

## TRAFFORD COUNCIL

**Report to:** Executive  
**Date:** 26 February 2024  
**Report for:** Decision  
**Report of:** Executive Member for Leisure, Arts, Culture & Heritage

### Report Title

Partington Levelling Up Fund Programme update.

### Summary

The report provides an update on the Partington Levelling Up Fund Programme, including an update in relation to the redevelopment designs for Partington Leisure Centre and the outcome of the public consultation exercise. The report seeks approval to proceed to the next stage of the redevelopment of Partington Sports Village, which will be stage 4 of the RIBA (Royal Institute of British Architects) Plan of Work, including the submission of the planning application and the commencement of construction to completion.

### Recommendations

That the Executive: -

- 1) Note the outcomes of the RIBA Stage 3 Plan of Work, including the public consultation exercise for the redevelopment of Partington Sports Village.
- 2) Approve the facility mix, and design for the redevelopment of Partington Sports Village as set out in the report.
- 3) Delegate authority to the Director of Legal and Governance in consultation with the Corporate Director of Place and, where appropriate, the Director for Finance and Systems, to finalise and enter into all legal agreements with the Dean Trust when required.
- 4) Approve progression to RIBA Stage 4 within the approved Partington Levelling Up Fund Programme, including the submission of the planning application and the commencement of construction to completion, subject to costs being within the capital budget set out in this report.
- 5) Note the temporary full closure of Partington Sports Village to allow redevelopment work to take place.

- 6) Delegate authority to the Corporate Director of Place, in consultation with the Director of Legal and Governance, to negotiate and agree the terms of any contracts and appointments for the relevant contractors and specialists required to deliver the project and to award such contracts and appointments.
- 7) Delegate authority to the Corporate Director of Place to submit planning applications for the redevelopment of Partington Sports Village including the Public Sector Decarbonisation Scheme (PSDS) works once confirmed.
- 8) Approve that the Council enters into a grant agreement with the Greater Manchester Combined Authority in order to access grant funding from the Public Sector Decarbonisation Scheme (PSDS) to support the delivery of the scheme.
- 9) Delegate authority to the Corporate Director for Place, in consultation with the Director of Legal and Governance and Director of Finance and Systems, to agree the terms and conditions of the grant and enter into agreement.
- 10) Delegate authority to the Corporate Director of Place in consultation with the Director of Legal and Governance and the Director of Finance and Systems to enter into the funding agreement and any other terms and conditions associated with receiving additional funding from Sport England's Strategic Facilities Fund.
- 11) Note that any significant changes to either the capital costs identified on completion of RIBA stage 4 or the independently reviewed business case for Partington Sports Village, will be brought back to the Executive for further review and/or approval, and in advance of the Council entering contractual commitments on the overall capital spend if required.
- 12) Note an extension of the Levelling Up Fund for the Redevelopment of Partington Sports Village has been approved by DLUHC.

Contact person for access to background papers and further information:

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Background Papers: [Executive Report dated 13 March 2023](#)

