	3.045
0.236	3.281
0.186	3.467
0.186	3.653
-0.038	3.615
-0.263	3.352
-0.394	2.958
-0.394	2.564
-0.394	2.170
-0.394	1.776
-0.394	1.382



2030/31	0.085	0.986	1.071	-0.794	-5.012
2031/32	0.085	0.986	1.071	-0.794	-5.806
2032/33	0.085	0.986	1.071	-0.794	-6.600
2033/34	0.085	0.986	1.071	-0.794	-7.394
2034/35	0.085	0.986	1.071	-0.794	-8.188
2035/36	0.085	0.986	1.071	-0.794	-8.982
2036/37	0.085	0.986	1.071	-0.794	-9.776
2037/38	0.085	0.986	1.071	-0.794	-10.570
2038/39	0.085	0.986	1.071	-0.794	-11.364
2039/40	0.085	0.986	1.071	-0.794	-12.158
2040/41	0.085	0.986	1.071	-0.794	-12.952
<b>Total</b>	<b>9.023</b>	<b>24.650</b>	<b>33.673</b>	<b>-12.952</b>	

-0.394	0.988
-0.394	0.594
-0.394	0.200
-0.394	-0.194
-0.394	-0.588
-0.394	-0.982
-0.394	-1.376
-0.394	-1.770
-0.394	-2.164
-0.394	-2.558
-0.394	-2.952
<b>-2.952</b>	