**Implications**

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| Relationship to Policy Framework/Corporate Priorities | Contributes to and supports the revised (2021) Corporate Priorities: Reducing Health Inequalities and Addressing our Climate Crisis. It will also support the Trafford Moving Strategy. |
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| Relationship to GM Policy or Strategy Framework | The decision relates to the GM Moving strategy in terms of the aim to increase physical activity levels and GM Gear Change in relation to Active Travel.   |
| Financial                                       | <p>In March 2023, the Executive gave approval to enter into an agreement with DLUHC to secure grant funds of £18.3m under Levelling Up Round 2. The scheme also includes an additional £1.2m match funding from the Council's approved Leisure Investment Programme capital budget and £1.25m match funding from external stakeholders for the Redevelopment of Partington Sports Village (total scheme cost £20.7m).</p> <p>Additional external match funding has been secured to support the outcomes of this project. £150k was secured from the Football Foundation, delivered through external partners. A further £45k has also been secured from the UK prosperity fund to support outdoor gym equipment and activity.</p> <p>The Council has also made an application for further external funding from the Public Sector Decarbonisation Scheme and have been invited by Sport England to submit an expression of interest to their 'Strategic Facilities Fund'. These funds will increase the scheme budget if secured, and further support the deliverability of outcomes set out in the LUF Grant.</p> <p>The business case for the redevelopment of Partington Sports Village in the Part II report Appendix 3 is expected to initially require a level of ongoing financial support from the Council, which will be considered alongside the wider business plan for Trafford Leisure over the medium term. The objective is to reduce reliance on this support across the leisure portfolio as part of the approved leisure investment programme.</p> |
| Legal Implications:                             | <p>The Council will need to appoint a professional team and contractor. It will need to undertake a robust lawful procurement exercise and will need to enter satisfactory contracts and appointments, which minimises cost and delivery risk as far as reasonably possible.</p> <p>The Council will need to enter a Legal Agreement with Dean Trust to complete a land transaction from Broadoak School subject to approval by Education Skills Funding Agency (ESFA)</p>   |

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| Equality/Diversity Implications                     | <p>An Equality Impact Assessment (EIA) has been completed with each redevelopment design. The EIA for the redevelopment of Partington Sports Village can be found at Appendix 1 of Part I of this report.</p> <p>The redeveloped Partington Sports Village will be more accessible than the current provision.</p>  |
| Sustainability Implications                         | <p>The redevelopment designs include the replacement of the fossil fuel (gas) heating system with Air Sourced Heat Pumps and Solar Panels which are both significantly more sustainable options than those within the existing facilities.</p> <p>The redevelopment option will reduce the carbon omissions compared to a new build development.</p>  |
| Carbon Reduction                                    | <p>The redevelopment designs include the replacement of the fossil fuel (gas) heating system with Air Sourced Heat Pumps and Solar Panels which are both significantly more sustainable options than those within the existing facilities.</p> <p>Cycle storage provision and links to the existing Active Travel network have been incorporated into the designs.</p> <p>The provision of 6 EV Charging points has been made within the design of the car park and accessible to all.</p>  |
| Resource Implications e.g., Staffing / ICT / Assets | No direct implications  |
| Risk Management Implications                        | <p>Lessons have been learnt from the move Urmston project and the existing live move Altrincham refurbishment project to mitigate risk and provide greater cost certainty.</p> <p>RIBA Stage 3 designs have been completed and costed. Further designs and surveys will be undertaken at RIBA Stage 4 to clarify costs and continue to ensure the project remains within budget and reduce risks to the Council.</p> <p>The Council commissioned independent due diligence of the business plans as part of our risk mitigation. This can be seen at Appendix 3 of Part II of this report.</p> <p>The risks associated with inflation and market conditions include the potential for supplier time</p> |

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|                                 | <p>lags associated with getting the projects to construction commencement.</p> <p>Costs associated with getting to completing RIBA Stage 4 are a risk to the Council until a successful planning decision, judicial review period and transaction of land.</p>   |
| Health & Wellbeing Implications | <p>Investment into the Partington Sports Village will provide a facility mix at the Leisure Centre alongside investment into Cross Lane Park that encourages physical activity, which is a key component to improve the immediate and long-term Health and Wellbeing, including mental health for the residents of Partington and the surrounding Community. This will be achieved by providing facilities and programmes of engagement that target the inequalities in Partington and provide opportunities to reduce the levels of inactivity.</p> |
| Health and Safety Implications  | <p>A “do nothing option” would result in Partington Leisure Centre being closed in part due to health and safety concerns as there are health and safety risks that are being managed in the centre.</p>   |

## 1. Background

- 1.1 Physical exercise plays an important part in improving the health and wellbeing of Trafford residents, supporting them to live longer and in better health. Leisure centres play a vital role within the local community as research shows that the proximity and accessibility of a leisure centre to where a person lives has a bearing upon the amount of exercise taken.
- 1.2 The Council is currently supporting Trafford Leisure’s financial losses from its approved revenue budget. This is c£1m per annum, including use of reserves, and is expected to rise as the condition of the assets decline. Capital maintenance of over £8m has already been approved for essential statutory works. These will also increase over time and the associated borrowing costs put further pressure on the revenue budget. This is effectively the “do nothing” or minimal maintenance scenario.
- 1.3 The refurbishment of Urmston Leisure Centre, which completed in 2020, has delivered improved facilities, usage, and financial returns. This pays back borrowing and reduces the financial support required from the Council.

- 1.4 The Strategic Outcomes Planning Model (SOPM) Stage 3 adopted by the Executive in December 2021 provided an in-depth analysis of the needs and gaps across the borough, including Partington in relation to sports facilities.
- 1.5 The development of Partington Leisure Centre is based on a detailed brief following robust public consultation and now has greater cost confidence due to the RIBA Stage 3 process.
- 1.6 Trafford Leisure CIC has been involved as part of the project team to ensure the development of appropriate revenue opportunities to compliment the designs and increase future income profiles to support capital investment.

## **2 Alignment to strategy**

- 2.1 Trafford Moving – Following approval by the Executive, Trafford Moving, the borough’s Sport and Physical Activity Strategy, was launched in March 2023. The refurbishment of Partington Leisure Centre and redevelopment of Partington Sports Village will significantly contribute towards the outcome of Trafford Moving, and specifically in reducing health inequalities. Approval has been granted by DLUHC to extend the completion of the ‘Redevelopment of Partington Sports Village’ from March 2025 to March 2026 to ensure the refurbishment of the leisure centre can be completed within the terms of the grant award.
- 2.2 Active Travel – In March 2023, the Executive approved Trafford’s Walking, Wheeling, and Cycling strategy. The strategy supports residents to choose active travel every day and promotes a shift in behaviour change away from the car – especially for short journeys.
- 2.3 Through the Council’s Leisure Investment Programme, each of the borough’s leisure centres will benefit from improved shower and changing facilities and where possible secure cycle storage. This investment in local facilities and infrastructure will improve access to leisure centres and makes active travel a viable option for more people. Trafford Leisure will embed active travel in the management of the Leisure estate and promote walking, wheeling, and cycling as part of the customer offer.

## **3. Partington Sports Village**

- 3.1 Approval has been granted by DLUHC to extend the completion of the ‘Redevelopment of Partington Sports Village’ from March 2025 to March 2026 to ensure the refurbishment of the leisure centre can be completed within the terms of the grant award.
- 3.2 Within the terms of the grant, the project ‘Redevelopment of Partington Sports Village’ includes: -
  - The refurbishment of the leisure centre.

- The refurbishment of Cross Lane Changing Rooms.
  - A new BMX/pump track at Cross Lane.
  - A new trim trail around Cross Lane.
  - Refurbishment works at Partington Youth and Community Centre (Greater Manchester Youth Federation).
  - A new 3G pitch including access path from Warburton Lane to 3G pitches.
  - Improved connectivity between Cross Lane and Warburton Road.
- 3.3 The outputs and outcomes of the project are estimated to increase footfall across the entire site, as experienced with the refurbished Move Urmston, and will see an improvement to the health and wellbeing of Partington residents, which will be monitored post project by robust KPI's and a new operating agreement between Trafford Council and Trafford Leisure and relevant third-party agreements.
- 3.4 The deep-rooted health inequalities that persist in Partington present a significant long-term challenge for partners and the community as a whole. Through Levelling Up funds and the Councils Leisure Investment Programme, there is now a significant opportunity to reduce health inequalities in Partington through focusing on health and wellbeing and increasing levels of physical activity.
- 3.5 The newly established Neighbourhood Integrated Care Teams and Trafford Leisure will work closely with the local Trafford Moving partnership to design and deliver Physical Activity Plans that support residents with long term illnesses and chronic conditions. This local collaboration between health, care, and Leisure providers, will focus on improving health and wellbeing by increasing physical activity. The approach is underpinned by robust neighbourhood data sets to measure progress and support reporting This place-based programme has been endorsed by Trafford Integrated Care Board and the Council's Health and Wellbeing Board.
- 3.6 Building on the Local Pilot and following extensive consultation, the strong relationship with the voluntary and community sector, will ensure that local programmes delivered across the sports village are all tailored to local need. The successful consultation carried out underpins the need and local support for the investment in Partington's Leisure facilities.
- 3.7 Max Associates (a leisure consultant) independently assessing the business case for the leisure centre, estimate that membership will increase from 188 to 615 as opening hours will extend post refurbishment. The centre is currently open on reduced hours, from Monday to Friday it is currently open from 16.00to 22.15 hours and from 09.00 to 17.00 hours at weekends. A refurbished centre

will significantly extend its opening hours. The business case currently forecasts opening hours from Monday to Friday from 07.00 to 22.00 hours and from 08.00 to 18.00 hours at the weekend.

- 3.8 The extended opening hours and facility mix will enable the delivery of tailored community programmes of activity designed with health providers and local stakeholders to reduce health inequalities. It's estimated that across the whole site, footfall will increase to 29,750 visits per month with local residents benefiting from engaging in physical activity and improving their health and wellbeing.
- 3.9 There are a broader suite of outputs that will also be delivered with the capital investment across Partington Sports Village. These include: -
- 3,500m<sup>2</sup> of the existing leisure centre floor space will be fully refurbished.
  - Green space public realm, and access, will be improved across the site.
  - Full renovation of Cross Lane Changing Rooms providing fit for purpose facilities to support activity.
  - Enhanced Pump Track covering over 1000m<sup>2</sup>.
  - 1km of trim trail across Cross Lane Park, improving access across the site, encouraging walking and running.
  - A skills offer including a range of educational partners offering new apprenticeships and employment opportunities, including permanent jobs facilitated directly through this project.
- 3.10 The Council have, and continue to seek, additional external funding to support this project to achieve the outputs and outcomes detailed in the Levelling Up Grant.
- 3.11 Sport England have been engaged throughout the refurbishment program and have now invited Trafford Council to make an expression of interest to their 'Strategic Facilities Fund' to support its capital investment into Partington Leisure Centre.
- 3.12 Additional external match funding has been secured to support the outcomes of this project. £150k was secured from the Football Foundation, delivered through external partners. A further £45k has also been secured from the UK prosperity fund to support outdoor gym equipment and activity.

#### **4. The Facility Mix**

- 4.1 The Facility Mix for the Leisure Centre is detailed below.
- 4.1.1 Informed by the public consultation carried out as part of RIBA stages 2 & 3, Trafford Council and Trafford Leisure have worked with Kier and their sub-Contractors, Ellis Williams Architects design team to further:



- Improve the customers journey and fitness and leisure options.
- Optimise and increase health and wellbeing related outcomes.
- Improve the aesthetic appeal of the building and bring the standard of the leisure centre in to the 21st century.
- Future proof the building as much as possible, with the addition of more flexible space and better utilisation of the centre's footprint.
- Provide an environmentally friendly and sustainable building with a reduced carbon footprint.

4.1.2 A redesign of the internal space includes the following proposed facility mix:

- 20m swimming pool – Four lanes and storage.
- Pool pod to improve accessibility.
- Pool and Sports Hall viewing areas.
- Wet village change including gender specific, group change and a Changing Places accessible facility.
- Gender specific dry change
- Wellbeing room.
- Enlarged fitness suite.
- Gender Specific fitness change and dry change.
- Two flexible studio/community spaces.
- Four court sports hall and storage.
- Staff rooms and offices.

4.1.3 In addition, an extension will be built to provide residents with a sense of arrival, accommodating a combined lobby area with café with improved accessibility and viewing.

4.1.4 The proposed designs for approval can be found at Appendix 2.

4.2 Net income at Partington Sports Village has been projected through the business case found in Appendix 1 in Part II of this report. The independently reviewed business case supports the facility mix, refurbishment and proposed investment into Partington Sports Village.

## **5. Consultation**

5.1 Extensive consultation has been undertaken to ensure Partington residents are fully engaged with the proposals.

5.2 Initial consultation was undertaken during RIBA stage 2 between the 12<sup>th</sup> and 30<sup>th</sup> January 2022, including using the Council's Citizen Space portal to ask residents questions relating to themselves, and the potential facilities both indoor and outdoor within the Partington Sports Village.

5.3 There were three face to face sessions, namely St Marys Church, Partington Sports Village and at Broadoak School, which were open to members of the

public to attend to discuss the facilities and participate in conversations with key stakeholders. Over 100 people were engaged at these in-person sessions.

- 5.4 The consultation was promoted using the Council's and Trafford Leisure's social media, leaflet drops and in a press release to the local media and in local community facilities. In addition, three working groups were established and will remain in place through the lifetime of the project i.e., Health, Skills, and Community.
- 5.5 318 people responded to the online consultation survey with a split of 52% female, 45% male and 3% preferring not to answer. 67% of the respondents were under 15 whilst 21% stated that they were not doing the recommended 150 minutes of physical activity each week.
- 5.6 Participants clearly identified barriers to using Partington Sports Village including: -
  - Quality of existing facilities
  - Limited opening times of the leisure centre
  - No fitness classes
  - A lack of age specific lessons
  - Better swimming pools elsewhere
  - Lack of modern equipment
- 5.7 25% of the people stated they were not members of any leisure centre and 75% of the survey participants confirmed they would use a modernised Partington Sports Village enroute to work or as part of their daily routine.
- 5.8 In addition, further face to face engagement events took place between 27<sup>th</sup> November and 7<sup>th</sup> December at St Marys Church and Partington Sports Village, EAM Care Group and the Hideaway.
- 5.9 A further 78 people were engaged in this period of which 62 were residents of Partington. 64% of which were female and 36% male. 14% were under 15.
- 5.10 The results of the combined consultation can be found at Appendix 3.

## **6. Public Sector Decarbonisation Scheme – Phase 3 (PSDS 3)**

- 6.1 The government are further supporting local authorities to remove carbon from public buildings through an additional funding scheme.
- 6.2 Following the Councils successful PSDS 3a bid for Altrincham Leisure Centre, a further application under the PSDS 3c scheme has been made. The outcome is to be confirmed no later than March 2024.
- 6.3 A successful PSDS 3c funding bid will further support the procurement of sustainable technology including air sourced heat pumps, and solar panels which are included in the programme of delivery for Partington Sports Village.

This will also support the reduction in utility costs relative to traditional heating methods.

## **7. Business Case**

7.1 Completion of RIBA Stage 3, is where the coordinated design really takes form and is developed alongside structural design, building services and a cost exercise.

7.1.1 The completion of RIBA Stage 3 has provided Trafford Council with additional information and a closer understanding of the buildings condition, and the cost associated with refurbishment.

7.1.2 The cost identified to redevelop Partington Sports Village, and in particular the Leisure Centre based on a more detailed design, are set out in Part II of this report.

7.2 In preparing the business case, Max Associates, Independent Leisure industry experts and Sport England have worked in agreement with both Trafford Leisure and the Council. This has also been carried out alongside the completion of RIBA Stage 3 to incorporate the assumptions and design.

7.3 The modelling for the business case considered:

- Current agreed 2023/24 budgets for Trafford Leisure.
- Impact of works being undertaken at the centre, which will include a temporary full closure.
- The ability to direct users to the other local centres and community assets.
- Floor plans showing the refurbishment works issued by Ellis Williams Architects in October 2023.
- High level forward projections of the wider Trafford Leisure budget across 5+ years.
- For business planning purposes it is presumed that the centre will be closed for 1 year and 3 months (65 weeks) from October 2024 – December 2025.

7.4 Assumptions on income are based on the impact across each activity area including dry side activities, pool, gym membership, health, and fitness. Assumptions on expenditure have been calculated on areas based on extended operating hours in line with all other leisure centers across the borrow including staffing, utilities, programming, premises, and overheads.

7.5 Assumptions have been made based on industry trends and the progress of the recently redeveloped facility at move Urmston.

7.6 Most of the growth is expected to happen within the first 2 years of the centre opening, with resource allocated to support this growth.

7.7 There is an identified risk relating to car parking arrangements, which will be further reviewed during the RIBA Stage 4 process.

## **8. Additional Project updates**

8.1 BMX / Pump Track procurement of Design and Build Contractor was completed in December 2023. The contract is to commence in February 2024, with a planning application required for floodlights.

8.2 Cross Lane Changing Rooms – Designs under review following engagement with NGB's. Procurement for main contractor to commence towards the end of the first quarter in 2024.

8.3 Cross Lane - Trim Trail including new outdoor gym supported by Prosperity Fund is under review following the December 2023 consultation.

8.4 Greater Manchester Youth Federation procurement for refurbished bike storage to commence in the first quarter of 2024.

8.5 A new second 3G pitch including rugby shock pad works has been completed, and a new access path from Warburton Lane is now in operation. The official opening is planned for 30<sup>th</sup> January 2024.

8.6 A Site Plan identifying all LuF2 connected projects as part of the award are highlighted attached in Appendix 4

## **9. Partington Sports Village - Next steps**

9.1 With approval, the next step is to move to RIBA Stage 4, which includes final clarifications for cost and scope, developing the designs for a planning application and then a move into the construction phase of the redevelopment of the leisure centre. This will include a further review of the business case and all associated risks. Any significant changes to either the capital costs identified on completion of RIBA Stage 4 or the independently reviewed business case for Partington Sports Village, will be brought back to Executive for further review and/or approval, and in advance of the Council entering contractual commitments on the overall capital spend if required.

9.2 To accommodate the redevelopment, there will be a temporary full closure of Partington Sports Village to allow refurbishment work to take place. Closure will take place from Autumn 2024 to prepare for works being carried throughout 2025 for opening in January 2026. The full refurbishment of the leisure centre is estimated to take up to 15 months. Further detail on this will be understood upon completion of RIBA Stage 4. A part closure had been considered but isn't viable due to the land constraints of Trafford Council and Dean Trust and the

utilities interface with Broadoak School. Access to the Pavilion and both the new and old 3G pitches will remain open.

### **Reasons for Recommendation(s)**

To ensure the ongoing on time delivery of the Levelling Up Project 'Redevelopment of Partington Sports Village' by March 2026, including the associated outputs and outcomes with the grant award and to support the health and wellbeing of the general population, helping people to live longer and in better health. In turn, reducing the growing burden upon the health and social care system.

### **Exempt Information**

**By virtue of Paragraphs 3 of Part 1 of Schedule 12A of the Local Government Act 1972, as amended by The Local Government (Access to Information) (Variation) Order, the following information has been excluded from Part I of this report and included in Part II of the report:**

**3. Information relating to the financial or business affairs of any person (including the authority holding that information)**

**In all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.**

**Key Decision: yes**

**If Key Decision, has 28-day notice been given? Yes**

**Finance Officer Clearance: PC**

**Legal Officer Clearance: EM**

**CORPORATE DIRECTOR'S SIGNATURE:**



To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.

### **Appendix Part I**

Appendix 1 - Equality Impact Assessment

Appendix 2 – Leisure Centre Design proposals

Appendix 3 - Consultation results

Appendix 4 – Partington Sports Village Site Plan